

Delegated Decision Report

Application No:	25/0248	Statutory Period Expires:	6th February 2026
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Site:	<i>Fourteen Locks Canal Centre Cwm Lane Rogerstone Newport NP10 9GN</i>		
Proposal:	<i>DEMOLITION OF EXISTING VISITOR CENTRE, CONSTRUCTION OF NEW IMPROVED VISITOR CENTRE AND ASSOCIATED WORKS</i>		
Applicant:	<i>Williams</i>		
Type:	Full	Ward:	Rogerstone North
Decision:	GRANTED WITH CONDITIONS		

1. BACKGROUND

1.1 A Conservation Area Consent (CAC) application (Ref: 25/0249) is being assessed alongside this application for full planning permission. The CAC specifically relates to the proposed demolition of the existing visitor centre only, which requires consent under the Historic Environment (Wales) Act 2023 due to the building's volume exceeding 115 cubic metres.

1.1 All other material considerations will form part of the assessment of this planning application.

2. SITE LOCATION AND CONTEXT

2.1 The application site comprises the Fourteen Locks Canal Centre, located on Cwm Lane within the Rogerstone North ward. The site lies within the designated Countryside under Policy SP5 and is situated within the Monmouthshire and Brecon Canal Conservation Area, as defined by the Newport Local Development Plan 2011–2026 (adopted January 2015).

2.2 Access to the site is gained from Cwm Lane to the east. It contains a single storey building operating as the canal centre, which incorporates a shop, museum, and tea room, together with an associated car park and landscaped areas.

2.3 The Fourteen Locks, Monmouthshire Canal is a Scheduled Monument (Ref: MM184), however whilst located in close proximity, does not form part of the application site.

3. DESCRIPTION OF DEVELOPMENT

3.1 The proposal is for the demolition and replacement of the existing visitor centre and associated works at Fourteen Locks Canal Centre, Cwm Lane in the Rogerstone North ward.

3.1 The visitor centre will be single storey, with a pitched and curved roof and an orientation that face the Fourteen Locks Canal Basin. It will measure a maximum width of approximately 29.00 metres, by a depth of approximately 13.00 metres and will have a maximum ridge height of just under 8.00 metres.



Figure 1 – Proposed Visual of the Eastern Elevation

- 3.2 The building design is contemporary and features a curved southern elevation that contains large glazed openings to take advantage of passive solar gain and views over the natural landscape of the canal basin. In terms of proposed materials, a dark grey brick soldier course is to be used below damp proof course, but the external walls and roof will be finished in timber shingles with both 'front' and 'rear' elevations using vertical timber battens to define the building's entrance points. Solar panels are to be integrated into the building's roof and a recessed bat box will feature in the western gable end. Fenestration will comprise of windows and curtain walling that will be double glazed composite timber and/or aluminium and a timber brise soleil will feature across the top of openings.
- 3.3 Internally, the single storey layout will comprise of a central entrance lobby that can be accessed via the northern and southern elevations, a café with associated back of house facilities, a site manager's office, toilet facilities, two meeting rooms and a store. The external layout of the site will retain the existing access arrangement and will comprise of 32no. standard parking bays, 6no. dedicated staff parking bays, 3no. accessible parking bays, 2no. Electric Vehicle Charging Bays, 3no. uncovered cycle hoops and 5no. covered/secured cycle hoops. Retained and proposed soft landscape planting is located across the site, alongside proposed SuDs features

4. RELEVANT SITE HISTORY

App Number	Proposal	Decision	Decision Date
05/1516	EXTENSION AND ALTERATONS TO VISITOR CENTRE WITH ASSOCIATED WORKS	GRANTED WITH CONDITIONS	27.03.2006
20/0726	ACCESS IMPROVEMENTS TO INCLUDE LINKING THE FOURTEEN LOCKS CANAL CENTRE AND MONMOUTH SHIRE AND BRECON CANAL TOW PATH	GRANTED WITH CONDITIONS	03.03.2021

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 6 – Town Centre First

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 TECHNICAL ADVICE NOTES (TAN)

TAN 4 – Retail and Commercial Development;

TAN 5 – Nature Conservation and Planning;

TAN 12 – Design;

TAN 13 – Tourism;

TAN 24 – The Historic Environment.

5.4 NEWPORT LOCAL DEVELOPMENT PLAN (2011-2026)

Strategic Policies:

- SP1 Sustainability
- SP2 Health
- SP5 Countryside
- SP9 Conservation of the Natural, Historic and Built Environment

General Policies:

- GP1 General Development Principles – Climate Change
- GP2 General Development Principles – General Amenity
- GP4 General Development Principles – Highways and Accessibility
- GP5 General Development Principles – Natural Environment
- GP6 General Development Principles – Quality of Design
- GP7 General Development Principles – Environmental Protection and Public Health

Other Policies:

- CE7 Conservation Areas
- CF8 Tourism
- R8 Small Scale Retail Proposals
- T4 Parking
- T5 Walking and Cycling
- T7 Public Rights of Way and New Development
- W3 Provision for Waste Management Facilities in Development

5.5 SUPPLEMENTARY PLANNING GUIDANCE

PARKING STANDARDS;
SUSTAINABLE TRAVEL;
WASTE STORAGE AND COLLECTION;
WILDLIFE AND DEVELOPMENT
TREES, WOODLAND, HEDGEROWS AND DEVELOPMENT SITES

6. CONSULTATION RESPONSES

6.1 Natural Resources Wales:

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

European Protected Species – Bats

We have reviewed the following additional information submitted in support of the application:

- Ecological Impact Assessment (Bats), Fourteen Locks Canal Visitors Centre, Newport, Doc Ref: JP05EcIA-V1, prepared by Julie Player Ecology, dated July 2025.

We note from the above report that no bats were observed emerging from the building and that bat roost will not be directly impacted and a licence is not required.

We therefore have no comments to make on the application as submitted in respect of bats.

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

Further advice Pollution Prevention

The planning statement states in several sections that a CEMP should/could be submitted. However, in Table 1 it states that a CEMP condition was partially discharged on 26/08/2021. We note that no CEMP has been submitted in support of the application.

It also notes that suitable pollution prevention measures will be implemented but no details regarding these measures have been submitted.

6.2 Dwr Cymru Welsh Water:

Final Response – No objection.

6.3 Monmouthshire, Brecon and Abergavenny Canals Trust:

Whilst Monmouthshire Brecon and Abergavenny Canal Trust (MBACT) have no objection in principle to the proposal, there are certain aspects of the proposed development that raise concerns. The submitted existing building layout plan is inaccurate in terms of the use of rooms and should not be used for comparison purposes in relation to the proposed building.

Our concerns are:

1. The proposal is for an improved visitor centre but the layout and supporting documentation show a reduction in exhibition/ visitor information space, the prime function of the visitor centre. If the building is to truly act as a visitor centre, the space provided for this function needs to be the same or greater than that which is provided in the existing building.
2. The internal layout of the proposed building shows one small storage area of two square metres. To provide for a cafe, exhibition space, visitor information and meeting room this needs to be considerably larger.
3. The proposal indicates a reduction in car parking by 7 spaces. The larger building will attract more visitors and consequently the car parking provision should be increased rather than reduced. The proposal should also have 4 electric vehicle charging points rather than the two shown. Provision should be made for an overflow car park on land to the north east of the existing car park.
4. The use of wooden shingles extensively on the building for walls and roof will result in an ongoing maintenance issue and will attract vandalism and graffiti. An attack on the centre in 2011 resulting in significant damage to the building indicates the vulnerability of the building in this area. To protect the building provision for roller shutters should be designed into the building at initial stages so as to reduce their overall visual impact
5. The outdoor seating area for the Cafe should be located along the front of the building in order to benefit from the new building's orientation towards the canal pound, rather than being squeezed in at the end of the building. The glazed front elevation should include opening doors to benefit from an improved outdoor seating area, and solar reflecting glazing used to prevent overheating of the cafe area in summer months.
6. Of significant concern to MBACT is that the proposals do not include any provision for the business continuity of the current visitor centre. MBACT employs 10 people at the centre whose jobs are dependant on the income from the existing centre, and without that income those jobs will be lost. MBACT cannot sustain those jobs during the construction phase of at least 12 months, probably more. The economic impact of the proposals has not been considered and suitable temporary accommodation must be provided as part of the proposals or alternatively, resite the proposed building to the east of the existing building so that it can be retained and utilised during the construction phase.

6.4 Wildlife in Newport: No response to date.

6.5 HENEB: We have consulted the regional Historic Environment Record (HER) which shows the application site is situated within the Conservation Area of Monmouthshire and Brecon Canal and is also adjacent to the boundary of the Scheduled Monument area of Fourteen Locks, Monmouthshire Canal (Cadw ref: MM184). The Scheduled Monument is comprised of a series of fourteen locks, dating to the 18th century and the canal is noted as being

constructed between 1792 and 1798 and was connected by tramroad with the Blaenavon ironworks and served to bring its products to the docks at Newport. Given the proximity of the Scheduled Monument Area to the proposed works, it is recommended that Cadw should also be consulted.

The HER also shows that there are no recorded sites situated within the redline boundary of the proposed development. Furthermore, a review of the historic Ordnance Survey maps, shows a small rectangular structure situated to the southwest of the existing centre and a limekiln depicted to the southeast, on the First Edition OS map (1883). However, the structure is not depicted on subsequent mapping (1901 to 1937), with only the limekiln shown to the south of the area. The remaining area is largely depicted as open land with no further features depicted.

The application is for the demolition of the existing visitor centre and construction of a new improved visitor centre and associated works. The proposed visitor centre is comprised of a larger footprint but is within ground that has already been developed during the construction of the existing centre, carpark and hardstanding areas, and associated landscaping. The site was also subjected to further development during subsequent extension works to the visitor centre and associated alterations. It is noted from the submitted plans that the recently constructed footpath and walls, within the southern extent of the application area, are to be retained. Therefore, it is considered that as the proposed works are largely within the footprint of the existing structure and within ground that has been disturbed from relatively recent development works, it is unlikely that significant remains will be encountered during the proposed works.

Consequently, as the archaeological advisors to your Members, we have no objections to the positive determination of this application. The record is not definitive, however, and features may be disturbed during the course of any work in the area. In this event, please contact this division of the Trust.

6.6 CADW: No response to date.

6.7 Highways:

No objection subject to conditions

The proposed development is an improved form of the existing. It will have reduced parking provision for cars, but increased capacity for cycles.

The assessment is based on a quieter month but has been scaled up to reflect the attendance levels of the busiest period. A further 25% has been added to reflect the improvement in terms of "attraction". The report shows that the parking provision will be sufficient.

Improved cycle parking is proposed and should be secured by way of condition to be available on opening.

The access appears to have constrained visibility splays, and no information is available with the application. Therefore, a condition to provide and retain minimum requirements is also requested.

Given the location/access and parking is constrained, there is potential for the construction to have some impacts. It is likely that the canal would still attract visitors when the centre is closed, some of which will come by car. A construction management plan is therefore requested.

In conclusion, there are no highway related objections subject to conditions.

6.8 Landscape:

Insufficient to object but concerns remain - mainly in relation to whether some of the soft landscape proposals are appropriate for this location and site use.

Some changes have been made or more information provided which is welcome. My key remaining queries and concerns relate to proposals shown on Soft landscape layout now rev PO5 by AHR Architects.

SUDs basin planting

- It is not clear if this is planting to the base or slopes (I think the key is incorrectly used) - I assume to the base.
- Bark mulch is proposed which will wash out when the basin fills and potentially discharge into the pond. SuDS are generally planted at a higher density to reduce weed ingress.
- As raised in my comments of May 2025, this is an ideal location for the use of locally native wetland edge plants to the base. Given the location I am not clear why an ornamental option is shown, some species are not only expensive but are either short lived or difficult to establish.

New tree planting

- Note that is still no certainty on which tree species will be planted where.
- A check is needed on the proposal for sour cherry rather than wild cherry - I think this should be *Prunus avium* not *Cerasus avium*. Wildflower water edge mix
- The whole of the current grassed slopes to the ponds are proposed for Wildflower water edge mix.
- A review is needed as for this to be successful the existing grass cover will need to be removed (which risks soil runoff into the pond), and as these are steep slopes they will be dry rather than damp. There may be some locations where this would work, but professional soft landscape input is needed to ensure the proposal is workable.

Grass – Amenity

- A modified grassland seed mix is proposed 'a simple combination of low growing grasses that produce a short, open 'flower-friendly' sward. This grass mixture used alone has many applications in low maintenance naturalistic landscaping'.
- I query whether this is the right approach given the high footfall in a small area and therefore the pressure the amenity grass areas will be under.

BNG targets

- The plan refers to BNG targets and calculations which are not relevant to applications in Wales.

Maintenance plan

- An outline five year soft landscape maintenance plan is required for the proposed landscape types and could be conditioned.

6.9 Principal Heritage Officer:

The site falls within the Monmouthshire and Brecon Canal Conservation Area, and adjacent to the Scheduled Monument area. The important surviving-built structure of the canal is a striking landscape feature and has often been described as one of the most beautifully scenic waterways in the UK and hosts centuries old buildings and structures immersed in industrial history. The existing visitor centre is of late 20th century, and has little architectural or historic significance, contributing minimally to the character of the surrounding conservation area. The applications propose to demolish the existing structure, with justification within the HIA. This is deemed acceptable from a heritage perspective.

The proposed replacement visitor centre would be a contemporary structure located in a similar position to the existing. It would have a curved form with larger expanses of glazing facing on to the waterway. Timber is proposed as the main finish for external walls and roofing, with timber/aluminium framed windows and a brick soldier course. Solar panels are proposed which would be flush with the shingles and have a matte black finish to prevent glare. The overall design of the structure is supported, the use of natural materials and finishes would allow for a more eco-friendly, green aesthetic which blends well into the surrounding landscape. The proposed design is commonly seen in modern developments at nature reserves, so would fit the narrative well here. Previous advice regarding finishes has been taken on board and I would be in full support of the proposed development,

subject to further details and material samples. The Heritage Impact Assessment justifies the works to an appropriate degree and demonstrates the positive heritage impact that the proposed development would have on the site.

The proposed hard and soft landscaping is considered acceptable and would improve the appearance of the site.

No objection subject to conditions in relation to details of materials, fenestration, solar panels and ventilation.

6.10 Trees:

Final Response - The provided information is sufficient to show that trees within the site can, in principle, be retained during the demolition and construction of the New Visitor Centre. As the principal contractor has not been appointed, work methods and procedures are not covered by committed language within the AIA-AMS. As such a final detailed method statement will be required with committal language of shall, must and will to avoid ambiguity and ensure trees will be fully protected.

6.11 SAB: A SAB application has been submitted and under review.

6.12 Ecology: No response to date.

6.13 Drainage: No response to date.

6.14 Leisure: No response to date.

6.15 Tourism: No response to date.

6.16 Waste: No objection.

6.17 Environmental Health: No response to date.

7. PUBLIC REPRESENTATIONS

7.1 In accordance with the publicity requirements set out in The Town and Country Planning (Development Management Procedure) (Wales) Order 2012 neighbour notification letters were sent on 15th April 2025 and a Site Notice was put up on 18th April 2025. 6No representations have been received, and a summary of relevant comments are listed below;

In Support

- Support for the upgrading of existing facilities on site with a modern building/facilities and better use of space;
- The upgraded facilities will add value to the area;

In Objection

- Concerns regarding the worsening of the existing parking situation due to users of the facility not using the paid car park and parking on street, causing an issue for local residents;

Neutral Comments

- Concerns expressed regarding existing staff during construction of new facility;
- Requests for temporary facilities during the construction period;
- A request for wider paths for cyclists using the facilities when riding along the route;
- Request for improved pedestrian access to the site.

7.2 COUNCILLOR REEKS: No formal comments submitted.

7.3 ROGERSTONE COMMUNITY COUNCIL: Support the application with the following comments

1. The scheme should include temporary facilities for the duration of the works as some people are regular users.
2. A temporary cafe / drinks snacks outlet should be provided, this will provide at least some resemblance of what is there now and can help keep the staff employed. Maybe consider some outdoor seating areas on the raised bank area?
3. What are the plans for the car park? with a potential increase in visitor numbers, carp parking regularly overflows into Brunel Avenue, so some consideration should be applied to this aspect as well.

8. **ASSESSMENT**

8.1 **Principle of the Development in the Countryside**

- 8.1.1 The site is located outside of the Urban Boundary as per Policy SP5 of the NLDP 2011-2026 (adopted January 2015). Policy SP5 (Countryside) states;

Development in the countryside (that is, that area of land lying beyond the settlement boundaries shown on the proposal and inset maps) will only be permitted where the use is appropriate in the countryside, respects the landscape character and biodiversity of the immediate and surrounding area and is appropriate in scale and design. Housing development, rural diversification and rural enterprise uses, beyond settlement boundaries, will only be appropriate where they comply with national planning policy.

- 8.1.2 The proposal is for the redevelopment and upgrading of an existing and established tourism facility adjacent to the Monmouthshire and Brecon Canal, thus there would be limited opportunity for the proposal within the settlement boundary and the location in the countryside is established and justified. Policy CF8 also offers support for new and improved tourism facilities in the countryside.
- 8.1.3 As such, the principle of the development within the countryside is considered to be established and acceptable, subject to all other relevant material planning considerations being suitably addressed.

8.2 **Design, Visual Amenity & Impact on the Conservation Area**

- 8.2.1 PPW 12 confirms that good design is integral to placemaking, ensuring development responds positively to its context, prioritises people focused and inclusive environments, supports active movement, and delivers a high quality public realm. Through these principles, good design contributes to the creation of sustainable places that promote health, wellbeing and long term environmental resilience, with expectations applied proportionately to the scale and nature of the proposal.
- 8.2.2 Policy GP6 requires development proposals to demonstrate high quality design that responds positively to local context. The policy seeks to ensure that development respects the character, scale, massing, layout and appearance of the surrounding area; creates attractive, safe and inclusive environments; and contributes positively to the public realm. Proposals should promote legible layouts, good accessibility and movement, and incorporate appropriate levels of landscaping and open space.
- 8.2.3 Policy CE7 requires development within or adjacent to Conservation Areas (CA) to be designed to preserve or enhance the character and appearance of the CA, having regard to the CA Appraisal where appropriate.
- 8.2.4 As confirmed by the Council's Principal Heritage Officer, the existing building is of late 20th Century, and has little architectural or historic significance, contributing minimally to the character of the surrounding CA and its demolition has been justified and deemed

acceptable from a heritage perspective (as confirmed through the corresponding CA Consent 25/0248 assessment).

- 8.2.5 The Heritage Impact Assessment (HIA) has clearly set out the objectives of the proposed development, its heritage context and analysis of significance and impact. It has concluded that there would be no negative impact on the identified heritage assets as a result of the development. In doing so, the HIA has reviewed the objectives of the CA Appraisal and demonstrated that the proposal does not disrupt any key views or vistas and the impact of the development is 'neutral', as it integrates sympathetically into the existing context without causing harm. In accordance with the Historic Environment (Wales) Act 2023, it is considered that the proposal would preserve the character and appearance of the Monmouthshire and Brecon Canal CA, thereby satisfying the statutory duty to preserve or enhance the conservation area.



Figure 2 – Proposed Visual looking North West from Footpath

- 8.2.6 The proposed replacement visitor centre would comprise a contemporary building, sited in broadly the same location as the existing structure. The design incorporates a curved form with larger areas of glazing oriented towards the canal, enabling views to be maximised, optimising passive solar gain, and creating an active relationship with adjoining external spaces. A variation of timber is proposed as the principal material for external walls and roofing, complemented by timber/aluminium framed windows and a brick soldier course detailing.
- 8.2.7 Photovoltaic panels are proposed to be integrated flush with the roof covering and finished in a matte black colour to minimise the potential for visual glare, which is considered important within this CA setting. Overall, the design is considered to be acceptable and would introduce a contemporary addition of an appropriate scale and massing for its CA and countryside setting. The use of natural materials and finishes would support the sustainability objectives of the scheme and assist in achieving a clean and natural appearance that allows the building to integrate appropriately with the surrounding landscape.
- 8.2.8 Precedent imagery has been submitted within the Design and Access Statement, referencing two schemes where extensive glazing is utilised to provide outward views across the surrounding natural environment, and where timber materials are employed to achieve a warm and natural aesthetic. In principle, this approach is considered appropriate within the context of the proposed development. Timber shingles are identified as the primary external finishing material, however, it is recognised that the overall success of the building's appearance will be heavily dependent on the quality and specification of the final materials. A lower standard of finish could result in an unsatisfactory treatment of the elevations. As such, it is considered necessary to secure the submission and approval all external material specifications, including physical samples, by way of a suitably worded planning condition to ensure an acceptable quality of appearance is achieved.

- 8.2.9 Moving away from the proposed building and to the external areas of the site, there are no significant changes proposed that are considered to have any significant impact on visual amenity or the character of the surrounding countryside or CA. The recently constructed footpath is to remain in its current condition and some additional surface water drainage features are proposed as part of the overall drainage strategy for the site. Owing to the provision of the new building, there will be a realignment of the entrance road but existing site security barrier will be retained. A reconfiguration of parking layout is to be undertaken and from a layout perspective this is acceptable, with highways matters considered later in this report. Small ancillary structures and street furniture such as bin and cycle stores are to be provided around the building and benches are provided as amenity features. Fixed bollards are also provided around the north and eastern perimeter of the building to provide a defensible boundary to the buildings entrance. The proposed soft landscaping of the site will be considered under the relevant section of this report.
- 8.2.10 Overall, it is considered that the proposal complies with placemaking objectives, has been appropriately designed so that it is of good quality and so that it preserves the character and appearance of the Conservation Area, and the surrounding countryside. As such, the proposal complies with Policy SP1, SP5, CE7, GP2 and GP6 of the NLDP 2011-2026 (adopted January 2015) and PPW12.

8.3 Heritage Assets:

- 8.3.1 The application site is located in close proximity to the Fourteen Locks Scheduled Monument (MM184), which dates back to the 18th century. The monument is described by CADW in its summary description as being of national importance for its potential to enhance knowledge of 18th and 19th century transport systems. It retains significant archaeological potential, with a strong probability of the presence of associated archaeological features and deposits.
- 8.3.2 The scheduled area comprises the remains described and areas around them within which related evidence may be expected to survive. The application site falls outside of the Scheduled area and CADW and HENEB (Formerly Glamorgan Gwent Archaeological Trust) have been consulted on the application.
- 8.3.3 No response has been received to the consultation from CADW. However HENEB have reviewed the application and have advised that there are no recorded sites within the application site and that the proposal is comprised of a larger footprint but is within ground that has already been developed during the construction of the existing centre, carpark and hardstanding areas, and associated landscaping. The site was also subjected to further development during subsequent extension works to the visitor centre and associated alterations. HENEB consider that the ground has been disturbed from relatively recent works and it is unlikely that significant remains will be encountered during the proposed works.
- 8.3.4 As such, HENEB advice they have no objection to the proposal. On the basis of the consultation responses received, there is considered to be no adverse impact upon the historic environment and the proposal complies with Policy SP9 of the NLDP 2011-2026 (adopted January 2015).

8.4 Residential Amenity:

- 8.4.1 The nearest residential properties are located west of Cwm Lane, opposite the access to the existing site, which is being maintained. Given the separation distance, landscape features and the intervening highway the construction of the new building is not considered to result in any adverse impact on the residential amenity of these properties by way of loss of light, overlooking/privacy or overbearing impact.
- 8.4.2 The use of the site is established as an existing visitor centre, and this is not changing. Whilst the new facilities would enhance the user experience and potentially generate more visitors to the site, this is not considered likely to result in any increase noise, disturbance or cause any adverse impact on general amenity of neighbouring properties.

- 8.4.3 It will be necessary to control that a Construction Environment Management Plan (CEMP) is submitted and this will need to consider how impact on residential amenity of neighbours is to be limited during the construction period of the development and what measures are to be put in place.
- 8.4.4 Local responses received have raised concerns regarding parking on surrounding streets by users who do not wish to pay for the existing car park and how this impacts on residential amenity. Parking provision will be considered later in this report but the proposal is not considered to result in an increase in on street parking that would materially worsen any impact to residential amenity over and above the existing situation.
- 8.4.5 The proposal is considered to comply with Policy GP2 of the NDLP 2011-2026 (adopted January 2015).

8.5 Highway Safety and Parking:

- 8.5.1 The application proposes to broadly retain the existing access to the site and the general parking layout, however some amendments to the existing arrangement have been proposed. Comments received during the public consultation have raised concerns in relation to parking, existing issues and how the intensification of the use of the site could worsen current matters.
- 8.5.2 The Council's Parking Standards do not specifically set out the parking demand for visitor centres. As such, the Transport Note that has been submitted in support of the application has taken the view that the most robust approach to determining the appropriate car parking provision is to base it on current usage and apply appropriate incremental factors. The survey was undertaken by an independent survey company on Wednesday 20th, Thursday 21st and Saturday 30th November 2024 between the hours of 0900 and 1900, and the data has been presented within the Transport Note.
- 8.5.3 The survey identified the maximum parking space occupancy being 13 spaces on the Saturday. The busiest month of the year according to data supplied by the applicant is January where there is typically 1,400 visitors arriving in cars compared to November where this is approximately 2.15 times lower at 650. Therefore, the Transport Consultant has applied a factor of 2.15 to the survey data to give an estimated existing trip generation and car parking demand in the busiest month, as set out in Table 2B of the Transport Note.
- 8.5.4 The existing maximum car parking occupancy is likely to range from 20 to 25no. spaces on a weekday and 27no. spaces on a Saturday. It is reasonably expected that the redevelopment of the facility will increase in users, and as such a 20% increase has been added and is considered as the proposed maximum car parking occupancy. The proposed redevelopment of the visitor centre proposes a car park with a total of 43 car parking spaces, as follows:
- 3no. disabled spaces;
 - 2no Electric Vehicle Charging Spaces;
 - 38no. standard parking spaces.
- 8.5.5 It is Welsh Government policy to require the Sustainable Transport Hierarchy in relation to new development, which prioritises walking, cycling and public transport ahead of private motor vehicles.

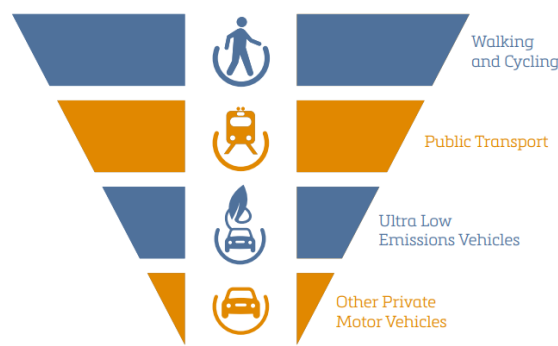


Figure 3 – The Sustainable Transport Hierarchy for Planning

- 8.5.6 It is proposed to increase the number of cycle spaces provided on site in order to encourage visitors to take active travel to the site in line with the hierarchy aspirations as well as taking advantage of existing links due to the proximity of the site to the National Cycle Network 47. It is anticipated that users of the network visiting the facility will increase, and the below provision is proposed;
- 10no. covered, secured and lockable staff/long stay spaces adjacent to the building;
 - 3no. Sheffield hoops (6no. spaces) for visitors at side of canal to front of building;
 - Retain 3no. hoops at east of the car park.
- 8.5.7 Final details will need to be secured by condition, but the information submitted including numbers and locations are considered acceptable.
- 8.5.8 On review of the information submitted, the Council's Highways Officer has offered no objection to the proposal, subject to conditions relating to visibility splays, provision of car (including Electric Vehicle Parking Provision) and cycle parking on site and a Construction Environment Management Plan.
- 8.5.9 The proposal complies with Policy SP1, GP4 and T4 of the NLDP 2011-2026 (adopted January 2015).

8.6 Retail Policy:

- 8.6.1 Policy R8 Small Scale Retail Proposals is applicable in this instance given that the site is located outside of the City and District Centres. Policy R8 states;

Proposals for new local retail facilities, extension of floorspace of existing retail outlets or the change of use of existing buildings to retailing outside the city and district centres, will be permitted only where:

- i) New residential development would be served or the provision would cater for under-provision in the area;
 - ii) The proposal is of a scale appropriate to the locality;
 - iii) There would be no adverse effects on the viability and vitality of any defined centre;
 - iv) There would be no unacceptable effect on the local residential amenities or the general character of the area in terms of noise and disturbance or extra traffic generated.
- 8.6.2 The existing visitor centre is operated by the Monmouthshire, Brecon and Abergavenny Canals Trust (MBACT) and contains a shop, museum and tea room over its 220sqm of Gross Internal Floorspace, and is open seven days a week from 1000 to 1600.
- 8.6.3 The proposed facility will increase total Gross Internal Floorspace by 130sqm, to 350sqm and will contain a museum, café, limited retail space and two meeting rooms. The proposal would see a reduction of retail floor space, however it is generally considered to provide an enhancement of the existing facility, including café. The proposed use would be one typically associated in a centre location, however it is managed by the MBACT and the requirement to be specifically located alongside the canal is justified.
- 8.6.4 The proposed centre would support the function of the Monmouthshire Brecon Canal and the Fourteen Locks Scheduled Monument and has qualitative benefits, such as further promoting public engagement with the heritage assets and improving visitor experience.

- 8.6.5 It will be necessary to control the use of the proposed building to that being proposed as part of this application and considered acceptable. This can be done through the use of an appropriately worded planning condition to prevent a change of use, subdivision or creation of additional units within the building in order to protect the viability and vitality of defined centres, which is consistent with Policy 6 of Future Wales: The National Plan.
- 8.6.6 Overall, it is not considered that the proposal would result in an adverse impact on the viability and vitality of any defined centre and complies with Policy SP1, R8 of the NLDP 2011-2026 (adopted January 2015) and Policy 6 of Future Wales: The National Plan.

8.7 Green Infrastructure, Trees, Ecology & Soft Landscaping:

- 8.7.1 Chapter 6 'Distinctive and Natural Placemaking and Well-Being' of Planning Policy Wales (PPW) Edition 12 (updated February 2024) states that planning authorities must seek to maintain and enhance biodiversity in the exercise of their functions. A net benefit for biodiversity is the concept that development should leave biodiversity and the resilience of ecosystems in a significantly better state than before, through securing immediate and long term benefit. PPW 12 also advises that a Green Infrastructure Statement (GIS) should be submitted with all planning applications. This will be proportionate to the scale and nature of the development proposed and will describe how green infrastructure has been incorporated into the proposal. PPW 12 states that having worked iteratively, in line with Figure 12 through the stages of The Stepwise Approach, and providing a GIS that the step wise approach has been followed, a scheme of enhancements must be provided to ensure a net benefit for biodiversity.
- 8.7.2 The application has been supported by a number of reports, including a Green Infrastructure Statement (GIS), Tree Surveys (Arb. Impact Assessment & Method Statement), Preliminary Ecological Appraisal and Ecological Impact Assessment (Bats).
- 8.7.3 The GIS has followed the Stepwise Approach as per Chapter 6 of PPW12 and the general conclusion is that due to the proposed works all being undertaken within the existing footprint of the site, there is limited impact on GI. The GIS has considered the baseline for the site and inline with the Stepwise Approach has shown demonstrated that the proposal will 'Avoid' each category of the DECCA framework. One Goat Willow tree has been defined as "Unsuitable for Retention" and is to be removed, but through the soft landscaping scheme additional tree planting is to take place and will mitigate this.
- 8.7.4 The PEA of the site was undertaken and identified that the existing building to be demolished has potential for roosting bats and recommended that two further emergence surveys were undertaken. This was duly undertaken with the report advising no bats were observed emerging from the building and that a bat roost will not be directly impacted. NRW have reviewed this submission and accept the conclusions, which advise no EPS license is required for the development.
- 8.7.5 The Arboricultural Method Statement and Arboricultural Impact Assessment have been reviewed by the Council's Tree Officer who agrees that in principle trees within the site can be retained during the demolition and redevelopment of the building and site works. It is however noted that some of the wording used within these documents are non-committal as the principal contractor has not been provided as his stage. As such, a planning condition will need to secure a fully detailed Arboricultural Method Statement prior to the commencement of development on site, including any demolition.
- 8.7.6 To secure biodiversity net gain in line with national planning policy requirements, it is proposed to install bat boxes, appropriate soft landscaping and tree planting as part of the development. Final details will need to be secured by planning condition, but are acceptable in principle.
- 8.7.7 Turning to the soft landscaping of the site, the scheme has been developed over the course of the application in response to comments received from the Council's Landscape Officer that relate to specification, location and layout of planting. In their final response, the Landscape Officer has removed the original objection, however still observes some matters that need to be resolved particularly with reference to the specification of planting and tree

planting and whether the location is suitable to the species. There is also a concern in relation to the proposed SuDS basin planting. It is noted that a SAB application is required and that process will bottom out final details of planting and species and could inform the final landscape specification for planning. Whilst concerns are raised, there do not appear to be any fundamental issues that impact the site layout for example, and could not be resolved through the final submission of a soft landscaping plan controlled through a planning condition with requirement for 5 year maintenance details also.

- 8.7.8 Overall, it is considered that the proposed development is acceptable in relation to protecting green infrastructure and trees as well as preserving and enhancing biodiversity. Therefore, it is compliant with Policy SP1, SP9 and GP5 of the NLDP 2011-2026 (adopted January 2015) and Chapter 6 of PPW12.

8.8 Waste:

- 8.8.1 Provision for the storage of waste has been made within the site, with a 3.00m x 2.50m enclosed timber shelter proposed to the western side elevation of the building. Elevational details are not provided, but these can be secured through a planning condition, alongside a mechanism for provision prior to first use of the building.
- 8.8.2 The Council's Waste Manager has not objected to the proposal, and it is considered to comply with Policy W3 of the NLDP 2011-2026 (adopted January 2015).

8.9 Other Issues:

- 8.9.1 Within the responses received from members of the public and MBACT, concerns have been raised in relation to the existing facility and associated jobs during the construction phase of development and whether temporary amenities can be provided during this period. Owing to the redevelopment of the existing building footprint, it is inevitable that the site's current function will need to cease to facilitate the new proposal. The provision of alternative temporary facility is not a matter for consideration as part of the planning application and this would be a matter for the site user and owner to consider.
- 8.9.2 In terms of the building layout and function and whether this meets the needs of the current user as raised by MBACT, the assessment of the planning application is to consider the acceptability of the land use. It has been demonstrated throughout this report that the proposed use has been assessed as acceptable, and that any concerns around functionality would need to be discussed outside of the planning process between the third parties.
- 8.9.3 Comments in relation to vehicles parking on the public highway have been raised, and it is claimed users of the existing facility and the canal path do so as the car park is pay and display. Only the provision of car parking can be controlled under the planning regime and Whether parking is unregulated or pay and display parking is not something that can be controlled through the planning regime, and it can only be controlled that adequate provision is made. Section 8.5 of this report has addressed this matter in full and concluded that it is acceptable.

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

9.1 Overall, it is considered that the proposed development has demonstrated compliance with the relevant policies of the Newport Local Development Plan 2011-2026 (adopted 2015).

9.2 Planning permission is Granted with Conditions.

11. DECISION

GRANTED WITH CONDITIONS

Approved Plans and Documents

01 The development shall be implemented in accordance with the following plans and documents: FLVC-AHR-S1-XX-DR-A-08102-Proposed Site Plan Planning; FLVC-AHR-ZZ-ZZ-DR-A-08400 P01 - Proposed Elevations Sheet 1; FLVC-AHR-ZZ-ZZ-DR-A-08401 P01 - Proposed Elevations Sheet 2; FLVC-AHR-ZZ-ZZ-DR-A-08300 P01 - Proposed Sections; FLVC-AHR-ZZ-RF-DR-A-08201 P01 - Proposed Roof Plan; FLVC-AHR-ZZ-00-DR-A-08200 P01 - Proposed Ground Floor Plan; 13483-0050 - Proposed Drainage Layout; Green Infrastructure Statement; Ecological Impact Assessment (Bats) (July 2025); Preliminary Ecological Appraisal; Transport Note;
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

Construction Environment Management Plan (CEMP)

02 No development shall commence until a Construction Environmental Management Plan (CEMP) has been submitted to and approved in writing by the Local Planning Authority.

The CEMP should include (but not be limited to):

- Construction traffic management plan (including routes and provision of access to site);
- Schedule for large vehicles delivering/exporting materials to and from site and details of manoeuvring arrangements
- Details of Parking for contractors, site operatives and visitors;
- Fencing, Security and Hoarding details;
- Storage and Compound details;
- Noise and Vibration Management;
- Dust, Emissions and Odour Management;
- Lighting Details;
- Site Waste Management Plan;
- Contacts and complaints.

All construction vehicles are to load/unload within the site and not on the highway.

The CEMP shall be implemented as approved during the site preparation and construction phases of the development.

Reason: To ensure necessary management measures are agreed and implemented for the protection of residential amenity, the environment and matters of highway safety during construction in accordance with Policy GP2, GP4, GP7 of the NLDP 2011-2026 (adopted January 2015).

Arboricultural Method Statement

03 No development (including demolition) shall take place until a detailed Arboricultural Method Statement (AMS), consistent with BS 5837:2012 has been submitted to and approved in writing by the Local Planning Authority. The AMS shall include;

- Details/a plan of all tree protection measures during each stage of development;
- Detailed working methods for each operation to be carried out within the RPA of retained trees
- The appointment of a project arborist together with a schedule of supervision / inspection visits and reporting proposals.

No works shall take place on site until the tree protection fencing as shown on the approved Tree Protection Plan has been installed and checked by the Project Arborist. The development shall thereafter be carried out strictly in accordance with the approved AMS.

Reason: To ensure construction works do not harm retained trees, woodland or hedgerows in accordance with Policy GP5 of the NLDP 2011-2026 (adopted January 2015).

Scheme of Soft Landscaping

04 Notwithstanding the information submitted, prior to the commencement of development (other than demolition) a scheme of soft landscaping, hedge and tree planting for the site (indicating numbers, species, heights of planting and location as well as details of a phased implementation) shall be submitted to and approved in writing by the Local Planning Authority.

The approved scheme shall be carried out in line with the approved phasing and in its entirety by a date not later than the end of the full planting season immediately following the first beneficial occupation of the development or the completion of that development, whichever is the sooner. Thereafter the trees, hedges, grasses and shrubs shall be maintained for a period of 5 years from the date of planting and any which die or are damaged shall be replaced and maintained until satisfactorily established. The monitoring and remediation of the landscape mitigation planting during the 5 years establishment phase is to be confirmed by:

- a) A short report with photo evidence by the landscape consultant to be submitted to and approved in writing by Newport City Council immediately following the completion of the landscape scheme and showing the site before and after planting, seeding, fencing has

been undertaken, and to confirm this is all in line with the approved documents e.g. plant species, plant size, planting operations etc; and

- b) A report with photo evidence by the landscape consultant to be submitted to Newport City Council by 31st July for year 2 and 5 of the five-year establishment period (and thereafter approved in writing by the Local Planning Authority) summarising any issues with planting or seeding, any replacement planting required and the timetable for replacements.

For the purposes of this condition, a full planting season shall mean the period from October to April.

Reason: To secure the satisfactory implementation and maintenance of the soft landscape scheme and green infrastructure in the interests of visual amenity, ecological enhancement and placemaking having regard to policies GP2, GP5 and GP6 of the NLDP 2011-2026 (adopted January 2015).

Details of Hard Surfacing

05 Prior to the laying of any hard surface at the site, details/specification shall firstly be submitted to and approved in writing by the Local Planning Authority. The development shall be undertaken in accordance with the approved details and retained in that state thereafter.

Reason: To ensure the development is carried out in an acceptable manner in accordance with Policy CE7, GP2 and GP6 of the NLDP 2011-2026 (adopted January 2015).

Pre – construction conditions

External Materials

06 Prior to the construction of the building, final specifications and samples of all materials and finishes to be used on the external surfaces of the building hereby approved shall be submitted to and approved in writing by the Local Planning Authority. The development shall then be carried out using the approved materials and retained thereafter.

Reason: To preserve the character and appearance of the Conservation Area in accordance with Section 160 of the Historic Environment (Wales) Act 2023 and Policy CE7 and GP6 of the Newport Local Development Plan 2011-2026 (adopted January 2015).

Fenestration Details

07 Prior to the construction of the visitor centre, further details of all new fenestration, shown at a scale of at least 1:20, shall be submitted to and approved in writing by the Local Planning Authority. The works shall then take place in accordance with the approved details and retained thereafter.

Reason: To preserve the character and appearance of the Conservation Area in accordance with Section 160 of the Historic Environment (Wales) Act 2023 and Policy CE7 and GP6 of the Newport Local Development Plan 2011-2026 (adopted January 2015).

Solar Panel Details

08 Prior to their installation, cross sections of the solar panels shown at a scale of 1:10 shall be submitted to and approved in writing by the Local Planning Authority. The panels shall be matte black. The work shall be completed in accordance with the details agreed and retained thereafter.

Reason: To preserve the character and appearance of the Conservation Area in accordance with Section 160 of the Historic Environment (Wales) Act 2023 and Policy CE7 and GP6 of the Newport Local Development Plan 2011-2026 (adopted January 2015).

Fume Extraction

09 Fumes from the food preparation areas shall be mechanically extracted and the extraction system shall be provided with de-greasing and de-odorising filters. Details of the extraction equipment (including scaled schematics, location plans, odour attenuation measures and future maintenance) shall be submitted to and approved in writing by the Local Planning Authority prior to its installation, and the equipment shall be installed in accordance with the approved details prior to the commencement of use for the cooking of

food. The fume extraction shall thereafter be maintained and retained as approved for the lifetime of the development.

Reason: To ensure that the local amenity is protected and to preserve the character and appearance of the Conservation Area in accordance with Section 160 of the Historic Environment (Wales) Act 2023 and Policy GP2, GP7 and CE7 GP6 of the Newport Local Development Plan 2011-2026 (adopted January 2015).

Pre –occupation conditions

Details of Electric Vehicle Charging Points

10 A scheme for the provision of electric vehicle charging points, shall be submitted to and agreed in writing with the Local Planning Authority. The agreed scheme shall be provided prior to first occupation of each unit and retained as such thereafter.

Reason: In the interests of promoting more sustainable means of transport at the site in accordance with Policy SP1 of the NLDP 2011-2026 (adopted January 2015).

Details of Refuse Storage

11 The refuse storage shall be provided in accordance with details that have firstly been submitted to and approved in writing by the Local Planning Authority prior to the first use of the development hereby approved. The approved details shall be installed prior to the first use and shall be retained available for use at all times thereafter.

Reason: In the interests of providing suitable waste storage facilities and in the interests of good design and visual amenity in accordance with Policies GP2, GP4 and W3 of the NLDP 2011-2026 (adopted January 2015).

Details of Cycle Parking

12 The cycle storage and hoops as shown on the approved plans shall be provided in accordance with details that have firstly been submitted to and approved in writing by the Local Planning Authority prior to the first use of the development hereby approved. The approved details shall be installed prior to the first use and shall be retained available for use at all times thereafter.

Reason: In the interests of promoting active travel and visual amenity in accordance with Policies SP1 and GP2 of the NLDP 2011-2026 (adopted January 2015).

Provision of Parking

13 Prior to the first use of the building hereby approved, the approved parking layout (including Electric Vehicle Charging Points) shall be provided in full, clearly demarcated on the ground, made available for use and retained in that state for the parking of vehicles thereafter for the lifetime of the permission.

Reason: To ensure adequate on site parking provision in the interests of highway safety in accordance with Policy GP4 and T4 of the NLDP 2011-2026 (adopted January 2015).

Foul Drainage Provision

14 Prior to the occupation the building hereby approved, the associated foul drainage shall be provided in accordance with the approved details and shall be retained thereafter for the lifetime of the development.

Reason: To protect public health and safety and ensure no pollution of or detriment to the environment in accordance with Policy GP2 and GP3 of the NLDP 2011-2026 (adopted January 2015).

General conditions

PD Rights - Control of Use

15 Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 1987 (as amended), the Town and Country Planning (General Permitted Development) Order 1995 (as amended), or any order revoking and re-enacting those Orders with or without modification, the building hereby approved shall be used only for purposes hereby approved and for no other purpose. There shall be no subdivision of the building, creation of additional units, or change of shall take place without the prior written approval of the Local Planning Authority.

Reason: To ensure adequate control over the use and intensity of occupation of the building, in the interests of protecting the vitality and viability of defined centres in accordance with Policy SP1, R8 and R11 of the Newport Local Development Plan 2011-2026 (adopted January 2015) and Policy 6 of Future Wales: The National Plan 2040.

PD Rights – Means of Enclosure

16 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (as amended) (or any order revoking or re-enacting that order), Schedule 2, Part 2, Class A, other than those approved no wall, fence, gate, barrier, hedge or other means of enclosure shall be erected, improved, altered or planted without the prior written permission of the local planning authority.

Reason: To ensure the development is carried out in an acceptable manner within the Conservation Area and to preserve matters of highway safety in accordance with Policy CE7, GP2, GP4 and GP6 of the NLDP 2011-2026 (adopted January 2015).

NOTE TO APPLICANT

01 This decision relates to plan Nos: Site Location Plan, Design and Access Statement, Existing Topographical Survey, Existing Roof Plan, Existing Elevations, Existing Ground Floor, Existing Block Plan, Planning Statement, Heritage Impact Assessment.

02 The development plan for Newport is the Newport Local Development Plan 2011 – 2026 (Adopted January 2015). Policies SP1, SP2, SP5, SP9, GP2, GP4, GP1, GP5, GP6, GP7, CE7, R8, T4, T5, T7 and W3 were relevant to the determination of this application.

03 The proposed development (including any demolition) has been screened under the Environmental Impact Assessment Regulations and it is considered that an Environmental Statement is not required.