

Delegated Decision Report

Application No:	25/1055	Statutory Period Expires:	23rd February 2026
Site:	27 Backhall Street Caerleon Newport NP18 1AR		
Proposal:	PARTIAL DISCHARGE OF CONDITIONS 3 (GLASS PANES SAMPLE), 5 (DOUBLE GLAZED UNITS) AND 6 (WINDOWSILLS) OF 25/0753 LISTED BUILDING CONSENT FOR RENOVATIONS AND ALTERATIONS TO EXISTING PROPERTY		
Applicant:	D. Antsey		
Type:	Discharge Conditions	Ward:	Caerleon
Decision:	Approved		

1. BACKGROUND

- 1.1 Application 25/0753 sought listed building consent for a range of works to Grade II Listed 27 Backhall Street, intended to repair existing fabric, alongside regularisation and restoration of the asset, following works which had previously been undertaken without the benefit of Listed Building Consent. Such works included:
- The rectification of roof details by the removal of bargeboards and reinstatement of verge detail
 - Repairs to leadwork and slates surrounding the eastern chimney stack
 - Introduction a new roof light to the rear roof slope to accommodate a second-floor bedroom
 - Removal of poorly designed and defective render and application of new render to appropriate design and specification
 - Replacement of existing inappropriate glazing to front elevation windows with slimline hand-glazed units featuring appropriate hand-drawn glass
 - Replacement of inappropriate concrete sills to front elevation windows with natural stone
 - Reopening of the existing rear stairway window
 - Adjustment first floor internal partition
 - Completion of works to en-suite bathrooms

This application was approved with conditions on 27/11/2025.

2. SITE LOCATION AND CONTEXT

- 2.1 27 Backhall Street is a Grade II Listed Building (Cadw Ref: 2957). According to the associated list entry:

“Exterior: The building is entirely pebble-dashed presumably over local rubble stone, Welsh slate roof. It is a two storey, single depth building in a range running parallel with the street. It originally had a small rear wing but this is now separated off from it. The ground floor has three windows, two doors and a small shopfront arranged thus W : D : W : W : SF : D. The left hand window is a 6 over 6 pane sash and the other two are 4 over 4 with exposed cases and elliptical heads. The left hand door is 4-panel; the right hand one is a modern part glazed one. The shopfront is a mid C19 small paned one with 8 x 3 panes in a moulded frame which includes the modern door. Six windows above with 4 over 4 sashes and exposed cases; the left hand window is not spaced evenly with the rest. Gable end roof with ridge stack on the left gable.”

The asset is prominently located upon a corner site within Caerleon Conservation Area (CE7) and is within the Archaeological Sensitive Area of Caerleon (CE6).

3. DESCRIPTION OF DEVELOPMENT

- 3.1 This application seeks to discharge Conditions 3, 5 & 6 associated with listed building consent application 25/0753 (see Paragraph 8.1).

4. RELEVANT SITE HISTORY

App Number	Proposal	Decision	Decision Date
25/0753	LISTED BUILDING CONSENT FOR RENOVATIONS AND ALTERATIONS TO EXISTING PROPERTY	Granted with Conditions	27.11.2025
25/0763	INSERTION OF ROOF LIGHT IN REAR ROOF SLOPE, INSERTION OF SECOND FLOOR SIDE WINDOW AND OTHER RENOVATIONS TO INCLUDE WORK TO SILLS, RENDER, VERGE AND ROOF	Granted with Conditions	27.11.2025
12/0010	LISTED BUILDING CONSENT FOR RETENTION OF SINGLE STOREY REAR EXTENSION AND REFURBISHMENT WORKS AND PROPOSED ADDITIONAL RESTORATION WORKS	Refused	22.03.2012
12/0009	RETENTION OF SINGLE STOREY REAR EXTENSION AND REFURBISHMENT WORKS AND PROPOSED ADDITIONAL RESTORATION WORKS	Refused	12.03.2012
10/0081	LISTED BUILDING CONSENT FOR REPLACEMENT OF STAIRCASE AND ASSOCIATED ALTERATIONS	Granted	02.11.2010
02/0634	REBUILDING OF GABLE WALL	Granted with Conditions	17.07.2002
02/0349	LISTED BUILDING CONSENT APPLICATION FOR REBUILDING OF GABLE WALL	Granted with Conditions	16.05.2002
01/0363	PARTIAL DISCHARGE OF CONDITIONS 01(DETAILS OF JOINERY), 02(DETAILS OF INTERNAL DOORS & OTHER FEATURES) & 06(SCHEDULE OF WORKS) OF PLANNING APPROVAL REFERENCES 00/1219/LB & 00/1218/F	Approved	25.05.2001
00/1219	LISTED BUILDING CONSENT APPLICATION FOR ERECTION OF REAR EXTENSION, INTERNAL AND EXTERNAL ALTERATIONS	Granted with Conditions	01.01.2001
00/1218	CHANGE OF USE FROM SHOP TO DOMESTIC DWELLING, ERECTION OF REAR EXTENSION AND EXTERNAL ALTERATIONS	Granted with Conditions	01.01.2001

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 remains, 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 The relevant Conditions are as follows:

3. Prior to the commencement of development, samples of the traditional hand-drawn finish glass panes to be used on the external windows as specified in the approved document 'Design Statement for Listed Building and Conservation Consent' shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out using the approved materials and be retained as such for the lifetime of development.

Reason: To safeguard the special interest of the listed building pursuant to Sections 96 and 97 of the Historic Environment (Wales) Act 2023 and Policies SP9 and CE7 of the Newport Local Development Plan 2011 - 2026 (Adopted January 2015).

5. Prior to the commencement of development, details of the proposed double-glazed units and their means of insertion into existing windows (including any associated joinery alterations required to accommodate them) shall be submitted to and approved in writing by the Local Planning Authority. The development shall be undertaken in accordance with the approved details and retained for the lifetime of development.

Reason: To safeguard the special interest of the listed building pursuant to Sections 96 and 97 of the Historic Environment (Wales) Act 2023 and Policies SP9 and CE7 of the Newport Local Development Plan 2011 - 2026 (Adopted January 2015).

6. Prior to the commencement of development, details of the proposed replacement natural stone windowsills shall be submitted to and approved in writing by the Local Planning Authority. The development shall be undertaken in accordance with the approved details and retained for the lifetime of development.

Reason: To safeguard the special interest of the listed building pursuant to Sections 96 and 97 of the Historic Environment (Wales) Act 2023 and Policies SP9 and CE7 of the Newport Local Development Plan 2011 - 2026 (Adopted January 2015).

- 8.2 10mm 'Histoglass H D10' double-glazed units have been proposed in replacement of the existing, inappropriate glass to the front elevation sash windows. A material sample of the proposed double-glazing units has been seen (see photographic details within file). As shown within drawing SD 1081-04A (Alteration Necessary for Glazing Bar) dated January 2026, this intervention will increase glazing bar rebates by 5mm and thus slightly alter the appearance of visible mouldings to the interior of the window joinery. However, considering the modern construction of the existing windows, no harm to historic fabric will result from these works. Considering also that the proposed units will utilise 'Histoglass' 'Hand Drawn Glass' (as opposed to 'float glass') to the outer pane (which features subtle imperfections of appropriately historic character), a puttied finish to their exterior face (which conceals the minimal black perimeter seals), and perimeter spacing bars coloured to match the painted finish of the joinery (white), the impact of this work upon the special interest of the asset will be minimal, whilst helping the building to remain viable and useful, now and into the future.

Drawing SD1081-05A (Details of Sill) dated January 2026 indicates that new windowsills to the front elevation will be formed in sandstone, to match existing form and profiles. A material sample of the proposed *Forest of Dean Sandstone* has been provided (see photographic details within file). Sandstone is a material which has been utilised throughout the area from Roman times well into the C19, with the *Forest of Dean* type not uncommonly used during the Victorian era following the advent of rail transportation. It is a material often utilised for exterior details due to its high durability and, as such, is deemed appropriate in this context.

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 methods and materials 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:

- SD1081 05A Details of Sill (January 2026)
- SD1081 04A PR Alteration Necessary for Glazing Bars (January 2026)
- Sample of Forest of Dean Pennant Sandstone for replacement windowsills, reviewed

27/01/2026

- Sample of Histoglass HD-10 Slimline Double Glazed Unit for front elevation, reviewed 27/01/2026
- Proposed Glazing Brochure

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.