

Application Number:	2025/0078	Application Type:	Full
Proposal:	Conversion of a vacant residential building into two separate residential dwellings with parking provisions.	Location:	190 Haslingden Road Rawtenstall BB4 6RX
Report of:	Head of Planning and Building Control	Status:	For Publication
Report to:	Development Control Committee	Date:	24.06.2025
Applicant:	Mr Johnny Wilson	Determination Expiry Date:	27.06.2025
Agent:	Latch Architects Ltd		

Contact Officer:	Claire Bradley	Telephone:	01706 238636
Email:	planning@rossendalebc.gov.uk		

REASON FOR REPORTING	
Outside Officer Scheme of Delegation	
Member Call-In Name of Member: Reason for Call-In:	
3 or more objections received	Yes
Other (please state):	

HUMAN RIGHTS

The relevant provisions of the Human Rights Act 1998 and the European Convention on Human Rights have been taken into account in the preparation of this report, particularly the implications arising from the following rights:

Article 8

The right to respect for private and family life, home and correspondence.

Article 1 of Protocol 1

The right of peaceful enjoyment of possessions and protection of property.

1. RECOMMENDATION

Approval subject to the conditions specified below.

APPLICATION DETAILS

2. SITE

The application site is a detached, 3-bedroom residential dwelling with a front driveway and an integrated garage space. The property is stone built with a slate roof.

The site is bounded by stone walls to the northeast and timber fencing on the south eastern boundary. Along the south eastern boundary there is public access to the rear garden and toward the rented parking area behind 174 Haslingden Road.

The site lies within the urban boundary and is identified as a non-designated heritage asset (the Creamery) on the emerging Local List.

3. RELEVANT PLANNING APPLICATION HISTORY

None

4. PROPOSAL

The applicant seeks planning permission for the conversion of the building into two separate residential dwellings along with the creation of separate parking provision.

External works include the subdivision of the rear balcony and rear garden area.

Since comments have been received from the Civic Trust, the plans have been amended as follows:

- The front elevation has been changed to retain the original store frontage and roof.
- The garage door has been replaced with an infill comprising a lower wall constructed from timber panels that match the existing panel work on the Creamery doors, accompanied by a large-pane window with a central glazing bar
- The previously proposed single-pane first floor window has been replaced with a timber sash window to match the others on the first floor. Below the window, a timber panel has been added panel in keeping with the existing panelling seen on the Creamery.

The application would provide one car parking space for each property in front of each dwelling and a second space for each dwelling in the car parking area accessed between 172 and 174 Haslingden Road

5. POLICY CONTEXT

National Planning Policy Framework

Section 2 Achieving Sustainable Development

- Section 4 Decision Making
- Section 9 Promoting Sustainable Transport
- Section 11 Making Effective Use of Land
- Section 12 Achieving Well Designed Places
- Section 16 Conserving and Enhancing the Historic Environment

Development Plan

Local Plan Policies

Policy SS: Spatial Strategy
 Policy SD1: Presumption in Favour of Sustainable Development
 Policy SD2: Urban Boundary and Green Belt
 Policy ENV1: High Quality Development in the Borough
 Policy ENV2: Historic Environment
 Policy TR4 Parking

Other material considerations

National Planning Practice Guidance

6. CONSULTATION RESPONSES

Consultee	Response
LCC Highways	No objections subject to a condition and informatives
Rossendale Civic Trust	<p>This building and its architectural features must continue to be recognisable for what it was, and its unusual configuration and decorative features respected. In particular, the small projecting tile roof above the carriage door should be retained as an integral part of the structure.</p> <p>Retaining some reference to the former carriage way/garage door itself would be welcome: if not being strictly honest and replacing the whole as a unit with a wooden lower half, perhaps by providing a distinct 'stall riser' type base to a new window and replicating the distinctive divisions of the door with purpose designed glazing bars would be welcome.</p> <p>In this respect also, the divisions proposed for the upper windows are incompatible with their proportion, and their relationship to the windows on nos. 192 and 194. Simple one-over-one traditional sash windows would be infinitely preferable.</p>

7. REPRESENTATIONS

To accord with the General Development Procedure Order a site notice was posted on 09.04.2025 and neighbour letters were posted out on 07.04.2025 and again on 28.05.2025 following receipt of amended plans.

There have been 7 representations objecting to the development on the following grounds:

- The Site Location Plan includes a blue-line boundary of land in the applicant's ownership. This is inaccurate. *(This has been addressed through the submission of a revised plan).*
- The plan to remove the front wall and allow 2 parking spaces to be created within the frontage will also require the removal of two to three on street parking spaces.
- The local community has so very few on street parking places that it has become extremely difficult for those that live within terraces that have no drive now struggle to find a parking place.
- Generally pleased that it is being brought back into residential use. We consider it important that the conversion into two houses is done sympathetically and that it preserves the attractive frontage and we generally agree with the Civic Trust's view. In particular we feel it would be a tragedy if the stone front wall and the gateposts were removed as this would radically alter the overall appearance of the property.
- There is a privacy screen between the proposed two dwellings on the balcony/landing, but there is no provision for the view to and from No. 192.

Following reconsultation, the comments are as follows:

- Parking for the current residents in the surrounding area is at a premium and removing the wall in front of 190 to allow for parking in front of these plans will remove much needed parking for current residents.

8. ASSESSMENT

The main considerations in this case are as follows:

- 1) Principle;
- 2) Visual Amenity/Impact on Heritage;
- 3) Neighbour Amenity;
- 4) Access, Parking and Highway Safety

Principle

The principles of sustainability are a central thread running through planning policy. The NPPF advises that the purpose of the planning system is to contribute to the achievement of sustainable development. The NPPF refers to the need for new developments to be sited in sustainable locations readily accessible by public

transport, cycle and on foot. The NPPF states an environmental objective as an overarching objective and this includes moving to a low carbon economy. The NPPF has a presumption in favour of sustainable development at its heart:

“So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development” (Para 11)

The NPPF advises that in assessing applications for development it should be ensured that

- (a) *“appropriate opportunities to promote sustainable transport modes can be-or have been- taken up, given the type of development and its location*
- (b) *safe and suitable access to the site can be achieved for all users.”*

The NPPF places an emphasis on sustainable travel and advises that significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.

The NPPF states that Planning policies and decisions should:

- (f) *create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.*

In this case, the application site is located within the defined urban boundary, where Policy SD2 of the Local Plan seeks to locate the majority of new development.

The application site was previously a dwelling and this application is to subdivide it into two three-bed dwellings.

Policy ENV1 requires proposals to demonstrate how the new development will connect to the wider area via public transport, walking and cycling.

The site is located in a sustainable location, with bus stops adjacent and close to the amenities in Rawtenstall Town Centre.

Overall, it is considered that the proposed scheme accords with the Framework and the Local Plan. Having regard to all of the above, the proposed development is acceptable in principle.

Visual Amenity/Heritage Impact

Policy ENV1 of the Local Plan seeks to promote high quality design in the Borough, and includes a varied set of criteria with which development proposals need to comply.

Paragraph 135 of the Framework states that planning decisions should ensure that developments:

“a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.”

Since the plans have been revised to take account of the comments from Rossendale Civic Trust, there are no significant building works proposed to the front elevation of the building.

The front elevation has been changed to retain the original store frontage and roof; the garage door has been replaced with an infill comprising a lower wall constructed from timber panels that match the existing panel work on the Creamery doors, accompanied by a large-pane window with a central glazing bar and the previously proposed single-pane first floor window has been replaced with a timber sash window to match the others on the first floor. Below the window, a timber panel has been added panel in keeping with the existing panelling seen on the Creamery.

The property has been identified for inclusion in the local list of non-designated heritage assets. Following comments from the Civic Trust the application has been amended as to retain key features as detailed above

Para 216 of the NPPF states as follows;

The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

There are some concerns in representations in relation to the loss of section of the front wall and the gate piers.

In this case, following discussion with the agent, the gate piers are to be retained, however, sections of the front wall are required to be removed to facilitate off-street parking at the site.

The loss of sections of the wall will result in a degree of less than substantial harm to the asset, which needs to be weighed against the public benefit of bringing the building back into a viable use.

As such in terms of the wall, it is considered that the public benefits created from the development outweigh the harm identified above.

In addition, in terms of design, the revised proposal reflects a high-quality scheme in accordance with advice contained within the Framework. The proposal is acceptable and in accordance with Section 12 of the Framework and Policies ENV1 and ENV2 of the Rossendale Local Plan.

Neighbour Amenity

One of the key objectives of the NPPF 2024 is *“a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being”*

Paragraph 155 of the Rossendale Local Plan advises that *“The NPPF identifies as one of its core planning principles, that planning should “always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings”* Access to outdoor amenity space, particularly green space, is important for quality of life, health, biodiversity and provide play space for children and young people. It is therefore important that all residential development, including all new homes, residential care homes and other residential institutions provide outdoor amenity space for residents.

Policy HS8 of the Local Plan states:

“All new residential development should provide adequate private outdoor amenity space. This should be in the form of gardens unless the applicant can demonstrate why this is not achievable and proposes a suitable alternative. “

The proposed development retains the rear amenity space which will be subdivided for, giving each dwelling adequate outdoor amenity space.

Policy ENV1 (c) requires development to be *sympathetic to surrounding land uses, avoiding demonstrable harm to the amenities of a local area*; and (d) states that the *scheme will not have an unacceptable adverse impact on neighbouring development by virtue of it being over-bearing or oppressive, overlooking, or resulting in an unacceptable loss of light;-nor should it be adversely affected by neighbouring uses and vice versa*;

The objector’s comments are noted in respect of the balcony and the agent has agreed to a condition requiring the provision of a screen on the balcony adjacent to 192 Haslingden Road.

Subject to the above, it is not considered that the scheme will result in a reduction in outlook, privacy or daylight for any neighbouring properties significant enough to warrant refusal of the application.

Comments in relation to loss/lack of parking will be addressed in the following section

Subject to the above and the condition in relation to the provision of an appropriate screen on the balcony adjacent to No 192 Haslingden Road, the proposed development is considered acceptable in terms of neighbour amenity.

Access, Parking and Highway Safety

Objectors' concerns over parking provision are noted. However, the Local Highway Authority has been consulted and has provided advice on the proposed scheme.

There is currently only one on street parking space available in front of the property due to current demarcations on the highway for existing driveways in and around the application site.

The Local Highway Authority have no objections to the proposed development and have requested a condition that ensures refuse bins are retained within the site.

Subject to the condition above, the scheme is considered acceptable in terms of access, parking and highway safety.

9. CONCLUSION

The scheme would result in the subdivision of an existing dwelling in a sustainable location.

Subject to conditions in relation to privacy screens, there will be no impact on neighbour / residential amenity. The Highway Authority have no objections to the proposed development and it is therefore acceptable in terms of Highways Safety.

In terms of visual and heritage impact, amendments have been made to the original scheme resulting in a development that brings back into use a non-designated heritage asset, retaining key features.

It is considered that the benefits of the development, outweigh the minimal / low-level harm from the loss of a section of the garden wall.

10. RECOMMENDATION

That planning permission be approved subject to the following conditions.

11. CONDITIONS

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To accord with the requirements of Section 91 of the Town and Country Planning Act 1990.

2. The development hereby permitted shall be carried out in accordance with application form received 04.03.2025 the following drawings and documents, unless otherwise required by the conditions below:

Drawing No: 204-002C - Existing Site Plan received 04.03.2025
Drawing No: 204-010C - Existing Basement and Ground Floor Plan received 04.03.2025
Drawing No: 204-011C - Existing First and Loft Floor Plan received 04.03.2025
Drawing No: 204-012C - Existing Roof Plan received 04.03.2025
Drawing No: 204-020C - Existing Northwest and Southeast Elevations received 04.03.2025
Drawing No: 204-021C - Existing Northeast Elevation received 04.03.2025
Drawing No: 204-022C - Existing Southwest Elevation received 04.03.2025
Drawing No: 204-030C - Existing Section AA and BB received 04.03.2025
Drawing No: 204-040C - Existing 3D received 04.03.2025
Drawing No: 204-P-001 - Existing Site Location Plan received 19.05.2025
Drawing No: 204-100D - Proposed Site Plan received 28.05.2025
Drawing No: 204-110D - Proposed Basement & Ground Floor Plans received 28.05.2025
Drawing No: 204-111D - Proposed First & Loft Floor Plans received 28.05.2025
Drawing No: 204-120D - Proposed Northwest & Southeast Elevations received 28.05.2025
Drawing No: 204-121D - Proposed Northeast Elevation received 28.05.2025
Drawing No: 204-122D - Proposed Southwest Elevation received 28.05.2025
Drawing No: 204-130D - Proposed Section AA & BB received 28.05.2025
Drawing No: 204-140D - PROPOSED 3D received 28.05.2025
Drawing No: 204-142 - Proposed 3D Frontage received 28.05.2025
Drawing No: 204-160D - Proposed Parking Plan received 28.05.2025
Biodiversity Net Gain Statement received 03.04.2025
Amended Design and Access Statement received 19.05.2025
Suggested Privacy Screen Position received 19.05.2025

Reason: To define the permission and in the interests of the proper development of the site.

3. No part of the development shall be occupied, including the parking spaces, until dropped kerbs have been installed and widened at the carriageway edge and a vehicle cross-over constructed across the footway fronting the site in accordance with Lancashire County Council's Specification for Construction of Estate Roads. These shall then be retained in that form thereafter for the lifetime of the development.

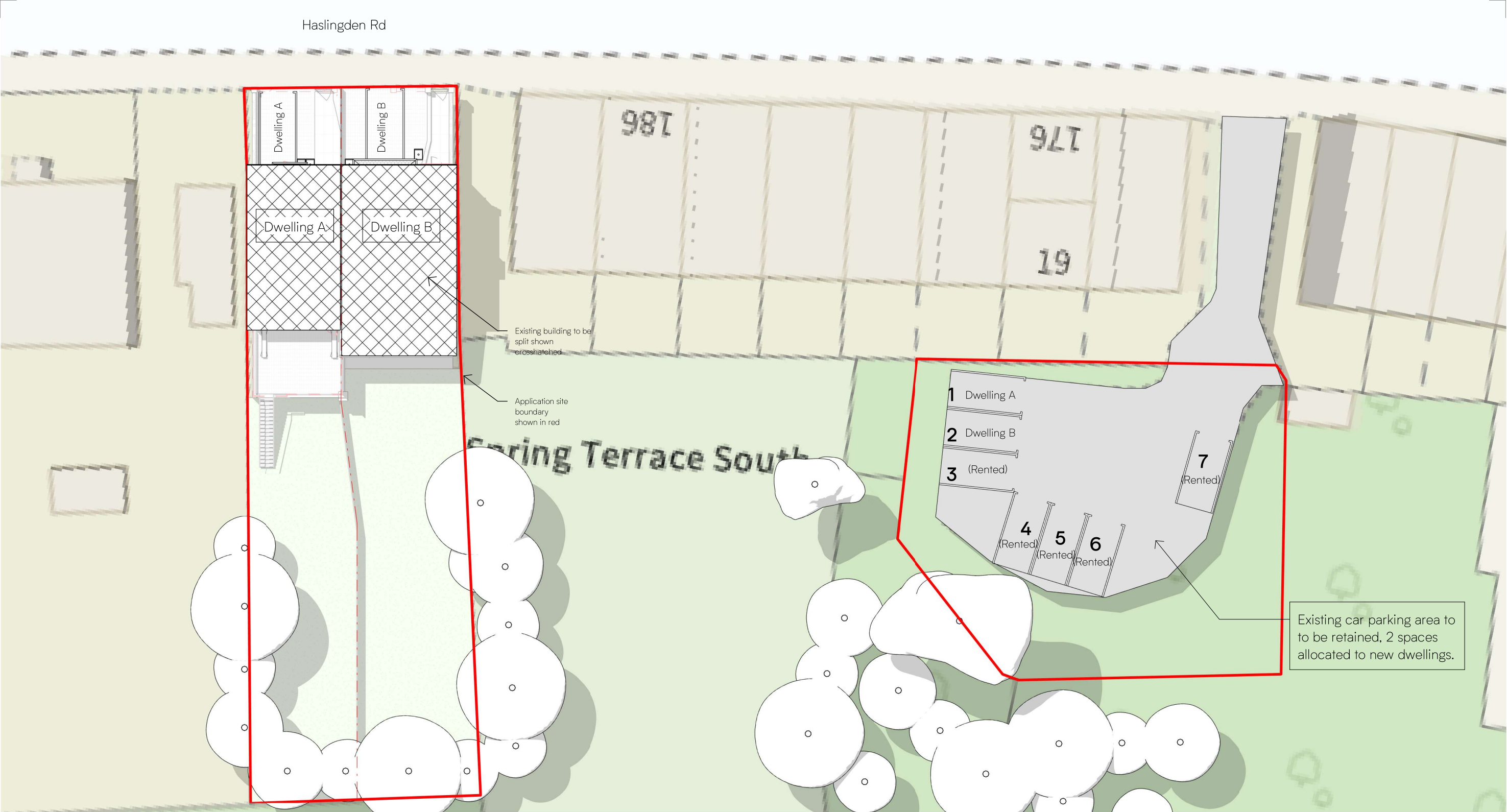
Reason: In the interests of pedestrian safety and accessibility.

4. No part of the development shall be occupied until full details including dimensions, materials and position of privacy screens between Nos 192 and 190 and between the two proposed properties have been submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented in full prior to occupation of any part of the development and then shall be retained in that form thereafter for the lifetime of the development.

Reason: In the interests of the privacy and outlook of neighbouring properties and the future occupiers of the proposed development.

12. INFORMATIVES

1. The proposal complies with the development plan and would improve the economic, social and environmental conditions of the area. It therefore comprises sustainable development and the Local Planning Authority worked proactively and positively to issue the decision without delay. The Local Planning Authority has therefore implemented the requirement in Paragraph 38 of the National Planning Policy Framework.
2. This consent requires the alteration of an access to the public highway. Under the Highways Act 1980 Section 171 Lancashire County Council as Highway Authority must specify the works to be carried out. Only the Highway Authority or a contractor approved by the Highway Authority can carry out these works. Therefore, before any works can start, the applicant must complete the online quotation form found on Lancashire County Council's website using the A-Z search facility for vehicular crossings at <http://www.lancashire.gov.uk/roads-parking-andtravel/roads/vehicle-crossings.aspx>
3. The grant of planning permission will require the developer to obtain the appropriate permits to work on, or immediately adjacent to, the adopted highway network. The applicant should be advised to contact Lancashire County Council's Highways Regulation Team, who would need a minimum of 12 weeks' notice to arrange the necessary permits. They can be contacted on lhsstreetworks@lancashire.gov.uk or on 01772 533433.



Proposed Site Plan

Scale: 1 : 250

<div><div>Latch</div><div>Architects</div></div>	Project: The Creamery, 190 Haslingden Rd, Rawtenstall, BB4 6RX			<div><div>02m4m</div><div>1:100 @ A3</div></div> <div><div>01m2m</div><div>1:50 @ A3</div></div>	<div>Notes:</div> <div>1. Do not scale, use figured dimensions only.</div> <div>2. Contractor / fabricator to check dimensions on site prior to any off site manufacturing.</div> <div>3. Dimensions are in millimetres unless stated otherwise.</div> <div>4. Report all discrepancies, conflicts or errors to architect prior to proceeding.</div> <div>5. Refer to structural engineers design for all load bearing elements, bracing, movement joints and below ground drainage.</div> <div>6. Refer to mechanical and electrical engineers design for all building services.</div> <div>7. All works to comply with relevant British Standards and Building Regulations.</div> <div>8. This drawing and design is the property of Latch Architects Ltd and is issued under license to the named recipient only. All copyright law protecting design, artistic & literary work contained within this drawing remains.</div>	<div>How to read this drawing:</div> <div>1. Demolitions shown in red</div> <div>2. Grey fill represent existing buildings, hatched fill represents proposed buildings</div>	Rev	Description	Date
	D	Revised Front Facade	2025-05-28						
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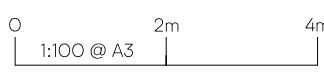
Proposed North East Elevation (Front)

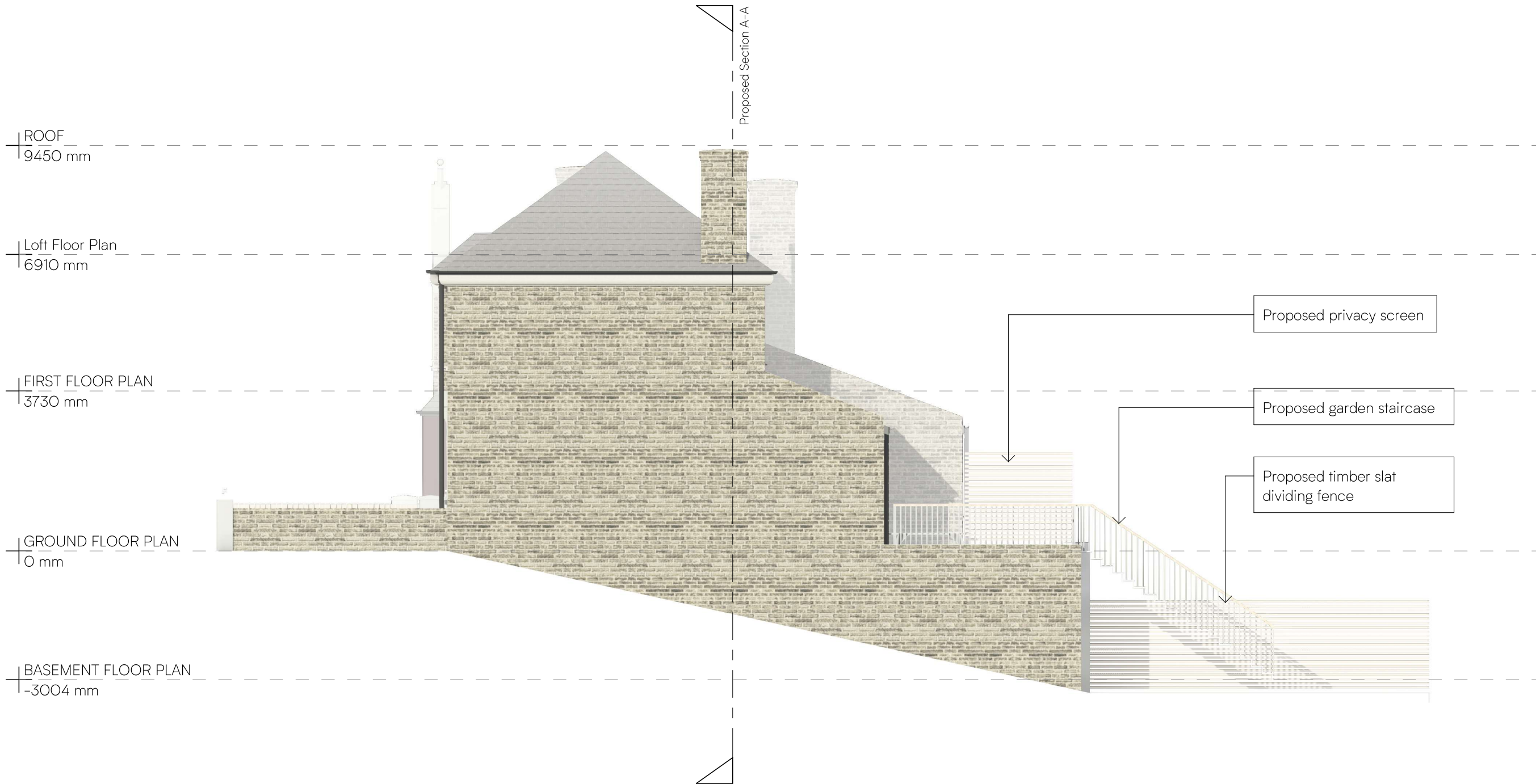
Scale: 1 : 100



Proposed South Elevation (Rear)

Scale: 1 : 100

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	Client: Mr. Jonny Wilson	No: 204-P- 120	Rev: D				D	Revised Front facade	2025-05-28
	Title: Proposed North & South Elevation	Scale: 1 : 100@ A4							
	Status: FOR DISCUSSION ONLY	Date: FEB 2025							
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Proposed Southwest Elevation
(Side)

Scale: 1 : 100

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	D	Revised Front Facade	2025-05-28						
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Title: Proposed Southwest Elevation			Scale: 1 : 100@ A4						
Status: FOR DISCUSSION ONLY			Date: FEB 2025						
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Proposed 3D Frontage

Scale:

Notes:

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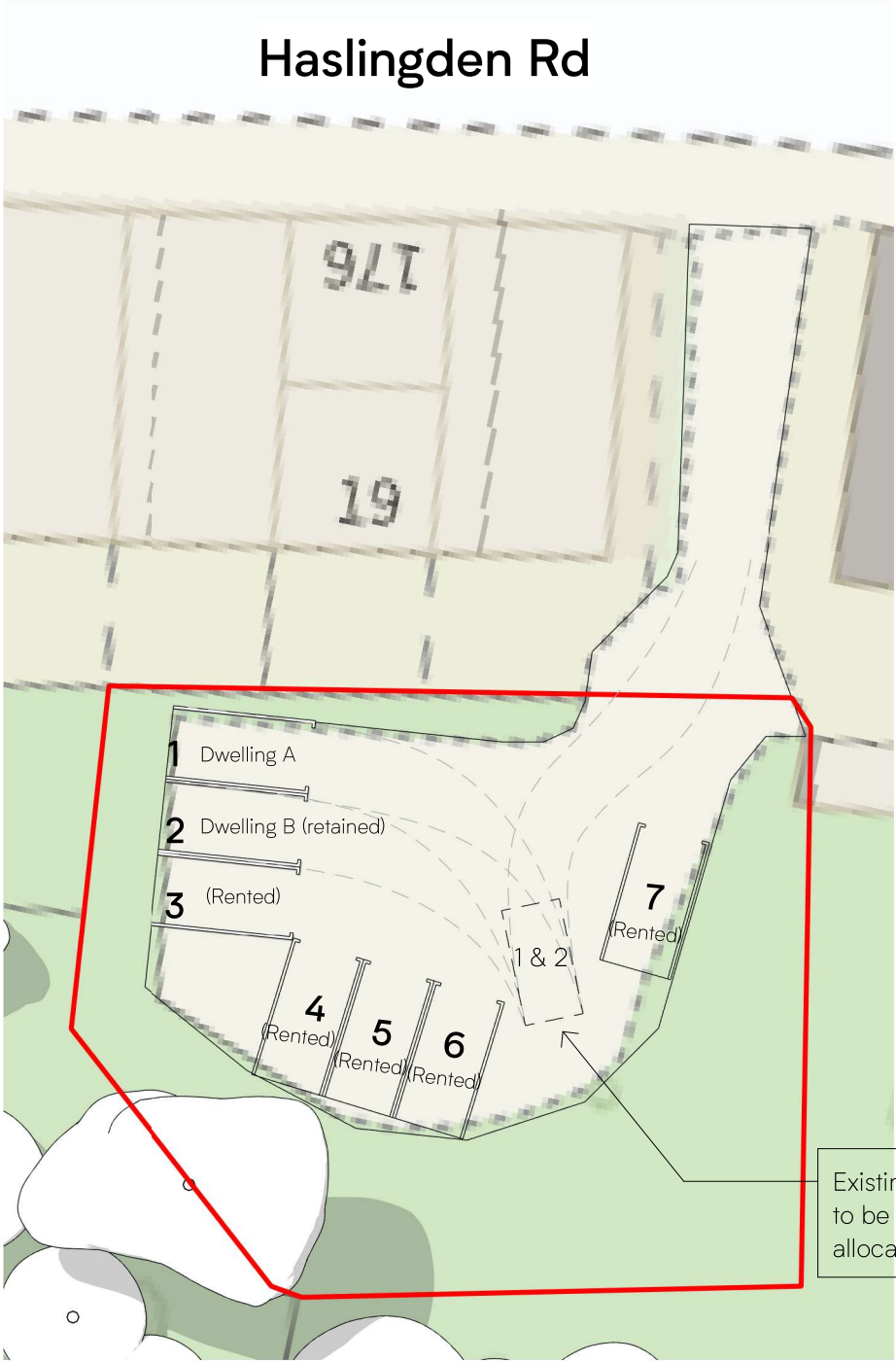
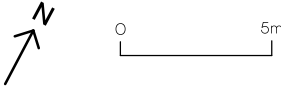
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- 2. Grey fill represent existing buildings, hatched fill represents proposed buildings

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	Title: Proposed 3D Frontage	Scale: @ A4		O 1:50 @ A4 1m			
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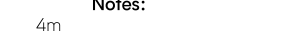
Dwelling Parking Plan

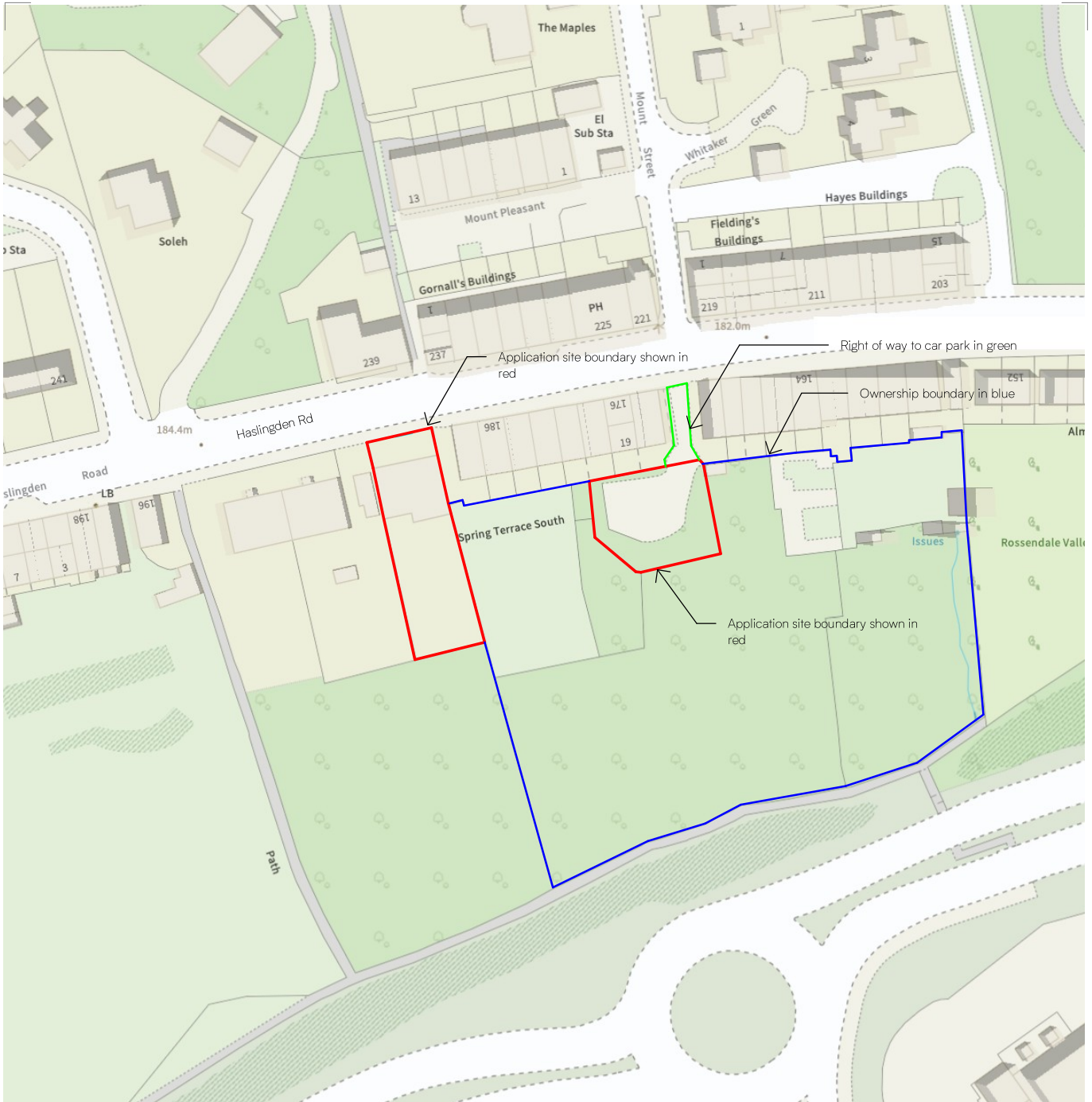
Scale: 1 : 250



Parking Area Parking Plan

Scale: 1 : 250

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	Title: Proposed Parking Plan	Scale: 1 : 250@ A4						
	Status: FOR DISCUSSION ONLY	Date: FEB 2025						
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<table><tr><th>Rev</th><th>Description</th><th>Date</th></tr><tr><td>D</td><td>Revised Front Facade</td><td>2025-05-28</td></tr></table>			Rev	Description	Date	D	Revised Front Facade	2025-05-28
Rev	Description	Date						
D	Revised Front Facade	2025-05-28						



SITE LOCATION PLAN

Scale: 1 : 1250



0 25m

Notes:

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	Project: The Creamery, 190 Haslingden Rd, Rawtenstall, BB4 6RX			 	Rev	Description	Date
	Client: Mr. Jonny Wilson	No: 204-P- 001	Rev: E		E	Amended Ownershi	2025-05-19
	Title: Site Location Plan	Scale: 1 : 1250@ A4			p	Boundary	
	Status: FOR DISCUSSION ONLY	Date: FEB 2025					
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