

Application Number: DM/2025/01516

Proposal: Erection of a steel frame agricultural building on agricultural land (The outbuilding will be used primarily for animal feed and hay storage, and storage of agricultural equipment, large enough to house a farm tractor and associated attachments)

Address: Swallows Nest Tyr Pwll Parc Llettis Road Coldbrook Abergavenny

Applicant: Mr Martin Ayres

Plans: Site Plan Site Level - , All Drawings/Plans Steel Outbuilding - , Location Plan Location Plan - ,

RECOMMENDATION: APPROVE

Case Officer: Ms Kate Bingham
Date Valid: 28.11.2025

This application is presented to Planning Committee due to five or more objections being received.

1.0 APPLICATION DETAILS

1.1 Site Description

This application relates to an area of paddock adjacent to a dwelling in Hardwick, near Abergavenny. The site slopes down from north-east to south-west by an elevation of 8 metres over approximately 140 metres towards the main road between Abergavenny and Raglan. The paddock houses a group of alpacas and a small glamping site which is the subject of a concurrent planning application.

The site is within the Nutrient Sensitive Catchment Area of the River Usk Special Area of Conservation (SAC). There are no other designations.

1.2 Value Added

Additional information relating to the use of the proposed building provided.

1.3 Proposal Description

It is proposed to erect an outbuilding on the southeastern corner of the paddock measuring 12m x 8m (96m²) in area with an eaves height of approximately 4m and maximum ridge height of 5m.

The building will be used primarily for animal feed and hay storage, and storage of agricultural equipment, large enough to house a farm tractor and associated attachments. No livestock will be kept in the building.

2.0 RELEVANT PLANNING HISTORY (if any)

Reference Number	Description	Decision	Date
DM/2022/01511	Change of use from empty residential land to tourism for camping/glamping. Construction of wash facilities supplemental to the glampsite. Construction of a field shelter for animals, doubling as an observation deck	Refused	06.08.2025
DM/2023/01477	Retrospective planning permission for an outbuilding on the land adjoining Swallows Nest.	Approved	20.12.2023
DM/2025/01607	Change of use from agricultural land to leisure and tourism for glamping.	Recommended for Approval	

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
S16 LDP Transport
S17 LDP Place Making and Design

Development Management Policies

LC1 LDP New Built Development in the Open Countryside
LC5 LDP Protection and Enhancement of Landscape Character
DES1 LDP General Design Considerations
EP1 LDP Amenity and Environmental Protection
SD4 LDP Sustainable Drainage
GI1 LDP Green Infrastructure
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.

Planning Policy Wales (PPW) Edition 12

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

Gobion Fawr Community Council - The Community Council has raised significant concerns in regard to the planning application DM/2025/01516 Swallows Nest.

The application states the proposed building is for agricultural purposes on agricultural land. However, the Council has significant concerns regarding the need and intended use of a structure of this scale. Gobion Fawr Community Council is not satisfied that the proposal genuinely warrants a building of the requested scale and height for legitimate agriculture. We recommend that if permission were to be granted, it should be for a significantly smaller and lower building that is proportionate to the site's genuine agricultural needs.

The scale and siting of the proposed development are unacceptable due to the adverse impact on the amenity of neighbouring properties. The proposed height of the structure is considered overpowering to the adjacent residential property. The size and height of the building will result in an unacceptable level of intrusion to neighbouring properties.

The application states the structure will not be visible from the road. The Council's view, based on a site visit, is that this statement is incorrect and the building will be visible, contrary to the application's submission.

For the reasons stated above—specifically, the justification of the building's size relative to site, the overbearing scale and height that impacts neighbour amenity, and the concerns over public notification.

Gobion Fawr Community Council strongly objects to this planning application.

NRW - We have no objection to the proposed development as submitted. The application as submitted is unlikely to increase the amount of nutrients entering the catchment. Therefore, we are satisfied the proposal is not likely to have a significant effect on the River Usk SAC.

MCC Biodiversity - No objection subject to conditions (lighting and net gain for biodiversity).

MCC SAB / Lead Local Flood Authority - No objections. Advice provided:

The size of the proposed building falls just below the 100 m² threshold, above which a Sustainable Drainage System (SuDS) designed, constructed and maintained in accordance with the Statutory

Standards for SuDS in Wales and approved by MCC as SuDS Approving Body (SAB) would be required.

Based on the scale and location of the proposed building we have no objection to the proposals. We advise that sufficient surface water drainage should be provided for the structure to avoid creating nuisance for surrounding landowners. Such nuisance could be a matter for private civil litigation.

Flood risk maps provided by Natural Resources Wales do not indicate the site to be at particular risk of flooding. Our database of previous flood events does not record any flood events in close proximity to the site. Our database of drainage and flood assets does not record any drainage or flood assets in close proximity to the site.

SEWBREC Search Results - No significant ecological record identified.

5.2 Neighbour Notification

10 representations received objecting on the following grounds:

- Lack of clear justification for a building of this scale and height for legitimate agricultural purposes.
- Unacceptable scale, height, and siting of the structure, which would be overbearing and harmful to neighbouring residential amenity.
- Located close to our boundary on the crest of an open field. It's elevated and exposed position would make it highly visible from neighbouring properties and the wider area.
- The building is not associated with, or adjacent to, existing agricultural buildings and would appear isolated and incongruous in the landscape, causing significant harm to the rural character and visual amenity of the area.
- Incorrect claim that the building would not be visible from the road, which the Community Council has confirmed is inaccurate following a site visit.
- While the applicant states the shed would be used for feed, hay, and equipment storage, no agricultural appraisal, business plan, stocking levels, or functional/financial assessment has been submitted to demonstrate that a building of this scale is reasonably necessary on this small site. Without such evidence, the proposal fails to meet the tests normally applied to agricultural development in the open countryside and risks being agricultural in name only.
- The development would require the formation of a roadway or access track, introducing further built features into an otherwise open field and exacerbating landscape and visual harm.
- Buildings of this type typically require internal and external lighting, particularly during winter months. Given the elevated siting, such lighting would result in light pollution and harm to the rural character of the area.
- The proposed steel construction provides little acoustic insulation. Any use involving machinery, vehicles, or storage activity would generate noise likely to travel across the surrounding area and disturb nearby residents.
- Given the absence of clear agricultural justification and the applicant's previous planning history on the site, there is a legitimate concern that the building could be used for non-agricultural or commercial purposes in the future, resulting in increased noise, traffic, and disturbance.

- The applicant's reference to recyclable materials and the provision of bird boxes does not address the fundamental planning harms arising from the scale, siting, visibility, and amenity impacts of the proposal. These measures do not outweigh the identified harm.
- The land currently homes grazing animals, there is no heavy agriculture on the site, we do not believe there is a logical need for such a large agricultural building on this site.
- Serious concerns about the intended over-development of the plot and intended use for the proposed outbuilding.
- The proposal fails to provide adequate drainage details. Surface water is said to discharge to an existing watercourse, yet no drainage design, outfall details, discharge rates, or evidence of consultation with Welsh Water have been submitted.
- The land is already overcrowded with existing shepherd huts and other buildings, and the addition of a large steel structure would further erode the open countryside.
- The land is currently shared by alpacas, and the proposed development would significantly reduce the available grazing and movement space for the animals, to the detriment of animal welfare and the proper agricultural use of the land.
- The storage and use of large agricultural machinery is likely to result in increased noise, activity, and vehicle movements, which would adversely affect the amenity of nearby residents and properties.
- The proposed use of the land outlined in the application does not conform to the necessary area required to justify an agricultural classification. Notably, the blue line delineates an area that has been identified as residential in nature, which directly contradicts previous applications submitted by the applicant for the same site. This inconsistency is evident when compared with the prior application (22/01511), which was recently refused.
- It is noteworthy that the previous application focused on a glamping site, and it appears coincidental that the current application seeks to establish a unit capable of accommodating multiple glamping units. To mitigate the potential for misuse, it would be prudent to condition any approval to explicitly prohibit such uses, in line with the refusal of the earlier application.
- While the application form initially indicates agricultural use, Certificate B explicitly states that the proposal is neither an agricultural smallholding nor for agricultural use.
- The application defines a structure of 97m² located at the extreme boundary of the site, which overshadows neighbouring properties without sufficient justification for its siting.
- The design appears to intentionally avoid the threshold for Sustainable Drainage Systems (SuDS) requirements and consultation with the Sustainable Drainage Approving Body (SAB).
- The section drawing demonstrates a fall of between 400 mm and 600 mm across an 8 m width, which would necessitate either an embankment or excavation. This would increase the effective land take, likely exceeding 120 m². A copy of this analysis has been forwarded to the SAB for further consideration.

- Approving a large steel structure in these circumstances risks enabling development by stealth, where buildings justified as agricultural are later repurposed to support leisure or commercial activities. This would undermine planning controls intended to protect.
- Planning permission has been submitted for this property to have the land use changed from agricultural, therefore you cannot erect a massive structure that is disproportionate to the size of land and then change the use from agricultural land to tourism.
- The application, it mentions three passing places on the single-track access road. One of them is in fact our private tarmacked entrance to our property, not a public passing place.
- Storage for Tractor and attachments was always the Mission Hut that still exists on site and was used by the previous owner for this purpose for a much larger plot.
- The quantity of animals grazing on the small plot of land would not leave any requirement for grass cutting.
- For hay storage, a well-ventilated building is required, not an enormous, enclosed workshop that is totally inappropriate for the size of plot.
- I don't understand why these development proposals go on and on, evolving into who knows what.
- Not convinced that the applicants would in fact adhere to any of the terms that they propose to support their application. They obviously have no respect for the community or the Planning Authority, blatantly implementing their business plan regardless.

5.3 Other Representations

None.

5.4 Local Member Representations

County Councilor - No comments received.

6.0 EVALUATION

6.1 Principle of Development

6.1.1 The site is located outside any defined settlement boundary and is therefore considered to be open countryside. It is acknowledged that the site is not an existing agricultural holding, rather a paddock associated with a residential property although not residential curtilage. On that basis, the application falls to be considered under LDP Policies that seek to protect the character and appearance of the open countryside (LC1 and LC5) as well as general LDP policies relating to good design and residential amenity (DES1 and EP1).

6.1.2 Policy LC1 informs that there is a presumption against new built development in the open countryside, unless justified under national planning policy and/or LDP policies S10, RE3, RE4, RE5, RE6, T2 and T3 for the purposes of agriculture, forestry, 'one planet development', rural enterprise, rural / agricultural diversification schemes or recreation, leisure or tourism.

6.1.3 The applicant has provided a justification for the building to support the application. This states that manually strimming a several acre paddock has become laborious, so the aspiration is to have a tractor and topper, ideally getting an attachment to maintain the 40m of hedge at the north of the property, and the 30m and 10m stretch at the south of the property. The applicant has also stated that they are now unable to get hay for animal feed in small batch deliveries due to local supplier price increase resulting in the need to purchase feed in larger quantities and store it on site. This is considered to be reasonable to justify the proposed new outbuilding under LDP Policy LC1.

6.1.4 As exceptional circumstances are considered to justify the proposed building, Policy LC1 goes on to state that 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;

This will be discussed in Section 6.2 below.

- b) new buildings are wherever possible located within or close to existing groups of buildings.

The proposed new building is proposed to be located to the far southeast of the paddock. It is sited close to a neighbouring garage belonging to no. 4 Twr Pwll and the southern boundary of the site which is shared by a lane serving other properties. There are other existing outbuildings immediately to the south of this lane. As such, the proposed new building will not be viewed in isolation. Criterion (b) is therefore considered to have been satisfied.

- c) the development design is of a form, bulk, size, layout and scale that respects the character of the surrounding countryside.

The proposed building will measure approximately 96m² with a shallow pitched roof with a maximum height of 5m. This is not especially large for this type of storage building taking into account the desire to store a tractor and hay, having regard to the fact that Permitted Development Rights for large agricultural holdings normally permit structures up to 465m² under a Prior Notification. Criterion (c) is therefore considered to have been satisfied.

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

This will be discussed in Section 6.2 below.

6.2 Good Design / Landscape Impact

6.2.1 In terms of criterion (a) of LDP LC1, Policy LC5 provides that 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.

6.2.2 Criterion (d) of LDP Policy LC1 also requires that the development will have no unacceptable adverse impact on landscape, historic / cultural or geological heritage, biodiversity or local amenity value.

6.2.3 The proposed building will be a steel framed structure with dark green metal walls and black sheet metal roof. This is typical of storage buildings within rural areas- and the proposed colour pallet is considered to be suitably muted. The ridge of the building will run east to west. Much of the building will be screened from view from the main road to the south by other existing buildings

and a group of mature trees. Furthermore, it will be viewed against the land rising behind it. As such it is considered that the building will not cause significant intrusion, nor significant adverse change in character of the landscape.

6.2.4 The use of the building to assist in managing existing land, will not lead to an intensification of the use. Should any associated glamping use fall away due to refusal of the concurrent application or voluntary cessation, then it is reasonable to assume that the applicant will still need to manage the land as described. Any potential future change of use of the building would require further planning consent.

6.2.5 On the basis of the above, it is considered that the proposed building complies with the provisions of LDP Policies LC1 and LC5.

6.3 Impact on Residential Amenity

6.3.1 The nearest neighbouring residential dwelling to the proposed new building is no. 4 Tyr Pwll which is located approximately 25m to the southeast of the site. There will be a distance of approximately 12.6m between the boundary of the garden of this property and the site. Given the distance between the site and the nearest dwelling together with the siting being to the north and the relatively low eaves and ridge height of the development, it is considered that the impact on this neighbouring occupier as well as no.5 Tyr Pwll will not be significant.

6.3.2 Amberleigh House lies some 261m to the northeast of the proposed building on land which is approximately 8m higher than the application site and therefore will not be impacted by the development. Similarly, Hardwick Lodge lies almost 70m to the northwest and again will not be adversely affected by the new building in terms of outlook or overbearing impact.

6.3.3 Based on the above, it is considered that the proposed development does not conflict with LDP Policies EP1 or DES1.

6.4 Access / Highway Safety

6.4.1 No changes to the existing access are proposed as part of this application. Furthermore, no track is proposed to link the new building and the existing entrance as it is not required given the proposed use. There will be a negligible change in traffic movements with hay being delivered in larger quantities, less often. Therefore, it is considered that the development will not have any adverse impact on highway safety.

6.5 Green Infrastructure

6.5.1 Chapter 6 of Planning Policy Wales (PPW) 12 highlights that a Green Infrastructure (GI) statement should be submitted with all planning applications and will be proportionate to the scale and nature of the development. The statement which will need to be informed by a GI assessment of the site will describe how green infrastructure will be incorporated into the proposal and how the step wise approach to protecting biodiversity, habitats and GI onsite will be managed. A step wise approach considers what impacts may occur as a result of development activity to any identified biodiversity, habitats and green infrastructure assets and networks that may be present on or bounding a site. The approach then seeks to manage any harm that may occur by (a) avoiding (b) minimising (c) Mitigate / Restore.

6.5.2 The site comprises approximately 3 acres of residential development and grazing land. No existing trees or hedgerows are to be removed. The GI Statement provided with the application proposes the addition of two bird boxes to be situated on the outbuilding to provide additional nesting spots for surrounding wildlife. It is considered that the stepwise approach required by PPW12 has been followed.

6.6 Biodiversity

6.6.1 The River Usk SAC and SSSI are located approximately 600m southwest of the site (separate from the site by a dual carriageway). A component SSSI of Usk Bat Sites SAC is located approximately 6.8km west of the site. Significant impacts on the designated site is considered unlikely due to the scale, nature, and distance of the proposal, however sensitive lighting is recommended given the proximity to the SAC and abundance of suitable foraging and commuting habitat in the local area. There are no local wildlife sites within 1000m of the site.

6.6.2 No ecological survey has been undertaken; however the development appears to be proposed for an area of heavily grazed agricultural land, which is likely to have limited value for biodiversity in its current state. The proposed building appears to be adjacent to a hedgerow and as such works should be undertaken in accordance with the current 'BS5837: Trees in relation to design, demolition and construction' to ensure no damage to the roost protection area. It is noted that no lighting has been proposed.

6.6.3 PPW 12 sets out that the planning system has a key role to play in helping to reverse the decline in biodiversity and increase the resilience of ecosystems, at various scales, by ensuring appropriate mechanisms are in place to both protect against loss and to secure enhancement. It is clear that planning system should ensure that overall there is a net benefit for biodiversity and ecosystem resilience, resulting in enhanced wellbeing.

Two bird boxes have been proposed within the Green Infrastructure Statement. These enhancements are welcomed and considered to be proportional to the scale of the proposal. These can be secured via condition should Members be minded to approved the application.

6.6.4 Under the Conservation of Habitats and Species Regulations 2017 it is necessary to consider whether the development should be subject to a Habitat Regulations Assessment. This is in particular reference to the impact of increased concentrations of Phosphates on designated SAC's. NRW has set new phosphate standards for the riverine SAC's of the Wye and Usk and their catchment areas. Development that may increase the concentration of phosphates levels will be subject to appropriate assessment and HRA.

6.6.5 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, 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. Natural Resources Wales has set new nutrient standards for the river SACs in Wales. Any proposed development within the SAC catchments that might increase the amount of nutrient 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.

6.6.6 This application has been screened in accordance with Natural Resources Wales' advice for planning applications within the river Special Areas of Conservation (SACs) catchments (v5 issued July 2026). It is considered that this development is unlikely to increase nutrient inputs as the development does not include any new foul drainage and the building will not be used for livestock. This can be secured via a condition.

6.7 Response to the Representations of Third Parties and/or Community/Town Council

6.7.1 There is no requirement for the application site to be an agricultural holding in order to justify an outbuilding for the purposes indicated by the applicant.

6.7.2 Any future change of use from storage would require further consent. As such, a condition to prevent this would not be necessary.

6.7.3 With regards to surface water drainage, it is noted that the although SAB consent will not be required, the Council's SAB Team have considered the application and have raised no objection to the proposals. The Application Form indicates that surface water will drain to an existing watercourse which is a suitable destination for surface water. Should the final built area of the building exceed 100m² then SAB consent will be required. This is separate to planning consent.

6.7.4 No external lighting is proposed. Control over lighting can be secured via condition should Members be minded to approve the application.

6.8 Well-Being of Future Generations (Wales) Act 201

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.

6.8 Conclusion

6.8.1 The proposed building is appropriate in scale for the purposes referred to in the application.

6.8.2 The siting of the building is considered to ensure not adverse impact on the character and appearance of the wider landscape.

6.8.3 The scale and location of the proposed building will ensure that there is no significant impact on local residential amenity.

6.8.4 Any alternative future use of the building (for example in association with glamping) would require separate consideration and planning consent.

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 works shall proceed in accordance with proposed measures to secure no net loss and net benefit for biodiversity as detailed within the Green Infrastructure Statement. Evidence of implementation of mitigation and net benefit measures for biodiversity must be provided to the LPA no more than three months later than the first beneficial use of the development.

REASON: To provide no net loss and biodiversity net benefit and ensure compliance with PPW 12, the Environment (Wales) Act 2016 and LDP policy NE1.

4 The agricultural building hereby permitted shall not be used otherwise than for the stated purpose of *** and for no other agricultural purposes and shall remain as such in perpetuity.

REASON: To prevent pollution of water resources and the environment and to ensure compliance with LDP Policy EP2 and Natural Resources Wales' nutrient standards for the river SACs in Wales. Any use of the agricultural building other than the approved use within the SAC catchment might unacceptably increase the amount of nutrients within the catchment to significant levels that could lead to damaging effects to the SAC features.

5 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 the buildings or in the curtilage until an appropriate lighting plan which includes low level PIR lighting, provides detail of lighting type, positioning and specification, and ensures that roosting and foraging/commuting habitat for bats is protected from light spill, has been agreed in writing with the Local Planning Authority.

REASON: To safeguard roosting and foraging/commuting habitat of Species of Conservation Concern in accordance with the Conservation of Habitats and Species

Regulations 2017 (as amended), Section 6 of the Environment Act (Wales) 2016 and LDP policies EP3 and NE1.