

**Appendix A: Blackburn Road, Edenfield  
Development Framework**

# Land off Blackburn Road, Edenfield, Rossendale

## Development Framework

January 2013



TURLEY ASSOCIATES





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# Executive Summary

# Executive Summary

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There is a need to provide additional land for housing in South West Rossendale in order to meet identified housing needs and encourage the sustainable growth and regeneration of the Borough. This Development Framework identifies land at Blackburn Road, Edenfield as a sustainable location for new housing and proposes a logical, defensible and long term change to the Green Belt and Urban boundary to facilitate its development.

The proposed amendment complies with relevant national planning policy on Green Belts and with the Council's criteria for review of Green Belt and Urban Boundaries. The proposal would release around 2.2 ha (5.4 acres) of land which could accommodate 65 new high quality homes. This could incorporate a mix of size and type of housing including family and aspirational homes.

The release of this land for development and redrawing of the Green Belt boundary to the A56 would create a long term and defensible Green Belt boundary.

The site is effectively surrounded by existing development and road infrastructure; it is well related to the rest of Edenfield and is within walking distance of many local services and facilities. It also has good public transport access to local destinations including Rawtenstall Town Centre. Its development would represent a sustainable rounding off of the built up area of this part of Edenfield and would have no significant environmental impacts.

The development would retain a wooded screen to Church Lane and the listed All Saints Church. It would incorporate open space and accommodate footpath connections to the village centre and countryside.

The delivery of around 65 new homes would generate 91 construction jobs (56 net new jobs); attract 112 additional economically active residents to Rossendale; increase local consumer spending by around £750,000 per annum; increase Council Tax revenue by £1.1 million over 10 years; and deliver New Homes Bonus payments of £620,000. This represents a significant contribution to the growth and regeneration of the Borough.

The Council is therefore requested to incorporate the requested change to the Green Belt and Urban Boundary within its forthcoming Lives and Landscapes site allocation Development Plan Document.



# 01

## Introduction



# 1 Introduction

**1.1** This report is prepared on behalf of Peel Holdings (Land & Property) Ltd (Peel) as part of its engagement in the Rossendale Local Development Framework process. It presents proposed changes to Green Belt and Urban Boundaries to facilitate release of land for residential development to meet the housing needs of the Borough.

**1.2** The principle of additional housing in South West Rossendale is established within the adopted Rossendale Core Strategy (November 2011). This followed acknowledgement through the examination process of the need to release additional land to make up the recent shortfall in housing delivery and meet future needs in areas where early delivery can be assured.

**1.3** The Examination identified a need to increase the delivery of housing, particularly family housing in the borough and concluded that South West Rossendale is the most sustainable and appropriate location to achieve an early boost to housing supply.

**1.4** South West Rossendale is identified as a suitable location because of its sustainability and its potential to deliver housing viably in the short and medium term. The Core Strategy acknowledges that this will require the review of Green Belt boundaries in order to release suitable land. The Core Strategy identifies a number of areas of search which are considered the most suitable for housing development.

**1.5** In this context the Council has identified criteria for the review of Green Belt and Urban Boundaries and is undertaking a consultation on proposed boundary changes.

**1.6** This Development Framework report considers the suitability of land at Blackburn Road, Edenfield for housing development and proposes a Green Belt and Urban Boundary change which would facilitate that development.

**1.7** The remainder of this report is set out in the following format:

- Section 2 summarises the planning policy context for the review of Green Belt and delivery of housing in South West Rossendale.
- Section 3 appraises the land at Blackburn Road and identifies relevant known physical and technical opportunities and constraints.
- Section 4 applies these opportunities and constraints to identify a proposed alteration to the Green Belt and Urban Boundary to facilitate the delivery of new housing.
- Section 5 assesses the significant economic, community and social benefits which this proposal would deliver for Rossendale.
- Section 6 summarises the case for the proposed changes and the benefits which would arise from the proposed development.



Fig 1.1 | Wider location plan



Fig 1.3 | Aerial site location plan

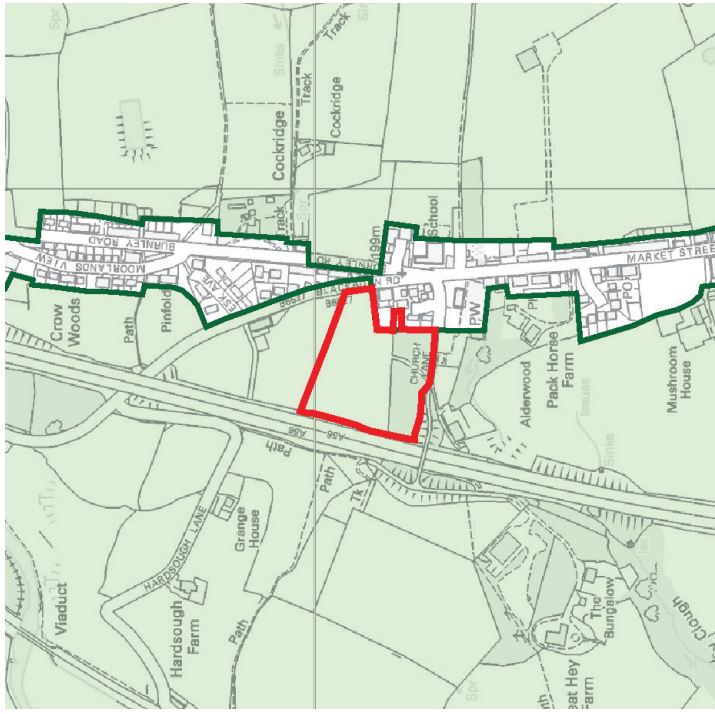


Fig 1.2 | Site in relation to existing Green Belt

- KEY
- Site (SHLAA Site ID 680)
  - Existing Green Belt



02

Planning Policy  
Context

# 2 Planning Policy Context

**2.1** The Rossendale Core Strategy was adopted in November 2011 and forms part of the Development Plan for the Borough alongside documents including saved policies of the Local Plan and supplementary planning guidance/ documents.

## Spatial Vision

**2.2** The Spatial Vision states that by 2026 the Council aim to reduce inequalities across the Borough by strengthening opportunities in the east of Rossendale and fulfilling the potential of the west of the Borough. It also sets out that most development, including housing and affordable housing, will take place within the urban boundaries of the main settlements, capitalising on the move towards a low-carbon economy and supporting sustainable lifestyles.

## Area Visions

**2.3** In addition to the Spatial Vision, the Core Strategy also sets out Area Visions for the six sub areas of the Borough including:

- South West Rossendale: Helmshore, Edenfield, Stubbins, Inwell Vale and Lumb and Ewood Bridge – with regards to housing development this area vision states that limited residential development on brownfield land and infill sites in Edenfield, Ewood Bridge and Stubbins will be supported. Larger housing schemes shall be developed in suitable locations and where possible on previously developed land. Excellent transport links are identified as one of this area's key strengths.

## Development Management

**2.4** Policy 1 states that the urban boundary defined in Local Plan Saved Policy DS1 and the Green Belt boundary defined in Saved Policy DS3, will be reviewed and where necessary amended in the Site Allocations DPD. The reviews would be into account criteria set out in Policy 1 including:

- Where small scale selective rounding off of Green Belt boundaries would promote sustainable development opportunities.
- An extension/amendment to the urban boundary would not adversely affect aspects of the natural environment.

**2.5** Core Strategy Figure 15 (see Fig 2.1), identifies Edenfield as an area for Green Belt review.

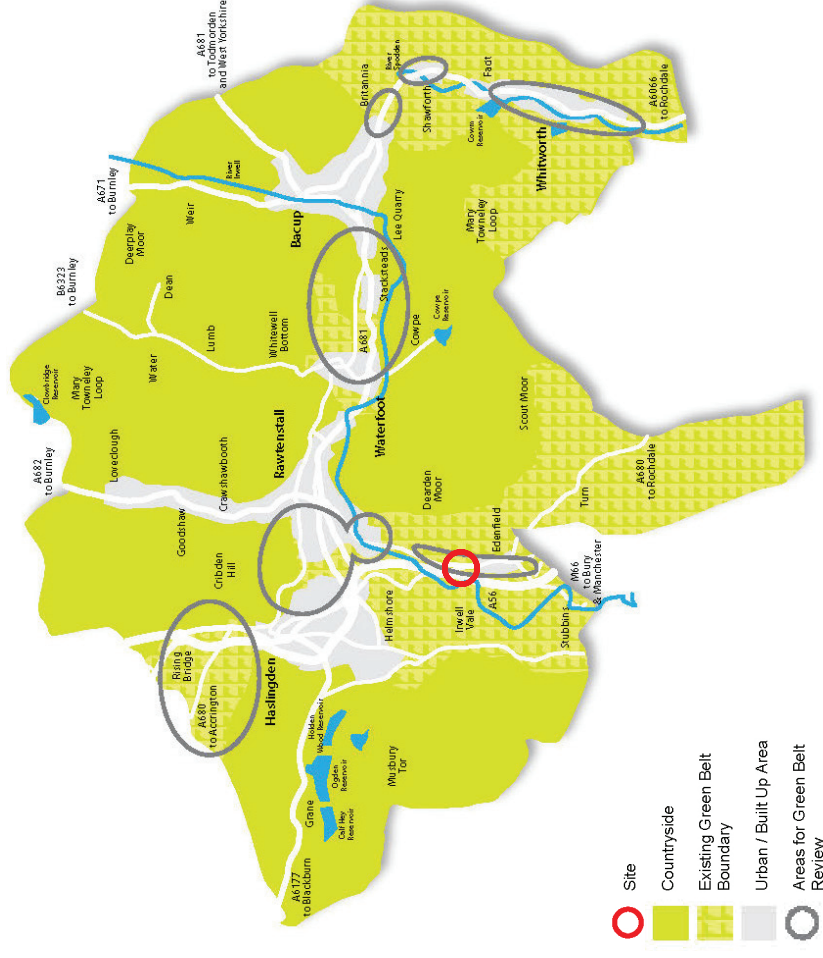


Fig 2.1 | Areas for Wider Green Belt Review (Fig 15, Rossendale Core Strategy)

## Housing

**2.6** Policy 2 states that the Council is required to deliver a minimum of 3,700 net additional dwellings over the plan period (2011 – 2026), which equates to 247 dwellings per annum.

**2.7** Greenfield and brownfield land will be allocated for residential development to meet the housing needs of the Borough.

**2.8** The Council have set a target of delivering 65% of all new dwellings on previously developed land, at a minimum density of 50 dwellings per hectare in Rawtenstall, Bacup, Haslingden and Whitworth and 30 dwellings per hectare, in all other areas.

## Design

**2.10** Policy 23 states that the Council will ensure that Rossendale's places and buildings are attractive, safe and easy to use by ensuring that all new development is of the highest design that respects and responds to local context, distinctiveness and character. In addition, design should help a development contribute positively to local identity and heritage. The Policy states that the rural-urban interface should maintain the relationship between the urban areas and countryside.

**2.9** Policy 2 sets out the distribution of housing across the Borough; the largest number of additional houses will be built in the Rawtenstall area (30% of the total), with smaller but significant numbers built in the towns of Bacup, Haslingden and Whitworth (50% of the total). Following these, development will be permitted in a number of smaller settlements including Edenfield, having regard to their relative size and function, the need for urban regeneration, housing market renewal, the capacity of infrastructure, opportunities for new housing, the capacity for growth and past house building trends (20 % of the total).



Panoramic view of site from Blackburn Road



03

Site and Surroundings



# 3 Site and Surroundings

**3.1** This site is located approximately 0.7 km miles north of Edenfield Village Centre (see Fig 3.1). It extends to around 2.2 ha (5.4 acres) and is broadly rectangular in shape, comprising an open field in the north and a mature wooded area in the southern part of the site.

**3.2** The site is located to the west of Blackburn Road which forms part of the eastern site boundary along with residential properties. The A56 dual carriageway forms the western boundary to the site beyond which lies open fields. Church Lane bounds the site to the south, with the Grade II\* listed Edenfield Parish Church and graveyard located on the opposite side of the Lane. To the north the site is bound by an open field.

**3.3** A small group of houses are located to the immediate south east of the site, comprising a short row of terraced houses fronting Blackburn Road; and a small, inward facing cul-de-sac of modern houses.

## Local Facilities

**3.4** The site is located within easy walking distance of Edenfield Village Centre (approximately 8 minutes walk) which has a number of services and amenities including a butcher, bakery, chemist, post office and two public houses. The town of Rawtenstall is 3.5 km north east of the site and includes a wide variety of traditional town centre uses including supermarkets, national banks and building societies, dentist, high street chemist and a number of restaurants and bars.

**3.5** Edenfield Church of England Primary School is located around 50m south of the site on the opposite side of Blackburn Road. The closest High School to the site is Haslingden High School, located approximately 1.9 km; there are 4 other secondary schools within 5 km of the site.

**3.6** There are bus stops located on Blackburn Road, c. 300 m north and 225m south of the site respectively. These stops are served by the half hourly 482 and 483 bus services, which connects Edenfield with Bury in the south and Burnley and Bacup in the north. There is a Metrolink station in Bury (c. 9 km south of the site) which connects to the wider Greater Manchester tram network. The site is also well connected to both the local and national highway, with the A56 0.5 km from the site which connects to the M66 (2 km) and in turn the M62 and M60 (15 km).

## Consideration in SHLAA

**3.7** The site was promoted as part of the Rossendale SHLAA Update in 2010. The site is identified as Site ID 680.

**3.8** The SHLAA states that the site is within 400 m of a bus stop and within 5 km of a Secondary School and Hospital. The SHLAA also confirms that no new extensive access or drainage infrastructure would be required. Whilst the site scores 77 points out of a total of 104, which would place the site within Category 2 (deliverable within 11-15 years), due to the site being located in the Green Belt it was automatically downgraded to Category 3. The SHLAA identifies capacity for 65 on the site.



Edenfield Parish Church



View of western site boundary and wooded area from A56 bridge

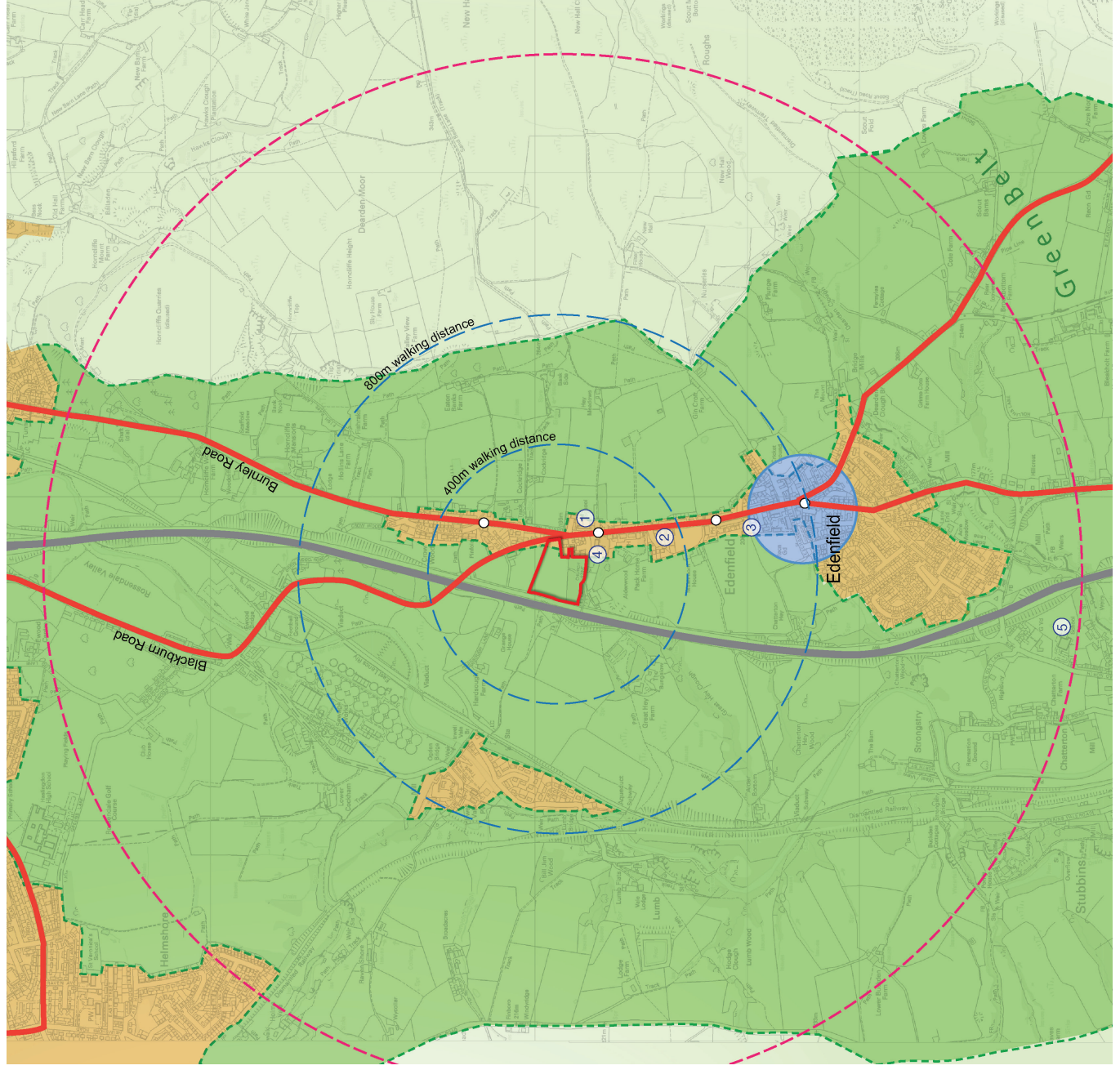


Fig 3.1 | Context plan of local facilities

- KEY**
- Site area
  - Urban area
  - Green Belt
  - ↑ A56
  - Bus routes
  - Bus stops
  - 400m / 800m walking distance
  - 1600m study area
  - Local centre
  - Local services / amenities:

1. Edenfield C of E Primary School
2. Edenfield Post Office
3. Chemist
4. Edenfield Parish Church
5. Ramsbottom Stubbins Primary School

## Site Appraisal

- 3.9 The key features of the site are as follows:
  - The site is relatively flat and open, comprising open grassland.
  - It comprises a small paddock and is separated from the wide open countryside by the A56.
  - A low dry stone wall defines the northern and eastern boundaries; a low timber fence defines the western boundary to the A56.
  - There are long, open views west and north west across the site from Blackburn Road towards the A56 and distant hills.
  - The adjacent A56 - a key arterial route – is at grade with the site.

- The site is not classified as agricultural land and is registered as 'grass' on the Dudley Land Use Inventory (DEFRA, 2012).
- The site is located in Flood Zone 1 and is therefore at low risk from flooding.
- The site is located, within close proximity to the Grade II\* listed Edenfield Parish Church. However, the wooded area in the south of the site provides natural screening, and as such there are no views of the Church from the site itself.
- There is a small footpath link to the main part of the site from Church Lane through the wooded area.

## Opportunities and Constraints

### 3.10 The key site opportunities are:

- The site is bound by the A56 and Blackburn Road. There is existing development to the north and east of the site, creating enclosure of the site by buildings and infrastructure, therefore a logical extension to the urban boundary.
- The existing wooded area provides an attractive backdrop to the main, open part of the site, with an existing footpath link to Church Lane providing direct access to local recreational routes.
- Vehicular access to the site would be direct from Blackburn Road.

### 3.11 The key site constraints are:

- The A56, which is at grade with the site, is a busy route creating noise issues for existing housing in Edenfield as well as being visible from the site and immediate surroundings. Screening along the western boundary, such as a noise attenuation bund and tree planting, will help mitigate this issue, and improve the amenity of existing nearby residents.
- The site is visually exposed to its surroundings, due to its open setting and lack of landscape features. Trees planting along the site boundaries could provide further enclosure of the site.
- The site is close to the junction of Burnley Road and Blackburn Road, therefore careful consideration of an appropriate access would be required.



Panoramic view of site and adjacent land along Blackburn Road

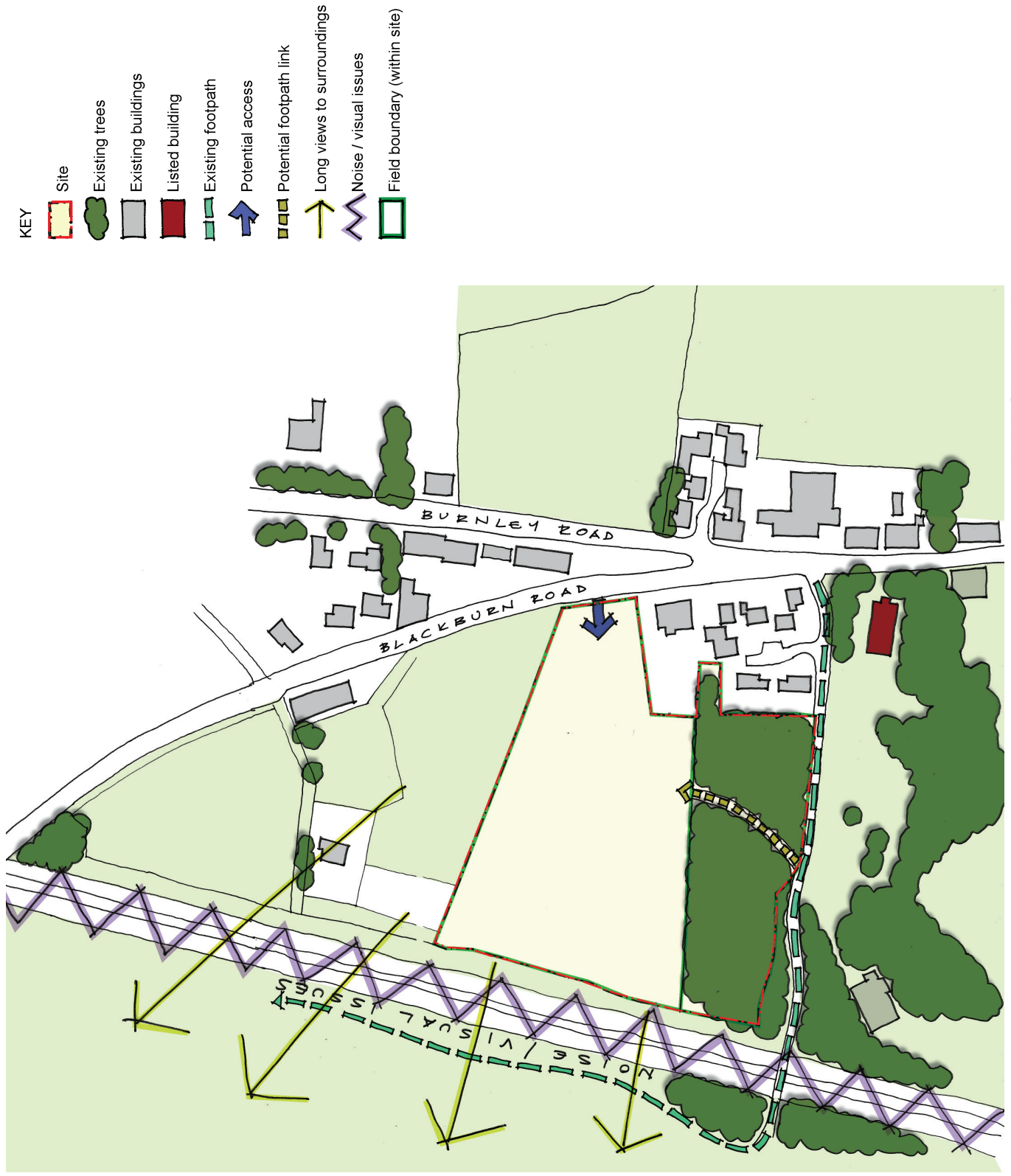


Fig 3.2 | Site analysis plan



04

Proposed  
Development  
Framework

# 4 Proposed Development Framework

## Development Framework

**4.1** The analysis of the site and its local and wider context has informed a set of design principles as set out below.

These principles are translated into a development framework plan (see Fig 4.2 opposite).

**4.2** The design principles for land off Blackburn Road are as follows:

- Part of the existing mature tree group to the south of the site to be retained as an important part of the setting of the adjacent listed church and landscape framework for new housing.
- Public access to open space within the woodland.
- Strengthen and enhance existing field boundaries.
- Creation of a strong landscape buffer along the western boundary of the A56 to screen noise from existing and proposed housing, eg. a noise attenuation bund and substantial tree planting.
- Access to the development from Blackburn Road.
- Link to Church Lane and public footpath beyond retained as a pedestrian / cycle link.

**4.3** The main elements of the development framework are described as follows:

- Developable areas informed by existing, enhanced boundaries and proposed landscape buffer along the western boundary to the A56.

- Retention of a substantial part of the existing woodland to maintain the character of Church Lane and the listed church, screening views of any new development.

- Facilitate public access to the woodland area.

- Development parcels accessed from a single access on Blackburn Road.

- Potential pedestrian links through the development areas to the existing public right of way along Church Lane, giving access to village and countryside to the west.

- Density to reflect that of the existing surroundings, with density gradually decreasing towards the north and west.

**4.4** The site extends to around 2.18 ha and will achieve a potential yield of 65 dwellings at an average density of 30 dwellings per hectare.

## Proposed Changes to Green Belt Boundary

**4.5** The site and the 'triangle' of land immediately north are enclosed by the A56 to the west; Blackburn Road and existing housing to the east; and a dense wooded area to the south. The land forms a sustainable addition to the built up area of Edenfield which would not encroach into the wider open countryside to the west of the A56.

**4.6** The A56 forms a logical and defensible permanent boundary to the Green Belt and urban area; therefore the proposed changes to the Green Belt boundary exclude this triangle of land.

**4.7** The relationship of this site to the village and its enclosure by existing built development and infrastructure make it a logical expansion of the village. The site complies with the Council's criteria for the selection of sites.

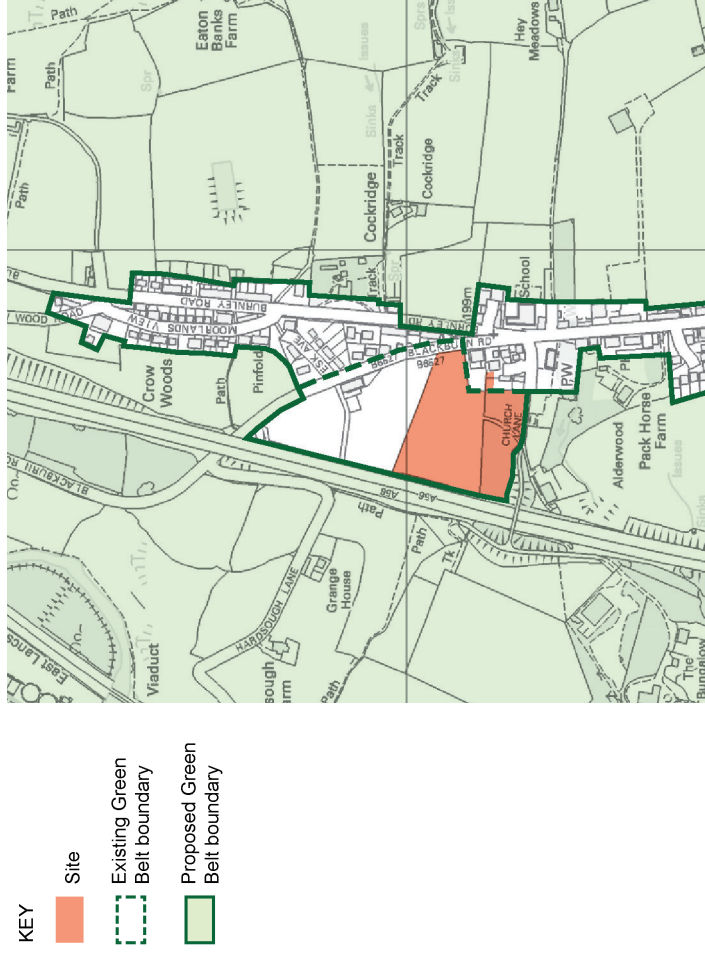


Fig 4.1 | Proposed changes to Green Belt

**4.8** The release of this site would retain a strong and defensible permanent Green Belt boundary along the A56. It would not encroach into wider open countryside or materially reduce the existing gap between Edenfield and Rawtenstall and would not impact on longer distance views. It would not have an adverse impact on the purposes of the wider Green Belt which lies to the west of the A56 and, as such, its release accords fully with the policies of the NPPF.

**4.9** The proposed revised Green Belt boundary is shown on Figure 4.1.



Fig 4.2 | Development framework plan





# 05

Delivering Lasting  
Local Economic  
Benefits

# 5 Delivering Lasting Local Economic Benefits

## Context – why housing matters

5.1 Housing makes a significant contribution to the national, regional and local economy. The construction of new homes generates initial benefits through employment, materials and professional spending associated with the construction process. In addition to this, its positive impacts are experienced for long afterwards and can provide an important source of local economic and social benefits for communities. As new homes are occupied a range of local benefits are generated, from the spending power that households have to Council Tax revenues, both of which help to sustain local shops and services. Where a range of family housing is provided this can help to maintain and grow local populations, providing an essential foundation for key services such as local schools, health care and childcare facilities.

5.2 There is increasing awareness at a national level of the important contribution that the construction industry (including house building) makes to the economy. Recent studies by the Confederation of British Industries (CBI) have demonstrated that for every £1 spent on construction projects a total of £2.84 expenditure is generated in the wider economy<sup>1</sup>. It is clear that constructing new homes can make an important contribution to the health of local economies, as well as the economic regeneration agenda.

5.3 The Coalition Government has fully endorsed the important role that house building can play in “kick starting” the national economy, with a series of funding initiatives (such as the Get Britain Building initiative) and Ministerial statements highlighting the importance of house building.

## What will the Land at Blackburn Road deliver?

5.4 The proposed site is a significant residential development that will provide a choice of homes which will be accessible to newly forming and incoming households in Rossendale. The scale and scope of the development can make a significant contribution to Rossendale’s local economy as well as generating substantial financial benefits associated with Council Tax and New Homes Bonus revenue as properties are delivered and occupied. An independent assessment undertaken by GVA has highlighted the following headline benefits associated with the provision of 65 new homes as envisaged in the Development Framework.

- **Construction Related Benefits**
  - capacity to help sustain over 91 jobs (gross) associated with the construction sector and approximately 56 jobs (net), taking into account multiplier, displacement and leakage effects. Potential job creation benefits include specific opportunities for construction related employment and skilled trades. Associated potential to reduce local levels of unemployment (currently 3.7%) and increase

economic activity locally, alongside diversifying the local population profile to include greater proportions of younger working age people in skilled occupations.

- **Population Benefits** – potential to increase the population by circa 152 people in 65 dwellings. Given the potential appeal of the site and the housing mix, including good quality family homes, there is an opportunity to attract and retain younger, family households which will help to sustain/enhance essential services within the locality.

- **Replenishing the Workforce** – potential to retain and/or attract approximately 112 additional working age people contributing to the supply of labour locally with linked benefits for the attraction of employers to the area.

- **Spending Power** – potential to capture approximately £750,000 of household expenditure every year within the locality on comparison / convenience retailing, which will help to sustain local shops and businesses that are essential to the vitality of the local retail offer as well as that of the wider Rossendale economy, including the town centre economy of Rawtenstall.

- **Supporting Public Sector Employment in Health and Education** – potential to indirectly support 12 jobs in the local health and

education sectors across Rossendale based on the number of education/health care employees per head of population locally.

- **Financial Benefits to the Local Authority** – potential to generate additional Council Tax revenues of £1.1 million over 10 years associated with the new homes to be constructed. Further potential to generate a £620,000 New Homes Bonus payment over a six year period.

5.5 The benefits associated with the Development Framework are clearly significant and will contribute not only to meeting housing need and demand, but will also make a valuable contribution to the economy of Rossendale. As highlighted above, new households attracted to the area will enhance local spending power, which could be a significant benefit for the economic regeneration of key shopping and service centres in Rossendale, including Rawtenstall Town Centre. The attraction of economically active, skilled and working age residents will also help to enhance Rossendale’s attractiveness as a location for business. The attraction of economically active, skilled and working age residents will also help to enhance Rossendale’s attractiveness as a location for business. Further rounds of spending and economic multiplier effects can be expected every year as new residents of the development spend and consume services locally.

5.6 A summary of the benefits associated with the Development Framework (65 homes) is provided at Figure 5.1 opposite.

<sup>1</sup> Source: CBI (2012) – “Bridging the Gap – Backing the Construction Sector to Create Jobs”

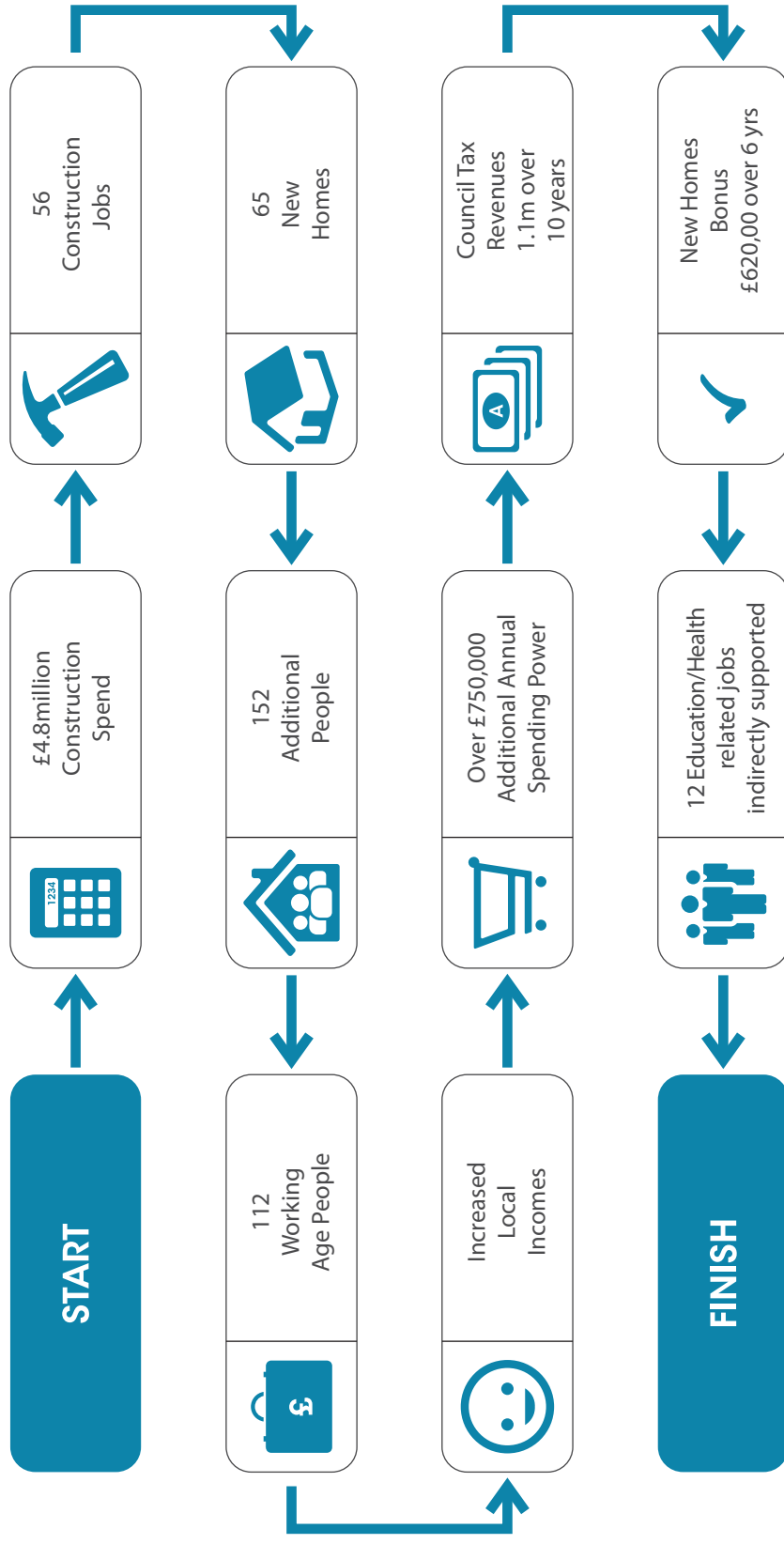


Fig 5.1 | Summary of Benefits arising from the Development Framework



# 06

## Summary and Conclusions

# 6 Summary and Conclusions

**6.1** Edenfield is a sustainable location for new housing in Rossendale. The Core Strategy envisages some new housing in this part of the Borough and notes the role it can play in meeting housing needs and supporting regeneration objectives in the Borough. The site is within an area of search for Green Belt boundary review in order to release land for early housing delivery (as shown on Figure 15 of the adopted Core Strategy).

**6.2** The Blackburn Road site is very well related to the rest of Edenfield. The site is situated between the built up area of the village and the A56. It has direct frontage to Blackburn Road. Edenfield Parish Church, its cemetery and a detached house adjoin the southern boundary of the site, the A56 forms the western boundary and Blackburn Road along the eastern boundary. The site is within walking distance of all key facilities within Edenfield including the village centre, local primary school, pub, church and community facilities. It is also located on a bus route which provides a regular service between Rawtenstall and Bury.

**6.3** The site has no significant physical or technical constraints that would prevent its early development for high quality housing. It is not subject to any landscape or nature conservation designation, is not in an area of significant risk of flooding and has no history of contamination. In all other respects it is considered to be suitable for development.

**6.4** The site would form a small scale extension of Edenfield between the existing village and A56. The site comprises a small paddock and has a different character to the wider open countryside which surrounds the village. The proposed development would not extend the boundaries of the settlement into the surrounding open countryside – the A56 effectively separates the village from this more open landscape. The proposals would not adversely affect the landscape or townscape character of the surroundings as any longer distance views of it or from it. In fact, with suitable landscaping alongside the A56 the development could help to achieve a more appropriate rural edge to this part of the village and incorporate measures to attenuate traffic noise from the A56 from existing housing in the village.

**6.5** Development of this land would not conflict with the purposes of including land within the Green Belt as set out in national planning policy. In particular it would not result in a material reduction of any gap between Edenfield and any other settlement and in view of the acknowledged need for new housing and history of under delivery in this area, it would not harm the prospects of other sites coming forward for development. In fact, by providing good quality housing of a type which is in relatively short supply in Rossendale, the release of the site would support the economic and social regeneration objectives of the Core Strategy.

**6.6** The delivery of around 65 new homes would generate around 91 new construction jobs (56 net new jobs); attract 112 additional economically active people to Rossendale; increase local consumer spending by around £750,000 per annum; increase Council Tax revenue by £1.1 million over 10 years; and deliver New Homes Bonus payments of £620,000. This represents a significant contribution to the growth and regeneration of the Borough.

**6.7** The site therefore complies with the Draft Criteria for Green Belt and Urban Boundary Changes which the Council issued for consultation on July 2012. The release of this land is needed in order to fully meet identified housing needs and a new Green Belt boundary can be established using existing physical features to create a clear defensible and permanent boundary.

**6.8** The site is located within a part of the Borough where the housing market remains relatively strong. As such, it is envisaged that it could deliver housing in the early part of the Core Strategy period. It could support a range of housing including aspirational family housing and an element of affordable housing both of which would help to meet identified local needs. The site could be brought forward in the early part of the plan period and therefore contribute to the objective of boosting the supply of housing and making up some of the recent shortfall against identified requirements in Rossendale.

**6.9** The Council is therefore requested to incorporate this proposed alteration of the Green Belt and Urban Boundary of Edenfield (as shown on Figure 4.1) to facilitate development of around 65 new homes into the forthcoming Site Allocations development plan document.





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