

Application Number: DM/2025/01047

Proposal: Seeking permission for a change of use from use class C3 residential use to use class C4 to use as a house in multiple occupation
No development is proposed, only refurbishment within the existing property

Address: 9 Park Crescent, Abergavenny, Monmouthshire NP7 5TH

Applicant: Miss Rachel Fry

Plans: Location Plan, Floor Plans - Existing (23)101, Elevations - Existing (23)110, Site Plan (23)190, Floor Plans - Proposed (23)200 - C, Floor Plans Proposed (23)201, Elevations - Proposed (23)210, Floor Plans - Existing 23 100 - A,

RECOMMENDATION: Approve

Case Officer: Kate Young Date
Valid: 02.09.2025

This application is presented to Planning Committee as the applicant is MCC Housing Department and also letters of objection have been received from two neighbouring properties

1.0 APPLICATION DETAILS

1.1 Site Description

No 9 Park Crescent is a vacant residential dwelling located on a corner plot. It is set back from the road and slightly elevated. There is an existing access driveway and some outbuildings. The garden area is overgrown but does contain some mature trees. The property is located within the Abergavenny Development Boundary and an Archaeologically Sensitive Area. Under the Flood Maps for Planning part of the site has been defined as in Zone 2 for Surface Water. The site is within the Phosphorus sensitive area for the River Usk Catchment.

1.2 Proposal Description

Full planning permission is sought for the change of the use of the property from a residential dwelling (C3 Use) to a house in multiple occupation (C4 use). No new development to the dwelling is proposed, only refurbishment within the existing property. The proposal would involve demolition of the timber conservatory, shed and garage. The windows and doors would be replaced. The retaining wall and concrete path would be removed. Following the renovations the property would contain a kitchen/diner, two bathrooms, living room and four bedrooms. There would also be two off-road car parking spaces, cycle storage and a bin store. One tree adjacent to the existing access drive will be removed to facilitate a wider entrance and creation of new parking spaces. A new pedestrian path will be provided leading to the front door. The proposal includes improvements to the existing hedge as well as some additional planting.

2.0 RELEVANT PLANNING HISTORY (if any)

Reference Number	Description	Decision	Decision Date
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DM/2025/01047	Seeking permission for a change of use from class 3 residential use to Class 4 to use as a house of multiple occupation. No development is proposed, only refurbishment within the existing property.	Pending Determination	
DC/2017/00519	Garage with hobby room above.	Approved	30.06.2017
DC/2000/00138	Change Of Use (Old Railway Line To Garden Area).	Approved	30.03.2000
DC/1995/00060	Extension To Existing.	Approved	23.03.1995
DC/2017/01469	Renew statutory condition (DC/2014/00550) that applies under the Town & Country Planning Act 1990, to extend permission for a further 3 years, to expire 9th January 2021.	Approved	13.02.2018
DC/2006/00223	Demolition of bungalow and erection of 6 new houses	Refused	10.01.2007
DC/2014/00550	Development of site for housing.	Approved	09.01.2015

3.0 LOCAL DEVELOPMENT PLAN POLICIES

Strategic Policies

S1 LDP The Spatial Distribution of New Housing Provision
S12 LDP Efficient Resource Use and Flood Risk
S13 LDP Landscape, Green Infrastructure and the Natural Environment
S16 LDP Transport
S17 LDP Place Making and Design

Development Management Policies

H9 LDP Flat Conversions
SD3 LDP Flood Risk
SD4 LDP Sustainable Drainage
GI1 LDP Green Infrastructure
NE1 LDP Nature Conservation and Development
EP1 LDP Amenity and Environmental Protection

Supplementary Planning Guidance

Monmouthshire Parking Standards (January 2013)

[http://www.monmouthshire.gov.uk/app/uploads/2015/07/Mon-CC-Parking-Standards-SPG-Jan\[1\]2013.pdf](http://www.monmouthshire.gov.uk/app/uploads/2015/07/Mon-CC-Parking-Standards-SPG-Jan[1]2013.pdf)

4.0 NATIONAL PLANNING POLICY

Future Wales - the national plan 2040

Future Wales is the national development framework, setting the direction for development in Wales to 2040. It is a development plan with a strategy for addressing key national priorities through the planning system, including sustaining and developing a vibrant economy, achieving decarbonisation and climate-resilience, developing strong ecosystems and improving the health and well-being of our communities. Future Wales - the national plan 2040 is the national development framework and it is the highest tier plan, setting the direction for development in Wales to 2040. It is a framework which will be built on by Strategic Development Plans at a regional level and Local Development Plans. Planning decisions at every level of the planning system in Wales must be taken in accordance with the development plan as a whole.

Planning Policy Wales (PPW) Edition 12

The primary objective of PPW 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, the Well-being of Future Generations (Wales) Act 2015 and other key legislation and resultant duties such as the Socio-economic Duty.

A well-functioning planning system is fundamental for sustainable development and achieving sustainable places. PPW promotes action at all levels of the planning process which is conducive to maximising its contribution to the well-being of Wales and its communities.

5.0 REPRESENTATIONS

5.1 Consultation Replies

Abergavenny Town Council - Recommend approval.

Highways - No objection.

Dwr Cymru - Welsh Water - No objection subject to conditions.

MCC Ecology – No objection subject to conditions.

MCC SAB – No objection.

5.2 Neighbour Notification

Two letters received, raising the following issues:

Potential overcrowding, (impact on sewers /noise etc.)

Lack of fire safety

Anti-social behaviour

Poor sanitation

Negative impact on the street

Inadequate parking.

5.3 Local Member Representations

None.

Please note all representations can be read in full on the Council's website:

<https://planningonline.monmouthshire.gov.uk/online-applications/?lang=EN>

6.0 EVALUATION

6.1 Principle of Development

This is an existing residential property within the Abergavenny Development Boundary. MCC has no specific policies relating to HMOs, but Policy H9 - Flat Conversion could be used as a guiding principle. Policy H9 of the LDP states that the conversion of properties into flats within town development boundaries will be permitted provided that the development:

- a) will not adversely affect the particular qualities of the street or area where the proposed conversion is located;*
- b) will not adversely affect the particular qualities of the buildings, particularly where they make a positive contribution to the character of Conservation Areas;*
- c) provides reasonable levels of amenity and privacy of adjacent properties through careful consideration of the positioning of entrances and fire escapes, and noise transmission issues; and*
- d) ensures that car parking and service requirements are met in a manner which preserves the character and appearance of the area and do not have an adverse impact on highway safety or cause traffic congestion.*

In this case the building has no particular architectural merit. The demolition of the existing outbuildings is welcome as it represents a visual improvement. The rear conservatory is not visible within the street scene and its loss will have no impact. The renovations and alterations to the fenestration and the doors will be a welcome improvement. The proposals will improve the street scene and the appearance of the property itself. The site is not located within a Conservation Area. The proposal therefore accords with the objectives of Policy H9 of the LDP. It is considered that the principle of the property being used as an HMO is considered to be acceptable.

6.2 Sustainability

The site is located within an established residential area. There is a convenience store on the opposite side of the road. Residents of the property could also walk or cycle to all of the facilities in Abergavenny Town Centre. The property is considered to be in a sustainable location with ease of access to all amenities including public transport.

The Local Development Plan and PPW 12 encourages sustainable development. The proposal accords with a key objective of PPW12 providing residential accommodation in a sustainable location.

6.3 Good Design and Place Making

Policy DES1 of the LDP requires that the dwelling contribute to a sense of place while its intensity is compatible with existing uses. The proposal will have no detrimental impact on the appearance of the area; there are only minor external alterations required to the property. The change of uses will have no impact on the design of the existing building, it will retain the building's presence and not alter the street scene. The design of the proposal is respectful of the prevailing character of the area and contribute towards a sense of place. The proposal therefore accords with the objectives of Policy DES1 of the LDP.

6.4 Biodiversity/Green Infrastructure and Landscape

Net Benefit for Biodiversity

Planning Policy Wales (PPW) 12 sets out that "planning authorities must seek to maintain and enhance biodiversity in the exercise of their functions. This means that development should not cause any significant loss of habitats or populations of species, locally or nationally and must provide a net benefit for biodiversity" (para 6.4.5 refers). This policy and subsequent policies in Chapter 6 of PPW 12 respond to the Section 6 Duty of the Environment (Wales) Act 2016.

In this case a bird nesting box is to be provided on the land to the rear of the property. In addition to this a new tree will be planted, and well as enhanced hedge planting. This is considered to be proportionate to the scale of the proposals and is sufficient to achieve net benefit for biodiversity. A condition is recommended to secure evidence of net benefit for biodiversity. A GI statement was submitted as part of the application and is acceptable.

6.5 Impact on Amenity

This part of Abergavenny is predominantly residential although there is a convenience store on the opposite side of the road. The proposal does not involve any extension to the property or any additional windows. The change of use from dwelling house to a HMO would not result in additional overlooking or disturbance. Residential amenity for the occupiers of the neighbouring property would not be adversely affected. The HMO will be used as a residential property, not unlike the surrounding residential properties. The proposal accords with the objectives of Policy EP1 of the LDP as it does have regard to the privacy, amenity and health of the occupiers of neighbouring properties.

6.6 Highways

The site is located off 9 Park Crescent Abergavenny which is a classified highway recorded as the R13. Park Crescent is subject to a 20mph speed limit.

The existing dwelling has an existing vehicular access, driveway and garage at the south west corner of the site directly onto Park Crescent. The vehicle access is to remain in its current location, however it is proposed to widen the access and remove the garage to provide parking for 2no. vehicles side by side.

For a standard 4-bedroom single family dwelling, the car parking requirements within the MCC Parking Standards would be one car parking space per bedroom per dwelling with a maximum of three car parking spaces per dwelling, therefore the requirement is three car parking spaces. However, the Highway Authority considers that a house in multiple occupancy is not dissimilar to a development of self-contained flats and therefore we would normally apply the same parking standards of one car parking space per bedroom within the dwelling.

Notwithstanding this, the Highway Authority acknowledges the site's location within Abergavenny and its proximity to the town centre. It is considered to be in a sustainable location with ease of access to all amenities including public transport hubs such as a bus and train station. Therefore, three car parking spaces are considered to be provided in accordance with the MCC Standards for a single-family dwelling for the proposed four-bedroom house of multiple occupation. Whilst only two car parking spaces are shown on the drawing, there is space within the site to park a third vehicle. In addition to the car parking provision, it is acknowledged that there is cycle storage proposed to encourage the use of non-motorised transport.

Considering the above comments, the Highway Authority has no basis to object to the application. The proposed development would be delivered in accordance with the approved plans.

In respect of the widening of the driveway the existing footway vehicle crossing is also required to be widened by extending the dropped kerbs.

The proposal is considered to accord with the objectives of Policy MV1 of the LDP in providing adequate on-site parking.

6.7 Active Travel

With regards to active travel, the applicants are proposing install bike storage on the site. There is currently no policy requirement within either a local and national context for such provision, therefore this is welcomed and would assist future users to achieve a modal shift away from reliance of the private motor vehicle. As noted in the sections above, the site is sustainably located and in close proximity, either via walking or cycling, to a large number of amenities and facilities.

6.8 Drainage

The proposed development site is located in the catchment of a public sewerage system which drains to Llanfoist (Abergavenny) Wastewater Treatment Works (WwTWs) and ultimately discharges to a river Special Area of Conservation (SAC). It is noted that this WwTWs has a phosphorus consent limit and is currently compliant with the 95% quartile for its flow passed forward (FPF) performance and final effluent permits. In addition, we have considered the impact of foul flows generated by the proposed development and concluded that flows can be

accommodated within the immediate public sewerage system.

The foul water discharges to mains drainage and there will be no material increase in discharge as a result of this change of use. Welsh Water have suggested a condition that no additional surface water shall be discharged to a public sewer.

Rates of surface water flow will remain unchanged because of this change of use and SAB approval will not be required.

Flooding

Part of the site is designated as a Zone 2 for surface water flooding, identified in the Flood Maps for Planning. No objection is offered by the Council's SAB Officer. At the advice of the SAB Officer and on a precautionary basis, ground (garden) levels are to be reduced on the south-eastern side of the dwelling (approx. 200mm) and that a constant fall is created towards the south. This would allow any surface water flows which do occur to pass the dwelling without causing internal flooding.

6.9 Response to the Representations of Third Parties

Letters of objection have been received from two addresses. There is concern about overcrowding and the impact this will have on the sewers. As a house in multiple occupation there is no indication that it would be occupied by more people than the existing C3 residential use. Welsh Water has considered the impact of foul flows generated by the proposed development and concluded that flows can be accommodated within the immediate public sewerage system. The Housing Provider will need to comply with the required fire and safety regulations, separate to the planning process. Planning officers consider that the alterations will enhance the street scene and not have a negative impact. The vehicle access is to be retained in its current position but will be widened, the garage will be demolished and two car parking spaces will be provided. Given the sustainable location of the site within walking distance to the town centre and the typical low car ownership of people occupying such HMO's the parking provision is considered adequate by the Highway Authority. There is no reason why anti-social behaviour should occur with the HMO, and much would depend on the management of the property by the local authority Housing Team.

6.10 Well-Being of Future Generations (Wales) Act 2015

The duty to improve the economic, social, environmental and cultural well-being of Wales has been considered, in accordance with the sustainable development principle, under section 3 of the Well-Being of Future Generations (Wales) Act 2015 (the WBFG Act). In reaching this recommendation, the ways of working set out at section 5 of the WBFG Act have been taken into account and it is considered that this recommendation is in accordance with the sustainable development principle through its contribution towards one or more of the Welsh Ministers' well-being objectives set out in section 8 of the WBFG Act.

6.11 Conclusion

The application relates to an existing residential property within the Abergavenny Development Boundary. The property occupies a sustainable location within walking distance of the town centre. The minor alterations to the dwelling will improve both the street scene and the appearance of the property itself in accord with Policy DES1 of the LDP. The proposal accords with the objectives of Policy H9 in terms of residential amenity, impact on the street scene and parking provision. Biodiversity net benefit would be provided. Residential amenity and privacy is maintained in accordance with Policy EP1. The Highway Authority offers no objection and considers that adequate parking is being provided meeting the objectives of Policy MV1. Bike storage will be provided on site.

Having regard to the policy context above, the proposal is considered acceptable and planning permission is recommended subject to conditions.

7.0 RECOMMENDATION: APPROVE

- 1 This development shall be begun within 5 years from the date of this permission.

REASON: To comply with Section 91 of the Town and Country Planning Act 1990.

2 The development shall be carried out in accordance with the list of approved plans set out in the table below.

REASON: To ensure the development is carried out in accordance with the approved drawings, for the avoidance of doubt.

3 No surface water from any increase in the roof area of the building /or impermeable surfaces within its curtilage shall be allowed to drain directly or indirectly to the public sewerage system.

REASON: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment.

4 The biodiversity net benefit feature shown on the Proposed Ground Floor Plan No. 4331 (23) 200 C shall be implemented in full within 3 months of the date of this approval and shall be retained as such in perpetuity.

REASON: To provide biodiversity net benefit and ensure compliance with PPW 12, the Environment (Wales) Act 2016 and LDP Policy NE1