

DESIGN AND ACCESS STATEMENT

Replacement shop front and redecoration of external elevations, replacement windows to north, east and west elevations. Change of use of first floor areas from A3 to use for 2 no. offices B1 (a).

No. 9 High Street, Caerleon

*Commissioned by:
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Name	Date
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1. Introduction and Background

This statement accompanies a full planning application and listed building consent application to Newport City Council for a proposed replacement shopfront, along with conservation repairs and alterations to facilitate the ongoing use of the building as a café/bar at ground floor, with offices at first floor.

This application replaces the previously withdrawn applications for planning approval and listed building consent (ref. 24/0193 and 24/1094) for the erection of a two-storey rear extension, internal alterations, repairs and a new shop front.

This application is submitted on behalf of the previous applicant; now the sole owner of the building and is accompanied by a revised set of plans prepared by Graham Frecknall Architecture and Design, and an updated Heritage Impact Statement (HIS). In terms of physical works, the proposed scheme is much reduced and comprises a replacement shop front, a comprehensive schedule of replacement of windows and doors, conservation repair of existing windows and external redecoration of the building.

The HIS accompanying this application comprises two parts: the previously submitted heritage assessment (Ashley Davies Architects Limited, February 2024) and a revised impact statement (Graham Frecknall Architecture and Design, December 2025) specifically addressing the impact of the proposals as set out.

No. 9 High Street is a Grade II listed mid-terraced property located in the centre of Caerleon, on the east side of High Street at its southern end, at the junction with Cross Street. It faces on to the open area of streetscape; the centre of which was formerly occupied by the old Market Hall (demolished sometime between 1840-1882). The history and analysis of the building is well documented and set out in detail in the accompanying Heritage Impact Statement (Ashley Davies, February 2024), which describes No 9 as a 17th century 2 storey building with attic, likely built as two dwellings with a number of later phases and additions constructed at the rear. Research shows that the building accommodated various uses since the 1800's; including use as two dwellings, a dwelling and a shop, and since the early 2000's the whole building has been used as a restaurant, bar and hot food takeaway, occupying both floors.

Planning History

For several decades up until September 2021 the property was used as a chinese restaurant and take away at first floor, and a bar/brasserie/wine bar at ground floor (A3). The current owner of the has had an interest in the since late November 2021 and has continued the use of the building as a wine bar to retain a level of activity and use in the town centre, and to provide an income from the building until plans for its repair and improvement are realised.

A pre application enquiry was submitted to Newport City Council in November 2022 for a two-storey extension to the rear of the property to create a new restaurant and café business on the ground and first floor of the building.

Proposals were amended in light of feedback provided through the pre-application process and an application for full planning and listed building consent was submitted in March 2024. Part of the pre-application at that time advised that the proposed replacement shopfront adopt a more traditional approach to design based on restoring the Georgian character of the building.

Both applications were subsequently withdrawn in August 2025 due in part, to the complexity, costs and time constraints arising from the potential impact of the extension on the SAM.

Since August 2025, following several months reviewing various design iterations for the new shopfront, proposals have evolved to a much-reduced scheme to meet required standards of design as well as meeting functional and viability requirements for its continued A3 use as a café/restaurant on the ground floor, with offices occupying all of the first floor.

The design of the proposed shop front has also been subject of informal pre-application engagement with Guy Arnall (Principal Heritage Officer, ref: email 17th November 2025) and the proposals submitted have been amended in accordance with advice received, and which also acknowledged the enhancement to this grade II listed building. The design of the shop front (and the comprehensive schedule of window repairs and replacement) has been considered and justified within the context of a detailed understanding and evaluation of the historic interest and integrity of the building, and will provide a significant enhancement to the character and appearance of the conservation area as well as securing the long term use and occupation of this centrally located building in High Street.

This statement sets out the design rationale for the proposed development and how it has responded to the historic character and significance of the building and the context of the Caerleon Conservation Area. It explains how the proposal meets the relevant requirements of national and local planning policy and guidance in terms of design, scale, form and use, amenity, ecology and biodiversity, parking and highway matters. The accompanying HIS sets out a detailed assessment of the building in accordance with CADW guidance and Planning Policy Wales TAN 24: The Historic Environment, the outcome of which has resulted in the heritage-led scheme as submitted.

Please refer to the accompanying HIS throughout which sets out the ‘story’ of the building in terms of its use and phases of development, construction and fabric and its relationship to the built context. This has guided discussions and decisions throughout in terms of the overall approach to design, materials, scale, form and overall appearance, with priority given to its grade II listed status and historic interest.

This statement should be read in conjunction with the following plans and documents submitted with the application:

Drawings/Plans (Graham Frecknall Architecture and Design):

- Plan ref: AL.02 Site plan (existing)
- Plan ref: AL.10 Ground, first and second floor plans (existing)
- Plan ref: AL.11 Elevations (existing)
- Plan ref: AL.12 Ground, first and second floor plans (proposed)
- Plan ref: AL.13 Elevations (proposed)
- Plan ref: AL.14 Window schedule (proposed)
- Plan ref: AL.15 South west elevation (proposed)
- Plan ref: AA.01 Front elevation plan and section (existing and proposed)
- Plan ref: AA.02 Section and details through shop front

Supporting Documentation/Reports:

- Heritage Impact Statement (February 2024) – Pt. 1: Assessment of history and significance (Ashley Davies Architects Limited)
- Heritage Impact Statement (December 2025) - Pt. 2: Assessment of proposals and impact (Graham Frecknall Architecture and Design)

2. Site and Context Analysis

No 9 High Street is a Grade II listed, mid terraced building located in the centre of Caerleon on the east side of High Street, at the junction with Cross Street. It faces on to the open area of streetscape;



the centre of which was formerly occupied by the old Market Hall (demolished sometime between 1840-1882). The history and analysis of the building is well documented and set out in detail in the accompanying Heritage Impact Statement (Ashley Davies, February 2024) and explains that No 9 is a 17th century, 2 storey building with attic, likely built as two dwellings with a number of later phases and

additions constructed at the rear. Research shows that the building accommodated various uses since the 1800's; including use as two dwellings, a dwelling and a shop, and since the early 2000's the whole building has been used as a restaurant, bar and hot food takeaway, occupying both floors. The building is of modest scale with a typical Georgian style and character dated c. 1840, although likely of earlier origin possibly dating back to the early 1800's. It is three bays wide and 2 storeys high with an attic set under a steeply pitched clay-tiled roof. The first-floor windows to the front elevation are all 6 over 6 horned sashes (except for the upper sash of the central window) with two mid-late 20th century shop fronts at ground floor, both with timber framed multi-paned windows and doors, and all in very poor condition. The building is of stone construction with a smooth render finish and is currently painted dark grey with black joinery details.

The footprint of the building extends into the site to the rear with a number of phases and additions evident (ref. p6 of the HIS) and which result in a varied roofscape in terms of height, pitch and alignment. The main elements comprise the 2-storey front range with a flat roof to the rear, a smaller 2-storey middle range with a pitched slate roof and a later, single storey lean-to addition and flat roofed extension to the east. Significant alterations have been carried out during the last 20-30 years to both ground and first floor areas of the front and middle ranges; to open out and connect the spaces at ground floor and provide WC's, bar and stair access to the attic space. The alterations at ground floor have evidently removed historic fabric, whereas later first floor modern stud walls and plaster boarding has obscured much of its historic fabric and legibility.

The site is accessed via a shared narrow underpass between No 8 and 9 which leads to a private car park for both properties. The car park to the rear is enclosed with a high timber boarded fence on all sides and which forms the rear boundary to properties along the east side of Cross Street, the residential flats to the northeast and to 10 and 11 High Street. The car park is used for parking by the applicant, by staff of the tattoo studio and for related servicing of both 8 and 9 High Street. The car park is a designated SAM (ref: MM248) and the adjoining properties to either side at 8 and 10 High Street are also grade II listed. No 9 is located within the Caerleon Conservation Area; the historic focus of which is the 1st century Roman Legionary fortress to the east of the application site, and around which the town has evolved. The aesthetic character and context of the site is summarised in the accompanying HIS as follows:

"The Caerleon Conservation Area Appraisal states; "there is no single prominent architectural style in the Conservation Area; however, a general 'polite' approach is common. This is typical of the

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Georgian style from the 18th century and illustrates the influx of money into Caerleon at this time. The buildings are simply ornamented, proportionally balanced and generally of a modest scale". It is this 'polite' approach; this consistency of buildings materials and finishes; and of architectural character – albeit simple in its style with minimal ornamentation- which makes the 'Square' both historically significant and aesthetically pleasing." (HIS, p5 (Ashley Davies)).

3. Objectives of Development

The primary objectives of the proposed scheme are as follows:

- Replace the existing shop front to an appropriate design that not only improves the appearance of the building as a whole, but also accommodates its long-term use and function as an A3 café and wine bar at ground floor.
- Retain the existing internal layout of seating and servicing areas on the ground floor.
- Provide 2 no. offices at first floor to facilitate long-term, viable use of the building.
- Address the lack of maintenance and condition of the building, and enhance its external appearance.
- To protect the building from further decline, to safeguard its future as a heritage asset within the historic core and setting of Caerleon.
- Improve the entrances to the building (front and rear).
- Repair and replace windows and doors throughout to improve the appearance and thermal performance of the building.
- Remove inappropriate/unsightly services where possible eg. stainless-steel flue to west elevation of middle range, associated surface mounted wiring and vents.

4. Legislation and Policy

For completeness, the following is a summary of the legislative and planning policy context at the national and local level, with the focus being the relevant policies of the adopted Newport City Council LDP which have been addressed throughout.

Legislation and National Policy Context

The legislative context is set out in:

- The Town and Country Planning Act (1990)
- The Planning and Compulsory Purchase Act 2004
- The Planning (Wales) Act 2015
- The Wellbeing of Future Generations (Wales) Act 2015

This is supported by national planning policy guidance set out in:

- National Development Framework: Future Wales -The National Plan 2040 (February 2021)
- Planning Policy Wales (Ed. 12, February 2024)
- TAN 12: Design (March 2016)
- TAN 24: Historic Environment (May 2017)
- TAN 5: Nature Conservation and Planning (2009)
- CADW: 'Managing Change' best practice guidance notes.

Which is further supported by local policy and guidance set out in the NCC LDP (Adopted January 2015):

- Policy SP9 Conservation of the Natural, Historic and Built Environment
- Policy GP2 General Development Principles – General Amenity
- Policy GP4 General Development Principles – Highways and accessibility
- Policy GP4 General Development Principles – Natural Environment
- Policy GP6 General Development Principles – Quality of Design
- Policy GP7 General Development Principles – Environmental Protection and Public Health
- Policy R7 Non-Retail Uses in District Centres
- Policy T4 Parking
- Policy CE7 Conservation Areas
- Caerleon Conservation Area Appraisal (February 2020)
- Shopfront Design SPG (NCC, October 2021)

5. Proposed Development and Policy Compliance

The following section describes and explains the elements of the proposed development in terms of design, appearance, use and function, movement and accessibility, and amenity, and explains how it complies with relevant policies of the adopted Newport Local Development Plan 2011-2026 (the LDP).

Design

The revised HIS (December 2025) submitted sets out the proposals and design responses to the evolved objectives of the proposal and requirements of adopted policy and guidance, insofar as they relate to the impact on the significance and heritage values of this grade II listed building and are therefore only summarised here.

New Shopfront, Redecoration and Replacement Windows (please refer to the accompanying HIS and submitted plans for details and justification)

- The existing late 20th century shopfront is to be replaced with a new shopfront set within the existing openings and historic masonry. The design proposed has been driven by the consistent variation of style and glazing configuration expressed throughout the central area of Caerleon, and the functional need to achieve more of a human scale connection with the high street for users of the building. The design has been informed by a comparative study shop fronts within Caerleon and photographic evidence and will restore elements of its historic character lost during the early-mid 20th century. The shopfront will be almost full width and 'framed' by traditional pilasters, cornice and fascia which will also accommodate a mechanism for a traditional retractable canvas awning. The overall shopfront will be cohesive and consistent with the polite Georgian style of the upper floors and the historic character and generally cohesive appearance of other shop fronts in Caerleon.
- The render on the front of the building will be retained as existing and redecorated in a lime white silicate paint (KEIM ref: 9096). The windows and shop front will be painted dark grey.
- All existing windows to the north, east and west elevations will be replaced with timber framed double glazed units with a traditional painted finish.

- The existing windows to the front will be repaired as required, with the single-paned, upper sash to window 10 being replaced with a 6 paned unit to match the existing glazing configuration along the frontage.

No internal alterations are proposed and the above proposals will address the extant planning and listed building enforcement matter in relation to the unauthorised redecoration of the building and the temporary boarding up of broken windows to the shop front.

The proposed development therefore fully accords with the requirements of Objective 5, Policies GP6 and CE7 of the NCC LDP, the Caerleon Conservation Area Appraisal (August 2018) (Sections 5.3.12 New Development, 5.3.2 Shopfronts and 4.3.18 Opportunities for Enhancement) and NCC Shopfront Design SPG (October 2021).

Use, activity and amenity

It is acknowledged and accepted that the current (lawful) use of the building is A3, comprising a wine bar on the ground floor, and a hot food takeaway and restaurant on the first floor.

The proposed use of the building will be a mixed use with the A3 use continuing as existing on the ground floor, with 2 no. offices (B1 (a)) offices occupying the two key spaces at first floor. The 2nd floor will be used for office storage.

A single business will operate the ground floor of the building as a café, restaurant and wine bar. The opening hours will be 8.30am – 11pm Monday – Saturday, and 10am – 4pm on Sundays and Bank Holidays. There are no proposed changes to the existing internal layout. The WC's will remain as existing and existing service areas and ventilation arrangements will remain as existing. The café will operate during the day serving breakfasts, light lunches and refreshments. There may be a brief period of closing before the premises opens again for the evening as a wine bar serving light evening meals. The number of covers is estimated to be 70 (significantly less than the current lawful use of the building allows) and there will be no hot food takeaway element.

The daytime use of the building as a café will be beneficial to this central area of Caerleon as it will encourage and support the vitality, attractiveness and viability of Caerleon as a district centre. Notwithstanding the existing use of the building as a restaurant and bar that is open in the evenings, the supporting text of Policy R7 states at para. 8.27:

“Daytime A3 uses that contribute to the vitality and viability and help increase activity levels of a District Centre are preferable to night time A3 uses.”

Notwithstanding there will be no additional impacts arising from the use of the ground floor as a café, consideration should be given to the impact of the alternative ‘dead’ frontage if it were to be closed during the day, the loss of vitality and vibrancy to this part of Caerleon and the impact on the local economy and local employment. The daytime use as a cafe will not generate any additional servicing requirements or deliveries as these would be absorbed into existing arrangements for the restaurant and wine bar.

The proposed first floor offices will replace the existing use as an A3 restaurant and takeaway. Office 1 will occupy the open space at the front of the building facing High Street, and Office 2 will occupy the former kitchen space located in the 19th century middle range.

The hours of use for both offices will be 8.30am – 5.30pm Monday – Friday.

Whilst exact details of occupants are unknown at this stage, the offices will be available for use by local businesses whose enterprise does not rely on or require visiting members of the public. The use of these spaces as proposed will provide substantial material improvements to local amenity in

terms of noise and disturbance, sound, smell and fumes when compared to the existing lawful A3 use. In addition, all flues and ventilation systems associated with the current A3 use on the second floor will be removed, resulting in significant visual improvements to the external appearance of the building.

The nature of the use as a restaurant combined with a wine bar is generally quieter and often structured around pre-booked slots, the atmosphere is ambient, and movement to and from the building is generally less than a conventional public house, as dining guests would typically stay seated at a table/inside the building for approximately 2-3 hrs.

The daytime use of the building as a café will therefore not generate any material impacts sufficient to outweigh the benefits of the proposal.

The proposed development therefore fully accords with the requirements of Objective 9 and Policy GP2 of the NCC LDP.

Access, Parking and Highways

Public access to the ground floor café/wine bar will be to the front of the building as existing, with the existing two door arrangement retained. There will be no entrance for customers via the rear of the property and cafe/wine bar staff will utilise the rear entrance as existing.

Both offices will be accessed via the existing stair between the front and middle range of the building, with shared use of the existing WC facilities to the rear of Office 1. The existing stair in the southeast corner of the building will be retained as a means of fire escape only.

The requirement for parking will be reduced overall when compared to the existing use and will continue as existing regarding staff parking for the café. There is ample capacity in the existing car park to the rear to accommodate the potential business use of the 2 no. first floor offices when compared to the parking requirements of the lawful A3 use.

The car park at the rear will be retained as existing for use by staff, and for servicing, and the proposed use of the building will not generate any additional servicing requirements or deliveries as these would be absorbed into existing arrangements for the restaurant and wine bar.

The proposals will therefore not bring about an intensification of use, as the café and office uses will take place during the day, with the restaurant wine bar use continuing as existing in the evenings. Therefore, there will be no increased demand for parking during the related hours of opening, and no change to the existing access and parking arrangements is required or proposed.

It is proposed to install a secure cycle rack/store for customers arriving by bike. The location of the site in the centre of Caerleon means that it is accessible by foot and cycle for local residents, which along with the on-street parking restrictions in place and in the context of the existing use of the building, will not result in an adverse highway or parking impact and will not generate additional noise or air pollution sufficient to outweigh the material benefits of the proposal.

The proposed development meets the relevant sub criteria 1-5 and 7 of Policy GP4 – Highways and Accessibility, insofar as it is accessible by a choice of means for transport, will avoid noise and air pollution by providing a centrally located facility that is accessible by foot, cycle and public transport, and will not generate any increase in traffic movements or demand for additional parking over and above that which the existing A3 use allows. The existing car parking and proposed cycle storage is at a level that is proportionate to the proposal and in balance with the objectives set out in the Future Wales: National Plan 2040 (February 2021) – the spatial plan for Wales with development plan

status. The FWNP is therefore a key material consideration in planning decisions, with which LDP's and decisions must be in conformity.

Policy 12 of the FWNP encourages active travel - *"prioritising walking and cycling for all local travel...and (active travel) must be an essential and integral component of all new developments, large and small."*

It also states: *"Planning authorities must act to reduce levels of car parking in urban areas, including supporting car-free developments in accessible locations."*

The proposed development also meets the requirements of policy T4 Parking, insofar as this policy is applicable in the context of the impact and scale of the development, and the policy set out in the FWNP as explained above.

As part of any considerations relating to parking, accessibility and highway impact, it should be noted that Caerleon has a minimum of 4 car parks within walking distance of No.9; at Hanbury Arms (27 spaces), Ye Olde Bull Inn (32 spaces), Cold Bath Road (48 spaces, free) and the Ship Inn (45 spaces). The town centre is also accessible by public transport, being well served by three public bus routes; No's 29, 29A and 60, providing access to and from Newport, Cwmbran, Usk and Monmouth. There are also several local taxi firms serving Caerleon. Caerleon is therefore an accessible location.

The proposed development therefore fully accords with the requirements of Objective 8 and 9, Policies GP4 and T4 of the NCC LDP and Policy 12 of the FWNP 2040.

Ecology and Biodiversity Enhancements

There are no changes or works proposed to the roof as part of this application and therefore a bat survey is not required. A Schwegler 32mm woodcrete nest box will be mounted on the northwest facing wall of the car park, near the existing vegetation and tree canopy. This will attract a range of small wild birds such as blue tits, coal tits and sparrows, and provides a level of enhancement appropriate to the development proposed.

Archaeology

The proposed development as set out will have no impact on the designated SAM MM248: Caerleon Legionary Fortress: Former Garden of the Firs.

Waste

Waste arrangements are unaffected by the proposed development and will remain as existing.

Trees

There are no trees within the application site that will be affected by the proposals.

Lighting

No new external lighting is proposed as part of this development and no additional light spill will be generated as a result of the proposed extension.

Community safety

The proposed development will improve community safety overall as a result of the daytime use of the building which will increase natural surveillance in this part of Caerleon.

6. Conclusion

The proposed use and development explained and set out herein and within the accompanying HIS has evolved further since the submission and subsequent withdrawal of the previous application due to new objectives driven by the new owner of the building. The shopfront design proposed is based on some of the principles of the previously submitted scheme, a review of research carried out and the need to meet aesthetic objectives driven by the function and use of the building. This has resulted in the consideration of further design iterations with the final proposal adjusted in response to the helpful and instructive advice provided by Guy Arnall as part of informal correspondence during November 2025.

Several later alterations and fittings from 20th century 'upgrades' which harm the character and undermine its external appearance, quality and character will be removed or replaced using more appropriate and sustainable materials (e.g. uPVC and modern casement windows).

The materials and colours proposed for the front elevation have been altered to reflect the local characteristic of light colours, in accordance with guidance set out in the Caerleon Conservation Area Appraisal and the partially boarded up shop front will be replaced in its entirety and will therefore resolve the extant enforcement enquiry.

The design of the proposed shopfront has been modified to reflect the Georgian character and style of the building and restores elements of historic detail seen elsewhere in this central area of Caerleon. The central masonry pillar has also been retained with the entrance arrangement working around this element of historic fabric.

Material considerations in relation to biodiversity, amenity, waste, parking and access have been explained and addressed throughout, and satisfy the relevant policy requirements as set out, with no adverse impacts arising on any point.

The amended design of the proposed development fully accords with the more recent Future Wales Plan 2040, the national planning policy framework and relevant adopted local planning policy and SPG as listed below:

- Future Wales: The National Plan 2040 (February 2021)
- Planning Policy Wales Ed. 12 (February 2024)
- Newport LDP (adopted) policies and strategy –
 - SP1: Sustainability
 - SP9: Conservation of the Natural, Historic and Built Environment
 - SP18: Urban Regeneration
 - GP1-7: General Development Principles
 - CE7 Conservation Areas
 - T4 Parking
 - R7 Non- Retail Uses in District Centres
- Caerleon Conservation Area Appraisal (Consultation Draft) (NCC., August 2018)
- Shopfront Design Supplementary Planning Guidance (NCC., October 2021)

The proposal will:

- support and encourage the vitality and viability of the town centre,

- conserve, protect and enhance a grade II listed building and the Caerleon conservation area as designated heritage assets,
- enhance sustainability on many levels and will be an efficient use of land, improve thermal performance, reduce energy consumption, will be accessible to all by numerous modes of transport, and
- contribute positively to a sustainable local economy through supply networks, local employment, and provision of services.

The proposed design of the shop front has been explained and justified in this statement and in the accompanying HIS and submitted plans. Overall, it is considered that the physical alterations and improvements proposed will enhance the aesthetic value of this grade II listed building and will sustain its evidential, historic and communal values as set out and explained in the submitted HIS.

The proposed use and alterations will enhance the character and appearance of the Caerleon Conservation Area and will contribute positively to the vibrancy and attractiveness of this important central area of Caerleon Town centre.

The proposed alterations and new shop front have been explained and justified throughout this statement and the accompanying HIS, and all material considerations have been addressed. The proposal is entirely in accordance with relevant national and local guidance; particularly that contained in the Future Wales Plan, the adopted NCC LDP, the Caerleon Conservation Area Appraisal and the adopted SPG for Shopfront Design, as set out above, and is capable of approval as submitted.