RECOMMENDATION FOR PLANNING AND DEVELOPMENT COMMITTEE

**REFUSAL**

**DATE: 17 APRIL 2025**

**REF: MC**

**CHECKED BY: LH APPLICATION REF: 3/2024/0858** GRID REF: SD 360296 437007 **DEVELOPMENT DESCRIPTION:**

APPLICATION FOR RETROSPECTIVE PLANNING PERMISSION FOR EXTERNAL ALTERATIONS TO AND CHANGE OF USE OF BACKCASTLE WORKS FROM STORAGE (B8) TO EXERCISE/YOGA STUDIO; REHABILITATION STUDIO; BICYCLE REPAIR WORKSHOP AND STORAGE AT BACKCASTLE WORKS, PENDLE COURT, LITTLE LANE, LONGRIDGE.



# CONSULTEE RESPONSES/ REPRESENTATIONS MADE:

**PARISH COUNCIL:**

Longridge Town Council note that RVBC should consider parking issues.

# LOCAL HIGHWAYS AUTHORITY (LANCASHIRE COUNTY COUNCIL HIGHWAYS):

The Local Highways Authority (LHA) consider that the residual cumulative impacts of the development are severe in accordance with the National Planning Policy Framework and the Local Planning Authority is advised to consider refusal on transport/highway grounds.

The site is located off Pendle Court, which is an unclassified road subject to a 20mph speed limit. The site will continue to use the existing vehicle access from Pendle Court which is approximately 20m long and 5.7m wide. Whilst the applicant has advised they have vehicle rights over this section of land it does not fall within the red edge of the development and there are concerns regarding the use of this area for servicing and parking given that it does not fall within the ownership of the applicant. Having vehicle rights over land typically means landowners have the right to use the land for vehicular access, but it doesn't automatically grant the right to use it for parking. The LHA are therefore of the opinion that the site will be serviced on-street as well as increasing the demand for on-street parking following the intensification of the use within the site. A car parking area for customers and adequate space to provide a servicing area for delivery vehicles will be required in order to support the intensification of the site.

The LHA understands that the site was home to a former plumber store and workshop. In the early 2010s it was used for storage before falling vacant.

Following the proposal, there will be 5 units at the site which will be a mixture of use within Class E and Class B8. Unit One and Unit Four will retain the existing B8 use providing storage. Unit Five will provide bicycle repairs and storage, the unit offers a one to one service where customers request bicycle creations and/or repairs. The LHA would not expect that the site would require more than 2 off street parking spaces which could be accommodated on-street during normal office hours. The LHA suggest that should the application be granted permission a reasonable condition is attached to this unit so it remains operating as described. Therefore, while the existing site has no access to off street parking spaces the LHA have no objection to these units being retained. This is because the lack of parking facilities is a pre-existing situation, and the applicant does not require planning permission to retain the existing storage units.

However, the LHA does have concerns about the use of Unit Two and Three which require a change of use from Class B8 to Class E(d).

Unit two is currently being used for Physical Rehab. One to One sessions run weekdays 8am-11 am and 5pm-8pm, except on Mondays, Thursday and Saturday when group classes are available. Group classes of up to 6 take place on Monday at 4pm and 7pm, Tuesday at 7am, Wednesday at 7:00pm, Thursday at 7:00am and 6:00pm, Friday at 4:00pm and Sundays at 9:00am. Given the above information, when considering the demand of the business the maximum car parking requirement for Unit Two is 7 spaces, 6 spaces for clients attending a class and 1 employee space. The minimum requirement for the business is 2 spaces when one-to-one sessions take place.

The LHA are aware that Unit Three currently operates as an exercise/yoga suite and holds classes of up to 12. Classes are 30-45 minutes long and take place on Mondays at 6.15am, 6.00pm and 6.55pm. On Tuesday at 6.15am, 6.50 am and 6.00pm. Wednesdays at 6.15am. Thursdays at 6.15am, 5.20pm, 6.00pm and 6.50pm. Fridays at 6.25am and 6.50am and Saturdays at 7.15am, 8.05am, 8.40am and 9.10am.

Given the above information, the car parking requirement for Unit Three is 13 spaces, 12 spaces for clients attending a class and 1 employee space. The LHA note that the business owner has suggested morning sessions receive a lower turn out of attendance and attendance is usually between 6 – 12 per session. Therefore, the minimum parking requirements would be 7 for 6 clients attending a lower attendance class and 1 for the employee running the class. The LHA do also acknowledge that some of the clients attending Unit Two and Unit Three are local to the site and the applicant has advised that they walk to sessions. The LHA should also take into consideration the current and future demand of the development and the effects this may have on the local highway network now and in the future should the development be supported.

Taking into consideration the business details provided regarding class sizes for Unit Two and Unit Three, the operation of Unit 5 and the current parking standards for existing storage units the development is likely to have a peak parking demand of 20 vehicles. An example of this would be at 6pm on Thursdays when Units Three and Two both have group sessions running at the same time, although at this time it is likely that the other Units are closed for the day.

There is also a concern that group sessions are not staggered, meaning that one group is leaving as another arrives, which the LHA consider puts extra pressure on parking demand. This time also represents a high demand for on street parking for local residents. Given the presence of terrace properties and those without off street parking provisions along Pendle Court and Little Lane, a neighbouring street, it is likely on street parking is already in high demand along these roads creating a further concern for the LHA regarding parking for the development.

While the existing site has no access to parking spaces the LHA have no objection to the B8 units being retained as the lack of parking facilities is a pre-existing situation, and the Applicant does not require planning permission to achieve this due to the existing use. The LHA would also not raise any concerns for Unit Five being retained, this is due to the low staff and visitor numbers and that this can be controlled with a suitable condition. It is not expected that the unit would result in a high level of on street parking and therefore should not lead to highway safety concerns on the network.

However, the LHA would not support the site adding the further Class E(d) units, which have a gym type use. This is because the additional units increase the need for parking facilities to be provided at the site. The site is unable to rely on on-street parking for the gym units in this case because there is limited spare on-street capacity for vehicles associated with the proposal to park. This was evident during a site visit undertaken by the LHA on 31 October 2024. The site visit witnessed nearly all the attendees attending the gym sessions arriving by vehicle and parking on both sides of the carriageway on Little Lane, given the number of residents who also parked along the road, the carriageway was reduced to single-vehicle width for much of its length and inappropriate parking took place around the junction of Pendle Court. Pendle Court itself was full to capacity resulting in a single vehicle width, two vehicles were also parked in the turning head resulting in vehicles needing to reverse out of Pendle 4 Court, as well as inappropriate parking around the access to the site and the junction.

A previous site visit undertaken on 27 September 2024 also noted parking in the turning head which shows that this is a regular occurrence. This level of inconsiderate and obstructive parking is detrimental to highway safety and contrary to the National Planning Policy Framework, which emphasises that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or if the residual cumulative impacts on the road network would be severe (NPPF Paragraph 115).

The intensification of on-street parking on both Little Lane and Pendle Court results in a lack of free space for vehicles to wait while another one passes, as well as obstructive parking within the turning head and around the junction of Pendle Court. Consequently, collisions are more likely to occur, which would be to the detriment of highway safety, as per the guidance in the NPPF.

In order to mitigate the concerns regarding on-street parking within the vicinity of the site, the LHA would look for an internal servicing and a parking area which at the time of writing cannot be provided within the red edge of the site.

# RIBBLE VALLEY BOROUGH COUNCIL ENVIRONMENTAL HEALTH OFFICER:

The Environmental Health Officer recommends the inclusion of conditions restricting amplified music and the opening of doors and windows.

In addition, a Noise Assessment has been submitted and the Environmental Health Officer has reviewed this. They consider it necessary to secure a condition restricting the noise levels of the development.

# ADDITIONAL REPRESENTATIONS:

59 letters of representation have been received in support of the application, including from users/members of the Class E units and residents, on the following grounds:

* revitalisation of a derelict property is an enhancement and has reduced antisocial behaviour
* proposal supports local businesses and meet local demand, creating opportunities for health fitness, mental health benefits and sustainable living
* the site is within walking and cycling distance for many residents
* there have been no reported complaints regarding noise, parking or disruption
* the classes are small scale and therefore not detrimental to amenity/parking
* the development encourages local business growth
* the proposal provides benefits for local community
* parking is not an issue
* concerns regarding increasing population and demand for these sort of facilities
* the existing car park for the flats is unused and chained off
* the highways comments are not accurate of the actual parking situation and should be reviewed
* existing nearby residents consider parking is not an issue, driveways are not blocked along Little Lane

One Representations have been received objecting to the proposal raising the following concerns:

* Concerns regarding parking for residential occupiers and users of the gym is incorrectly shown

One neutral representation has been received from Little Lane Management Company clarifying the ownership of the area shown as parking on drawing ref: Existing (As-Built) Site Plan.

## Introduction, Site Description and Surrounding Area

* 1. A ward councillor has requested that this application is determined by Planning and Development committee citing level of public interest due to popular use.
	2. The application site is located within the principal settlement of Longridge, located off Pendle Court. The site is bounded by the sports pitches at Longridge High School to the rear but the area to the north of the building is predominantly residential. The building is two storeys, constructed of red brick and is currently occupied by a number of businesses. These include a personal trainer who specialises in older age groups including assisting clients with rehabilitation from injury/surgery, an exercise instructor who runs classes in the mornings and evenings and a bicycle repair workshop ‘Flow Cycles’. In addition, two units are used for the storage of window frames/associated items and also private rented storage/occasional use as a workshop.
	3. The site is also located within the adopted Longridge Neighbourhood Development Plan Area.

## Proposed Development for which consent is sought

* 1. This application is for the retrospective change of use of the building known as Back Castle Works from storage B8 use to 5 no. separate commercial units comprising x2 storage units, a physical rehab room, a gym and yoga room and a bicycle repair workshop with storage. The description of development has also been amended to include the external works to the building, no pre-existing elevation plan has been provided however the external alterations are outlined in the ‘as-built’ elevation drawings, including the insertion of roof lights, the replacement of the asbestos sheet roof with metal sheet roofing panels to the main roof, slates to the single storey pitched roof and single-ply membrane roofing to the flat roof. Other alterations include the insertion of vertical uPVC cladding to the original structural opening, black uPVC windows and a roller shutter door.
	2. Unit 1 is located on the ground floor and is used for the storage of window frames with a member of the window company making visits 3-5 times a week to collect and deliver materials. The submitted Planning Statement indicates that this is usually between the hours of 7-8am and 3-5pm.
	3. Unit 2 is located on the first floor of the building and is occupied by a physical rehabilitation studio (Class E) and comprises of 1:1 classes as well as classes of up to 6 people between 10 and 30 minutes. The classes are as follows:

*1:1 Rehabilitation Weekdays 8am-11 am and 5pm-8pm (interrupted by group classes Monday and Thursday) and Saturday 7am-9am*

*Group Classes Monday 4pm and 7pm Tuesday 7am Wed 7pm Thurs 7am and 6pm Fri 4pm Sun 9am*

* 1. Unit 3 is located on both the ground and first floor and is occupied by a gym and yoga room. Classes are as below:

Each class is 30-45 minutes long and the schedule is as follows:

*Monday, 6.15am;6.00 pm and 6.55 pm Tuesday 6.15am, 6.50 am and 6.00pm Wednesday 6.15am*

*Thurs 6.15am, 5.20pm, 6.00pm &6.50pm Friday 6.25am & 6.50 am*

*Saturday 7.15am, 8.05am, 8.40am and 9.10am*

*Attendance is between 6 and 12 people with lower numbers for the morning classes.*

* 1. Unit 4 comprises a storage unit on the ground floor and first which was rented between July 2022 and September 2024 for the storage of tools and occasional use as a workshop. The submitted Planning Statement indicates that this was visited once or twice a week for up to an hour and is now vacant, however the owner proposes to use the unit themselves for long term storage.
	2. Lastly, Unit 5 comprise a Bicycle repair shop. Repairs are taken by phone and bikes are delivered and collected by appointment. The supporting Planning Statement indicates that the tenant does not sell off the shelf bikes but has bike accessories available for sale to customers having repairs undertaken. Drop-off and collection normally takes 5-15 minutes. The statement indicates that the use commenced in July 2022 and opens 8am until 6pm Tuesday to Saturday.

## Relevant Planning History

3/1993/0047: Certificate of Lawfulness for A Proposed Use - For Storage of Plumbing And Central Heating Equipment. (Approved with Conditions)

3/1990/0082: Demolition of Buildings and Residential Development. Approved with Conditions

## Relevant Policies

**Ribble Valley Core Strategy**

Key Statement DS1 – Development Strategy Key Statement DS2 – Sustainable Development Key Statement DMI2 – Transport Considerations

Key Statement EC1: Business and Employment Development

Key Statement EC2: Development of Retail, Shops and Community Facilities and Services

Policy DMG1 – General Considerations Policy DMG2 – Strategic Considerations Policy DMG3 – Transport & Mobility

Policy DMB1: Supporting Business Growth and The Local Economy National Planning Policy Framework (NPPF)

Adopted Longridge Neighbourhood Plan:

Policy LNDP3: Longridge Design Principles Policy LNDP6: Landscape

## Assessment of Proposed Development

* 1. Principle of Development:
		1. With regards to the principle of the change of use of the building for the purposes of storage, a physical rehab room, gym, yoga room and bicycle repair workshop broad support is afforded to the proposed uses by Key Statement EC2 which supports development that enhances the vibrancy consumer choice and vitality’ of the principal settlements. With further support being afforded by Key Statement EC1 which seeks to guide employment development towards principal settlements.
		2. Policy DMB1 is also of relevance which states that:

Proposals that are intended to support business growth and the local economy will be supported in principle. Development proposals will be determined in accord with the Core Strategy and detailed policies of the LDF as appropriate.

*Proposals for the development, redevelopment or conversion of sites with employment generating potential in the plan area for alternative uses will be assessed with regard to the following criteria:*

* + - 1. *The provisions of Policy DMG1, and*
			2. *The compatibility of the proposal with other plan policies of the LDF, and*
			3. *The environmental benefits to be gained by the community, and*
			4. *The economic and social impact caused by loss of employment opportunities to the borough, and*
			5. *Any attempts that have been made to secure an alternative employment generating use for the site (must be supported by evidence (such as property agents details including periods of marketing and response) that the property/ business has been marketed for business use for a minimum period of six months or information that demonstrates to the council’s satisfaction that the current use is not viable for employment purposes.)*
		1. *Policy DMR2 is also relevant to the proposal which states that:*

*‘Proposals for new small scale shopping developments including existing facilities will be approved on sites which are physically closely related to existing shopping facilities. All proposed shopping developments will be subject to other relevant policies in the plan and the borough council will have particular regard to the effect of the proposals on the character and amenities of the centre and the consequences in respect of vehicular movement and parking’.*

* + 1. Lastly, with regards to the principle of a mixed-use development in this location, some of the uses fall within the definition of a ‘main town centre use’ as defined in the NPPF. Paragraph 91 of the NPPF states that:

*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.*

* + 1. 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.
		2. An edge of centre use is defined as the following within the NPPF:

*For retail purposes, a location that is well connected to, and up to 300 metres from, the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary.*

* + 1. A gymnasium, yoga studio, bike workshop and rehabilitation studio are all uses which are typically found within a built-up town centre location. Whilst B8 storage uses are not always found within such locations, the units are small and are not large in scale which would result in large numbers of employees coming and going from the site. Health & fitness businesses are considered to be town centre uses, but these are not necessarily restricted to town centre locations. The bike repair shop is considered to be a main town centre use that would be suited to a town centre location.
		2. The applicant has not provided any supporting information within the application to demonstrate that there are no other suitable and available premises within the Town Centre of Longridge. Notwithstanding the above, it is noted that the scale of the businesses are small. For example, Unit 1 and Unit 4 would remain in B8 use and provide approximately 75 square metres of floorspace. Unit 2 would provide approximately 39 square metres of Class E floorspace and Units 3 and 5 would provide 72 and 108 square metres of Class E floorspace. As such, there would be approximately 219 square metres of Class E floorspace created. The development is considered to be in conflict with the NPPF as the development has resulted in main town centre uses being located outside of the town centre and primary shopping area without a full sequential test of suitable and available accommodation being provided. However, when the development is taken in context with the small-scale nature of the site and uses within the building, comprising of approximately 219m2 of Class E floorspace, the change of use would not likely result in any actual harm to the vitality of Longridge Town Centre.
		3. As such, the change of use in principle is considered to be acceptable, subject to compliance with other policies within the Ribble Valley Core Strategy and the Longridge Neighbourhood Plan.
		4. Also of relevance is Policy DMI2 states that:

*‘New development should be located to minimise the need to travel. Also it should incorporate good access by foot and cycle and have convenient links to public transport to reduce the need for travel by private car’.*

* + 1. Policy DMG3 also states that:

*‘In making decisions on development proposals the local planning authority will, in addition to assessing proposals within the context of the development strategy, attach considerable weight to:*

*the availability and adequacy of public transport and associated infrastructure to serve those moving to and from the development’.*

* + 1. The site is located within the settlement boundary of Longridge and is considered to be sustainably located within walking distance to a large number of residential properties and accessible by public transport. As such, users of the businesses would be able to access the site via sustainable methods of transport.
	1. Impact upon Residential Amenity:
		1. Paragraph 135 (f) of the National Planning Policy Framework states:

‘*Planning policies and decisions should ensure that developments 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’.*

* + 1. Furthermore, Policy DMG1 of the Core Strategy requires all proposals for development to consider the effects of development upon existing amenities stating that development must not adversely affect the amenities of the surrounding area.
		2. The site is within close proximity to a number of residential receptors. For example, a block of flats 1a – 1d Pende Court are located approximately 8 metres to the north-east of the application site and there are further residential properties to the north and north-east of the application site.
		3. With regards to the external alterations to the building, two new windows have been inserted to the north-west and north-east elevations at first floor level. The first-floor windows to the north-west elevation do not directly overlook any neighbouring properties and as such do not result in any detrimental overlooking. In addition, whilst the north-west windows do overlook the rear windows and communal gardens to the residential flats at 1a – 1d Pendle Court, these properties are already overlooked by numbers 27b and 27d Little Lane and due to the angle of the windows between the application site and 1a-1d Pendle Court, any overlooking would not be direct facing. As such, on balance, whilst there would likely be some impact on the amenity of the occupiers of neighbouring properties as a result of the external alterations, this is not considered to be significant enough to warrant refusal of the scheme.
		4. The Environmental Health Officer has been consulted on the application and recommends conditions restricting window and doors to remain closed when the gym is in use and also the playing of amplified music. It is considered that the latter condition could be added to any grant of permission, however it would be difficult to enforce the restriction that windows and doors remain shut when the gym is in operation and this condition would not meet the tests.
		5. The applicant has provided a Noise Assessment of support of the scheme following comments made from the Environmental Health Officer. The submitted assessment states that on site monitoring has been undertaken during the use of the development site, including during exercise classes at the gym and rehabilitation unit present. These have not identified any sound emissions from the building with sound levels being similar to less than the prevailing sound levels in the area. The report states that the monitored levels are below those recommended and likely to result in any adverse impact development will ensure that the internal and external sound levels at neighbouring properties are acceptable and will result in a No Observe Effect on the residents in line with the Noise Policy Statement for England, concluding that the development would meet the objectives of the National Planning Policy Framework in ensuring that no significant adverse impact is experienced by the future residents.
		6. The Environmental Health Officer has reviewed the document and recommended the following condition be added to any grant of permission:

*The sound Level (LAeq, 2 minutes) from the premises shall not exceed the representative background sound level (LA90, 2 minutes) by more than 3dB(A) between the hours of 07:00- 23:00 and shall not exceed the representative background sound level between 23:00-07:00.*

*Readings shall be taken from the midway point of the street in front of the gym on Backcastle works and the houses on Pendle Court.*

*Reason: To safeguard the living conditions of nearby residents particularly with regard to the effects of noise.*

* + 1. This condition is considered reasonable and appropriate to mitigate any noise impact arising.
		2. In addition, the agent has advised that the applicant is happy to include a condition to restrict the playing of amplified music.
	1. Visual Amenity/External Appearance
		1. Policy DMG1 of the Ribble Valley Core Strategy states that: In determining planning applications, all development must:
			1. *be of a high standard of building design which considers the 8 building in context principles (from the cabe/english heritage building on context toolkit.*
			2. *be sympathetic to existing and proposed land uses in terms of its size, intensity and nature as well as scale, massing, style, features and building materials.*
			3. *consider the density, layout and relationship between buildings, which is of major importance. particular emphasis will be placed on visual appearance and the relationship to surroundings, including impact on landscape character, as well as the effects of development on existing amenities.*
			4. *use sustainable construction techniques where possible and provide evidence that energy efficiency, as described within policy dme5, has been incorporated into schemes where possible.*
		2. In addition, Policy LNDP3 of the adopted Longridge Neighbourhood Plan states that:

*‘All new development proposals will only be supported when they are of good design that responds positively to the local character and distinctiveness of the surroundings’.*

* + 1. As noted previously, there have been a number of external changes to the building, including the insertion of rooflights, external cladding, new ground and first floor windows as well as the replacement of roofing materials.
		2. The works are considered to be acceptable on design grounds. Whilst they are modern in appearance, these alterations are appropriate to the character and appearance of the area and have not resulted in any detrimental visual impact in accordance with Policy DMG1 of the Ribble Valley Core Strategy and LNDP3 of the Longridge Neighbourhood Plan.
	1. Landscape and Ecology:
		1. The development is for the change of use of a building and external alterations which do not affect any on-site habitat as the building is constructed of hard surfacing. With regards to biodiversity net-gain, the development is retrospective and is exempt from having to achieve the mandatory Biodiversity Net Gain requirement as it does not impact a priority habitat and impacts less than 25 square metres (5m by 5m) of on-site habitat and less than 5 metres of on-site linear habitats such as hedgerows.
	2. Highway Safety and Parking
		1. Paragraph 116 of the National Planning Policy Framework states that ‘Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios’.
		2. With regards to parking, Policy DMG3 of the Ribble Valley Core Strategy states that:

*‘All development proposals will be required to provide adequate car parking and servicing space in line with currently approved standards’.*

* + 1. Policy DMG1 also states that development must:
			1. *Consider the potential traffic and car parking implications.*
			2. *Ensure safe access can be provided which is suitable to accommodate the scale and type of traffic likely to be generated.*
		2. The proposed uses, in particular the exercise classes could result in an increase in vehicular and pedestrian movements within the vicinity of the site at certain points throughout the day.
		3. Paragraph 5.9 of submitted planning statement states that ‘where clients arrive by car, they park on-street or at the end of the generous turning head at the foot of Pendle Court and in the area in front of the works.
		4. The Local Highway Authority (LHA) have been consulted on the application and they object to the proposal due to lack of parking and highway safety concerns.
		5. The site does not have any off-street parking. It is noted that whilst the applicant has advised they have vehicle rights over the access area from Pendle Court, the area shown for ‘parking’ on drawing no. JM-0307 002 is not within red edge and the LHA raise concerns regarding use of this area for servicing and parking given it does not fall within red edge of the application site. This area therefore cannot be relied upon for parking provision.
		6. Little Lane Management Company have provided a representation on the planning application and have confirmed that users have right of way over the land for loading and unloading purposes only but not for parking and no parking is available for users of Backcastle Works on this land. Regardless, the rights for the applicant to use this land for servicing could change in the future and this is therefore not given weight in the determination of the application.
		7. The LHA have no objection to retention of the storage units (Units One and Four) which would require no more than 2 off street parking spaces. As the existing site is for B8 storage, the lack of parking is a pre-existing situation. If permission were to be granted, a condition should be added to restrict these units to B8 storage.
		8. In addition, the LHA do not object to Unit Five (bicycle repairs) being retained, due to the low staff and visitor numbers and that this can be controlled with a suitable condition. The LHA do not expect that the unit would result in a high level of on street parking and therefore should not lead to highway safety concerns on the network.
		9. The main concern regarding the change of use of the building is to Class E(d). The LHA do acknowledge that some of the clients attending Units Two and Three are local to the site and the applicant has advised that they walk to sessions. However, the LHA has taken into consideration current and future demand of the development and the effects this may have on the local highway network now and in the future. The LHA have calculated that Unit 2 demands a maximum of 7 spaces/ minimum of 2 spaces, and Unit 3 demands a maximum of 13 spaces/ minimum of 7 spaces.
		10. The LHA note that when taking into consideration the business details provided regarding class sizes for Unit Two and Unit Three, the operation of Unit 5 and the current parking standards for existing storage units the development is likely to have a peak parking demand of 20 vehicles. For example, at 6pm on Thursdays when Units Tree and Two both have group sessions running at the same time, although at this time it is likely that the other Units are closed for the day. There is

also a concern that group sessions are not staggered, meaning that one group is leaving as another arrives, this puts extra pressure on parking demand.

* + 1. The LHA consider this time to represent a high demand for on street parking and given the presence of terrace properties and those without sufficient off-street parking along Pendle Court and Little Lane, it is likely on street parking is already in high demand along these roads creating a further concern for the LHA regarding parking for the development.
		2. The LHA therefore object to the Class E(d) units which would increase the need for parking facilities to be provided at the site. They note the site is unable to rely on on-street parking for the gym units in this case because there is limited spare on-street capacity for vehicles associated with the proposal to park.
		3. There have been a significant number of letters of support for the scheme including residents who consider the uses to not increase parking pressure and stating that parking is not an issue. It is also suggested by neighbours that a number of users of the classes are local and will walk to the building rather than drive. Some residents have commented that driveways are not being blocked and suggest the comments made by the LHA are inaccurate and do not represent the parking situation on site.
		4. However, the LHA have confirmed that a site visit was undertaken on 31 October 2024 which witnessed nearly all the attendees attending the gym sessions arriving by vehicle and parking on both sides of the carriageway on Little Lane. Given the number of residents who also parked along the road, the carriageway was reduced to single-vehicle width for much of its length and inappropriate parking took place around the junction of Pendle Court. They note that Pendle Court itself was full to capacity resulting in a single vehicle width, two vehicles were also parked in the turning head resulting in vehicles needing to reverse out of Pendle Court, as well as inappropriate parking around the access to the site and the junction.
		5. The LHA also note that a previous site visit undertaken on 27 September 2024 also noted parking in the turning head which shows that this is a regular occurrence.
		6. A number of comments from residents have noted that there is an area of land behind the gardens of no. 31 and 32 Little Lane which could be used for parking, however paragraph 2.4 of the Planning Statement indicates that the applicant has been unable to ascertain the ownership of the land or its authorised use. Therefore, this cannot be considered as a parking area for the development in the assessment of this application.
		7. Whilst the agent has suggested class sizes could be limited, or classes staggered, this is not something that would be reasonable or enforceable as such could not be controlled by condition.
		8. Taking into account the objection raised by the LHA, it is considered that the change of use would result in a harmful level of inconsiderate and obstructive parking which would be detrimental to highway safety and contrary to the National Planning Policy Framework, and Policies DMG1 and DMG3 of the Ribble Valley

Core Strategy. There are no suitable mitigation measures that could be conditioned to address the issue.

## Observations/Consideration of Matters Raised/Conclusion

* 1. For the reasons outlined above the proposed development is considered to be in conflict with Policies DMG1 and DMG3 of the Ribble Valley Core Strategy and the National Planning Policy Framework insofar that approval would result in a form of development that lacks sufficient off-street parking and servicing areas, leading to obstructive and hazardous parking behaviours that compromise highway safety. The intensification of use at the site, particularly with the addition of two new gym/physical rehabilitation units, has exacerbated these issues, leading to a higher risk of collisions and further detriment to highway safety without sufficient mitigation measures, contrary to Policy DMG1 and DMG3 of the Ribble Valley Core Strategy and the NPPF.
	2. Whilst the comments from residents are noted regarding the physical and mental benefits of having exercise and rehabilitation classes within the local area and the employment benefits that this has provided as a result of the change of use, this is not considered to outweigh the concerns raised regarding the lack of parking/servicing provision within the application site and the highway safety concerns raised by the LHA as a result in inappropriate and obstructive parking within the vicinity of the site.

RECOMMENDATION: That the application be REFUSED for the following reason(s):

1. The application lacks sufficient off-street parking and servicing arrangements and the change of use to a mixed-use development has resulted in inappropriate and obstructive parking within the vicinity of the site to the detriment of highway and pedestrian safety. The application lacks sufficient mitigation measures to reduce the cumulative impact of the development on the highway network and in the absence of these measures, the proposal is contrary to Policies DMG1 and DMG3 of the Ribble Valley Core Strategy and paragraph 116 of the National Planning Policy Framework.

# UPDATE PRIOR TO PLANNING AND DEVELOPMENT COMMITTEE MEETING OF THE 13 MARCH 2025 (AS REPORTED ON LATE ITEMS SHEET)

* 1. Since the publication of the Committee Agenda the Committee are asked to note the following updates on this application:
1. Two representations have been received in support of the application, noting that the application supports small businesses which benefits the community. They note that small cost effective spaces are difficult to find. The representations note that parking is not an issue due to on-street parking and that users walk to the units. Comments have also been raised that the area is well maintained.
2. The main Committee report (page 46) identifies one objection having been received based on parking being shown incorrectly - to clarify this objection also raises concerns regarding the difficulty of finding a parking space for residents and gym users.

# UPDATE FOLLOWING PLANNING AND DEVELOPMENT COMMITTEE MEETING OF THE 13 MARCH 2025

* 1. Following the Planning and Development Committee of the 13 March 2025, Members were minded to approve the proposed development, contrary to officer recommendation.
	2. In this respect the application is being brought back before the Committee for determination with suggested conditions set out below:
1. Unless explicitly required by condition within this consent, the development hereby permitted shall be retained thereafter in complete accordance with the proposals as detailed on drawings:
	* Location Plan (drawing ref: JM-0307 001)
	* Existing Site Plan (drawing ref: JM-0307 002)
	* Proposed As-Built Floorplans & Sections (drawing ref: JM-0307 003 Rev A)
	* Existing Prior To Works Floorplan (drawing ref: JM-0307 005)

Reason: For the avoidance of doubt and to clarify which plans are relevant to the consent.

1. The development hereby permitted as shown in the approved As-Built Floorplans (drawing ref: JM-0307 003 Rev A) shall be used for the purposes of:-

Unit 3 - exercise/yoga studio (Class E(d)) Unit 2 - rehabilitation studio (Class E(d))

Unit 5 - bicycle repair workshop (Class E(c)(iii)) Units 1 and 4 – storage units (Class B8)

and for no other purpose, including any use falling within Class E of the Town and Country Planning (Use Classes) Order 1987 (As Amended).

Reason: To retain the specific use granted so that other uses within the same Use Class would not give rise to adverse effects on amenity and highway safety, in accordance with Policy DMG1 and DMG3 of the Ribble Valley Core Strategy and Policy LNDP3 of the adopted Longridge Neighbourhood Plan.

1. The sound Level (LAeq, 2 minutes) from the premises shall not exceed the representative background sound level (LA90, 2 minutes) by more than 3dB(A) between the hours of 07:00- 23:00 and shall not exceed the representative background sound level between 23:00-07:00.

Readings shall be taken from the midway point of the street in front of the exercise studio/gym on Backcastle works and the houses on Pendle Court.

Reason: To safeguard the living conditions of nearby residents particularly with regard to the effects of noise, in accordance with Policy DMG1 of the Ribble Valley Core Strategy and Policy LNDP3 of the adopted Longridge Neighbourhood Plan.

1. No amplified or other music shall be played on the premises.

Reason: To protect the amenity of the locality, especially for people living and/or working nearby, in accordance with Policy DMG1 of the Ribble Valley Core Strategy and Policy LNDP3 of the adopted Longridge Neighbourhood Plan.

1. The Exercise/Yoga Studio and Rehabilitation Studio (units 2 and 3), and Bike Repair Workshop (unit 5) uses hereby approved shall only be operated between the following hours:

Exercise/Yoga Studio and Rehabilitation Studio:

Monday to Friday: 06:00 to 20:00

Saturdays: 07:00 to 16:00

Sundays: 09:00 to 14:00

Bike Repair Workshop:

Monday to Friday: 09:00 to 18:00

Saturdays: 09:00 to 18:00 Sundays: Closed

For the avoidance of doubt there shall be no business or activities operated or undertaken on the site associated within the above use classes hereby approved outside the stated operating hours/days.

Reason: To clarify the nature of the consent hereby approved and to ensure the development hereby approved remains compatible with the character of the area in accordance with Policy DMG1 and DMG3 of the Ribble Valley Core Strategy and Policy LNDP3 of the adopted Longridge Neighbourhood Plan.

BACKGROUND PAPERS

<https://webportal.ribblevalley.gov.uk/planningApplication/36910>