

Delegated Decision Report

Application No:	26/0250	Statutory Period Expires:	28th July 2026
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Site:	<i>Car Park Milton Hotel Milton Hill Llanwern Newport</i>		
Proposal:	<i>S73 APPLICATION TO VARY CONDITION 1 (APPROVED PLANS) OF 21/0223 CONSTRUCTION OF PROPOSED COMMUNITY CAR PARK AND PATHWAY FOR USE IN ASSOCIATION WITH LLANWERN VILLAGE HALL</i>		
Applicant:	<i>M George</i>		
Type:	Renewals and Variation of Conditions	Ward:	Llanwern
Decision:	GRANTED WITH CONDITIONS		

1. BACKGROUND

- 1.1 Planning permission was granted with conditions under reference number 21/0223 for the construction of proposed community car park and pathway for use in association with Llanwern Village Hall.
- 1.2 A Non Material Amendment (24/1028) was subsequently refused for alterations to the approved scheme as it was considered that the scale of the changes would result in a different visual impact to that previously approved and were more than non material changes.

2. SITE LOCATION AND CONTEXT

- 2.1 The site comprises a parcel of land within a larger field located to the south of Langstone Lane, together with a strip of land extending behind existing residential properties and ending at Llanwern Village Hall. Access to the site is currently gained via an agricultural gate. The site lies adjacent to the former Milton Hotel car park, which has since been redeveloped to provide two dwellings, and is situated within the Langstone Ward.
- 2.2 The site is located outside of the urban boundary, so is considered as countryside as per Policy SP5 of the NLDP 2011-2026 (adopted January 2015). It is also partly located in Flood Zone 2 and 3 (Rivers Sea)(Defended).

3. DESCRIPTION OF DEVELOPMENT

- 3.1 The application seeks to vary Condition 01 (Approved Plans) of planning permission 21/0223 "Construction of Proposed Community Car Park and Pathway for Use in Association with Llanwern Village Hall".
- 3.2 The proposed changes, as described in the Supporting Statement are listed as;

Car Park

- New native hedgerow planting around the perimeter of the car park to soften the visual impact and support wildlife movement.
- New native fruit tree planting to improve habitat variety and create foraging opportunities.
- New wildflower meadow planting in available grassed areas.
- AGB Sudspave 40 (Recycled Plastic Cellular Paver) infilled with 5 – 14mm angular aggregate car park surfacing material.
- AGB Sudspave 80 (Recycled Plastic Cellular Paver) infilled with 5 – 14mm angular aggregate car park surfacing material.
- The reconfiguration and amendment to the orientation of the car parking design contained within the original red line boundary with the proposed car park now squared off on the western boundary in order to improve efficiency and deliverability.
- The cycle storage area moved to reflect the western boundary adjustment. Improves the effectiveness of the cycle storage area and increases the provision for more cycles.
- Proposed stock proof post and rail fencing set 0.5m from the edge of the car park.

Footpath

- Broxap BX17 Pointed Top Hardwood Bollard 1.0m high with 60lm IP65 Waterproof solar lights mounted on each post added to the footpath.
- A spring loaded stock proof pedestrian gate made suitable for disabled use added to the footpath.

4. RELEVANT SITE HISTORY

App Number	Proposal	Decision	Decision Date
21/0223	CONSTRUCTION OF PROPOSED COMMUNITY CAR PARK AND PATHWAY FOR USE IN ASSOCIATION WITH LLANWERN VILLAGE HALL	GRANTED WITH CONDITIONS	01.06.2022
24/1028	NMA APPLICATION TO VARY CONDITION 1 (APPROVED PLANS) OF 21/0223 VARIATION OF CONDITION 1 - APPROVED PLANS FOR PLANNING PERMISSION - CONSTRUCTION OF PROPOSED COMMUNITY CAR PARK AND PATHWAY FOR USE IN ASSOCIATION WITH LLANWERN VILLAGE HALL OF APPLICATION 21/0223 TO ALLOW FOR MINOR CHANGE TO THE ORIENTATION OF DESIGN. AMENDMENTS INCLUDE CHANGES TO WESTERN BOUNDARY OF THE CAR PARK AND NEW LOCATION FOR CYCLE PARKING	REFUSED	17.01.2025

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)

SP1 Sustainability;

SP3 Flood Risk

SP5 Countryside;

SP9 Conservation of the Natural, Historic and Built Environment;

GP2 General Amenity;

GP4 Highways and Accessibility

GP5 Natural Environment

GP6 Quality of Design

GP7 Environmental Protection and Public Health

T4 Parking

5.4 SUPPLEMENTARY PLANNING GUIDANCE

PARKING STANDARDS
SUSTAINABLE TRAVEL
WILDLIFE AND DEVELOPMENT
TREES, WOODLANDS, HEDGEROW AND DEVELOPMENT SITES.

6. CONSULTATION RESPONSES

6.1 Natural Resources Wales: No objection.

6.2 Highways: The changes do not raise any new issues and there are therefore no objections.

6.3 Landscape:

Hard surfacing and boundary treatment is appropriate for the rural location:

- Stockproof fencing
- Sudspave Plastic Cellular Paver infilled with angular aggregate and self-binding gravel to the footpath.

The proposal includes hedge, tree and meadow planting within the GIS by Roberts Limbrick which is supported, however this is not fully translated onto the GA layout plan:

- orchard planting and meadow are missing
- the proposed hedge mix on the GA layout includes the use of blackthorn 10% and dog rose 5% which are very thorny and not recommended against a parking area and footpath link Hedge planting should be sufficiently offset from grazing and from car park spaces to allow egress.

Further details are required to be submitted for approval:

- Soft Landscape/Planting Plan showing planting type, species, size, density
- Soft landscape maintenance and management plan for five years to cover new planting until established. It is advised that a suitably qualified landscape specialist/professional is used to satisfy the above.

6.4 Ecology: No response.

6.5 Drainage: No response.

6.6 Environmental Health: No response.

6.7 Trees: No response.

7. PUBLIC REPRESENTATIONS

Neighbour notification letters were sent on 8th April 2026 and a Site Notice was put up on 17th April 2026.

7.1 NEIGHBOURS: 15no. properties were consulted and 12no. responses have been received, with 11no. in support and 1no. in objection. A summary of the material planning considerations received are listed below;

Support

- The car park will enhance the much used Village Hall, which is a vital asset to the local community facility;
- Safety of pedestrians including families, children, the elderly and wheelchair users using the hall will be improved by the new dedicated pedestrian path;
- The lack of existing pedestrian access can deter some residents from using the facility;
- It will reduce vehicles parking on the road which cause a highway safety issue as well as access issues for local residents and their driveways.

Objection

- The proposed pathway would be sited 5.50m from the rear boundary of Rebels Hideaway, the immediate neighbouring property and they have raised concerns regarding impact on privacy, safety and the peaceful amenity of the home, particularly during warmer months when the garden is used more by the family;
- A formal constructed pathway is unnecessary, and that the disruption it would cause to our home and family life is disproportionate and particularly given that we appear to be the sole household affected. We ask that this objection be formally recorded and given full consideration before any decision is made.
- Specific concerns raised around the lights serving the pathway and whether they will be motion sensor or timer controlled and light spill.

7.2 COUNCILLOR KELLAWAY: Requests that if the recommendation is for refusal then the application is presented to planning committee to consider the impact on the village and the wider area.

7.3 LLANWERN COMMUNITY COUNCIL: No comments received.

8. **ASSESSMENT**

8.1 **Principle of Development:**

8.1.1 The acceptability of the principle of development has been established through the granting of planning permission for the scheme under application 21/0223.

8.1.2 Since the approval of that application, there has been no significant national or local planning policy plan changes that would alter the principle of this development being acceptable.

8.1.3 However, it is noted that Planning Policy Wales (PPW) Edition 12 was published post determination in February 2024 and TAN 15 Development, Flooding and Coastal Erosion was published on 31st March 2025. These are both new material planning considerations that will need to be considered as part of this assessment.

8.2 **Impact on the Countryside Character and Appearance;**

8.2.1 Policy SP5 – Countryside states;

Development in the countryside (that is, that area of land lying beyond the settlement boundaries shown on the proposal and inset maps) will only be permitted where the use is appropriate in the countryside, respects the landscape character and biodiversity of the immediate and surrounding area and is appropriate in scale and design. Housing development, rural diversification and rural enterprise uses, beyond settlement boundaries, will only be appropriate where they comply with national planning policy.

8.2.2 As noted, the principle of the location of the proposed car park within the countryside but adjacent to the urban boundary to support the use of a community facility of the Village Hall has previously been established as acceptable. It therefore needs to be considered whether the proposed amendments sought would result in any adverse impact on the countryside setting or matters of visual amenity over and above the scheme previously considered as being scheme.

8.2.3 The proposed 20no. space car park is accessed from Langstone Lane as per the approved scheme, and there will be no impact different to the boundary shared with the highway. The proposal is broadly the same size, however the western boundary is now 'squared' off to by removing the splayed edge to create a more standard rectangular layout. The surface treatment of the car park was previously approved as a gravel construction with a crushed stone surface, however it is now proposed to be of a cellular recycled plastic grid system that is infilled and retained with 5mm to 14mm angular gravel. From a visual perspective there is not considered to be any significant difference in the appearance of the surface, however the cellular system will stabilise the surface and allow permeability of surface water as per SAB

requirements. Similarly, the proposed 2.0m wide footpath is also being constructed and finished with a gravel surface and enclosed by timber edging. The footpath runs along the same position as previously approved and will contain 13no. 1m high timber bollards with solar lights mounted facing the path.

- 8.2.4 The proposal includes enclosing the car park with a 1.20m high stock proof post and rail fence and a native hedge. Centrally, at the southern boundary a stock proof field gate is also included to maintain access for agricultural vehicles. The hedge row replaces the previously approved earth bund and is considered an improvement, that will help screen and soften views of the car park from the wider countryside. To the western perimeter, a covered cycle shelter is proposed and includes 5no. hoops for 10no. cycles. This is in a slightly different position to that previously approved, but is acceptable.
- 8.2.5 Overall, the proposal is considered to be of an acceptable design and will not result in a significantly different impact to the previously approved scheme, with the additional planting of native hedgerow to the perimeter of the car park being considered as an improvement to reduce the potential for visual impact.
- 8.2.6 The proposal complies with Policy SP5, GP2(ii) and GP6 of the NLDP 2011-2026 (adopted January 2015).

8.3 Residential Amenity:

- 8.3.1 The car park itself is situated opposite existing residential properties on Langstone Lane, however owing to the separation distances and topographical differences there is not considered to be any unacceptable noise or disturbance resulting from the proposed development. There are 2no. properties located to the south west of the car park and in closer proximity to the car park. However, due to the amended layout there is now a greater distance to the car park from the nearest property boundary, which is a small betterment compared to the previously approved arrangement.
- 8.3.2 The proposed footway will run to the rear of properties through the field as per the existing arrangement and this has not been amended. Low level solar lighting is now shown in greater detail than previous. An objection has been received from the occupiers of Rebels Hideaway in relation to the formal construction of a footpath being unnecessary, having a negative impact on their general residential amenity through disruption, loss of privacy and safety as well as their being an impact on light spill.
- 8.3.3 The impact on residential amenity was considered in full as part of the previous application, and whilst it was acknowledged that the introduction of pedestrians passing through the field when using this pathway between the hall and the car would have some change to the existing context of the open field, it was considered that any views or disruption would be passing and fairly limited. The formalisation of the path is not considered to result in a demonstrable adverse impact on residential amenity and would not be a robust reason to refuse planning permission. A comment has also been made regarding how the lighting would work, and whether it would be motion sensor or on timer for example. The information submitted shows IP65 solar lights mounted on a 1m high timber bollard. There is no suggestion that this is on a timer or motion sensor, and given the number of lights, their positioning and the low level, it is not considered that during hours of darkness the lighting would cause any significant adverse impact on the objector's property or other neighbouring properties.
- 8.3.4 Overall, whilst it is acknowledged that the environment to the rear of the existing properties will change and there would be an increased level of activity during certain times compared to the existing situation, it is not considered that this would result in a demonstrable adverse impact on residential amenity for the reasons set out within the above section of this report. As such, the proposal is considered to comply with the aims of Policy GP2 and GP7 of the NLDP 2011-2026 (adopted January 2015).

8.4 Highway Safety:

8.4.1 From a highway safety perspective, the proposal has not resulted in any change that would result in any new issues over and above the approved development and the Council's Highways Officer has confirmed this in their response.

8.4.2 The proposal complies with Policy GP4 of the NLDP 2011-2026 (adopted January 2015).

8.5 Biodiversity and Ecology:

8.5.1 Since the approval of the previous application PPW12, and specifically Chapter 6 'Distinctive and Natural Placemaking and Well-Being' has placed a greater emphasis on biodiversity and Green Infrastructure. It states that planning authorities must seek to maintain and enhance biodiversity in the exercise of their functions. A net benefit for biodiversity is the concept that development should leave biodiversity and the resilience of ecosystems in a significantly better state than before, through securing immediate and long term benefit. PPW 12 also advises that a Green Infrastructure Statement (GIS) should be submitted with all planning applications. This will be proportionate to the scale and nature of the development proposed and will describe how green infrastructure has been incorporated into the proposal. PPW 12 states that having worked iteratively, in line with Figure 12 through the stages of The Stepwise Approach, and providing a GIS that the step wise approach has been followed, a scheme of enhancements must be provided to ensure a net benefit for biodiversity.

8.5.2 A GIS has been prepared and submitted with the application, having had regard to the Stepwise Approach. The existing site is predominantly flat grassland and a native hedge running along the north with Langstone Lane and the GIS has identified no concerns in relation to protected species or biodiversity interests. The GI strategy proposes to retain and enhance the sites existing key habitat features, which includes retaining the existing hedgerow as well as planting a native hedgerow around the car park and also a wildflower meadow to the west, in the location where the previously approved car park has been reduced and squared off. This also includes the planting of fruit trees. An indicative plan has been provided within the GIS, however no final numbers and/or specification has been provided for landscaping, so this would need to be controlled by a suitably worded planning condition.

8.5.3 Overall, proportionate measures have been proposed to retain and enhance matters of GI and biodiversity and the proposal complies with Policy SP5, SP9 and GP5 of the NLDP 2011-2026 (adopted January 2015) as well as Chapter 6 of PPW12.

8.6 Flood Risk:

8.6.1 The previous application was assessed under the Development Advice Maps (DAM) as contained with TAN 15 (2006). The new TAN 15 has now replaced this and dictates how flood risk is managed as part of development proposal. The Flood Maps for Planning (FMfP) also replaces the Development Advice Maps and is the most up to date information in relation to flood risk.

8.6.2 The site is partially located within Flood Zones 2 and 3 (Rivers and Sea)(Defended), and the development is considered to be 'less vulnerable' in flood risk terms. A Flood Note has been submitted as part of this application, however it does not provide a full technical assessment of flood risk at the site.

8.6.3 NRW have reviewed the application and have offered no objection to the proposal. Whilst a technical assessment of flood risk should be submitted for development within this flood zone, it is accepted that there is an existing permission on the site that is still live and could be implemented, that the proposal is less vulnerable in flood risk terms and that it is small in nature and scale. It is also noted that the flood risk being tidal would be predictable, and the use that the car park is to serve i.e. the village hall, is not likely to be in a use at the time of a flood.

8.6.4 Overall, it is considered that the risk of flooding can be managed and that the proposal complies with Policy SP3 of the NLDP 2011-2026 (adopted January 2015).

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 acceptable and accords with the relevant policies of the Newport Local Development Plan 2011-2026 (adopted January 2015).

10.2 The application is granted with conditions.

11. DECISION

GRANTED WITH CONDITIONS

01 The development shall be implemented in accordance with the following plans and documents: Drawing No. LCC-CP-01 Rev G - Car Park – GA; Drawing No. LCC-CP-04 Car Park – Finished Levels; Drawing No. LCC-CP-03 – Construction Details- Rev B; Reason: In the interests of clarity and to ensure the development complies with the submitted plans and documents on which this decision was based.

Pre –occupation conditions

02 Prior to the commencement of development, a proposed scheme of soft landscaping and biodiversity enhancement (based on principles of the GIS) for the development (including location, species, height and spacing) shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall then be carried out in its entirety by a date not later than the end of the full planting season following the first beneficial occupation of the development hereby approved. Thereafter the soft landscaping shall be maintained for a period of 5 years from the date of planting and any which die or are damaged shall be replaced and maintained until satisfactorily established.

For the purpose of this condition, the planting season shall mean the period of October to March.

Reason: To secure the satisfactory implementation and maintenance of the soft landscape scheme in the interests of visual amenity and biodiversity/ecological enhancement having regard to Chapter 6 of Planning Policy Wales Edition 12 and Policy SP5, GP2 and GP5 of the adopted Newport Local Development Plan 2011-2026 (adopted January 2015).

03 Prior to the first beneficial use of the car park, the proposed post and rail fence shall be constructed in accordance with the details hereby approved and retained in that state for the lifetime of development. No other boundary enclosure shall be installed on site.

Reason: To ensure the car park is suitably enclosed in the interests of visual amenity and protecting rural character in accordance with Policy SP5, GP2 and GP6 of the NLDP 2011-2026 (adopted January 2015).

03 Prior to the first beneficial use of the car park hereby approved, the pathway shall be installed in full and made available for use and retained in that state thereafter for the lifetime of development. No alternative surfacing of the pathway shall be undertaken at any time.

Reason: In the interest of public safety and to ensure the development is justified within the countryside location, in accordance with Policy GP2 and SP5 of the Newport Local Development Plan 2011-2026 (adopted January 2015).

04 Prior to the first beneficial use of the car park hereby approved, the 4.5 metre wide vehicular access and visibility splays measuring 2.4 metres by 43 metres shall be constructed in accordance with Drawing No. *LCC-CP-01 Rev G – Car Park – GA*. The access and visibility splays shall thereafter be retained and the visibility splays permanently maintained free from any obstruction exceeding 0.6 metres in height above adjacent carriageway level. The proposed gate shall open inwards only.

Reason: In the interests of highway safety in accordance with Policy GP4 of the Newport Local Development Plan 2011-2026 (adopted January 2015).

05 Prior to the first beneficial use of the car park hereby approved the provision of the Sheffield cycle shelter for 10no. cycles shall be installed and made available for use as shown on approved drawing “Drawing No. LCC-CP-01 Rev G - Car Park - GA” and retained thereafter for the lifetime of the development.

Reason: In the interests of providing cycle storage and promoting sustainable travel in accordance with Policy SP1 of the Newport Local Development Plan 2011-2026 (adopted January 2015).

General conditions

06 The development hereby approved shall only be used in association with the use of the Llanwern Village Hall and shall not at any time be used as an all purpose public car park for general use unconnected with operations at the Village Hall. In the event the use of the Village Hall ceases, the use of the car park and pathway shall cease and all surfacing, boundary treatments and development associated with it shall be removed from the land and the land restored to its former condition.

Reason: The development is in countryside and is only justified to facilitate safe access to and support the use of the community facility, accordance with Policy SP5 of the NLDP 2011-2026 (Adopted January 2015).

07 The development hereby approved shall be carried out in full accordance with the measures set out in Appendix A (Precautionary Method Statement) of the approved document "*Eco Vigour Ltd Technical Note (dated 22/02/2026)*" and shall be adhered to at all times during site clearance and construction works.

Reason: To ensure compliance with Policy GP5 of the NLDP 2011-2026 (Adopted January 2015a).

08 Pathway lighting shall only be installed and thereafter retained in accordance with the approved lighting details. No additional or alternative external lighting shall be installed on the site unless full details are first submitted to and approved in writing by the Local Planning Authority.

Reason: To protect the amenity of neighbouring residential properties and the surrounding environment in accordance with Policies GP2 and GP5 of the NLDP 2011–2026 (adopted January 2015).

NOTE TO APPLICANT

01 This decision relates to plan Nos: Traffic Survey Data; Flood Risk Updated (March 2026); Covering Letter; Site Location Plan.

02 The development plan for Newport is the Newport Local Development Plan 2011 – 2026 (Adopted January 2015). Policies SP1, SP3, SP5, SP9, GP2, GP4, GP5, GP6, GP7, T4 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.