



TOWN AND COUNTRY PLANNING ACT 1990 (AS AMENDED)
FULL PLANNING APPLICATION FOR THE CONSTRUCTION OF AN OUTDOOR EQUESTRIAN
MÉNAGE, WITH ASSOCIATED CHANGE OF USE OF LAND TO PRIVATE EQUESTRIAN USE
NEW HOLDINGS, CHAPEL LANE, LLANDEVAUD, NEWPORT, NP18 2AF
PLANNING STATEMENT

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1.0 INTRODUCTION

1.1 Purpose of the Document

1.1.1 This Planning Statement has been prepared in support of a full planning application relating to land at New Holdings, Chapel Lane, Llandeud, Newport, NP18 2AF.

1.1.2 The purpose of this Statement is to describe the site and the proposed development, identify the relevant planning policy framework, and assess the proposal against the development plan and other material planning considerations.

1.1.3 The Statement has been prepared to assist Newport City Council in its determination of the application and should be read alongside the submitted application form, plans and supporting technical material.

1.2 The Application Proposal

1.2.1 The application seeks full planning permission for the construction of an outdoor equestrian ménage together with the associated change of use of land to private equestrian use.

1.2.2 The proposed ménage would measure approximately 40 metres by 20 metres and would comprise a permeable equestrian arena construction, including a silica sand and synthetic fibre riding surface, geotextile membrane, open graded drainage stone layer, timber post and rail fencing, access gates and associated groundworks.

1.2.3 No new buildings are proposed as part of the application. The proposal does not include floodlighting, a new access, residential accommodation, or any commercial equestrian use.

1.2.4 The application is therefore limited in scope and relates specifically to the provision of private equestrian riding infrastructure within an existing rural holding.

2.0 SITE LOCATION AND DESCRIPTION

2.1 Site Context

2.1.1 The application relates to land at New Holdings, Chapel Lane, Llandeud, Newport, NP18 2AF. The site lies within a rural part of Newport and forms part of a wider holding accessed from Chapel Lane.

2.1.2 The wider locality is characterised by a transition between the built form of Llandeud and the surrounding open countryside. In this context, the site sits within a mixed rural environment comprising dwellings, paddocks, agricultural land, equestrian land uses, boundary hedgerows and scattered rural buildings.

2.1.3 The application site is shown on drawing 2313 PL001 Rev A within the wider landholding at New Holdings. The location plan identifies the broader ownership boundary, while the site plans show the application area in the northern part of the holding, beyond the principal roadside dwellings and associated curtilage.

2.2 The Wider Holding

2.2.1 New Holdings comprises a mixed residential and equestrian holding. The wider site includes dwellings, a stable building, a tack area, yard space, internal access arrangements and a series of paddocks extending to the north and east.

2.2.2 The holding is subdivided and managed in a manner consistent with private equestrian use. Existing built form and hard surfaced areas are concentrated around the stable and yard area, while the surrounding land is predominantly open and grassed.

2.2.3 The submitted sections and site plans show that the application area sits in close physical relationship with the existing stable and tack area and is read as part of the same functional group of equestrian land and structures.

2.3 The Application Site

2.3.1 The application site itself comprises part of an existing grassed paddock within the wider holding. It is a generally rectangular parcel of land positioned to the east of trees and planted boundary features and to the north of the existing stable and yard area.

2.3.2 The land is presently undeveloped in built form and is enclosed by existing boundary treatments associated with the wider paddock arrangement. The site is currently experienced as part of the established open land within the holding rather than as a separate or detached parcel.

2.3.3 The proposed ménage area shown on drawing 2313 PL002 Rev A occupies the central part of this paddock area. The submitted plan also shows retained space around the ménage and the relationship of the development footprint to adjacent trees, buildings and internal circulation areas.

2.4 Access and Internal Movement

2.4.1 Access to the wider holding is taken from Chapel Lane to the south. From this point, an existing internal access arrangement serves the dwellings, stable building, yard and the northern parts of the holding.

2.4.2 The application site is reached from within the holding using the established internal track and yard area. The submitted proposed plan identifies two gates serving the ménage and shows the relationship between the proposed arena, the existing track and the stable yard area.

2.4.3 No separate public highway frontage forms part of the application site itself. The site is instead located behind the principal frontage development and is accessed internally through the established arrangements of the holding.

2.5 Surrounding Land Uses and Site Context

2.5.1 Land to the south and southwest includes dwellings and domestic curtilage associated with New Holdings and neighbouring properties. The immediate southern context is therefore partly residential in character.

2.5.2 To the west of the application site are existing trees and planted boundary features, with further built form associated with the holding located beyond. To the east and north, the wider context is more open and rural in character, with fields and open land extending beyond the application area.

2.5.3 The site is therefore not isolated from surrounding development, but nor is it located within a compact built-up environment. It is experienced within a mixed rural setting where residential, equestrian and open land uses sit alongside one another.

2.6 Physical Features and Constraints

2.6.1 The principal physical features of relevance to the site are the grassed paddock surface, existing boundary fencing, western boundary trees, adjoining planted boundaries and the nearby stable and yard buildings. These features define the immediate setting of the site and its relationship to the remainder of the holding.

2.6.2 The proposed plan identifies root protection areas associated with the western trees adjacent to the application site. The layout shown on the submitted drawing has been plotted in relation to those areas.

2.6.3 The site lies within an area of hard rock mineral safeguarding on the adopted local development plan mapping. It further records that the site is not located within a mapped flood risk area. These matters form part of the site context and are addressed elsewhere in the Statement.

2.6.4 In summary, the application site comprises part of an existing paddock within a wider mixed residential and equestrian holding, accessed from Chapel Lane and physically related to existing stables, yard space, trees, planted boundaries and surrounding open land.

3.0 PLANNING HISTORY

3.1 Planning Applications

3.1.1 The following applications comprise the relevant planning history of the site:

- Ref. 25/0273 – Construction of outdoor equestrian ménage – Withdrawn prior to determination in 2025.
- Ref. 25/0837 – Lawful Development Certificate (Existing) for equestrian use, including equestrian activity, riding/training use and use of stables – Refused on 16 January 2026.

3.1.2 Application 25/0273, a full application for the ménage as operational development, was withdrawn following correspondence in which the Local Planning Authority indicated that the change of use of the land should be addressed, either through a lawful development certificate or as part of a planning application. A subsequent application for a Lawful Development Certificate (Existing), reference 25/0837, was refused on 16 January 2026.

3.1.3 The refusal of 25/0837 was made on the balance of probabilities, on the basis that the evidence then submitted did not establish the claimed use to the standard required under section 191 of the Town and Country Planning Act 1990. The refusal of a lawful development certificate is not conclusive that a use is unlawful, it reflects the sufficiency of the evidence presented. The present application does not revisit the question of lawfulness. It is advanced as a full planning application for the operational development and the associated change of use, to be determined on its planning merits under the development plan and other material considerations.

3.2 Planning Appeals

3.2.1 No planning appeals relevant to the application site have been identified.

3.3 Planning Enforcement

3.3.1 No planning enforcement cases relevant to the application site have been identified.

4.0 PROPOSED DEVELOPMENT

4.1 Proposed Development Description

4.1.1 For the avoidance of doubt, the formal proposed development description is: “Construction of outdoor equestrian ménage, with post and rail fencing, access gates and associated change of use of land to private equestrian use.”

4.1.2 The application relates to the formation of a single outdoor equestrian ménage within the wider holding at New Holdings. The proposal includes both the physical works required to construct the arena and the associated material change of use of the relevant land.

4.1.3 The development is proposed as a private equestrian facility associated with the existing holding. It is confined to the ménage itself, its immediate operational area, and the ancillary elements directly associated with its construction and use.

4.2 Material Change of Use

4.2.1 In addition to the operational development, the application includes the associated material change of use of the land required for the proposed ménage to private equestrian use. This reflects the proposed use of the application site as a private riding arena forming part of the wider holding.

4.2.2 The change of use element relates specifically to the land contained within the application boundary and required for the proposed ménage and its immediate operation. It does not extend to a wider redevelopment of the holding or to any broader change affecting land beyond the submitted red line.

4.2.3 No commercial equestrian use forms part of the application. The submission does not propose riding school activity, livery use, competitions, events, or any other commercial operation.

4.3 Operational Development

4.3.1 The principal operational element of the proposal is the construction of a rectangular outdoor equestrian ménage measuring approximately 40 metres by 20 metres. The submitted proposed plan shows the arena positioned within the existing paddock area to the north of the stable and yard area and to the east of the existing western boundary trees.

4.3.2 The ménage would be enclosed by post and rail timber fencing around its perimeter. The submitted construction detail records the fence at 1200mm in height and identifies two gates serving the arena, intended for horse access and maintenance vehicles.

4.3.3 The riding surface is specified as silica sand with synthetic fibres. Beneath that surface, the submitted construction detail shows a permeable layered build-up comprising geotextile membrane and a drainage layer of clean, angular, frost resistant open graded stone.

4.3.4 The submitted ground make-up detail further records that the formation level would be shaped to provide a 1:100 fall to the perimeter. The proposed construction is therefore described in the submitted material as a permeable arena profile rather than an impermeable slab or conventional hardstanding.

4.3.5 The submitted sections show the relationship of the proposed ménage to the existing stable building, tack area, nearby trees and the surrounding paddock land. The proposed plan also shows the arena plotted in relation to the identified root protection areas associated with the western boundary trees.

4.4 Ancillary Elements

4.4.1 Access to the proposed ménage would be taken through the existing access arrangements serving the wider holding. The submitted plans show the arena connected to the established internal track and adjoining yard area, with no new point of access proposed to the public highway.

4.4.2 No new building forms part of the application. The proposal does not include a stable block, tack room, storage building, utility structure, lighting column, floodlighting installation, or separate parking area.

4.4.3 The application is therefore limited to the ménage, the associated fencing and gates, the required groundworks, and the associated change of use of the land. No other operational development is proposed as part of this submission.

4.4.4 The proposal incorporates associated landscape and biodiversity measures, shown on drawing 2313 PL002 Rev A and described in the accompanying Green Infrastructure Statement. These comprise native mixed-species hedge planting to the eastern side of the ménage, and a native and naturalised cornfield annual wildflower mix to the margins. The hedge mix comprises hazel, holly, wild cherry, pedunculate oak, crab apple and wild rose. The wildflower mix comprises corn chamomile, corn cockle, cornflower, corn marigold and common poppy.

5.0 PLANNING POLICY AND LEGISLATION

5.1 Future Wales – The National Plan 2040

Future Wales forms part of the statutory development plan in Wales and provides the national spatial framework for plan-making and decision-taking. For the present proposal, the relevant strategic themes are the support of sustainable rural communities, the management of flood risk where relevant, and the maintenance and enhancement of green infrastructure and ecological resilience.

- Policy 4 – Supporting Rural Communities
- Policy 8 – Flooding
- Policy 9 – Resilient Ecological Networks and Green Infrastructure

5.2 Planning Policy Wales (Edition 12, 2024)

Planning Policy Wales is the primary statement of Welsh Government land use planning policy and must be taken into account in the determination of planning applications. For this proposal, the

relevant national policy topics concern placemaking, development in the countryside, access and transport, green infrastructure, landscape, biodiversity, water and flood risk, lighting, and mineral safeguarding.

- Chapter 2 – People and Places: Achieving Well-being Through Placemaking
- Chapter 3 – Strategic and Spatial Choices
- Chapter 4 – Active and Social Places
- Chapter 5 – Productive and Enterprising Places
- Chapter 6 – Distinctive and Natural Places

5.3 Technical Advice Notes

Technical Advice Notes provide topic-specific national guidance which supplements Planning Policy Wales. For this application, the relevant Technical Advice Notes are those relating to nature conservation, rural communities, design, flooding and transport.

- TAN 5 – Nature Conservation and Planning
- TAN 6 – Planning for Sustainable Rural Communities
- TAN 12 – Design
- TAN 15 – Development, Flooding and Coastal Erosion
- TAN 18 – Transport

5.4 Newport Local Development Plan 2011–2026 (Adopted January 2015)

The adopted Newport Local Development Plan is the statutory local development plan for the site and is the principal local policy document for the determination of this application. For the present proposal, the relevant local policy framework comprises the strategic countryside and mineral policies, the general development management policies relating to design, amenity, natural environment and environmental protection, and the specific policy on horse related development.

- SP1 – Sustainability
- SP3 – Flood Risk
- SP4 – Water Resources
- SP5 – Countryside
- SP9 – Conservation of the Natural, Historic and Built Environment
- SP21 – Minerals
- GP1 – Climate Change
- GP2 – General Amenity
- GP4 – Highways and Accessibility
- GP5 – Natural Environment
- GP6 – Quality of Design
- GP7 – Environmental Protection and Public Health
- CF7 – Horse Related Developments

- M1 – Safeguarding of Mineral Resource

5.5 Other Material Considerations

In addition to the statutory development plan and national policy framework, other material considerations include local and national guidance. These documents provide procedural context to the current application.

- Wildlife and Development SPG – December 2025
- Mineral Safeguarding SPG – January 2017
- Trees, Woodland, Hedgerows and Development Sites – January 2017
- Development Management Manual Revision 3 – May 2025
- Circular WGC 016/2014 – The Use of Planning Conditions for Development Management (Wales)

5.6 Relevant Legislation

The legislative framework for the determination of the application includes the principal planning statutes, the legislation governing sustainable development and biodiversity duties in Wales, and the secondary legislation governing development management procedure. The application falls to be determined in accordance with the development plan unless material considerations indicate otherwise.

- Town and Country Planning Act 1990 (as amended)
- Planning and Compulsory Purchase Act 2004
- Planning (Wales) Act 2015
- Well-being of Future Generations (Wales) Act 2015
- Environment (Wales) Act 2016
- Town and Country Planning (Development Management Procedure) (Wales) Order 2012

6.0 MATERIAL CONSIDERATIONS

6.1 Principle of Development

6.1.1 The principal issue is whether the proposed outdoor equestrian ménage, together with the associated change of use of land to private equestrian use, is an appropriate form of development in this countryside location having regard to the development plan and national planning policy.

6.1.2 Planning Policy Wales states that new building in the open countryside must continue to be strictly controlled and that all new development should be of a scale and design that respects the character of the surrounding area. PPW also makes clear that development should be located so that it can be properly served by existing or planned infrastructure.

6.1.3 The local policy position is more specific. Policy SP5 of the Newport Local Development Plan permits development in the countryside where the use is appropriate in the countryside, respects the landscape character and biodiversity of the immediate and surrounding area, and is appropriate in scale and design. Policy CF7 then addresses horse related development directly and confirms that horse related development, including stables, shelters and riding schools, will be permitted provided its scale, design, siting and materials do not detract from the character and appearance of the locality, it does not result in an excessive number of buildings or inappropriate ancillary structures, it does not require a new dwelling unless justified as a rural enterprise dwelling, and it does not require unsightly infrastructure. The supporting text to CF7 is also material in recording that horse related activity is increasingly common, that its economic benefit to the countryside is acknowledged, and that the principal concern is to ensure that it does not adversely affect the surrounding countryside. It further notes that new horse related development should, where possible, be sited in close proximity to existing groups of buildings and that lighting associated with ménages should be strictly controlled.

6.1.4 Against the policy background, the proposal falls within a category of development expressly anticipated by the development plan rather than one it seeks to exclude in principle. The application site forms part of a wider holding which already contains a range of rural and domestic development, including dwellings, yard space, paddocks and a stable building. The stable building is a lawful structure, immune from enforcement action by reason of the passage of time, as the Local Planning Authority accepted in its assessment of application 25/0837. The proposed ménage would provide a private riding surface within this holding. It would not create a new residential presence in the countryside, nor would it introduce the kind of dispersed or urbanising infrastructure that usually gives rise to in-principle countryside objection.

6.1.5 The scale and nature of what is proposed are also material. This is a single private ménage, limited to its riding surface, fencing, gates and associated groundworks. There is no accompanying stable complex, no separate parking area, no new access and no lighting installation. This keeps the proposal closely aligned with the type of horse related development contemplated by CF7 and avoids the additional elements that might otherwise shift the balance against acceptability.

6.1.6 The detailed design, amenity, ecology, drainage and other effects remain relevant and must still be satisfactory before permission can be granted. However, those are not reasons to conclude that the proposal fails at the level of principle. On the development plan's own terms, horse related development in the countryside is capable of being acceptable where it is proportionate, properly sited and free from unacceptable effects.

6.1.7 It is therefore considered that the proposed development is acceptable in principle and accords with Policies SP5 and CF7 of the Newport Local Development Plan, together with the relevant countryside provisions of Planning Policy Wales.

6.2 Design, Landscape Character and Visual Amenity

6.2.1 At the national level, Planning Policy Wales requires that development in the countryside be strictly controlled and that all new development be of a scale and design which respects the character of the surrounding area. It also emphasises the importance of site and context analysis, making clear that proposals should respond to existing settlement structure and uses, landscape, biodiversity, movement, infrastructure, materials and built form so that development is properly integrated with its surroundings.

6.2.2 In local policy terms, the principal framework is provided by Policies SP5, GP2, GP5, GP6 and CF7 of the Newport Local Development Plan. Policy SP5 requires countryside development to be appropriate in scale and design and to respect the landscape character and biodiversity of the immediate and surrounding area. Policy GP6 requires development to achieve good quality design that responds positively to local context and character, while Policy GP2 requires that development does not cause unacceptable harm to amenity. Policy CF7 is directly relevant as it applies specifically to horse related development and requires that the scale, design, siting and materials do not detract from the character and appearance of the locality.

6.2.3 The supporting text to Policy CF7 confirms that horse related development should not have an adverse effect on the surrounding countryside, that new development should where possible be located close to existing groups of buildings, that the number of buildings and structures should be kept to a minimum, and that lighting associated with ménages should be strictly controlled to avoid light pollution.

6.2.4 The proposal is for a single outdoor ménage within an existing rural holding that already contains a lawful stable building, yard space, paddocks and boundary fencing. The proposed arena is not positioned as an isolated feature in an otherwise unmanaged landscape, but within an existing paddock and yard context closely related to the stable building and internal access arrangements. On the submitted plans, the development is limited to a 40 metre by 20 metre riding arena, 1200mm high post and rail fencing, two access gates and associated groundworks only. No new buildings, no floodlighting, no new access and no extensive ancillary infrastructure are proposed. This design materially limits the visual effects of the development and avoids the principal sources of countryside harm that often arise in equestrian cases, namely excessive built form, lighting, urbanising boundary treatment and dispersed ancillary works. The use of timber post and rail fencing is conventional in rural and equestrian settings, while the arena itself would be experienced against a site context already defined by the existing stable building and yard, subdivided paddocks, boundary vegetation and associated activity. The plans also show the ménage positioned in relation to existing trees and their root protection areas, further indicating that the proposal has been laid out with reference to the physical characteristics of the site rather than imposed upon it arbitrarily. Although the proposal would

introduce a more formal riding surface within part of the paddock, the visual change would be localised and would not, on the facts of this case, amount to an unacceptable erosion of rural character or local visual amenity. It is therefore considered that the proposal responds appropriately to its site context and can be regarded as acceptable in design and landscape terms.

6.2.5 In terms of mitigation and control, the acceptability of the proposal is reinforced by the submitted layout and sectional drawings, the absence of lighting, and the recommended compliance conditions requiring the development to be carried out in accordance with the approved plans and restricting any future external lighting unless otherwise approved in writing by the Local Planning Authority. Those controls are proportionate and sufficient to manage any residual design and visual effects.

6.2.6 It is therefore considered that the proposed development is acceptable in terms of design, landscape character and visual amenity and accords with Policies SP5, GP2, GP5, GP6 and CF7 of the Newport Local Development Plan, together with the relevant countryside, design and placemaking provisions of Planning Policy Wales.

6.3 Highways, Parking and Access

6.3.1 The relevant policy framework in respect of highways, parking and access is provided by Policies GP4, GP2 and CF7 of the Newport Local Development Plan, together with the relevant transport provisions of Planning Policy Wales. These policies require safe and suitable access arrangements, parking provision proportionate to the development proposed, and assurance that development would not prejudice highway safety or materially increase traffic impacts in an unacceptable way.

6.3.2 The proposal is limited to the construction of a private equestrian ménage within an existing holding which is already served by a vehicular access from Chapel Lane. The site contains a lawful stable building and is used in connection with the keeping of horses. No new access to the public highway is proposed, and no alteration is proposed to the existing site entrance or internal access arrangements.

6.3.3 From a highway perspective, the nature of the proposed use is such that it would generate negligible vehicular movement. The ménage would provide a private riding surface for the personal use of the occupiers of the holding. No commercial activity, riding school use, livery or events are proposed, and no new access or formal parking area is required. On that basis, the proposal would not be expected to generate a material increase in vehicle movements or give rise to any unacceptable parking or manoeuvring impacts.

6.3.4 Having regard to the limited nature of the proposal, the use of the existing access arrangements, and the absence of any material increase in traffic generation, it is not considered that

the development would prejudice highway safety, result in unacceptable parking pressure, or have any adverse effect on the capacity or operation of the local highway network.

6.3.5 It is therefore considered that the proposed development is acceptable in terms of highways, parking and access, and accords with Policies GP4, GP2 and CF7 of the Newport Local Development Plan, together with the relevant transport provisions of Planning Policy Wales.

6.4 Impact on Local and Residential Amenity

6.4.1 Living conditions are a relevant consideration because residential properties lie to the south of the site and the proposed ménage would sit within part of the existing paddock area close to the established dwelling cluster. The amenity question is therefore whether the proposal, by reason of its physical form or operation, would cause material harm to nearby occupiers.

6.4.2 Planning Policy Wales requires regard to be paid to existing air quality and noise levels and to the quality of the soundscape before planning applications are determined. It further makes clear that the planning system should reduce average population exposure to air and noise pollution where practicable, that the effects of noise on new and existing development must be properly considered, and that it is not acceptable to rely on the statutory nuisance regime as a substitute for planning control. In relation to lighting, PPW states that lighting must be balanced against the need to protect tranquillity, prevent glare and respect the amenity of neighbouring land uses, and confirms that lighting can properly be controlled by condition where necessary.

6.4.3 Local Policy GP2 of the Newport Local Development Plan requires development not to have a significant adverse effect on local amenity, including through noise, disturbance, privacy, overbearing impact, light, odours and air quality. Policy GP7 resists development that would cause unacceptable harm to health, local amenity or public safety, including through noise or light pollution. Policy CF7 is also engaged because it is the specific horse-related development policy, and its supporting text records that lighting associated with ménages should be strictly controlled in order to avoid light pollution.

6.4.4 On the facts of this proposal, the scope for harm is limited. The development is not a building and therefore does not raise the usual built form concerns of overbearing effect, loss of outlook, overshadowing or loss of daylight. Nor does it create overlooking or privacy issues, given that the proposal comprises a riding surface and low post and rail fencing rather than enclosed or elevated structures.

6.4.5 There are four dwellings to the south of the site, including the applicant's own dwelling, with the closest approximately 10 metres from the proposed ménage. The proposed use is, however, inherently low in intensity. The ménage would be used privately, for the occupiers' own riding and the

exercise of horses. No riding school activity, no liverys, no events, no spectators and no other commercial use are proposed, and the site already accommodates the keeping of horses and a lawful stable building. A private riding surface of this kind does not generate the concentrated noise, traffic or general activity associated with commercial equestrian operations. There is accordingly no sound basis to conclude that the use would cause material harm to the living conditions of neighbouring occupiers through noise, disturbance or activity. Nor would any material odour issue arise, given the existing presence of horses on the holding and the absence of any new building or intensified stabling.

6.4.6 No further mitigation is required to make the development acceptable in amenity terms, but the position can be reinforced through the recommended conditions already identified elsewhere in the Statement. In particular, a condition restricting the use to private equestrian purposes only, together with a condition preventing any external lighting unless separately approved, would provide proportionate and enforceable control over the only realistic sources of residual amenity concern.

6.4.7 It is therefore considered that the proposed development would not result in any unacceptable effect on local or residential amenity and is acceptable in this regard having regard to Policies GP2, GP7 and CF7 of the Newport Local Development Plan and the relevant soundscape and lighting provisions of Planning Policy Wales.

6.5 Ecology and Biodiversity Enhancement

6.5.1 Ecology is a material consideration in this case because the site lies within the open countryside and the proposal involves the physical alteration of part of an existing paddock. The relevant local policy framework is provided by Policies SP5, SP9, GP5 and CF7 of the Newport Local Development Plan. Taken together, those policies require development to respect the biodiversity of the immediate and surrounding area, seek the conservation and enhancement of the natural environment, protect and encourage biodiversity and ecological connectivity, avoid or mitigate harm to habitats and species, and incorporate appropriate landscape and green infrastructure measures. Policy CF7 is also directly relevant, as horse related development must not have an adverse effect on the surrounding countryside and must be read alongside the wider policy framework.

6.5.2 Planning Policy Wales states that the planning system should help reverse the decline in biodiversity and increase ecosystem resilience, and that development proposals must support the maintenance and enhancement of biodiversity, protect designated and non-designated habitats where relevant, safeguard protected species and existing biodiversity assets, and improve diversity, extent, condition and connectivity within ecological networks. It also requires a step-wise approach of avoidance, minimisation, mitigation and, only as a last resort, compensation, with enhancement secured over and above that needed to address any harm. For planning applications generally, PPW requires a Green Infrastructure Statement, and confirms that for minor development this should be

proportionate and short. PPW also emphasises that green infrastructure should be integrated into development through site selection and design, and that proposals should identify opportunities to improve ecological connectivity with their surroundings. Future Wales reinforces this national direction by requiring development proposals to demonstrate action to maintain and enhance biodiversity, ecosystem resilience and green infrastructure through nature-based approaches.

6.5.3 The development would occupy part of an existing managed grass paddock within the wider holding. On the information submitted and the nature of the site as described elsewhere in this Statement, the affected area does not comprise a statutory or non-statutory designated site, woodland, important hedgerow, watercourse or other habitat feature of identified ecological sensitivity. The proposal would not therefore result in the direct loss of a designated ecological asset or the removal of an identified boundary habitat feature of intrinsic importance. The existing boundary framework of the site would remain in place.

6.5.4 The development footprint is confined to the operational area of the ménage itself, and the proposal has been arranged so that it does not encroach into existing boundary hedgerows or other retained planted features. The ecological objective of new development is to avoid harm where possible, rather than rely on later mitigation. Here, the scheme has been drawn to sit within the paddock area and to leave the principal surrounding vegetation structure intact.

6.5.5 Although the baseline ecological value of the turfed area itself is limited, the scheme is accompanied by proportionate enhancement measures, shown on drawing 2313 PL002 Rev A and described in the Green Infrastructure Statement. New native mixed-species hedge planting, comprising hazel, holly, wild cherry, pedunculate oak, crab apple and wild rose, is proposed to the eastern side of the ménage. This planting would add a new linear habitat feature to the site, reinforce the local green infrastructure structure, and assist ecological connectivity in a rural setting where hedgerows and edge habitats are important components of the wider landscape framework. This is consistent with the policy expectation that development should not simply avoid ecological harm, but should make a positive contribution where opportunities exist.

6.5.6 In addition, a native and naturalised cornfield annual wildflower mix, comprising corn chamomile, corn cockle, cornflower, corn marigold and common poppy, is proposed to the margins of the ménage. These are traditional arable field species, several of which have become scarce in the wider countryside as a result of agricultural intensification. The mix would replace areas of simple managed grass with a more diverse, nectar-rich margin treatment capable of supporting pollinating insects and increasing floral interest and habitat value at the site edge, in keeping with the rural and agricultural character of the holding.

6.5.7 The proposal avoids direct harm to existing boundary features, limits intervention to a managed grassed area of low ecological value and secures on-site enhancement through native hedge planting and wildflower margins. These measures are proportionate to the scale and nature of the development and provide a clear biodiversity and green infrastructure benefit beyond the baseline position. It is therefore considered that the proposal is acceptable in ecological terms and accords with Policies SP5, SP9, GP5 and CF7 of the Newport Local Development Plan, together with the biodiversity, ecological resilience and green infrastructure provisions of Planning Policy Wales and Future Wales.

6.5.8 To ensure that these measures are secured in practice, it would be reasonable for the Local Planning Authority to impose a condition requiring the hedge and wildflower planting shown on drawing 2313 PL002 Rev A and described in the approved Green Infrastructure Statement to be implemented in the first planting season following substantial completion of the ménage, with replacement of any failed planting within five years. That would provide an appropriate and proportionate mechanism for securing the enhancement measures identified above.

6.6 Drainage and Flood Risk

6.6.1 The principal issue is not one of foul drainage or major flood consequence, but whether the development has been designed so that surface water is dealt with appropriately and flood risk is not increased on or off the site.

6.6.2 National policy places clear emphasis on managing water in a way that works with natural systems rather than against them. Planning Policy Wales states that development should protect and improve water resources, ensure sustainable drainage systems are integral to design approaches for new development, and take account of water quality and flood management from the outset. It also confirms that development should reduce, and must not increase, flood risk, and that surface water flooding should be addressed by controlling run-off as near to the source as possible through the use of SuDS. The current TAN 15 guidance is consistent with that approach and identifies infiltration to ground as a preferred method of dealing with surface water runoff.

6.6.3 Local Policy SP3 requires development to be directed away from flood risk constraints and to ensure that flood risk is not increased elsewhere, with sustainable solutions prioritised. Policy SP4 requires no net increase in surface water run-off through the sustainable management of water resources, including the use of sustainable drainage systems. The supporting text to SP4 is particularly relevant because it explains that SuDS are intended to deal with run-off as close to the source as possible, reduce discharge, and increase the amount of water infiltrating the ground. Policy GP1 requires development to reduce flood risk on site and elsewhere and, where appropriate, avoid non-permeable hard surfaces.

6.6.4 The site is not within a mapped flood risk area and the proposal does not introduce a building, culvert, retaining structure, or other form of engineered development that would obstruct flood flows or displace flood water. The submitted plans also show that the ménage would be formed as a permeable equestrian arena construction, with a silica sand and synthetic fibre riding surface over geotextile membrane and an open graded drainage stone layer, with the formation shaped to provide a fall to the perimeter.

6.6.5 Rainfall would pass through the arena profile and be managed within the site itself by natural infiltration, rather than by discharge to the highway, a combined sewer, or a separate engineered outfall. It is considered that this is a proportionate drainage response for a minor rural equestrian scheme of this type. It keeps water close to source, avoids unnecessary infrastructure, and aligns with both the local policy requirement for no net increase in surface water run-off and the national preference for SuDS-led, nature-based drainage design.

6.6.6 There is also nothing in the nature or scale of the proposal to suggest that a more complex planning-stage drainage solution is needed in order to conclude on acceptability. This is a modest private ménage on land outside the flood zones, and the arena build-up itself is designed as a permeable system. The absence of buildings, foul drainage, new access works or extensive hard surfacing further limits the prospect of drainage harm.

6.6.7 It is therefore considered that the proposed development is acceptable in terms of drainage and flood risk and accords with Policies SP3, SP4, GP1 and CF7 of the Newport Local Development Plan, together with the relevant water management, sustainable drainage and flood risk provisions of Planning Policy Wales and TAN 15.

6.7 Other Material Considerations

6.7.1 The main residual matter is mineral safeguarding, given that the site lies within an area identified for hard rock safeguarding on the adopted local development plan mapping. The recent planning history is also relevant background, together with the question of whether any planning obligation or unusual form of regulatory control is needed.

6.7.2 At the national level, Planning Policy Wales explains that safeguarding is intended to prevent the unnecessary sterilisation of mineral resources by other forms of permanent development. It makes clear that safeguarding does not in itself amount to acceptance of mineral working, but rather requires the location and quality of the mineral, and the environmental constraints associated with extraction, to be taken into account before non-mineral development proceeds. PPW also states that the importance of the mineral resource relative to the need for non-minerals development should be given careful consideration.

6.7.3 Policy M1 provides that development which would be incompatible with safeguarding hardrock or sand and gravel resources within the identified mineral resource areas will not be permitted unless one of a number of exceptions applies. These include where the developer can demonstrate that working the resource would be economically or physically impractical or environmentally unacceptable, where the resource would be extracted before development, or where the development is of a temporary nature. The supporting text confirms that the resource area designation is an indication of a potential resource only, and that proposals affecting a resource must demonstrate either that the resource will not be sterilised or that future extraction would not be hindered. The Council's Mineral Safeguarding Supplementary Planning Guidance provides further guidance on the proportionate application of the policy.

6.7.4 On the facts here, the proposed development would not sterilise the safeguarded resource or hinder its future extraction. The ménage is not a building and involves no deep or permanent foundations. It comprises a shallow, permeable surface build-up, sand and synthetic fibre over a geotextile membrane and an open graded drainage stone layer, laid to a shaped formation, which could be removed and the land returned to a condition that would not inhibit extraction. The resource is therefore not lost. In any event, the scope for mineral working at this location is already constrained by the established pattern of surrounding development, including dwellings, a lawful stable building, yard space and neighbouring residential properties, which is itself relevant to whether working the resource here would be practical. Taken together, these factors indicate that the proposal would not materially prejudice the long-term safeguarding objectives of Policy M1.

6.7.5 There is likewise no basis for concluding that a planning obligation is needed in order to make the proposal acceptable. The development is small in scale, private in nature and capable of being adequately regulated through the ordinary development management process and proportionate planning conditions. No section 106 obligation or other unusual control mechanism is required.

6.7.6 Taking those matters together, no residual material consideration has been identified that weighs against the proposal or displaces the conclusions reached under the preceding topic-based assessment. It is therefore considered that the proposed development is acceptable having regard to the remaining material considerations, including mineral safeguarding, planning history and regulatory control, and that none of those matters provides a reason to withhold planning permission.

7.0 PLANNING BALANCE

7.1 Statutory Framework

7.1.1 Having regard to section 38(6) of the Planning and Compulsory Purchase Act 2004, section 70 of the Town and Country Planning Act 1990, the adopted development plan, and Planning Policy Wales, the question is not whether the proposal gives rise to any impact at all, but whether it gives

rise to a material planning harm of such significance that planning permission ought properly to be withheld.

7.1.2 The existence of some change, some degree of impact, or a preference for an alternative solution does not of itself equate to unacceptable planning harm. The proper planning exercise is to identify the nature and degree of any impact, assess the weight to be attached to it, and then consider whether that impact can be avoided, reduced or made acceptable through site design, planning conditions or other proportionate mitigation.

7.1.3 The application must therefore be assessed by reference to demonstrable planning harm and policy conflict, rather than treating the mere fact of change, or a preference for a different design response, as determinative in itself. That is particularly so in a case such as this, where the proposal is modest in scale, closely related to an existing rural holding, and advanced as a full planning application to be considered on its own planning merits.

7.2 Overall Planning Balance

7.2.1 The proposal would result in a localised physical change through the introduction of a ménage within part of an existing paddock. It must, however, be weighed in its proper context that the application site forms part of an established rural holding which already contains dwellings, yard space, paddocks and a lawful stable building, and the proposal is limited to a single private riding arena with associated change of use, fencing and gates only.

7.2.2 Against the context, no unacceptable planning harm has been identified in respect of principle, countryside character, design, visual amenity, neighbouring living conditions, highways, ecology, drainage or other material considerations. The proposal avoids the principal features that commonly attract substantial objection in countryside equestrian cases, including new residential development, commercial intensification, floodlighting, new highway access and excessive ancillary structures.

7.2.3 The adverse effects of the proposal are therefore limited in nature and weight, while the policy support for an appropriately scaled and designed horse related development in this context is clear. Where any residual effects arise, they are not of such significance as to outweigh the proposal's compliance with the development plan and the absence of material planning harm.

7.2.4 The overall planning balance therefore falls in favour of the proposed development. It is considered that planning permission should be granted as the proposal accords with the adopted Newport Local Development Plan and there are no material considerations indicating that permission ought properly to be withheld.

8.0 SCHEDULE OF CONDITIONS

8.1 Recommended Planning Conditions

8.1.1 The following recommended conditions are suggested on the basis that they satisfy the statutory and policy tests for planning conditions and are proportionate to the nature and scale of the development proposed.

8.1.2 The schedule is drafted as a recommended condition set for the Local Planning Authority's consideration. Should the Council seek to impose any pre-commencement condition the applicant would request this is agreed in advance of any grant of planning permission.

1. Time Limit for Commencement (Compliance Condition)

The development hereby permitted shall be begun before the expiration of five years from the date of this permission.

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

2. Approved Plans (Compliance Condition)

The development hereby permitted shall be carried out in strict accordance with the following approved plans and documents:

- 2313 PL001 Rev A – Location and Site Plans;
- 2313 PL002 Rev A – Proposed Plan and Site Sections; and
- TCPA-2026-25-REECE-01-FUL-NWP Green Infrastructure Statement.

Reason: For the avoidance of doubt and to ensure the development is carried out in accordance with the approved details in the interests of proper planning and in accordance with Policies SP5, GP2, GP5, GP6, GP7 and CF7 of the Newport Local Development Plan.

3. Private Equestrian Use Only (Compliance Condition)

The ménage hereby permitted shall be used for private equestrian purposes only and for no commercial equestrian activity, including riding instruction, riding school use, competitions, events, liveries, hiring or any other business use, unless otherwise approved in writing by the Local Planning Authority.

Reason: To ensure the scale and nature of the use remains proportionate to the site and acceptable in this countryside location in the interests of local amenity, highway safety and the character and appearance of the area in accordance with Policies SP5, GP2, GP4, GP6 and CF7 of the Newport Local Development Plan.

4. External Lighting Restriction (Compliance Condition)

No external lighting, including floodlighting, column lighting, wall-mounted lighting or any other

form of illumination serving the ménage hereby permitted, shall be installed at the site unless details have first been submitted to and approved in writing by the Local Planning Authority. Any lighting thereafter approved shall be installed and operated only in accordance with the approved details.

Reason: In the interests of rural character, visual amenity and the amenities of nearby occupiers in accordance with Policies GP2, GP6, GP7 and CF7 of the Newport Local Development Plan.

5. Surface Water Drainage (Compliance Condition)

The ménage hereby permitted shall not be first brought into use until the surface water drainage works serving the development have been completed in accordance with the approved details. The drainage arrangements shall thereafter be retained and maintained as such for as long as the development hereby permitted remains in use.

Reason: To ensure satisfactory drainage of the site and to prevent any increase in surface water run-off in accordance with Policies SP3, SP4, GP1 and CF7 of the Newport Local Development Plan.

6. Landscaping and Biodiversity Enhancement (Compliance Condition)

The hedge and wildflower planting shown on drawing 2313 PL002 Rev A and described in the approved Green Infrastructure Statement shall be carried out in full in accordance with the approved details in the first planting season following the substantial completion of the ménage hereby permitted. Any plants or areas of seeding which within a period of five years from the completion of the landscaping scheme die, are removed, become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless otherwise first agreed in writing by the Local Planning Authority.

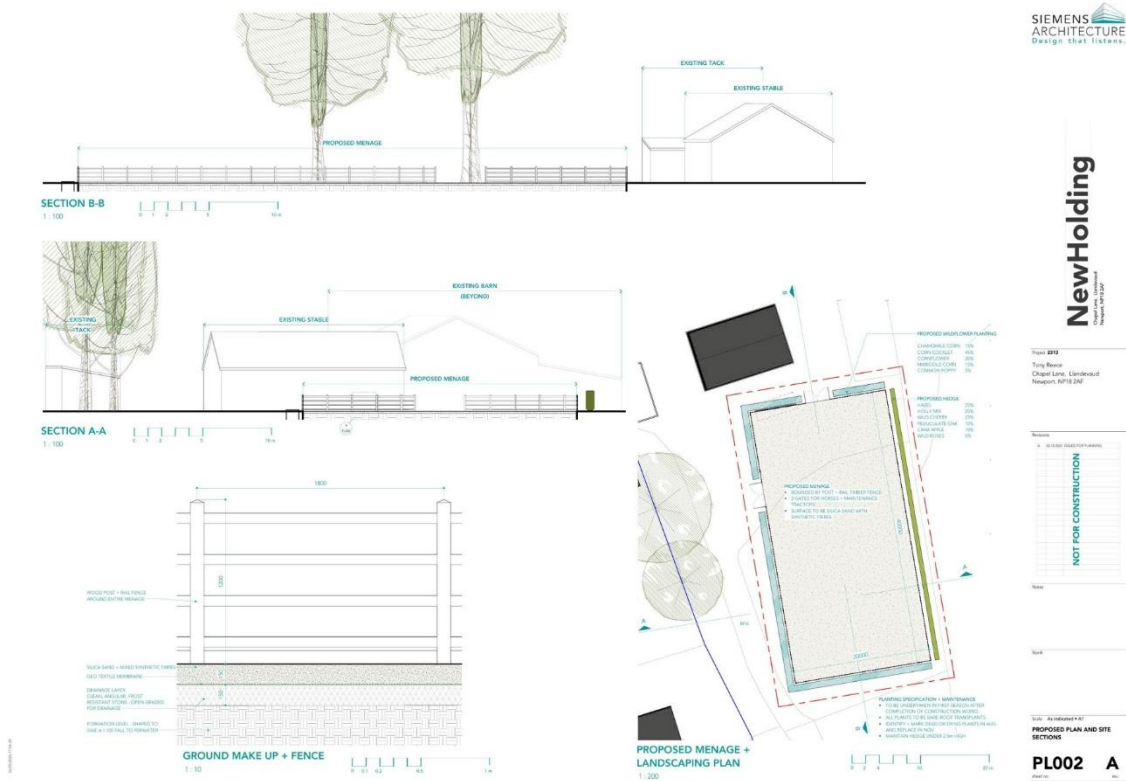
Reason: In the interests of biodiversity enhancement, green infrastructure, visual amenity and the character and appearance of the countryside in accordance with Policies SP5, SP9, GP5, GP6 and CF7 of the Newport Local Development Plan.

APPENDICES

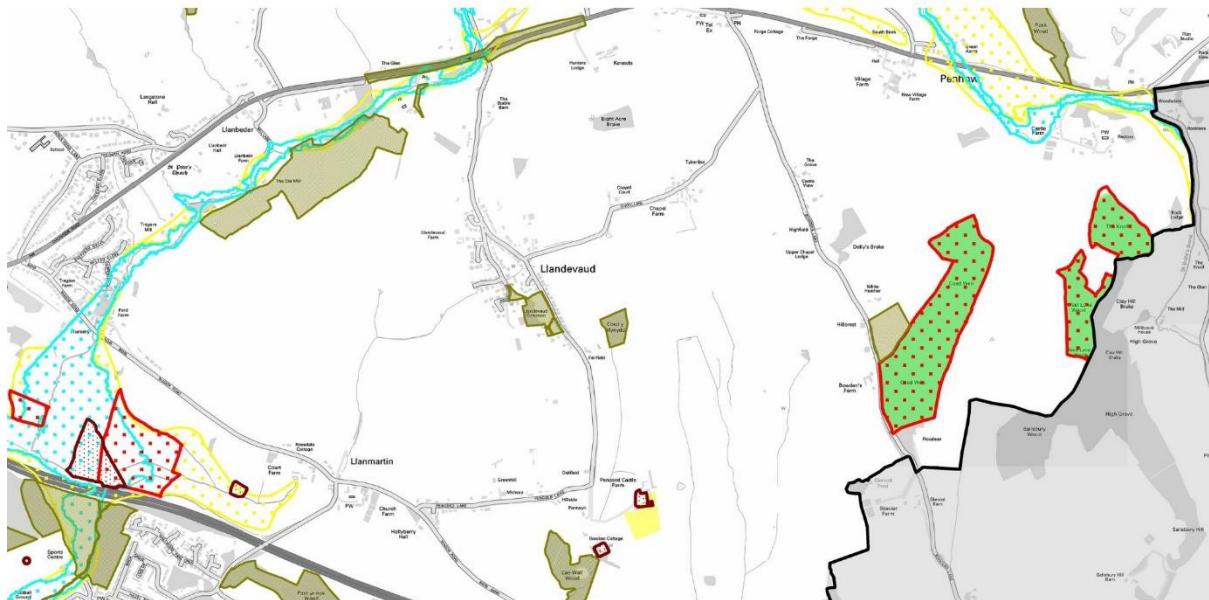
Appendix A: 2313 PL001 Rev A – Location and Site Plans



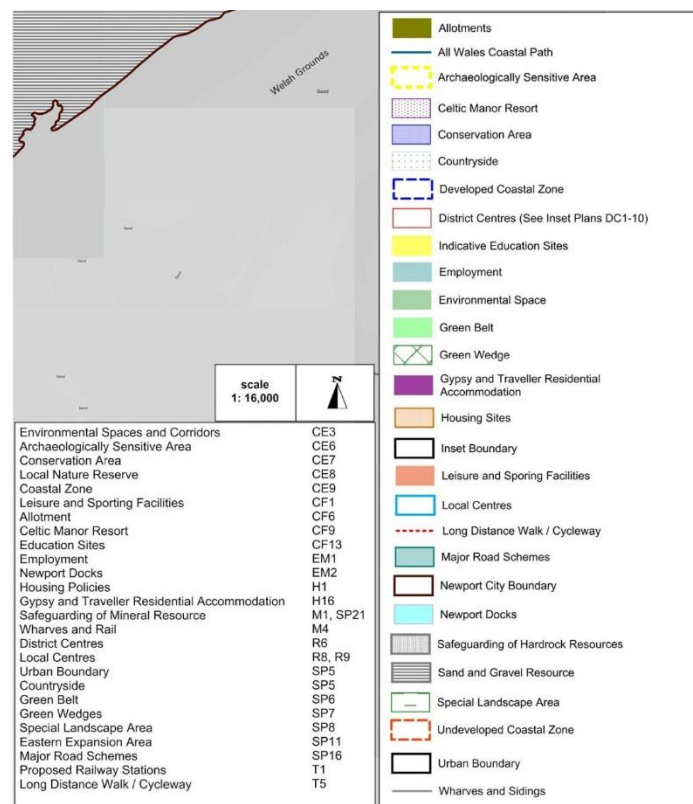
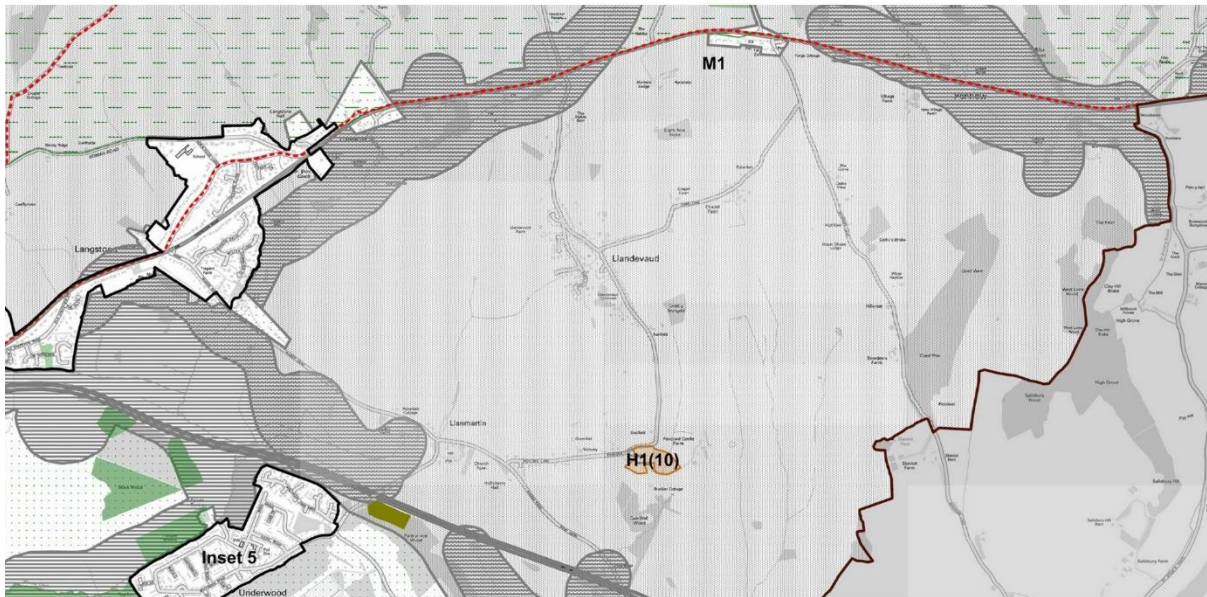
Appendix B: 2313 PL002 Rev A – Proposed Plan and Site Sections



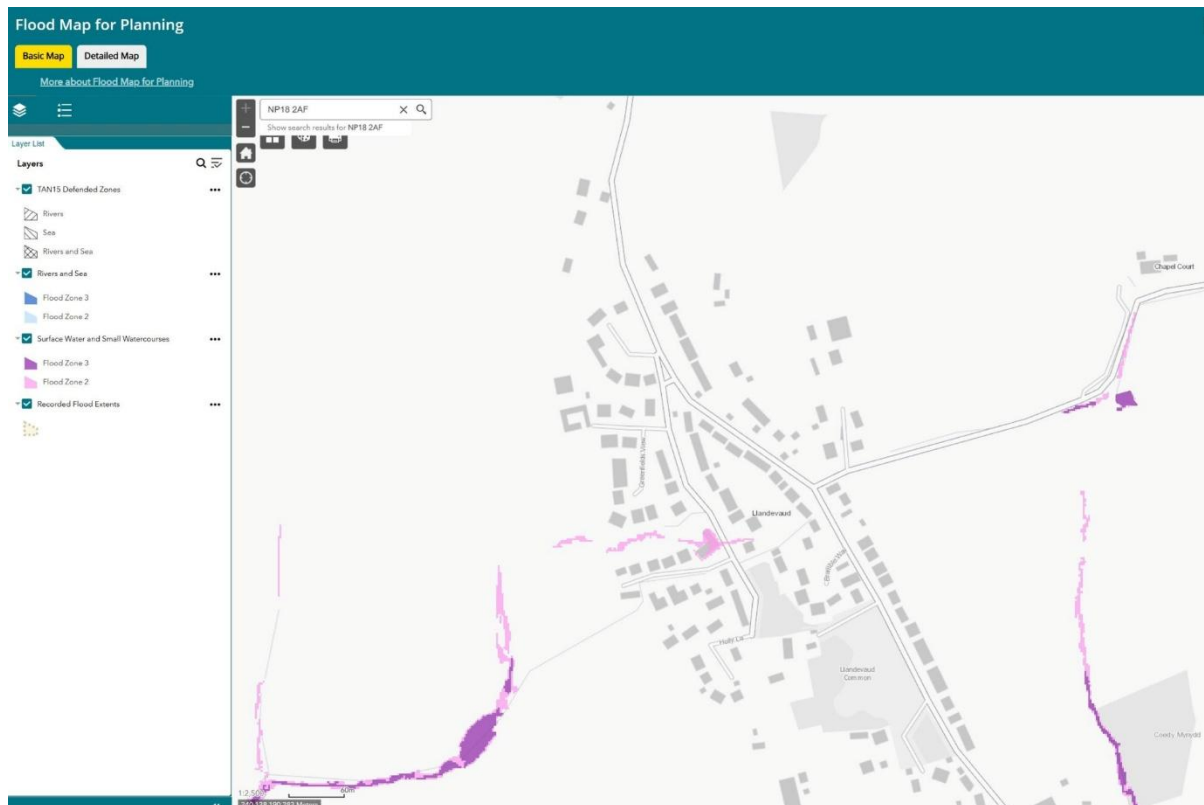
Appendix C: LDP Proposal Maps



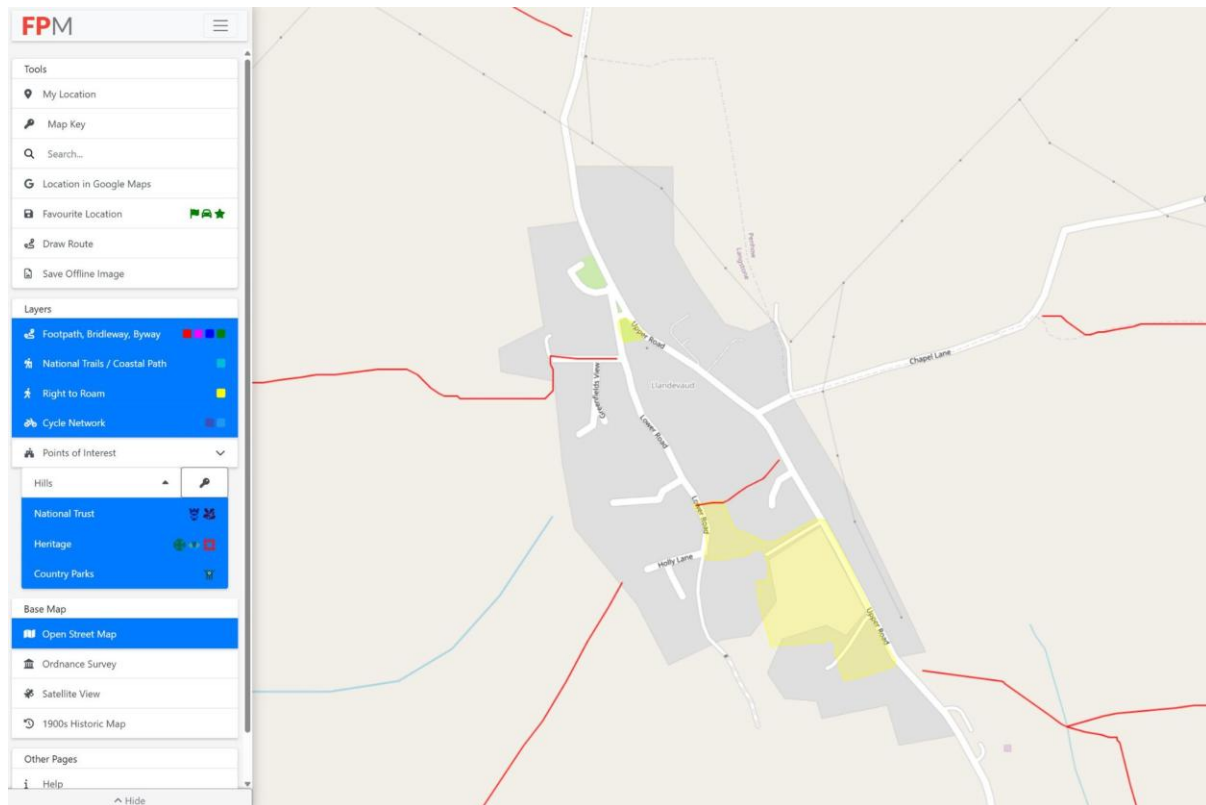
Appendix D: LDP Constraints Map



Appendix E: NRW Flood Mapping



Appendix F: Public Rights of Way (PROW)



Appendix G: Aerial Imagery of the Site (Google Earth 2026)





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