

**Appendix F: Burnley Road Development Framework**

# Land off Burnley 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 Burnley 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 1.07 ha (2.6 acres) of land which could accommodate 38 new high quality homes. This could incorporate a mix of size and type of housing including family and aspirational homes.

The site is effectively surrounded on three sides by existing built development; 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 Council accepts the suitability of this location to accommodate housing and proposes a change to the Green Belt and Urban Boundary to accommodate development of this site (SW (GB) 2) and land to the immediate north (SW (GB) 1). The Council's assessment concludes that with sensitive design the site is suitable to help meet local housing needs.

The delivery of around 38 new homes would generate 53 construction jobs (33 net new jobs); attract 65 additional economically active residents to Rossendale; increase local consumer spending by around £440,000 per annum; increase Council Tax revenue by £660,000 over 10 years; and deliver New Homes Bonus payments of £360,000. 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.



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# 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 Burnley 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 Burnley 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

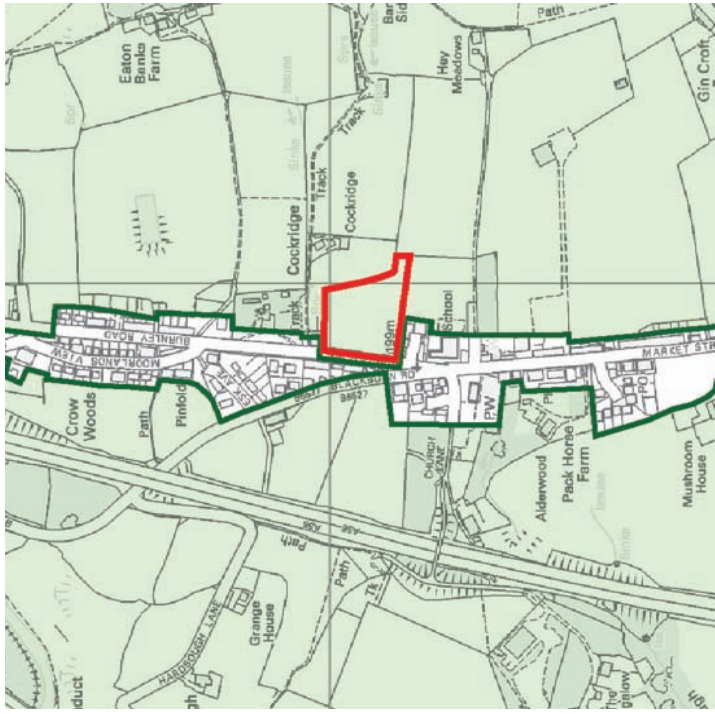


Fig 1.2 | Site in relation to existing Green Belt

- KEY**
- Site (SHLAA Site ID 681)
  - Existing Green Belt

Fig 1.3 | Aerial site location plan



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 take 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.

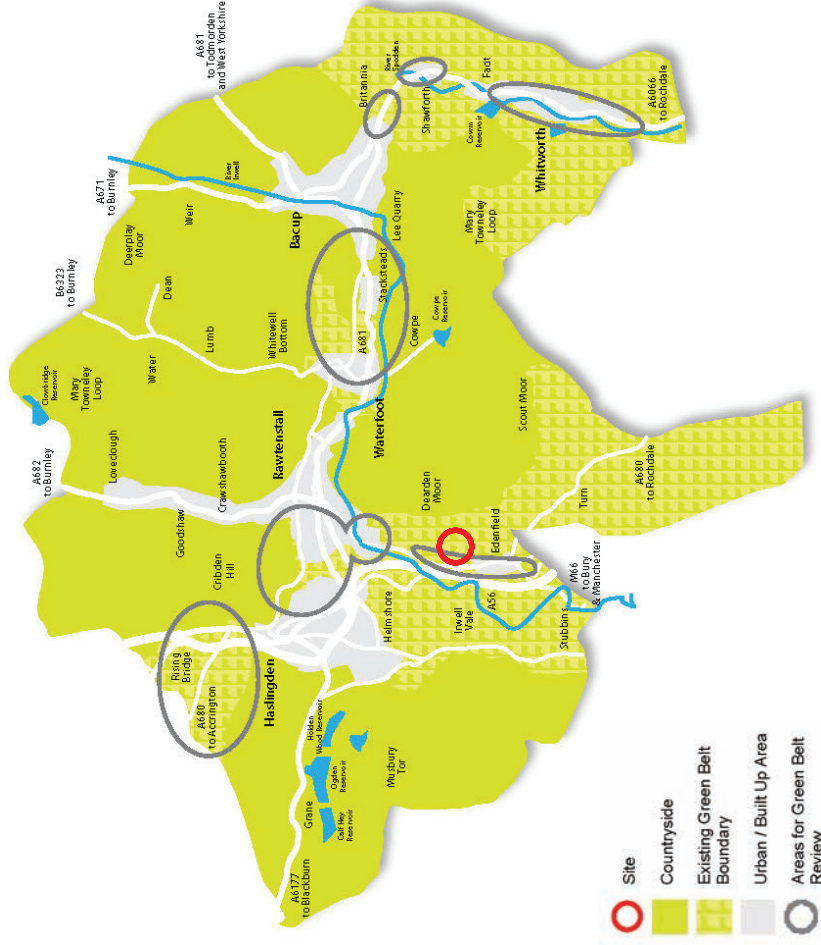


Fig 2.1 | Areas for Wider Green Belt Review (Fig 15, Rossendale Core Strategy)

## 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 has 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 Burnley Road



03

Site and Surroundings



## 3 Site and Surroundings

**3.1** The site is located c. 0.7 km miles north of Edenfield village centre. It extends to c. 1.07 ha (2.6 acres), is broadly rectangular in shape, comprising an open field currently used for grazing.

**3.2** The site is located to the east of Burnley Road which forms the western site boundary. It is surrounded by residential development to the north and south. There are also buildings to the east of the site with wooded areas which help to provide a sense of enclosure. Beyond these are open fields and the land rises towards a low ridge. The southern boundary comprises modern residential properties and open fields, beyond which lies the Edenfield Church of England Primary School.

### Local Facilities

**3.3** 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.

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

**3.5** There are bus stops located on Burnley Road, c. 300 m north of the site and on Market Street c. 225m south of the site. 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

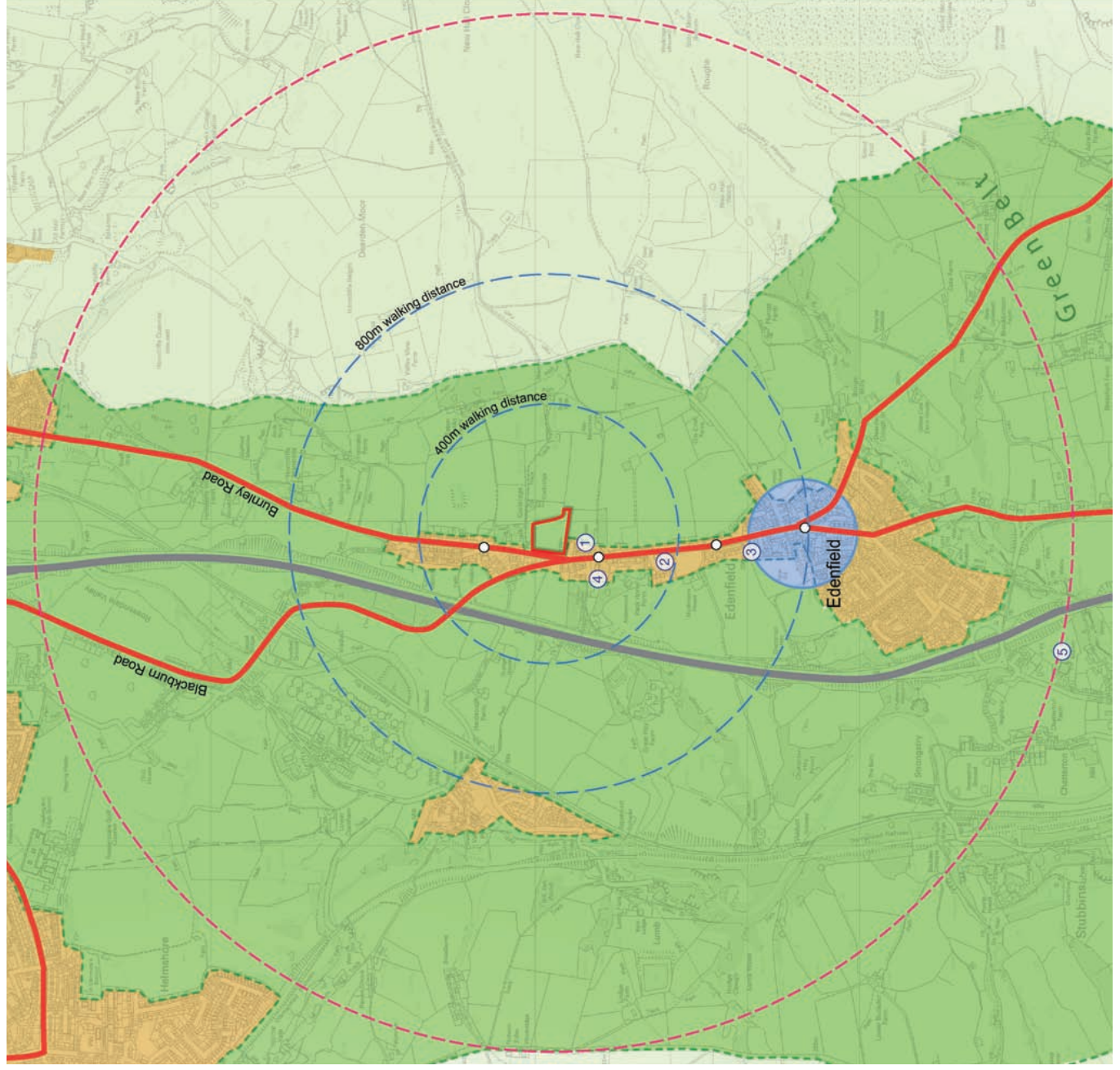
**3.6** The site was promoted as part of the Rossendale SHLAA Update in 2010 (site ID 168). The SHLAA states that whilst the site is more than 800m from all local services, it is within 400 m of a bus stop and with 5 km of a Secondary School and Hospital. The SHLAA also confirms that no new extensive access or drainage infrastructure would be required. Whilst the site scores 76 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 potential for 38 dwellings.



School and houses along Burnley Road / Market Street, close to the site



View of site from junction of Burnley Road and Blackburn Road



- 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

Fig 3.1 | Context plan of local facilities

## Site Appraisal

- 3.7** The key features of the site are as follows:
- The site frontage forms a small gap in an otherwise developed frontage onto Burnley Road.
  - The site itself is relatively flat, gently sloping from west to east, with views towards higher land further to the east. This ridge line to the east together with existing buildings and vegetation provide a degree of natural enclosure to the site.
  - A group of mature trees line the eastern boundary of the site; there is also a small cluster of mature trees to the south western corner.
  - A group of buildings are located to the immediate east of the site, providing further enclosure.
  - 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 not located within a Conservation Area, the Grade II\* listed Edenfield Parish Church is within c. 100m of the site, however, the site is not visible from the Church.

## Opportunities and Constraints

**3.8** The key site opportunities are:

- The site is enclosed by the higher ground to the east; by Burnley Road to the west; and by existing buildings and school grounds to the south, north and north east. It is therefore a logical inclusion to the urban boundary.
- There is opportunity to provide building frontage to Burnley Road, reflecting the strong building line to the west of Burnley Road, and further south, strengthening the arrival into Edenfield.
- The site could be accessed from Burnley Road and is within easy walking distance of the village centre, primary school and bus stops.

- The site has no insurmountable technical constraints and could deliver good quality mixed family housing.
- 3.9** The key site constraints are:
- 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 from Blackburn Road, showing site as a gap in the streetscene

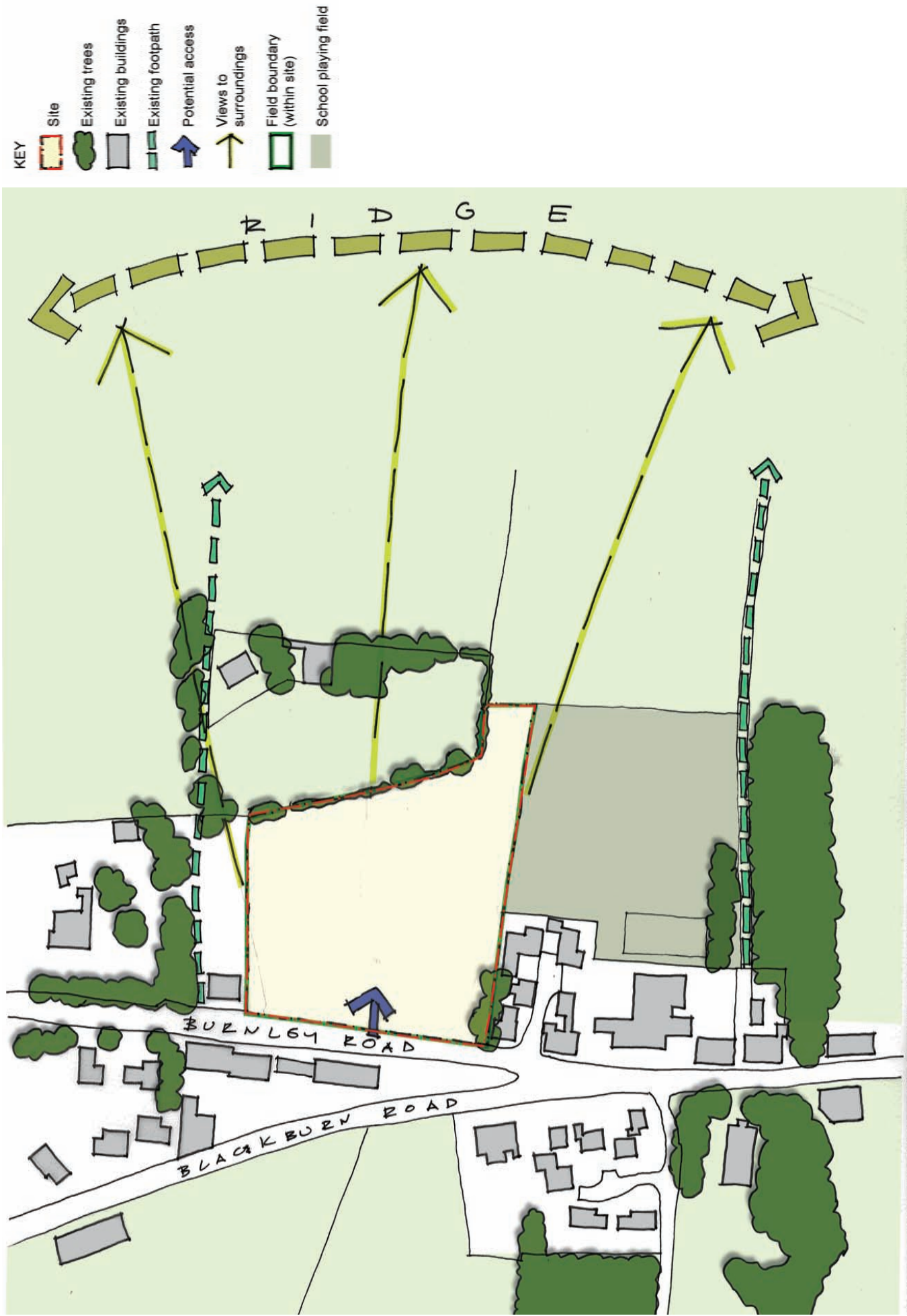


Fig 3.2 | Site analysis plan



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 Burnley Road are as follows:

- Retain existing mature trees and hedgerows as a starting point for the development framework.
- Strengthen and enhance existing field boundaries; new tree and hedgerow planting along the southern boundary to create a softer edge to open land.
- Access to development from Burnley Road with strong built frontage to reflect existing character and built form.
- Density to reflect that of the existing surroundings, with density gradually decreasing towards the east. Higher density housing with a robust building line along Burnley Road, gradually loosening in grain moving east towards open countryside.

**4.3** The site extends to c. 1.07 ha (2.6 acres) and will achieve a potential yield of around 38 units at an average density of 35 dwellings per hectare.

## Proposed Changes to Green Belt Boundary

**4.4** The site is enclosed by Burnley Road to the west - creating a gap in the streetscene - and substantial mature trees and hedgerows to the east and north. An existing field boundary forms part of the southern boundary of the site – the remainder is bounded by existing housing. Higher land to the east creates further enclosure of the site.

**4.5** The proposed changes to the Green Belt boundary shown on Figure 4.1 present the opportunity to create a softer interface between Green Belt and urban boundary and reinforce the street frontage along Burnley Road. Land between the site and Cockridge to the east is fully enclosed by mature trees, hedgerows and the site, and therefore forms a natural extension to potential development.

**4.6** The proposed change would create a logical, strong and defensible Green Belt boundary.

**4.7** The Council's consultation document proposes a further revision to the Green Belt boundary immediately to the north of Peel's land. The change to the Green Belt boundary proposed in this Development Framework is entirely consistent with this proposal, which for ease of reference is also shown on Figure 4.1.

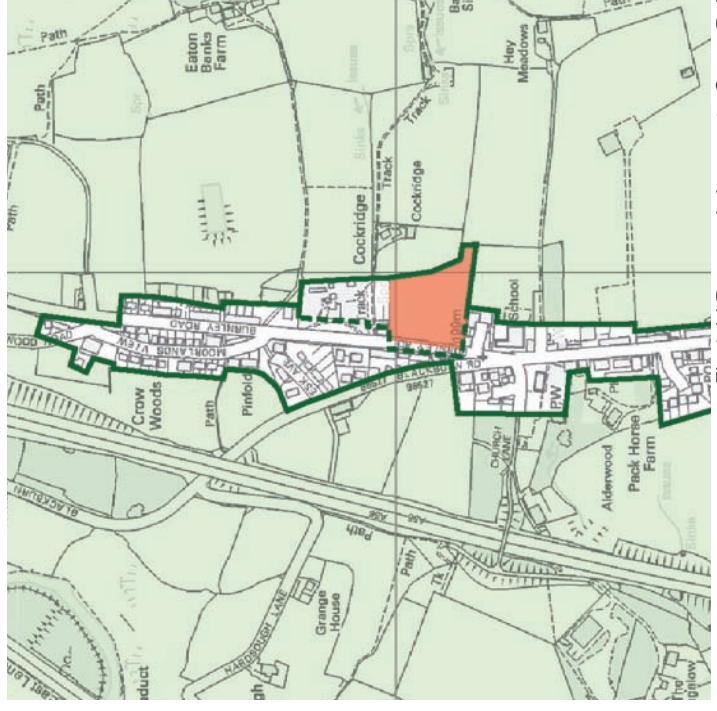
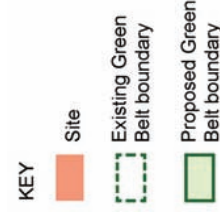


Fig 4.1 | Proposed changes to Green Belt



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 Burnley 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 new homes as envisaged in the Development Framework:

- **Construction Related Benefits**
  - capacity to help sustain over 53 jobs (gross) associated with the construction sector and approximately 33 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 89 people in 38 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 65 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 £440,000 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 7 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 £660,000 over 10 years associated with the new homes to be constructed. Further potential to generate a £360,000 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 is provided at Figure 5.1 opposite.

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

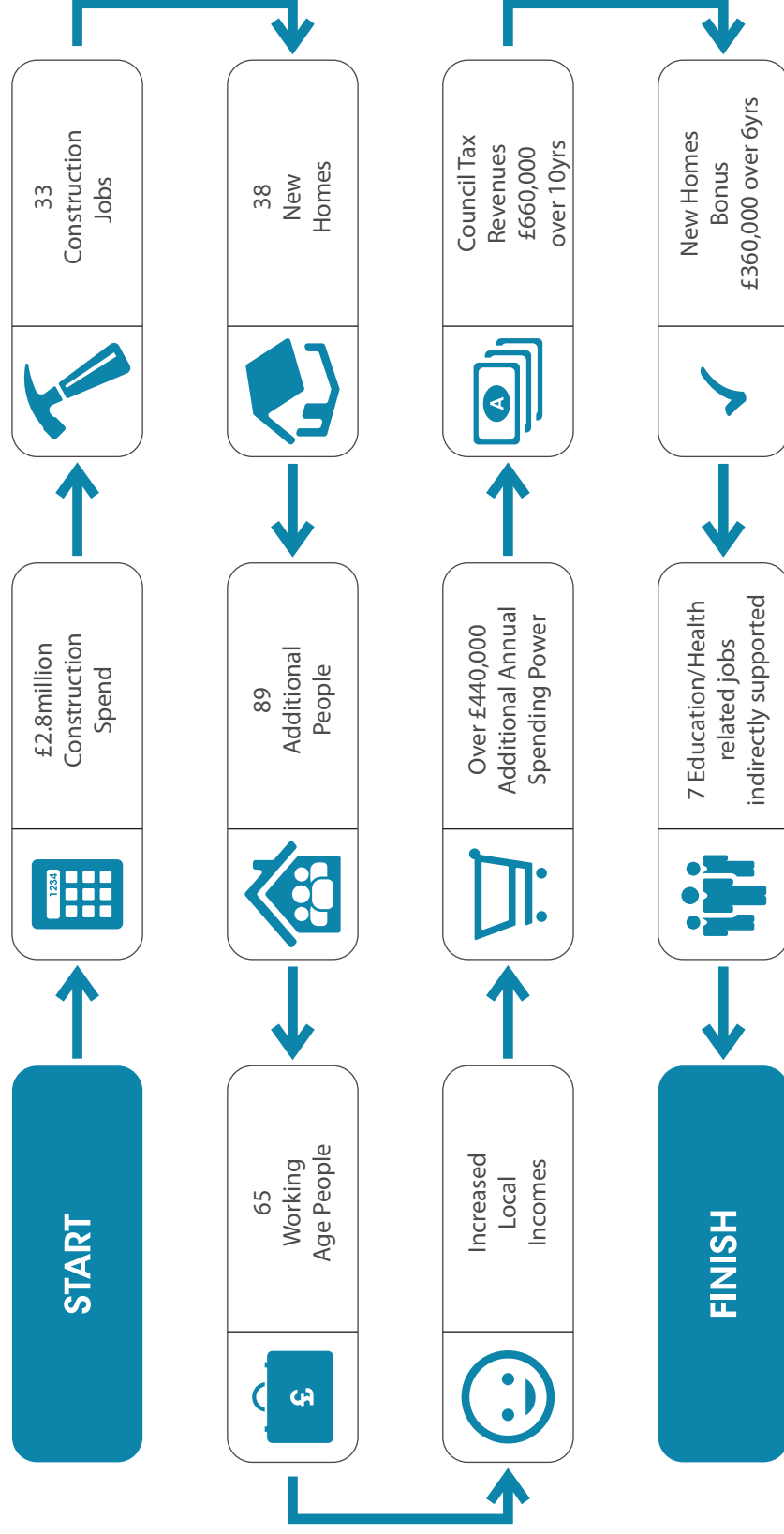


Fig 5.1 | Summary of Benefits arising from the Development Framework



# 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 Burnley Road site is very well related to the rest of Edenfield. The western part of the site has direct frontage to Burnley Road and is effectively surrounded on three sides by built development. There is further built development to the fourth (eastern) side and the site is further contained by gradually rising land to the east. It 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. The site has a different character to the wider open countryside which surrounds the village. It comprises smaller parcels of land with more vegetation and built development than the more open land to the east.

**6.5** The proposed development would not extend the boundaries of the settlement into the surrounding open countryside – it would not extend further east than the grounds of Edenfield primary school or the existing buildings and trees to the east of the site. The proposals would not adversely affect the landscape or townscape character of the surroundings.

**6.6** 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 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.

**6.7** The delivery of around 38 new homes would generate around 53 new construction jobs (33 net new jobs); attract 65 additional economically active people to Rossendale; increase local consumer spending by around £440,000 per annum; increase Council Tax revenue by £660,000 over 10 years; and deliver New Homes Bonus payments of £360,000. This represents a significant contribution to the growth and regeneration of the Borough.

**6.8** The site therefore complies with the Draft Criteria for Green Belt and Urban Boundary Changes which the Council issued for consultation on July 2012. It is consistent with the policies on Green Belt contained within the NPPF. The Council accepts this and has proposed the removal of the site from the Green Belt, together with a small area of land to the immediate north.

**6.9** 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.

**6.10** The site is located within a part of the Borough where the housing market remains relatively strong. As such, it is envisaged that this site 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.

**6.11** The Council is therefore requested to incorporate this proposed alteration of the Green Belt and Urban Boundary of Edenfield to facilitate development of around 38 new homes into the forthcoming Site Allocations development plan document.





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KEY:



**Land off Burnley Road,  
Edenfield, Rossendale**  
Landscape Appraisal

Figure 1.4

*PROW and Features within the Study Area*

Drwg No: 555C-15 Date: 16.08.19  
Drawn by: HB/AG Checker: CW  
Rev by: xx Rev checker: xxx  
QM Status: unchecked Product Status:  
Internal RT Review  
Scale: 1:10,000 @ A3



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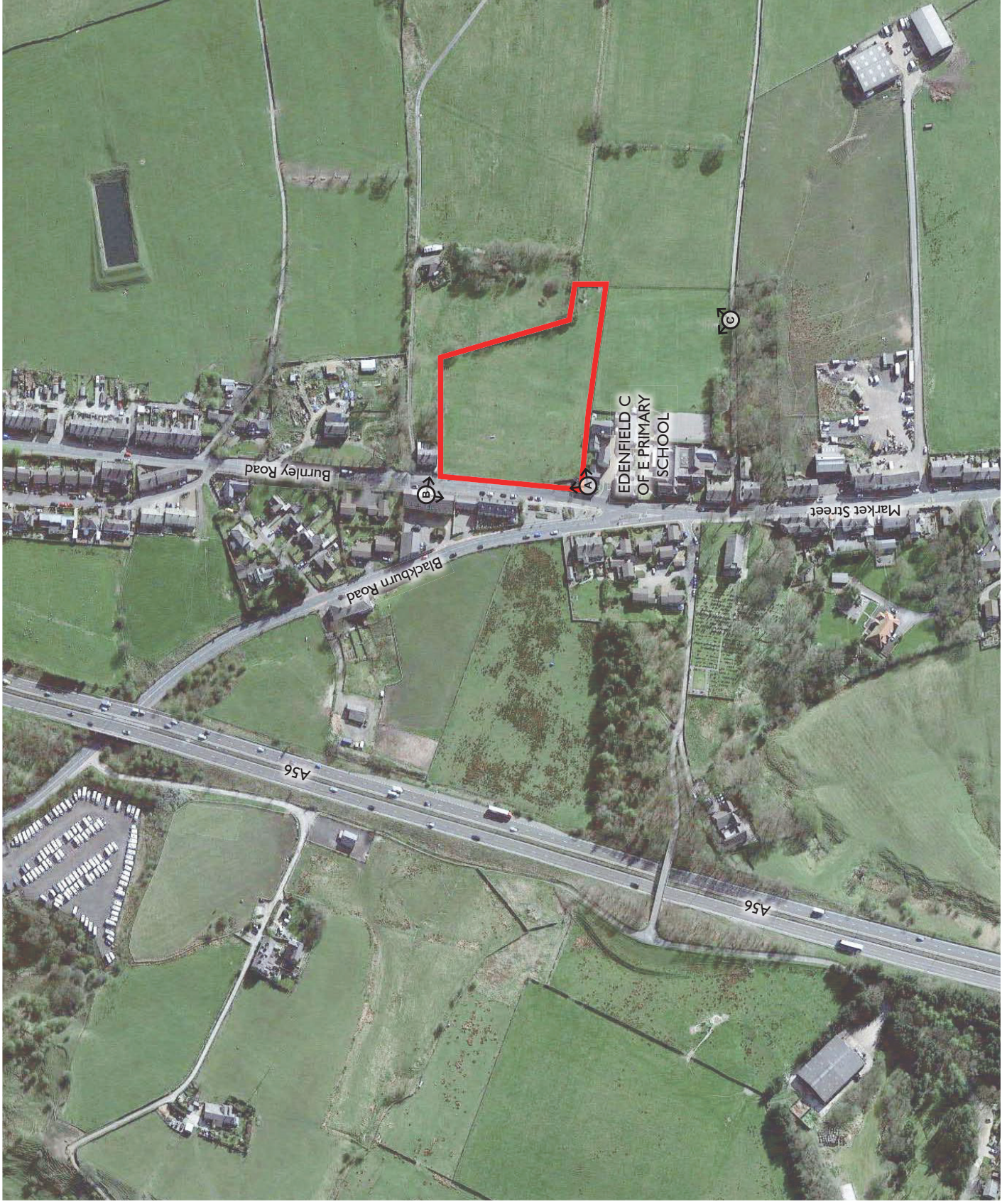
KEY:



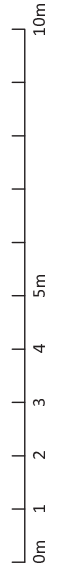
Site Boundary



Photograph Location



Scale 1:1250



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**Land off Burnley Road,  
Edenfield, Rossendale**  
Landscape & Visual Impact Assessment

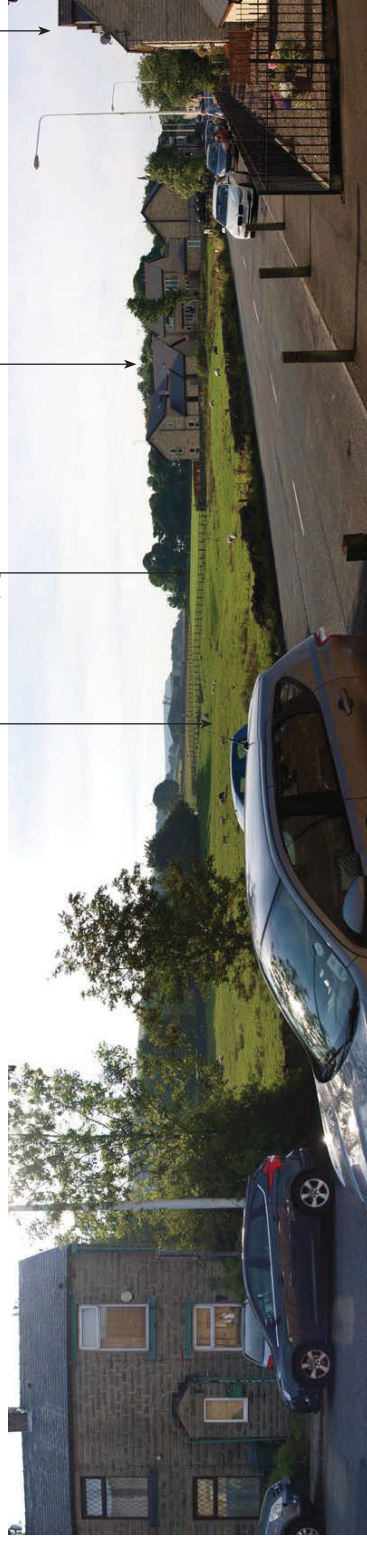
**Figure 1.5**  
*Site Features Plan*

Drawn by: HB/AG  
Rev by: xx  
QM Status: unchecked  
Scale: 1: 1250 @ A3

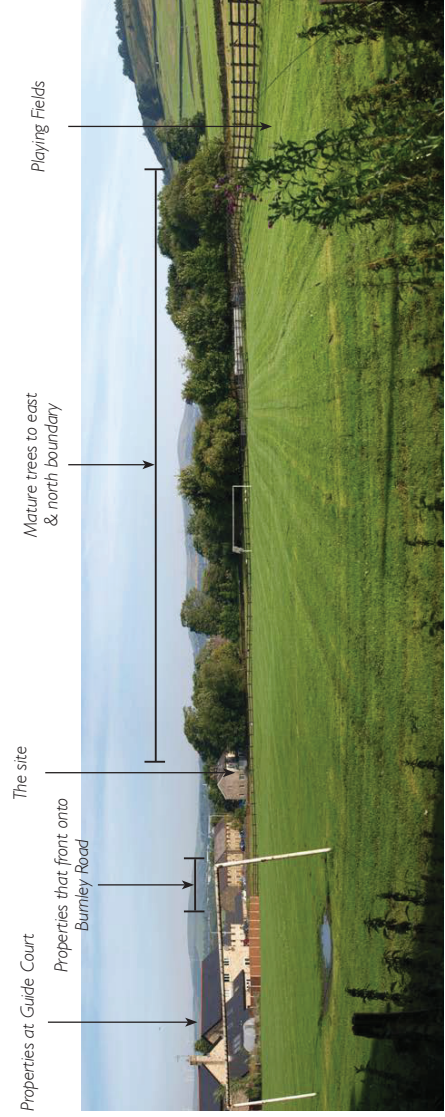
Date: 16.08.19  
Checker: CW  
Rev checker: xxx  
Product Status:  
Internal RT Review



**Viewpoint A** - View from the north western corner of the site, looking south east towards Simister Lane and Brookvale Care Home








**Viewpoint B** - View from Burnley Road, looking south east towards the site



**Viewpoint C** - View from PROW FP139 looking north towards the site across the playing fields to Edenfield C of Primary School

KEY:

-  Site Boundary
-  Photograph Location
-  Public Right of Way
-  Public Visual Receptor
-  Private Visual Receptor

Public Receptor:

1. PROW FP17, 121, 120 & 329 (Photos 1-4)
2. PROW FP128 & 130 (Photo 5 & 6)
3. PROW FP141, 140 & 277 (Photos 7 - 9)
4. PROW FP139 & 136 (Photos 10 & 11)
5. Burnley Road (Photo 12)
6. Blackburn Road (Photo 13)
7. A56
8. Helmshore Roads (Photo 14)

Private Receptors:

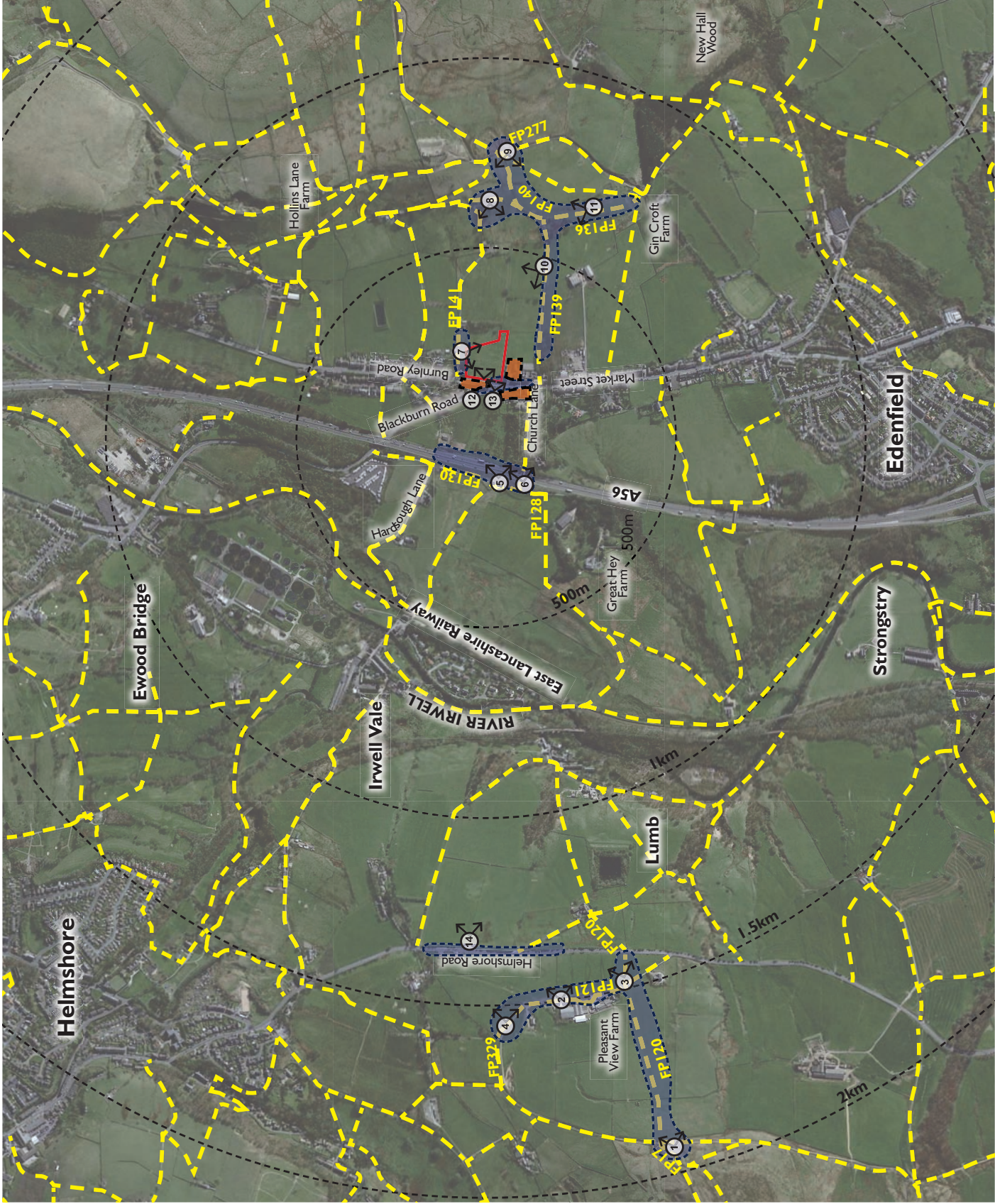
9. 2 storey properties on Blackburn Road
10. 2 storey properties on Burnley Road & Guide Court



**Land off Burnley Road,  
Edenfield, Rossendale**  
Landscape Appraisal

Figure 1.7  
Viewpoint Location Plan

Date: 16.08.19  
Drwg No: 555C-18  
Checked: CW  
Drawn by: HB/AG  
Rev by: xx  
Rev checker: xxx  
Product Status: Internal RT Review  
QM Status: unchecked  
Scale: 1: 10,000 @ A3





**Photo 1** - View from PRoW FP17, looking east towards the site



**Photo 2** - View from PRoW FP121, looking east towards the site.



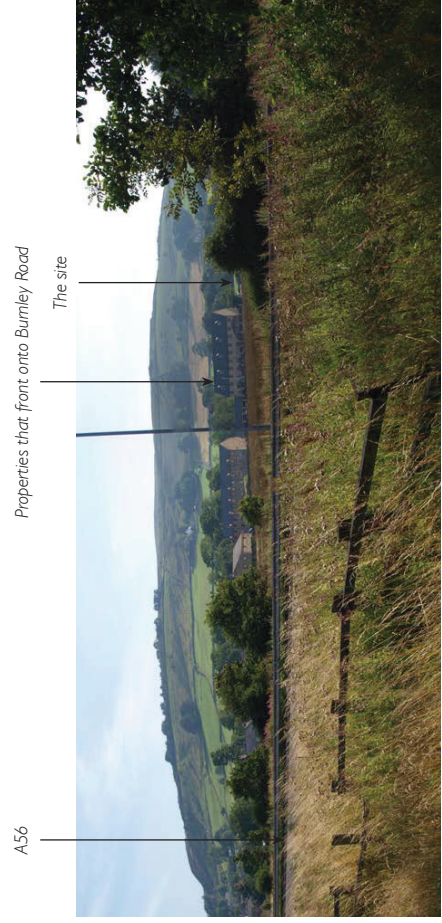
**Photo 3** - View from PRoW FP120, looking south east towards the site.



**Photo 4** – View from PROW FP329, looking east towards the site



**Photo 5** – View PROW FP128, looking north towards the site (site not visible)



**Photo 6** – View from PROW FP130, looking the site



The site

**Photo 7** - View from PROW FP141 looking south towards the site



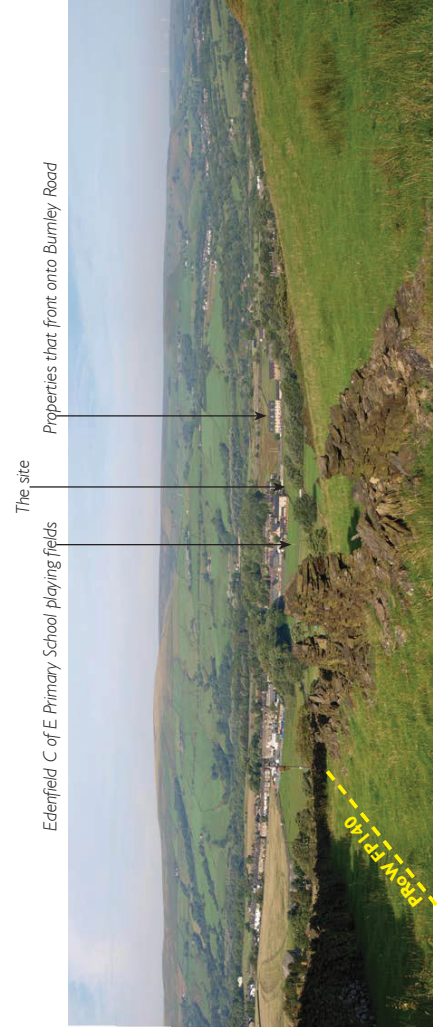
Properties that front onto Burnley Road

Bank Side Farm

Mature trees to east & north boundary

The site

**Photo 8** - View from PROW FP140 looking west towards the site



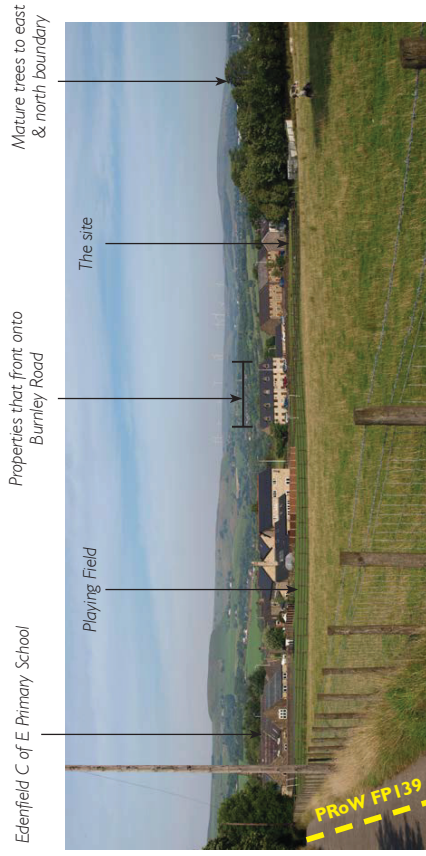
The site

Edenfield C of E Primary School playing fields

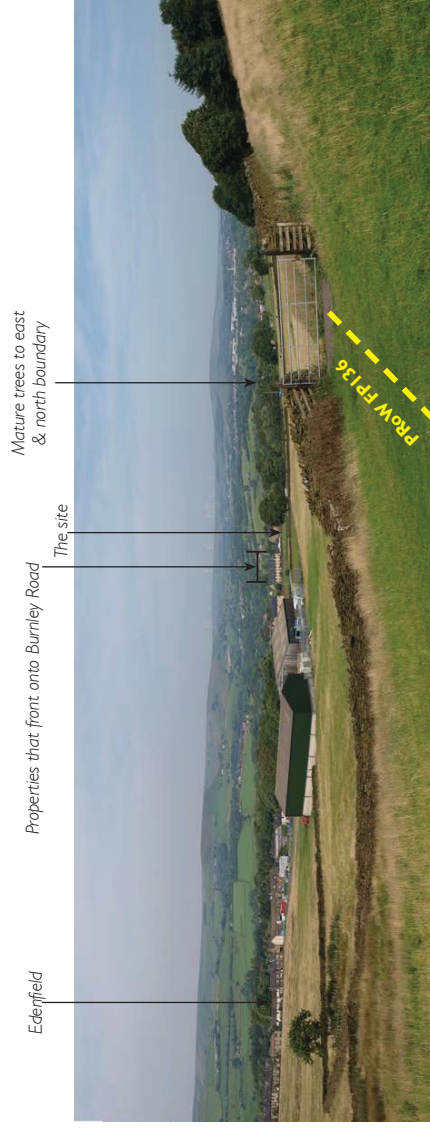
Properties that front onto Burnley Road

**Photo 9** - View from PROW FP277 looking west towards the site.





**Photo 10** - View from PROW FP139 looking north west towards the site



**Photo 11** - View from PROW FP136 looking north west towards the site



**Photo 12** - View from Burnley Road on the western boundary of the site, looking east across the site.



**Photo 13** - View from Blackburn Road, looking east towards the site.



**Photo 14** - View from Helmsshore Road, looking east towards the site.