

Delegated Decision Report

Application No:	25/0060	Statutory Period Expires:	28th May 2025
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Site:	<i>Roman Lodge Hotel Ponthir Road Newport South Wales NP18 3NY</i>		
Proposal:	<i>CHANGE OF USE FROM HOTEL TO HOSTEL</i>		
Applicant:	<i>C King</i>		
Type:	Full	Ward:	Caerleon
Decision:	GRANTED WITH CONDITIONS		

1. BACKGROUND

- 1.1 This application seeks full planning permission for the change of use of the former Roman Lodge Hotel, Ponthir Road from a hotel (class C1) to a hostel. Part of the building is currently in use as a hostel having operated initially with the benefit of temporary permitted development rights. This application seeks to continue the use and extend it to the entirety of the building, part of which is extensively fire damaged at present. The application is accompanied by existing and proposed floorplans and elevations, a management plan, a noise assessment and phasing plan.

2. SITE LOCATION AND CONTEXT

- 2.1 The building is situated adjacent to Ponthir Road, abutting the back edge of pavement and occupying a highly prominent location. It comprises a linear two storey building finished in render with a hipped roof. It has been extensively altered in the past and is currently underused and in need of refurbishment. The car park area is located on the opposite side of Ponthir Road, is hard surfaced and comprises an area of square plan with a low brick wall with railings above along its boundary with Ponthir Road. Part of the car park is subject to a separate application for residential development (23/1073) that, if approved, would leave an area of parking suitable for up to 6 vehicles available for use by the existing building. Both applications appear to rely upon changes to the access position and arrangement if both are implemented but details of revised access arrangements have not been shown on plans for this development and further details will need to be secured as necessary. The site currently benefits from easily accessible off road parking on the other side of Ponthir Road. If at any point, the separate proposals for 3 townhouses are implemented and new/revised access arrangements are proposed, these details will require separate agreement and a condition to ensure that the parking remains available and accessible at all times is included. The site is very visible from a main thoroughfare between Caerleon and Ponthir.
- 2.2 The building sits adjacent to a residential property to the south east and there are newer residential properties to the west/rear. A single width lane serving a public path and private driveways abuts the site boundary and exits off Ponthir Road running southward along the rear of the building. A driveway to the neighbouring residential property to the south abuts the rear of the building and appears to access a pedestrian entrance point to the neighbouring garden. This is located between the multi use lane and the application building. Topographically the land behind the site is elevated and the neighbouring residential premises are at an elevated level so neighbouring ridge lines are all higher than the application building with residential windows facing the rear of the site. The first floor rear windows of the building effectively appear as ground floor windows when viewed from the rear and some parts of this first floor area currently have doorways that egress onto the lane and land to rear of site. The area generally is a mix of residential and commercial uses along Ponthir Road and it is located within the urban area of Caerleon. The car park area is bound by a car dealership to the north west, Ponthir Road to the south west and existing residential development to the north east and north west. Ponthir Road is a bus route with bus stops within a short walk of the site.

3. DESCRIPTION OF DEVELOPMENT

- 3.1 This application seeks full planning permission for the change of use of the former Roman Lodge Hotel, Ponthir Road from a hotel (class C1) to a hostel. The proposed hostel would

comprise 9no. bedrooms (all with en-suite bathrooms), a reception area, office, stores, communal kitchen, lounge, laundry and meeting room on the ground floor with a further 12no. rooms (all with en-suite bathrooms) and a kitchen on the first floor. This would be achieved by making good fire damage to parts of the building and undertaking extensive internal reconfiguration to enable the provision of en suite bedrooms with communal spaces at ground and first floors. This would include basic residential amenities such as areas to cook and wash clothes for example. A bin and cycle store would be constructed within the existing building on the ground floor, and 2no. new windows would be inserted at ground floor level on the south east elevation, no other external changes are proposed.

- 3.2 The property would be staffed (during the hours of 07:00 to 22:00 Monday-Sunday) and the site would be maintained by a locked entry system to ensure that only access for occupiers and site management employees would be enabled. The building is monitored by a CCTV system covering both the interior and exterior, including the entire perimeter and all corridors. At present, the building is partially used as a hostel with Newport City Council actively engaged in the placement of tenants at the site. These tenants are subject to short term/temporary placement at the site due to homelessness and whilst other more long term suitable accommodation can be found. A Council-imposed curfew currently requires the front door to automatically lock from the outside at 10 PM (though there are 2 emergency fire exits – one on each level). The maximum occupancy of the building would be 36 tenants as proposed. At present tenancy numbers are more limited as only part of the building is in use and the current hostel use only utilises the former hotel rooms whereas the proposal will internally reconfigure this space to improve the bedroom spaces and provide all with en-suites and expand the hostel rooms into the ground floor.

4. RELEVANT SITE HISTORY

REFERENCE	DESCRIPTION	DECISION
23/1073	Construction of 3 no. townhouses with associated refuse/recycling/cycle stores, car parking and landscaping	Awaiting decision
09/0275	Erection of 2 dwellings	Refused
08/1445	Conversion of existing hotel to 10 apartments including external alterations and engineering works and construction of three dwellings on car park area	Withdrawn
07/0563	Proposed erection of two (No) dwellings	Granted with conditions
03/1042	Variation of standard Condition 01 of planning permission 00/0561 to extend time period to submit reserved matters for residential development for a further 3 years	Granted with conditions
02/1435	Erection of two detached dwellings [Outline]	Refused
00/0561	Variation of standard Condition 1 of 98/0306 to extend the time period to submit reserved matters for residential development of the site for a further three years	Granted with conditions
00/1195	Variation of standard Condition of planning permission 95/0395/F to extend time period for commencement of development of 64 (No) houses, drainage and ancillary works	Granted with conditions
98/0306	Variation of standard Condition (B) of planning permission 90/0707/0 to extend the time period to submit reserved matters for the residential development of the site	Granted with conditions
95/0395	Erection of 64 (No) houses, roads, drainage and ancillary works	Refused
90/0707	Development of 6.42 acres of land for residential purposes – renewal of planning permission 1/14767	Granted with conditions

5. PLANNING POLICY

- 5.1 THE NATIONAL DEVELOPMENT FRAMEWORK: FUTURE WALES - THE NATIONAL PLAN 2040

Future Wales sets out the Welsh Government's land use priorities and provides a national land use framework for SDPs and LDPs. Future Wales concentrates on development and land use issues of national significance, indicating areas of major opportunities and change, highlighting areas that need protecting and enhancing and helping to co-ordinate the delivery of Welsh Government policies to maximise positive outcomes.

Policy 1 - Where Wales Will Grow

Policy 2 - Shaping Urban Growth and Regeneration - Strategic Placemaking

Policy 9 - Resilient Ecological Networks and Green Infrastructure

5.2 PLANNING POLICY WALES (EDITION 12) 2024

3.3 - Good design is fundamental to creating sustainable places where people want to live, work and socialise.

3.4 - Meeting the objectives of good design should be the aim of all those involved in the development process and should be applied to all development proposals at all scales.

5.3 NEWPORT LOCAL DEVELOPMENT PLAN (2011-2026)

The following policies of the Newport Local Development Plan 2011 – 2026 (Adopted January 2015) are considered relevant to this proposal:

- SP1 Sustainability: seeks to ensure the development takes into account sustainable development principles.
- SP12 Community Facilities: Development that affects existing community facilities should be designed to retail or enhance essential facilities.
- SP13 Planning Obligations: Proposals of this scale will be required to provide or make contributions to infrastructure.
- SP18 Urban Regeneration: Proposals will be favoured which assist in the regeneration of the urban area.
- GP1 General Development Principles – Climate Change: This policy seeks to ensure that the development is to withstand climate change over the lifetime of the development.
- GP2 General Development Principles – General Amenity: There is to be no significant adverse effect on the amenity of the existing or new community.
- GP4 General Development Principles – Highways and Accessibility: The proposal must not detrimentally affect the highway capacity. There must be adequate public access and any new roads must be compliant with the Councils design scheme.
- GP5 General Development Principles – Protection of the Natural Environment.
- GP6 General Development Principles – Quality of Design. Good quality design will be sought in all forms of development. The aim is to create a safe, accessible, attractive and convenient environment.
- GP7 General Development Principles – Environmental Protection and Public Health: This policy seeks to ensure that there is no unacceptable harm to health from a development.
- H1 Housing Sites: Allocates the site for 10 dwellings.
- T4 Parking: This policy requires adequate level of parking to ensure there is no detrimental impact on the new site or existing community.
- CF12 Protection of Existing Community Facilities: Outlines that proposals that would result in the loss or change of use of buildings currently used for community facilities will only be permitted if:
 - Alternative provision can be made, of at least an equal benefit to the local population; or
 - It can be demonstrated that the existing provision is surplus to the needs of the community.
- CF8 Tourism – outlines that new and improved tourism related development, including hotel and other visitor accommodation in the countryside will be permitted, particularly where regeneration objectives will be complemented.

5.4 SUPPLEMENTARY PLANNING GUIDANCE:

- Parking Standards SPG
- Waste Storage and Collection SPG
- Air Quality SPG
- Sustainable Travel SPG

6. CONSULTATION RESPONSES

- 6.1 GWENT POLICE: From examining the crime/incident data, I am satisfied that the proposed development location is not in a high crime or vulnerable location. There are no crime trends or patterns affecting the area and any reported calls appear to be one off isolated incidents. I can confirm that the current call volume and demand from the area is not having a detrimental effect on Policing or the community within the location. At this time, I do not have any clear objections to the application based on the current crime/incident rate and demand on policing and the community within.
- 6.2 CAERLEON CIVIC SOCIETY: Caerleon Civic Society has no further comments to make on this application.
- 6.3 DWR CYMRU WELSH WATER: We can confirm capacity exists within the public sewerage network in order to receive the domestic foul only flows from the proposed development site. We recommend that the existing private drainage on site should be utilised to avoid any new direct connection to the public sewerage system. Notwithstanding this, we would request that if you are minded to grant Planning Consent for the above development that the Conditions and Advisory Notes listed below are included within the consent to ensure no detriment to existing residents or the environment and to Dwr Cymru Welsh Water's assets.
- Condition
No surface water from any increase in the roof area of the building /or impermeable surfaces within its curtilage shall be allowed to drain directly or indirectly to the public sewerage system.
Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment.
- 6.4 HOUSING MANAGER: The planning application to change the use of Roman House to a hostel, and to increase the number of bedrooms is welcome. This accommodation is used by NCC for the temporary placement of homeless households. There is a need to provide good quality temporary accommodation, in different areas of the city, to alleviate pressure on services and budgets. The addition of a new reception area, office, meeting space and communal living spaces are welcome additions that will benefit residents and support good management of the scheme. The bedrooms are of an adequate size and all benefit from en suite facility. From experience, we are aware that only a small percentage of homeless households are car owners, which will limit the impact on parking issues. If all rooms were fully occupied, with two or more occupants, there may be concerns regarding the size of the communal living space. However, we would anticipate that this would be unlikely.
- 6.5 ENVIRONMENTAL HEALTH OFFICER: Based on the review of the previously submitted noise assessment; the following conditions would be recommended;

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

Development/Construction Hours

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

Noise Insulation

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

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

Glazing & Ventilation

Prior to first occupation, glazing and ventilation including acoustically insulated trickle vent specification shall be implemented in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be retained thereafter in perpetuity.

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

Waste storage and Recycling

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

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

6.6 WASTE MANAGER: We anticipate a requirement for trade waste and recycling.

6.7 FIRE OFFICER: No response.

6.8 HIGHWAYS OFFICER: No objection, subject to conditions. The application will rely on parking on the opposite side of the street, for staff parking. Residents are not expected to have cars. We note that the site has been used in the same way for the past 12 months and there have been no parking issues reported. We would therefore conclude that parking is appropriately provided for. We still have some concerns regarding refuse management and inconsistencies in the plan so would request that, notwithstanding the submitted plan, a condition for a refuse management plan is applied.

7. PUBLIC REPRESENTATIONS

7.1 NEIGHBOURS: All properties within 50m radius were consulted (32no. properties) and a site notice was displayed on 21st February 2025. A number of comments were received from neighbours as summarised below.

Objections include:

- Concerns in relation to inadequate parking provision and highways safety.
- Concerns in relation to noise, disruption, waste and anti-social behaviour.
- Concerns in relation to the effect on the environment and character of the neighbourhood.
- Concerns in relation to the impact of construction (dust, noise etc).
- Concerns regarding who will be housed at the property.
- Concerns regarding children's safety when walking to school.
- Impact upon local services and facilities.
- Loss of 'community feel'.
- Effect on property values.
- Loss of tourism due to loss of restaurant.
- Concerns regarding long term management of the premises.
- Lack of income generated by income tax payments as opposed to conversion to flats.
- Concerns regarding amenity for those who will utilise the hostel.
- Concerns regarding fire escape access onto adjoining land.
- Queries regarding site ownership.

Comments in support of the scheme include:

- Provides much needed accommodation for those whom need help to get back on their feet.
- Building is kept tidy and no disturbance or negative impact to the area.
- Homelessness is a rising problem that needs tackling.
- 'It makes perfect sense to repurpose an existing building to provide much-needed shelter and support for those in need. Rather than letting the hotel sit empty, this project would give it a new purpose, offering people a safe place to stay and access to help when they need it most.'
- 'I believe now more than ever, each town should be pulling together to provide a small percentage of its unused buildings / space for affordable and emergency living.'

7.2 COUNCILLORS: Councillors Jason Hughes, Claire Baker-Westhead and Steve Cocks were consulted and the following comments were received.

- After discussing the application with residents and officers and undertaking robust scrutiny of the application we are satisfied that any concerns we may have had have been mitigated to a satisfactory conclusion and any outstanding issues are now specifically to do with planning issues which we are happy to see delegated to planning officers noting their expertise.

8. **ASSESSMENT**

Principle of the Proposed Development

- 8.1 The proposal comprises the re-use of an existing building that is located within the urban boundary and within a sustainable location. A Spar shop is located a short walk from the site.
- 8.2 It should be clarified that this application is for a proposed hostel use with the intention of it being managed by the applicant Mid Point Homes and utilised by the Council's Housing Team through separate agreement. The application is not for a House in Multiple Occupation in planning terms and therefore policy H8 (and the HMO SPG by association) is not directly applicable in this instance.
- 8.3 There is case law on whether a proposed use constitutes a hostel or a HMO but this is determined on a fact and degree basis. In 1985, in the High Court judgement in the case of *Panayi v SoS for the Environment and Hackney LBC*, it was argued that the presence and use of some of the features below combined were sufficient to distinguish the use of the premises as that of a hostel:
 - The presence of dormitories and/or communal or shared facilities

- The use of the premises in accomodating specific categories of people e.g the young, or homeless
- Whether the premises are serviced and/or supervised
- Whether payment is made by the Local Authority
- Whether payment is on a nightly basis
- Whether the residents are transient in the sense that they are placed in the accomodation whilst awaiting accommodation elsewhere
- The requirement of fire or safety certificates indicating the type of usage
- The display of such notices or other indicators which may indicate the type of usage e.g fire certificates, public fire notices for use by staff and guests.

- 8.4 The proposal would operate as a traditional hostel for short stay terms including shared facilities for occupiers, which in this case would be placed by the Local Authority with management / CCTV supervision.
- 8.5 Allied to this, the Council's Licensing team has reviewed the proposal and confirmed that the use is not a HMO for Licensing purposes. On the basis of the above the application has been described as and determined to be a Hostel. This is a sui generis use for the purposes of the Town and Country Planning (Use Classes Order) 1987 (as amended) and does not benefit from any permitted development rights to change to alternative uses.
- 8.6 The site is allocated for residential development under policy H1(31) of the adopted Newport Local Development Plan 2011-2026. Whilst the proposed development would not be class C3 use, it would provide a form of residential accomodation. In addition, the proposal comprises the re-use of an existing building within the urban boundary, that is currently underused and in poor condition and is situated in a sustainable location. The principle of the proposed development is therefore considered acceptable in accordance with policy SP1, subject to other material planning considerations. The building has been used as a hotel with a restaurant/bar on part of the ground floor. The local authority were previously advised that the restaurant business had been closed for a period of time due to a lack of demand in this location. Whilst the premises previously provided bar and restaurant facilities, it did not appear to provide essential facilities for the community. It did not provide a focus for local activity or community engagement provision for local people in an area that is otherwise poorly served by such opportunities, and various businesses have operated from the site with several periods of closure. In addition, Caerleon itself is well served by uses including bars and restaurants, church, town hall, shops and other services and therefore it is not considered that the loss of this particular building to the community as a restaurant/bar operation would result in demonstrable harm to essential facilities. The proposal is therefore considered to accord with policy SP12 and CF12.
- 8.7 The site has previously provided at least 10 hotel rooms to support the local tourism industry. Tourism is an important economic activity in the Newport area with Caerleon being a particular focal point. The area does benefit from a large range of alternative tourism accommodation including, for example, the Celtic Manor Resort, the Priory, the Bull Inn and various Air BnB sites. The site has been closed for a prolonged period and whilst new tourism accommodation opportunities are supported by Policy CF8 of the adopted LDP, the loss of such accommodation is not subject to any direct policy considerations in the Plan. In this case, it is considered that the number of rooms previously offered is relatively small scale and a good range of alternative provision is available in the local area such that the impact on the wider tourism industry in the locality will not be demonstrably harmed by this proposal.

Design and Amenity

- 8.8 PPW12 makes it clear that good design is fundamental to creating sustainable places where people want to live, work and socialise. In addition, policy GP2 requires development to not have a significant adverse effect on local amenity, not be detrimental to visual amenities of nearby occupiers or the character or appearance of the surrounding area and to provide adequate amenity for future occupiers.

8.9 The proposed hostel is intended to be managed by the applicant and utilised by the Council's Housing Team to accommodate residents requiring temporary and short term housing. The tenants are of all ages, vulnerable, local individuals, sometimes with young children who have been made homeless. The proposed room sizes range from a single to a family room and are allocated accordingly. Each bedroom has an en-suite to ensure that every resident has their own private washing facilities. The length of tenancy depends on the circumstances of the tenant, but it ranges from nightly stays to monthly. The submitted layout demonstrates that room sizes will vary from 10sqm to 18sqm. Whilst there is no adopted planning guidance on acceptability of bedroom sizes for hostels, it is considered that each room should have at least one window that would provide a reasonable level of outlook, natural light and ventilation. Whilst not strictly relevant, as a reference and a guide in terms of room size, the HMO License standards state a single bedroom should have a minimum size of 6.5sqm and a double should be 10.22sqm. All of the hostel bedrooms exceed this and sizes of rooms on the whole are acceptable. A large communal sitting/dining room, a kitchen and laundry are proposed at ground floor with another kitchen at first floor. These spaces are important as ensure bedrooms are reserved as private spaces for occupiers and there is no need to travel off site to cook or do laundry, thereby offering tenants the basic expectations of being able to eat and cook for themselves and clean clothes etc on site. This potentially facilitates communal interactions amongst tenants and associated support within the hostel environment. There is limited external space provided on site that would directly serve occupiers, however the proposal is intended to provide short term accommodation for those in need and with no other place to live and the site is located within a reasonable walking distance of existing open space off College Glade with opportunities to walk within the wider area and into the central area of Caerleon. Overall, taking into account the room sizes and layout of the hostel accommodation, it is considered to offer an acceptable standard and amenity for its occupiers. The Council's Housing Officer is supportive of the scheme. It is proposed to phase the construction of the scheme as follows:

Phase 1 – construction of the reception area, office and meeting room.

Phase 2 – construction of all bedrooms and communal areas including the cycle store, refuse store, lounge, kitchen and laundry rooms on the ground floor.

Phase 3 – construction/refurbishment of rooms 10-17 on the first floor.

Phase 4 – construction/refurbishment of rooms 18-21 and provision of the second kitchen area on the first floor.

The works to the communal areas on the ground floor will therefore be completed prior to phase 3 work to the first floor and associated occupation of these rooms.

8.10 With regards to the impact on neighbouring properties, there would be no external alterations that would adversely impact neighbouring amenity. The proposed bedrooms at first floor level would utilise existing windows and would continue to have a similar use to the existing hotel. Whilst 3no. new windows are proposed at ground floor level in the south east elevation, these would look out onto a small alleyway to the side of the building and would not result in a loss of privacy in respect of the neighbouring property (Rising Sun Gardens). In addition, the new bedrooms at ground floor level would look out onto Ponthir Road.

8.11 A number of concerns received relate to the intensification of the use of the property and the potential transient nature of this use, along with the impacts this would have on residential amenity by way of increased refuse, parking issues and general noise and disturbance as well as anti-social behaviour. At the time of writing the hostel has been in use for 12 months. Having checked Environmental Health records there are no reported issues at this property and the Police have not raised any objections to the proposal having regard to crime or incident reporting that would include the period the property has been in use as a hostel. The property is managed by the applicant on behalf of the Local Authority and it is the Local Authority who places occupants at the premises. The Council's Housing Officer welcomes the proposal and has experience and knowledge of the hostel use to date. The Council currently has control over who is placed at the property and how it is managed via separate agreement with the applicant/owner. It is possible that poor management of hostel and similar premises can lead to poor review of placements and occupants that are ill suited to the premises, other occupants or the location generally.

Hostels can give rise to perceived impacts and fear of anti social behaviour and similar negative impacts on residential amenity. In this case, the property is already operating in part as a hostel. Such uses offer opportunities to avoid homeless people moving to the street with the intrinsic risks associated with rough sleeping to both the homeless person and the wider community. There is no dispute that such accommodation is a valuable part of the housing provision as makes rooms available for short term periods whilst longer term accommodation is found. It is an important part of what is effectively a stepped process to ensuring homeless people do not resort to rough sleeping and facilitates the preservation of safety, dignity and wellbeing for those that do find themselves homeless for any reason. In this case any fear of anti social behaviour or crime generally is not supported by the comments of Gwent Police and incident reporting in the local area. As outlined above, the hostel is staffed during the day and has a strict curfew in place which locks the building past 10pm. CCTV is also in place and active throughout the day and night. The site appears to be well managed with protocols in place should occupiers not adhere to house rules. This application is supported by a management plan that provides detailed information on such issues as security, cleaning, parking, house rules and maintenance. Whilst there are rear doors to the property at present, these function as secondary/emergency exits and the main entrance is via the Ponthir Road and through a dedicated reception area that is staffed when the hostel is open to access. Impact on neighbouring residential amenity and the character of the area is considered to be limited and the re-use of the property and associated works have merit to be afforded weight. The provision of managed accommodation of this type is needed and integral to the effective operation of the housing system and care of those in need or made vulnerable through homelessness. Effective management of such accommodation is important to prevent risks to both occupiers and the wider community and officers are mindful that the proposed use has significant merit but that this must also be suitably conditioned to ensure it is delivered effectively and subsequently managed in accordance with the details provided with this application. Conditions relating to the implementation and adherence to the submitted management plan, implementation in accordance with the phasing plan (to ensure the refurbishment of rooms is undertaken in a logical manner with increased room numbers delivered alongside the completion of associated communal areas within the building), limitation of maximum occupancy levels and room numbers as per the details provided and provision and retention of parking are all matters that can be controlled via planning conditions.

- 8.12 A bin store is shown on the plans to be located on the ground floor of the building, accessed from the front elevation. The applicant has confirmed that waste will be presented to the front of the building for collection by staff on the relevant day. Implementation and management of the bin store can be secured via condition.

Highways Safety and Parking

- 8.13 The existing building has a lawful use as a restaurant and hotel. It is understood that the floorspace of the restaurant is 123sqm, therefore, in accordance with the Parking SPG, this has a requirement for 17 parking spaces plus 1 commercial vehicle space and 2 spaces for staff (on the assumption of no more than 6 staff in attendance at any one time). The hotel element had up to 15no. rooms which would require a further 15 spaces. This equates to a total of 35 spaces.
- 8.14 The Council's adopted Parking Standards for a hostel in Parking Zones 2 to 6 is 1no. space per resident staff and 1no. space per 3 non resident staff. Based on the information that has been provided by the applicant there would be up to two non-resident staff serving the property and in accordance with the parking standards the hostel would generate a parking demand of 1no. space. Whilst part of the car park opposite the building is subject to an application for 3no. townhouses as outlined above, an area of the car park has been retained for use in conjunction with the existing building. 6no. spaces are shown on the proposed plans as dedicated to the proposed hostel use, however this area can accommodate up to 12no. spaces and therefore is more than sufficient to accommodate the required parking demand.
- 8.15 A cycle store is shown on the plans to be located on the ground floor of the building, accessed from the front elevation (which would accommodate 14no. bicycles). Implementation of this store can be secured via condition. On this basis the proposed

development is considered acceptable in accordance with policies T4 and GP4.

Landscape and Ecology

- 8.16 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 SP9 of the LDP supports this and states that proposals will be expected to maintain, protect and enhance ecological networks and features of importance for biodiversity. Whilst the applicant has not indicated any measures as part of the application, it is considered reasonable and necessary in this instance to secure a scheme of biodiversity enhancement measures to ensure that a net benefit is provided to biodiversity as part of the application. These measures can be secured via condition.
- 8.17 In addition, in accordance with Chapter 6 of PPW 12 due regard has been given to the fact that the application should be accompanied by a Green Infrastructure Statement, however given the nature of the existing site and scale of the development proposed it is not considered proportionate to request one in this instance.

Air Quality

- 8.18 The site is located within the Caerleon Air Quality Buffer Zone however given the scale and nature of the proposal it is not considered that the proposed development would have a significant impact upon air quality or give rise to demonstrable increase in vehicular traffic over and above the lawful or previous use.

Noise

- 8.19 Due to the location of the site on a busy road a noise assessment has been submitted with the application. The Environmental Health Officer has reviewed this assessment and has confirmed that the outcomes and recommended mitigation measures will achieve satisfactory internal acoustic environments within the units. Therefore, subject to the implementation of these measures, which can be secured via condition, the proposal is considered to be acceptable in relation to noise. Whilst a CEMP has also been requested, the refurbishment works are internal and it is not considered reasonable or necessary to require such details when other controls are in place to mitigate any undue impacts.

Other Matters

- 8.20 A number of issues that have been raised within the objections received by local residents relate to the perception of hostels and who the occupants would be, that the proposal would devalue house prices within the vicinity, and concerns surrounding the existing circumstances of the property which has apparently been used in conjunction with crime and having experienced issues of anti-social behaviour. The personal details of future occupants of a hostel are private interest matters and not ordinarily material considerations for planning. Similarly, property values are ordinarily a private matter and not a point of public interest applicable to the planning consideration. Whilst the scope of material considerations is wide, in this case these issues are not considered material to the evaluation. Issues of crime and disorder or fears of such matters have been discussed elsewhere in this report and are capable of being material considerations in planning terms. However, such fears must be objectively justified, the fear have a reasonable basis and it must relate to the use not just assumptions relating to the character of future occupants for example. Gwent Police have advised that the location is not currently being affected by any significant ongoing crime trends or patterns and they offer no objection to the change of use. Letters of support have also been received for the proposal. In this case there is clearly no compelling evidence to support objections put forward that criminal or anti social behaviour activity is or will be prevalent, or those living at the site do or would pose a significantly higher risk compared to any other residential premises or the previous use of site as a hotel and restaurant/bar. As set out in this report, there is an argument that such a use would prevent crime and disorder by housing those that otherwise may be forced to sleep rough with associated risks. Concerns for the effectiveness of long term

management are reasonable and conditions are necessary to ensure the ongoing management of the site and limitations of occupancy density for example.

- 8.21 Issues raised in relation to site ownership and access over third party land have been considered. The applicant is satisfied that the red line boundary is consistent with ownership in Title and access over third party land is not necessary for the proposed use to function.

9. OTHER CONSIDERATIONS

9.1 *Crime and Disorder Act 1998*

Section 17(1) of the Crime and Disorder Act 1998 imposes a duty on the Local Authority to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area. This duty has been considered in the evaluation of this application. It is considered that there would be no significant or unacceptable increase in crime and disorder as a result of the proposed decision.

9.2 *Equality Act 2010*

The Equality Act 2010 identifies a number of 'protected characteristics', namely age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation; marriage and civil partnership.

- 9.3 Having due regard to advancing equality involves:

- removing or minimising disadvantages suffered by people due to their protected characteristics;
- taking steps to meet the needs of people from protected groups where these differ from the need of other people; and
- encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

- 9.4 The above duty has been given due consideration in the determination of this application. It is considered that there would be no significant or unacceptable impact upon persons who share a protected characteristic, over and above any other person, as a result of the proposed decision.

9.5 *Planning (Wales) Act 2015 (Welsh language)*

Section 31 of the Act clarifies that impacts on the Welsh language may be a consideration when taking decisions on applications for planning permission so far as it is material to the application. This duty has been given due consideration in the determination of this application. It is considered that there would be no material effect upon the use of the Welsh language in Newport as a result of the proposed decision.

9.6 *Newport's Well-Being Plan 2018-23*

The Wellbeing of Future Generations (Wales) Act 2015 imposes a duty on public bodies to carry out sustainable development in accordance with the sustainable development principle to act in a manner which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. This duty has been considered during the preparation of Newport's Well-Being Plan 2018-23, which was signed off on 1 May 2018. The duty imposed by the Act together with the goals and objectives of Newport's Well-Being Plan 2018-23 have been considered in the evaluation of this application. It is considered that there would be no significant or unacceptable impact upon the achievement of wellbeing objectives as a result of the proposed decision.

10. CONCLUSION

- 10.1 The proposed development is considered acceptable in accordance with the relevant policies of the Newport Local Development Plan 2011-2026.

11. DECISION

GRANTED WITH CONDITIONS

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

PL05 – PROPOSED GROUND FLOOR PLAN
PL06 - A3 - PROPOSED FIRST FLOOR PLAN - REV B
PL07 - A3 - PROPOSED FRONT AND SIDE ELEVATIONS - REV B
PL08 - A3 - PROPOSED REAR AND SIDE ELEVATIONS - REV A
OS02 - A3 - PROPOSED PARKING PLAN

Phasing Plan (received 14/05/2025)
Noise Assessment (received 03/04/2025)
Management Plan (received 13/02/2025)

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 development (other than works set out as phase 1) as outlined in the Phasing Plan (received 14/05/2025), a scheme of Biodiversity Enhancement Measure(s) and an Implementation Timetable shall be submitted to and approved in writing by the Local Planning Authority. The Biodiversity Enhancement Measure(s) shall thereafter be undertaken in accordance with the approved scheme and Implementation Timetable and retained thereafter for the lifetime of the development.

Reason: In the interests of biodiversity and to provide a net benefit to biodiversity in accordance with Policy 9 of Future Wales and policies SP9 and GP5 of the Newport Local Development Plan 2011-2026.

Pre-occupation conditions

03 The mitigation measures outlined in the approved Noise Assessment (received 03/04/2025) shall be implemented in full prior to the occupation of any bedroom such mitigation works relate to and shall be retained thereafter for the lifetime of the development.

Reason: In the interests of amenity in accordance with policy GP2.

04 Prior to the occupation of bedrooms 01, 02 and 03, the lean to structure to the south west elevation of the building shall be demolished, all repair works to this part of the building shall be completed and the new windows in the south west elevation at ground floor level shall be implemented in accordance with the details shown on PL05 – PROPOSED GROUND FLOOR PLAN and retained as such for the lifetime of the development.

Reason: In the interests of amenity in accordance with Policy GP2.

General conditions

05 The cycle store and refuse area as shown on Drawing PL05 – PROPOSED GROUND FLOOR PLAN shall remain available for their respective use at all times.

Reason: In the interests of sustainability and so that sufficient refuse storage is available on site in accordance with Policy GP2 and W3 of the Newport Local Development Plan 2011-2026 (adopted January 2015).

06 The hostel hereby approved shall contain no more than 36 bedspaces and 21 bedrooms and there shall be no more than 22 bedspaces occupied at any one time on the first floor and no more than 14 bedspaces occupied at any one time on the ground floor. No rooms shall be subdivided at any time.

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

07 The off street parking shown on Drawing No. OS02 - A3 - PROPOSED PARKING PLAN shall be kept available for access by, and the parking of, vehicles at all times.

Reason: In the interests of highway safety in accordance with Policy GP4 of the Newport

08 The hostel use hereby approved shall be managed in accordance with the management and maintenance measures as set out within the approved Management Plan (received 13/02/2025) at all times. The building will be staffed during the hours of 07:00 to 22:00 Monday-Sunday. The building shall be locked during the hours of 22:00 to 07:00 Monday-Sunday with no access permitted during this time unless in the event of an emergency.

Reason: To ensure the property is managed and maintained in a satisfactory manner and to ensure the acceptable residential amenity of its occupiers and neighbouring properties in accordance with Policy GP4 of the Newport Local Development Plan 2011-2026 (adopted January 2015).

09 The development hereby approved shall be undertaken fully in accordance with the approved Phasing Plan (received 14/05/2025) and proceed sequentially in accordance with the Plan. No bedroom shall be occupied in any phase until the kitchen and communal spaces in that phase (where indicated) are complete and available for use by occupiers. There shall be no occupation of the first floor after 12 months of the date of this permission unless in accordance with the approved plans and no occupation of the ground floor at all unless in accordance with the approved plans.

Reason: In order to ensure that communal spaces are provided for the benefit of the amenity of future occupants in accordance with Policy GP2 and to ensure the development is undertaken in a timely manner.

10 This permission does not include any works to alter the access to the parking area off Ponthir Road.

Reason: In the interest of visual amenity and highway safety.

NOTE TO APPLICANT

01 This decision relates to plan Nos:

OS01 - A3 - SITE LOCATION PLANS Rev E
PL01 – EXISTING GROUND FLOOR PLANS
PL02 - A3 - EXISTING FIRST FLOOR PLANS – REV A
PL03 – EXISTING FRONT AND SIDE ELEVATIONS
PL04 – EXISTING REAR AND SIDE ELEVATIONS
PL05 – PROPOSED GROUND FLOOR PLAN
PL06 - A3 - PROPOSED FIRST FLOOR PLAN - REV B
PL07 - A3 - PROPOSED FRONT AND SIDE ELEVATIONS - REV B
PL08 - A3 - PROPOSED REAR AND SIDE ELEVATIONS - REV A
OS02 - A3 - PROPOSED PARKING PLAN

Phasing Plan (received 14/05/2025)

Noise Assessment (received 03/04/2025)

Management Plan (received 13/02/2025)

02 The development plan for Newport is the Newport Local Development Plan 2011 – 2026 (Adopted January 2015). Policies SP1, GP2, GP4, GP7, W3 and T4 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 The applicant may need to apply to Dwr Cymru / Welsh Water for any connection to the public sewer under S106 of the Water Industry Act 1991. If the connection to the public sewer network is either via a lateral drain (i.e. a drain which extends beyond the connecting property boundary) or via a new sewer (i.e. serves more than one property), it is now a mandatory requirement to first enter into a Section 104 Adoption Agreement (Water Industry Act 1991). The design of the sewers and lateral drains must also conform to the Welsh Ministers Standards for Gravity Foul Sewers and Lateral Drains, and conform with the publication "Sewers for Adoption"- 7th Edition. Further information can be obtained via

the Developer Services pages of www.dwrcymru.com

The applicant is also advised that some public sewers and lateral drains may not be recorded on our maps of public sewers because they were originally privately owned and were transferred into public ownership by nature of the Water Industry (Schemes for Adoption of Private Sewers) Regulations 2011. The presence of such assets may affect the proposal. In order to assist us in dealing with the proposal the applicant may contact Dwr Cymru Welsh Water to establish the location and status of the apparatus. Under the Water Industry Act 1991 Dwr Cymru Welsh Water has rights of access to its apparatus at all times.