

Delegated Decision Report

Application No:	25/0961	Statutory Period Expires:	5th January 2026
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Site:	185 First Floor Cardiff Road Newport NP20 3BP		
Proposal:	CHANGE OF USE OF EXISTING HAIRDRESSERS TO LIVING ACCOMMODATION		
Applicant:	H Cetin		
Type:	Full	Ward:	Gaer
Decision:	REFUSED		

1. BACKGROUND

1.1 None.

2. SITE LOCATION AND CONTEXT

2.1 The application site is defined within the Cardiff Road Local Centre and faces onto Cardiff Road B4327 (East). The local centre is typically two storey properties with commercial units on the ground floor, with some properties containing residential at first floor. To the North East of the site is Lidl and to the East there is Maesglas Community Centre. To the South and East there are residential properties.

3. DESCRIPTION OF DEVELOPMENT

3.1 The application seeks the change of use of the first floor from a hairdresser to living accommodation. From the plans provided this is a 1no. bedroom flat, with a living room, bathroom and kitchen/diner.

4. RELEVANT SITE HISTORY

App Number	Proposal	Decision	Decision Date
93/0989	CHANGE OF USE OF FIRST FLOOR HAIRDRESSING SALON TO RESIDENTIAL USE	GC	06/10/1993

5. PLANNING POLICY

5.1 THE NATIONAL DEVELOPMENT FRAMEWORK: FUTURE WALES - THE NATIONAL PLAN 2040

Future Wales sets out the Welsh Government's land use priorities and provides a national land use framework for SDPs and LDPs. Future Wales concentrates on development and land use issues of national significance, indicating areas of major opportunities and change, highlighting areas that need protecting and enhancing and helping to co-ordinate the delivery of Welsh Government policies to maximise positive outcomes.

Policy 1 - Where Wales Will Grow

Policy 2 - Shaping Urban Growth and Regeneration - Strategic Placemaking

Policy 9 - Resilient Ecological Networks and Green Infrastructure

5.2 PLANNING POLICY WALES (EDITION 12) 2024

3.3 - Good design is fundamental to creating sustainable places where people want to live, work and socialise.

3.4 - Meeting the objectives of good design should be the aim of all those involved in the development process and should be applied to all development proposals at all scales.

5.3 NEWPORT LOCAL DEVELOPMENT PLAN (2011-2026)

Policies SP1 (Sustainability), GP2 (General Amenity), GP4 (Highways and Accessibility), GP5 (Natural environment), GP6 (Quality of Design), GP7 (Environmental Protection and Public Health), T4 (Parking), W3 (Provision for Waste Management Facilities in Development), R9 (Change of Use to Non-Retail Uses Inside Local Centres) and H8 (Self Contained Accommodation, Houses in Multiple Occupation), CE6 (Archaeology) of the Newport Local Development Plan 2011 – 2026 (Adopted January 2015) are relevant to the determination of this application.

5.4 Technical Advice Note

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

Technical advice note (TAN) 11: noise

Technical advice note (TAN) 18: transport

Technical advice note (TAN) 21: waste

5.4 SUPPLEMENTARY PLANNING GUIDANCE

- Flat Conversions SPG (October 2021)
- Parking Standards Supplementary Planning Guidance (Adopted August 2015).
- Sustainable Travel SPG (July 2020)
- [Waste Storage and Collection](#) (Jan 2020)

6. CONSULTATION RESPONSES

6.1 Natural Resources Wales:

We have no objection to the proposed development as submitted and provide the following advice.

Flood Risk

The planning application proposes change of use of existing hairdressers to living accommodation. This includes a flat on the first floor which is defined as highly vulnerable development in Technical Advice Note 15: Development, flooding and coastal erosion (TAN15), dated 2025. The Flood Map for Planning identifies the application site to be at risk of flooding and within Flood Zone 2 (Sea).

As the highly vulnerable element of the scheme is located above ground level, we are satisfied it is elevated from any flood risk. A less vulnerable use is being maintained on the

ground floor. As such we do not require an FCA to advise you on the consequences of flooding to and from the new residential property.

However, it is for planning authorities to determine whether the risks and consequences of flooding are acceptable. Therefore you should be satisfied that the proposal has fully considered access requirements, including evacuation routes used in an emergency flood event. As such you may require the applicant to submit a flood consequences assessment (FCA) which covers appropriate access/evacuation routes from the proposed development (see Figure 2 in TAN15 – Technical requirements of an FCA).

The applicant may also find this beneficial for awareness raising, informing emergency plans, and the provision of flood resilient design and resistance measures. Guidance on resilient design can be found in Chapter 13 of TAN15 which references advice from Construction Industry Research and Information Association, including a Code of Practice and Guidance for Property Flood Resilience. We also provide advice on preparing for a flood which may be useful for the developer or occupant of the proposal. If an FCA is submitted, we can provide you with advice on its findings to inform your decision making.

6.2 Local Highways Authority:

No objection subject to conditions.

Highway Comments:

The proposed use is no more onerous than the existing in terms of servicing and parking. There are no details of access to the rear or bins and cycle storage these should be secured by way of conditions to meet policy requirements.

There are therefore no objections, subject to the following conditions.

Suggested Conditions:

The dwelling shall not be occupied until a means of access for pedestrians or cyclists has been provided to the rear of the property

Reason: To enable access to bins and cycle storage.

Except for site clearance and remediation no development shall take place until a scheme for the provision of cycle parking in accordance with the Council's current standards has been submitted to and approved in writing by the Council as Local Planning Authority. The scheme shall be implemented as approved before any part of the development is brought into use and shall be retained as such thereafter. Notwithstanding the provisions of the Town and Country Planning Act (General Permitted Development) Order 2015 (or any Order revoking or re-enacting that Order) no building works, which reduce this provision, shall take place except following the express grant of planning permission by the Council.

Reason: To ensure that adequate provision is made for parking cycles on the site; and to establish measures to encourage non-car modes of transport.

Prior to first occupation of the development hereby permitted a waste management strategy shall be submitted to, and approved in writing by, the Council as Local Planning Authority. For the avoidance of doubt the strategy shall include details of operational proposals for servicing and the storage, transfer and collection of goods and waste ensuring that appropriate arrangements are made. The strategy shall be subsequently implemented in accordance with the approved details.

Reason: To ensure that adequate on-site provision is made for waste management including allowance for the storage, transfer and collection of waste to reduce impact on residential amenity and the general amenity of surrounding occupiers.

6.3 Welsh Water:

We refer to your planning consultation relating to the above site, and we can provide the following comments in respect to the proposed development.

We can confirm capacity exists within the public sewerage network in order to receive the domestic foul only flows from the proposed development site. We recommend that the existing private drainage on site should be utilised to avoid any new direct connection to the public sewerage system.

Notwithstanding this, we would request that if you are minded to grant Planning Consent for the above development that the **Conditions and Advisory Notes** listed below are included within the consent to ensure no detriment to existing residents or the environment and to Dwr Cymru Welsh Water's assets.

Condition

No surface water from any increase in the roof area of the building /or impermeable surfaces within its curtilage shall be allowed to drain directly or indirectly to the public sewerage system.

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

6.4 Environmental Health:

I refer to the above application passed to the Environmental Protection Team for comment.

I confirm I have no objections to the proposals.

6.5 Waste manager: No comments received.

6.6 Housing Development Manager: No comment received.

7. PUBLIC REPRESENTATIONS

Neighbour and Ward member notification letters were sent on 12/11/2025, Site Notice was put up on 21/11/2025.

7.1 5no neighbours were consulted on the application. No comments received.

7.2 Councillor Stephen Marshall, Councillor Dimitri Bartrouni, and Councillor Bev Perkins were consulted on the application.

8. ASSESSMENT

8.1 Principle of Development

8.1.1 The application site is within the defined settlement boundary as shown on the proposals map that accompany the Newport City Council Local Development Plan, accordingly there

is a presumption in favour of development, and the efficient use of land is encouraged. A full assessment is carried out below.

8.1.2 When assessing the acceptability of self-contained flats, Policy H8 applies:

8.1.3 *Policy H8: Self Contained Accommodation and Houses in Multiple Occupation*

WITHIN THE DEFINED SETTLEMENT BOUNDARIES, PROPOSALS TO SUBDIVIDE A PROPERTY INTO SELF CONTAINED ACCOMMODATION, BEDSITS OR A HOUSE IN MULTIPLE OCCUPATION WILL ONLY BE PERMITTED IF:

i) THE SCALE AND INTENSITY OF USE DOES NOT HARM THE CHARACTER OF THE BUILDING AND LOCALITY AND WILL NOT CAUSE AN UNACCEPTABLE REDUCTION IN THE AMENITY OF NEIGHBOURING OCCUPIERS OR RESULT IN ON STREET PARKING PROBLEMS;

8.1.4 When assessing if the development would impact on the character of the area, it is considered the area holds a mix of residential and commercial properties. The introduction of 1no. self-contained apartment would not demonstrably harm the character of the area and mixed uses in local centres are acceptable by providing a sustainable community assisting with the regeneration initiatives supported by local and national planning policies. In terms of the impacts to neighbouring properties, it is noted that no windows directly look into neighbouring properties, and therefore, would not have an unacceptable impact in this regard. In terms of parking, there is no parking proposed as part of the development, however, given its location within a local centre and the sustainability of the site, this is deemed acceptable in this instance. However, there is no cycle parking proposed as part of the development at the detriment of occupiers. Given that the flat is at first floor level and the lack of storage to the rear, there is no scope for this to be reasonably conditioned at this stage without further information. A full assessment is carried out below. This is further discussed below.

ii) THE PROPOSAL DOES NOT CREATE AN OVER CONCENTRATION OF HOUSES IN MULTIPLE OCCUPATION IN ANY ONE AREA OF THE CITY WHICH WOULD CHANGE THE CHARACTER OF THE NEIGHBOURHOOD OR CREATE AN IMBALANCE IN THE HOUSING STOCK;

8.1.5 This aspect of Policy H8 does not apply to this application.

iii) ADEQUATE NOISE INSULATION IS PROVIDED;

8.1.6 Given the residential/commercial setting, adequate noise insulation should be provided in accordance with building regulations. However, a noise impact assessment has not been provided. Given the surrounding commercial nature, and location adjacent to Cardiff Road, a noise impact assessment should be provided to understand if windows can be opened and a reasonable level of noise experienced by occupiers. Without this information, a full assessment cannot be made. Therefore, this aspect of Policy H8 fails, and this is further discussed within the report.

iv) ADEQUATE AMENITY FOR FUTURE OCCUPIERS.

8.1.7 When assessing the impact to future occupiers, it is considered that adequate space has been achieved within the flats as per the Councils space standards set out within the Flat

Conversions SPG. However, the light experienced and outlook within the flats primary living space is limited. Whilst it is noted that ivy is currently on the window, it appears the window looks directly onto the neighbouring property's wall. This arrangement is unacceptable and is further discussed below. There is no waste storage provided. Whilst the applicant has suggested there is an existing waste provision for the hairdressers to the front of the unit, this is not within the red line ownership and therefore, cannot be conditioned. In terms of private amenity space, there is no outdoor space provided, however, given the location, this is deemed acceptable in this instance. It is therefore, considered the application fails to meet this aspect of Policy H8. This is further discussed within the report below.

8.1.8 When assessing applications within Local Centres, Policy R9 applies. Policy R9-Change of Use to Non-Retail Uses Inside Local Centres PROPOSALS FOR CHANGE OF USE OF EXISTING SHOP PREMISES TO FINANCIAL AND PROFESSIONAL SERVICES (USE CLASS A2), FOOD AND DRINK USES (USE CLASS A3), AND LEISURE AND COMMUNITY USES WITHIN LOCAL CENTRES WILL BE PERMITTED ONLY WHERE:

- i) THE CONCENTRATION OF SUCH USES AT GROUND FLOOR LEVEL WOULD NOT PREJUDICE THE VIABILITY OF THE CENTRE'S RETAILING ROLE;
- ii) THERE WILL BE NO UNACCEPTABLE ADVERSE EFFECTS ON THE LOCAL HIGHWAY NETWORK; AND
- iii) THERE WILL BE NO UNACCEPTABLE EFFECTS ON LOCAL RESIDENTIAL AMENITY OR THE GENERAL CHARACTER OF THE AREA IN TERMS OF NOISE AND DISTURBANCE OR EXTRA TRAFFIC GENERATED.

8.1.9 It is noted that the change to residential on the first floor would not detrimentally harm the local centre and would keep an active frontage on the ground floor. Therefore, Policy R9 is adhered to.

8.2 **Visual Amenity/ Character and Appearance**

8.2.1 No external changes are proposed as part of the development, and therefore, deemed acceptable.

8.3 **Residential Amenity**

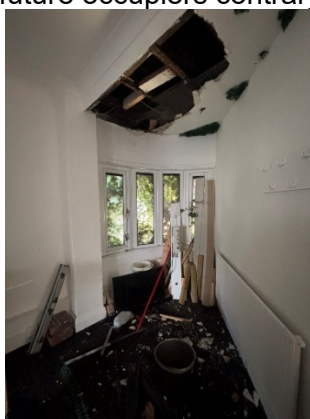
8.3.1 The flat proposed is a 1no.bedroom flat and The Council's Flat Conversion SPG specifies desired standards for internal floorspace:

Beds/bedrooms	Flat type			
	Studio	Converted	New	
			Common Access ²	Walk Up ³
1	32	45	46	50
2	n/a	58	59	65
3	n/a	74	84	90
4	n/a	86	93	99

Figure 1: Desired standards for gross internal floor space (square metres)

8.3.2 The proposed floorspace in the flat is 45sqm and therefore, would provide ample living conditions for future occupiers in accordance with Policy GP2, H8 and the SPG.

8.3.3 In terms of overlooking, the Flat Conversions SPG states, *Rooms should be arranged and designed in a manner that maximises the living standards of occupants. For instance, living rooms, kitchens and bedrooms should neither overlook adjoining properties nor face high boundary walls. Living rooms, moreover, should not be next to, directly above or directly below a bedroom in a neighbouring property unless the fabric of the building contains suitable acoustic insulation.* The proposed flat is situated on the first floor, and there are no residential properties above or below the proposed development. It does not appear residential properties are situated either side of the proposal site from Council Mapping services. In terms of outlook, the primary living area window is shown below. This is currently overgrown with ivy but will be removed as stated by the applicant on site. However, the outlook is directly onto the neighbouring property's wall. In turn, this also limits light into this room. The flat conversion SPG states, *Rooms should be arranged and designed in a manner that maximises the living standards of occupants. For instance, living rooms, kitchens and bedrooms should neither overlook adjoining properties nor face high boundary walls. Living rooms, moreover, should not be next to, directly above or directly below a bedroom in a neighbouring property unless the fabric of the building contains suitable acoustic insulation.* From a site visit, this would not be acceptable for a primary living space given this is the only outlook and light for this room, and it would not provide adequate living conditions for future occupiers contrary to Policy H8 and GP2.



8.3.4 Outdoor amenity space

There is no outdoor amenity space provision on site, however, the site is within a sustainable location and there are good transport links to Belle Vue Park. Furthermore, in line with the Flat Conversions Supplementary Planning Guidance document FC 5.1 private amenity space is only required where the opportunity exists. As the opportunity does not exist, the proposal is considered to accord with the Flat Conversions SPG guidance on amenity space. However, it is noted that there does not appear to be space within the site or current layout to provide waste/cycle storage internally or externally.

8.3.5 Waste

It is considered there is no rear outdoor space for bin storage. Whilst the red line boundary encompasses the rear outdoor space, the applicant on site stated that there is no access for the upper floors to access this rear space. The highways officer in their comments suggested that details for this could be secured via condition but would be no more onerous than the existing use. The applicant suggested that the hairdressers kept their bins to the front of the unit, however, this is not within the red line ownership and therefore, cannot be conditioned. Given there is no space adequate within the development site, this cannot be conditioned.

8.3.6 Noise

Moreover, the Flat Conversions SPG suggests, *in order to ensure that occupants have adequate living conditions, a converted flat in a noisy location should feature noise-attenuation and ventilation measures*. The area is a mix of residential and commercial properties within the vicinity. The application site is over the ground floor commercial unit. There does not appear to be a condition to control the hours of opening to this ground floor unit. Whilst it is not unusual for residential units to be situated at first floor over the ground floor commercial units, the full noise impact cannot be assessed given the lack of information via a noise impact assessment. Whilst Environmental Health have not submitted an objection, given the proximity to Cardiff Road, the Community Centre, and Lidl, it cannot be reasonably assessed if residents can have windows open and experience adequate levels of noise. Without this information, it is unknown if this could have an adverse impact on residential amenity. Therefore, this does not accord with Policy H8 and Policy H2.

8.4 **Movement**

The development site is located within parking zone 3 of the Council's Mapping service. There is no off-road parking available at the site, however, given the site's sustainable location within a local centre and transport links, this is deemed acceptable. It is considered there is no cycle storage provision for the site. Whilst the highways officer has stated this should be secured via condition, there is no space for this to be reasonably conditioned on site. Therefore, due to the lack of cycle storage and information provided, this will form a reason for refusal.

8.5 **Biodiversity**

- 8.5.1 PPW12 states in paragraph 6.2.12, *A green infrastructure statement should be submitted with all planning applications. This will be proportionate to the scale and nature of the development proposed and will describe how green infrastructure has been incorporated into the proposal. In the case of minor development this will be a short description and*

should not be an onerous requirement for applicants. The green infrastructure statement will be an effective way of demonstrating positive multi-functional outcomes which are appropriate to the site in question and must be used for demonstrating how the step-wise approach (Paragraph 6.4.15) has been applied. It is considered that no green infrastructure would be lost and therefore, this is deemed acceptable. However, an enhancement scheme should be provided and is discussed below.

- 8.5.2 Policy 9 of Future Wales states that in all cases, action towards securing the maintenance and enhancement of biodiversity (to provide a net benefit), the resilience of ecosystems and green infrastructure assets must be demonstrated. Policy GP5 of the NLDP supports this and states that proposals will be expected to maintain, protect, and enhance ecological networks and features of importance for biodiversity. A woodstone nest bird box is proposed on the North elevation as part of the development. As such the proposal is compliant with the aims of Policy GP5 of the NLDP 2011-2026 (adopted January 2015).

8.6 **Flooding**

The planning application proposes change of use of existing hairdressers to living accommodation. This includes a flat on the first floor which is defined as highly vulnerable development in Technical Advice Note 15: Development, flooding and coastal erosion (TAN15), dated 2025. The Flood Map for Planning identifies the application site to be at risk of flooding and within Flood Zone 2 (Sea). As the highly vulnerable element of the scheme is located above ground level, NRW are satisfied it is elevated from any flood risk. As such we do not require an FCA to advise you on the consequences of flooding to and from the new residential property.

8.7 **Section 106 Planning Obligation matters**

In accordance with Policy SP13 of the adopted Newport Local Development Plan 2011-2026 and the adopted Planning Obligations Supplementary Planning Guidance, development will be required to help deliver more sustainable communities by providing, or making contributions to, local and regional infrastructure in proportion to its scale and the sustainability of the location. In this case, section 106 planning obligations are required to mitigate the impact of the development in accordance with the table below.

Service Area that requires planning obligation	Purpose of planning obligation	Planning obligation initially sought by Planning Authority	Summary Heads of Terms agreed by applicant(s)	Viability Issues?
<i>Regeneration, Investment and Housing</i>	<i>to provide on site affordable housing</i>	<i>30% affordable housing units at £858</i>	<i>30% affordable housing units at £858</i>	<i>No</i>
<i>Regeneration, Investment and Housing</i>	Admin Fee	£200	£200	No

<i>Regeneration, Investment and Housing</i>	Legal Fees	£700	£700	No
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HEADS OF TERMS AGREED BY APPLICANT

The Heads of Terms were agreed by the applicant on 14/11/2025.

9. OTHER CONSIDERATIONS

9.1 *Crime and Disorder Act 1998*

Section 17(1) of the Crime and Disorder Act 1998 imposes a duty on the Local Authority to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area. This duty has been considered in the evaluation of this application. It is considered that there would be no significant or unacceptable increase in crime and disorder as a result of the proposed decision.

9.2 *Equality Act 2010*

The Equality Act 2010 identifies a number of 'protected characteristics', namely age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation; marriage and civil partnership.

9.3 Having due regard to advancing equality involves:

- removing or minimising disadvantages suffered by people due to their protected characteristics;
- taking steps to meet the needs of people from protected groups where these differ from the need of other people; and
- encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

9.4 The above duty has been given due consideration in the determination of this application. It is considered that there would be no significant or unacceptable impact upon persons who share a protected characteristic, over and above any other person, as a result of the proposed decision.

9.5 *Planning (Wales) Act 2015 (Welsh language)*

Section 31 of the Act clarifies that impacts on the Welsh language may be a consideration when taking decisions on applications for planning permission so far as it is material to the application. This duty has been given due consideration in the determination of this application. It is considered that there would be no material effect upon the use of the Welsh language in Newport as a result of the proposed decision.

9.6 *Newport's Well-Being Plan 2018-23*

The Wellbeing of Future Generations (Wales) Act 2015 imposes a duty on public bodies to carry out sustainable development in accordance with the sustainable development principle to act in a manner which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. This duty

has been considered during the preparation of Newport's Well-Being Plan 2018-23, which was signed off on 1 May 2018. The duty imposed by the Act together with the goals and objectives of Newport's Well-Being Plan 2018-23 have been considered in the evaluation of this application. It is considered that there would be no significant or unacceptable impact upon the achievement of wellbeing objectives as a result of the proposed decision.

10. CONCLUSION

- 10.1 Overall, it is considered that the proposed flat meets the space requirements as set out by the Flat Conversions SPG, however, it is noted that the light and outlook experienced from the primary living area is limited. The window looks out directly onto the neighbouring properties wall and would not provide adequate living conditions for future occupiers in a primary living space. Moreover, the noise levels experienced by residents cannot be fully assessed as no information has been submitted. Without this information it is unknown if adequate levels of noise are experienced by residents with windows open given its location. Finally, insufficient information has been provided to demonstrate that cycle and waste storage can be provided on site. Given the constrained nature of the site, this cannot be reasonably conditioned. Overall, the application does not satisfy Policy H8, GP2, GP4 and W3 of the Newport Local Development Plan 2011-2026 and the application is refused.

11. DECISION

REFUSED

01 The development would have an adverse impact upon interests of acknowledged importance, namely, upon residential amenity. The scheme holds an unacceptable level of amenity for future occupiers by reasons of the lack of outlook and light experienced by the primary living space within the flat. This would be contrary to the adopted Flat Conversions SPG (2021) guidance and Policy GP2 and H8 of the Newport's Local Development Plan 2011-2026 (Adopted January 2015) and Flat Conversions SPG (2021).

02 The development would have an adverse impact upon interests of acknowledged importance, namely, upon residential amenity. There is no information provided on noise levels experienced by residents within the flats and subsequent ventilation measures. No information has been provided in the form of a noise impact assessment to justify this. The proposal is contrary to Policy GP2 and H8 of the Newport's Local Development Plan 2011-2026 (Adopted January 2015) and Flat Conversions SPG (2021).

03 The development would have a significant adverse impact upon interests of acknowledged importance, inadequate cycle storage and inadequate bin storage. Inadequate information has been provided to demonstrate secure and accessible storage to residents and no information has been provided to mitigate this objection contrary to Policy GP4, W3 and H8 of the Newport Local Development Plan 2011 - 2026 (Adopted January 2015) and Sustainable Travel SPG.

04 The development would have a significant adverse impact upon interests of acknowledged importance, namely it represents an unsustainable form of development which fails to be mitigated by contributions towards affordable housing. As such, the scheme is contrary to the Planning Obligations SPG dated January 2020 and policies SP1, SP13 and H4 of the Newport Local Development Plan 2011-2026 (Adopted January 2015).

NOTE TO APPLICANT

01 This decision relates to plan Nos: 2025.546 PL01 - Site Location Plan and Existing/Proposed Floor Plans; 2025.546 - Green Infrastructure Statement.

02 The development plan for Newport is the Newport Local Development Plan 2011 – 2026 (Adopted January 2015). Policies GP2, GP4, GP5, GP6, H8, R9, W3 were relevant to the determination of this application.

03 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.