

Delegated Decision Report

Application No:	25/0943	Statutory Expires:	Period	27 th February 2026
Site:	Store To The Rear Of Stratford House Shakespeare Crescent Newport South Wales			
Proposal:	PROPOSED CHANGE OF USE OF GAER ROAD BUILDING TO COMMUNITY FACILITY (D2 USE CLASS), SITING OF STORAGE CONTAINER AND ASSOCIATED WORKS			
Applicant:	Hedyn			
Type:	Full	Ward:	Gaer	
Decision:	GRANTED WITH CONDITIONS			

1. BACKGROUND

1.1 None.

2. SITE LOCATION AND CONTEXT

2.1 The application site consists of previously developed land located within the settlement boundary, as defined by the Newport Local Development Plan 2011 – 2026 (Adopted January 2015). The site is not subject to any Proposals on the LDP Proposals Map, nor any Constraints on the LDP Constraints Map. The Parking Standards Supplementary Planning Guidance (SPG) (August 2015) identifies the site as being located within Parking Zone 3.

2.2 The application site is rectangular in shape and accessed via a single width lane off Gaer Road. The site is located within a predominantly residential area and consists of a single storey vacant building and car park. The application details that the most recent use of the building was as a garage falling within Use Class B2/B8 (Industrial/Storage use); however this has not been confirmed via a Lawful Development Certificate.

3. DESCRIPTION OF DEVELOPMENT

3.1 Full Planning Permission is sought for the change of use of a former industrial garage into a community facility. It is proposed to use the community facility as a 'Men's Shed', which would encourage '*social connections and friendship building through the pursuit of practical interests like making and mending*', as detailed by the submitted Covering Letter.

3.2 The new use would take place within the footprint of the existing building, with no extensions proposed. The internal layout of the building would be utilised to accommodate three workshops, a computer room, a kitchen and W.C. facilities. Externally, the existing roller shutter doors would be replaced with new full height glazed doors.

3.3 In addition to the change of use, it is proposed to site a storage container within the confines of the site. The container would measure 6096mm x 2450mm and would be used for the storage of wood.

3.4 The submitted Site Plan also details additional landscaping and biodiversity enhancement measures in the form of new bat and bird boxes.

4. RELEVANT SITE HISTORY

4.1 None.

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

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.

4.4 – Community Facilities

5.3 Newport Local Development Plan 2011-2026 (Adopted January 2015):

- SP1 (Sustainability)
- SP2 (Health)
- SP12 (Community Facilities)
- SP18 (Urban Regeneration)
- GP1 (Climate Change)
- GP2 (General Amenity)
- GP4 (Highways and Accessibility)
- GP5 (Natural Environment)
- GP6 (Quality of Design)
- EM3 (Alternative uses of Employment Land)
- T4 (Parking)

5.4 Newport City Council Supplementary Planning Guidance (SPG):

- Parking Standards

6. CONSULTATION RESPONSES

6.1 Local Highways Authority:

Further information requested. As advised at pre-app stage highways cannot support the use of a sub-standard access without evidence that the proposed use is less onerous than the extant. This refers mainly to numbers of trips but given the storage we would also need to understand servicing needs in terms of vehicle sizes. Furthermore, we are unable to comment if the parking is adequate and not that cycle parking is not provided and would be required by current policy.

Further information was provided by the Agent and the Local Highways Authority have confirmed that no objections are raised due to the nature and scale of the proposal, neither are any conditions requested.

6.2 Drainage: A SAB application may not be required.

6.3 Environmental Health Officer:

I confirm I have no objections to the proposals; however the following condition should be attached to any permission granted;

Plant and Equipment Noise

Noise emitted from plant and equipment located at the site shall be controlled such that the rating level, calculated in accordance with BS4142:2014+A1:2019, does not exceed a level of 5dB below the existing background level, with no tonal element to the plant, measured at the nearest noise sensitive property.

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

Artificial Flood Lighting

The applicant is required to submit a floodlighting scheme. The scheme is to include details on the light source (height, position/angle, columns etc), time of use, lighting levels and intensity footprint, glare and spillage, cut off times, sky glow, maintenance programme etc.

Waste Management Plan

Prior to first beneficial use a waste management plan, detailing the means of disposal of all waste generated by the businesses, shall be submitted to and approved in writing by the local planning authority. The approved plan shall be implemented prior to first beneficial use and shall be retained for the duration of the use.

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

Demolition & 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 Noise & Neighbourhood 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

Advisory:

Advisory - EV Charging points

To encourage the uptake of zero emission vehicles in efforts to reduce air pollution it is recommended a number of the parking spaces are installed with electric vehicle charging points.

Cabling could be installed in the remainder of the parking spaces to allow for additional charging points to be installed at a later stage.

6.4 Senior Scientific Officer: No response received.

6.5 Ecology Officer: No response received.

6.6 Waste Officer: There is no requirement for waste services.

6.7 Natural Resources Wales (NRW):

We have reviewed the planning application submitted to us, and from the information provided we do not consider that the proposed development affects a matter listed on our Consultation Topics, Development Planning Advisory Service: Consultation. We therefore do not have any comment to make on the proposed development.

6.8 Dwr Cymru Welsh Water:

We would request that if you are minded to grant Planning Consent for the above development that the Conditions and Advisory Notes provided 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.

7. PUBLIC REPRESENTATIONS

7.1 The application was advertised by direct neighbour notification letter and a site notice was displayed. Three letters of objection were received, which are summarised as follows:

- Queries relating to what the proposed use would entail.
- The noise from the previous use was at times overwhelming and fumes were unbearable.
- Request to consider some form of barrier against adjacent fence to limit noise and fumes.

8. ASSESSMENT

8.1 Principle of Development:

8.1.1 The application seeks full planning permission for the change of use of a vacant garage falling within a B2/B8 (Industrial/Storage) use class to a D2 (Assembly and Leisure) use class. The change of use would facilitate a new 'Men's Shed'. In addition, the siting of a storage container associated with the new use is proposed.

8.1.2 The application site consists of a vacant unit accessed via a lane off Gaer Road. In general, land use surrounding the site is residential. The site is regarded as previously developed land and is located within the settlement boundary as defined by the Newport Local Development Plan 2011 – 2025 (Adopted January 2015). Policies SP1 and SP18 support the re-use of vacant land brownfield land within the settlement boundary.

Policy EM3 is of relevance to this proposal, which relates to the alternative use of employment land. This policy is provided below along with an assessment of each of the criteria:

DEVELOPMENT PROPOSALS PROMOTING ALTERNATIVE USES ON EXISTING EMPLOYMENT SITES WILL BE RESISTED UNLESS:

i) *THE SITE HAS BEEN MARKETING UNSUCCESSFULLY FOR EMPLOYMENT PURPOSES FOR A MINIMUM OF 12 MONTHS;*

The site has not been marketed for a period of 12 months, however the Agent has indicated that the site was purchased by the Applicant in November 2024 and it has been vacant during the Applicant's ownership. Prior to the purchase of the site, it is suggested by the Agent that the building was vacant for fourteen years.

ii) *THERE REMAINS A SUFFICIENT RANGE AND CHOICE OF EMPLOYMENT LAND AND PREMISES TO MEET LDP REQUIREMENTS AND LOCAL DEMAND;*

The latest Employment Land Survey undertaken by the Council occurred in 2020. The Local Development Plan (LDP) Annual Monitoring Report 2024 indicates that the available employment land supply is just under 11 years, whilst the LDP monitoring target is to ensure a five year supply of land for employment purposes is maintained throughout the Plan period. As such, there is currently a general over supply of employment land within Newport.

iii) *THE DEVELOPMENT HAS NO ADVERSE IMPACT ON EXISTING OR ALLOCATED EMPLOYMENT SITES;*

The site includes a standalone unit, which is not located within a wider or allocated employment site and is modest in scale. It is not considered that the loss of the unit for employment purposes would have any adverse impact upon existing or allocated employment sites.

iv) *THE DEVELOPMENT HAS NO ADVERSE IMPACT ON AMENITY OR THE ENVIRONMENT.*

The application site is located within a primarily residential area, whereby a D2 use of the building has the potential to have less impact on the surrounding residential area than a B2/B8 use. Comments from a neighbouring resident in relation to the previous use are noted and it is considered that the proposed use would improve this situation. The consideration of residential amenity is explored in more detail below.

8.1.3 Policy SP12 Community Facilities encourages the development of new community facilities in sustainable locations, noting that the re-use of existing buildings is preferable to new build

facilities. Paragraph 4.41 of PPW (Edition 12, February 2024) notes that '*Community buildings and spaces provide an important focus for sustaining communities and their well-being.....Community facilities contribute to a sense of place which is important to the health, well-being and amenity of local communities and their existence is often a key element in creating viable and sustainable places.*' The LDP seeks to achieve this aim.

8.1.4 Based on the above, it is considered that the principle of the proposal is acceptable, subject to the material considerations below.

8.2 Visual Amenity/Character and Appearance:

8.2.1 The application site is located in a predominantly residential location and whilst it is not highly visible from the public realm and surrounding streets, it is visible from nearby residential properties. The works to the existing building to facilitate the change of use are minor in scale and would not be cause for concern. The addition of the proposed shipping container would introduce a new feature into the site, however it is not considered that this would result in visual harm due to its siting and scale. In terms of the proposed use itself, it is not considered that this would appear as out of place within the residential location.

8.2.2 The existing car parking area is hard surfaced and generally void of any significant features. The site is currently vacant and not maintained and so it is considered that the proposal has the potential to make the area a more inviting space for local residents.

8.2.3 Overall, it is considered that the works would not appear as out of place within their context and are therefore considered to be in accordance with Policy GP6 of the NLDP (2011 – 2026).

8.3 Residential Amenity:

8.3.1 The proposal would alter how the space would operate in an established residential location. The building appears to have been used as a garage falling within an industrial/storage use. It is noted that a local resident has commented that this former use resulted in disturbance from noise and fumes that was at times overwhelming and it is anticipated that the new use would result in less of these impacts given its nature and scale. Furthermore, the hours of opening can be restricted to daytime hours and not at all on Sundays and Bank Holidays and this can be secured by way of condition.

8.3.2 The concept of the Men's Shed is to provide a meeting place for local residents to build social connections and friendships, and support mental health through the pursuit of practical interests such as making and mending. The sheds typically attract older men and can help to combat loneliness and isolation. The proposal contains three small scale workshops and a computer room and it is considered that based on the nature of the use and its small scale, its overall intensity would be limited.

8.3.3 In terms of the physical works, such as the minor alterations to the existing building and the siting of the shipping container, it is not considered that there would be any significant harm to neighbours in terms of overshadowing or overbearing impacts, given their scale and siting.

8.3.4 The Council's Environmental Health Officer has been consulted on the proposal and whilst no objections have been raised, a number of conditions have been recommended.

- Firstly, a condition requiring that noise emitted from plant and equipment does not exceed a level of 5dB has been recommended. The Agent has responded to this request, noting it is not considered that the proposal would generate noise which is more than what would be produced by its extant use. Additionally, the proposal would not see the use of heavy machinery, but rather tools that would typically be used in a garden shed. Based on this, it is not considered that the condition would be necessary.
- Secondly, a condition requesting details of a flood lighting scheme has been requested, however no flood lighting is proposed. Notwithstanding this, given there is potential for external lighting to adversely impact upon neighbouring properties, it is considered necessary to impose a condition which requires any lighting to be erected within the site to be approved by the Local Planning Authority prior to its installation. This will ensure

the living conditions of neighbouring properties are further protected and the details would only be required in the event lighting is installed.

- Thirdly, the submission of a Waste Management Plan has been requested. Following this recommendation, the Agent has confirmed that the Applicant is engaged with WasteSavers who have advised them that once the building is occupied by them, a waste contract can be instigated. This will see fortnightly collections based on the quantities discussed and the contract can be reviewed as needed. Furthermore, with regards to other types of waste this will be arranged on a case-by-case basis as the frequencies and volumes are considered low. It is also noted that the application is also accompanied by a Refuse Strategy Plan which illustrates the travel distance for refuse collection. The Council's Waste Team have raised no objections to the proposal.
- The final condition recommended is the submission of a Demolition and Construction Environmental Management Plan. Given there is no demolition proposed and due to the nature and scale of the physical works, it is not considered that this condition is necessary.
- Further comment in relation to not including these conditions has been requested from the Environmental Health Officer, however no response has been received. It is noted that the Council's Waste Team have raised no objections to the proposal.

8.3.5 Based on the above, it is considered that the proposal would have an acceptable impact upon the amenities of surrounding occupiers, in accordance with Policy GP2 of the NLDP (2011 – 2026).

8.4 **Biodiversity:**

8.4.1 Policy 9 of Future Wales states that in all cases, action towards securing the maintenance and enhancement of biodiversity (to provide a net benefit), the resilience of ecosystems and green infrastructure assets must be demonstrated. Policy GP5 of the NLDP supports this and states that proposals will be expected to maintain, protect and enhance ecological networks and features of importance for biodiversity.

8.4.2 It is noted that the application has been accompanied by a Green Infrastructure Statement and biodiversity enhancements in the form of additional planting as well as new bat and bird boxes. This is considered proportionate to the scale of the proposal and can be secured by way of condition. Whilst the condition would normally secure the enhancements prior to the commencement of the use, in this case it is considered acceptable to secure them within three months of first beneficial use as the application details that the bat and bird boxes are to be constructed by members of the new Men's Shed facility. A timeframe of three months is considered sufficient to allow for this project to take place.

8.4.3 As such the proposal is considered compliant with the aims of Policy GP5 of the NLDP 2011-2026 (adopted January 2015).

8.5 **Highways:**

8.5.1 The proposals do not include changes to the existing access or car parking arrangements. It is acknowledged that access into the site is poor, however given the scale and nature of the proposed use, along with the opening hours limited to daytime only, it is not considered that this would warrant the refusal of the application. No objections are raised by the Local Highways Authority.

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 In conclusion it is considered that the proposal complies with the relevant policies contained within the LDP and the application is therefore recommended for approval, subject to conditions.

11. DECISION

GRANTED WITH CONDITIONS

(01) The development shall be implemented in accordance with the following plans and documents:

LT2508.00.01 – Site Location Plan – Rev. A

LT2508.04.01 – Existing Works – Rev. A

LT2508.04.02 – Proposed Works – Rev. B

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

(02) The biodiversity enhancement scheme shall be implemented in accordance with the approved plans within three months of the first beneficial use of the development hereby approved and retained as such for the lifetime of the development.

Reason: In the interest of protected species, in accordance with Policy 9 of Future Wales and Policy GP5 of the Newport Local Development Plan 2011-2026 (adopted January 2015).

- (03) The premises shall be used for Class D1 (Non-Residential Institution) and for no other purpose (including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order 1987, or in any provision equivalent to that Class in any statutory instrument revoking or re-enacting that Order with or without modification).

Reason: To enable the Local Planning Authority to exercise control of the type of use within the category in order to safeguard the amenities of the area.

- (04) The use shall not be carried out outside of the following hours:

10:00 to 17:00 Monday to Saturday

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

- (05) Prior to its installation, details of any external lighting associated with the development hereby approved shall be submitted to and approved in writing by the Local Planning Authority. The lighting shall be installed and maintained fully in accordance with the approved details.

Reason: In the interests of residential amenity, in accordance with Policy GP2 of the Newport Local Development Plan 2011 – 2026 (Adopted January 2015).

NOTE TO APPLICANT:

1. The development plan for Newport is the Newport Local Development Plan 2011 – 2026 (Adopted January 2015). Policies SP1 (Sustainability), SP2 (Health), SP12 (Community Facilities), SP18 (Urban Regeneration), GP1 (Climate Change), GP2 (General Amenity), GP4 (Highways and Accessibility), GP5 (Natural Environment), GP6 (Quality of Design), EM3 (Alternative uses of Employment Land) and T4 (Parking) were relevant to the determination of this application.
2. 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.