

Delegated Decision Report

Application No:	25/0748	Statutory Period Expires:	6th November 2025
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Site:	<i>Caerleon Comprehensive School Cold Bath Road Caerleon Newport South Wales</i>		
Proposal:	<i>PLACEMENT OF TEMPORARY SPORTS HALL</i>		
Applicant:	<i>Newport City Council</i>		
Type:	Full	Ward:	Caerleon
Decision:	GRANTED WITH CONDITIONS		

1. BACKGROUND

- 1.1 The existing sports hall is being demolished as part of the wider redevelopment of the school. As a result of the demolition there is a requirement to provide a temporary sports hall. The temporary sports hall would remain in place for approximately 18 months although this may be longer, whilst demolition of the existing blocks and the construction of the new buildings are undertaken.

2. SITE LOCATION AND CONTEXT

- 2.1 The site is located within the confines of the wider Caerleon Comprehensive School site which includes a range of buildings of various sizes, hardstanding areas and sports fields. The site is located within the Caerleon village boundary. It is archaeologically sensitive and is adjacent to heritage assets. The site is outside of but adjacent to the Conservation Area.

3. DESCRIPTION OF DEVELOPMENT

- 3.1 The temporary sports hall building would be sited to the north-west of the school site on an existing netball court. The proposed temporary sports hall will provide a total floor area of 250m², with dimensions of approximately 25m by 10m by 7m high and will be clad in profile sheeting with a ramped pedestrian entrance to the south elevation, fire exit to the east elevation and large roller door to the west elevation. The building will have a maximum eaves height of 6 metres, allowing for an internal ceiling height that is suitable for varied sports use. The hall will facilitate the ongoing provision of indoor sports facilities for the benefit of students and whilst redevelopment of the site takes place.

4. RELEVANT SITE HISTORY

App Number	Proposal	Decision	Decision Date
91/0222	ERECTION OF SINGLE DEMOUNTABLE CLASSROOM	NO OBJECTION SUBJECT TO CONDITIONS	23/04/1991
94/0635	SITING OF A DEMOUNTABLE CLASSROOM	GRANTED	19/07/1994
99/0360	ERECTION OF A SINGLE STOREY INFILL BUILDING TO PROVIDE 4 CLASSROOMS AND A DISPLAY AREA	GRANTED WITH CONDITIONS	19/05/1999
18/0482	REPLACEMENT OF 1NO. PAIR OF AUTOMATED VEHICULAR ENTRANCE GATES AND POSTS, INSTALLATION OF ADDITIONAL CCTV CAMERA TO PEDESTRIAN GATE AND INSTALLATION OF CARD READER INTERCOM	GRANTED WITH CONDITIONS	8/08/2018
23/0985	INSTALLATION OF 8 FLOODLIGHT	GRANTED WITH	21/12/2023

	COLUMNS AND ASSOCIATED BASES/ELECTRICAL WORKS FOR 3G PITCH	CONDITIONS	
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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)

Policy SP1 Sustainability favours proposals which make a positive contribution to sustainable development.

Policy SP9 Conservation of the Natural, Historic and Built Environment protects habitats and species as well as Newport's listed buildings, conservation areas, historic parks and gardens, scheduled ancient monuments, archaeologically sensitive areas and landscape designated as being of outstanding historic interest.

Policy GP2 General Development Principles – General Amenity states that development will not be permitted where it has a significant adverse effect on local amenity in terms of noise, disturbance, overbearing, light, odours and air quality. Development will not be permitted which is detrimental to the visual amenity. Proposals should seek to design out crime and anti-social behaviour, promote inclusion and provide adequate amenity for future occupiers.

Policy GP4 General Development Principles – Highways and Accessibility states that development should provide appropriate access for pedestrians, cyclists and public transport along with appropriate car parking and cycle storage. Development should not be detrimental to the highway, highway capacity or pedestrian safety and should be designed to enhance sustainable forms of transport and accessibility.

Policy GP5 General Development Principles – Natural Environment states that proposals should be designed to protect and encourage biodiversity and ecological connectivity and ensure there are no negative impacts on protected habitats. Proposals should not result in an unacceptable impact of water quality or the loss or reduction in quality of agricultural land (Grades 1, 2 and 3A). There should be no unacceptable impact on landscape quality and proposals should enhance the site and wider context including green infrastructure and biodiversity.

Policy GP6 General Development Principles – Quality of Design states that good quality design will be sought in all forms of development. In considering proposals, a number of factors are listed which should be considered to ensure a good quality scheme is developed. These include consideration of the context of the site; access, permeability and layout; preservation and enhancement; scale and form of the development; materials and detailing; and sustainability.

Policy CF1 Protection of Playing Fields, Land and Buildings used for Leisure, Sport, Recreation and Play notes that such sites will be protected unless it can be demonstrated

that they are surplus to requirements or adequate alternative provision will be provided.
Policy CE6 Archaeology states that proposals in areas known to have archaeological interest or potentially have archaeological interest will be required to undertake an archaeological impact assessment.
Policy CE7 Conservation Areas sets out the criteria that development proposals within or adjacent to the conservation area must comply with in order to preserve or enhance the conservation area.

5.4 SUPPLEMENTARY PLANNING GUIDANCE

ARCHAEOLOGY AND ARCHAEOLOGICALLY SENSITIVE AREAS
WILDLIFE AND DEVELOPMENT
PARKING STANDARDS
AIR QUALITY

6. CONSULTATION RESPONSES

6.1 Local Highways Authority: The applicant seeks to construct a sports hall on an area which appears to be an existing play yard. The proposed sports hall is considered to provide an ancillary function at the school and therefore I would offer no objection to the application subject to the submission of a CEMP which includes the following:

- Contractor parking
- Contractor compound
- Wheel wash facilities
- Dust suppression
- Construction vehicle management plan to ensure that vehicles associated with the works do not conflict with the drop off and collection times associated with the school.

6.2 Landscape officer: The proposal is for a 7m high temporary sports hall for a period of 18 months located onto existing hard surfacing.
As the tree/hedge screening buffer to the north onto Caerleon Cemetery will be unaffected and the proposal is time limited I have no landscape comments or objection.
Note that if a permanent structure is pursued, visibility impact outside the site and the need for screening and enhancement planting may be required. The temporary structure will be visible near to the cemetery entrance and potentially from within the cemetery depending on the evergreen nature, height, and density of the existing hedge line.

6.3 Cadw: Having carefully considered the information provided, we have no objection to the proposed development in regards to the scheduled monuments listed in our assessment of the application below.

Assessment

Scheduled Monuments

MM230 Caerleon Legionary Fortress
MM231 Caerleon Civil Settlement
MM232 Caerleon Roman Amphitheatre
MM233 Caerleon Legionary Fortress: Goldcroft Common
MM234 Caerleon Legionary Fortress: School Fields
MM235 Caerleon Legionary Fortress: Grounds of St Cadoc's Home
MM236 Caerleon Legionary Fortress: Area between Priory Hotel and Priory Lodge
MM237 Caerleon Legionary Fortress: Field SE of Broadway
MM241 Caerleon Legionary Fortress: Town Hall Park, High Street
MM245 Caerleon Legionary Fortress: Grounds of Health Clinic
MM246 Caerleon Legionary Fortress: Grounds of the Croft Nursing Home
MM247 Caerleon Legionary Fortress: Old Vicarage Garden
MM252 Caerleon Legionary Fortress: Car Park and Garden of Endowed School, North of Broadway

MM254 Caerleon Civil Settlement: Area under Broadway Playing Fields

This planning application is for the placement of a temporary sports hall at Caerleon Comprehensive School, Caerleon, Newport.

The above scheduled monuments are located inside 500m of the proposed development, but intervening topography, buildings and vegetation block all views between them apart from MM231 Caerleon Civil Settlement. Consequently, the proposed development will have no impact on the settings of these scheduled monuments other than MM231 Caerleon Civil Settlement.

The proposed development is located some 50m south of scheduled monument MM231 Caerleon Civil Settlement. It consists of the remains of a civil settlement, known as the Canabae, associated with, and located on the west side of the Roman fortress of Isca. The extent of the civilian settlement, known because of geophysical survey and small-scale excavation covers land to the south and west of the fortress, either side of the modern Broadway. The Broadway follows the line of a road of Roman date that led from the west gate of the fortress to the quay on the River Usk and was the focus of civilian settlement. Geophysical survey in the fields around the amphitheatre revealed a complex of large public style buildings extending over an area of about 5 hectares. Work in the 1950s had indicated the presence of large roman buildings in this area, including a bathhouse and a building with a monumental entranceway. The monumental complex revealed during the geophysical survey includes one of the largest buildings known from Roman Britain, as well as several other buildings reminiscent of roman 'public' military architecture. Small-scale excavation on the site confirmed that the monumental complex was Roman in date, probably going out of use in the early-3rd century AD, and that it consisted of three distinct structures. The monumental complex has been interpreted as part of the official civilian settlement, the Canabae Legionis. Other structures associated with the Canabae have been located through geophysical survey on both sides of the Broadway, running back approximately 50m from the road. The survey also revealed several small roads running off Broadway, along which structures were identified. The structures appear to be multi-phased and constructed from both timber and stone. The site of the 3rd century AD quay was identified at the west end of Broadway and was excavated in the 1960s, it lies under the modern golf course. Further settlement structures have been identified on the northwest side of the fortress, in an area of allotments and playing fields, also included in the scheduled area.

The civil settlement came into being and relied upon the existence of and connections with the Roman fort. Parts of the suburb were undoubtedly a state-sponsored development and may have acted as a gathering place for people, animals and equipment transiting between the river quay, the settlement and fortress. Significant views are north in an arc from north to east, linking the settlement, the quay, the fort, and amphitheatre. Views southwards from west to east along the river will also have been important.

The proposed development is for a temporary sports hall for a period of 18 months, to be located on the existing hardstanding play area within a school. The building will measure some 25m by 10m by some 7m high and be clad in profile sheeting with a ramped pedestrian entrance to the south elevation, fire exit to the east elevation and large roller door to the west elevation. There will be no fenestration to the walls.

The proposed building is within the identified significant arc of view from the scheduled monument; it will be primarily visible across the open ground of the Caerleon football club. It will be seen set against buildings of the school campus to the rear, and the choice of design materials will pick it out. However, it will not exceed the existing buildings in height and will be in place for a limited period. As such whilst there may be a temporary slight visual change in the view from the monument this will not have any significant or long-lasting effect on the way that the monument is experienced, understood and appreciated. Consequently, the proposed development will not have an unacceptably damaging effect upon the setting of scheduled monument MM231.

- 6.4 Heritage officer: This application proposes erection of a temporary sports hall for a period of 18 months, to be located upon an existing hardstanding play area within Caerleon Comprehensive School.

The proposed building is located outside the CA and does not impact upon a listed building.

However, it is within the Archeologically sensitive area of Caerleon, with several HER events/sites recorded within the vicinity. I see that Heneb have been consulted and will defer to their expertise regarding potential belowground impacts.

There are also several SMs surrounding the site, including MM231 Caerleon Civil Settlement to the north-east, MM230 Caerleon Legionary Fortress to the east and MM254 Caerleon Civil Settlement: Area under Broadway Playing Fields to the south. Caerleon Conservation Area is also located to the east.

Though large and very utilitarian in appearance, it seems clear enough there will be only select views of the proposed available from the north and east. Considering the proposed short-term nature of the structure, I do not foresee any serious impacts upon the setting of abovementioned assets.

However, I note that Cadw have been consulted - and will defer to their expertise regarding SM setting.

- 6.5 Heneb: The information in the Historic Environment Record (HER) curated by this Trust shows that the proposal is located in an area of high archaeological potential, within the Roman canabae (the civilian settlement), immediately adjoining the fortress of Isca at Caerleon. Adjacent areas have statutory protection and are Scheduled Monuments: to the north, Caerleon Civilian Settlement (Cadw ref: MM231), to the east Caerleon Legionary Fortress (Cadw ref: MM230) and to the south and west Caerleon Civilian Settlement (Broadway Playing Fields) (Cadw ref: MM254). Archaeological work over a number of years has shown the survival of remains of buildings and building material, roads, and a variety of finds relating to the Roman occupation, in the area of the school. Indeed a field evaluation conducted in 2011 on the school noted a Roman occupation layer and Roman ceramics. The proposed development involves the construction of a temporary sports hall for a period of 18 months. Whilst we note the small scale of the proposal it is located within an area of high archaeological potential, within the Roman canabae (the civilian settlement). Therefore, it is possible that buried archaeological remains could be encountered during the minimal groundworks.

Therefore, it is our recommendation that a condition requiring the applicant to submit a detailed written scheme of investigation for a programme of archaeological work to protect the archaeological resource should be attached to any consent granted by your Members. We envisage that this programme of work would take the form of a watching brief during the groundworks required for the development, with detailed contingency arrangements) including the provision of sufficient time and resources to ensure that any archaeological features or finds that are located are properly investigated and recorded; it should include provision for any sampling that may prove necessary, post-excavation recording and assessment and reporting and possible publication of the results. To ensure adherence to the recommendations we recommend that the condition should be worded in a manner similar to model condition 24 given in Welsh Government Circular 016/2014

No development shall take place until the applicant, or their agents or successors in title, has secured agreement for a written scheme of historic environment mitigation which has been submitted by the applicant and approved by the local planning authority. Thereafter, the programme of work will be fully carried out in accordance with the requirements and standards of the written scheme.

Reason: *To identify and record any features of archaeological interest discovered during the works, in order to mitigate the impact of the works on the archaeological resource.*

We also recommend that a note should be attached to the planning consent explaining that: *The archaeological work must be undertaken to the appropriate Standard and Guidance set by Chartered Institute for Archaeologists (CIfA), (www.archaeologists.net/codes/cifa) and it is recommended that it is carried out either by a CIfA Registered Organisation (www.archaeologists.net/ro) or an accredited Member.*

7. PUBLIC REPRESENTATIONS

A site Notice was put up on 3rd October 2025.

7.1 NEIGHBOURS: No responses have been received.

7.2 Caerleon Civic Society: No response.

8. ASSESSMENT

8.1 Principle of Development:

Located within the urban boundary there is a presumption in favour of sustainable development. The site is occupied by the comprehensive school with the temporary sports hall to be sited on an existing netball court. The proposals will not result in the loss of playing fields and the sports hall is conducive to the existing use of the site. It will enable ongoing provision of indoor sports facilities as part of the education provision and due to the intended demolition of the existing sports hall pending the construction of new permanent facilities.

8.2 Visual Amenity/ Character and Appearance;

The proposed building would have the appearance of a large industrial unit, with a utilitarian design and finished in profile plastic sheeting with large roller shutter doors. It would be slightly lower in height than the tallest teaching block. The building would be largely screened to the south by existing buildings although it should be noted that these buildings are to be demolished as part of the redevelopment of the school site. Given the buildings design and materials it would not be suitable for permanent retention as its design is not of acceptable quality for long term or permanent retention in this context and having regard to its size. However, on the basis that it is temporary, and having regard to the benefits of the provision of on-going sports facilities at the school, the proposals are considered to be acceptable on balance and subject to suitable planning conditions to control permanency. The Council's Heritage officer confirms no objections are offered on the basis of it being temporary. This will require control via planning condition.

8.3 Residential Amenity:

The nearest residential property is over 200m away to the northeast. Given these distances and the existing use of the site as a school, the proposals are not considered to result in an adverse impact to residential amenity.

8.4 Air Quality/ Soundscape:

The site is located within an air quality buffer due to the proximity to the Caerleon air quality management area (AQMA). Given that the proposals are to replace an existing sports building, they are not considered to result in a net increase in the number of vehicles within the AQMA or a worsening of air quality during operation. Whilst the construction phase will result in some additional vehicles travelling through the AQMA, these will be low number in relative terms, likely occur outside term times in any case and will be of short duration. With this in mind, and bearing in mind there is no other vehicle route outside the AQMA that could be used, the proposal is considered acceptable in this regard.

8.5 Movement:

The proposals do not include any changes to existing vehicle circulation within the site or loss of parking. The Council's Highways officer advises that the proposed sports hall is considered to provide an ancillary function at the school and therefore does not result in an increased demand for parking. It is confirmed that no objection is offered to the proposals subject to the submission of a Construction Environmental Management Plan. Subject to this the proposals are not considered to result in an adverse highways impact.

8.6 Drainage/ Flooding:

A small area of the wider school site is located within Flood Zones 2 and 3 surface water and small watercourses. However, the sports hall would not be sited within this area. The matter of flood risk can be considered as part of the wider redevelopment of the school site and the proposals are not considered to result in an increased risk to life or altered impact due to flooding.

8.7 **Biodiversity:**

The proposals do not include any biodiversity enhancement details, although the proposed elevation drawings show raised planters, these are for the purpose of SuDS although depending on plant species may offer some biodiversity enhancement benefit. However, given the temporary nature of the development it would not be appropriate to condition details such as bird or bat boxes to be attached to the building as the boxes could become occupied and impact the future removal of the building. Proportionate enhancement can be secured as part of the wider redevelopment of the site.

8.8 **Landscaping/ Trees:**

As previously noted, the building is to be located on an existing netball court and as a result does not require the removal of any trees or result in encroachments upon root protection areas. The Council's Landscape officer has noted that the tree/hedge screening buffer to the north onto Caerleon Cemetery will be unaffected and she subsequently offers no landscape objection.

8.9 **Heritage:**

As noted above, the site is adjacent to heritage assets including Scheduled Ancient Monuments and is adjacent to the Conservation Area. Cadw has been consulted and advise that there are no objection to the proposals, noting that it is for a temporary building within the school confines. The Council's Heritage officer notes that the proposed building is located outside the conservation area and does not impact upon a listed building and offers no objections to the proposals but clearly in all heritage comments, the temporary nature of the proposal has been afforded significant weight and must be suitably controlled.

8.10 The proposed temporary sports hall building is not considered to result in an adverse heritage impact.

8.11 **Archaeology:**

The site is located within an archaeologically sensitive area. Heneb who are the Council's advisors on matters of archaeological interest have been consulted and recommend that a condition requiring the applicant to submit a detailed written scheme of investigation for a programme of archaeological work to protect the archaeological resource should be attached to any consent.

8.12 **Other Matters**

Given the appearance of the building which would not be suitable for permanent retention on the site, it is considered that a condition limiting the time period for the building to be on site and requiring the building to be removed is warranted. The applicant has specified that they require the building for 18 months. However, given that the building is to be removed as part of the wider redevelopment of the school site and that an application has not yet been submitted for this, together with timescales for the construction of a new school and the constrained nature of the site, it is considered that a condition requiring the building to be removed from the site no later than August 31st 2027 is reasonable.

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 On the basis of the sports hall being for a temporary period only it is considered to be acceptable and the application is granted subject to the following conditions.

11. **DECISION**

GRANTED WITH CONDITIONS

01 The development shall be implemented in accordance with the following plans and documents: CCS-HLM-T1-XX-DR-A-00324 Revision P03, CCS-HLM-T1-00-DR-L-00022 Revision P04, CCS-HLM-T1-00-DR-A-00123 Revision P03, email with Emily McLoughlin dates 27/10/25 confirming colour finish as 9006.

Reason: In the interests of clarity and to ensure the development complies with the submitted plans and documents on which this decision was based.

Pre- commencement conditions

02 No development, shall commence until a site wide Construction Environmental Management Plan (CEMP) has been submitted to and approved in writing by the Local Planning Authority. The CEMP should include details of:

- Contractor parking
 - Contractor compound
 - Wheel wash facilities
 - Dust suppression
 - Construction vehicle management plan to ensure that vehicles associated with the works do not conflict with the drop off and collection times associated with the school.
- Reason: To protect the amenities of occupiers of other premises in the vicinity and in the interests of highways safety in accordance with Policies GP2 and GP4 of the NLDP.

03 No ground disturbing development shall take place until the applicant, or their agents or successors in title, has secured agreement for a written scheme of historic environment mitigation which has been submitted by the applicant and approved by the local planning authority. Thereafter, the programme of work will be fully carried out in accordance with the requirements and standards of the written scheme.

Reason: To identify and record any features of archaeological interest discovered during the works, in order to mitigate the impact of the works on the archaeological resource in accordance with Policy CE6 of the NLDP.

General conditions

04 This permission shall be for a limited period expiring on 31/08/2027 when the building shall be removed, and the land restored to its former condition or in accordance with any subsequent permission for the redevelopment of the school.

Reason: To safeguard visual amenity in accordance with Policies GP6 and CE7 of the NLDP.

NOTE TO APPLICANT

01 This decision relates to plan Nos: CCS-HLM-T1-XX-DR-A-00324 Revision P03, CCS-HLM-T1-00-DR-L-00022 Revision P04, CCS-HLM-T1-00-DR-A-00123 Revision 903, CCS-HLM-T1-00-DR-L-00020 P04, CCS-HLM-T1-00-DR-L-00021 P04, covering letter from Few Planning dated 18/9/2025, Emily McLoughlin dates 27/10/25 confirming colour finish as 9006.

02 The development plan for Newport is the Newport Local Development Plan 2011 – 2026 (Adopted January 2015). Policies SP1, SP9, GP2, GP4, GP5, GP6, CF1, CE6 and CE7 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.