

Delegated Decision Report

Application No:	25/0852	Statutory Period Expires:	11th May 2026
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Site:	10 Clarence Place Newport South Wales NP19 0AE		
Proposal:	EXTERNAL AND INTERNAL WORKS INCLUDING THE REFURBISHMENT OF THE GROUND FLOOR UNIT AND THE CONVERSION OF THE UPPER FLOORS TO A 8NO. BED HOSTEL		
Applicant:	Chaudhary		
Type:	Full	Ward:	Victoria
Decision:	REFUSED		

1. BACKGROUND

1.1 None.

2. SITE LOCATION AND CONTEXT

2.1 The building is a large three storey terrace property located on Clarence Place, one of the main thoroughfares leading into the City Centre. It is located within a local centre.

2.2 The building is grade II listed. The entire building is currently vacant and derelict. It has been subject to anti-social behaviour, and whilst the building is now secure previous officer visits confirm that the upper floors are unsafe and the building is vulnerable. The building is currently unusable due to its poor condition. The rear of the site shows evidence of persistent anti social issues with a considerable amount of rubbish and vermine present. The applicant has advised that vandalism and criminal activities have taken place within the building more recently. The most recent use of the ground floor was as a restaurant, and it is stated in the Planning Statement accompanying the application that it is proposed to bring the ground floor back into beneficial use for A3. The building is mid-terrace adjoining the Old Art's College which is in residential use to the west with a large flat roofed extension to the rear.

3. DESCRIPTION OF DEVELOPMENT

3.1 The proposals include internal alterations limited primarily to the adjustment of internal partitions and the reconfiguration of the staircase to improve vertical circulation and ensure compliance with building regulations. Externally, the works relate to the restoration and repair of the building's fabric, reinstating architectural features and conservation of the structure. The A3 ground floor unit will be fully refurbished while maintaining its existing layout and character. A new shopfront is proposed. The design of the shopfront is unchanged from that approved under application 23/0668.

3.2 The proposed floor plans show the retention of the A3 ground floor unit with a separate access for the upper floor accommodation. To the first floor the layout comprises two en-suite bedrooms, kitchen and meeting room. Externally the flat roof is utilised for cycle storage and a bin store. At second floor four further en-suite bedrooms are proposed and at third floor within the attic space bedrooms six and seven would be located with en-suite bathrooms. The bedrooms vary in size with the smallest being 8.4m² and the largest being 13.5m².

4. RELEVANT SITE HISTORY

REFERENCE	DESCRIPTION	DECISION
90/0896	SINGLE STOREY REAR EXTENSION TO PROVIDE STORAGE	REFUSED
91/0933	EXTENSION AT FIRST FLOOR LEVEL (RESUBMISSION FOLLOWING REFUSAL OF 90/0896)	REFUSED

95/0755	INSTALLATION OF NEW SHOPFRONT	GRANTED
95/1049	CHANGE OF USE OF FIRST FLOOR LOUNGE/BAR ACCOMMODATION TO DOMESTIC USE	GRANTED
97/0002	ERECTION OF INTERNALLY ILLUMINATED SIGNS	GRANTED WITH CONDITIONS
09/0362	RETENTION OF ALTERATIONS TO REAR ELEVATION AND FLAT ROOF AREA TO CREATE EXTERNAL SEATING AREA, ERECTION OF SHELTER SUNSHADES, SEATING AND FENCING, EXTERNAL LIGHTING, CCTV AND AIR CONDITIONING UNITS AND ALTERATIONS TO SHOPFRONT	WITHDRAWN
09/0383	RETENTION OF INTERNALLY ILLUMINATED FASCIA SIGN	WITHDRAWN
09/0361	RETENTION OF LISTED BUILDING CONSENT FOR ALTERATIONS TO REAR ELEVATION AND FLAT ROOF AREA TO CREATE EXTERNAL SEATING AREA, ERECTION OF SHELTER SUNSHADES, SEATING AND FENCING, EXTERNAL LIGHTING, CCTV AND AIR CONDITIONING UNITS AND ALTERATIONS TO SHOPFRONT	WITHDRAWN
09/0692	RETENTION OF INTERNALLY ILLUMINATED FASCIA SIGN	GRANTED CONSENT
20/0539	LISTED BUILDING CONSENT FOR EXTERNAL WORKS TO REMOVE EXTRACTION FLUE ON REAR ELEVATION; PROVIDE NEW SHOP FRONT AND ACCESS DOOR TO UPSTAIRS ACCOMMODATION; NEW ROOF COVERING AND INSERTION OF ADDITIONAL ROOFLIGHTS ON THE FRONT AND REAR ELEVATION; INSTALLATION OF PRIVACY SCREEN TO FIRST FLOOR FLAT ROOFED BALCONY AND WORKS OF REFURBISHMENT TO BRICKWORK, MASONRY, RAINWATER GOODS, WINDOWS AND WINDOW FRAMES. ALSO INTERNAL WORKS TO REFURBISH THE GROUND FLOOR A3 UNIT AND WORKS TO CONVERT THE UPPER FLOORS TO A 6NO. BEDROOM HMO REQUIRING CHANGES TO INTERNAL LAYOUT	WITHDRAWN
20/0538	EXTERNAL WORKS TO BUILDING TO REMOVE THE EXTRACTION FLUE ON THE REAR ELEVATION; PROVIDE NEW SHOP FRONT AND ACCESS DOOR TO UPSTAIRS ACCOMMODATION; NEW ROOF COVERING AND INSERTION OF ADDITIONAL ROOFLIGHTS ON THE FRONT AND REAR ELEVATION AND INSTALLATION OF PRIVACY SCREEN TO FIRST FLOOR FLAT ROOFED BALCONY AND MATERIAL CHANGE OF USE OF THE UPPER FLOORS TO A 6NO. BEDROOM HMO	WITHDRAWN
21/0299	LISTED BUILDING APPLICATION FOR CHANGE OF USE OF FIRST, SECOND AND THIRD FLOOR TO SIX BED HMO AND ASSOCIATED ANCILLARY AREAS TOGETHER WITH PROPOSED NEW SHOPS FRONT AND REFURBISHMENT OF GROUND FLOOR A3 UNIT	REFUSED

21/0298	EXTERNAL WORKS TO BUILDING TO REMOVE THE EXTRACTION FLUE ON THE REAR ELEVATION; PROVIDE NEW SHOP FRONT AND ACCESS DOOR TO UPSTAIRS ACCOMMODATION; NEW ROOF COVERING AND INSERTION OF ADDITIONAL ROOFLIGHTS ON THE FRONT AND REAR ELEVATION AND INSTALLATION OF PRIVACY SCREEN TO FIRST FLOOR FLAT ROOFED BALCONY AND MATERIAL CHANGE OF USE OF THE UPPER FLOORS TO A 6NO. BEDROOM HMO	REFUSED
21/0816	CONVERSION OF THE UPPER FLOORS OF A DERELICT GRADE II LISTED BUILDING TO A HOUSE IN MULTIPLE OCCUPATION (HMO) (USE CLASS C4) INCLUDING NEW ROOFLIGHTS, REPLACEMENT OF EXISTING WINDOWS AND ROOFLIGHTS AND OTHER ASSOCIATED INTERNAL AND EXTERNAL WORKS	WITHDRAWN
21/0817	LISTED BUILDING CONSENT FOR THE CONVERSION OF THE UPPER FLOORS OF A DERELICT GRADE II LISTED BUILDING TO A HOUSE IN MULTIPLE OCCUPATION (HMO) (USE CLASS C4) INCLUDING NEW ROOFLIGHTS, REPLACEMENT OF EXISTING WINDOWS AND ROOFLIGHTS AND OTHER ASSOCIATED INTERNAL AND EXTERNAL WORKS	WITHDRAWN
22/1050	CONVERSION OF THE UPPER FLOORS OF A DERELICT GRADE II LISTED BUILDING TO A HOUSE IN MULTIPLE OCCUPATION (HMO) (USE CLASS C4) INCLUDING NEW ROOFLIGHTS, REPLACEMENT OF EXISTING WINDOWS AND ROOFLIGHTS AND OTHER ASSOCIATED INTERNAL AND EXTERNAL WORKS	REFUSED
22/1051	LISTED BUILDING CONSENT FOR THE CONVERSION OF THE UPPER FLOORS OF A DERELICT GRADE II LISTED BUILDING TO A HOUSE IN MULTIPLE OCCUPATION (HMO) (USE CLASS C4) INCLUDING NEW ROOFLIGHTS, REPLACEMENT OF EXISTING WINDOWS AND ROOFLIGHTS AND OTHER ASSOCIATED INTERNAL AND EXTERNAL WORKS	REFUSED
23/0668	CONVERSION OF THE UPPER FLOORS OF A DERELICT GRADE II LISTED BUILDING TO A HOUSE IN MULTIPLE OCCUPATION (HMO) (USE CLASS C4) INCLUDING NEW ROOFLIGHTS, REPLACEMENT OF EXISTING WINDOWS AND ROOFLIGHTS AND OTHER ASSOCIATED INTERNAL AND EXTERNAL WORKS	GRANTED WITH CONDITIONS
23/0669	LISTED BUILDING CONSENT FOR THE CONVERSION OF THE UPPER FLOORS OF A DERELICT GRADE II LISTED BUILDING TO A HOUSE IN MULTIPLE OCCUPATION (HMO) (USE CLASS C4) INCLUDING NEW ROOFLIGHTS, REPLACEMENT OF EXISTING WINDOWS AND ROOFLIGHTS AND OTHER ASSOCIATED INTERNAL AND EXTERNAL WORKS,	GRANTED WITH 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)

The following policies of the Newport Local Development Plan, 1996-2011 (Adopted January 2015) are relevant to the proposals:

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

Policy SP3 Flood Risk ensures development is directed away from flood risk areas.

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 SP18 Urban Regeneration supports development which assists the regeneration of the urban area, particularly the city centre and the reuse of vacant, underused or derelict land.

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 proposals should make adequate provision for car parking and ensure that development would not be detrimental to highway or pedestrian safety.

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 GP7 General Development Principles – Environmental Protection and Public Health states that development will not be permitted which would cause or result in unacceptable harm to health.

Policy CE1 Routeways, Corridors and Gateways lists routes/corridors (M4, London to South Wales Railway, A449, A4042, A455, A4042, A48, A48(M), Monmouthshire and Brecon Canals) (plus other principal transport routes in the area) which are important main routes

in the area. Any proposals that are located on or highly visible from these routes must seek to improve the general environment and help to create attractive gateways into the City. Policy CE5 Locally Listed Buildings and Sites notes a Local List of buildings and sites of local significance will be produced and protected from demolition and inappropriate development.

Policy H8 Self Contained Accommodation and Houses in Multiple Occupation sets out the criteria for subdividing a property into self-contained flats. The scheme must be of appropriate scale and intensity not to unacceptably impact on the amenity of neighbouring occupiers and create parking problems; proposals must not create an over concentration in any one area of the city; and adequate noise insulation is provided and adequate amenity for future occupiers.

5.4 SUPPLEMENTARY PLANNING GUIDANCE

Parking Standards SPG (adopted August 2015).

Waste Storage and Collection SPG (adopted January 2020)

Wildlife and Development December 2025

Waste Storage and Collection December 2025

Planning Obligations December 2025

Affordable Housing 2021

6. CONSULTATION RESPONSES

- 6.1 Natural Resources Wales: Thank you for reconsulting Cyfoeth Naturiol Cymru (CNC)/Natural Resources Wales (NRW) about the above, which we received on 13 March 2026.

We continue to have concerns with the proposed development as submitted. We advise you consider the following flood risk advice prior to determining this application.

Flood Risk

The planning application proposes highly vulnerable development (residential) on the upper floors and less vulnerable development (commercial) on the ground floor. The Flood Map for Planning (FMfP) identifies the application site to be at risk of flooding and is within Flood Zone 2 and 3 (Sea) and the TAN 15 Defended Zone.

We refer you to Section 10 of Technical Advice Note (TAN) 15: Development, flooding and coastal erosion (2025) for advice on how you should consider this application in line with current planning policy. Our role is to provide you with detailed advice on the findings and conclusions of the Flood Consequences Assessment (FCA) in relation to flooding from rivers and/or the sea, including the impact on flooding elsewhere. For advice on flood risk from surface water and/or small watercourses you should consult with your Lead Local Flood Authority.

We have reviewed the amended FCA, Revision P03, by Curtins (12 March 2026). The amendments primarily address flooding from surface water and small watercourses, rather than flooding from rivers and/or the sea. Our advice to you, as outlined in our previous letter reference CAS-300162-Q1W4 (23 February 2026), is the FCA is incomplete. Therefore, we are unable to provide you with detailed advice on the findings and conclusions of the FCA in relation to flooding from rivers and/or the sea.

Notwithstanding this, as the proposed highly vulnerable use is located on the upper floors we are satisfied it is elevated above the flood risk, and the less vulnerable use is being maintained on the ground floor. Therefore, we do not consider a further updated FCA is needed for this application.

However, it is for planning authorities to determine whether the risks and consequences of flooding are acceptable. Therefore, you should be satisfied the proposal has fully considered access requirements, including evacuation routes used in an emergency flood event. We refer you to sections 6.4 and 7.0 of the FCA.

Protected Sites

River Usk Special Area of Conservation

The application site is located within 100 metres of the River Usk Special Area of Conservation (SAC). From the information provided in the Ecological Inspection letter by Ecology Wales (September 25, 2025), we consider the proposal is not likely to have a significant effect on the SAC due to the scale and nature of the proposed development.

Our advice may change should modifications be made to the proposed development prior to the determination of the application. If there are any changes to the proposed

development which may affect the consideration of potential environmental impacts, please consult us again before you determine the application.

As the competent authority under the Conservation of Habitats and Species Regulations 2017 (as amended), it is for your Authority to carry out the test of Likely Significant Effects for the proposed development. Should you conclude the proposal is likely to have a significant effect on a SAC/SPA/Ramsar site, either alone or in combination with other plans or projects, an appropriate assessment must be made on the implications of the project for that site in view of its conservation objectives. You must for the purposes of the assessment consult us and have regard to any representations we make within such reasonable time as you specify.

River Usk (Lower Usk) Site of Special Scientific Interest

The application site is located within 100 metres of the River Usk (Lower Usk) Site of Special Scientific Interest (SSSI). Based on the information submitted, we consider the proposed development is not likely to damage the features for which the SSSI is of special interest.

European Protected Species

The Ecological Inspection letter has identified bats are unlikely to be using the application site. We therefore have no comments to make on the application as submitted in respect of bats.

We recommend you discuss the need to secure further measures/avoidance measures with your internal ecological advisor.

Other Matters

The advice in this letter relates to matters which are included on our consultation topics list. We do not rule out the potential for the proposed development to affect other environmental interests that are not included on this list.

6.2 Local Highways Authority: **Highway recommendation:**

Not policy compliant or supported.

Highway Comments:

The proposal does not have any clear strategy for refuse management or a practical proposal for cycle storage.

Bins are indicated in what appears to be a shared ginnel/rear access along with some cycle parking. It is not clear if this is shared between commercial and residential or even deliverable.

Additional cycle racks are proposed accessed via stairs to the first floor and a convoluted route through the kitchen onto a roof terrace.

None of the facilities are considered appropriate or accessible.

No parking is provided, which is contrary to policy. However, it does not appear likely that the proposed uses would generate any more traffic/parking demand than the existing uses would.

It appears that the ground floor use is currently A3 and the upper floors are permitted as a 5 bed HMO. This was not supported by highways for the same reasons. As such and assuming the same conditions applied to the HMO are applied for this permission, there would be no measurable impact.

6.3 Senior Scientific officer: In terms of air quality in respect of the above application, I recommend the following planning conditions:

-Sustainable energy / heating systems

No development shall commence on site until a scheme of sustainable energy / heating systems has been submitted to the local planning authority (LPA). Considerations should include the quality of building insulation, suitability of air source / ground source heat pump or ultra-low emission boiler installation and PV panel fitting. The scheme must be approved by the LPA prior to implementation and thereafter be permanently retained.

Reason: To prevent unacceptable harm because of air pollution (Policy GP7); There must not be a significant adverse effect upon local amenity in terms of air quality (Policy GP2).

-Ultra-low emission vehicle infrastructure

No development shall commence on site until a scheme of ultra-low emission vehicle (ULEV) infrastructure within the parking provision has been submitted to the local planning authority (LPA). The scheme must be approved by the LPA prior to implementation and thereafter be permanently retained.

Reason: To prevent unacceptable harm because of air pollution (Policy GP7); There must not be a significant adverse effect upon local amenity in terms of air quality (Policy GP2).

- Access to active travel storage

No development shall commence on site until suitable cycle storage provision has been agreed with the local planning authority (LPA).

Reason: To prevent unacceptable harm because of air pollution (Policy GP7); There must not be a significant adverse effect upon local amenity in terms of air quality (Policy GP2).

- 6.4 Environmental Health: I confirm I have no objections to the proposal. However, as the proposed development is for six or more residents, I understand this changes the purpose group for which the building was intended. Therefore, please ensure that the Council Building Control Department are consulted to ensure there is adequate sound insulation in the building to minimise structural and airborne noise, in accordance with Approved Document E. I have not commented as I assume that Building Control will ensure that the Building Regulations, Approved Document E is applied.

Also there is a lack of information regarding the waste storage and recycling facilities that will be provided to the proposed residential accommodation. Therefore, either additional information is required or the following condition is recommended:

Waste storage and Recycling

Prior to first beneficial use, a scheme for the provision of waste storage and recycling shall be submitted to and approved in writing by the local planning authority. The approved scheme shall be implemented prior to first beneficial use and thereafter maintained for the duration of the use.

Reason: To ensure that the amenities of occupiers of other premises in the vicinity are protected

Construction Environmental Management Plan

No development shall take place until a site specific Demolition and Construction Environmental Management Plan has been submitted to and been approved in writing by the Council. The plan must demonstrate the adoption and use of the best practicable means to reduce the effects of noise, vibration, dust and site lighting. The plan should include, but not be limited to:

- Procedures for maintaining good public relations including complaint management, public consultation and liaison
- Arrangements for liaison with the Newport City Council Environmental Protection Team
- Deliveries to and removal of plant, equipment, machinery and waste from the site must only take place within permitted hours
- Mitigation measures as defined in BS 5228: Parts 1 and 2 : 2009 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance from construction works.
- Procedures for emergency deviation of the agreed working hours.
- Measures for controlling the use of site lighting whether required for safe working or for security purposes.
- Measures to mitigate demolition dust and material causing a nuisance to local residents, for example sheeting of loads and wheel washing apparatus

Reason: To protect the amenities of occupiers of other premises in the vicinity

Development/Construction Hours

To protect the amenity of existing residents, I would recommend that there is no arrival, departure, loading or unloading of vehicles, development and/or construction (including land raising and demolition if required) occurs outside the hours of 08.00 and 18.00 Monday to Friday and between the hours of 08.00 and 13.00 on Saturdays. There shall be no development on Sundays or Bank Holidays.

Noise Insulation

Prior to first occupation, a scheme of sound insulation works to the floor/ceiling/party wall structures between the properties shall be implemented in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be retained thereafter in perpetuity.

Reason: To ensure that the amenities of occupiers of other premises in the vicinity are protected.

Advisory:

If Air Source Heat Pumps (ASHPs) are intended to be installed in the residential scheme for sustainable heating source; further acoustic impact information will be required, including an environmental noise assessment to consider the cumulative impact of multiple ASHPs. Further information is available from the Environmental Protection team.

- 6.5 Housing Strategy and Enabling Manager: Newport's Local Housing Market Assessment provides evidence regarding the high level of housing need, particularly for affordable housing, within Newport. In addition, Newport's Affordable Housing Prospectus 2025 sets out the Local Authority's strategic priorities for delivering new affordable housing (both documents can be found here: [Renting and home ownership | Newport City Council](#)). The Prospectus identifies a range of strategic priorities including solutions for households who are experiencing or have experienced homelessness.

There is a need for good quality temporary accommodation, in different areas of the city, to alleviate pressure on services and budgets, that meet the needs of the many households struggling to find affordable housing solutions.

We are therefore supportive of applications of this type, as long as the development is assessed to be compliant with the required standards for residents (space, amenities and services) and as long as the impact on the amenity of the local area is judged to be acceptable.

- 6.6 Heritage officer: Considering these revisions are principally to the internal layout (with only slight changes to the rear elevation), I have no reason to deviate from the conclusions reached under the previous planning consent (ref: 23/0668). Conditions are requested.
- 6.7 Dwr Cymru – 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.

- 6.8 CADW: Having carefully considered the information provided, we have no objection to the proposed development in regards to the scheduled monument listed in our assessment of the application below.

The national policy and Cadw's role in planning are set out in Annex A.

Assessment

Scheduled Monument

MM009 Newport Castle

This planning application is for internal and external works at 10 Clarence Place, Newport, NP19 0AE.

The above designated historic asset is located within 500m of the application area. The application area is located some 220m east of scheduled monument MM009 Newport Castle which consists of the masonry remains of the eastern part of the medieval “caput” castle of Newport the centre of the Lordship of Newport.

Originally the castle extended to the west covering a much larger area than the surviving parts; however, these areas have been destroyed by modern road construction and other developments. When constructed the castle would have controlled the bridge crossing the Usk with its’ ceremonial Watergate also serving as a waterborne entry into the Lordship. It would have had all round views with the most significant being to the east along the main South Wales coast road, to the southwest down and the northeast up the River Usk and southwards over the town to Newport to Stow Hill and St.Woolos Church.

The proposed development includes works to the frontage (north elevation) of the building comprising a new aluminium Anthracite Grey shop front and entrance, repairs to existing sash windows, replacement of concrete roof tiles with a clay design and replacement of rooflights with a conservation design type.

These alterations will result in a slight visual change in the view from the monument. However, this will not have any effect on the way that it is experienced, understood, and appreciated. Consequently, the proposed development will have no impact on the setting of scheduled monument MM009.

- 6.9 Ecology officer: In their consultation response of 3rd November 2025 NRW have confirmed that they consider the proposed development is not likely to have a significant effect on the nearby River Usk SAC. I agree with this assessment so we should record the conclusion that as there is not likely to be a significant effect, an appropriate assessment is not needed.
- Similarly, NRW have confirmed their view that the proposal is not likely to adversely affect the features of the River Usk SSSI, which I agree with.
- The Ecological Inspection letter of 25th September concludes that the building has negligible or low potential to support roosting bats or nesting birds. I agree with this assessment and with the mitigation & enhancement measures set out at the end of that letter. NRW have also confirmed their agreement with the conclusions of this report.
- As there is some potential for nesting birds on the site, including Pigeons for example, the Applicant should be advised to avoid disturbance to nesting birds which are protected under the Wildlife and Countryside Act 1981: Part 1, 1(1)(b), whereby it is an offence to intentionally take, damage or destroy the nest of any wild bird while that nest is in use or being built.
- Similarly, we can never totally rule out the potential for roosting bats in a building such as this, so we should attach our bat advisory note to any consent granted.
- 6.10 Planning Contributions Manager: In accordance with the Affordable Housing SPG (2020), contributions will be required on all residential developments that result in a net gain of dwellings (i.e. C3 of the Use Classes Order (including studio flats and bedsits) and Houses in Multiple Occupation, whether classified C4 or Sui Generis within the Use Classes Order). Consequently, the proposed C1 use is exempt from affordable housing obligations. In accordance with the Planning Obligations SPG, 2020 (paragraphs 16.6 and 17.6), hostels are exempt from education and leisure obligations. Consequently, no s106 obligations are requested.
- 6.11 Gwent Police Designing Out Crime Officer: I have reviewed the development plans and associated documents through the Newport Planning portal. Should any of these drawings be revised with significant alterations to the building design, layout, and/or specification level can I please request these are forwarded on.
- To support my recommendations around the design and layout, physical security requirements, and product recommendations I have reviewed the crime statistics for the ward area of Victoria, for a 12-month period between 1st October 2024 – 1st October 2025.

From a Policing perspective the development is located in the Newport Council area, within the Maindee section. The Victoria ward is 1 of 7 wards covered Maindee section. The analysis of the statistics for the development location has focused on crime/incident types that could potentially pose a threat, risk, or harm to the development and users of –

Crime/Incident Type	Section – Maindee	Ward - Victoria	*Site – Clarence Place, Newport	Demand % Ward v Site
Residential Burglary	614	205	17	8.29%
Criminal Damage	2447	639	68	10.64%
Theft (non-shoplifting)	1159	378	34	8.99%
Vehicle Crime	1313	451	47	10.42%
Bicycle Crime	116	54	11	20%
Drugs	601	207	31	15%
Violence and Sexual Offences	8733	2443	230	9.41%
Public Order	2568	736	101	13.7%
Anti-Social Behaviour	4474	1154	182	15.77%

**Site indicates within close proximity (same street, nearby/adjacent streets/roads) of the proposed planning application.*

The location of the development is located in close proximity to the Stow Hill ward.

I believe that the changes to 10 Clarence Place, Newport, will have an effect on Policing.

Policy Support:

The Crime & Disorder Act 1998 created a statutory partnership between local authorities, the police and other key partners to work together in reducing crime and disorder in all aspects of their work.

Section 17 of the Act states:

“It is the duty of the authority to exercise its various functions with due regard to the likely effect on crime and disorder in its area and the need to do all that it reasonably can to prevent crime and disorder.”

TAN 12 Design. Para 5.17.1 “Local authorities are required to have due regard to crime and disorder prevention in the exercise of their functions under Section 17 of the Crime and Disorder Act 1998. Consideration should be given to practical ways in which the design of development can reduce opportunities for crime, disorder and anti-social behaviour.”

Planning Policy Wales

4.10.12 Local Authorities under Legal Obligation to consider the need to prevent and reduce crime and disorder.

8.2.1. – Transport – Provision of safe, convenient and well signed routes

9.1.1. –Housing – Objective to provide homes that are in good condition, in safe neighbourhoods and sustainable communities

9.1.2. Housing – Greater emphasis on quality, good design, and the creation of places to live that are safe and attractive.

Clarence Place and Chepstow Road is currently subject to a multi-agency Problem Solving Plan to address Anti-social behaviour including drug dealing and street drinking.

This additional development will increase the number of houses of Multiple occupation on/in Clarence Place/Chepstow Road Newport

The Crime and reduction Officer for the areas states :

There are 6 Newport City Council temporary HMO's all within the locality (same ward of Victoria). These HMO's all have 24/7 security due to the complexities of the persons housed there. On top of this there is the Ivy Bush, The Newport Hotel, The Box Hotel and The Gateway Hotel all house persons on a temporary basis.

Local Neighbourhood Inspector -

My concerns relate to the amount of HMO's and hostels in a small area of Newport. Just by their nature they have residents who are vulnerable, have addiction issues and a criminal history. This not only create a demand for the police at the address, but also out in the community.

The sheer amount of people staying in one property creates ASB and there are many incidents where disturbances have occurred between residents, and these have occurred in the street. There is clearly a disparity in the amount of TA hostels and HMO's in the Victoria ward compared to other areas of Newport.

Should this Planning application be approved, I recommended the below management plan is in place:

Management Plan

The Landlord and staff should have a Management Plan in place.;

The staff who manage the site are vetted.

The Manager is acquainted with the Crime and Reduction Officer(CADRO) for the area, as this will help to build a good working relationship with the local Police.

In addition to the above, it is recommended that neighbouring residents are provided with a contact number for the Manager and staff so that any issues can be raised immediately and a solution found at the earliest opportunity. This will help to prevent any possible neighbour disputes and promote good neighbour relationships between all parties.

Providing a secure facility for housing CCTV hardware.

Appropriate Fire Risk Assessments are in place and include adequate fire warning and prevention measures.

When offering crime prevention and physical security advice we take guidance and best practice from the range of guides supplied by Secured by Design (SBD). Whilst the client is not seeking SBD accreditation for the development I have made recommendations below for the site.

Following the advice and guidance from the Secured by Design Residential Guide 2025, combined with the reported crime/incidents for the area, I make the below design, layout, and physical security recommendations for the development.

Design recommendations are made.

7. PUBLIC REPRESENTATIONS

Neighbour and Ward member notification letters were sent on 14th October 2025.

7.1 NEIGHBOURS: 5no objections received as follows:

-Our flat faces towards the back of the Art College and would be fully exposed to any roof terrace planned for the said building. From such a position, people would be able to look directly into the bedrooms which is not acceptable and would affect the privacy of our tenants. Our flat currently benefits from having a quiet aspect being at the rear of the building. Any development used for social gatherings would affect this and could considerably devalue ours and other flats with similar outlooks.

The area is already quite rundown, and the inclusion of a hostel is hardly what this area needs. As mentioned in another comment, the area of Stow Hill or The Ridgeway could be looked at as an alternative. I urge the Council to refuse planning permission.

-I strongly object to the application as it currently stands. The application includes a proposal to transform the roof of the rear extension into a roof terrace. The roof of the rear extension is in very close proximity to apartments at the rear of the Old Arts College, and would be overlooking the windows of several apartments, and directly into the windows of several apartments, including bedrooms, and bathrooms. This would be a direct intrusion into the lives and privacy of residents of those apartments, and would significantly de-value the affected apartments. It is reasonable to expect that the roof terrace would routinely be used for social gatherings, or parties, that would cause an unacceptable degree of noise, often late, reducing the quality of life of the residents of the apartments in the Old Arts College which are located just a few meters away, either directly adjacent to, or underneath the proposed terrace. It is my understanding that the property has outside space at the rear of the property, at ground level. If providing the hostel users with outside space is considered to be important, the applicant could arrange the building to provide the hostel users with outside space at ground level, which would go some way to alleviating concerns. If outside space at the rear of the property, at ground level, is limited, the applicant could reduce the extent of the rear single-story extension to create space at ground level. This being said, Many city centre apartments have no outside at all. I also note that there is ample outside space for the hostel users to enjoy along the river side, and local parks. I

would therefore content any claim that it is important for the quality of life of the hostel users to install a roof terrace, and would argue that doing so would disproportionately affect the quality of life of the adjacent neighbours, including those who's living rooms and bedrooms are just a few meters away in the old arts college.

-While I support initiatives that provide safe accommodation, this proposal represents a material change of use from what was a historic arts venue and commercial property to one that would intensify local occupancy and significantly alter the character of the area, contrary to local and national planning principles.

1. Incompatible with Residential Character & Over-Intensification. Case law, (on the application of *Eastleigh BC) v Secretary of State for the Environment* [2019] EWHC 1862 (Admin), establishes that hostels constitute a materially different use from single dwellings or HMOs due to the transient and managed nature of occupancy. The proposed 8-bed hostel would introduce a high turnover of residents within a small footprint, leading to over-intensification and disruption inconsistent with the surrounding residential setting.

2. Adverse Impact on Amenity and Community Cohesion. Newport faces ongoing challenges relating to drug dependency, alcohol misuse, and anti-social behaviour, particularly in and around Clarence Place and the city centre gateway. Concentrating vulnerable or transient individuals within this area risks exacerbating existing social problems and undermines the Council's own objectives for regeneration and community stability under the Newport Local Development Plan (LDP) Policy GP2 "General Amenity."

3. Inadequate Management Controls and Safety Concerns. No clear management plan, staffing provision, or safeguarding framework has been provided. Without robust supervision, the proposed use risks increased nuisance, loitering, and disturbance, further impacting residential amenity and public safety "contrary to Policy GP7 (Environmental Protection and Health) and PPW principles requiring developments to maintain community well-being."

4. Precedent and Policy Conflict. Similar hostel or temporary accommodation applications have been refused across Wales where the change of use was deemed harmful to local amenity and inconsistent with planning policy for example, an application, seeking to transform 52-54 Clarence Place, Newport, into a hostel, was turned down over concerns about anti-social behaviour, parking, and flooding. Formal objections, highlighted "threatening" behaviour as well as "unbearable" noise levels at night.

In addition, they cited existing parking pressure and expressed concerns about the potential for more vehicles.

Cardiff City Council Ref: 23/01582/MJR (2023), where a comparable proposal was dismissed for over-intensification and adverse neighbourhood impact. Allowing this application would set an unwelcome precedent for further unsuitable developments in residential areas.

For these reasons, the proposed development would be detrimental to residential amenity, public safety, and community cohesion, and conflicts with key provisions of the Newport LDP and Planning Policy Wales (Edition 11).

I therefore urge the Council to refuse planning permission for Application No. 25/0852.

-I am most concerned that this planning application for a hostel at 10 Clarence Place will deteriorate, once complete, to another hostel for the homeless such as there already is at 24 Clarence Place, Newport.

I live in the Old Arts College, and pay a substantial amount for the maintenance and upkeep for this lovely listed building. If there was not already a hostel nearby, I would not be objecting, but as it stands, one is burden enough for an area which is in dire need of uplifting.

I note that there are a plethora of hostels around the City Centre, but no hostels in Stow Hill or The Ridgeway, and would suggest that in the interests of greater equality and general fairness throughout the city, that hostels be more evenly distributed.

I therefore object to this planning application.

-I am happy that the building is to be refurbished and utilised. However, I am concerned about noise and any other anti-social behaviour that result from a hostel. A hostel has just been approved a little further down Clarence Place but this is to be staffed and managed appropriately

The hostel element needs to properly considered as this is a residential area, especially considering the flats and studios nearing completion between the two hostels Maybe conversion to self-contained flats should be considered by the developer

8. ASSESSMENT

8.1 Principle of Development:

The proposal is for an existing building that is located within the urban boundary and within a sustainable location and on a main bus route into the City Centre. It is therefore considered to be compliant with Policy SP1 (Sustainability) of the NLDP 2011-2026 (adopted January 2015). The principle of a residential type use has already been established with planning permission having previously been granted for conversion to a five bed HMO. The building has been subject to a Listed Building Enforcement Notice requiring works to the façade to safeguard its features and the re-use and restoration of the building is welcomed in principle and is discussed further in paragraphs 8.5 to 8.9 of this report.

8.2 The proposal is for temporary accommodation and the Council's Housing Manager confirms there is a need for good quality temporary accommodation within the City and is therefore supportive of the application in principle, subject to the development being compliant with the required standards for residents (space, amenities and services) and as long as the impact on the amenity of the local area is judged to be acceptable.

8.3 The site is located within a local centre. Policy R9 is relevant. However, as the fall-back use of the ground floor of the property is an A3 use and not retail, the proposed use would not be contrary to the Council's retail planning policies as it would not result in the loss of A1 retail uses. The policy also aims to ensure that there are no adverse effects on highway interests and in terms of residential amenity or the general character of the area. The site is located within a flood risk area and matters relating to this are discussed further on in this report.

8.4 At present the building has a dead frontage, boarded at ground floor and in a poor visual condition at upper floors. This gap in active frontage to this primary thoroughfare, coupled with the building's overall condition and appearance, detract from the appearance of the streetscene and give a poor impression to this key entrance into the city centre which has seen much redevelopment and public space enhancements in recent years. The proposal will bring significant enhancements in visual amenity terms and therefore improve the image of this part of the City. It will also bring a commercial use at ground floor that has the potential to attract expenditure to this part of the City and the City Centre by reason of its easy accessibility to both. In short, the proposal has significant urban regeneration and economic development merit, and this must be afforded substantial weight in the decision making process. It complies with policies SP18 and CE1 of the Adopted Local Development Plan which favours proposals that assist the regeneration of the urban area, particularly where they contribute to the vitality, viability and quality of the environment of the City Centre; the provision of residential and business opportunities in the urban area; the reuse of vacant, derelict or underused land; and encourage the development of community uses where appropriate. Policy CE1 relates to enhancements along major routes. The proposal achieves most of these objectives and in terms of urban regeneration and associated benefits accords with national planning policy.

8.5 Heritage:

In accordance with the Historic Environment Wales Act 2023 which provides the legislative framework for the protection and sustainable management of the historic environment in Wales, and Planning Policy Wales edition 12 that provides the national planning policy framework for consideration of the historic environment (supplemented by Technical Advice Note 24), the primary material consideration is the statutory requirement to have special regard to the desirability of preserving the building, its setting or any features of special architectural or historic interest it possesses.

8.6 There is a general presumption in favour of the preservation or enhancement of a listed building and its setting. The application of planning and listed building controls should recognise the need for flexibility where new uses have to be considered in order to secure a

building's survival or provide it with a sound economic future. Applicants must be able to justify their proposals, show why the alteration or demolition of a listed building is desirable or necessary and consider the impact of any change upon its significance.

- 8.7 The site is grade II listed C20 commercial property. Its primary reason for listing is its integral part of an early C20 commercial development, attached to and for group value with the Technical Institute on one side and Nos 20-34 Clarence Place on the other. It forms part of an overarching listing of multiple properties in the terrace and no.12 that adjoins the site has its own additional listing. The building is thought to date to at least 1909 and has been vacant for several years. In this case, the proposal includes the re-use of a derelict listed building in a prominent location. To facilitate its re-use the proposal includes alterations to the building and heritage impact information has been provided as required. The primary elevation is significant and has a strong presence in the streetscene particularly because of its group merit with its neighbouring properties. The proposal does not impact on the synergy between these properties but improves its standing within the row. This application represents an opportunity to bring back much of the historic character to the front elevation and make a positive impact to this neglected site.
- 8.8 The Council's Conservation Officer advises that the changes between the previous planning consent (ref: 23/0668) and the current application relate principally to the internal layout (with only slight changes to the rear elevation) and as such he confirms no objections are offered, provided the previous conditions are attached to require greater detail for some aspects.
- 8.9 The development does not propose any works that would impact upon the setting of the Scheduled Ancient Monument at Newport Castle which is located on the opposite side of Newport Bridge but visible from the site. The works will enhance the area's image and retain the building's valuable contribution to the group of historic buildings included in the listing. In light of the comments above, the proposal would preserve the character and appearance of this Grade II Listed Building and safeguard its future use, which is currently at risk and is therefore acceptable in accordance with policies SP9 and CE5.
- 8.10 **Visual Amenity/ Character and Appearance;**

As noted above, the building is in a poor state of repair and this is also the case for some of the neighbouring buildings. In their current state the buildings detract from the visual amenity of the area. As noted above, the proposal will bring significant enhancements in visual amenity terms and therefore improve the image of this part of the City. Notwithstanding, Gwent Police have responded to the proposals and advise that they consider the change of use would have an impact on policing within the area. They advise that Clarence Place and Chepstow Road are currently subject to a multi-agency Problem Solving Plan to address anti-social behaviour including drug dealing and street drinking. This additional development will increase the number of houses of multiple occupation on/in Clarence Place/Chepstow Road and police concerns relate to the amount of HMO's and hostels in a small area of Newport. The police comments are a material consideration and are duly noted and they go on to make recommendation in terms of future management of the premises. Some of the recommendations such as fire safety and staffing will be covered by other legislative bodies and the LPA will not seek to duplicate these controls. The application is supported by information relating to occupancy and management and is discussed further under the residential amenity section of this report. The intensity of occupation is considered objectionable in any case and this application is being refused for various reasons. The prevalence of intensive occupancy units in this location is a legitimate concern in terms of policing factors. The increase in transient occupants, particularly where the quality of accommodation is considered poor, as is the case here, can, when combined with wider policing related issues, increase problems for the wider neighbourhood that impact residential amenity and social cohesion. The fall back is relevant here but is for better quality, less intensive occupation of a HMO nature which will likely see occupancy periods longer than those expected of a hostel and consequently less transience.

- 8.11 **Residential Amenity:**

Policy GP2 requires development not to have a significant adverse effect on local amenity, not be detrimental to visual amenities of nearby occupiers or the character or appearance of the surrounding area and to provide adequate amenity for future occupiers.

- 8.12 In terms of amenity for the occupants of the hostel the room sizes vary with some being more spacious than others, but it is worth noting that all of the rooms would exceed the Council's Licensing requirements relating to HMOs (there are no specific standards for hostels). All bedrooms would be served by windows having varying degrees of outlook. Attic rooms would be served by rooflights only, but the plans show that these would be set at approximately 1.7m above floor level and would provide a degree of outlook. The previous permission included 2no. HMO bedrooms in the attic space so the principle of rooms in this area is already agreed. All bedrooms would be en-suite and the proposals are considered to provide a basic but adequate standard of amenity for the occupiers. There is no communal lounge or living space and the kitchen is limited and appears to offer little space for 8no. occupants to reasonably cook and prepare meals and no potential to eat and share meals so it can reasonably be expected that bedrooms will be used for this purpose and none offer sufficient space for this.
- 8.13 In terms of external space, a ground floor area at the rear of the premises is indicated as providing cycle and refuse storage to serve the A3 unit with no access to the upper floor hostel accommodation from the rear of the building. Cycle storage to serve hostel occupants is indicated at first floor level on the roof terrace, together with a bin store and roof terrace. Residents would therefore need to bring cycles via the front entrance, up the stairs and through the kitchen to reach this. Cycle and refuse storage was proposed here as part of the HMO conversion application. It was noted under that application that it must be accessed via the internal staircase within the property which was not ideal and raised an objection from the Council's Highways officer who continues to object to this aspect of the proposals. The applicant previously provided a bicycle location study to identify why there is no alternative location for the cycle store. This drawing outlines that the only ground floor outside space available has access through the ground floor A3 unit and therefore there is no alternative location. Whilst not ideal, on balance when considering the merits of the scheme and the high number of services and facilities available within walking distance the location of the cycle parking and refuse storage was considered adequate but in this case occupation is intensified from 5 to 8 potential occupants. The requirement in terms of waste storage is increased as the building will qualify for a larger bin and expect more recycling receptacles. In reality, this will not be taken upstairs but will be stored on pavement. Similarly, previously, the HMO included internal storage of recycling receptacles next to the kitchen area which in practice was workable. In this case, there is no such room and recycling storage will also occur on the first floor terrace. The terrace is large so there is space for it. The manoeuvring space on the landing is altogether more constrained in this application compared to the extant permission with the ability to realistically manoeuvre bicycles to the storage area made much more difficult compared to the approved scheme. In this application one hostel bedroom has a window directly overlooking the outdoor amenity space and will suffer reduced privacy and potential disturbance as a result. In short, this layout does not facilitate access to the bike store and is inferior to the approved scheme in this regard. It will intensify occupation, increase waste requirements and give rise to poor amenity for bedroom 1 occupier. The layout, having regard to the shortcomings above, is over development. Whilst it may be argued that any wheelie bin would more realistically be stored on pavement in either this scheme or the approved HMO scheme, this proposal is for 8 occupiers with notably greater waste expectations and the consented scheme is afforded weight as a fall back but does not mitigate concerns.
- 8.14 Neighbouring occupiers have objected to the scheme due to potential for overlooking of their windows and general noise and disturbance. The extant permission included a condition to require a 1.8m privacy screen to be constructed along the western boundary of the terrace adjacent to the former Arts College which has been converted into flats, in the interests of neighbouring amenity. The roof terrace is large at approximately 11m in length by 8.5m in width and while the use of it for cycle and refuse storage was previously considered acceptable given the site's limitations and the space was accessible to up to 5no. HMO occupants who also had the benefit of internal communal living spaces, in this case, the scheme only has a small galley kitchen for shared use with no shared living spaces internally and the potential for 8 occupants to rely on the outdoor terrace for sitting

out and drying clothes. This space is elevated and entirely overlooked and is not a high quality space in practice. In this case, compared to the extant approved HMO scheme, it will be the only outdoor amenity space for an increased number of occupiers who will have very limited shared amenity space internally. This is not acceptable and will give rise to added pressure to use this terrace for longer periods and for general socialising with visitors as no other space will be available. The close juxtaposition of the terrace with neighbouring residential units and its elevated nature, gives rise to real concerns about general noise, disturbance and overlooking that may have, on balance, been acceptable for a 5 occupant HMO scheme but, on balance, weigh more heavily against this scheme.

- 8.15 The area has a mixed character with commercial uses at ground floor and residential uses at upper floor level common. There is no dispute that such accommodation is a valuable part of the housing provision as makes rooms available for short term periods whilst longer term accommodation is found. However, hostel accommodation such as this can result in transient residents and a potential adverse impact to social cohesion. Hostels can give rise to perceived impacts and fear of anti social behaviour and similar negative impacts on residential amenity. Suitable management of the accommodation is vital to help ensure this impact is limited and the police point to various issues relevant to policing and residential amenity. In terms of management matters it is stated that there would be a full-time Accommodation Manager on the premises between the hours of 9.30am and 5.30pm Monday to Friday. There will be out of hours coverage by the night manager. The accommodation manager will be the principle contact for any issues raised by the Council or the residents. The accommodation manager and night manager will be responsible for maintaining cleanliness in communal areas and maintenance of the building. It will be his/her responsibility to ensure that the building complies with all the Health and Safety and Fire regulations.
- 8.16 CCTV cameras will be installed to monitor the main entrance and all hallways. The installation will ensure that each room door is visible, allowing observation of individuals entering or exiting rooms. The live CCTV footage will be accessible to the accommodation manager on his mobile phone so that he can monitor the building at any time. Contact details of the managers will be displayed in the communal areas. Employees will receive role-specific training, undergo Criminal Records Bureau screening, and be briefed on Data Protection Act requirements.
- 8.17 The building and its facilities will be open to residents 24/7, ensuring constant accessibility for residents. Residents will use a key fob to gain entry to the building via an automatic door system. The key fob will only allow residents access through the front door and only to their own room, limiting unauthorised access. Staff will use the same system during their working hours in reference to gaining access through the main door and any staff zones. The entrance door, bedroom doors and other key areas of the building will be monitored by CCTV to ensure continued security and to record any unauthorised access attempts. It is unclear what controls if any will apply to the elevated terrace. The management team will be fully briefed regarding policing and encouraging acceptable and responsible behaviour. The staff will be briefed on maximum occupancy numbers. Non-residents may visit for limited periods with prior approval from the manager; overnight stays by non-residents are not permitted. The possession and use of drugs within the building is strictly prohibited. Whilst all of this information is noted, the quality of accommodation has already been assessed as poor with no opportunities for residents to socialise together to form bonds that may alleviate anti social behaviour. Even simple cooking and eating will likely be reliant on bedrooms as the kitchen appears so limited. If the area is vulnerable to criminal and anti social behaviour as the police comment, neighbourhood amenity is already compromised with legitimate factors that contribute to such behaviours. The proposed scheme will not respond positively to this environment and will provide occupants with a generally poor standard of accommodation for the reasons cited thereby encouraging poor behaviours potentially.
- 8.18 Objections have been raised by neighbouring residents due to concerns relating to over-concentration and impact on social cohesion and the character of the area. It is worthwhile noting that an assessment of the number of existing HMOs in the area has been undertaken in accordance with the Council's HMO SPG (excluding the application properties) and there are no HMOs within a 50m radius currently. Whilst the change of use

to a hostel does not necessitate such an assessment as it specifically relates to HMOs, it is nonetheless useful in terms of examining the character of the area. It is recognised that there are clusters of HMO and temporary accommodation in Clarence Place and close by.

8.19 The use as a hostel in principle may have merit but in this case, the size, layout and occupancy of the proposed use is not acceptable and will give rise to poor living conditions for future residents, poor waste management and potential for unneighbourly effects that cannot be suitably controlled by planning conditions.

8.20 Whilst the Council's Environmental Health officer has requested that the Building Control Department of the Council are consulted to ensure there is adequate sound insulation in the building to minimise structural and airborne noise, such matters are covered under Building Control legislation, and the LPA will not duplicate such controls. The application is accompanied by a noise assessment which makes recommendations and this is covered in paragraphs 8.21. Similarly, the Council's Environmental Health officers have statutory powers to deal with noise nuisance and so the LPA will not condition hours of construction. The extent of works is limited in this instance, and a CEMP condition is not considered warranted.

8.21 **Air Quality/ Soundscape:**

The property is located within an air quality management area (AQMA). However, having regard to the hostel nature of the proposed accommodation with occupants less likely to own a private vehicle, the proposals are not considered to result in a worsening in terms of air quality over and above the current use of the premises.

8.22 Being adjacent to a busy thoroughfare there is potential for occupants to be impacted by road noise. The application is accompanied by an acoustic assessment which makes recommendations including the habitable rooms to the roadside of the building having alternative ventilation in addition to windows. The Council's Heritage officer does not object to this in principle although full details of the ventilation have yet to be provided. Subject to conditions to require full details and having regard to the extant permission for HMO use of upper floors, this is considered to be acceptable.

8.23 **Movement:**

The site is located on Clarence Place, a classified road close to the centre of Newport. The site has no off-street parking and therefore no vehicular access. The site is located in Parking Zone 2 which typically will require that 1 parking space per bed to comply with Newport City Council SPG Parking Standards (August 2015), a total of 8 parking spaces. The existing site comprises a vacant A3 unit space to the ground floor with vacant floors above. Whilst staffing numbers are not available it is recognised that the application site is located in a highly sustainable location, located approximately 0.3 miles east of Newport Railway Station and within close proximity to bus stops providing access to over twenty different bus routes. There are controlled parking zones in the immediate streets but these are under significant pressure from local residents and businesses already. That said, we know from past experience that Inspectors considering planning appeals regard the Council's adopted SPG on parking to over represent the requirements in relation to HMOs in particular as they consider car ownership in such residences in sustainable location will be lower than average. Whilst the personal circumstances of occupiers is rarely a planning matter, in this instance the proposed use is as a hostel with occupants in need of temporary accommodation and are likely to be on lower incomes with rates of car ownership very low. These factors combined with the site's highly sustainable location and with the added merits of bringing a vacant building back into use, any shortfall of parking guidelines is unlikely to be regarded as so prejudicial as to justify a refusal of planning permission. The highways officer has advised that the location of the proposed cycle parking on the first floor outdoor terrace which must be accessed via the internal staircase within the property is not practical. However, as previously noted, there are very limited opportunities for such storage within the site. Whilst not ideal, the location of cycle parking was previously considered acceptable for the HMO use and on balance was considered acceptable. In this case, the manoeuvring of cycles upstairs is more difficult by smaller landing area, added doors, bends and turns and narrower kitchen space which also acts as the only

internal communal area for an increased number of residents. Whilst it may be physically possible to get a cycle to the outdoor space, it is made much less likely by the layout and nature of this scheme and adds to the weakened amenity standards for future occupiers.

8.24 **Drainage/ Flooding:**

NRW advise that the Flood Map for Planning (FMfP) identifies the application site to be at risk of flooding and is within Flood Zone 2 and 3 (Sea) and the TAN 15 Defended Zone. The planning application proposes highly vulnerable development (residential) on the upper floors and less vulnerable development (commercial) on the ground floor. The application is accompanied by an FCA which NRW has reviewed. They advise that the FCA is incomplete. Therefore, they are unable to provide the LPA with detailed advice on the findings and conclusions of the FCA in relation to flooding from rivers and/or the sea. Notwithstanding this, as the proposed highly vulnerable use is located on the upper floors NRW are satisfied it is elevated above the flood risk, and the less vulnerable use is being maintained on the ground floor. Therefore, they do not consider a further updated FCA is needed for the application. However, it is for planning authorities to determine whether the risks and consequences of flooding are acceptable. Therefore, the LPA should be satisfied the proposal has fully considered access requirements, including evacuation routes used in an emergency flood event.

8.25 Policy SP3 of the Adopted Local Development Plan states that development will only be permitted in flood risk areas in accordance with national guidance. Whilst the ground floor commercial unit is not of concern in this case, the hostel use is highly vulnerable in flood risk terms. The site is at risk of flooding and is therefore required to meet the justification test and acceptability criteria set out in TAN15. In this case the justification test is met in most respects as the proposal is required to sustain and regenerate. It is also previously developed land. However, TAN 15 also states that development proposals within flood risk areas should not result in an intensification of existing uses. The site has a lawful fall-back 5no. occupant HMO use. The proposed hostel would have eight bedrooms and the proposals therefore result in an intensification in bedroom numbers and potential for an increased number of people to be contained in the event of flooding. Notwithstanding, as a hostel there is an element of management with staff present daily. The mechanism of flooding is tidal in this instance and as such there is likely to be greater warning of the likelihood of a flood event occurring and allowing staff and residents to prepare accordingly. The accommodation will be flood free and a period of containment would be necessary in a worst case flood scenario. Each bedroom will have the benefit of an en suite and the kitchen is located on the first floor and above a flood. The principle of highly vulnerable development at upper floors is already consented and consequently, whilst additional occupants are proposed in this case, this factor will weigh against the scheme (by reason of associated intensification) but is not regarded as so significant as to justify refusal by reason of the mitigating factors outlined above.

8.26 In terms of surface water and small watercourse flood risk, the site itself is not located within a surface water flood risk area. However, NRW FMfP shows that there is an area of Zone 2 Surface Water and Small Watercourse directly to the site frontage. The FCA addressed this and states:

“Given the city centre location of the site, and that there are no small watercourses located around the perimeter of the site, it can be assumed that this risk comes from surface water flooding. The section of surface water flooding shown on the mapping is located within the existing highway footpath which is not being amended as part of the development, therefore not increasing the risk of flooding. Also, the surface water mapping does not take into consideration any formal drainage within the area which will reduce the risk further. As the surface water flooding risk is classified as low risk and the likely presence of existing positive drainage serving these areas, the risk to the building and escape routes proposed is considered low.”

8.27 Having regard to all sources of potential flooding, in view of the above and that the provision of such temporary accommodation has an important function and the application has merit, together with the fall-back use, on balance the proposals are considered to be acceptable in flood risk terms.

8.28 **Biodiversity:**

The site is located approximately 100m away from the River Usk SAC or SSSI. NRW and the Council's Ecology Officer advise that the proposed development is not likely to have a significant effect on the nearby River Usk SAC either on its own or in combination with other developments and as such an Appropriate Assessment is not required in this instance.

- 8.29 The application includes an Ecological Inspection letter which concludes that the building has negligible or low potential to support roosting bats or nesting birds. The Council's Ecology officer agrees with this, and the mitigation & enhancement measures set out at the end of that letter which accords with Policy 9 of Future Wales which 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. The proposals will also include a bat box to the rear elevation. The enhancement can be secured by condition.

8.30 **Waste:**

As previously noted, a bin store is to be provided at first floor level on the roof terrace, however the application is not supported by a refuse management plan. This can be controlled by a suitably worded condition.

8.31 **Other Matters**

The Council's Senior Scientific officer has requested conditions relating to sustainable energy / heating systems and ultra-low emission vehicle infrastructure. Heating systems are a Building Control matter, and the LPA will not impose conditions in this regard. Given the nature of the site with no parking, it is not necessary to install ultra-low vehicle infrastructure.

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 The re-use of this prominent heritage asset has merit. However, the form and function of this proposal will give rise to poor quality accommodation for future occupiers and unneighbourly effects.

10.2 The application is refused.

11. DECISION

REFUSED

01 The proposal will have a significant adverse effect on interests of acknowledged importance, namely residential amenity of future occupiers by reason of over development, inadequate internal communal space, poor quality outdoor amenity space, poor privacy and potential disturbance for bedroom 1 and poorly accessible waste and cycling storage provision. No information has been provided to mitigate this objection, and this is contrary to Policies SP1, GP2, GP4, GP7 and W3 of the Newport Local Development Plan 2011-2026 (Adopted January 2015).

02 The proposal will have a significant adverse impact upon interests of acknowledged importance, namely residential amenity of future and neighbouring occupiers. This is by reason of intensive occupancy of a transient nature in poor quality accommodation that relies upon an outdoor elevated terrace for communal living space in close proximity to neighbouring occupiers and in an area with known anti-social behaviour and social cohesion problems. The proposals are contrary to Policies GP2 and GP7 of the Newport Local Development Plan 2011-2026 (Adopted January 2015). No information has been provided to mitigate this objection.

NOTE TO APPLICANT

01 This decision relates to plan Nos: Planning, Design and Access statement October 2025, Noise Assessment by Sound Acoustics dated 28th August 2025, GIS, Ecology Wales letter dated 25/09/2025, HIA 25012 23/5/2025, FCA 087942 -CUR-XX-XX-RP-C-92001 12/03/2026, Management Plan, PL-001, PL-002, PL-003, PL-004, PL-005, PL-006, PL-007, PL-008, PL-009.

02 The development plan for Newport is the Newport Local Development Plan 2011 – 2026 (Adopted January 2015). Policies SP1, SP3, SP9, GP2, GP4, GP6, GP7, CE5 and H8 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.