

Delegated Decision Report

Application No:	26/0208	Statutory Period Expires:	2nd October 2026
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Site:	9 High Street Caerleon Newport NP18 1AG		
Proposal:	REPLACEMENT SHOP FRONT AND REDECORATION OF EXTERNAL ELEVATIONS, REPLACEMENT WINDOWS TO NORTH, EAST AND WEST ELEVATIONS. CHANGE OF USE OF FIRST FLOOR AREAS FROM A3 TO USE FOR 2 NO. OFFICES B1(A)		
Applicant:	M Southall		
Type:	Full	Ward:	Caerleon
Decision:	GRANTED WITH CONDITIONS		

1. BACKGROUND

1.1 None.

2. SITE LOCATION AND CONTEXT

2.1 The property is a Grade II listed mid-terraced property prominently located within Caerleon Centre Conservation Area at the junction of High Street and Cross Street. The site is located within a Scheduled Ancient Monument.

2.2 Whilst currently vacant the last use was as a restaurant and wine bar. The property is located within the Caerleon District Centre.

A separate application for Listed Building consent (26/0209) is currently with the Authority.

3. DESCRIPTION OF DEVELOPMENT

3.1 This application seeks full planning permission for replacement of shop front, replacement of windows and doors to north, east and west elevations, repair of other existing windows and external redecoration of the building together with the change of use of first floor from A3 to offices (B1).

3.2 The existing late 20th century shopfront is to be replaced with a new shopfront set within the existing openings and historic masonry. The new shopfront will be almost full width and 'framed' by traditional pilasters, cornice and fascia which will also accommodate a mechanism for a retractable canvas awning.

3.3 The render on the front of the building will be retained and redecorated in a lime white silicate paint. The windows and shop front will be painted dark grey. All existing windows to the north, east and west elevations will be replaced with timber framed double glazed units with a traditional painted finish.

3.4 Other works include removal of unsightly services where possible such as a stainless steel flue to the west elevation.

3.5 There are no proposed changes to the existing internal layout. With regard to the proposed office use, office 1 will occupy the open space at the front of the building facing High Street, and Office 2 will occupy the former kitchen space located in the 19th century middle range. Both offices will be accessed via the existing stair between the front and middle range of the building, with shared use of the existing WC facilities.

4. RELEVANT SITE HISTORY

96/0370	LISTED BUILDING APPLICATION FOR REAR LEAN-TO EXTENSION AND CONVERSION OF TWO UNITS TO FORM ESTATE AGENTS AND PUBLIC HOUSE	GRANTED
97/1162	RETENTION OF AIR CONDITIONING UNITS	GRANTED WITH CONDITIONS
98/0597	CONVERSION OF FIRST FLOOR TO FORM 2 NO. SELF CONTAINED FLATS	GRANTED WITH CONDITIONS
98/0220	LISTED BUILDING CONSENT APPLICATION FOR INTERNAL ALTERATIONS INCLUDING NEW STAIRCASE AND REPOSITIONING OF BAR AT FIRST FLOOR	REFUSED
99/0801	LISTED BUILDING CONSENT APPLICATION FOR INSTALLATION OF SECONDARY GLAZING AND CREATION OF LOBBY	GRANTED
99/1222	RETENTION OF REPLACEMENT WINDOW AND DOOR	GRANTED WITH CONDITIONS
01/1411	DISPLAY OF NON-ILLUMINATED SIGNAGE	GRANTED
01/0626	LISTED BUILDING CONSENT APPLICATION FOR DISPLAY OF NON-ILLUMINATED SIGN	GRANTED
01/0668	LISTED BUILDING CONSENT APPLICATION FOR INSTALLATION OF REPLACEMENT WINDOW AND DOOR	GRANTED
01/1412	LISTED BUILDING CONSENT APPLICATION TO PAINT EXTERIOR OF PROPERTY WHITE WITH BLACK CILLS, PLINTH, WINDOWS AND DOORS	GRANTED
04/1018	DEMOLITION OF ATTACHED BUILDINGS, ERECTION OF TWO STOREY EXTENSION, INTERNAL AND EXTERNAL ALTERATIONS	GRANTED WITH CONDITIONS
05/1264	LISTED BUILDING CONSENT FOR DEMOLITION OF ATTACHED BUILDINGS, ERECTION OF TWO STOREY EXTENSION, INTERNAL AND EXTERNAL ALTERATIONS	REFUSED
05/1265	LISTED BUILDING CONSENT FOR A PROPOSED FLUE AND REPLACEMENT FIRST FLOOR WINDOW	REFUSED
06/1620	REMOVAL OF CONDITION 02 OF PLANNING PERMISSION 97/1062/F TO ALLOW THE SALE OF FOOD FOR CONSUMPTION OFF THE PREMISES (IE: TAKE-AWAY)	REFUSED
09/1238	CHANGE OF USE FROM ESTATE AGENTS TO FORM EXTENSION TO EXISTING WINE BAR	REFUSED
10/0675	LISTED BUILDING CONSENT FOR THE ERECTION OF A REPLACEMENT FASCIA SIGN (NON-ILLUMINATED	GRANTED WITH CONDITIONS SUBJECT TO REFERRAL TO CADW
24/0193		

24/0194	REPLACEMENT OF SHOP FRONT AND REDECORATION OF FRONT ELEVATION, DEMOLITION OF REAR ADDITIONS AND PROPOSED EXTENSION TO IMPROVE INTERNAL LAYOUT OF EXISTING CAFE/RESTAURANT	WITHDRAWN
	LISTED BUILDING CONSENT FOR THE REPLACEMENT OF SHOP FRONT AND REDECORATION OF FRONT ELEVATION, DEMOLITION OF REAR ADDITIONS AND PROPOSED EXTENSION TO IMPROVE INTERNAL LAYOUT OF EXISTING CAFE/RESTAURANT	WITHDRAWN

5. PLANNING POLICY

5.1 HISTORIC ENVIRONMENT (WALES) ACT 2023

Section 96(2) of the Historic Environment (Wales) Act 2023 sets out that in considering whether to grant listed building consent, a planning authority must have special regard to the desirability of preserving— (a) the listed building to which the application relates, (b) the setting of the building, and (c) any features of special architectural or historic interest the building possesses.

5.2 The Development Plan comprises FUTURE WALES – THE NATIONAL PLAN 2040 and the NEWPORT LOCAL DEVELOPMENT PLAN (2011-2026), although by virtue of Section 70(2) of the Town and Country Planning Act 1990, there is no statutory requirement to have regard to the Development Plan in determining applications for Listed Building Consent.

5.3 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

5.4 PLANNING POLICY WALES (EDITION 12) 2024

Planning Policy Wales (Edition 12) was revised and restructured in February 2024. Its primary objective is to ensure that the planning system contributes towards the delivery of sustainable development and improves the social, economic, environmental and cultural well-being of Wales, as required by the Planning (Wales) Act 2015 and the Well-being of Future Generations (Wales) Act 2015.

PPW12 takes the seven Well-being Goals and the five Ways of Working as overarching themes and embodies a placemaking approach throughout, with the aim of delivering Active and Social Places, Productive and Enterprising Places and Distinctive and Natural Places. It also identifies the planning system as one of the main tools to create sustainable places, and that placemaking principles are a tool to achieving this through both plan-making and the decision-making process.

Chapter 6 – *Distinctive and Natural Places: Recognising the Special Characteristics of Places (The Historic Environment)* - is of relevance to the assessment of this application, particularly:

The Welsh Government's specific objectives for the historic environment seek to:

- *Protect the Outstanding Universal Value of World Heritage Sites;*
- *Conserve archaeological remain, both for their own sake and for their role in education, leisure and the economy;*
- *safeguard the character of historic buildings and manage change so that their special architectural and historic interest is preserved;*
- *preserve or enhance the character or appearance of conservation areas, whilst the same time helping them remain vibrant and prosperous;*
- *preserve the special interest of sites on the register of historic parks and gardens;*
- *protect areas on the register of historic landscapes in Wales. (para 6.1.6)*

There should be a general presumption in favour of the preservation or enhancement of a listed building and its setting, which might extend beyond its curtilage. For any development proposal affecting a listed building or its setting, the primary material consideration is the building, its setting or any features of special architectural or historic interest which it possesses (para. 6.1.10)

For listed buildings, the aim should be to find the best way to protect and enhance their special qualities, retaining them in sustainable use. The continuation or reinstatement of the original use should generally be the first option, but not all original uses will now be viable or appropriate. 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 (para 6.1.11)

The demolition of any listed building should be considered as exceptional and require the strongest justification (para 6.1.12)

- 5.5 PPW12 is supported by a series of more detailed Technical Advice Notes (TANs), including TAN 24: The Historic Environment (March 2026).

Paragraph 5.13 of TAN 24 advises that when determining a listed building consent application, the local planning authority should consider the following issues:

- *The importance and grade of the building and its intrinsic architectural or historic interest.*
- *The physical features of the building which justify its listing and contribute to its significance, (for example its form and layout, materials, construction and detail) including any features of importance such as the interior, which may have come to light after the building's inclusion on the list.*
- *The contribution of curtilage and setting to the significance of the building, as well as its contribution to its local scene.*
- *The impact of the proposed works on the significance of the building.*
- *The extent to which the proposed works would bring substantial community benefits for example, by contributing to the area's economy or the enhancement of its local environment.*

It further advises that:

The listing grade may be a material consideration but is not in itself a reliable guide to the sensitivity of a building to alteration or extension. For example, many grade II buildings are humble, once common building types, listed precisely because they are relatively unaltered examples of their kind and their special interest can be

damaged by inappropriate alteration or extension. (para 5.13)

Many listed buildings can sustain a degree of sensitive alteration and extension to accommodate continuing or new uses. Past changes that reflect the history of use and ownership may themselves be aspects of the special interest of the listed building. When applicants and the local planning authority assess the heritage values and significance of a listed building, which is the subject of a consent application, they must consider the sensitivity of that building to the proposed changes. Sustaining the special interest and significance of a listed building through the process of alteration, extension or re-use is exacting and should always be based on specialist knowledge and skill in order to realise the benefits that well-designed interventions can bring. (para 5.14)

5.6 Other relevant evidence or policy guidance includes:

- CADW, Conservation Principles (2011) and
- CADW, Managing Change to Listed Buildings in Wales (2017).

5.3 NEWPORT LOCAL DEVELOPMENT PLAN (2011-2026)

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

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

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

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

Policy 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 CE6 Archaeology states that proposals in areas known to have archaeological interest or potentially have archaeological interest will be required to undertake an archaeological impact assessment.

Policy T4 Parking states that development will be expected to provide appropriate levels of parking.

Policy R7 Non-Retail Uses in District Centres states that use classes A2 and A3 and leisure/community uses will be permitted in District Centres providing they would not prejudice the viability of the centre's retailing role; adequate parking is in place or provided; and there would be no unacceptable effect on the local residential amenities or general character.

5.4 SUPPLEMENTARY PLANNING GUIDANCE

Archaeology and Archaeologically sensitive areas

6. CONSULTATION RESPONSES

- 6.1 Heritage officer: Previous applications for planning permission (24/0193) and listed building consent (24/0194) for redevelopment of 9 High Street were withdrawn, due to concerns regarding impact of proposed rear extension upon both the listed asset and the SM area directly to the rear. Current applications are now made for a much-reduced scheme.

History and Significance

9 High Street, Caerleon is a Grade II listed building situated prominently within the Caerleon City Centre Conservation Area at the junction of High Street and Cross Street: an area historically known as “*The Square*”. The building occupies a highly sensitive and historically layered location within the core of both present day Caerleon and historic footprint of the Roman legionary fortress of Isca. This positioning places it at the heart of Caerleon’s Roman origins, its medieval market town development, and its later Georgian prosperity, all making for a site of long-standing historic, communal, and evidential value.

The asset appears to date principally from the early-C18, when the front range facing High Street (then Bridge Street) was constructed, probably as a dwelling. It infills the space between two earlier listed buildings (No. 8 High Street, of probable C16 origin, and No. 10 High Street, probably C17), thus reinforcing the building’s setting (and significance) as part of a closely knit historic streetscape that has evolved over several centuries. Though there is no firm evidence of an earlier structure on the site, the building appears to stand upon land formerly occupied by Roman barracks, indicating high potential for Evidential Value and archaeological sensitivity. Indeed, directly to the rear of the asset is SM MM248 (Caerleon Legionary Fortress: Former Garden of The Firs) which covers the current car parking area and extends behind the buildings along Cross Street. Though of little visual character as a modern car park with tarmac hardstanding finish, the area has high potential for buried features and earthworks representing part of a Roman legionary fortress.

Over the period of approximately 300 years since its construction, No. 9 High Street has undergone a series of adaptations reflecting the changing socioeconomics of Caerleon. While initially residential, documentary evidence confirms that, by the early-C19, the building was in mixed-use as both a dwelling and shop; a pattern that continued throughout the C19 and early-C20. Later alterations in the late-C20 and early-C21 enabled its use as café, bar, and restaurant, with significant changes to the ground floor interior, while the upper floors retained a more domestic character.

Architecturally, the building displays the modest, “polite” Georgian character that typifies much of Caerleon’s conservation area. The rendered frontage, traditional proportions and simple detailing reflect an understated architectural language that harmonises with the historic streetscape. Though ground floor shopfronts and first floor windows have been altered over time – and most notably particularly during the C20 - the overall scale, form and relationship with neighbouring buildings have remained consistent. The building’s front elevation continues to read clearly as a former house adapted for commercial use, reinforcing its legibility within the historic streetscape. Indeed, gradual adaptation of the asset over time has resulted in an asymmetric arrangement of openings and shopfronts to the principal elevation, an evolutionary pattern which is characteristic of the wider area, wherein many historic buildings have been incrementally altered to accommodate polite C18 modernisation and commercial activity, without wholesale rebuilding. This subtle irregularity in proportions and alignment therefore makes considerable contribution towards its aesthetic interest and contributes positively towards the layered townscape that defines the character of the conservation area.

However, whilst sash windows to first floor have at some time been sympathetically reproduced, the existing modern shopfronts to no.9 are of relatively poor quality: being rather of plain and unsympathetic design, they fail to enhance either the architectural character of the listed building or the wider context of the High Street. As a result, they detract from the special architectural and historic interest of the building and erode

contribution towards both its group value and the wider conservation area.

Overall, the significance of 9 High Street lies not only in its individual historic and architectural interest but also in its strong group value. The listing description emphasises this collective significance, and the building forms an integral part of a dense cluster of listed buildings that define the historic centre of Caerleon. It plays a key role in several important views identified within the Conservation Area Appraisal, particularly along High Street and Cross Street, where it contributes positively to enclosure, continuity, and townscape character. As such, the building makes a positive contribution towards the significance of the Caerleon Conservation Area, embodying its layered history, modest Georgian character, and long-standing commercial and communal function.

Impact of the proposed works

Shopfront

The most significant intervention is to the modern and poorly designed existing shopfront. Detailed construction drawings for the proposed shopfront have been provided. Here, the proposed is designed to reflect traditional proportions and detailing, based upon clear evidence within historical photographs of the asset. Notably, the design retains original structural openings and configuration of the ground-floor, thus avoiding any removal of historic wall fabric. It also unifies the frontage at ground floor level, whilst retaining an existing asymmetry which makes positive contribution towards both the character of the asset and the wider conservation area. Proposed awning is to be dark grey/black, with printed logo and text reserved for the front valence of the awning only.

This aspect of the proposed will result in significant enhancement to both the special interest of the listed asset and the character and appearance of Caerleon conservation area.

Painting

It is also proposed to repaint the front elevation using a breathable silicate paint in a heritage "Lime White" colour. This approach is supported, will return the building to a more appropriate colour, and will result in significant enhancement to both the special interest of the listed asset and the character and appearance of Caerleon conservation area.

Windows

This application also proposes the repair and replacement of windows, as specified within the accompanying schedule.

As noted within the HIA (and list entry), windows to the first-floor front elevation are modern replacement. Though, for the most part, they reflect the historical 6-over-6 setting out, the upper sash to central window (W10) has (at some stage) been further altered to a single pane. It is also notable that multi-pane top sashes feature 'horns': a further clear indication of later intervention.

As proposed to first floor front, W09 and W11 will be repaired. Due to its condition, W10 is to be replaced in timber, with good-quality details now provided. It is of suitable proportion and positioning within the masonry surrounds, incorporates genuine 'through' glazing bars and slimline double-glazed units with perimeter seals to match the painted joinery finish.

Existing windows to side and rear are clearly identified within the HIA as being modern joinery of low significance. They are proposed for replacement in timber, with flush-closing casements and slimline double-glazing units incorporating coloured perimeter seals to match the painted frame finish.

Overall, reinstatement of a unified glazing pattern to first floor front windows - and restored uniformity to those at the rear of the asset - will result in enhancement to the special interest of the asset and the character and appearance of the conservation area.

Doors

This application also proposes the replacement of external doors to the rear of the property, as specified within the accompanying schedule.

Existing doors are clearly identified within the HIA as being modern joinery of low significance. They are proposed for replacement in timber, on what is essentially a 'like-for-like' basis. Though a missed opportunity for enhancement, the net result is zero impact upon special interest of the historic asset, or the character and appearance of Caerleon conservation area.

Cycle Parking

Revised information now proposes “*2no. long stay secure cycle parking spaces (such as a Buxton Locker by Broxap or similar)*”, formed in galvanised mild steel frame and finished in vertical timber cladding painted Anthracite grey. Adjacent, are “*2no. short stay spaces for visitors to the café (such as a Sheffield Galvanised Mild Steel Secure Cycle Stand)*.”

Whilst I have no concerns regarding their impact upon the lower significance rear elevation of the listed asset (or the character and appearance of the conservation area within this area unseen from the public realm), no significant belowground impact resulting from their construction should be ensured, due to the potential for buried archaeology in SM area MM248.

Conditions

Informative:

During the works, if any hidden historic features of significance are revealed, they should be retained in-situ. Works shall be halted in the relevant area of the building, and the Local Planning Authority should be notified immediately. Failure to do so may result in unauthorised works being carried out and an offence being committed.

Notes

- Can you please ensure that the Heritage Impact Assessment produced by Ashley DAVIES Architects Limited (dated February 2024) is added to both FULL and LBC, as this document contains analysis which informs the revised Heritage Impact Statement from Graham Frecknall Architecture & Design (Doc. Ref. 1805.25/GF).
- As this LBC application is for a GII Listed asset, it may be determined under my delegated powers. Please add the following to the conclusion of your LBC report: ***This conclusion is the view of named Building Conservation Officer with the appropriate Cadw LBC delegation: G. Arnall.***
- Please also note that Tan 24 has now been updated ([March 2026](#)). Please ensure that any references to this document within your LBC report are updated to reflect the change.

- 6.2 Local Highways Authority: Following receipt of additional information, we would update our comments as follows.

Highway recommendation:

No objection subject to conditions.

Highway Comments:

It is not possible to calculate the change in parking provision as required by the SPG without more detailed information.

However, the requirements for A3 are 1/3 staff plus 1/7sqm of dining area. The offices would require 1/35sqm of space. We do not know the extent of dining area / kitchen etc lost overall. It is considered likely there would be no significant change in the requirement.

Similarly, there is no likely significant change in terms of servicing.

Cycle parking for visitors is proposed and acceptable. The storage proposed for staff is not suitable for shared use. Amended detail should be secured by way of condition.

In summary, there are no highway related objections, subject to the following conditions.

Suggested Conditions:

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

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

- 6.3 Heneb: The information in the Historic Environment Record (HER) curated by this Trust shows that 9 High Street is a Grade II Listed Building (Cadw ref. 2968), a probable early 18th century house rewindowed in c1800 and given a double shopfront and other alterations in the late 20th century. Furthermore, the proposed extension is located within the Scheduled Area associated with the Caerleon Legionary Fortress: Former Garden of the Firs Scheduled Monument (Cadw ref. MM248). The monument comprises buried features and earthworks representing part of a Roman legionary fortress. The fortress at Caerleon, or *Isca*, is one of only three permanent legionary fortresses in Britain and was founded around AD75.

As the proposed works are located within a Scheduled Area, it is imperative that **Cadw** are consulted.

The proposed development involves the replacement of shop front and redecoration of external elevations, replacement windows to north, east and west elevations. Change of use of first floor areas from A3 to use for 2 no. offices B1(a). Whilst the works are of relatively small scale, there is a risk that original features could be damaged or lost without proper record.

A **level 2** survey as set out in "*Understanding Historic Buildings: A Guide to Good Recording Practice*", (Historic England, 2016), and to an agreed Written Scheme of Investigation (WSI) has been undertaken and is acceptable.

- 6.4 Environmental Health: No response.

- 6.5 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.

The application appears to rely on existing sewer connections and no new connections are to be made with the public sewerage system. Nonetheless, for the avoidance of doubt, we would request if minded to grant planning consent that the following **Condition and Advisory Notes** are included 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.

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

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

Assessment

Scheduled Monument

MM248 Caerleon Legionary Fortress: Former Garden of The Firs

This application for planning and listed building consent is for alterations and change of use at 9 High Street, Caerleon.

The application area includes scheduled monument MM248 Caerleon Legionary Fortress: Former Garden of The Firs. Previous applications for planning permission (24/0193) and listed building consent (24/0194) for the redevelopment of 9 High Street were withdrawn, due to concerns regarding the impact of a proposed rear extension upon both the listed building and the scheduled monument.

The current application is now for a much-reduced scheme consisting of a replacement shop front, redecoration of external elevations and replacement windows to north, east and west elevations. The application also seeks to change of use of first floor areas from A3 to 2 offices B1(a).

The proposed changes to the building will not have a direct impact on the scheduled monument and whilst the replacement windows will be a very slight visual change in the view from the monument, this will not have any effect on the way that it is experienced, understood and appreciated. Consequently, the proposed development will not have an unacceptably damaging effect upon the setting of scheduled monument.

It is noted that the applicant is proposing to locate a cycle locker and a cycle stand inside the boundary of the scheduled monument. The applicant must consult Cadw before the installation of these structures to determine if scheduled monument consent will be required.

7. PUBLIC REPRESENTATIONS

Neighbour and Ward member notification letters were sent on 23/03/2026.

7.1 NEIGHBOURS: No responses have been received.

7.2 Caerleon Civic Society: At a recent meeting Caerleon Civic Society considered the above application and decided to support the proposals. It was considered that the scheme would significantly add to the character of Caerleon Conservation Area at this key location.

8. ASSESSMENT

8.1 Principle of Development:

Located within the urban boundary there is a presumption in favour of development in principle. The site is located within the district centre. Policy R7 (non- retail uses in district centres) is therefore relevant to the proposals. The existing A3 use is to be retained at ground floor. With the first floor proposed to be used as offices. The aim of the policy is to ensure that a primary retail function is retained and changes of use to non-retail uses must met specified criteria. In this instance the building has a lawful A3 use which is not altering. It is proposed to change the use of the first floor to offices, however given that this affects the first floor only, the function of the district centre would not be affected and there is no policy objection.

8.2 Other considerations of this application include design, the potential impact to the character of the listed building and the conservation area, residential amenity, parking, air quality and biodiversity. These matters are discussed below.

8.3 Heritage:

As previously noted, the building is Grade II listed and within the conservation area. The site also includes a Scheduled Monument. These are primary considerations of the application. The Council's Heritage officer has been consulted and advises that the existing modern shopfronts are of relatively poor quality: being rather of plain and unsympathetic design, and fail to enhance either the architectural character of the listed building or the wider context of the High Street. As a result, they detract from the special architectural and historic interest of the building and erode contribution towards both its group value and the wider conservation area. Their replacement is therefore not objected to in principle. The new shopfront design retains original structural openings and configuration of the ground-floor, thus avoiding any removal of historic wall fabric. It also unifies the frontage at ground floor level, whilst retaining an existing asymmetry which makes positive contribution towards both the character of the asset and the wider conservation area. The awning is to be dark grey/black, with printed logo and text reserved for the front valence of the awning only. This aspect of the proposals is considered to result in significant enhancement to both the special interest of the listed asset and the character and appearance of Caerleon conservation area.

8.4 The painting of the building is supported and will return the building to a more appropriate colour, and will result in significant enhancement to both the special interest of the listed asset and the character and appearance of Caerleon conservation area.

- 8.5 Reinstatement of a unified glazing pattern to first floor front windows - and restored uniformity to those at the rear of the asset will result in enhancement to the special interest of the asset and the character and appearance of the conservation area.
- 8.6 With regard to the doors the Heritage officer states, existing doors are clearly identified within the HIA as being modern joinery of low significance. They are proposed for replacement in timber, on what is essentially a 'like-for-like' basis. Though a missed opportunity for enhancement, the net result is zero impact upon special interest of the historic asset, or the character and appearance of Caerleon conservation area.
- 8.7 No concerns are raised regarding the impact of cycle storage upon the lower significance rear elevation of the building (or the character and appearance of the conservation area within this area unseen from the public realm), no significant below ground impact resulting from their construction should be ensured, due to the potential for buried archaeology in SM area MM248.
- 8.8 As noted above, the site is within a Scheduled Ancient Monument. Cadw has been consulted and advise that there is no objection to the proposals, noting the proposed changes to the building will not have a direct impact on the scheduled monument. A note to applicant is required in terms of the proposed bike storage related proposals as these may require the separate consent of Cadw. However, they are minor scale and Cadw is aware of them and does not raise objection in principle.
- 8.10 The proposals are not considered to result in an adverse heritage impact. The proposals will enhance the character and appearance of the Conservation Area and the special character of the listed building and are therefore considered to comply with The Historic Environment (Wales) Act 2023 and Policy GP7 of the NLDP.

8.11 **Visual Amenity/ Character and Appearance;**

Given the existing commercial use of the building, the proposals are not considered to result in an adverse impact to the character of the area. Furthermore, the proposals are considered to be sympathetic to the historic nature of the building and the Conservation Area.

8.12 **Residential Amenity:**

Whilst located within the district centre which has a range of commercial uses, there are residential uses within close proximity of the site and the proposals must be assessed in terms of the potential to impact these uses. As previously noted, the building has an existing A3 use and this would be retained at ground floor. Given the fall-back use it would be unduly onerous of the LPA to impose conditions restricting hours of use. The proposed change of use to offices at first floor is not considered to result in an increased likelihood of noise and disturbance to neighbouring residents.

8.13 **Air Quality:**

The site is located within an air quality management area (AQMA). The application is not supported by simple air quality assessment as required by the Council's Air Quality SPG. However, given that the proposed use is considered to result in fewer vehicle trips in accordance with the Council's Parking SPG when compared with the fall-back use, such an assessment is not considered justified in this instance, and the proposals are not considered to result in a worsening in terms of air quality.

8.14 **Movement:**

There is parking provision to the rear of the building accessed via an underpass between no's 8 and 9 High Street. This parking provision is shared with other commercial properties. As noted by the Council's Highways officer, it is unlikely that the proposals would result in a significant change to the parking requirement noting the fall-back use. Furthermore, given the site's location within a district centre with good public transport links and public car parks in close proximity, the proposals are not considered to result in an adverse impact in

terms of highway considerations.

- 8.15 Cycle storage provision is proposed for both visitors and staff. The Council's Highways officer has objected to the shared nature of the storage and advises that it should be possible to access cycles individually. Whilst the comments are duly noted, in this instance only two spaces are required and given the low number it is not anticipated that the nature of the storage would be problematic and the arrangement is acceptable.

8.16 **Archaeology:**

The site is located within an archaeologically sensitive area. However, as no ground disturbing works are proposed, the proposals are not considered to result in an adverse impact in this regard and Heneb confirm no objections are offered subject to a level 2 building survey being undertaken. This has been undertaken and the results submitted by the applicant prior to determination and Heneb confirm the document to be acceptable. Cadw has expressed a request regarding some works in the Scheduled Monument area and note that the cycle locker and stand are located within the monument demise. A Note to applicant is appropriate to alert them to the need to gain further advice from Cadw directly and whether Scheduled Monument consent (SMC) is required. In this case, this aspect of the proposal is minor and may not even require SMC. It does not prevent determination of the application.

8.17 **Biodiversity:**

The proposals include biodiversity enhancement in the form of a bird box to be mounted on the northwest facing wall of the car park, near the existing vegetation and tree canopy. The proposed enhancement is considered to be proportionate to the proposals and can be secured by condition.

8.18 **Other Matters**

Whilst it is noted that Dwr Cymru – Welsh Water have requested conditions preventing any additional surface water run off, given that the proposals do not include any additional hard surfacing this is not considered warranted.

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 Neither the proposed change of use of the first floor to offices, or the replacement shopfront and other works are considered to result in an adverse impact to residential amenity or highway safety. The Local Planning Authority is legally obligated to pay special attention to the preservation or enhancement of the historic environment under the **Historic Environment (Wales) Act 2023** and this proposal will preserve and enhance the special character of the building. The proposal will preserve and enhance the character and appearance of the Caerleon Conservation Area. This is in accordance with Policies SP9, GP2 and CE7 of the Newport Local Development Plan 2011-26 January 2015, Planning Policy Wales and the Act cited above.

10.2 Biodiversity enhancements and cycle storage implementation and retention can be secured by condition.

10.3 The application is granted subject to the following conditions.

11. **DECISION**

GRANTED WITH CONDITIONS

01 The development shall be implemented in accordance with the following plans and documents: Heritage Impact Statement 1805.25/GF December 2025, Buxton locker details BXMW/BUX, Sheffield Cycle stand details BXMW/GS/SHEFFIELD-STAND, Front elevation plan & section existing and proposed AA.01 Rev A, Section and details through shopfront AA.02, Ground, First & Second Floor plans; as Proposed AL.12, Elevations as proposed AL.13, Proposed window schedule AL.14 Rev A, Section and details through shopfront AA.02 Rev A, Window details as proposed AA.03, External door details as proposed AA.04, Site plan as proposed AL.03, South west elevation as proposed AL.15 Rev A, North-east elevation as proposed AL.16, DAS February 2026.

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

Pre- commencement conditions

02 Prior to the commencement of the works as hereby approved, biodiversity enhancement shall be provided in accordance with the approved details and shall thereafter be permanently retained.

Reason: To ensure there is adequate biodiversity enhancement in accordance with Policy GP5 of NLDP.

Pre –occupation conditions

03 Prior to the change of use of the first floor of the premises as hereby approved, cycle storage shall be provided in accordance with the approved details and shall thereafter be permanently retained and kept available for such use.

Reason: In the interests of sustainability in accordance with Policy SP1 of NLDP.

General Conditions

04 The first floor of the premises shall be used as offices (B1a) and for no other purpose (including any other purpose in Class B1 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: In the interests of the vitality and viability of the District Centre and the character of the area in accordance with Policy R7 of the NLDP.

NOTE TO APPLICANT

01 This decision relates to plan Nos: Heritage Impact Statement 1805.25/GF December 2025, Buxton locker details BXMW/BUX, Sheffield Cycle stand details BXMW/GS/SHEFFIELD-STAND, Front elevation plan & section existing and proposed AA.01 Rev A, Section and details through shopfront AA.02, Ground, First & Second Floor plans; as Proposed AL.12, Elevations as proposed AL.13, Proposed window schedule AL.14 Rev A, Section and details through shopfront AA.02 Rev A, Window details as proposed AA.03, External door details as proposed AA.04, Site plan as proposed AL.03, South west elevation as proposed AL.15 Rev A, North-east elevation as proposed AL.16, DAS February 2026, Site location plan, Existing site plan AL.02, Ground, First & Second Floor plans; as Existing AL.10, Existing elevations AL.11, HISTORIC BUILDING ANALYSIS & RECORDING LEVEL II.

02 The development plan for Newport is the Newport Local Development Plan 2011 – 2026 (Adopted January 2015). Policies SP1, SP9, GP2, GP4, GP6, GP7, CE6, T4 and R7 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.

04 During the works, if any hidden historic features of significance are revealed, they should be retained in-situ. Works shall be halted in the relevant area of the building, and the Local Planning Authority should be notified immediately. Failure to do so may result in unauthorised works being carried out and an offence being committed.

05 The planning permission hereby granted does not extend any rights to carry out any works to the public sewerage or water supply systems without first having obtained the necessary permissions required by the Water industries Act 1991. Any alterations to existing premises resulting in the creation of additional premises or merging of existing premises must also be constructed so that each is separately connected to the Company's water main and can be separately metered. Please contact our new connections team on 0800 917 2652 for further information on water and sewerage connections.

06 The applicant is advised to consult Cadw before the installation of the cycle locker stand to determine if scheduled monument consent will be required.