

Application Number:	2026/0070	Application Type:	Full
Proposal:	Change of use of an existing industrial building to an indoor leisure and social facility.	Location:	Former James Killelea & Co Ltd Stoneholme Road Crawshawbooth BB4 8BA
Report of:	Head of Planning and Building Control	Status:	For publication
Report to:	Development Control Committee	Date:	19 th May 2026
Applicant:	Pinks Insulation & Drylining	Determination Expiry Date:	16 th June 2026
Agent:	J Mead Architectural Consultants Ltd		

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

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 contained in this report.

2. APPLICATION SITE

The application site comprises an industrial unit located on Stoneholme Road and accessed from Crawshawbooth by Turton Hollow Road.

The building was previously used for a general industrial purposes (Use Class B2).

The site has been vacant since the previous occupier went into administration in late 2022.

The site is within the urban boundary and within an allocated existing employment site; EE8 Turton Hollow Road. This site is allocated within the Local Plan for E(g), B2 and B8 uses.

There are residential properties to the east of the site, commercial/industrial premises to the north and south west and open land to the west across the river.

Car Parking is available on site.

3. RELEVANT PLANNING HISTORY

1975/0147: Erection of office block. (Approved)

X/2006/693: Proposed works extension at Stoneholme Road Crawshawbooth. (Approved)

4. PROPOSAL

The application is for the change of use from general industrial (Use Class B2) to the following:

- Three indoor padel courts
- Coffee and social seating area
- Golf simulator and interactive darts
- SHUFL tables
- Changing facilities and accessible toilets

5. POLICY CONTEXT

Policy Considerations

National Planning Policy Framework

Section 2	Achieving Sustainable Development
Section 4	Decision Making
Section 6	Building a Strong, Competitive Economy

- Section 8 Promoting healthy and safe communities
- Section 9 Promoting Sustainable Transport
- Section 11 Making Effective Use of Land
- Section 12 Achieving Well Designed Places

Development Plan Policies

- SS: Spatial Strategy
- SD1: Presumption in Favour of Sustainable Development
- SD2: Urban Boundary and Green Belt
- EMP1: Provision for Employment
- EMP2: Employment/mixed-use allocations and existing employment sites
- EMP3: Employment Sites and Premises
- R1: Retail and Other Town Centre Uses
- ENV1: High Quality Development in the Borough
- TR4: Parking

Other Material Planning Considerations

- National Planning Practice Guidance
- National Design Guide

6. CONSULTATION RESPONSES

Consultee	Response
Environment Agency	No objection
LCC Highways	No objection
LLFA	No comments

7. REPRESENTATIONS

In order to publicise the application a site notice was posted on 01.04.2026 and neighbour letters were sent out on 30.03.2026. The application was also available for viewing on the Council’s website.

38 responses were received supporting the proposal and 1 letter of objection

Supporting Comments

- Traffic will be less than when used as an industrial unit.
- Benefit to the local community.
- No other nearby facilities
- Will bring visitors into the Borough
- Will bring a positive economic impact
- Will encourage healthier lifestyles
- Much needed investment in the Borough

Objection Comments

Likelihood of increased noise from Padel – additional measures should be included
Opening times are too long resulting in a constant stream of traffic
Road is in a poor condition for the amount of traffic that will be visiting the site

8. ASSESSMENT

The main issues for consideration in this instance are:

- a) Principle
- b) Visual Amenity,
- c) Neighbour Amenity
- d) Access, Parking and Highway Safety
- e) Flood Risk

Principle

The proposed development is located within the urban boundary, where the Local Plan seeks to locate the majority of new development.

The site is reasonably sustainably located, within an area designated as existing employment, and directly adjacent to other employment uses.

As the application concerns an existing employment site (site EE8), with the proposed use identified as a main town centre use, the proposal is assessed against the employment and retail policies in the Rossendale Local Plan 2019 to 2036.

Loss of Employment

The site is situated within an area identified as existing employment which is protected for business, general industrial or storage and distribution (Use Classes E (g), B2 or B8) under Policy EMP2.

Policy EMP3: Employment Site and Premises states that existing employment premises and sites last used for B8 use will be protected for employment use unless a clearly justified case can be made for a change of use. The Re-use and Re-development of Employment Land SPD is to be read in conjunction with Local Plan Policy EMP3 and sets out the information that will need to be provided in order to assess applications involving the re-use or re-development of employment land. Paragraph 1.3 reiterates the need to address criteria (a) to (i) of Local Plan Policy EMP3.

As this proposal is for a change of use from B2 to a number of different main town centre uses, the criteria within the Policy must be used for assessment:

- a) ***whether there would be an unacceptable reduction on the quantity of employment land supply;***

The proposal would result in the loss of 1,200m² of employment land. In terms of employment land supply, and the Annual Monitoring Report (AMR) for 2024/25 states:

Employment land delivery has improved from a provision of -0.01ha in 22/23 to +0.1ha in 24/25. The target of increasing employment land provision by 1.8ha per annum has not been achieved within 4 years. (p 5)

Five applications were approved which resulted in a loss or gain of employment land. Because of the approval for the Former Mayfield Chick site (NE1) for 4401 sqm, there was an overall annual gain of 2,775sqm.

The S.106 Agreement for application 2025/0327 will be signed imminently which will see a further increase to the employment land supply for Solomon Commercials to erect a new production facility (Use Class B2/B8), of 3,700 sqm and head office (Use Class E(g)(i)), of 1,390 sqm, with associated landscaping, parking, storage areas and the creation of a new vehicular access from Holcombe Road. This will be included in the AMR for 2025/26.

As such overall, having regard to the current employment land situation, it is not considered that the use of the building for leisure uses would result in an unacceptable loss of employment land.

b) *the extent of any job losses;*

The site has been vacant since late 2022 when the previous occupier went into administration. Despite marketing, the unit has remained vacant. There are no job losses associated with this application.

c) *the relative quality and suitability of the site for employment and*

The site's location within an existing employment allocation indicates that it is suitable for employment use.

However, it is noted that the building has remained vacant for over two years, indicating limited demand for its previous industrial use.

d) *an assessment of the existing provision for the proposed use and whether there is a clearly identified need;*

Padel is a racket sport combining elements of tennis and squash. It uses the same scoring system as lawn tennis but is played on courts approximately one-third smaller.

The game is mainly played in the doubles format, with players using solid racquets with no strings. The courts are enclosed and, like in squash, players can bounce the ball off the walls. Padel balls are smaller than those used in tennis and players serve underarm.

Padel has seen exponential growth over the last few years worldwide, especially in the UK. An additional 250 Padel court facilities were built in the UK between 2022 and 2023.

Currently there is one Padel facility in East Lancashire, located on Lomeshaye Industrial Estate. Other nearest facilities are located in Clitheroe, Blackburn, Skipton and Ilkley.

There is clearly an identified need for a Padel facility in Rossendale.

e) *the location of the site and its relationship to other uses;*

The location of the proposal is an established employment allocation, with other employment uses surrounding the site.

There will be dedicated parking spaces for the use of members attending the facility and the opening hours will be 06:00 to 23:00, 7 days a week.

Attendees will be inside the building except when arriving or leaving. Access to neighbouring units is as existing and parking for the surrounding units is available for each unit. It is not considered that the operation of this site as a leisure and social facility would have a detrimental impact on the operation of other businesses surrounding the site.

f) *whether the ability to accommodate smaller scale employment requirements would be compromised;*

It is not considered that the site, in its current form, is suitable for redevelopment into smaller-scale employment uses.

g) *there would be a net improvement in amenity;*

In terms of amenity, operation of the proposed use would result in fewer larger vehicles (HGVs) visiting the site than its previous use. There are no access or highway issues associated with the proposed use.

A noise statement has been submitted with the application which states as follows:

Historically, the building operated as a steel factory, a use typically associated with high noise levels arising from:

- *Heavy machinery and metal fabrication processes*
- *Impact noise from steel handling and processing*
- *Forklift and HGV movements*
- *Loading and unloading operations*
- *Prolonged daytime industrial activity*

Such uses generally generate continuous and impulsive noise both internally and externally and represent a high baseline noise environment consistent with industrial estate operations.

The proposed development comprises an indoor leisure facility including padel courts and associated social and recreational uses.

Key characteristics relevant to noise include:

- *All sporting and leisure activity will take place entirely indoors*
- *No external courts, outdoor activity areas, or spectator spaces are proposed*
- *No external amplified music or public address systems are proposed*
- *No floodlighting or outdoor lighting associated with sporting activity is proposed*

Padel activity involves intermittent ball impact and player movement, all of which is contained within the building and controlled through acoustic design measures.

Previously, the unit has been used for heavy industry (structural steel fabrication, storage and distribution) and could still be lawfully used as such, with the associated noise and heavy vehicle movements. The proposed padel use would not have the potential to generate disturbance to amenity on the same scale.

Subject to appropriate conditions in relation to a noise assessment and potential acoustic measures, it is considered that there would be a net improvement in amenity of the area.

h) the site and/or buildings are listed or locally listed heritage assets and their re-use or development is the most appropriate means to secure and maintain an acceptable and viable use that is consistent with their conservation in line with other relevant policies in this Plan; and

This is not applicable.

i) the site has an adequate access and its redevelopment would not create a traffic hazard.

It is considered that the site has adequate access and associated parking for the proposed use, and it would not create a traffic hazard.

LCC Highways have commented as follows:

The Local Highway Authority is of the opinion that the change of use of an existing industrial building to an indoor leisure and social facility would not have a detrimental impact on the local highway network.

The proposed development will utilise existing access points to the local highway network and from observations on site the Local Highway Authority is of the opinion that an acceptable level of parking can be provided within the site to accommodate the likely level of visitors to the development.

Therefore, the Highway Development Control Section of Lancashire County Council has no objections to the planning application.

It is considered that the proposed development is acceptable and is in accordance with all of the criteria within Policy EMP3 of the Rossendale Local Plan

Sequential Test and Leisure Impact Assessment

As the proposed use is a Leisure Use, it falls within the definition of a Main Town Centre Use in the NPPF. The Framework states as follows:

“91. Local planning authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan. Main town centre uses should be located in town centres, then in edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered.

92. When considering edge of centre and out of centre proposals, preference should be given to accessible sites which are well connected to the town centre. Applicants and local

planning authorities should demonstrate flexibility on issues such as format and scale, so that opportunities to utilise suitable town centre or edge of centre sites are fully explored.”

A Sequential Test assessment has been submitted with the application, assessing the suitability of properties within the centres of Burnley, Rawtenstall, Ramsbottom, Bacup, Haslingden and Crawshawbooth centres.

The proposed leisure use requires a large open-span building capable of accommodating multiple padel courts. Such courts require substantial internal height clearance and uninterrupted floor space.

No suitable properties have been identified to accommodate the use within or on the edge of any of the town centres.

The application site is an industrial unit within the Urban Boundary 200 metres from the Local Centre of Crawshawbooth. It is considered to be a sustainable location.

Policy R1 of the Rossendale Local Plan states as follows:

Where retail, leisure and office development are proposed outside of the defined centre boundaries, an impact assessment will be required where the floorspace exceeds:

Rawtenstall Town Centre: 400 sq.m

Bacup and Haslingden District Centres: 300 sq.m

Crawshawbooth, Waterfoot, Whitworth Local Centres: 200 sq.m

A Leisure Impact Assessment has been submitted alongside the application, which states as follows:

The proposal does not function as a traditional town centre leisure use such as a cinema, nightclub, restaurant or retail attraction. Instead, the development represents a specialist indoor sporting facility.

Padel is an emerging sport with limited existing provision in the surrounding area. The development therefore introduces new sporting infrastructure rather than competing with existing leisure operators.

Users typically travel to such facilities as a destination activity rather than as part of a town centre visit.

It is considered that given the specialist nature of the use, it is considered very unlikely that the development would compete directly with cinemas, restaurants, pubs or other leisure venues located within town centres.

The development is considered acceptable in principle and in accordance with EMP3 of the Rossendale Local Plan and the NPPF.

Visual Amenity

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.”*

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. These include that proposals take account of the character and appearance of the local area including scale, design and materials and will be sympathetic to surrounding land uses.

The proposed development does not include any significant external alterations to the building and therefore in terms of visual amenity is in accordance with Policy ENV1 of the Rossendale Local Plan and the NPPF Section 13.

Neighbour Amenity

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 proposal is to introduce a leisure use into an existing industrial building. A noise statement has been submitted which states as follows:

To ensure effective control of noise breakout and internal reverberation, the building will be upgraded with enhanced acoustic treatments as part of the fit-out works. These measures will include:

- *High-performance mineral wool insulation within wall build-ups*
- *A suspended ceiling incorporating approximately 250mm of mineral wool insulation*
- *Acoustic absorption treatments to reduce reverberation and airborne sound transmission*
- *Retention of the existing solid industrial building envelope*

These measures are designed to significantly reduce internal sound levels and limit the transmission of noise beyond the building fabric.

The proposed hours of operation will be 06:00 to 23:00, seven days a week.

There are a number of residential properties to the east of the site, separated by an area of mature trees.

With appropriate conditions to ensure that the acoustic measures are implemented, the proposed development is considered acceptable in terms of neighbour amenity.

Access, Parking and Highway Safety

Parking is provided for within the site. LCC Highways have commented as follows:

The Local Highway Authority is of the opinion that the change of use of an existing industrial building to an indoor leisure and social facility would not have a detrimental impact on the local highway network.

The proposed development will utilise existing access points to the local highway network and from observations on site the Local Highway Authority is of the opinion that an acceptable level of parking can be provided within the site to accommodate the likely level of visitors to the development.

Therefore, the Highway Development Control Section of Lancashire County Council has no objections to the planning application.

The proposed development would not result in any significant detrimental impact on the surrounding highway network or the immediate vicinity of the site.

Flood Risk

The application site is located within Flood Zone 2, with the existing use falling within the Less Vulnerable Category.

The National Planning Guidance standing advice and Environment Agency recommends that where possible, flood avoidance is provided by establishing the development's finished floor level 600mm above (freeboard) the design flood level. However, this level can be reduced if there is a high level of certainty about the estimated flood level. For this site the estimated free board has been determined to be 0.6m above the Design Flood Level due to the quality of the flood risk information available and the type of risk.

The finished floor should be 212.08m AOD. The site already complies with this level as the average external level around the building is 212.0 m AOD and the FFL is shown to be approximately 300mm above site level, i.e. 212.3 m AOD, which is well above the recommended FFL.

The Environment Agency have advised they have no objection to the development and it is considered acceptable in terms of flood risk.

9. CONCLUSION

The proposed development is acceptable in terms of loss of employment space, visual amenity, neighbour amenity, access, parking and highway safety, and flood risk. The development is considered acceptable and in accordance with the Rossendale Local Plan and the NPPF.

10. 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 the application form received 02.03.2026 and the following drawings and documents, unless otherwise required by the conditions below:

Drawing No: S01 - Existing Plans and Site Location Plan

Drawing No: S02 - Existing Elevations and Block Plan

Drawing No: SK01 - Proposed Plans

Drawing No: SK02 - Proposed Elevations

Flood Risk Assessment

Updated Leisure Impact Assessment

Updated Sequential Test

Planning Statement

Parking & Access Statement

Noise & Acoustic Statement

Design & Access Statement

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

3. The use of the building shall only operate between the following times and at no other time:

Monday to Sunday: 06:00 – 23:00

Reason: To ensure that the use does not unduly impact on the amenity of the surrounding area in accordance with Policy ENV1.

4. Prior to first use of the facility, the acoustic measures detailed within the Noise and Acoustic Statement shall be implemented in full and shall thereafter be retained in perpetuity.

Reason: In the interests of the amenity of neighbouring residential properties in accordance with Policy ENV1.

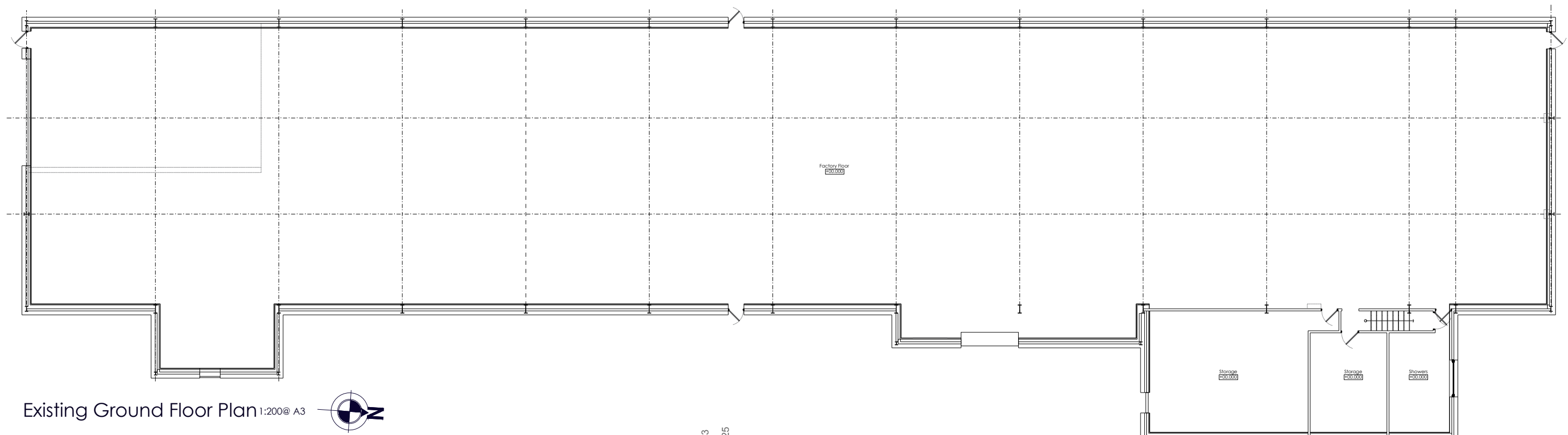
5. Within 3 months of the commencement of the use approved by this application, a noise survey shall be carried out in respect of the noise levels from the building with regard to the dwellings on North View. The results of the noise survey shall be submitted to and

approved in writing by the Local Planning Authority. Any mitigation measures proposed by the noise survey shall be completed in full within three months of the submission of the noise survey.

Reason: In the interests of the amenity of neighbouring residential properties in accordance with Policy ENV1.

11. 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.



Existing Ground Floor Plan 1:200@ A3

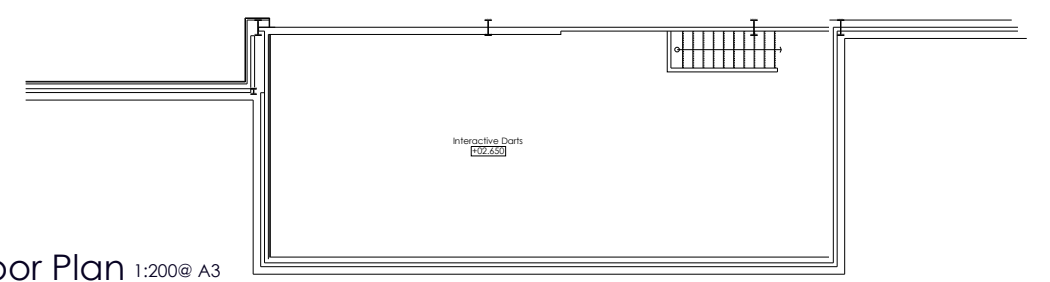


Site Location Plan 1:1250@ A3

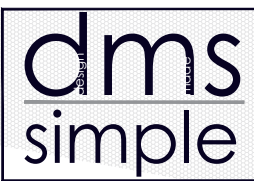
DENOTES SITE BOUNDARY



Existing First Floor Plan 1:200@ A3

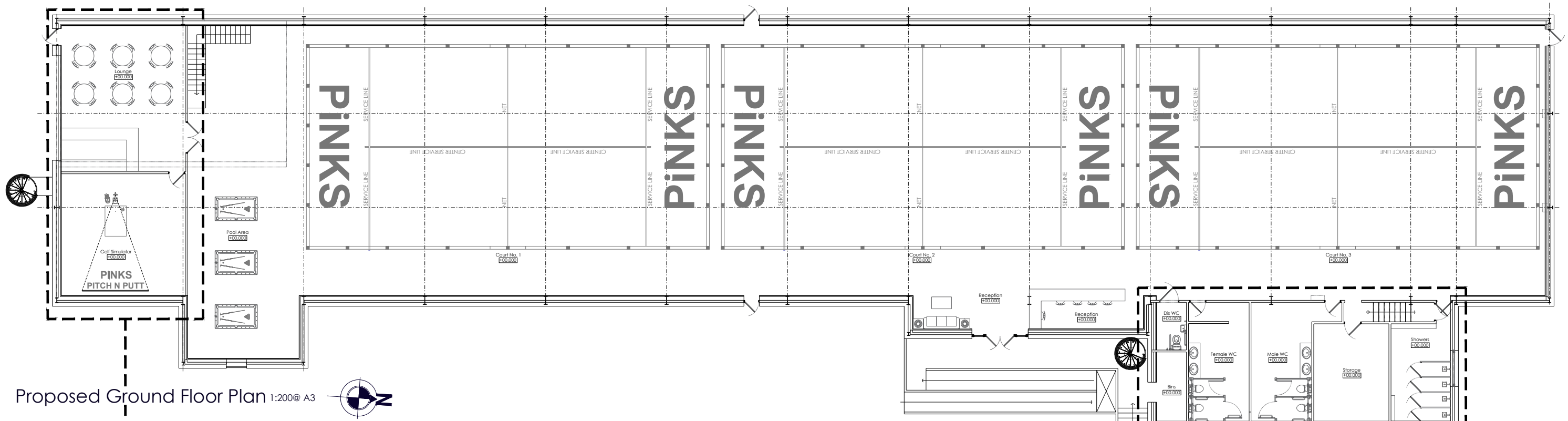


Project: Proposed Change of Use to James Killelea Unit, Stoneholme Road, Rossendale, BB4 8BA	Dwg Title: Existing Floor Plans & Site Location Plan
Client: Mr Matthew Hayes	Status: PLANNING PERMISSION
Dwg #: S01	Revision: / Dwg Date: 09.02.2026 Scale: 1:200@A3

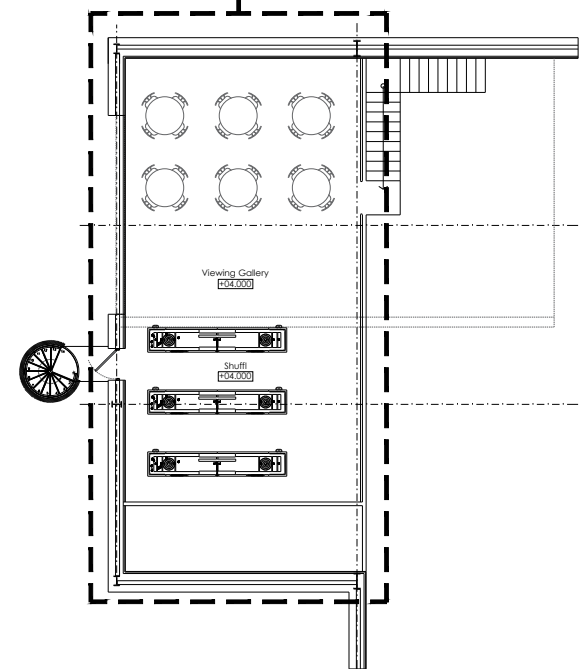


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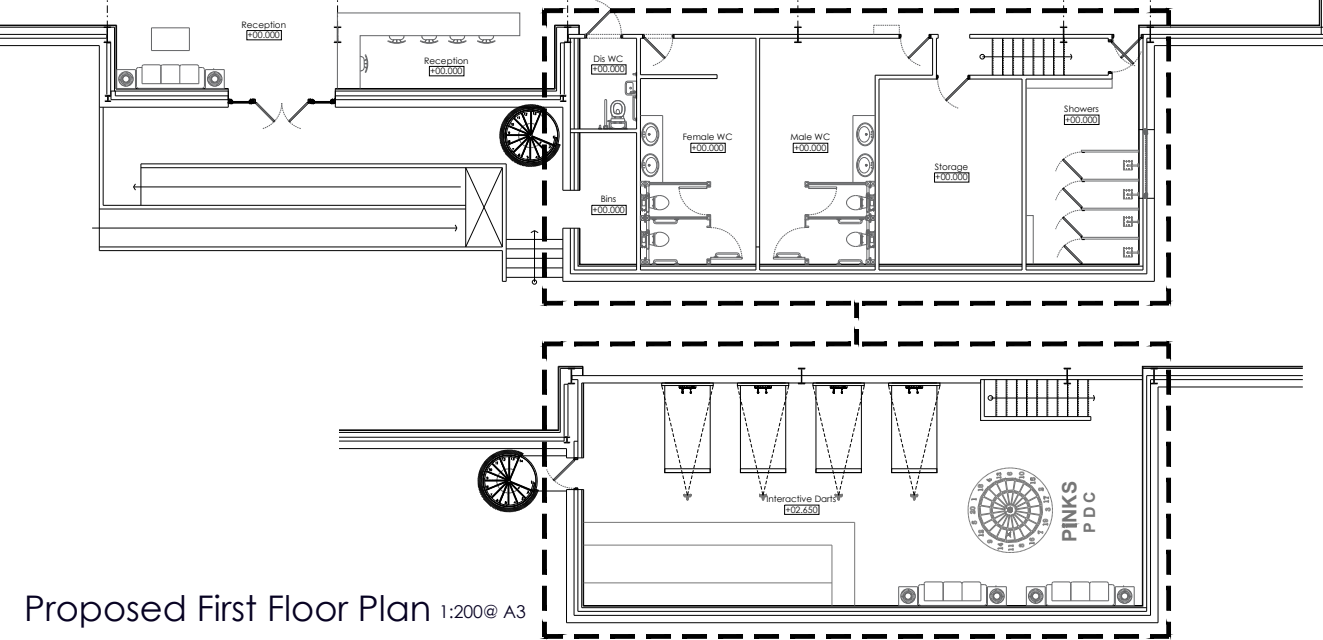
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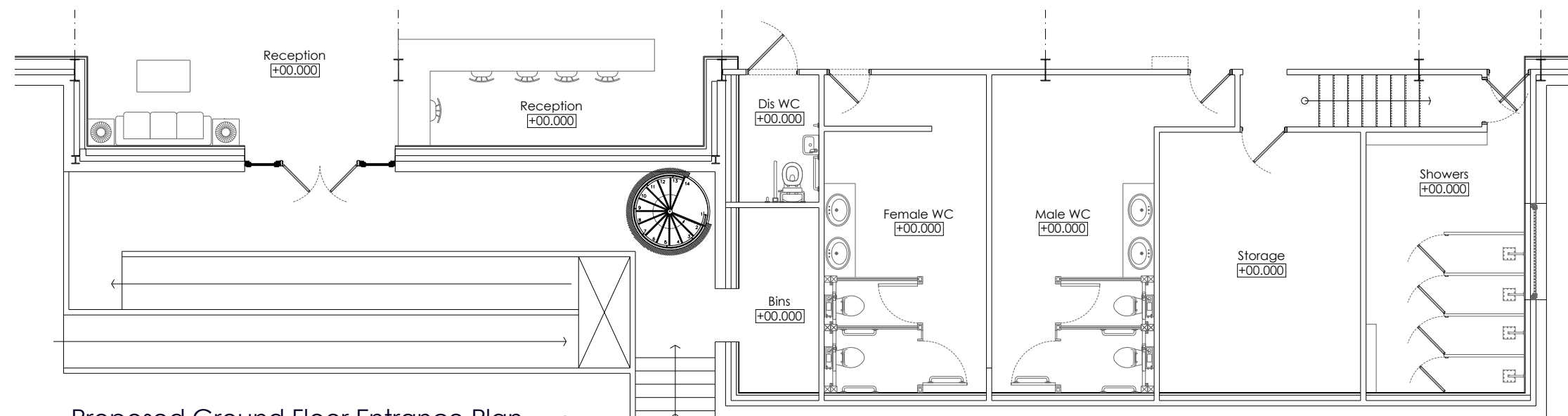
Proposed Ground Floor Plan 1:200@ A3



Proposed First Floor Plan 1:200@ A3



Proposed First Floor Plan 1:200@ A3



Proposed Ground Floor Entrance Plan 1:200@ A3

Project: Proposed Change of Use to James Killelea Unit,
Stoneholme Road, Rossendale, BB4 8BA

Client: Mr Matthew Hayes

Dwg #: SK01

Dwg Title: Proposed Ground & First Floor Plan

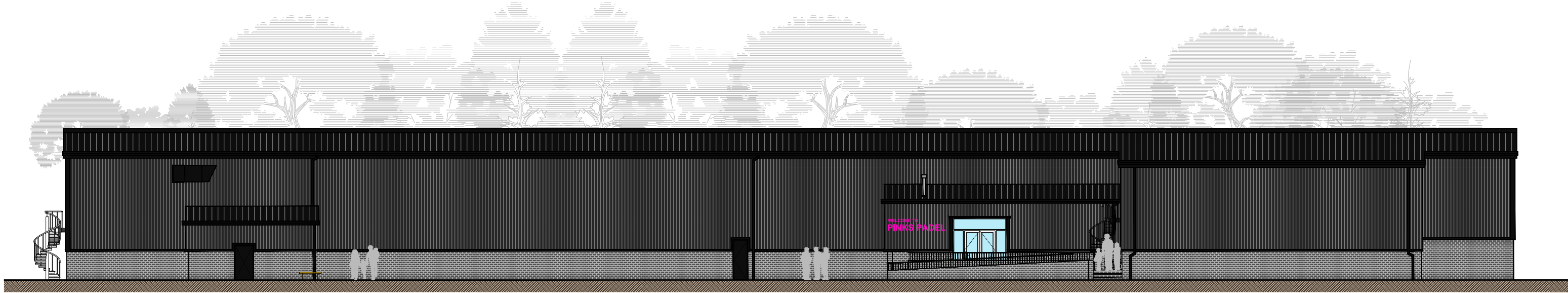
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Revision: / | Dwg Date: 09.02.2026 | Scale: 1:200@A3

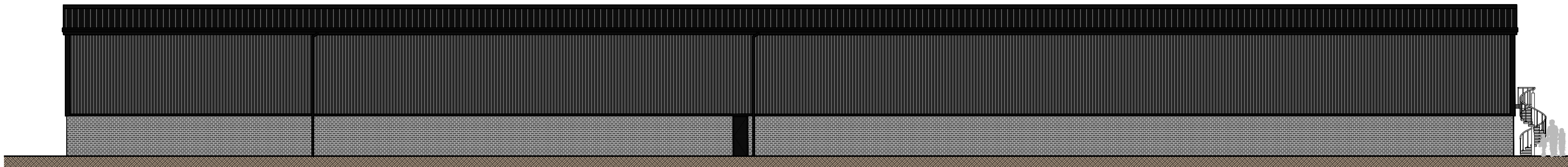
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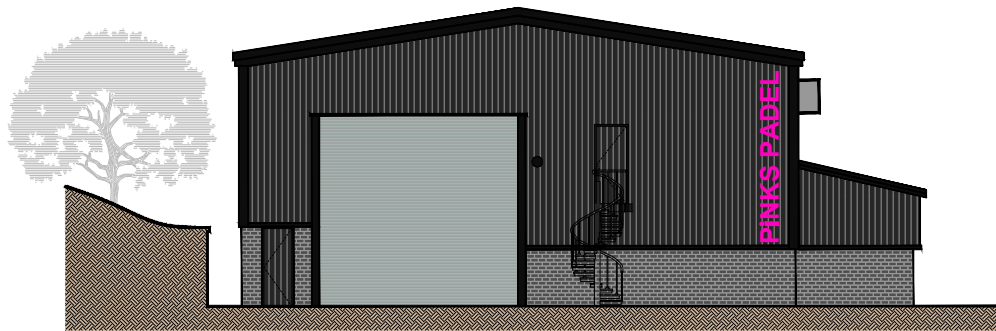
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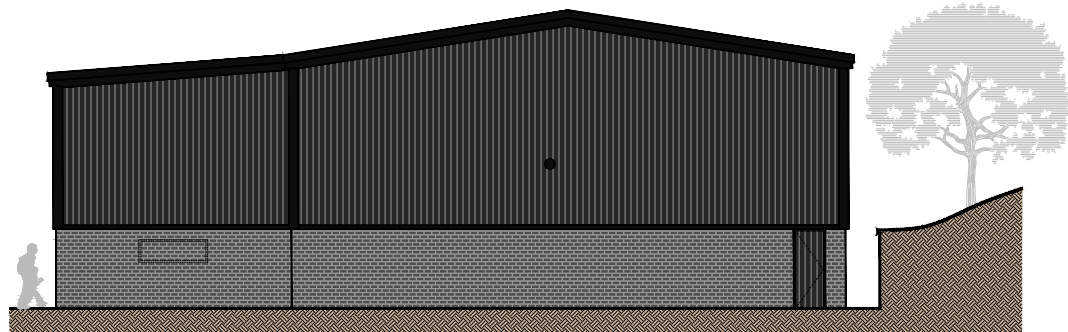
South Elevation 1:200@ A3



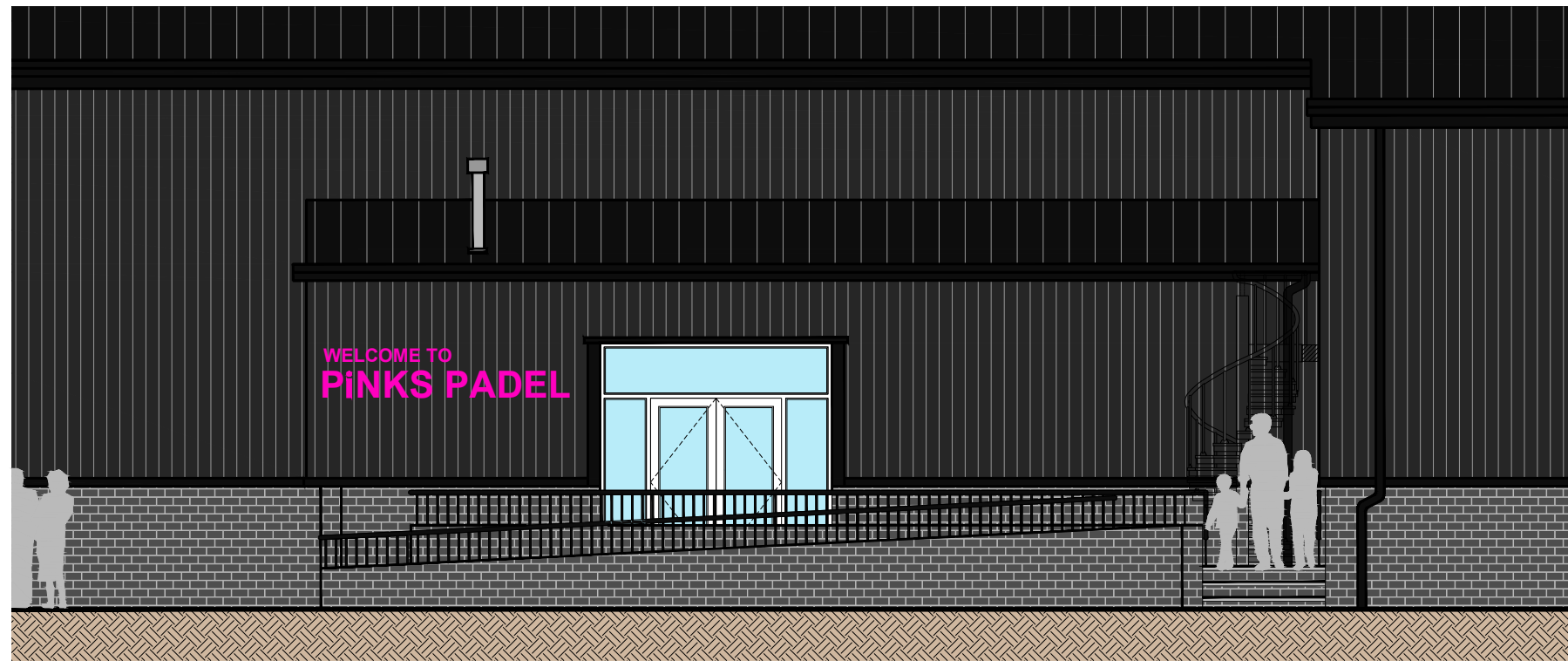
North Elevation 1:200@ A3



West Elevation 1:200@ A3



East Elevation 1:200@ A3



Project: Proposed Change of Use to James Killelea Unit, Stoneholme Road, Rossendale, BB4 8BA	Dwg Title: Proposed Elevations & Block Plan
Client: Mr Matthew Hayes	Status: PLANNING PERMISSION
Dwg #: S02	Revision: / Dwg Date: 09.02.2026 Scale: 1:200@A3

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