

Application Number: DM/2025/01607

Proposal: Change of use from agricultural land to leisure and tourism for glamping.

Address: Swallows Nest Tyr Pwll Parc Llettis Road Coldbrook Abergavenny

Applicant: Ms Elizabeth Pengelly

Plans: Location Plan - , Other APPLICATION COLLABORATION AND COMPATIBILITY - , Other COMPLETE DRAINAGE DETAILS AND CALCULATIONS - , Other ECOGRID-GRASS-FILL-INSTALLATION - , Green Infrastructure Appraisal/Statement Green Infrastructure and Landscaping Doc 1 - REV B 05.07.26, Other GUEST POLICIES - REV B 06.07.26, Other PRELIMINARY ECOLOGICAL ASSESSMENT - V4, All Drawings/Plans LP2 - Planning - 05.07.26 REVISION AD, Other 21097-RP-NIA-01 - ,

RECOMMENDATION:

Case Officer: Ms Kate Bingham
Date Valid: 23.12.2025

This application is presented to Planning Committee due to 5 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 this planning application.

There is also an application for a storage building for the management of the land on the southern end of the paddock (DM/2025/01516).

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

Revised plans reducing the number of units and moving the parking area were submitted following Officer advice and the issuing of the Appeal decision that was received after this application was submitted.

1.3 Proposal Description

It is proposed to site 3 no. shepherd huts to provide glamping accommodation together with a washroom. All the huts have a floor area of approximately 7.4m x 2.58m and have a curved metal roof with a maximum height of 3.5m.

Two of the shepherd huts have already been brought to the site under the 28 day Permitted Development rules. A timber animal shelter has also been constructed with a floor area of 27m²

with a flat roof that ranges from 2.5m high to a maximum of 2.8m owing to the slope of the land. The moveable timber shower block is also on site. This comprises a compost toilet, shower, store room and sink as well as a communal fridge/freezer. This building measures 6m x 2.4m in area and has a slightly sloping, largely flat roof measuring between 2.5m and 2.8m in height.

The proposed parking area will now be located to the southwest of the proposed shepherds huts, utilising an existing access and an existing area of hard standing at the end of the entrance way, adjacent to the applicant's dwelling. This will provide three parking spaces. An overflow area will also be created using an Ecogrid grass fill installation (or similar). This should provide good drainage/permeability, minimal change in appearance, and no reduction of grazing pasture when car park is not in use.

A previous application (DM/2022/01511) for glamping at this site was refused last year and subsequently dismissed at appeal. The reasons for refusal for the previous application were as follows:

- 1. The scale and layout of the proposed glamping units, particularly the bell tents, the introduction of a new car parking area and the associated activity by users of the site would give rise to unacceptable noise disturbance to nearby residents who currently live in and benefit from a relatively tranquil location. The proposal would therefore be contrary to policies DES1 d) and EP1 of the adopted Monmouthshire Local Development Plan (LDP).*
- 2. The additional vehicular traffic associated with the proposal using the narrow rural lane to access and egress the proposed car park would significantly inconvenience existing road users and cause harm to local amenity, contrary to policies DES1 a) and d) and EP1 of the adopted Monmouthshire LDP.*

A subsequent appeal was dismissed for the following principle reason:

"Given the scale of the use (28x people) and low existing noise environment, I am not persuaded that the separation distance between the proposed accommodation and Amberleigh House would adequately address noise arising from the use itself. In any event, this would not address noise and disturbance arising from the parking area which does not benefit from any meaningful separation from the shared boundary. Furthermore, there is no substantive technical evidence to demonstrate that the existing and proposed boundary treatments and vegetation to Amberleigh House would provide any meaningful noise mitigation."

In response to the refusal and subsequent appeal dismissal, this application proposes the following changes:

- Removal of 4no. glamping tents.
- Removal of 1no. shepherd hut.
- Repositioning of the proposed car parking area – now approximately 130m from original location adjoining Amberleigh House.
- Units repositioned to ensure that they are at least 35m from any neighbouring dwellings.
- Guest Policy provided to show the proposed rules and conditions that guests will have to adhere to.

2.0 RELEVANT PLANNING HISTORY (if any)

Reference Number	Description	Decision	Decision Date
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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/2025/01516	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)	Recommended for Approval	

3.0 LOCAL DEVELOPMENT PLAN POLICIES

Strategic Policies

S8 LDP Enterprise and Economy
S10 LDP Rural Enterprise
S11 LDP Visitor Economy
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

T2 LDP Visitor Accommodation Outside Settlements
EP1 LDP Amenity and Environmental Protection
EP5 LDP Foul Sewage Disposal
SD4 LDP Sustainable Drainage
LC1 LDP New Built Development in the Open Countryside
LC5 LDP Protection and Enhancement of Landscape Character
DES1 LDP General Design Considerations
GI1 LDP Green Infrastructure
NE1 LDP Nature Conservation and Development
MV1 LDP Proposed Developments and Highway Considerations

Supplementary Planning Guidance

Sustainable Tourism Accommodation SPG November 2017:
<https://www.monmouthshire.gov.uk/app/uploads/2016/10/Sustainable-Tourism-Accommodation-SPG-November-2017.pdf>

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.

Welsh Government Circulars

Welsh Government Circular 008/2018 - Planning requirement in respect of the use of private sewerage in new development, incorporating septic tanks and small sewerage treatment plants (July 2018).

<https://www.gov.wales/sites/default/files/publications/2019-05/planning-requirements-for-private-sewerage-in-new-development-wgc-0082018.pdf>

5.0 REPRESENTATIONS

5.1 Consultation Replies

Gobian Fawr Community Council - Recommend refusal.

While the applicant acknowledges that light and noise pollution must be addressed, the submission lacks concrete mitigation strategies, impact assessments, or management plans. The proposed change of use from agricultural land to commercial tourism poses unacceptable risks to rural amenity and local infrastructure.

Key Objections:

- **Unmitigated Light Pollution:** No formal lighting scheme has been provided. Light spill from external fixtures and huts will harm the area's dark skies and disrupt local nocturnal wildlife.
- **Unregulated Noise Impacts:** Tourism introduces late-night outdoor noise, fire pit gatherings, and anti-social hours activity. Without an enforceable Noise Management Plan, neighbouring residential amenity will be severely compromised.
- **Landscape Character:** Converting agricultural land to commercial leisure introduces domestic paraphernalia, parking, and structures that erode the open rural character of the area.
- **Highways and Traffic:** The proposal increases private car movements on narrow, unlit rural lanes that lack adequate passing places, footways, or safe visibility splays.
- **Drainage Infrastructure:** The application lacks technical details or percolation tests regarding foul water treatment, creating potential contamination risks for local land and watercourses.
- The application lacks the necessary technical evidence to demonstrate that light, noise, and environmental impacts can be mitigated. Gobion Fawr Community Council respectfully requests that the Planning Authority refuse this application.

Previous Comments:

Following a formal assessment of the proposal against the Monmouthshire Local Development Plan (LDP) and the previous planning history of the site, the Council has resolved to object to the development. This application is a resubmission of DM/2022/01511, which was refused by the Planning Committee in August 2025. The Council maintains that the fundamental planning issues regarding the suitability of the site remain unresolved. Our independent objection is based on the following grounds:

The Committee's previous decision to refuse permission was based on significant concerns regarding noise, disturbance, and highway safety. The current proposal represents a continuation of the same use in principle: the introduction of commercial short-term holiday accommodation into a tranquil, rural residential context. The Council contends that the scaling-back of the proposal does not sufficiently alter the nature of the development or mitigate the primary impacts that led to the prior refusal.

The proposal is in direct conflict with Policy EP1 (Amenity and Environmental Protection):

- **Tranquillity and Noise:** In a rural environment, noise—particularly from outdoor leisure activities, frequent arrivals, and departures—travels significantly further and has a more profound impact on the character of the area.
- **Commercial Encroachment:** The use of external decking and hot tubs introduces a level of evening activity inconsistent with the existing residential grain. We also note a lack of technical detail regarding the sustainable management of wastewater from the proposed hot tub facilities.
- **Management Concerns:** The Council holds that reliance on guest policies or self-management is an insufficient mechanism to protect the local environment, as such measures are largely unenforceable and do not prevent the initial loss of amenity.

The site is served by a narrow, single-track lane with inadequate passing places. Under Policy DES1, developments must provide safe and suitable access. The Council observes that the physical constraints of the highway remain unchanged since the August 2025 refusal. The introduction of additional commercial traffic, regardless of the reduced scale of the current application, continues to pose an unacceptable risk to highway safety and the amenity of existing road users. Gobion Fawr Community Council concludes that the revised application fails to demonstrate a material change in circumstances or provide a viable solution to the previous reasons for refusal. The development remains an inappropriate use of the site. We therefore urge the Planning Authority to refuse the application.

NRW - We have no objection to the application as submitted and provide the following advice.

We understand a public foul sewer is not available to serve the development. Therefore, non-mains foul sewage disposal solutions (private sewerage) can be considered. Foul drainage for the 2 luxury shepherds huts is proposed to the existing septic tank which discharges to ground. This system already serves the existing residential properties at the site. Foul drainage for the eco hut is proposed to a composting toilet. The Complete Drainage Details and Calculations - LP2 - Rev A (29-10-25, unauthored), confirms the proposed compost toilet would separate solids from liquids. Solids would be composted and liquid would be stored in a holding tank which will be periodically removed by a waste effluent removal company.

Recognising the specific nature of the application submitted, we are satisfied it is unlikely to increase the amount of phosphorus entering the catchment. Therefore, we are satisfied the proposal is not likely to have a significant effect on the River Usk SAC.

The Preliminary Ecological Appraisal by Ecological Services Limited (February 2022), has identified European protected species are unlikely to be using the application site. We therefore have no comments to make on the application as submitted in respect of European protected species. We recommend you discuss the need to secure further measures/ avoidance measures with your internal ecological advisor.

MCC Biodiversity - No objection subject to conditions for lighting, Net Benefit for Biodiversity and Precautionary Ecological Working Measures. This response follows on from the Biodiversity consultation response dated 11/02/2026 and considers the additional and updated ecological information subsequently submitted.

MCC Highways - No objection. Advice was given regarding the access, and the proposal now meets existing design standards with suitable splays for access & visibility.

Whilst there will be a slight increase in vehicle movements to and from the application site it is accepted that Holiday lets tend to be seasonal and are not overly used on an all-year-round basis, therefore vehicle trips to and from the site will be fairly infrequent. In addition, due to the nature of the development the traffic generated is very likely to fall outside peak time AM and PM traffic flows therefore is not considered to have any detrimental impact on highway safety. While the access road is narrow, there are several places to pass, and such constrictions are common amongst rural roads of this type. There are no highway grounds for an objection to the proposal.

MCC Environmental Health – No objection subject to conditions.

I have reviewed the information available with this application including the Noise Impact Assessment provided by Murray Acoustics.

Based on the information provided with the application I am of the opinion that I am unable to substantiate an objection to the proposed development. I would however propose the following condition form part of any permission granted.

- The site's quiet hours will run from 21:00 to 09:00, during which guests are asked not to undertake noise-generating activity outdoors. The use of the hot tubs is not allowed between these hours. The latest check-in time is 22:00.
- Each glamping unit shall accommodate a maximum of two adults (plus one child in the Eco huts). A maximum of ten occupants is permitted to stay in the units on site at any one time.
- No amplified speaker systems or generators are to be used on site by the guests.
- Site rules setting out the above, including a request to be considerate of neighbours, will be provided at booking and displayed within each glamping unit.
- The site owners live on site and will provide a point of contact for guests and neighbours. Any noise complaints will be logged, investigated and responded to, with persistent breaches addressed through the booking terms.

Reason : To protect the amenity of neighbouring residents

Additionally ,should permission be granted for this proposal a site licence will need to be obtained from the Environmental Health section to ensure appropriate standards of public health and safety are achieved and adhered to.

MCC SAB / Lead Local Flood Authority - SAB consent will be required if the hard surfaced area exceeds 100m². The Ecogrid grass fill installation may also need to be added, dependent on the detail of proposed installation. The applicant or their agent may wish to contact SAB for advice on that matter.

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 - 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.

5.2 Neighbour Notification

14 representations received objecting on the following grounds:

In response to amended plans:

- While I acknowledge that revisions have been made to the original proposal, I remain firmly of the view that this site is fundamentally unsuitable for use as a campsite.
- The proximity of the campsite to our property (Amberleigh House) continues to have an unacceptable impact on our residential amenity.
- On numerous occasions, visitors have knocked on our door late at night seeking directions to the campsite.
- Witnessed people walking onto our private driveway in an attempt to gain access and have had to prevent individuals from entering our garden. These incidents have caused significant disturbance and have left us feeling that our privacy and security are being compromised.
- The applicants have continued to carry out development on the site with little regard for neighbouring residents. Most recently, they erected a fence which has removed our previously uninterrupted sunset views.
- We have recently become aware that the applicants intend to spend approximately 50% of their time living outside the UK once the campsite is established. This raises significant concerns regarding the effective management and supervision of the site. An inadequately managed or frequently unattended campsite has the potential to result in increased noise, overcrowding, anti-social behaviour, campfires, and other disturbances, all of which would further harm the amenity of neighbouring residents.
- The recent noise survey, submitted in support of the application, in fact demonstrates that the development causes significant noise, over and above what used to be.
- We still hear the visitors through the night, even though there are apparently guest policies restricting noise. We can hear them early in the morning and late at night.
- We regularly walk across this lane. Does this mean this lane is now not accessible to us?
- The glamping huts are unsightly. It is a quiet area with fields of natural beauty which is going to be ruined on a small parcel of land. This outlook is now part of everyone's view who lives here.
- As this is a move away from pastureland, is there the risk that more of these sites could be done on other neighbouring parcels of land?
- We have seen an increase in litter since the current huts have been introduced especially at the bottom of the lane.
- As a council tax payment area, I believe that this sort of development would be harmful to the environment and as a result would reduce the value of properties within this location.
- For one new person(s) to come along and create a business to make profit and interrupt the neighbours I believe is wrong.
- The applicants have no consideration for any of the neighbours with their persistence in chasing this application at any cost.
- The revised proposal does not overcome the fundamental issues relating to the site's location, the adverse impact on neighbouring residential amenity, or the concerns regarding future management and compliance. I respectfully ask the Local Planning Authority to give significant weight to these ongoing impacts when determining the application.
- We are very disappointed that this development has been able to get as far as this and is continuing to trade, even though the original application was refused.

Previous Objections:

Traffic

- The proposal states that a car park is needed at the top of the land and as such all of the proposed traffic / guests will be using the country lane heading towards existing properties.

- The road is very narrow and as such there is no pedestrian access, so this causes even further health and safety issues with an increase in traffic.
- Even with fewer units, more cars, delivery vans, and guest traffic would still make it unsafe for locals, walkers, and others using the lane.
- The lane is currently in a poor state of repair, with uneven surfaces, potholes, and inadequate drainage. Increased use by construction traffic and additional daily vehicle movements would further accelerate its deterioration, creating hazards for all users and placing additional pressure on maintenance resources.

Visual Impact

- The visual appearance of the land would deteriorate especially with the addition of a car park being introduced to the area.
- Although the area of land involved may be relatively small, the proposal represents a permanent change of use from agriculture to leisure.
- Glamping developments are not temporary in nature and typically introduce hardstanding, access tracks, services, lighting, increased traffic, and regular human activity. These elements materially alter the agricultural and rural character of the site and its surroundings, regardless of the scale claimed.

Residential Amenity

- It would spoil the peace and quiet for people living nearby.
- Adding commercial holiday lets here with outdoor decking, hot tubs, and people coming and going doesn't fit in this quiet rural spot.
- There will be an increase in pollution, be it noise or litter.
- Relying on guests to behave nicely won't work, it's impossible to make sure.
- The development will also disturb local wildlife and introduce extra traffic, noise, and lighting into what is currently a quiet agricultural area.
- The plans will impact the neighbour's privacy; there is no doubt about this.
- Promises about good behaviour won't work in practice. Relying on 'guest guidelines' or hoping people manage themselves isn't enough. Those kinds of rules are hard to enforce and don't stop the initial disruption to neighbour's peace and the rural character.
- The roads were once quiet and felt safe, but since this development began there has been a noticeable increase in traffic. More cars, unfamiliar drivers, and vehicles arriving at the wrong property have made the lanes and my driveway busier and more dangerous
- My back garden directly overlooks the area where the shepherd huts are located. These have not been approved, yet they have been operating for over three years. This is already having a negative impact on my daily life. Guests coming and going, car doors, engines, and general activity create ongoing noise and disturbance. In addition, voices and chatter from visitors, especially in the evenings, carry into my garden and home.
- I am also concerned about light pollution from vehicle headlights and outdoor lighting, which further disturbs what was once a quiet and dark rural setting.

Ecology

- The application states that hedging is to be removed in order for there to be a car park entrance then a section of the hedge will have to be removed to allow for this. So more disruption for the residences and wildlife.
- Further along the lane is a stream that runs along the side of the properties. Surely with eight shepherd huts, the sewage water plus any overflow of surface water for such a development must be considered here.
- Concerned that there is no clear or practical explanation for the disposal of waste water from hot tubs.

Precedent

- As this is a move away from pastureland, is there the risk that more of these sites could be done on other neighbouring parcels of land? Could this lead to more caravan / camping sites in and around this area?

- A precedent is being set here which would significantly change the character of the area, especially if there is going to be an increase in the volume of non-resident individuals coming into the neighbourhood.
- As a council tax payment area, I believe that this sort of development would be harmful to the environment and as a result would reduce the value of properties within this location.

Welfare of Horses

- Increased public access creates a risk to the safety and welfare of horses in the adjacent fields.
- Have already had issues with people entering fields and dropping litter, which is dangerous as horses can ingest harmful items. A glamping site will increase trespass and littering risks.

Consideration with Concurrent Application DM/2025/01516

- Raise concerns regarding its impact when considered alongside the associated planning application for a steel shed on the same land.
- The separate application for a steel shed raises concerns about cumulative development and incremental intensification of use. Considered together, the glamping proposal and the shed suggest a broader shift away from agriculture toward commercial and leisure activities. Assessing these proposals in isolation risks development by stealth and fails to reflect their combined impact.

General

- The proposal conflicts with policies aimed at protecting agricultural land, preserving rural character, and resisting unnecessary conversion to leisure use.
- Completely agree with Gobion Fawr Community Council and support everything they have said.
- The smaller scale doesn't change the fact that this type of holiday accommodation isn't right for this location.
- This application is a re-submission of DM/2022/01511, which was refused by the Planning Committee in early August 2025. The reasons for refusal were clear and founded on concerns relating to noise, disturbance, and traffic access. In my view, those reasons remain fully applicable.
- The revised scheme does not represent a material change in planning terms.

5.3 Other Representations

None.

5.4 Local Member Representations

County Councillor A Niell – No comments received.

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

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

6.0 EVALUATION

6.1 Principle of Development

6.1.1 Policy S11 Visitor Economy highlights that development proposals that provide and/or enhance sustainable forms of tourism will be permitted subject to detailed planning considerations. Development proposals that would have an unacceptable adverse impact on features and areas of tourism interest and their settings, or that would result in the unjustified loss of tourism facilities will not be permitted.

6.1.2 Policy T2 of Local Development Plan relates to permanent new build tourism accommodation. Where glamping proposals constitute permanent new build development, as could be the case if the shepherd huts are to remain on site all year round then this policy would be applicable. The policy does not support new build permanent self-catering visitor accommodation outside settlement boundaries unless ancillary to established medium or large hotels and proposals for new build permanent glamping accommodation would therefore generally be contrary to this policy.

6.1.3 However, it is recognised that there may be instances where such accommodation could constitute sustainable visitor accommodation in accordance with LDP Policy S11 and sustainable tourism principles set out in 3.3 of the Sustainable Tourism SPG which provides that sustainable tourism accommodation (glamping) proposals should reflect the following key principles of sustainable tourism which are considered below:

1. Generate benefits for the local economy (residents and visitors)

Visitors staying within the glamping units will likely use local services, attractions and hospitality venues as the units have limited cooking facilities and equipment. This will bring money into the local economy and help support local services that are shared by permanent residents.

2. Protect and enhance landscape character and natural/historic environment

Proposed additional planting will significantly improve local biodiversity as the site and the surrounding area is generally made up of grazed fields with limited ecological value. It will also enhance the character of the landscape.

3. Scale and design appropriate to site context

The site area can comfortably accommodate the three units of holiday accommodation proposed with associated structures and parking while still leaving the majority of the site clear of buildings.

3. Locally adapted (recognising that sustainable accommodation solutions can be diverse/unique)

The shepherd huts are rustic / agricultural in appearance being built from timber with corrugated metal roofs.

4. Generate minimal car trips

Sustainable tourism developments by their nature are generally located in the open countryside where use of a private motor vehicle is necessary at the very least for guests to travel from their main residence to and from the site. In this case however, the site itself is located approximately 3km away from the centre of Abergavenny via the B4598 on which there is a bus stop. Public Rights of Way 368/181/1 and 368/198/3 run from Llettis Way close to the proposed access to the site so that walks directly from the site are also possible.

6. Make use of renewable energy resources (energy efficient)

All of the existing and proposed structures are constructed using recyclable materials.

7. Capable of being removed without leaving a permanent trace (including any associated supporting infrastructure)

The shepherd huts are on wheels and therefore can be towed off the site once no longer required. The washroom is also fully removable from the site being a timber construction on a steel frame. There are no concrete (or other material) bases proposed as part of the application. Drainage can also be disconnected.

The principle of glamping use in the countryside is also supported by LDP Strategic Policies S8 and S10.

6.2 Good Design / Landscape Impact

6.2.1 Strategic Policy S13 of the LDP highlights that development proposals must maintain the character and quality of the landscape by preserving local distinctiveness, sense of place and setting as well as maintain, protect and enhance the integrity and connectivity of Monmouthshire's green infrastructure network. Policy LC5 Protection and Enhancement of landscape character highlights 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.

6.2.2 The site is located within the open countryside and within the rural settlement associated and in the vicinity of Coldbrook. The site is situated on gently elevating land at circa 80m to 90m AOD with access from the B4598 via Parc Llettis Road. The site is a small field amongst several small paddocks bounded by a lane and a few residential properties. There is a public right of way to the north of the site. The paddock is part of a larger field bounded to the far north-east and west by a hedgerow. To the far south-east is a tree-lined watercourse providing further screening of the site from wider views from this direction. Views from the south-west are limited by intervening buildings.

6.2.3 The animal shelter has a floor area of 6m x 4.5m. The proposed shower room has a floor area of 6m x 2.4m. It is a movable structure consisting of a corrugated sheet roof, timber clad walls and floor, on a steel frame with a lean-to roof with a maximum height of 2.8m. 6.2.4 The shepherd huts are typical in appearance being timber clad with a shallow curved corrugated metal roof. They have a maximum floor area of 7.4m x 2.58m and a height from the base of the wheels to the roof of 3.24m.

6.2.5 Following initial concerns raised by the Council's Landscape and GI Officer to the previous application as submitted, the applicant has provided further planting and landscape details including proposed new tree and hedge planting together with wildflower meadow and shrubs.

6.2.6 The landscaping and planting now proposed is considered to be broadly acceptable, but more detail is sought in terms of species and spacing. Therefore, it is suggested that any consent that Members are minded to grant should be subject to a condition requiring a detailed landscaping plan together with details of longer-term maintenance of this landscaping, including the heights of hedges. Subject to the implementation and maintenance of the proposed new planting, it is considered that the development will not adversely affect the character and appearance of the site or the wider area.

6.2.7 With regards to lighting, the submitted details states that it is intended to have minimal external lighting, limited to motion sensor lights at the entry of the paddock to allow visibility for entering the shepherd huts, and lighting over the hot tub to allow for safe access and maintenance. Lighting will also be provided within the washroom and above the sink. Lighting management will include motion lights to turn off approx. 1min after sensing motion, directing light downwards wherever possible, using shields and baffles to reduce light spill. The maximum bulb lighting will be restricted to 1000 lumen or less and warmer colours lower than 2700k will be used. A plan indicating the location, lighting specification and extent of lighting will be required to ensure light spill is kept to a minimum. The applicants have advised that they are content that this can be provided as a condition of approval should the application progress.

6.3 Green Infrastructure

6.3.1 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.

6.3.2 The site consists of grass fields and 40m of hedgerow and a single tree on the northeast of the field. None of these features will be affected by the proposed development. By way of enhancing the green infrastructure, two fruit trees are to be placed to the east of each hut to minimise visual impact and improve biodiversity. Wildflower banking (10m x 2m) on south of site will also contribute to net benefit for biodiversity. On this basis, it is considered that the stepwise approach as required by PPW12 has been followed as well as the provisions of LDP Policy GI1.

6.4 Impact on Amenity

6.4.1 Following the previous refusal and subsequent appeal decision, the maximum site capacity has been reduced from 28 guests, down to 6, with the associated car parking reduced to 3 vehicles. The location of the car park has also been moved and is now proposed to be located approximately 130m away from original location adjacent to Amberleigh House.

6.4.2 This revised application makes use of existing roads and access point to the site which is shared by the applicant's dwelling utilising existing hard standing car parking onsite adjacent to the applicant's property rather than as previously proposed to the north adjacent to a neighbouring dwelling (Amberleigh House). This addresses the concern about the proximity of the car parking area to Amberleigh House and also means that no hedgerow will need to be removed to provide access.

6.4.2 In terms of potential noise and disturbance, it is noted that all the accommodation units have solid walls and are at least 35m away from any neighbouring dwellings. A Guest Policies document (management plan) submitted with the application states that the last check in time will be 10pm and quiet hours of 9pm until 9am have been set. Furthermore, no parties or events, speakers or music any time of day will be permitted with the noise levels to be monitored by owners who live onsite. In addition, should it be deemed necessary by Members, the applicants would accept conditional approval on including a suitable noise monitoring device. Compliance with the management plan can be secured via condition should Members be minded to approve the application.

6.4.2 Due to foul drainage restrictions, each of the shepherd huts can accommodate no more than two people. This is reflected on the floor plans of the huts. A condition requiring a register of occupiers is a standard condition used on all visitor accommodation and therefore occupancy levels can be monitored and controlled by the Local Planning Authority should Members be minded to approve the application.

6.4.3 A Noise Impact Assessment by Murray Acoustics has been provided to support the application. The assessment has followed the IEMA Guidelines for Environmental Noise Impact Assessment, which consider the change in the acoustic environment and the resulting noise effect, supplemented by the absolute internal level guidance of BS 8233:2014 and the WHO Guidelines for Community Noise.

6.4.4 A week - long baseline noise survey (21 – 27 May 2026) showed a noise climate dominated by traffic on the A40 dual carriageway, approximately 500m south of the site, with ambient levels higher than might be expected of a typical 'rural' location by day, falling to low background sound levels at night. A deliberate 'worst case scenario' was then assessed of 4no. lodges each simultaneously generating a raised voice, plus a small personal speaker at each lodge during daytime and evening (notwithstanding that the Guest Policies prohibit speakers) with all sources treated as continuous and no allowance taken for ground effect, screening, air absorption or directivity. A further sensitivity check was then undertaken with 4no. normal voices occurring across the 4No lodges during night - time hours, although again this would be expressly not permitted under the guest policies.

6.4.5 On this basis, the predicted change in the ambient sound level at the nearest noise sensitive receptor is + 0.8 dB (daytime), + 0.8 dB (evening) and + 0.1 dB (after 23:00). Each of these are

below the 1 dB change that the IEMA Guidelines identify as the minimum perceptible under laboratory conditions, and a negligible magnitude of impact. Taking account of the small change in level, the intermittent character and low frequency of occurrence of the sources, and the low absolute resulting levels (which keep internal levels at the nearest receptor comfortably within the BS 8233 night - time bedroom guideline), the noise effect of the proposed use was assessed as not significant in all periods.

6.5.6 The sensitivity test confirmed that this conclusion holds even if guests continue to use the outdoor areas for conversation after 23:00, with music stopped. The good practice noise management measures proposed by the applicant in the Guest Policies document would further reduce the already low likelihood of disturbance.

6.5.7 Guest parking considered on the basis a maximum of four cars, repositioned away from the neighbouring dwellings and more than 21 m from any dwelling, is of the scale of a private domestic driveway and is not therefore a material noise source for the purposes of a Noise Impact Assessment.

6.5.8 On the basis of the information provided in the Noise Impact Assessment, the proposed development is not expected to give rise to significant adverse noise effects at the nearest noise sensitive receptors. The Noise Impact Assessment has been reviewed by the Council's Environmental Health Officer who has confirmed that there are no grounds on which for them to substantiate an objection. As such, it would not be reasonable to withhold the grant of planning permission on the basis of noise subject to compliance with the Guest Policies document including quiet hours of 9pm to 9am (including hot tub use), no amplified music and maximum occupancy numbers.

6.5.9 It is not considered reasonable to condition that the site owners live on site. This is because it would be unduly restrictive to the applicant's private interests. However, compliance with the Guest Policies document can be conditioned should Members be minded to approve the application. The other conditions suggested by the Council's Environmental Health Officer have been included below where appropriate under the Welsh Government's Conditions Circular (relevant, necessary, precise, enforceable and reasonable).

6.4.9 Overall, given the significant reduction in the scale of the development from up to 28 guests to 6, it is considered that the proposed glamping use will not significantly adversely affect neighbouring occupiers in terms of noise and disturbance.

6.4.5 The impact of traffic movements is considered below in Section 6.6 below.

6.5 Biodiversity

6.5.1 Significant impacts on designated site are 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 500m of the site.

6.5.2 A Preliminary Ecological Appraisal (PEA) was undertaken on the 21st May 2026. The methods and conclusions of the report are considered to be acceptable by the Council's Biodiversity Officer and no further ecological surveys are therefore required. It is noted that the design has evolved to ensure that the existing access is utilised and there will be no impacts to the hedgerows. As such, the risk to protected species and designated sites is considered to be low. Precautionary Ecological Working Measures have been recommended to avoid harm to protected and Priority Species and adjacent habitats

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

6.5.4 Net Benefit for Biodiversity Measures as presented within Green Infrastructure and Landscaping Rev B - 05-07-26 are noted to include:

- Two Hawthorn trees will be added to the East side of each of the Shepherd huts, to integrate development into the landscape setting. (6x total trees)
- Wildflower banking and shrubs to be planted using a native British seed mix, located in land adjoining proposed development.
- The inclusion of two bird boxes: 1 x Universal Swift Box and 1 x Sparrow Terrace Box. The PEA recommends that the Universal Swift Box and Sparrow Terrace Box are fixed as high as possible on the north, east or west elevation of the animal shelter structure.

The proposed enhancements are considered to be appropriate and proportionate for a development of this scale.

6.5.5 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.

6.5.6 This application has been screened in accordance with Natural Resources Wales' advice for planning applications within the river Special Areas of Conservation (SACs) catchments. It is considered that this development is unlikely to increase nutrient inputs because foul drainage for the 2 luxury shepherds huts is proposed to the existing septic tank which discharges to ground. This system already serves the existing residential properties at the site. Foul drainage for the eco hut is proposed to a composting toilet. The Complete Drainage Details and Calculations - LP2 - Rev A (29-10-25, unauthored), confirms the proposed compost toilet would separate solids from liquids.

6.6 Transport

6.6.1 The site is located off the C24.15, a narrow country lane that predominately serves the nearby agricultural buildings and scattered residential dwellings. The C24.15 directly connects to the classified B4598.

6.6.2 The application is a modification of DM/2022/01511 to which the Highway Authority raised no objection. However, it was refused at committee partly on highway grounds. In dismissing the subsequent appeal, the Inspector considered the impact of traffic on highway safety and local amenity and stated the following in her decision:

"I concur with the Council's Highway Authority that, having regard to the nature of holiday uses, such movements are unlikely to regularly coincide with peak traffic periods associated with neighbouring properties. Furthermore, the need to slow, wait, or manoeuvre to allow vehicles to pass is an established characteristic of rural lanes of this nature. Therefore, whilst the proposal would likely result in a greater degree of inconvenience for existing users of the lane, I do not consider that this would be to an extent that would be materially harmful to local amenity. Accordingly, the increased traffic on the access lane alone does not warrant withholding planning permission."

6.6.3 The current application represents a reduction in proposed units and usage of the site and utilises an existing access. The proposed site plan indicates 3 self-contained shepherds huts will be provided, with a proposed capacity of 6 adults. The site provides an appropriate parking facility to meet the requirements within the MCC Local Parking Standards for a site of this size and usage.

6.6.4 As this application reduces the number of units proposed, the Highway Authority have again concluded that there are no highway grounds to refuse the proposed development.

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

6.7.1 In responding to the comments from the Community Council, with regards to concern about light spill it is suggested that a condition requiring a detailed lighting plan to be submitted to and approved by the Local Planning Authority be included on any consent that Members are minded to approve.

6.7.2 Although tourism use will introduce a more domestic character to the area, the units and associated structures themselves are rural in appearance being timber and metal. The proposed parking area is close to the existing residential dwelling and garden, not requiring any new hard standing. There are no concrete bases and all structures are removable in accordance with guidance related to sustainable tourism and therefore the whole development is reversible. Furthermore, the area around the application site is characterised by ad hoc groups of a mix of residential and agricultural buildings. As such, it is considered that the proposed development will not erode the open rural character of the area.

6.7.4 In relation to foul drainage, no pean existing percolation tests or further technical details are required to support the application as the foul waste from 2 of the huts will connect to an existing permitted septic tank which has capacity while the remaining hut which does not include a bathroom will utilise a compost toilet. The foul drainage has been assessed by NRW who raise no objection.

6.7.5 Noise impacts are addressed in Paragraphs 6.4.3 above. Highway and traffic impact is addressed in Section 6.6 above.

6.7.6 Turning to objections raised by neighbouring occupiers, many of the concerns have been addressed by moving the car park to the south of the site, reducing the number of units to three and ensuring that there is a distance of at least 25m between any glamping unit and any neighbouring dwellings.

6.7.7 There has been anecdotal reports of visitors to the glamping site knocking on the door of Amberleigh House door late at night seeking directions and walking onto the private driveway in an attempt to gain access. Understandably these incidents have caused upset to this neighbour. However, this could be resolved with better signposting or instructions provided that the time of booking. Furthermore, having the car park located to the south of the site adjacent to the applicant's dwelling should further reduce the chance of visitors becoming lost and going to the top of the track.

6.7.8 A fence would not require the benefit of planning permission if under 2m in height. The removal of the fence if along a common boundary is therefore a private legal matter.

6.7.9 Is it is not known if the applicant is to remain living at the site full time. Irrespective of this, should Members be minded to support the application with a condition ensuring that the Guest Policies document is strictly adhered to, then whoever is managing the site will be responsible to insure that this is the case.

6.7.10 With regards to the welfare of horses that graze near the site, the area accessible to the public via the C24.15 country lane as well as a bridleway and footpath. The addition of 3 no. Glamping units is considered unlikely to cause any additional threat to horses in the fields around the site. Littering is a site management issue but it should be assumed that the vast majority of visitors will respect the local environment in any case.

6.7.11 House values are not a material planning consideration. Notwithstanding, it is considered that the 3 shepherds huts and associated parking area will not harm the visual appearance of the area or adversely impact local residential amenity to an extent that would the wider area.

6.7.11 An application for a storage building for equipment to manage the land associated with property but not related to the proposed glamping is also before Planning Committee so that the cumulative impact of development can be assessed. It should be noted that the proposed storage building is required for the management of the land owned by the applicants and there is no evidence that the building is required to facilitate the glamping development proposed in this application.

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

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

6.9 Conclusion

6.9.1 The proposed use of the land for glamping meets the requirements of Adopted Supplementary Planning Guidance relating to sustainable tourism that has been provided to support LDP Policy T2.

6.9.2 The scale of the development has been significantly reduced in response to a previous refusal and dismissed appeal and the car parking area moved away from neighbouring dwellings.

6.9.3 The scale and design of the proposed huts, associated washroom and animal shelter is considered to be appropriate to the rural location.

6.9.4 A Noise Impact Assessment provided with the application concludes that the proposed development is not expected to give rise to significant adverse noise effects on neighbouring occupiers subject to compliance with the Guest Policies document.

6.9.5 Any increase in traffic would not be to an extent that would be materially harmful to local amenity or highway safety.

7.0 RECOMMENDATION: APPROVE

Conditions:

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

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

2 The development shall be carried out in accordance with precautionary ecological working measures to avoid harm to protected and Priority Species and adjacent habitats. These shall include:

- materials, spoil and machinery shall be stored within the development footprint and away from retained vegetation and adjacent semi-natural habitats;
- fuels, oils, chemicals, cement and other potentially polluting materials shall be stored and handled so as to prevent spills or runoff into adjacent habitats or drainage features. Cement washings and contaminated water shall not be discharged into adjacent habitats or drains, and spill kits shall be available on site during construction;
- vegetation clearance and ground works shall be undertaken carefully, with logs, rubble, vegetation piles and other potential refuges removed by hand where practicable. Clearance shall proceed towards retained vegetation to allow reptiles and other mobile animals to disperse away from the works.
- open excavations shall be covered overnight or provided with a suitable means of escape and checked each morning before works commence; and
- if a protected species is encountered during works, works in the affected area shall cease and advice shall be sought from a suitably qualified ecologist before works recommence.

REASON: To safeguard protected and Priority Species and maintain the ecological value of adjacent habitats in accordance with the Conservation of Habitats and Species Regulations 2017 (as amended), the Wildlife and Countryside Act 1981 (as amended), Section 6 of the Environment Act (Wales) 2016 and LDP policies EP3 and NE1.

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 and Landscaping Rev B - 05-07-26. 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 date of this permission.

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 External lighting associated with the development shall be installed and operated in accordance with the measures set out within the Green Infrastructure and Landscaping Rev B - 05-07-26. No additional external lighting shall be installed.

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.

5 The development shall be occupied as holiday accommodation only and shall not be occupied as a person's sole or main place of residence or by any persons exceeding a period of 28 days in any calendar year

REASON: The provision of permanent residential accommodation would not be acceptable in the open countryside.

6 An up-to-date register containing details of the names, main home address, dates of arrival and departure of occupants using the holiday accommodation shall be made available for inspection by the Local Planning Authority upon request.

REASON: To ensure the accommodation is used as holiday let accommodation only.

7 There shall be no more than 3 Shepherds Huts on the site at any one time.

REASON: To safeguard the landscape and residential amenity of the area in accordance with LDP Policies LC5, DES1 and EP1.

8 None of the Shepherds Huts hereby permitted shall be replaced by any other structure(s) or glamping accommodation differing from the approved details, unless and until details of the size, design and colour of such replacements have first been approved in writing by the Local Planning Authority.

REASON: To ensure compliance with the approved plans, for the avoidance of doubt and to safeguard the amenities of the area.

9 The glamping site shall be carried out in accordance with the layout and specification shown on the approved plans only.

REASON: To ensure compliance with the approved plans in the interests of the wider landscape and visual and residential amenity.

10 The glamping site hereby approved shall be run in strict compliance with the approved Guest Policies document (July 2026) including quiet hours from 21:00 to 09:00 (including use of hot tubs).

REASON: In the interests of local residential amenity, to comply with LDP Policy EP1.

11 In the event that the development hereby approved ceases to trade, the glamping units and all associated structures shall be removed from the site and the land restored to its former condition within 3 months of closure of the business.

REASON: To safeguard the visual amenity of the area in accordance with LDP policies LC1, LC5 and DES1.

INFORMATIVES

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

2 A site licence will need to be obtained from the Environmental Health section to ensure appropriate standards of public health and safety are achieved and adhered to.