

Delegated Decision Report

Application No:	26/0308	Statutory Period Expires:	12nd June 2026
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Site:	University Of Wales College Newport College Crescent Caerleon Newport South Wales		
Proposal:	<i>PARTIAL DISCHARGE OF CONDITIONS 13 (RADIATORS) AND 19 (LIFT) OF 23/0683 S19 APPLICATION TO VARY CONDITION 1 (APPROVED PLANS) IN RESPECT OF 21/0294 VARIATION OF CONDITIONS 1 (APPROVED PLANS), 4 (DETAILED SCHEDULE OF WORKS), 8 (WALLS AND SPACES TO BE MADE GOOD) AND 9 (DETAILED STRUCTURAL ENGINEERING REPORT) OF LISTED BUILDING CONSENT 17/0782 FOR THE PARTIAL DEMOLITION, REFURBISHMENT AND CONVERSION OF A) MAIN BUILDING TO 42NO. FLATS, B) TJ WEBLY BUILDING TO 2NO. DWELLINGS AND C) TY HYWEL BUILDING TO 2NO. DWELLINGS (1NO. FLAT AND 1NO. HOUSE); DEMOLITION OF BUILDINGS ATTACHED TO THE MAIN BUILDING, REMOVAL OF EXISTING GATES ON LISTED PIERS AND CONSTRUCTION OF LEVEL PEDESTRIAN ACCESS BETWEEN RETAINED GATE PIERS. AMENDMENTS INCLUDE CHANGES TO GENERAL LAYOUT AND ELEVATIONS</i>		
Applicant:	G Sullivan		
Type:	Discharge Conditions	Ward:	Caerleon
Decision:	Approved		

1. BACKGROUND

- 1.1 This application relates to details reserved by conditions 13 and 19 of permission 23/0683. Specifically, the installation of heating services to both the Caretaker's/Gardener's Lodge (Cadw asset ref: 87727) and the Principal's Residence (Cadw asset ref: 87726), and details regarding installation of the new passenger lift (associated with staircase 2) within the main teaching block (Cadw ref: 87729).
- 1.2 Previous application for the same (made under 25/1081) was refused, for the reason that: *"Insufficient details have been provided and the requirements of the 2no. conditions have not been met."*

2. SITE LOCATION AND CONTEXT

- 2.1 The site in question was formerly Caerleon Teacher Training College. The main teaching block is listed at Grade II for its special architectural interest: as a well-preserved example of early C20 educational architecture, a teacher training college of fine quality and character. Its form and appearance reflect the functions of the College and the requirements of teacher training during this period. The other buildings in question are also listed at Grade II. All are considered to have group value. In more recent years the site was occupied by the University of South Wales, with various extensions added to the buildings to accommodate educational and student living space. Further to the University's decision to close the site, planning permission was granted for its redevelopment for residential use. A single housebuilder is currently developing the new build elements of the approved scheme, whilst the heritage buildings are being converted by a separate developer.
- 2.2 This is an expansive site in elevated position, accessed from both College Crescent and Lodge Road. The principal listed building and its ancillary (separately listed) buildings are integral parts of the wider site, forming key focus at the heart of the new residential development. Permission for the residential conversion of the listed buildings has been given and is extant. Listed building consent for the scheme proposed as part of this application has been granted. Consequently, this submission will consider the acceptability of the details submitted to partially discharge specified conditions of the Listed Building Consent.

3. DESCRIPTION OF DEVELOPMENT

- 3.1 This application seeks to discharge Conditions 13 and 19 associated with 23/0683 (which was, in turn, a Section 19 application to revise Listed Building Consent 17/0782). The relevant conditions are as follows:

Condition 13

The strategy for existing and proposed radiators to serve the main teaching block shall be undertaken in accordance with details approved pursuant to LPA reference 22/1150. Full details of the radiator strategy for the Principal's and Caretaker's residences shall be submitted to and approved in writing by the Local Planning Authority prior to any new radiators being installed or existing radiators relocated. The works shall be undertaken in accordance with the approved details.

Reason: In the interest of safeguarding the special character of the Listed Buildings.

Scope of works is confirmed as stripping out all existing modern radiators and pipework, making good any areas of damage and adding new radiators (specifications and proposed locations to developer design specification). Drawings and photos of the existing radiator locations are provided for the Principal and Caretakers residences, with specification for proposed replacement installations now provided.

Condition 19

Full details of the new 4 person lift shall be submitted to and approved in writing by the Local Planning Authority and include clear sectional details and relationship to the existing stairwell and method of installation. The lift shall thereafter be installed in accordance with the details approved. The 8 Person lift and subsequent window treatment to the lift void shall be undertaken in accordance with details approved pursuant to LPA reference 22/1150.

Reason: In the interest of safeguarding the special character of the Listed Building.

Details provided include numerous drawings showing sections of the lift and associated stairwell and proposed floor and elevation plans.

4. RELEVANT SITE HISTORY

App Number	Proposal	Decision	Decision Date
17/0782	LISTED BUILDING CONSENT FOR THE PARTIAL DEMOLITION, REFURBISHMENT AND CONVERSION OF MAIN BUILDING TO 42NO. FLATS, B) TJ WEBLY BUILDING TO 2NO. DWELLINGS AND C) TY HYWEL BUILDING TO 2NO. DWELLINGS (1NO. FLAT AND 1NO. HOUSE); DEMOLITION OF BUILDINGS ATTACHED TO THE MAIN BUILDING, REMOVAL OF EXISTING GATES ON LISTED PIERS AND CONSTRUCTION OF LEVEL PEDESTRIAN BETWEEN RETAINED GATE PIERS	Granted with Conditions	21/11/18
21/0294	VARIATION OF CONDITIONS 1 (APPROVED PLANS), 4 (DETAILED SCHEDULE OF WORKS), 8 (WALLS AND SPACES TO BE MADE GOOD) AND 9 (DETAILED STRUCTURAL ENGINEERING REPORT) OF LISTED BUILDING CONSENT 17/0782 FOR THE PARTIAL DEMOLITION, REFURBISHMENT AND CONVERSION OF A) MAIN BUILDING TO 42NO. FLATS, B) TJ WEBLY BUILDING TO 2NO. DWELLINGS	Granted with conditions	24/6/21

	AND C) TY HYWEL BUILDING TO 2NO. DWELLINGS (1NO. FLAT AND 1NO. HOUSE); DEMOLITION OF BUILDINGS ATTACHED TO THE MAIN BUILDING, REMOVAL OF EXISTING GATES ON LISTED PIERS AND CONSTRUCTION OF LEVEL PEDESTRIAN ACCESS BETWEEN RETAINED GATE PIERS		
23/0683	S19 APPLICATION TO VARY CONDITION 1 (APPROVED PLANS) IN RESPECT OF 21/0294 VARIATION OF CONDITIONS 1 (APPROVED PLANS), 4 (DETAILED SCHEDULE OF WORKS), 8 (WALLS AND SPACES TO BE MADE GOOD) AND 9 (DETAILED STRUCTURAL ENGINEERING REPORT) OF LISTED BUILDING CONSENT 17/0782 FOR THE PARTIAL DEMOLITION, REFURBISHMENT AND CONVERSION OF A) MAIN BUILDING TO 42NO. FLATS, B) TJ WEBLY BUILDING TO 2NO. DWELLINGS AND C) TY HYWEL BUILDING TO 2NO. DWELLINGS (1NO. FLAT AND 1NO. HOUSE); DEMOLITION OF BUILDINGS ATTACHED TO THE MAIN BUILDING, REMOVAL OF EXISTING GATES ON LISTED PIERS AND CONSTRUCTION OF LEVEL PEDESTRIAN ACCESS BETWEEN RETAINED GATE PIERS. AMENDMENTS INCLUDE CHANGES TO GENERAL LAYOUT AND ELEVATIONS	Granted with conditions	12/06/24
23/0666	CONVERSION OF FORMER GYMNASIUM BUILDING INTO 2 NO. TWO BEDROOM APARTMENTS AND ASSOCIATED WORKS	Granted with conditions	18/12/23
23/0682	S73 APPLICATION TO VARY CONDITION 1 (APPROVED PLANS) OF 19/1212 PARTIAL DEMOLITION, REFURBISHMENT AND CONVERSION OF MAIN BUILDING TO 44 FLATS, CONVERSION OF TJ WEBLY BUILDING TO 2NO. DWELLINGS, CONVERSION OF TY HYWEL BUILDING TO 2NO. RESIDENTIAL UNITS (1 FLAT AND 1 HOUSE), CONVERSION OF FELTHORPE TO 1NO. DWELLING, DEMOLITION OF OTHER EXISTING BUILDINGS AND CONSTRUCTION OF 170 NO. DWELLINGS, OPEN SPACE, LANDSCAPING, ENGINEERING AND INFRASTRUCTURE WORKS TO INCLUDE RETENTION OF LISTED GATE PIERS. AMENDMENTS INCLUDE CHANGES TO THE GENERAL LAYOUT AND ELEVATIONS	Granted with conditions	21/11/24

5. LEGISLATIVE AND POLICY FRAMEWORK

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 (May 2017).

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).

- 5.7 NEWPORT LOCAL DEVELOPMENT PLAN (2011-2026)

The Newport Local Development Plan 2011-2026 (adopted in January 2015) sets out the relevant planning policies at the local level, insofar as heritage matters are concerned. The adopted plan sets out objective 5, that is:

To ensure that all development or use of land does not adversely affect, and seeks to preserve or enhance, the quality of the historic and built environment.

Thereafter, Strategic Policy SP9: Conservation of the Natural, Historic and Built Environment sets out the local authority's approach, whereby:

The conservation, enhancement and management of recognised sites within the natural, historic and built environment will be sought in all proposals.

6. CONSULTATION RESPONSES

- 6.1 This application has been considered by the Principal Heritage Officer.

7. PUBLIC REPRESENTATIONS

- 7.1 None.

8. ASSESSMENT

- 8.1 Condition 13 requires:

The strategy for existing and proposed radiators to serve the main teaching block shall be undertaken in accordance with details approved pursuant to LPA reference 22/1150. Full details of the radiator strategy for the Principal's and Caretaker's residences shall be submitted to and approved in writing by the Local Planning Authority prior to any new radiators being installed or existing radiators relocated. The works shall be undertaken in accordance with the approved details.

Reason: In the interest of safeguarding the special character of the Listed Buildings.

Drawings indicate that the scope of work now applied for consists of:

- *Stripping out all existing modern type radiators and pipework.*
- *Making good of any damaged areas around the existing radiators.*
- *New radiators spec and proposed locations as to Acorn design specification.*

It is clear from supplied information that the extant radiators to both Principal's Residence (identified as TJ Webley) and the Caretaker's residence (identified as Ty Howell) are modern panel installations of no heritage interest. Details for the proposed radiators and their associated service routes has now been supplied. The new are as traditional Column Radiators which are appropriate to the age and style of the asset, resulting in some enhancement to the character and appearance of these interiors.

- 8.2 Condition 19 requires:

Full details of the new 4 person lift shall be submitted to and approved in writing by the Local Planning Authority and include clear sectional details and relationship to the existing stairwell and method of installation. The lift shall thereafter be installed in accordance with the details approved. The 8 Person lift and subsequent window treatment to the lift void shall be undertaken in accordance with details approved pursuant to LPA reference 22/1150.

Reason: In the interest of safeguarding the special character of the Listed Building.

As identified by the HIA submitted for 23/0683, the principal for and fundamentals of the design for a new staircase in this location was approved under 22/1150 (see Dwg 22.47-EDS-XX-ZZ-DR-PL-(24)03 - New Fire Escape Stairs).

The proposed staircase details now submitted are in line with that previously approved, showing a pared-back and minimalist design which references traditional form (open strings, timber treads, square stick balusters, hardwood handrail) to suit both the classically inspired aesthetic of this building and the secondary nature of the staircase in question. As arranged, it is set away from the existing windows (so as not to impact directly upon them) and, as noted within the report for 22/1150, there is ample historic precedent for (and later examples

of) staircases climbing past windows in such a manner.

It is shown that the lift (and its associated core) can be suitably accommodated within the heart of the new staircase. Specification and finished appearance for the new lift and its associated doors have been supplied. The proposed design approach is considered acceptable, located as it is within the context of the new staircase as described above. It will preserve special interest of the asset.

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 minimizing 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 impact 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 level of information provided is sufficiently detailed and the materials and finishes proposed are considered to preserve the special interest of the Grade II listed asset, pursuant

to Sections 96 and 97 of the Historic Environment (Wales) Act 2023. The conditions may be partially discharged.

11. DECISION

APPROVED

NOTE TO APPLICANT

01 This decision relates to Document Nos:

- Caerleon Campus Redevelopment Site Location Plan, 09/10/19
- Tj Webley - Existing Radiator Locations. House plots 47 & 48. Drawing 22.47-EDS-ZZ-XX-DR-A-(70)50 (Rev.1)
- TY Hywell - Existing Radiator Locations. House plots 47 & 48. Drawing 22.47-EDS-ZZ-XX-DR-A-(70)51 (Rev.1)
- Heating and Plumbing Layout, 7543.3.1 - Plot 45, received 06/05/2026
- Heat Load Report, 7543.3.1 - Plot 45, received 06/05/2026
- Heating and Plumbing Layout, 7543.3.2 - Plot 46, received 06/05/2026
- Heat Load Report, 7543.3.2 - Plot 46, received 06/05/2026
- Heating and Plumbing Layout, 7543.1.2 - Plot 47, received 06/05/2026
- Heat Load Report, 7543.1.2 - Plot 47, received 06/05/2026
- Heating and Plumbing Layout, 7543.1.1 - Plot 48, received 06/05/2026
- Heat Load Report, 7543.1.1 - Plot 48, received 06/05/2026
- Towelrads Windsor Technical Data Sheet: Column Radiators, received 06/05/2026
- Lift 2, Builders Work Details, Caerleon Campus, Newport, Drawing reference: XGB05595LRV, dated 24/11/25
- Orona Finishes Schedule, CAERLEON CAMPUS, NEWPORT, Lift 1 1950836 – 4-Person, received 06/05/2026
- TB - Proposed New Stair 2 and new lift Detail 01, Drawing reference: 22.47-EDS-ZZ-XX-DR-A-(24)06 (Rev.01)
- TB - Proposed New Stair 2 & new lift - External Elevation, Drawing reference: 22.47-EDS-ZZ-XX-DR-A-(24)03 (Rev.01)
- TB - Proposed New Stair 2 and new lift Section 3, Drawing reference: 22.47-EDS-ZZ-XX-DR-A-(24)03 (Rev.01)
- TB - Proposed New Stair 2 and new lift Section 2, Drawing reference: 22.47-EDS-ZZ-XX-DR-A-(24)03 (Rev.02)
- TB - Proposed New Stair 2 and new lift Floor plans, Drawing reference: 22.47-EDS-ZZ-XX-DR-A-(24)01 (Rev.02)

02 Sections 96 and 97 of the Historic Environment (Wales) Act 2023 were relevant to the determination of this application.

03 As consideration of this request did not raise significant additional environmental matters over and above those previously considered as part of the original application, it is considered that the proposals did not need to be screened under the Environmental Impact Assessment Regulations.