

MALDON DISTRICT COUNCIL LOCAL DEVELOPMENT PLAN 2014 - 2029



This form has **two** parts; **Part 1** only needs to be **completed once** for each person / group making a representation. **Part 2** should be **completed for each area of concern individually**. Parts 1 and 2 should be submitted at the same time – if this is not possible Part 1 should be completed to accompany each Part 2 submission.

This is a Regulation **19 and 20** Town and Country Planning (Local Planning) (England) Regulations 2012 "**Pre-Submission LDP**" consultation.

The second Regulation 18 "Draft Local Development Plan (LDP)" consultation took place between August and October 2013, the responses received and further technical work have informed the development of the Pre-Submission LDP. The Pre-Submission LDP has been published prior to its submission to the Secretary of State to allow for representations to be made on its soundness and legal compliance. Any comments can be provided in Part 2 of this questionnaire.

Representations should be submitted **by 12 noon Friday 7th March 2014** to the following email address: policy@maldon.gov.uk or alternatively by post to: Maldon District Council, Council Offices, Princes Road, Maldon, Essex, CM9 5DL. Please note **this form is the only means by which representations will be accepted and late representations will not be accepted.**

*****PLEASE NOTE THE PRE-SUBMISSION LDP CONSULTATION PERIOD HAS BEEN EXTENDED TO END AT 12 NOON ON WEDNESDAY 12TH MARCH*****

The Statement of Procedure, available from the Council Offices and website: www.maldon.gov.uk provides further guidance on how to complete Part 2 of this form.

Representations received will be publicly available in accordance with Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The Council will place the names of respondents or organisation where appropriate, to this consultation on its website along with the representations they have made under Part 2 of this response form. Part 1 of this form will not be published. **By submitting responses on the Maldon District Pre-Submission LDP, you confirm that you agree to this. Please note that both Part 1 and Part 2 of this response form will be passed on to the Planning Inspectorate for the purpose of the LDP Examination-in-Public.**

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Part 1 – personal details (please complete once for each person / group)**1.1. Personal Details**

Title Mr
 First name David
 Last name Barker
 Organisation (where applicable) Evolution Town Planning LLP
 Job title (where applicable) Partner
 Who are you representing (where applicable) Pigeon Land Ltd

1.2. Client Details
(if applicable)

Title Mr
 First name Simon
 Last name Butler- Finbow
 Organisation (where applicable) Pigeon Land Ltd
 Job title (where applicable) Director

1.3. Contact Address Details

(please provide details of the person who should be contacted regarding this response)

Address line 1 Evolution Town Planning LLP
 Address line 2 Opus House, Elm Farm Park,
 Town / Village Thurston, Bury St Edmunds,
 County Suffolk
 Postcode IP31 3SH Telephone number 01359233663
 Email address david@evolution-planning.co.uk

1.4. Are you responding as:

- | | | |
|---|---|--------------------------|
| An individual | <input type="checkbox"/> A town or parish council | <input type="checkbox"/> |
| A district / borough council | <input type="checkbox"/> A district councillor / MP | <input type="checkbox"/> |
| On behalf of an organisation | <input type="checkbox"/> On behalf of a community group | <input type="checkbox"/> |
| A landowner / developer / agent / architect | <input checked="" type="checkbox"/> Other | <input type="checkbox"/> |

1.5. Local Development Plan Future Updates

Please tick this box if you would like to be added to the Local Development Plan mailing list to receive updates on the progress of the Plan (please ensure your details are entered correctly above)



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Part 2 - Regulation 19 and 20 Town and Country Planning (Local Planning) (England) Regulations 2012 "Pre-Submission LDP" consultation

Please note that all comments on the Pre-Submission LDP consultation should be provided by completing Part 2 of this form. A separate completed Part 2 should be provided for each comment made within a representation.

2.1. To which part of the Maldon District Pre-Submission Local Development Plan (LDP) does this representation relate?

- | | |
|---|--|
| a. Paragraph
(please specify paragraph number) _____ | b. Policy
(please specify policy reference) <u>S2</u> |
| c. Proposals Map _____ | d. Other section
(please specify) _____ |

2.2. Do you consider the Maldon District Pre-Submission LDP to be (tick as appropriate):

- | | |
|--|---|
| a. Legally compliant
To be 'legally compliant' the LDP has to be prepared in accordance with the Duty to Co-operate and legal and procedural requirements. This is required by Government guidance | Yes <input checked="" type="checkbox"/> |
| | No <input type="checkbox"/> |
| b. Sound
To be 'sound' a Local Plan should be positively prepared, justified, effective and consistent with national policy. This is required by Government guidance
(if you do not consider the LDP to be sound, please complete section 2.3. below) | Yes <input type="checkbox"/> |
| | No <input checked="" type="checkbox"/> |

2.3. Do you consider the Maldon District LDP to be unsound because it is not (tick as appropriate):

- | | |
|--|-------------------------------------|
| a. Positively prepared
To be positively prepared the plan should be prepared on a strategy which seeks to meet objectively assessed development and infrastructure requirements | <input checked="" type="checkbox"/> |
| b. Justified
To be justified the plan must be: <ul style="list-style-type: none"> • Founded on a robust and credible evidence base; • The most appropriate strategy when considered against the reasonable alternatives. | <input checked="" type="checkbox"/> |
| c. Effective
To be effective the plan must be: <ul style="list-style-type: none"> • Deliverable; • Flexible; • Able to be monitored. | <input checked="" type="checkbox"/> |
| d. Consistent with National Policy
The Plan must be consistent with Government guidance as set out within the National Planning Policy Framework | <input checked="" type="checkbox"/> |

On the following pages, please explain why you think the Plan is unsound or not legally compliant, and set out any changes you feel should be made to the Plan to make the Plan sound or legally compliant.

Please note: As there will not normally be a subsequent opportunity to make further representations based on your representation at this stage, please include all the information, evidence and supporting information necessary to support/justify your representation and the suggested change(s) to the Plan. After this stage, further submissions will only be invited at the request of the Planning Inspector, based on the matters and issues the Inspector identifies for examination.

- 2.4.** If you consider the Maldon District LDP to be unsound or not legally compliant please explain why in the box below.
Please be as precise as possible. Please also use this space for any comments in support of the LDP.

See attached sheets

- 2.5.** Please explain in the box below what change(s) you consider necessary to make the Maldon District LDP legally compliant and sound.
Please be as precise as possible. Please explain why this change will make the Maldon District LDP legally compliant and sound. It will be helpful if you are able to put forward any suggested revised wording of the policies or supporting text.

See attached sheets

2.6. Do you consider it necessary to attend and give evidence at the hearing part of the examination? (tick as appropriate)

No, I wish to communicate through written representations ☐

Yes, I wish to speak to the Inspector at the hearing sessions ☒

Please note: The Inspector will determine the most appropriate procedure to hear those who have indicated that they wish to participate at the hearing part of the examination

2.7. If you wish to participate at the hearing part of the examination, please outline why you consider this to be necessary.

The objections made go to the heart of the plans proposals for the District and Burnham-on-Crouch and so we wish to ensure that the Inspector understands our objections.

This is the end of Part 2 (Regulation 19 and 20) of the response form. Please complete this form for each representation you wish to make. You only need to complete Part A once. Please submit all of your response forms together.

Objection to Policy S2

Summary

We object to the 2014 Pre-Submission Local Development Plan (LDP) because it is not sound. The change in strategy for Burnham-on-Crouch (Burnham) from delivering development on a single site to delivering development on three smaller sites in the manner proposed by the Council is not supported by the evidence. To address the demographic issues of an ageing population in Burnham, and across the District more housing needs to be allocated within Maldon, and particularly to Burnham which has been allocated proportionately less housing than other towns. More housing should be provided across the District as a whole and the 4,410 housing target for the District should be increased to meet the housing needs of the area.

More housing needs to be provided in Burnham to address the demographic changes in the population. The population is ageing with the number of people in age groups over 40 increasing, and the number of people in age groups below 34 decreasing. The population of Burnham is ageing at a faster rate than the rest of the country. The rate of ageing in Burnham compared to the rest of the country has increased in the last 12 years. Also during the last 12 years the population of Burnham has begun to fall. The ageing of the population and the fall in population has come at a time when house building in Burnham (a town of around 8,000 people with a sphere of influence of a further 15,000 people) has been very low at 9.7 homes per year. To deal with falling household size, the effects of migration and the ageing population the Council recognises in the supporting text to Policy S2, and the LDP evidence base that higher levels of housing development are required in the District compared to historic rates. The Council increased the housing proposed in the District after the 2012 public consultation on the development plan. However after increasing the Districts housing target in 2013, the Council has not proposed higher house building in Burnham to address the demographic problems.

The rates of new housing delivery proposed for Burnham in the LDP will not address the demographic problems set out above. The area is constrained by environmental factors such as important gaps between settlements, the river to the south and the distinctive

agricultural character of land to the east, all of which will limit housing growth. However national planning policy and the Councils own policies state housing must be delivered within these environmental limits where possible. We consider that the number of homes that can be delivered across the north east and north west strategic sites in Burnham are a maximum of 171 homes, not the 270 the Council proposes. No evidence has been put forward that Burnham West cannot deliver more homes and this site must deliver more homes to meet the needs of Burnham. The level of housing delivery in Burnham must be maximised to address demographic issues and to ensure that the town is sustainable or the plan will be unsound as it will not be based on the most appropriate evidence base or be in accordance with national planning policy on sustainable development.

The Council has not made a case why housing is being delivered at greater rates in proportion to the existing population in Maldon and Heybridge than at Burnham. Burnham is the second largest town in the District, of some 8,000 people, and has a hinterland with a population of some 15,000 people. This represents over a third of the Districts population and demonstrates that the area is not isolated as some of the Councils justification for its policies towards the town suggests. The Council has raised concerns that the primary school size limits housing growth in Burnham. It is not correct to constrain housing growth needed to deliver sustainable development because of school capacity. Increasing primary school capacity must be more clearly explored to establish if there is more space in existing schools, or to establish if primary schools can be physically expanded to take more pupils. Our research has shown that by phasing housing development in Burnham there is capacity in the primary schools which will allow more housing growth to the town.

As the Council acknowledge throughout the LDP and its supporting documents, infrastructure and community facilities can be better delivered from larger developments than smaller developments. This is true in the case of Burnham West which can deliver a mixed use scheme of around 325 homes and an extension to the Burnham Business Park. Alongside this open space, green infrastructure, local retail, school, health and community facilities can be provided. A smaller development will limit the delivery of these facilities.

High quality employment development can be provided at Burnham West. The extension to the Burnham Business Park will be well placed to provide space for existing businesses in

Burnham to expand. Burnham is also a good area for new businesses. The train links to London and the attractive local countryside will be a draw for many businesses. When broadband speeds are improved there could be growth in office sectors and in tourism. An attractive location, good rail connections and a good quality allocation can increase the employment opportunities and job growth in Burnham. The size of the employment allocation should be increased both to provide amongst others greater flexibility for businesses and to support higher housing growth.

If developed as shown in the layout attached in **Appendix 1** Burnham West would be a high quality mixed-use community based scheme, sensitively designed to respect the existing qualities of the town whilst being able to deliver an expansion to Burnham's established business centre to enable new employment to be created. A full range of types of housing can be provided from market to affordable housing, housing for the elderly (including bungalows) and a care home, market and affordable self-build. Community benefits can be provided by making provision for new primary school infrastructure, a children's nursery, if required a health centre and enhanced medical services. Extensive amenity space can be distributed throughout the new homes and substantial landscaping which has the potential to vastly improve the wildlife habitat of the area and the attractiveness of the western approach to the town, along with the setting of Creeksea. Improved sustainable travel choices can be provided including potential improvements to public transport both within the town and destinations out of town. Walking and cycling improvements will provide alternative modes of travel. There is the potential for a food store, in response to local demand, which will save on many trips out of the town. Both market and affordable housing can be built using contemporary sustainable construction techniques. The much needed affordable housing will be provided for local people who need assistance in finding a place to live. Housing can be phased over the next 15 years in response to meeting local needs and to ensure the scheme is suitably integrated. The provision of housing for the elderly, which could include bungalows, a care home and assisted living can be provided to meet the needs of the town's ageing local population.

1.0 Introduction

1.1 Maldon District Council is consulting on its Pre-Submission Local Development Plan (LDP) and has invited representations from the public and interested parties. Evolution Town Planning LLP is advising Pigeon Land Ltd who has an interest in land to the west of Burnham-on-Crouch (Burnham). This land was identified for a housing led mixed use development of 450 homes in the 2012 Preferred Options Consultation and is proposed for housing (180 homes) and 3.4 hectares of employment development in the Pre-Submission draft. The Burnham West site is referred to as site S2(i) West of Burnham-on Crouch. These representations set out our objection to the Council's policy S2, and its proposals proposal to deliver a minimum of 4,410 homes in the plan period. We object to the Councils proposals for Burnham, we also set out details on the opportunities provided by the Burnham West site which will not be realised by the Councils current proposals.

1.2 Evolution Town Planning's advice to Pigeon is that the Council's proposals in the 2014 consultation will not produce a sound plan. The Council should allocate the land at Burnham West for a larger housing led mixed use scheme, as they proposed in 2012. We made similar representations to the LDP consultation in 2013. The Council correctly identify that it has an ageing population and identify the problems for sustainability that this will create. But the strategy that the Council proposes to deal with this in Maldon and in Burnham will not work. In respect of Burnham the low level of housing delivery proposed will make the town less sustainable as the population ages. The use of primary school places as a cap on housing development will not lead to sustainable development, the capacity of the primary schools has not been correctly assessed, and the decision to spread the housing allocations around three sites as proposed in Policy S2 is not supported by the Council's or our landscape assessments. The decision to split the housing allocations across three sites will, if not amended, harm historic buildings and landscape to the north of Burnham, harm the delivery of infrastructure and community facilities, and will not allow the delivery of either sufficient homes or the wide range of homes needed to provide for the population.

- 1.3 The population of Burnham is ageing faster than the national norms and as a result the town is becoming less sustainable as the working and school age population declines. Increased housing delivery over and above that proposed in the LDP is required in order to make the town more sustainable and to make up for previous shortfalls in delivery. A more sustainable level of housing delivery can be accommodated on sites that the Council has agreed have good potential for housing. The use of primary school places as a cap on housing delivery is wrong as school places should respond to the required housing delivery rates and not constrain them. The Council has also stated that they consider that Burnham is isolated. With a population in the town and the hinterland of around 23,000 people this is unlikely to be the case and housing is needed to sustain this population and its services. The Council first proposed the delivery of 450 homes on one site at West Burnham and now three smaller allocations and a reserve site are proposed. The two northern allocations in Burnham would if developed as proposed in the Pre-Submission LDP have a detrimental landscape impact on many important aspects of local character. Lower housing numbers would be more appropriate on the northern sites. The correct development scenario for Burnham is one that tries to best meet the demographic needs of the town by developing housing and employment on the available land, whilst respecting the environmental characteristics of the area. To address the demographic issues of Burnham requires more than 450 homes to be delivered in the plan period. This involves developing smaller numbers of homes on the two northern strategic sites to respect environmental constraints and developing more homes at West Burnham. We consider that the allocation at Burnham West should include 325 homes along with range of community and retail facilities, and 4.5 hectares of employment land.
- 1.4 The land at West Burnham that is being promoted by Pigeon Land Ltd is shown on the attached plan in **Appendix 2**. The land is owned by a consortium of landowners who have engaged Pigeon Land Ltd to promote a sustainable mixed use extension that will positively contribute to the town.
- 1.5 Pigeon is a private firm owned by four directors with extensive experience of

promoting and delivering high quality schemes within the East of England. Pigeon is currently working with the Crown Estate on the delivery of a development in Thetford comprising 5,000 homes, a 20 hectare mixed use development, community facilities and public open space. To the east of Bury St Edmunds they are promoting an urban extension of 1,250 homes, with a primary school and community facilities. At Wickford in Essex they are promoting land for 1,000 homes and a country park extension. The Pigeon website which contains more details about the company is at www.pigeon.co.uk

- 1.6 These representations on Policy S2 first address the level of housing proposed in Maldon District, and then address the strategy for Burnham.

2.0 Housing Delivery in Maldon District

- 2.1 Pigeon Land Ltd supports the recognition by the Council that the level of housing delivery has to increase in the District from the historically low figures of recent years. The impact of historically low levels of housing delivery has been a population that is ageing faster than the national median, the result of this will be a shrinking workforce, a shrinking school population, and an unsustainable population profile. This outcome is contrary to paragraph 74 of the National Planning Policy Framework (The Framework) which seeks to “boost significantly the supply of housing” to meet the full objectively assessed needs.
- 2.2 We do not consider that the Council's housing figure for the District in policy S2 is soundly based. It does not reflect national planning policy, and is not justified, effective or positively prepared. The housing delivery proposed does not reflect the evidence that the Council has gathered on the need for economic growth and the conclusions of the Strategic Housing Market Assessment (SHMA).
- 2.3 The Council has chosen to deliver 4,410 homes during the plan period (294 per annum). This target is based on a figure produced by the Essex Planning Officers Society Greater Essex Demographic Forecasts. The forecasting by the Essex Planning Officers Society sets out a range of forecasts. For example the Economic – R forecast is higher than the housing delivery level chosen by the Council. The Economic - R is an estimate of population growth based on an employment growth trajectory derived from an economic forecasting model. This forecast requires 437 homes to be delivered per year and 5,244 over the plan period. Given the economic issues facing the District and the need to grow jobs to bring in people of working age to the District to balance the ageing population this growth scenario would be supported by national planning policy which gives significant weight to delivering economic growth. Delivery at this level would better align housing and job growth and would support the aim of policy E1 to provide a minimum of 2,000 net additional jobs by 2029. The Economic R figure would mean that both the land areas allocated for jobs and housing in the 2013 LDP would need to be increased. An increase in housing delivery to better deliver job growth would be sound as it would accord with

national planning policy on economic growth, would be positively prepared and justified by the evidence base.

- 2.4 The Framework requires local planning authorities to meet their objectively assessed housing need for full and market housing (paragraph 47). Paragraph 159 requires the SHMA to address the needs for all types of housing. The Councils SHMA indicates that higher levels of housing are required to meet demand. The 2012 SHMA states that 687 market homes and 242 affordable units are required per annum. The Council considers that part of this need can be met by the turnover of existing stock, however the total of 929 homes required by the 2012 SHMA is significantly in excess of the 294 homes proposed to be delivered each year by policy S2 based on trends and projections.
- 2.5 The Council has used evidence based on data released from the 2011 Census to support their argument that 294 homes is an appropriate level of housing delivery over the plan period. The January 2014 RTPI Research Report no.1 called Planning for housing in England: Understanding recent changes in household formation rates and their implication for planning for housing in England by Neil McDonald of the University of Cambridge. This report is attached as **Appendix 3**. The Governments Planning Practice Guidance also states that housing projections are trends and are a starting point. The guidance states that they do not attempt to predict changing economic factors or other factors that may affect demographic behavior.
- 2.6 The RTPI report cautions that established housing trends have changed significantly and that the trends that have projected forward could change. The 2011 projections are interim projections at this stage. It seems likely the 2011 census results have been influenced by the economic downturn, and migration rates. The report concludes that these issues could lead projections under forecasting housing need. An example is the fall in 25-34 year olds forming new households. If household formation in this age group was constrained by the economic downturn the economic recovery will increase housing demand.

- 2.7 The report concludes that *“Over the last 10 years household formation patterns have departed significantly from the previous long term trends and there is considerable uncertainty as to what will happen over the next 20 years. Authorities need to consider their own specific situation carefully, taking the latest DCLG projections as their starting point and using the guidance above to identify the potential range of outcomes. Plans should be robust to that range of outcomes. They should then be reviewed regularly and adjustments made if need be.”*
- 2.8 The Planning Practice Guidance states that household projection-based estimates of housing need may require adjustment to reflect factors affecting local demography and household formation rates which are not captured in past trends. The Practice Guidance gives an example that is particularly relevant to Burnham and Maldon District, this is that under supply can suppress household formation rates. Household projections will therefore not reflect unmet need. The District of Maldon had the lowest housing target in the East of England Regional Spatial Strategy.
- 2.9 Given the uncertainty around the 2011 population projections, and regarding projections more generally more weight should be given by the Council to its SHMA in deriving its housing targets. The 2012 SHMA provides an up to date assessment of need. This assessment of the housing need in the District identifies a demand for homes some three times greater than that to be delivered in the plan period. Two thirds of the SHMA requirement cannot be argued to be unnecessary due to turnover of existing stock.
- 2.10 The 2013 SHMA update states that 580 market homes will be required per annum and between 153 and 356 affordable homes. The minimum number of homes is therefore 733 per annum which is two and a half times greater than the annual housing delivery proposed in the plan period.
- 2.11 The forecast scenario used by the Council in coming to their conclusion that the delivery of 294 homes per annum is adequate for the District does not take account of the local need as set out in the SHMA. Due to the very low levels of housing

delivery in Maldon in recent years, the ability of households to form will have been suppressed in this time. So “trend” based scenarios will not anticipate the demand for new households to form.

- 2.12 The figure of 294 homes is unlikely to deliver the minimum of 2,000 new jobs required by policy E1. The development of 264 new homes a year has been predicted by the Essex Planning Officers Society Greater Essex Demographic Forecasts as sufficient to keep the working population stable. With an ageing population increasing the demand for housing by those who do not work, adding some 450 new homes (the difference between the working population stable growth level and delivering 294 homes per year as proposed in the Pre-Submission LDP) is being expected by the Council to facilitate the delivery of 2,000 new jobs. 450 new homes is not likely to provide anywhere near the population to create 2,000 new jobs. Higher housing delivery will therefore be required to do this.

Conclusion and Changes to the District Housing Targets

- 2.13 To be sound the Council should increase the housing growth in the District to higher levels to meet their housing needs. If this housing need cannot be met in this plan review then there should be an early review of the plan. If there is an early review of the plan, Policy S2 should be more explicit in recognising that the housing figure of 294 homes per annum is a “minimum to be exceeded.” The Framework requires that housing needs are met in full. The plan is unsound by not being positively prepared, justified, effective or consistent with national planning policy if it does not seek to meet this need.

3.0 Planning Issues for Burnham-on-Crouch

- 3.1 This section sets out the planning issues relevant to Burnham arising out of the proposals in the Pre-Submission LDP. These are the level of housing and employment growth which needs to be sufficient to ensure that Burnham is a sustainable town, the availability of primary school places, the delivery of infrastructure and community facilities, and the landscape and design impact of the Council's proposed strategic sites to the north of the town.
- 3.2 As set out in national planning policy and in the Maldon Pre-Submission LDP achieving sustainable development is a key aim of the planning system. Delivering housing and economic growth are key components of sustainable development in national planning policy. The Framework states that to achieve this in plan-making "local planning authorities should positively seek opportunities to meet the development needs of their area" and "Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits." The principles of sustainable development are reflected in Policy S1 of the LDP. We consider that the 2014 Pre-Submission LDP is not based on a sound and sustainable strategy that accords with these policies.

Housing Growth in Burnham On Crouch

- 3.3 Housing growth in Burnham on Crouch needs to be increased to address the town's demographic needs. The population is falling, the number of elderly people is increasing and the number of young people is falling. This has been exacerbated by very low housing delivery rates in Burnham over the last 33 years. Increased levels of housing development above that proposed in the LDP will sustain local employment and local facilities such as schools, and support the allocation of funding to health and welfare necessary to support the ageing population.

- 3.4 To forecast housing growth the Council is using information published by the Essex Planning Officers Association, who has published a Greater Essex demographic Forecasts study. This identified that the housing requirement for the District is 294 homes per annum. The study identified a level of housing that kept the population stable was 146 homes per annum. This scenario would result in an ageing population and a shrinking workforce which would give an unsustainable population profile and would force local businesses to close or leave the District to find staff. The Council has accepted that to achieve a sustainable balanced population in the district the level of population must grow so that the working population is maintained. This has resulted in the District proposing an annual dwelling requirement of 294 new homes per year. The Council's housing distribution limits new housing in Burnham to 450 homes in the plan period, this is not a sensible proportion of the District's proposed housing and is not sustainable as we set out below.
- 3.5 In **Appendix 4** we set out a table showing the population structure in Burnham and how it has changed from 1981 to 2011. This shows that the population is ageing faster than the rest of the country. As household growth has fallen dramatically in Burnham since 2001 the rate of ageing of Burnham's population compared to the rest of the country has increased. In **Appendix 4** the number of households equates to the number of homes, as households represent occupied dwellings. In the age ranges 0-4, 5-9, 10-14, and 25 -29 the populations are smaller in 2011 than in 1981. In the age ranges from 40 upwards the number of people is greater in 2011 than in 1981, and in many cases the increase is dramatic. This is particularly so in the two 80 plus age groups. As the Council recognises, keeping population numbers stable is not sustainable, and the population needs to grow to maintain a stable working population which in turn sustains businesses, employment and the provision of goods and public services. The Council recognises in paragraph 2.81 of the LDP that Burnham should meet its own housing needs. This will not happen in Burnham under the Council's current proposals and as a result the plan is unsound because it will not be positively prepared.
- 3.6 Between 1981 and 2001 the number of households in Burnham increased by around 62 homes per year. During this time the population profile of Burnham was older

than the national median. Since 2001 the number of new households created in Burnham and the number of new homes provided has dropped dramatically. The effect of this is that the population has aged at a greater rate compared to the national median. In this period the population has also dropped by 95 people showing the impact of falling household sizes. Even with a small increase in housing numbers over this time the population has fallen. If this level of housing development and these trends continue then the town will continue to decline. These arguments are derived from work by Steve Clyne who specialises in population and education analysis and are included in **Appendix 5**.

- 3.7 The Council sets out in the Draft Development Plan that Burnham on Crouch is the second largest town in the District with an 8,000 population. It states in paragraph 1.46 of the LDP that Burnham is the “principle” service town for the south of the District. Burnham has a larger rural hinterland which the Council confirms (paragraphs 148 to 151 of the LDP) has a population of around 15,300 people. This demonstrates that Burnham is an important town in the District. Combined with its hinterland there is over a third of the Districts population within its area.
- 3.8 The proposal to deliver 450 homes over the 15 year plan period in Burnham is not sufficient to serve the town and its hinterland. This represents some 30 homes per year on average. This is only three times the very low development rates which over the last 10 years have resulted in an ageing and falling population. Southminster and the wards of Althorne, Mayland and Tillingham are close by and are reliant for many services on the principle town of Burnham. These areas have populations of 4,400, 4,250, 4,350 and 2,300 people respectively. This is a significant population for which Burnham is the principle service town. While some housing will be delivered in these outlying areas it will be a significantly lower level than the growth in the towns. If the area takes around a third of the rural proposed allocations there will be 115 homes allocated to the rural area around Burnham. Burnham will have to fulfill its role as a principle town for these areas by providing services and housing. It cannot fulfill this role with the low levels of housing growth proposed. With the housing allocated to Burnham and our estimate of possible rural allocations the area would take some 13% of the Districts planned and predicted housing to serve over a third

of the Districts population.

- 3.9 The split of housing between Burnham and Maldon and Heybridge has not been justified and is not sustainable for Burnham. With a population of 23,000 Maldon and Heybridge get allocations of 2,830 homes as set out in policy S2. Burnham will get 450 homes. This is one sixth of the level of housing proposed for Maldon and Heybridge when the town of Burnham has a third of the level of population of Maldon and Heybridge and serves a wide hinterland.
- 3.10 The Council increased the level of new housing proposed the District between 2014 and 2029 by 1,210 from 3,200 homes to 4,410 homes. This increase was reflected in their 2013 draft LDP. This level of housing has been increased by the Council in order to recognise the effects of falling household size, an ageing population and migration. However the level of housing proposed by the Council in Burnham which is the second largest town in the District and a principle town for its surrounding area has not increased despite the LDP being redrafted to include a 1,210 increase in housing across the rest of the District. The level of housing growth currently proposed in Burnham does not recognise the demographic pressures set out above and risks the decline of Burnham.
- 3.11 The LDP paragraph 2.81 states that Burnham “represents one of the most sustainable locations in the District for housing growth.” The paragraph then says that the growth is limited to that necessary to meet its own needs. However we have found no assessment by the Council of the needs of the town, other than simple references that the town is isolated. With a population of 8,000 people and a hinterland of 15,000 people out of a District population of around 61,000 the town is not isolated and needs housing and employment growth to sustain its population. In **Appendix 6** we set out a table prepared by our clients transport consultants. This compares travel to work methods between Maldon and Heybridge and Burnham. This shows that the percentage of people using the main methods of travel is similar in the two towns. This shows that the “isolation” levels of the towns of Burnham and Maldon are likely to be perceived as similar by residents. The two areas of difference are train travel which is better used by workers in Burnham, and car travel as a

driver which is used by 56% of people in Burnham as opposed to 63% of those in Maldon. Burnham has a greater percentage of people travelling to London which is very likely as result of its rail station.

- 3.12 The Council also limits housing growth due to the perceived limited primary school capacity. The Councils consideration of alternative growth scenarios published in August 2013 recognises under the heading Key Considerations the community benefits that flow from higher levels of growth, and the benefits in terms of sustainability of housing growth near rail stations. Burnham has one of the Districts few rail stations. Under the heading Burnham-On-Crouch the Council state that “a higher level of growth in Burnham-on-Crouch would provide greater potential for developer contributions to include healthcare, education facilities, a greater amount of affordable housing, local centre and open space.” The 450 home constraint derived from the primary school capacity is then set out as the only clearly defined constraint to housing delivery. Land is available in Burnham for more housing to be allocated as the Council previously proposed 450 homes on Burnham West and now proposes 180 homes there. No site specific reasons have been put forward by the Council for the change in allocated housing proposed for Burnham West.
- 3.13 The Committee process gone through by the Council in 2013 also gives few clues to the reasons and evidence behind the Councils strategy. The scenario that the Council eventually put to consultation was not a scenario put forward by Council officers. More details on the committee process are set out in our sustainability appraisal representations.
- 3.14 The advice on the demographic issues facing Burnham set out by Steven Clyne in the appendices to these representations states that around 100 homes per annum would be needed in Burnham to address the issue of its ageing population. To make up the shortfall in housing due to previous low levels of delivery this rate would have to be increased to 150 homes per annum for the next 10 years. It is recognised that there are constraints to developing this number of homes in Burnham however the Council’s strategy should be to maximise the housing that can come forward on deliverable sites while recognising the town’s constraints. An early review of the

plan as proposed above would allow a longer term view to be taken of the growth of the town. There are objectors to the LDP who argue for 200 homes to be delivered in Burnham over the 15 year plan period. In light of this demographic evidence set out in these representations developing only 200 homes over the plan period will have serious detrimental consequences for the sustainability of the town, such as declining working and school age populations.

- 3.15 The Council has provided no evidence to support its split of housing between Burnham and Maldon and Heybridge. The Council has provided no evidence for the level of housing proposed in Burnham or justification that it is sufficient to address the demographic pressures that it identifies must be resolved through the delivery of 294 homes per annum across the District. The Council appears to be addressing the demographic issues of Maldon and Heybridge but not Burnham despite having land available at Burnham West to provide more homes to do this. Developing at the rates of housing proposed by the Council will lead to unsustainable patterns of development in Burnham contrary to national and draft local planning policies. The housing rates for Burnham should therefore be increased to deliver sustainable development and to prevent the town from falling into decline.
- 3.16 In 2012 The Council considered a number of growth options in the District. In Burnham on Crouch these looked at growth to the west, north and east of the town. Growth to the north was rejected in 2012 as it would reduce the visual gap between the existing built up areas of Burnham and Stoneyhills. Growth to the east was rejected on highways grounds. In the Councils consideration of alternative growth scenarios published in August 2013 it states under the heading “Maximising short term delivery,” that to do this, growth would be directed to a greater number of small sites but that this would reduce the possibility of a development being financially capable of providing additional benefits alongside housing growth. This could deliver housing faster but as the Council state could reduce the benefits of the development.
- 3.17 The danger of having three small allocations in Burnham is that the plan cannot achieve the objectives that it sets out in other areas such as policies S3 Place

Shaping and S6 Burnham-on-Crouch Strategic Growth. It is more difficult for example to meet the objectives of Policy S3 by achieving a comprehensive approach to development on a number of smaller sites, there is less capacity for well landscaped developments, or lower density development such as bungalows to meet the needs of an older population.

- 3.18 In respect of Policy S6 the provision of enhanced public transport services is harder from small developments without the quantum of development to influence public transport. Community hubs and local centres cannot be provided in the size of allocations proposed. The policy requires that a “significant proportion” of the proposed housing is appropriate for older people and gives the examples of bungalows. Larger lower density development such as that proposed to the west of Burnham assists with this.
- 3.19 The splitting of development with relatively small numbers of homes on three sites in Burnham limits the delivery of infrastructure. Smaller developments in these areas can be accommodated within the environmental constraints, and still give a short term housing boost. However significant items such as large areas of open space cannot be provided on small sites, and coordinating contributions and phasing development on three sites to provide community facilities is harder than from a single site. The 2012 proposal of 450 homes to the West of Burnham would have provided a wider range of infrastructure than is now proposed. A larger proposal at the West of Burnham in the plan period will provide for longer term delivery of housing and a wider range of benefits to the community.
- 3.20 Our assessment of the capacity of the two northern allocations shows that due to landscape concerns, the impact on the listed church, and their edge of town location their capacity is lower than that proposed by the Council. This issue is addressed in more detail below.

School Capacity in Burnham

- 3.21 The Council states that a constraint on further housing development at Burnham on Crouch over and above the 450 homes proposed in the LDP is the availability of primary school places. There are two primary schools in Burnham one with one form of entry, and one with two forms of entry. 450 new homes will generate around 135 primary school children and this equates to approximately 19 children for each year of primary school. Based on the current school rolls the existing primary schools could accommodate the pupils from 450 new homes.
- 3.22 It is incorrect however for the Council to cap the housing development at 450 homes based on primary school capacity. The education authority has a responsibility to provide school places for the population. As set out above there are clear demographic pressures on Burnham driving the need for higher housing delivery. Higher housing delivery should be accommodated through the provision of school infrastructure.
- 3.23 Over the new Development Plan period based on the current strategy of the Council, Burnham's population will continue to age. This will mean that there will be fewer families and this will result in increased capacity in the primary schools. The number of pupils using the Ormiston Rivers Academy will also be affected by the ageing population. The Ormiston Rivers Academy is already a small secondary school and so is vulnerable to a decline in pupil numbers. These demographic pressures are illustrated by the table in **Appendix 4** of this report which is discussed in detail in the section headed Housing Growth in Burnham on Crouch above. The impact of the ageing population in Burnham should be properly considered by the Council to assess the level of housing growth that can be accommodated.
- 3.24 We have commissioned further work to assess the availability of places in the existing primary schools in Burnham, this is attached as **Appendix 7**. This demonstrates that if a higher level of housing development in Burnham is phased over the plan period then the primary schools can support higher housing delivery. If

400 family homes are built between 2011 and 2016, a further 210 family homes could be accommodated between 2016 and 2021, and a further 187 family homes between 2021 and 2026. Between 2026 and 2029 children from a further 34 homes could be accommodated in the existing primary schools. This demonstrates that growth of 831 homes in the plan period in Burnham can be phased to the capacity of existing local primary schools. The secondary school in Burnham can absorb the pupils from over 1,500 new homes. Further growth beyond this in the plan period would require a new primary school. Higher growth would be the most sustainable option in terms of stabilising the local population.

Landscape Impact

- 3.25 Liz Lake Associates has assessed the landscape impact of development at Burnham North West (site S2 (j)) and Burnham North East (site S2 (k).) The Liz Lake supporting documents are attached as **Appendix 8**. This landscape work has been prepared by a Chartered Landscape Architect.
- 3.26 Liz Lake Associates report concludes that the development of both these northern strategic sites must be informed by the existing and emerging planning policies. It is proposed that sites S2 (j) and S2 (k) will deliver 180 and 90 homes respectively. The Liz Lake Associates landscape report shows that these numbers should be reduced because of the landscape impact that this level of development will have. The Council has saved Local Plan and Draft Planning Policies to which the strategic allocations to the north of Burnham must comply. These policies require that no harm is caused to the landscape character, that the location is appropriate for the development proposed, and that the distinctiveness of the landscape is protected. The policies also say that the historic features should be safeguarded, and that the provision of new landscaping and the protection of trees are important. The conclusion of the landscape report is that the developable area of the northern two sites is 5.7 hectares and not 17.8 hectares. If the 5.7 hectares is developed at 15 dwellings per hectare which is the Council's proposed density, then this would deliver 85 homes, or if it is developed at 30 dwellings per hectare the sites would deliver an absolute maximum of 171 homes taking into account material

considerations of acknowledged importance. We attach a plan in **Appendix 9** that illustrates this layout and density. This demonstrates that the developments at the high density will not be sympathetic to the surrounding area.

- 3.27 The attached plan in **Appendix 9** shows a high density housing development delivering the homes proposed in the LDP. This shows a very high density of development that would be inappropriate and uncharacteristic of an urban edge.
- 3.28 The landscape assessment states that it will be important to maintain undeveloped land as part of a strategic gap between Burnham and Stoneyhills. This principle was recognised in the Councils 2012 Draft Development Plan and is a commonly held principle in strategic planning that settlement identity should be protected. This principle was accepted by the Inspector who considered the Maldon Replacement Local Plan in 2005.
- 3.29 In respect of site S2 (j) if it was all developed only a small proportion of the site would be adjacent to the settlement edge which would result in a development isolated between two built up areas, and the loss of a strategic buffer and coalescence between two settlements. The rural character of Green Lane to the north of S2 (j) would be eroded by the scale of development proposed. The location of the green space in the south west corner pushes development further into an isolated rural landscape. The development of S2 (j) should not extend north to Green Lane. The setting of Pannels Brook should be preserved, and to meet the Council's green infrastructure requirements a green buffer should be created along the Brook. On both northern strategic sites the retention of important trees and hedgerows is necessary to comply with policy, and SUDS and highways features have to be designed to integrate with the historic environment.
- 3.30 Strategic views of St Mary's Church should be retained. To provide an adequate setting for St Mary's Church will require land to be left undeveloped to the eastern side of the Churchyard that replicate the buffer to the south and west. This would accord with the conclusions of the Council's 2010 LVIA and accord with part 14 of

Policy S6 which seeks to protect the historic character of Burnham. The footpath that runs through S2 (k) will have to be protected so that the rural integrity of the path is maintained. St Mary's Church is an important heritage asset in the town and as such its setting and character should be protected and development should be focused on historically less important areas such as Burnham West.

- 3.31 If development continues up to the footpath then the rural experience that footpath users have provided by the separation between Stoneyhills and Burnham is lost. The footpath user should have the experience of leaving one area, travelling through another and arrival in another area or the settlements will be merged.

- 3.32 We consider that the capacity of the two sites S2 (j) and S2 (k) is between 85 and 171 homes and not 270 homes. This is supported by the layout in **Appendix 9** that shows a poor quality high density development that will not be characteristic of the area. The Councils proposal of 180 and 90 homes is unsound as it is not justified by the evidence base.

4.0 Burnham West Site Details

- 4.1 This section sets out the characteristics of Burnham West and considers if it is appropriate for the level of development proposed by Pigeon Land Ltd.
- 4.2 Burnham West was proposed for 450 homes in the 2012 Draft Development Plan. It was also to provide a range of key strategic infrastructure both on and off site. This infrastructure was to be enhanced medical provision, highways accesses, early years school provision, enhanced primary school provision, public open space and green infrastructure.
- 4.3 Pigeon Land Ltd considers that Burnham West represents a real opportunity to meet the needs of current and future generations in Burnham and in the surrounding area. Developed as set out below Burnham West could be a high quality mixed-use community based scheme, sensitively designed to respect the existing qualities of the town whilst being able to deliver:
- Up to 325 market and affordable homes;
 - Expansion to Burnham's established business centre 4.5 hectares so as to enable new employment to be created;
 - Community benefits can be provided by making provision for new primary school infrastructure such as the replacement of temporary classrooms, or a reserve site for a new primary school, a children's nursery, health centre and enhanced medical services;
 - Improvements can be provided to existing infrastructure including main services, existing roads/junctions with the potential to limit the impact of the scheme through the use of sustainable drainage solutions;
 - New facilities could be provided for Burnham Ramblers Football Club to sustain and enhance the significant contribution the club makes to sport in the town. If the existing football club site which is outside the proposed allocation were redeveloped then a new club could be provided on the allocation.

- Extensive amenity space distributed throughout the new homes and substantial landscaping which has the potential to vastly improve the wildlife habitat of the area and the attractiveness of the western approach to the town, along with the setting of Creeksea.
- Improved sustainable travel choices including potential improvements to public transport both within the town and destinations out of town. Walking and cycling improvements will provide alternative modes of travel.
- The potential for a food store, in response to local demand, which will save on many trips out of the town.
- Both market and affordable housing built using contemporary sustainable construction techniques. The much needed affordable housing will be provided for local people who need assistance in finding a place to live. Housing can be phased over the next 15 years in response to meeting local needs and to ensure the scheme is suitably integrated.
- Hundreds of jobs in the shape of a new business park, from retail/leisure and community facilities along with construction (and its knock on benefits) to create a level of prosperity which can directly benefit local businesses and the wider town.
- The provision of housing for the elderly which could include bungalows, a care home and assisted living to provide for the ageing local population.
- A number of market and affordable homes in the development will be made available for self builders.

Description of The Site

4.4 Burnham West is located to the west of Burnham-On-Crouch and abuts the settlement boundary. The site area is approximately 41ha in size. It is shown edged red on the inset aerial image below. The site is surrounded and enclosed on all sides by the various land uses described and distinguished by shading also in the inset aerial image below.

4.5 To the east of the site is the Burnham Ramblers Football Ground, the Burnham Business Park employment area and The Chandlers and Compass Gardens (an area

of modern detached dwellings).

- 4.6 To the north of the site is the B1010 Maldon Road with residential properties on its northern side. To the north west are three residential properties off Creeksea Lane. To the west of the site is the Creeksea Golf Club and to the south is a railway line which forms part of the Wickford to Southminster branch line. The village of Ostend is immediately west along the Maldon Road. Further to the south is the Creeksea Hall holiday park and the Burnham Yacht Harbour.
- 4.7 The gradation of proposed land uses for Burnham West (from housing and employment on the east side through to green infrastructure provision on the west side) reflects the existing surrounding land uses where the density and intensity of development reduced from east to west.
- 4.8 The site is Grade 3 agricultural land and so is not the better and more versatile Grades 1 and 2 which may be offered higher protection from development, as set out below the District Council only regards this as a minor constraint to strategic scale development.
- 4.9 The site is not located in a flood zone and is not subject to fluvial flooding making it suitable for residential and other development.
- 4.10 The site is accessed directly off the B1010 Maldon Road. Essex County Highways have assessed the local highway network's ability to accommodate 900 dwellings in Burnham-on-Crouch (split across two sites; one being Burnham West) and concluded "the proposed developments could be accommodated satisfactorily on the existing highway network if the mitigation measure identified in the December 2010 study at the B1010 Maldon Road / B1021 Church Road junction is retained, i.e. mini-roundabout at southern intersection."
- 4.11 The site is relatively unconstrained as is described further below. There are no

natural (ecologically designated sites, coastal/fluviat flood, access to parks and pitches) constraints to development on this site. There are no statutory landscape designations. Potential local level landscape issues are capable of being mitigated at the site level. There are no heritage constraints likely to be impacted by the development of this site for housing. The plan below shows that the Burnham West site is well related to existing developed land.



- 4.12 Burnham on Crouch has a train station with services to London Liverpool Street taking about 1 hour 10 minutes¹. Burnham-on-Crouch rail station is approximately 1.1km walking distance from the site (following footpaths not as the crow flies) and this equates to a 12 minute walking time. The Ormiston Rivers Academy is some 6 minutes walk time from the site and the St Mary's Primary School is some 15 minutes' walk away.
- 4.13 The site is a similar distance to existing bus stops at the rail station and on Station Road and Southminster Road. The development of the Burnham West site for 325 dwellings as proposed by the Council in 2012 could potentially deliver on-site bus stops which may not be feasible from a smaller site.

- 4.14 The site is immediately adjacent to the Burnham Business Park (part is also referred to as the Springfield Road Industrial Estate).
- 4.15 The site is approximately 1.1km walking distance from Burnham-on-Crouch high street shopping area and other facilities.

Constraints

- 4.16 The site was analysed by the District Council in relation to the LDP Preferred Growth Strategy 2012. Appendix 2 of that document summarised the main issues that were raised by infrastructure providers, delivery partners and were based on site assessments undertaken by the District Council.
- 4.17 The following extract from that document analyses this site (referred to as SH07 Land West of Burnham on Crouch) and presents the issues raised and the District Council's assessment of the constraints. It should be noted that with the exception of a single issue (primary school places which is dealt with elsewhere in this document) all other issues were considered to present either only a minor constraint to strategic scale development. Mitigation is suggested by the Council for these minor issues. The circumstances behind the issues/constraints have not changed since 2012.

¹ www.nationalrail.co.uk journey planner

SH07: Land West of Burnham on Crouch, Burnham on Crouch. 200-300 dwellings

- Local Plan designations: Minor constraint
The site is adjacent to the settlement boundary.
- Existing land use: Minor constraint
Most of the site is greenfield land, however there is a leisure use on the east of the site.
This use could be compensated.
- Preference for development on previously developed land: Minor constraint
Most of the site is greenfield land, however there is a leisure use to the east of the site.
The site is not considered to be previously developed land.
- Agricultural Land Classification: Minor constraint
The site is classified as Grade 3 agricultural land.
- Coastal and fluvial flooding: No constraint
The site is not located in a flood zone and is not subject to fluvial flooding.
- Surface water flooding: Minor constraint
The site includes some small areas of lower and intermediate surface water flooding.
- Conservation Area: No constraint

The site is not in or near a conservation area.

- Listed Buildings, Registered Park and Gardens, Registered Battlefields and Scheduled Monuments: No constraint

There are no listed buildings or other protected assets on the site. Listed structures are located 150 meters from the boundary of the site, however it is unlikely that development of the site would have any detrimental impact on these structures.

- Special Landscape Areas: Minor constraint

The site is partly located within a special landscape area.

- Landscape and Visual Impact: Minor constraint

The site is partly located within the Landscape and Visual Assessment site B1. Any landscape and visual impact of development on the site could be partially mitigated through planting.

- Highway capacity of surrounding network: Minor constraint

The potential increase in traffic related to an increase in the number of dwellings in the local area could be mitigated. However, it will be necessary to undertake further assessment work to clarify appropriate mitigation measures.

- Access to main distributor road: No constraint

The site is within 1km of the B1010 Maldon Road.

- Access to bus and train: Minor constraint

The majority of the site is not within 0.4km of a bus stop or train station.

- Sewerage capacity: Minor constraint

To accommodate additional flows, upgrades to existing capacity will be needed to the foul sewage network, and may be needed for waste water treatment. Capital costs to upgrade the network would be increased by the need to cross the railway line.

- Water supply: No constraint

Supply is available from Burnham Reservoir (built ten years ago) and other old reservoirs in the local area.

- Gas supply: No constraint

National Grid have major gas infrastructure assets which can act reactively to housing development.

- Electricity supply: No constraint

National Grid state that they can react to new development as required to connect new development to the national grid network.

- Telecommunications (Mobile Networks): No constraint

Mobile Operators Association (MOA) can not provide detailed information on sites. It is considered that organizations represented by the MOA can react as required to new development.

- Primary school places: Major constraint

The site is located within the catchment of the Burnham Primary, which has a capacity of 414 pupils. The potential development of 250 dwellings would generate approximately 75 additional pupils, which would cause the school to be overcapacity by approximately 95 pupils. There is capacity to extend the school for a more substantial increase in pupil numbers. Pupils generated by development of the site could not be accommodated at the nearest school, or an alternative school within two miles of the site (via a safe walking route).

- Secondary school places: No constraint

The Ormiston Rovers Academy in Southminster is the nearest secondary school. This school has a total capacity of 1,076 pupils with a forecast capacity of 566 pupils. Pupils generated by development of the site could be accommodated at the nearest school.

- Early Years and Childcare: Minor constraint

The potential development generates a demand for between 11 and 25 places. There is no full day care or seasonal facility within a mile of the site (safe walking route) in Burnham's north ward, however there is potential spare capacity at Burnham's south ward which currently has a 58 per cent take up of places.

- Access to a GP surgery: No constraint

The site is within a 2 minute walking distance, and 5 minute drive time, from a GP surgery.

- GP capacity: Minor constraint

The nearest GP Practice is F81126. This practice is over capacity by 1,321 people.

- Access to employment area: No constraint

The site is within 1km of the nearest employment area.

- Access to main retail area: Minor constraint

The site is slightly more than 1km from the SH1 area in Burnham on Crouch.

- Access to local and district parks: No constraint

The site is within 1km of a local park and within 5km of a district park.

- Access to grass pitches: No constraint

The site is within 1km of a grass pitch.

- International / National designations: No constraint

No international or national designations have been identified on or near the site.

- Mineral and waste sites: No constraint

There are no mineral extraction sites or waste sites operating, and proposed to be operating in the future, on the site.

- Willingness of landowners and / or developers: No constraint

Discussions with developers are ongoing.

- Site ownership and legal issues

To be reviewed

- Viability and Developer contribution

Opportunities

- 4.18 The allocation of Burnham West for 325 dwellings would deliver a range of opportunities as set out above. This would allow housing delivery to better meet the needs of Burnham and a wider range of community facilities to be provided. These opportunities would not all be possible with the allocation of 450 dwellings for Burnham is spread across three sites. A problem that Council Officers made clear in The 9th July Special Meeting of the Planning and Licensing Committee and in Appendix 6 of the 2013 Draft Development Plan. The deliverability of many of these development benefits is reliant on the economy of scale of development being 450 dwellings on one site. When the quantum of development currently proposed is spread across three sites the benefits are inevitably reduced.
- 4.19 Burnham West if developed more closely in line with the Councils 2012 proposal can meet the requirements of the Natural Environment and Transport policies contained in the Pre-Submission LDP. The size of the site means that high quality green infrastructure and open space can be provided on site and mitigation can be provided to address environmental impacts. A larger housing development can deliver transport infrastructure required in policies T1 and T2. A wide range of affordable and market house types can be provided. A mix of employment premises can be provided as an extension to the Burnham Business Park. A food store could be provided to increase the range of shopping on offer in the town and to prevent trips to other town for shopping. A wide range of community facilities could be provided for sport and recreation.
- 4.20 The plan in **Appendix 1** shows how the development can be laid out. The development will be a low density and well landscaped proposal that will be in character with the local area and will create an attractive living environment. At the north is a new section of road that pulls the development away from the existing Maldon Road. To provide a transition between countryside, and the edge of town the development to the north west is very low density with generous landscaping and gardens. The site for a potential supermarket is centrally located. Well landscaped roads lead north and south past a care home and sheltered

accommodation set around a square. A diagonal public footpath across the site has been retained and incorporated as a feature in the scheme.

Conclusion and Proposed Changes To The Plan

- 4.21 In conclusion we do not support the proposed distribution of housing in the Pre-Submission LDP, and are convinced that higher housing growth is needed in Burnham to deal with the demographic issues of an ageing population which is facing the town. The decision to develop as many as 450 homes at Burnham West as put forward in the 2012 Draft Development Plan has only been criticised by the Council on the grounds that the development of three smaller sites would deliver housing faster. The proposal in the Pre-Submission LDP to reduce the housing to be developed at Burnham West from 450 homes to 180 homes is not soundly based as it is not justified by the evidence. The evidence presented by the Council has found no constraints to the allocation of up to 450 homes to Burnham West. The northern sites were originally discounted because they would reduce the visual gap between the existing built up areas and would not lead to comprehensive development that would provide a range of local benefits. The land to the east of Burnham on Crouch was discounted because of significant highway capacity issues. The Preferred Policy for Burnham in the 2012 Draft Development Plan proposed a “high quality, vibrant and distinctive ‘garden suburb’ that will complement and enhance the character of the District. A Spatial Masterplan would be prepared to guide the development. More local shops and facilities would be provided for the day to day needs of local residents. The Council stated that there were no alternative options to this approach.
- 4.22 Housing should be delivered at lower levels on the north west and north eastern sites commensurate with their environmental capacity. Our analysis of the development potential of the two northern sites is that they could accommodate between 85 and 171 homes based on a landscape and architectural analysis.
- 4.23 In the light of the 1,240 increase in homes to be delivered across the District in the plan period compared to the proposals in the 2012 draft plan the Council should

allocate more housing to Burnham where it can be accommodated within the environmental and landscape limits of the town. With a supermarket on the site Burnham West could accommodate around 325 homes. In addition proposed 50-60 bed care home could also contribute further housing numbers, in line with National Planning Policy Guidance. If Burnham Ramblers Football Club were to relocate onto land between Burnham West and the existing golf course to the west of the town, then a further 75 homes could be provided in the town on the existing football ground. If the proposed supermarket site was instead developed for housing then Burnham West could deliver 450 homes.

- 4.24 On our analysis around 325 homes can be provided on the Burnham West allocation with a supermarket and excluding the football club. The two northern allocated sites could deliver 171 homes at 30 dwellings per hectare. The Council's reserve site could deliver up to 100 homes depending on the site constraints. This takes the possible housing supply in Burnham excluding windfall sites to 661 homes. This and higher levels of housing delivery can be accommodated in the existing primary schools if development is phased. This level of development on the allocated sites would respect the environmental constraints while delivering much needed housing to meet the demographic needs of Burnham.
- 4.25 The Council has put forward no evidence to justify the new distribution to three sites except for the need for quick housing delivery which they consider is better provided from smaller sites. The primary school capacity shows the need for phased delivery in Burnham. The evidence in the LDP and its supporting documents still supports the development of around 325 homes at Burnham West. The Council state in Appendix 6 of their 2013 LDP consultation that allocating lower levels of growth can reduce the possibility of development providing additional community benefits, key infrastructure and new housing. Increasing housing development at Burnham West in line with the proposals that Pigeon put forward would provide these benefits. The reduced allocation at Burnham West in the Pre-Submission consultation does not accord with the Councils Key Consideration that housing growth close to rail stations provides an opportunity for residents to use sustainable transport. As it is the only town in the District with a rail station more housing in Burnham would maximise this opportunity.

- 4.26 The Council has not put forward convincing evidence for why it is not allocating higher growth to Burnham to deal with the demographic issues facing the town and when Appendix 6 of the 22013 draft Development Plan states that a higher level of growth in Burnham would provide greater potential for developer contributions to include healthcare, education facilities, a greater amount of affordable housing, a local centre and open space. The primary school limit to housing growth has not been explained or justified.
- 4.27 We propose that Policy S2 should allocate 325 homes to site S2(i) West of Burnham on Crouch as shown in Appendix 2. The Burnham West site should include a site for a foodstore, enhanced medical provision, 4.5 hectares of employment land and a reserve primary school site. At 30 homes per hectare policy S2 should allocate 141 homes to site S2(j) and 30 homes to site S2(k).
- 4.28 The Council sets out in the evidence base that directing growth to a greater number of smaller sites could reduce the possibility of a development being financially capable of providing additional community benefits alongside housing growth. The Pre-Submission LDP does not address the demographic needs of Burnham which require a higher level of housing development to meet the needs of an ageing population. The current draft LDP cannot therefore be sound in respect of its proposals for Burnham. It is not positively prepared as it does not meet the needs of Burnham. It is not justified by being founded on a robust and credible evidence base, and is not the most appropriate strategy. The plan is not sufficiently flexible and is not consistent with national planning policy.

Appendices to Representations on Policy S2 of the Pre-Submission Local Development Plan Document on Behalf of Pigeon Land Ltd

March 2014



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Appendix 1

200m	100m	50m	10	1:2000
100m	50m	25m	5	1:1000
50m	25m	12.5m	2.5	1:500
25m	12.5m	6.25m	1.25	1:250
12.5m	6.25m	3.125m	0.625	1:125

SCHEDULE OF ACCOMMODATION			
Open Market Housing			
Ref	Type	Floor Area (sq ft)	Number
F1	1 bed. Apartment	533	15
	1 bed. Apartment	580	15
	2 bed. Apartment	727	15
3A / 3A1	2 bed. semi-detached / terraced	650	18
3B	3 bed. bungalow	698	11
3C	3 bed. detached	1033	3
3D	2 bed. terraced	1033	4
3E	3 bed. terraced	1033	4
3F	2 bed. terraced	650	9
4A	4 bed. detached	1390	17
4B	4 bed. detached	1507	21
4C	4 bed. detached	1390	8
5A	5 bed. detached	1660	25
5B	5 bed. detached	2050	3
5C	5 bed. detached	2440	5
5D	5 bed. detached	3252	3
5E	5 bed. detached	3534	2
5F	5 bed. detached	2921	1
	sub-total		178
Affordable Housing			
Ref	Type	Floor Area (sq ft)	Number
AF1	1 bed. Apartment	533	18
	1 bed. Apartment	580	18
	2 bed. Apartment	727	18
AF2	1 bed. First Floor Apartment	563	4
AF3	1 bed. First Floor Apartment	475	1
AHQ / AHQ1	2 bed. semi-detached / terraced	638	28
AHQ / AHQ1	3 bed. semi-detached	940	34
AHQ2	3 bed. terraced	1138	1
	sub-total		120
	Total		298



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note

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Switch proposals are for illustrative purposes only and as such are subject to detailed site investigation. Switch proposals may be based on enlargements of OS sheets and estimations of existing site features and all therefore need to be verified by survey. Do not scale. Only figured dimensions to be noted to. Any discrepancies are to be resolved to Parc Design Solutions Ltd.

notes

rev.	date	by	detail
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site
Proposed Residential Development
MALDON ROAD
BURNHAM-ON-CROUCH

client
Pigeon Investment Management
drawing title
Site Layout

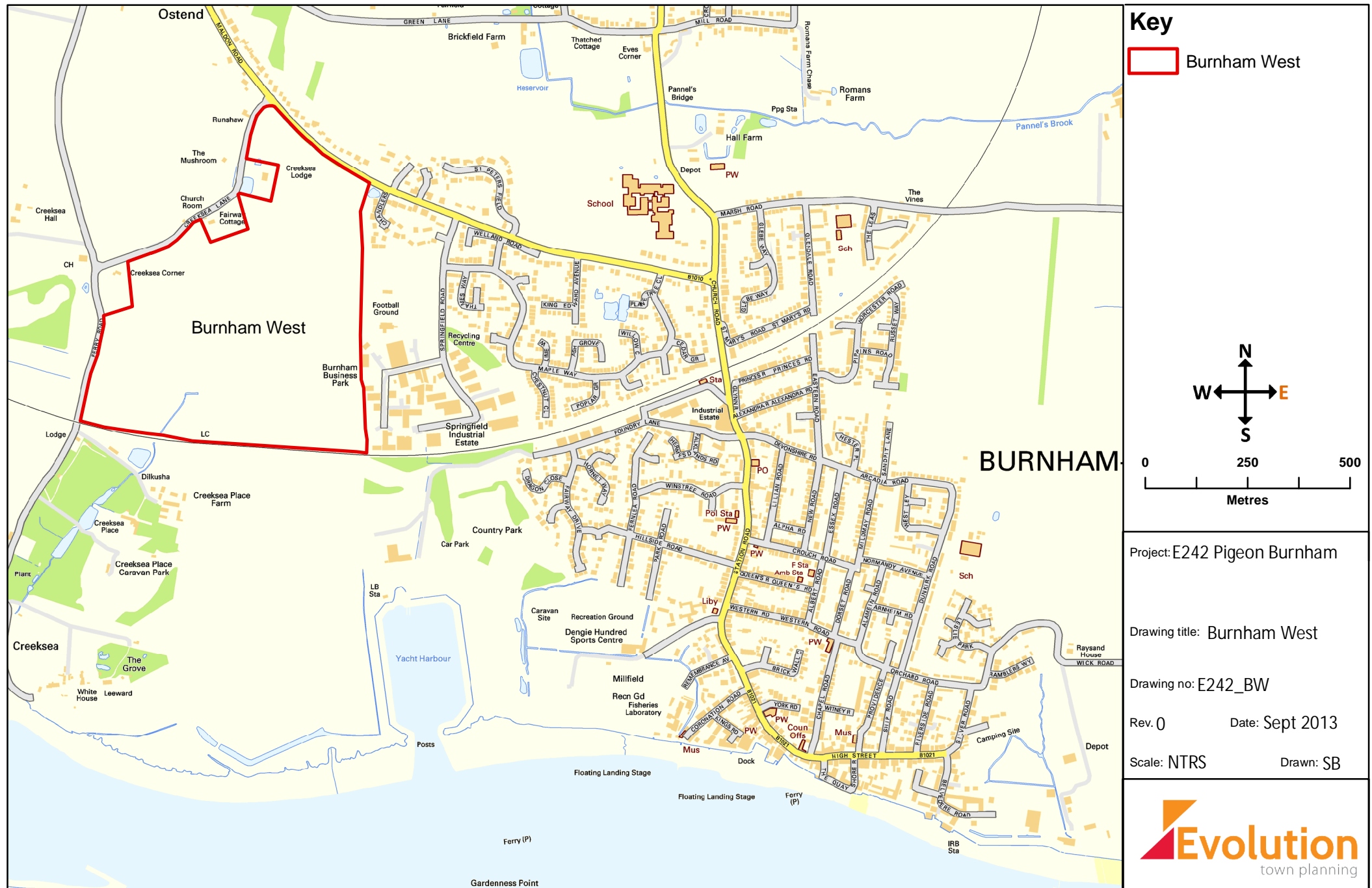
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Appendix 2

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Appendix 3



RTPI

mediation of space · making of place

Planning for housing in England: Understanding recent changes in household formation rates and their implications for planning for housing in England

*Neil McDonald
Peter Williams
University of Cambridge*

PLANNING FOR HOUSING IN ENGLAND: UNDERSTANDING RECENT CHANGES IN HOUSEHOLD FORMATION RATES AND THEIR IMPLICATIONS FOR PLANNING FOR HOUSING IN ENGLAND

Executive Summary

Introduction

The 2011 census raises big issues for planners. In particular, average household size had not fallen as expected between the censuses but stayed constant. It seems likely that the 2011 census results – and so official household projections by DCLG for England – were influenced by both the economic downturn and the effects of a long period of poor housing affordability. In turn, this suggests that planning on the basis of these projections could lead to an under-provision of housing in some areas. In the light of this, should planners assume that household size will remain stable or resume, at least in part, the previous, falling trend? For some authorities that choice could affect the number of homes required by 30% or more.

This report, from research conducted for the RTPi by the University of Cambridge, suggests how planners and others might respond.

Who should read this?

This report should be of interest to anyone with an involvement in planning for housing – or any other area in which the level of provision is influenced by the likely change in the number and type of households. It seeks to explain both what has happened and how the latest official projections can be used as a starting point for considering the likely rate of household growth at the local authority level.

It should be noted that this report relates only to England; different approaches to projecting household numbers are used in the other parts of the UK.

Key messages for policy and practice

1. The Department for Communities and Local Government's (DCLG) 2011 based household projections (published in April 2013) are the latest official household projections for England and take account of the 2011 census results. As suggested in planning guidance, they are the starting point estimates for looking at household growth and housing requirements.
2. Producing projections at a time when established trends have changed significantly is challenging. Those using the projections should be aware of their inevitable limitations and use them appropriately.
3. The key issue is whether the trends that have been projected forward in the latest projections are likely to continue unchanged.
4. There are two reasons why those trends may not continue unchanged:
 - Increased international migration in the first decade of this century may have been responsible for a significant proportion of the changes to previous trends in household formation patterns. The further increases in international migration that would be needed for this factor to continue to apply

are perhaps unlikely. (A continuation of recent rates of international migration should not have a further effect on household formation rates.)

- It seems likely that the 2011 census results were influenced by both the economic downturn and the effects of a long period of poor housing affordability. If conditions in the housing market and the economy more generally improve there may be a return towards previous trends.
5. Both of these factors suggest that planning on the basis of the latest projections could lead to an under-provision of housing.
 6. It should also be recognised that the latest projections are interim projections produced before the full census results were available. In some areas this meant that trends from previous projections had to be used. This may have affected the estimation of population flows between local authorities, in some cases producing population growth projections that are either higher or lower than is likely.
 7. In using the projections as a starting point for considering likely levels of household growth at the local authority level the following issues should be taken into account:
 - **To what extent has the pattern of household formation in the area been affected by an increase in international migrants?** The volume international migration varies considerably from area to area – and with it the likely impact that increased international migration may have had on household formation patterns.
 - **The extent to which household formation patterns have departed from previous trends.** This can be investigated by comparing household formation rates in the latest projections with those which underpin the 2008-based projections. For some age groups in some authorities the latest projections suggest that household formation rates will continue to fall. Authorities will wish to consider whether this is a prudent basis on which to plan.
 - **Whether there have been significant changes in the projected net flow to or from other local authorities.** Where this is the case it may be a consequence of the use in the interim projections of flow rates from earlier projections. In such cases it might be appropriate to adjust the projected flows.
 8. Authorities need to consider their own specific situation carefully in the light of what the latest projections suggest for their area. They should ensure that their plan is robust to the potential range of outcomes and review that plan regularly to see if changes are needed.

This report is based on research conducted for the RTPi by Neil McDonald and Peter Williams at the University of Cambridge, funded through the RTPi's Small Projects Impact Research (SPIRe) scheme.

The issue

The 2011 census showed that there had been substantial changes in the patterns of household formation in England in the first decade of the century. There were significant departures from previous long term trends and sizeable differences between what the census found and what had been envisaged in the most recent previous official projections, the Department for Communities and Local Government's (DCLG's) 2008-based household projections.¹ In particular, the average household size in England did not fall between the 2001 and 2011 censuses despite a growing older population.

At the local authority level there were both substantial changes in the patterns of household formation and significant differences between one authority and another. In some authorities the average household size fell between the 2001 and 2011 censuses whilst in others it rose.

The changes have major implications for those planning for housing. If what has happened over the last ten years is indicative of a new long term trend then for most authorities housing requirements are likely to be lower than suggested by DCLG's 2008-based household projections – as the latest 2011-based DCLG projections suggest. If, however, the 2011 census results are just a short term departure from previous trends then housing requirements are likely to be closer to or even higher than the 2008-based projections. For some authorities the difference between the two scenarios could be 30% or more.

This report seeks to explain the changes in household formation patterns and discusses whether those changes are likely to be short or long term. It then explores how the DCLG's latest household projections, which reflect the 2011 census (the 2011-based interim household projections²), can be used as a starting point for assessing housing requirements at the local authority level.

How the patterns of household formation changed in the first decade of this century

2011 census found 450,000 (0.86%) more people in England than projected in the Office for National Statistics' (ONS)³ 2010-based population projections.

There were significant variations from region to region, with the biggest proportional difference between the projections and the census being in London. However, in all regions other than the North East, more people were found in the census than the projections has suggested. Chart 1 shows the regional variations.

In contrast, the census found 290,000 (1.3%) fewer households in England than projected in DCLG's 2008-based population projections. DCLG analysis suggests that, if a correction is made for the higher population found in the census, this difference becomes 375,000 (DCLG 2013, page 14, Table 6).

¹ Department for Communities and Local Government. (2010) *Household Projections, 2008 to 2033, England*. <https://www.gov.uk/government/publications/household-projections-2008-to-2033-in-england>

² Department for Communities and Local Government. (2013) *Household interim projections, 2011 to 2021, England*. <https://www.gov.uk/government/publications/household-interim-projections-2011-to-2021-in-england>

³ Office for National Statistics. (2012) *2010-based subnational population projections for England* <http://www.ons.gov.uk/ons/rel/snpp/sub-national-population-projections/2010-based-projections/stb-2010-based-snpp.html>

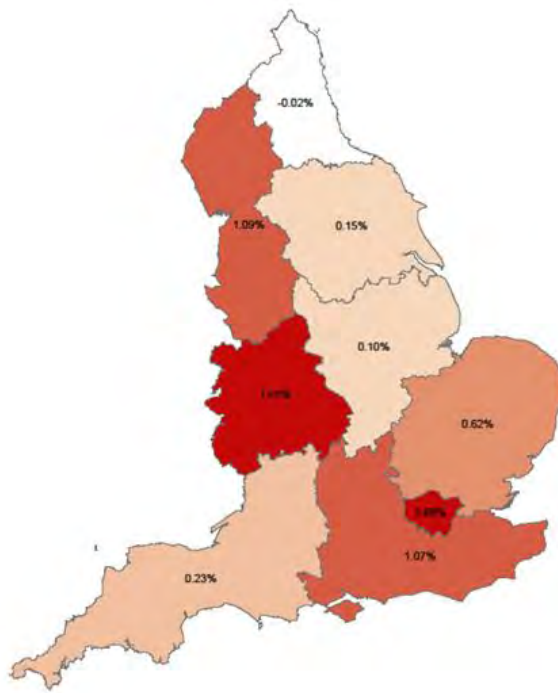
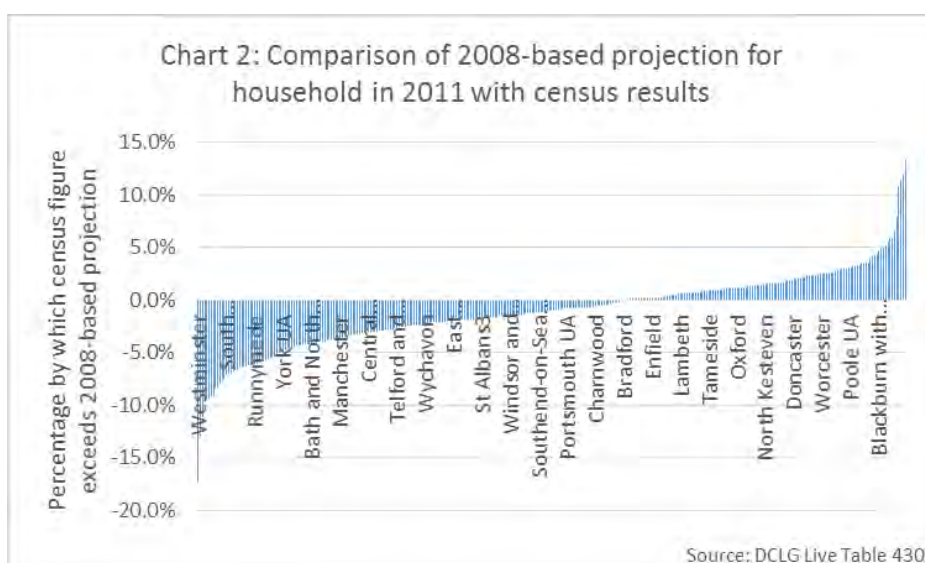


Chart 1: Percentage by which 2011 census population estimate exceeded 2010-based population projection. Source: ONS

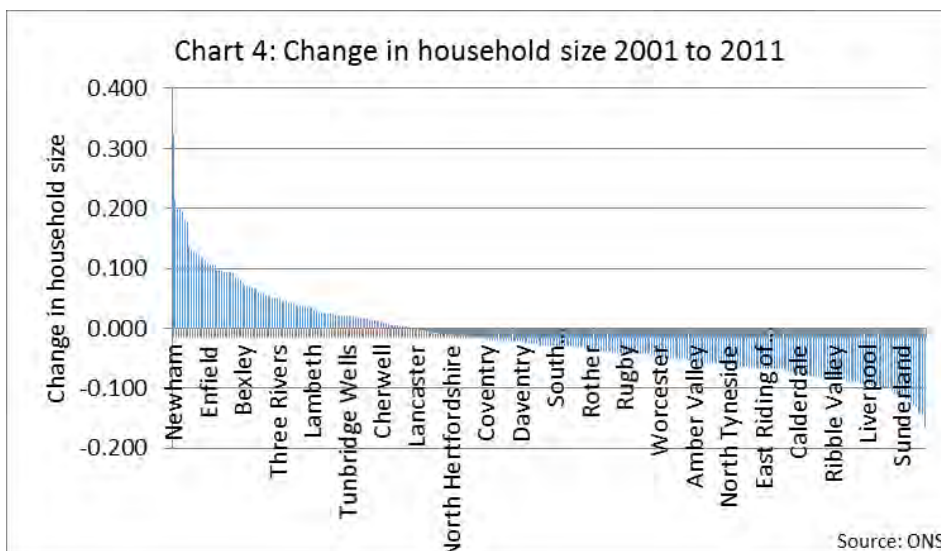
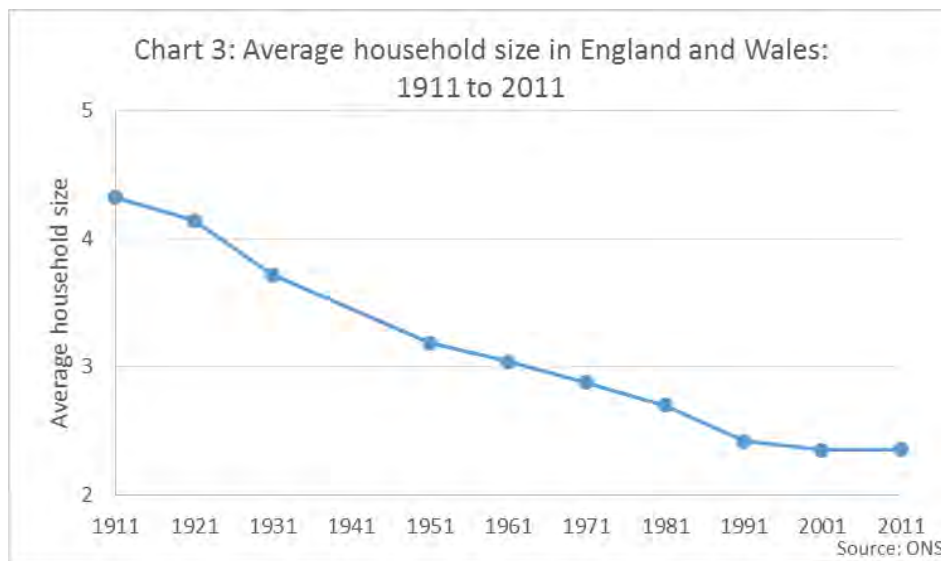
As with the population figures, there is considerable variation between the regions and individual authorities. Chart 2 compares the 2008-based household projection for English local authorities in 2011 with the 2011 census results. The variation is from 17% fewer households in the census and 13% more,⁴ compared with the 1.3% fewer households found in England as a whole.

Finding more people but fewer households than expected implies that the average household size was larger than anticipated. In fact, average household size in 2011 was almost exactly the same as in 2001, the first time for at least 100 years it had not fallen between censuses (see Chart 3).

At the local authority level there was considerable variation in the change in household size, with around a third of authorities seeing some growth in household size between the 2001 and 2011 censuses and most of the remainder a fall (see Chart 4).



⁴ This range excludes the City of London which is often anomalous. In the City the census found 41% fewer households than suggested by the 2008-based projections.



It might be thought that these changes are relatively small. For example, the difference between projected and actual household numbers in England at 375,000 is only 1.7% of the total number of households. However, this shortfall means that the growth in the number of households between 2001 and 2011 was 20% slower than had been projected. As it is the change in the number of households that is important when planning for housing, these changes are highly significant

What caused the changes in household formation patterns?

Two reasons have been suggested for the changes in household formation rates:

- **Increased international migration.** New migrants to the UK tend to live in larger households than those who have been born here or have lived here longer. As a consequence, the more recent migrants there are in the population then, all other things being equal, the larger the average household size will be. Research by Alan Holmans at the University of Cambridge (in *New Estimates*

of *Housing Demand and Need in England*⁵, 2011) has suggested that over half of the difference between the projected and actual numbers of households in 2011 can be explained by this cause.

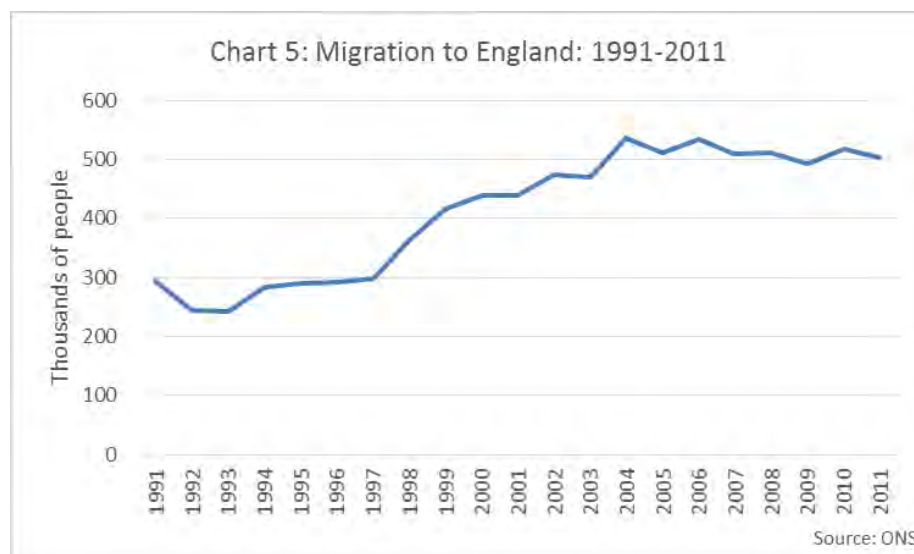
- **Changes to household formation patterns** amongst the rest of the population, including adult children living longer with their parents and more young adults living in shared accommodation.

The next two sections of the report discuss these factors in turn.

Impact of increased international migration

There is evidence⁶ that, age for age, recent migrants to the UK tend to have lower household formation rates than those who were born here or have been here longer and that after an initial period their household formation patterns tend to mirror the rest of the population.

In the years between the 2001 and 2011 censuses the inflow of migrants to the UK was substantially greater than it had been in the previous decade (see Chart 5). As a result of the increased inflow there will have been considerably more recent migrants in the population in 2011 than in 2001. This factor was not allowed for in the 2008-based projections and as a result those projections overestimated household formation rates and underestimated average household size. Alan Holmans estimates (Holmans 2013) that this accounts for 200,000 of the 375,000 difference between the 2008-based projection for the number of households in England and the census figure, leaving 175,000 to be explained.



Changes to household formation patterns

The fact that there were fewer households than expected in 2011 means that household formation rates (which measure the tendency of groups of people to form households) were lower than expected. To understand why this happened (insofar as it is not fully explained by increased international inflows) it is helpful to look in more detail at household formation patterns, starting with the age breakdown. Chart 6 compares the 2008-based projections for household formation rates in 2011 with the census-based figures.

⁵ Holmans, A. (2013), *New estimates of housing demand and need in England, 2011 to 2031*, London, TCPA. <http://www.tcpa.org.uk/pages/new-estimates-of-housing-demand-and-need-in-england-2011-to-2031.html>

⁶ Holmans, A with Whitehead, C. (2006) *More Households to be Housed – Where is the Increased in Households Coming From?* London, TCPA. <http://www.cchpr.landecon.cam.ac.uk/projects/detail.asp?ProjectID=90>

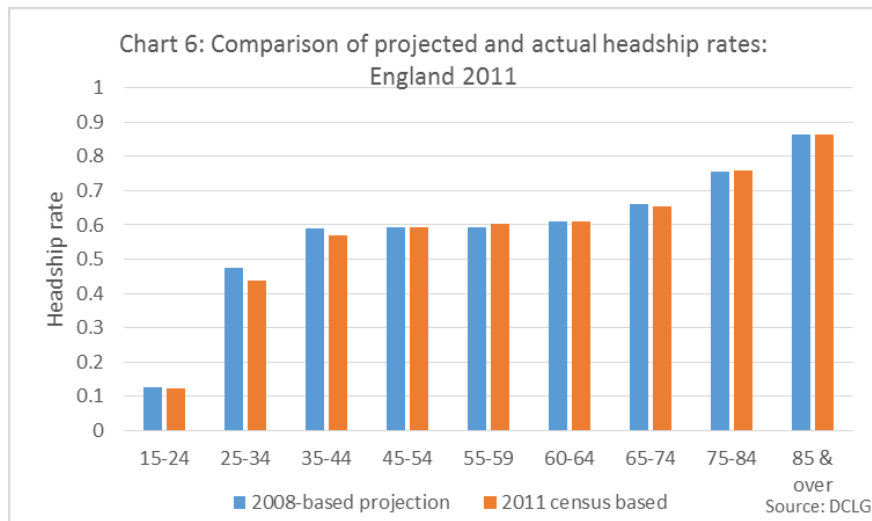
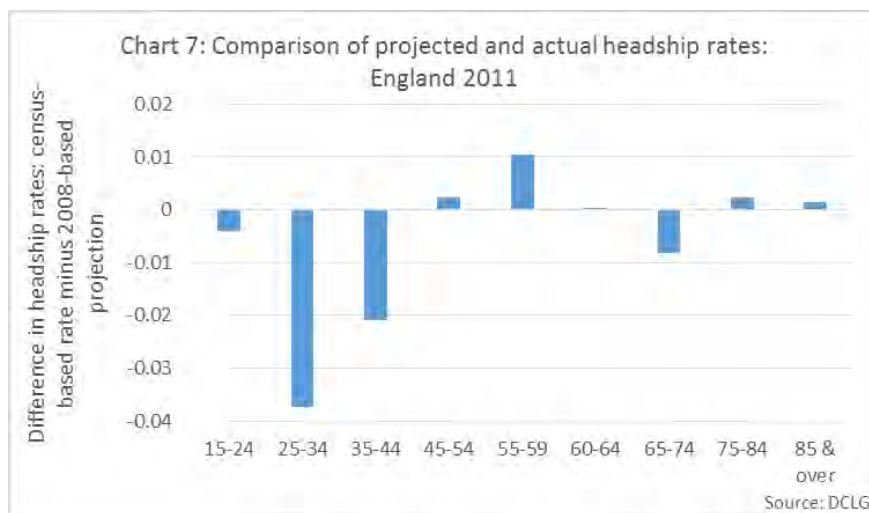
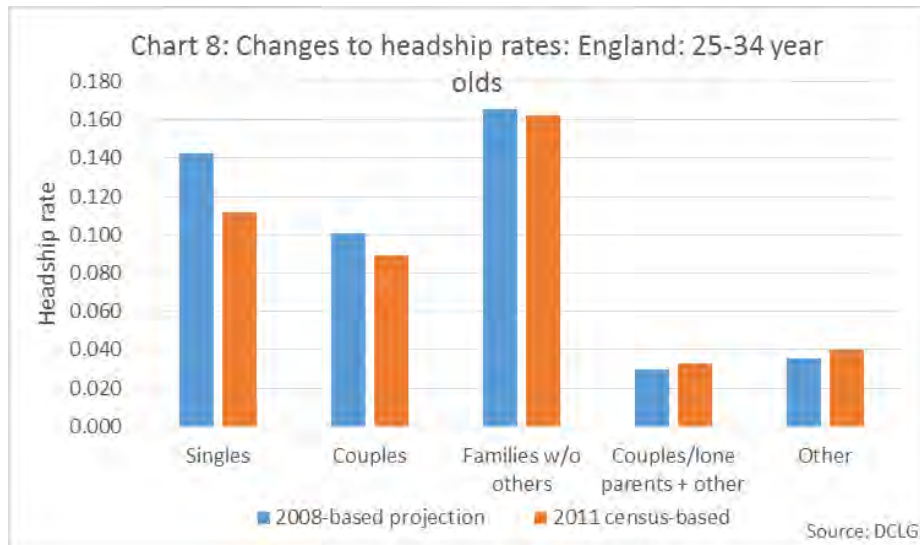


Chart 7 shows the differences between the projections and the actual figures, making the relative size of the differences much easier to see.

It is clear from Chart 7 that the big differences are in the 25-34 and 35-44 age groups. These therefore merit further investigation.



DCLG prepare their household projections using 17 household types and it is possible to compare the 2008-based projected household formation rates with the 2011 census-based figures for each of these. However, it is easier to see what is happening if households are grouped into 5 broad types, as in Chart 8 which shows those household types for 25-34 year olds in England.



As can be seen from the chart, the biggest reduction in this age group is in single person households, suggesting that fewer people in this age group are setting up home on their own than had previously been projected. There is also a reduction in the number of couples living on their own, suggesting that couple formation has been delayed compared with what had been expected.

The question is, 'What has happened to those who were projected to set up single person and couple households but have not done so?'

The increase in 'Other' households provides a clue. 'Other' includes people living in shared accommodation and sharing facilities i.e. those living in shared flats and houses as many do when they first leave the parental home as this is much cheaper option than renting a flat on your own. The headship rate data is consistent with more people in this age group living in such accommodation. This could be the result of either more people moving to shared houses or flats rather than individual accommodation or people spending longer in shared accommodation before 'moving up' to a house or flat on their own.

The increase in 'Other' households is not big enough to account for all of the single and couple households that have not formed. That can only be part of the explanation.

A clue to what else has happened can be found by looking at the age groups that contain the parents of 25-35 year olds. Chart 9 compares the 2008-based projected headship rates for 55-59 year olds in 2011 with the rates derived from the census.

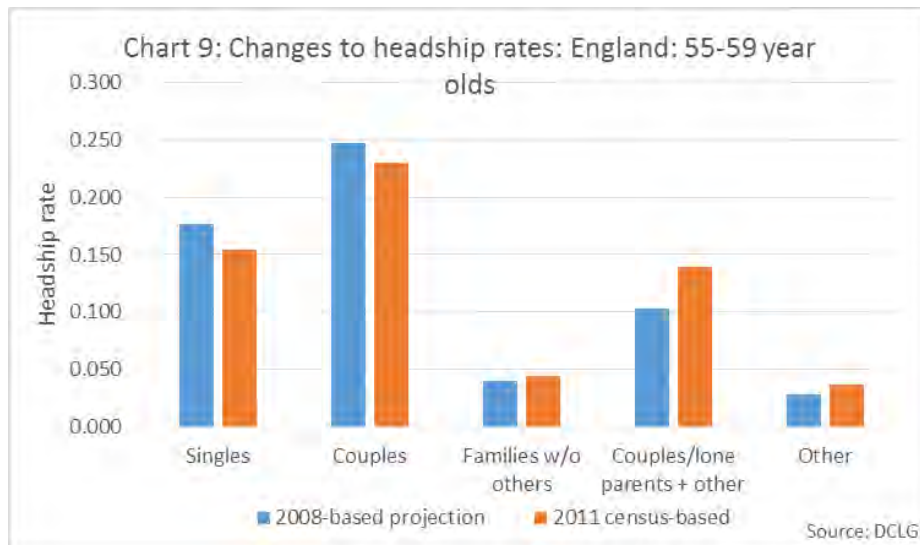
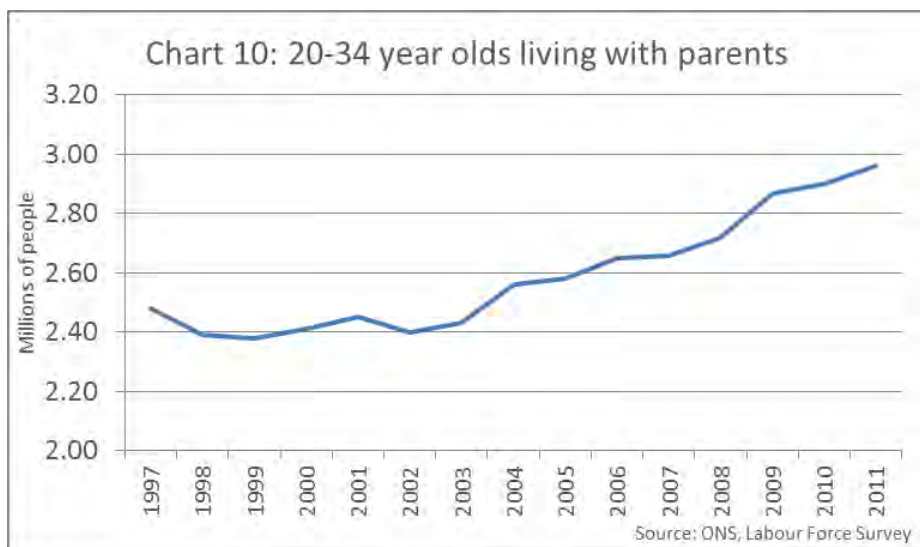


Chart 9 shows that there has been a sizeable increase in couples and lone parents living with other adults – which would include grown-up children living with one or both of their parents.

There is separate evidence⁷ from the Labour Force Survey (LFS) that suggests that in 2011 there were ½ million more 20-34 year olds living with their parents than in 2001, an increase of 21% (see Chart 10).



In view of this evidence it seems reasonable to conclude that a major factor in the change in household formation rates is young adults either living in the parental home for longer or living in shared accommodation rather than in separate accommodation.

It should be noted that this is not the full story: there have been other changes in other age groups. For example, the reduction in single person households is not confined to younger adults: across all age groups there were nearly a million fewer one person households than expected. The full picture will only become clear when the detailed census data becomes available.

⁷ Young Adults Living With Parents in the UK, 2011, ONS, 29 May 2012, <http://www.ons.gov.uk/ons/rel/family-demography/young-adults-living-with-parents/2011/young-adults-rpt.html>

Are these changes a short-term departure from previous trends or the beginning of new, long term trends?

The 'recent international migrant' effect and the changes to the household formation patterns of the rest of the population need to be considered separately.

The 'recent international migrant' effect was due to there being more recent migrants in the population in 2011 than had been the case in the years from which the household formation rate trends had been projected forward – the decade before the 2001 census and earlier. If there is no further increase in international migration (which seems a reasonable assumption given Government policies to reduce migration), there should be no increase in the number of recent migrants in the population as the previous decade's recent migrants will either have left or become established residents living in similar household sizes as the rest of the population. With no increase in the number of migrants living in larger households, there should be no further impact on average household size.

If on the other hand there is a reduction in the inflow of international migrants this will have an impact on both the projected population growth and average household formation rates. In that case household formation rates would need to be adjusted to reflect the different mix of recent migrants and longer term residents.

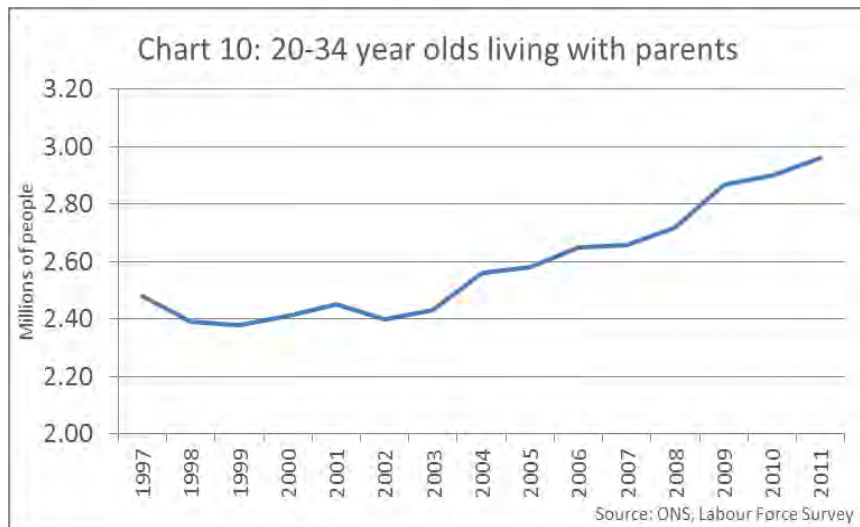
It should be noted that, if more than half of the apparent reduction in household formation rates has been due to increased international migration, the change in household formation patterns for the bulk of the population has been smaller than might otherwise have been surmised.

The available evidence on what has caused the changes in household formation patterns in the rest of the population suggests that the changes are likely to have been 'forced' changes rather than changes that are 'free choices'. For example, more young adults living with parents are likely to be the result of young adults not being able to afford to set up home on their own – a choice forced by a combination of economic circumstances and the cost of housing – rather than a free choice driven by a desire of young people to see more of their parents.

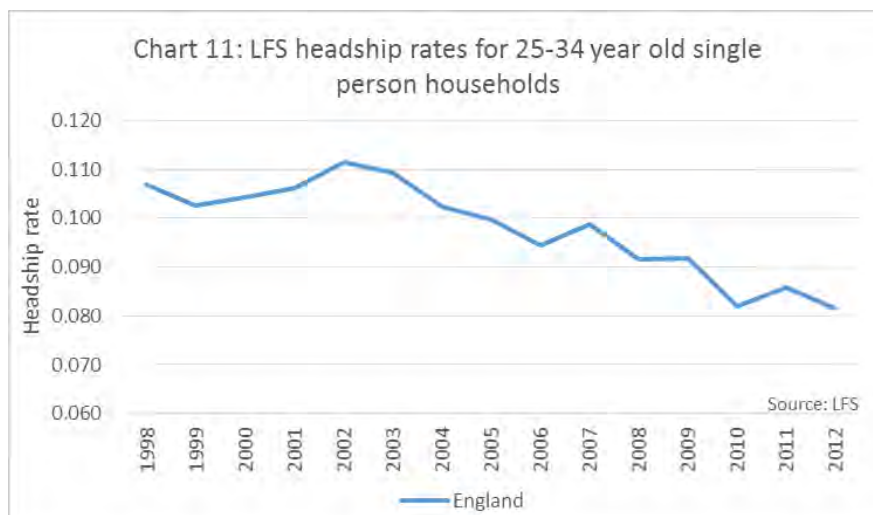
Insofar as the changes are 'forced' it is generally reasonable to expect that they will reverse if and when conditions improve. The question then becomes, 'What conditions would need to improve for this to happen?'

There is evidence that the changes that have occurred were underway before the credit crunch (Whitehead and Williams, 2012).⁸ This is supported by the evidence on the growth in the number of adult children living with parents (Chart 10) which suggest that those changes were underway well before 2007-08. There is additional evidence from the Labour Force Survey (LFS) showing that household formation rates for 25-34 year olds were also falling before 2007-08 (see Chart 11).

⁸ Whitehead, C and Williams, P (2011) Causes and consequences? Exploring the shape and direction of the housing system in the UK post the financial crisis, *Housing Studies*, 26,8, pp.1157-1170.



This all suggests that, whilst a return to stronger economic growth and more ready access to mortgage finance will be an important factor, it will not be sufficient on its own, at least in some parts of the country.



It should be noted here that it is by no means inevitable that the availability of mortgage finance will return to the position that existed before 2007. Given the changes in the regulatory regime, the general view is that a degree of structural change has been 'hard wired' into the way that market operates (Wilcox, 2013)⁹ and that this will have an impact upon access to mortgages and thus to home ownership. However, it is not clear at this stage what the scale of those impacts will be: will they deny 10% of would-be buyers or 20%? Given recent government measures it is going to take some time for this to be clear.

The other key factor is likely to be the affordability of housing – the relationship between the cost of housing and earnings. This depends both on the rate at which earnings grow and on what happens to house prices. Without substantial improvements in the supply of housing, the prospects for improved affordability, or even the prevention of a further deterioration, are not good in the short term.

⁹ Wilcox, S (2013) Rebalancing the housing and mortgage markets – critical issues, a report for the Intermediary Mortgage Lenders Association, June.

Projecting future household growth in uncertain times

A situation in which there have been significant changes to previous trends and there is uncertainty as to whether those changes are temporary or indicative of a new long term trend presents real challenges for those seeking to project future household numbers. The approach adopted by those who compiled the 2011-based Interim household projections was based on a '2-point' method, the two points being derived from the 2001 and 2011 censuses. This gives considerable weight to the direction of travel between the two census dates, in effect, assuming that that direction of travel will continue until at least 2021.

The implications of this vary considerably from area to area and it should be considered on an authority by authority basis whether the resulting local area projection is the most appropriate basis for planning: the projection should not be adopted uncritically. Instead the projections should be used as a starting point, providing as they do a mutually consistent set of local authority projections based on the 2011 census figures for population and households. If it is concluded that the assumptions made in the projections are not the most appropriate basis for planning it is possible to make adjustments to them and produce revised projections. This would, of course, have implications for surrounding areas and those implications need to be carefully considered, ideally in consultation with the local authorities concerned.

The next section looks at what the latest household projections suggest and then considers how the way in which they have been compiled has affected the numbers they produce. That then provides a basis for reviewing the figures for any individual authority, enabling a considered view to be taken on what an appropriate basis for planning might be.

The latest DCLG household projections

The latest DCLG household projections (DCLG 2013) suggest that the number of households in England will grow at an average of 221,000 households a year between 2011 and 2021. This is 10% slower than suggested by the 2008-based household projections, which suggest a growth rate of 245,000 households a year over that period.

At the local level there is considerable variation around the national figure. There are 41 authorities for which the average household growth rate it is more than 20% faster and 137 for which it is more than 20% slower. Chart 14 plots the changes in household growth rates at the local authority level. Some adjoining local authorities have very different changes in household growth rates.

The latest DCLG household projections have, been produced by applying projected household formation rates derived from the 2011 census results to the ONS's 2011-based interim population projections.¹⁰ To understand those household projections and the considerations that need to be borne in mind in using them it is therefore necessary to look first at the 2011-based population projections and then at the household formation rates that have been applied to them to produce the household projections.

¹⁰ Office for National Statistics (2012) *Statistical bulletin: Interim 2011-based subnational population projections for England*. <http://www.ons.gov.uk/ons/rel/snpp/sub-national-population-projections/Interim-2011-based/stb-2011-based-snpp.html>

% by which 2011-based projection is higher than 2008-based figure

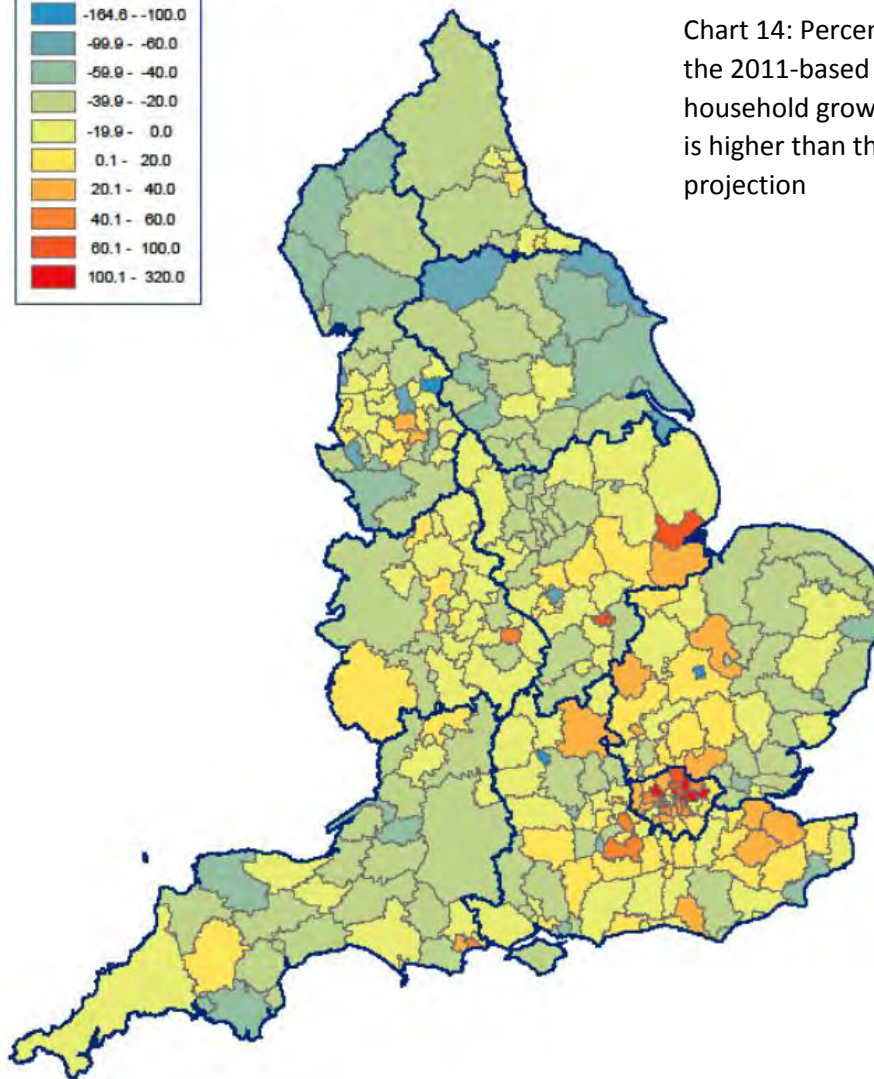
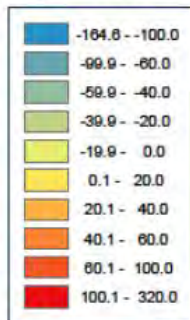


Chart 14: Percentage by which the 2011-based projected household growth for 2011-21 is higher than the 2008-based projection

The ONS's 2011-based Interim population projections

The latest ONS population projections are very clearly labelled as 'interim' projections reflecting the fact that they were produced relatively quickly following the 2011 census and before the full results from the census were available. This meant that they had to use some trends from the 2010-based population projections. This was not ideal and in some areas, as the ONS themselves acknowledge (ONS 2010, pages 3 and 4), it has resulted in inaccuracies.

The area in which the use of trends from the 2010-based population projections has had the biggest impact is probably fertility rates. In some areas the 2011 census revealed more women of child bearing age than anticipated in the 2010-based projections. This meant that fertility rates in these areas will have been over-estimated as the number of children born will have been produced from a larger group of potential mothers than previously thought, with the result that the number of births per women will have been lower than it was thought to be. The net result of using unadjusted fertility rates is that too many births will have been projected in some areas. However this will not have a significant impact on household numbers as children do not form households.

Of much greater consequence for the local authority area household projections is the similar effect on migration rates, on which ONS comments as follows:

Differences in the age structure at local authority level have also resulted in changes to projected levels of internal migration, that is, people moving their area of residence from one local authority to another within England. This is because migration rates based on historic trend data are applied to the new population base. Where the size and structure of the new population base in a local authority is very different from the 2010-based projections for 2011, particularly at ages most likely to migrate, the applied migration rate may over or underestimate the number of people moving from an area (ONS 2012, page 4, fifth paragraph).

The significance of this could be substantial for some local authorities as for many authorities net migration from the rest of the UK is the largest driver of population growth. That net figure is often a small difference between the gross 'in' and 'out' flows. That means that if there is a small percentage error in the projected gross flows there could be a large percentage impact on the estimated rate of population growth, and hence the number of households.

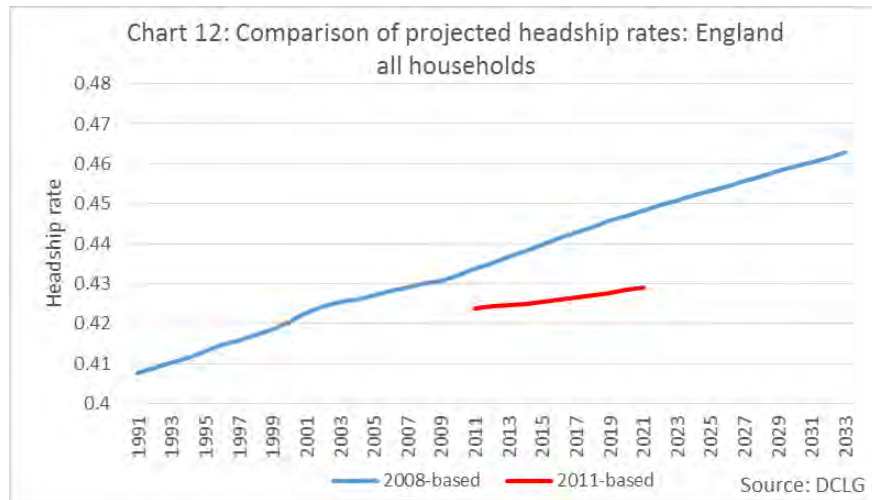
It should also be noted that there are two other changes between the 2008-based and 2011-based projections which have caused the local authority level numbers to change significantly:

- **Increased international migration.** Between the 2008-based and 2011-based projections the assumed net level of international migration was increased from 157,000 to 188,000 people a year.
- **Improvements in the methodology used to identify which local authorities migrant end up in.** This has long been a difficult area but a new methodology has now been introduced under the ONS's Migration Statistics Improvement Programme (MISP). Previously the International Passenger Survey (IPS) was used to allocate migrants first to regions and then to smaller geographies, with the final allocation to local authorities being based on modelling. Under the MISP administrative data is used to distribute the national totals to local authorities. For example, national insurance data is used to distribute migrant workers; and data from the Higher Education Statistics Agency to distribute students. This should result in more reliable figures.

Household formation trends in the latest DCLG projections

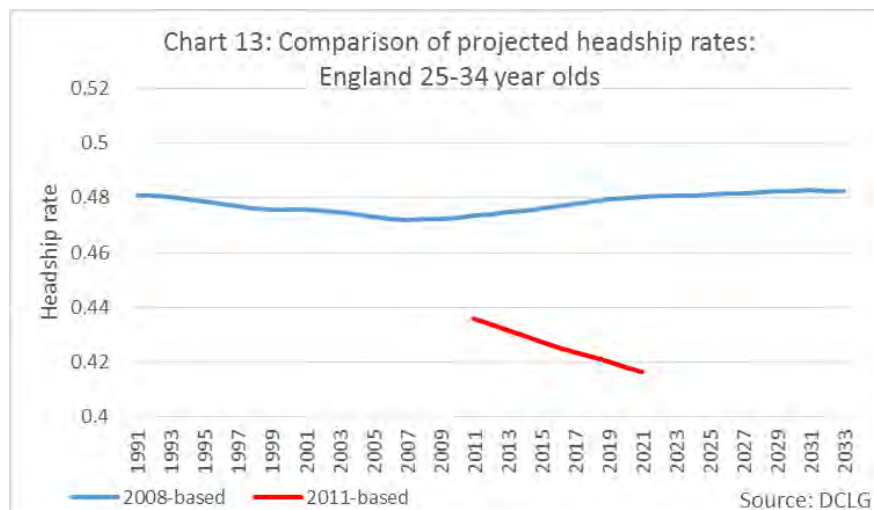
As already noted, the starting point for the 2011-based projection is the 2011 census results, which indicated household formation rates significantly lower than the 2008-based projection. The projected forward trend reflects the fact that the 2011 census data point is not as high relative to earlier data points as envisaged in previous projections. This has resulted in the projected headship rates being significantly lower than in the 2008-based projection and diverging from them.

The overall position can be illustrated by Chart 12 which compares the overall household formation rates projected in the 2008-based projections and the latest, 2011-based interim projections. The 2008-based projections can be taken to represent the previous long-term trend.



As already discussed, over half of the difference between the 2008-based projection and the census results appears to have been due to the 'recent international migrant' effect. This is unlikely to have a continuing effect depressing the overall household formation rate, unless there is a further increase in the inflow of international migrants. The projections do not make allowance for the 'one off' impact which the 'recent international migrant' is likely to have had. If this were taken into account the forward trend line would diverge from the 2008-based projection at a slower rate. This would suggest a faster growth in household numbers than in the official 2011-based projection.

The 2011-based projection also does not make any allowance for a potential return towards the previous trend. Indeed, it assumes a growing divergence from that trend. This is perhaps brought out most starkly by the comparison of the headship rates for 25-34 year olds in Chart 13.



As can be seen from the direction of the red line, the 2011-based projection envisages that a smaller and smaller proportion of 25-34 year olds set up households, not just that the proportion remains at the 2011 level. This seems unlikely in current conditions. Users of these projections should consider whether that is an appropriate assumption, based, of course, on the comparable data for the local authorities concerned. It is relatively straightforward to construct alternative scenario assuming, for example, that there is no further fall in household formation rates from the 2011 level or that there is a partial return towards the previous trend.

An indication of the size of the impact made by the lower household formation rates in the 2011-based household projections is the way in which they turn a projection of faster population growth into a slower household growth estimate. ONS's 2011-based population projections for England suggest the population will grow 19% faster in the period 2011-21 than was suggested by the 2008-based projections. However, when the latest household projections apply their lower projected household formation rates, this faster growth in population becomes a household growth rate that is 10% slower than the 2008-based projections.

Using the latest DCLG projections

In view of the above analysis of factors which have affected the 2011-based household projection it is suggested that the following steps are followed in using the projections to estimate housing requirements:

Understand how the latest projections compare with the 2008-based projections. This is an obvious step if the latest projections suggest household growth rates that are either significantly higher or lower than the earlier projections. However, it can also be worthwhile even if the headline annual household growth figure is little different from the 2008-based number as this may be the result of a number of factors cancelling each other out.

It is also possible that, whilst the total number may not have changed, the composition of the population may have different. In particular:

- Changes to international flows may be due to the assumption that net international migration will be higher than assumed in the 2008-based projections or the result of the redistribution of migrants between local authorities as a consequence of the Migration Statistic Improvement Programme. In either case there would need to be a very good reason to change the suggested figures.
- Large changes to net migration flows within the UK should be investigated. They may be affected by the use of flow rates from the 2010-based population projections, in some cases causing unrealistic increases or decrease in the projected net flows. The projected flows should be compared with past flows and a view taken on whether they are a reasonable basis for planning.

Consider whether the headship rate trends in the latest projections are a prudent basis for planning. Comparing the headship rates in the latest projections with the 2008-based projections should provide an insight into how the new trends compare with the previous long term trends. Trends which assume that household formation rates for some groups will continue to fall should be looked at particularly closely. The extent to which the patterns of household formation may have been affected by an increase in international migration should, in particular, be considered. The implications of assuming that, for example, headship rates do not continue to fall in any age group could usefully be tested as an alternative scenario.

Extend the projections beyond 2021 to the end of the plan period, considering the impact of alternative scenarios which reflect a range of different assumptions. The latest projections only cover the period 2011

to 2021, presumably because of the compromises that have had to be made to produce them so quickly after the census. It is possible to extend these although that should be done with care. A simple extrapolation of numbers will not pick up the changes that are likely to occur as the population ages. A more sophisticated extension of the projections will simply tell you what would happen if the trends assumed were to continue, which may not be the most likely outcome. Extended projections should therefore be produced for a range of different scenarios.

Estimate what the range of potential outcomes is. No one can say whether or not household formation patterns will return toward previous trends or, if so, how quickly. Similarly there are inevitable uncertainties attached to both international migration and flows to and from the rest of the UK. Estimating how much difference a plausible range of assumptions might make should provide a useful indication of how much flexibility should be planned for as well as helping to guide the choice of a central planning assumption.

Produce plans that are flexible enough to accommodate the potential range of outcomes.

Monitor what actually happens and be ready to adjust the plan.

How could Government help?

Freely available official population and household projections for local authority areas which are refreshed every two years are major assets, but assets whose potential is far from fully exploited. More help is needed to enable planners and other professionals to use them intelligently and confidently.

The changes which occurred between the 2008 and 2011-based household projections illustrate that we live in times of significant change in which uncertainty is inevitable and needs to be managed. The statistical bulletins and releases which accompany the projections make it clear that they are projections, not forecasts, and that they only tell you what is likely to happen if the trends on which they are based continue – which they may not, particularly in today's environment. Two steps could help practitioners understand what this means in practice for a particular authority.

- **Publishing in a simple and accessible form the past and projected data for the key drivers of change** – births, deaths, flows in from and out to the rest of the UK and flows in from and out to the rest of world. This data exists and can be accessed on the ONS website for those with sufficient patience and persistence. Presenting simple tables and charts showing for each driver of change what has happen in each local authority for the last ten years and what is projected to happen in the future would enable users to see in a concrete form what is driving the projections for their area and take an informed view on how realistic the projections are. For the 2011-based projections such a presentation would have enabled users to identify cases in which what is projected to happen does not seem to fit with what has happened and investigate accordingly. It would also help in spotting cases in which an exceptional event like a one-off urban extension or the closure of a major factory may have distorted the past trend, suggesting that the projection needs to be adjusted if it is to provide a reliable guide to what is likely to happen.
- **Preparing sensitivity analysis at the local authority level.** ONS and DCLG already produce projections for variant scenarios at the national level giving users some indication of, for example, the impact which increased international migration might have on the number of households. Something similar could be produced at the local authority level, perhaps through an interactive tool. This would enable users to see what the implications for their authority would be of, say, higher births rates or a return to the household formation rates envisaged in the 2008-based projections. Armed with that understanding local authorities and others would be much better placed to gauge the range of uncertainty the need to plan for.

Conclusion

This is a difficult time to plan for housing. Over the last 10 years household formation patterns have departed significantly from the previous long term trends and there is considerable uncertainty as to what will happen over the next 20 years. Authorities need to consider their own specific situation carefully, taking the latest DCLG projections as their starting point and using the guidance above to identify the potential range of outcomes. Plans should be robust to that range of outcomes. They should then be reviewed regularly and adjustments made if need be.

**RTPI**

mediation of space · making of place

About the research

This report is based on research conducted for the RTPI by Neil McDonald and Peter Williams at the University of Cambridge, funded through the RTPI's Small Projects Impact Research (SPIRe) scheme.

Further information

The report is available on the RTPI website at: www.rtpi.org.uk/spire

About the RTPI

The Royal Town Planning Institute holds a unique position in relation to planning as a professional membership body, a charity and a learned institute. We have a responsibility to promote the research needs of spatial planning in the UK, Ireland and internationally.

More information on our research projects can be found on the RTPI website at: www.rtpi.org.uk/knowledge/research/

You are also welcome to email us at: research@rtpi.org.uk

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Appendix 4

Table showing household growth and demographic change over time

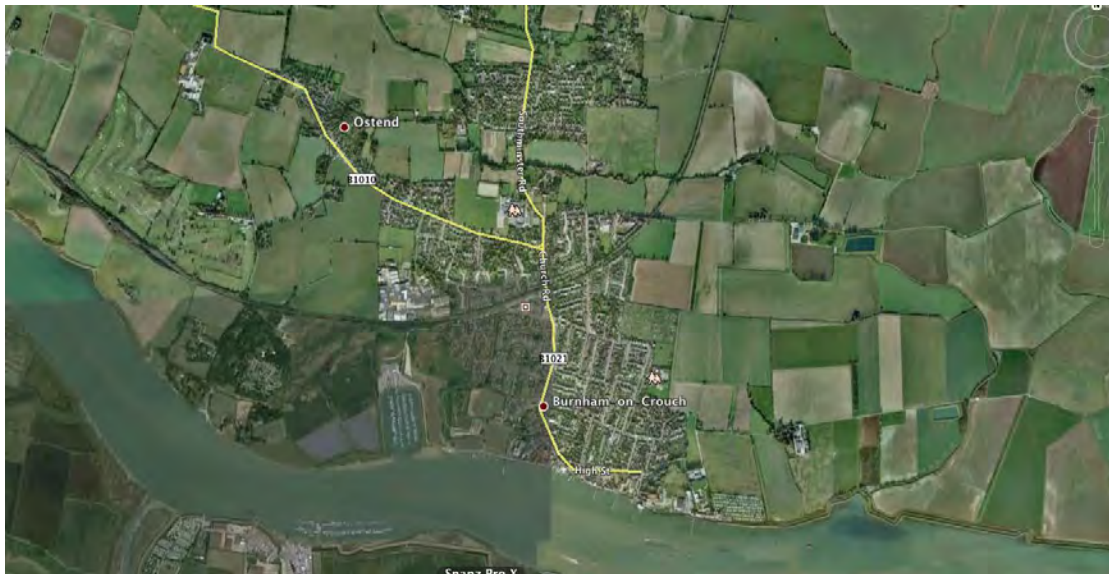
Year	Ward Name	Local Authority	Households	Household Growth	All Ages	0-4	5-9	10-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70-74	75-79	80-84	85+	Median Age	UK Median Age	+
1981	Burnham-on-Crouch both	Maldon	2349		6,265	436	463	475	402	321	412	555	476	343	315	251	308	343	389	365	207	107	97	34.7	34.5	0.2
1991	Burnham-on-Crouch both	Maldon	2975	626	7,067	470	412	415	459	446	472	481	480	587	490	347	328	311	353	365	304	237	110	37.9	35.8	2.1
2001	Burnham-on-Crouch both	Maldon	3611	636	7,785	411	516	474	393	333	411	552	555	555	552	642	600	417	387	291	273	249	174	41.2	37.9	3.3
2002	Burnham-on-Crouch both	Maldon	3653	42	7,850	418	494	477	396	362	385	521	548	588	548	609	627	462	394	328	265	235	193	41.8	38.1	3.7
2003	Burnham-on-Crouch both	Maldon	3658	5	7,813	421	473	462	410	368	364	498	559	558	537	594	646	508	402	334	260	240	179	42.1	38.4	3.7
2004	Burnham-on-Crouch both	Maldon	3699	41	7,848	406	449	492	421	335	400	462	564	564	546	568	650	546	422	336	268	242	177	42.5	38.6	3.9
2005	Burnham-on-Crouch both	Maldon	3667	-32	7,937	423	455	478	441	335	386	446	568	575	551	543	663	607	418	353	267	226	202	42.8	38.8	4.0
2006	Burnham-on-Crouch both	Maldon	3683	16	7,942	425	417	474	444	348	360	433	560	565	572	534	645	661	414	376	268	225	221	44.5	39.0	5.5
2007	Burnham-on-Crouch both	Maldon	3688	5	7,945	417	408	470	426	347	366	443	531	561	571	528	594	714	435	383	311	221	219	44.0	39.2	4.8
2008	Burnham-on-Crouch both	Maldon	3697	9	7,915	411	405	455	416	336	370	389	511	583	572	531	572	743	465	406	311	206	233	44.7	39.3	5.4
2009	Burnham-on-Crouch both	Maldon	3702	5	7,859	407	392	439	430	355	334	406	473	565	565	543	553	726	500	413	316	206	236	45.1	39.5	5.6
2010	Burnham-on-Crouch both	Maldon	3702	0	7,890	405	386	453	414	362	332	400	475	572	584	538	516	739	529	417	327	220	221	45.3	39.7	5.6
2011	Burnham-on-Crouch both	Maldon	3708	6	7,690	367	367	373	420	335	323	382	452	535	566	528	588	663	612	390	351	227	211	46.7	39.8	6.9

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Appendix 5

Burnham-on-Crouch

Burnham-on-Crouch is a small town in Maldon District that lies on the northern bank of the river Crouch. Once a ferry port and then a fishing port, it is now a yachting centre. As the principle settlement on the Dengie Peninsular it provides facilities and amenities for the area.¹ It thus has a strategic role in the area.



The town is 2 census wards within Maldon District (22UKFY & 22UKFZ)², Essex. The latest data from the Office for National Statistics estimates the population as 7,690 (mid 2011) with 3,708³ occupied dwellings, giving an average household size of 2.07 persons.

¹ Wikipedia so don't rely on it!

² E05004191 and E05004192 since 2010

³ Dwellings by Council Tax returns to the Valuations Office Agency published by ONS. Note: the March 2010 figure is not consistent with the earlier or subsequent years. This has been raised with ONS and if not a typographical error will need to be raised with the Valuation Office Agency.

Burnham-on-Crouch has 2 primary schools (Burnham-on-Crouch Primary and St Mary's CE VA Primary) and a secondary school (Ormiston Rivers Academy). The secondary school catchment serves the surrounding villages as well.

Recent History

The period 1981 to the present provides a useful insight into the demography of the town.

During the period 1981 – 2001⁴ the dwelling stock increased by 1,226 units from 2,349 dwellings to 3,641 dwellings. This is an increase of 54%. At the same time, the population grew by 1,520 persons from 6,265 to 7,785. This is an increase of 24.3%. In that period, dwelling growth exceeded population growth and the average household size fell from 2.67 to 2.16 persons per dwelling.

In the last decade, 2001 – 2011⁵ the occupied dwelling stock increased by 97 units from 3,653 dwellings to 3,708 dwellings. This is an increase of just over 2.6%. At the same time, the population fell by 95 persons from 7,785

⁴ National Census 1981 1991 2001 and 2011

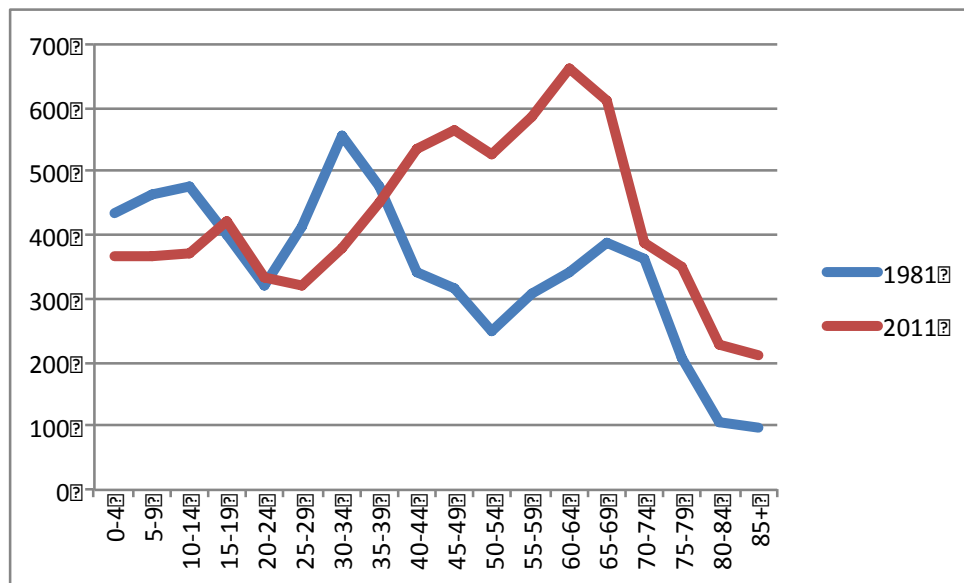
⁵ National Census 2001 and Dwellings by Council Tax March 2011

to 7,690⁶. In the most recent decade population growth has fallen during a period of very low dwelling growth. Overall in the decade, the average household size has fallen from 2.16 to 2.07 persons. (Nationally, it has fallen from 2.32 to 2.28). Not building homes in an area during a period of falling household size leads ultimately to a falling population. When this coincides with an ageing population the consequent distortion of the population profile is inevitable.

The median age of the town's resident population in 1981 was 34.7 years; close to the national average 34.5. In 1991 it had risen to 37.9 years; 2.1 years above the national average 35.8. By 2001, the gap had risen to 3.3 years with the town's median age rising to 41.2 years. In the ten-year period (2001-2011), with negligible dwelling growth, the population has aged 5.5 years and is now 6.9 years older than the national average: 46.7 years for the town against 39.8 nationally.⁷

⁶ ONS mid-census estimate

⁷ Median age for the United Kingdom mid-1951 – mid-2011 ONS



The conclusions to draw from this data are:

The rural nature of the town compounded by the lack of dwelling growth is distorting the population profile and is now leading to a population that is a rapidly ageing population and a declining population. There is a marked decline in the number of very young people (school rolls) and a large increase in the much older age groups.

The impact on community, social and cultural infrastructure by this changing population profile will make some existing facilities vulnerable and place an ever-increasing pressure on social and medical services. For example, falling rolls at the schools. Also elderly persons' demands for social and health care without an underlying general population that supports the financial allocations to employ the necessary numbers of staff. Of course over time there will be an impact on retail trade and no doubt a

mismatch of available labour to meet employment needs or a diminution of employment opportunities

My view is that the lack of new housing between 2001 and 2011 will have had a constraining effect. Older people, wanting to downsize and stay in the area will have found it more difficult to find a suitable property, are more likely not to have moved. Growing families will have been more likely to have moved out of the area to find suitable homes. Hidden households will have been more likely to stay hidden within families. Those seeking to establish a home for themselves will have experienced less opportunity to do so.

The provision of new housing to sustain balanced populations 1981 – 2001 is not an exact science but dwelling delivery of 60 units per annum 1981 – 2001 did not prevent an increase in the disparity between the age of population and the national average increasing from 0.2 years to 2.1 years. It is likely that 100 additional homes per annum rather than 60 would have achieved a balance. The decrease in house building in the period 2001 – 2011 has worsened the situation by increasing the disparity to 6.9 years.

Whilst it is likely that a long-term average of around 100 additional units per annum is the Burnham-on-Crouch required housing need, three decades of under provision requires probably 150 additional units per

annum for a decade, followed by circa 100 per annum thereafter. (A more detailed analysis including both employment and transport would firm up these figures).

Education Provision

Burnham-on-Crouch has 2 primary schools (Burnham-on-Crouch Primary and St Mary's CE VA Primary) and a secondary school (Ormiston Rivers Academy – prior to 2011 it was St Peter's High School).

Burnham-on-Crouch Primary School is a 420-place school with 60 places for each year of age. As at January 2013 it had 338 pupils whilst in January 2003 it had 449 pupils.

St Mary's CE VA Primary School is a 210-place school with 30 places for each year of age. As at January 2013 it had 170 pupils whilst in January 2003 it had 192.

School Name	AN	Reception	Year1	Year2	Year3	Year4	Year5	Year6	CAP	NOR	2003
Burnham-on-Crouch Primary	60	46	45	57	56	34	49	51	420	338	449
St Mary's Church of England	30	27	33	19	25	25	21	20	210	170	192
	90	73	78	76	81	59	70	71	630	508	641
		81%	87%	84%	90%	66%	78%	79%		81%	102%

⁸ (see footnote)

Collectively, the primary school provision has fallen from an occupancy rate of 102% to 81%. In 2003 the indications were that dwelling delivery would continue at circa 60 dwellings per year (or more) and a third primary school was becoming necessary.

⁸ NOR = Number on Roll: CAP = Physical Capacity: AN = Admission Number – into each year group

The secondary school, formerly St Peter's High and since 2011 Ormiston Rivers Academy has reduced its capacity from 1174 to 1100 and its 11-15 capacity to 700 places. It had 986 pupils aged 11-15 in 2003. It has a 2013 admission number of 140 and recruited 123 into year 7 (secondary transfer). With the exception of year 9 it has fewer pupils each year group younger than the previous. It has 310 (28%) fewer pupils than a decade earlier.

	AN	Year 7	Year 8	Year 9	Year 10	Year 11	16+	CAP	NOR	11-15	
										CAP	NOR
Ormiston Rivers Academy	140	123	127	144	127	169	104	1100	780	700	690
	N/K							1174	1090		986

The schools needs more pupils flowing through from the primary schools, which will only happen if house-building returns to Burnham-on-Crouch.

Conclusions and Comments

I am informed that it is being asserted that the town has limited capacity for new housing (450 units) because the schools cannot accommodate any more. This is an over-simplistic analysis based on current available places in the primary schools and a child yield of 30 pupils per 100 dwellings. In fact it needs more housing than that because year on year the stock housing is yielding fewer children because the population is ageing.

My researches reveal that Burnham-on-Crouch needs to deliver about 100 dwellings per annum year on year, every year to compensate for the general ageing of the population, maintain a steady number of school age children for the local schools, maintain a good proportion of working age and young families (if only to sustain the servicing of yachting centre), a vibrant town centre to service the Dengie peninsular villages and sufficient opportunities for employment close to home.

Over the last three decades the town delivered 626 dwellings, 636 dwellings in the first 20 years respectively and 97 in the decade to 2011 – the latter being significantly fewer than that I have found from my researches to be necessary. (The Royal Mail residential delivery point count at March 2011 compared with July 2013, suggests that 12 additional dwellings have been added in the last 27 months)

	1981-1991	1991-2001	2001-2011	2011-present
Annual dwelling delivery	63	63	10	5

By 2001, the population of Burnham-on-Crouch was slightly older than the national norm (+1.1 years): by 2010 it was markedly older (+6.3 years). Whilst the nation aged by 1.8 years, Burnham-on-Crouch aged by 7 years.

In my opinion the lack of house building in Burnham-on-Crouch explains much of the changing demography and the consequent risks to the town's vibrancy and vitality. To address these issues more housing is needed. Whilst circa 63 dwellings per annum between 1981 and 2001 failed to sustain the population profile because the reduction in household size in that period means a greater number of dwellings would have been necessary to achieve it, reducing the average dwelling delivery rates to circa 10 per annum in the period 2001-2010 has made a bad situation worse. Reducing it still further since 2011 is exacerbating a bad situation.

The data tells me that the town needs circa 150 dwellings per annum for the next 10 years and 100 per annum thereafter. A plan for 1,500 dwellings in the next decade would both fill the local primary schools and create the need for a third school provided within the new housing. The secondary school has the capacity to meet the demand.

Finally a dwelling programme as outlined would rejuvenate the population and provide the demographic profile to (a) sustain local employment, (b) local facilities and (c) the population to support the allocation of funding to support the health and welfare needs of the older age cohort that is rising exponentially.

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Appendix 6

Pigeon Investment Management Limited

Proposed Mixed Use Development,
Maldon Road, Burnham on Crouch

Project Reference: 1203-03/TN/01

Technical Note

1 MALDON DISTRICT TRAVEL TO WORK OVERVIEW

- 1.1 Transport Planning Associates has been commissioned by Pigeon Investment Management Limited to provide transport planning advice in support of a planning application for a mixed-use development at Maldon Road, Burnham-on-Crouch.
- 1.2 In order to determine the local trends for method of travel for work in the Maldon district, an assessment of origin-destination travel to work data for the main residential populations of Burnham on Crouch, Southminster and the combined Maldon and Heybridge area has been undertaken.

Methodology

- 1.3 Using 2001 census UK travel flow data by ward, the mode and destination of travel for work has been derived for each of three source areas, defined as follows:
- Burnham on Crouch, comprising Burnham on Crouch North and South wards; and
 - Maldon and Heybridge, comprising Maldon North, South East and West wards and Heybridge East and West wards.

At time of writing, this data is not available for the more recent 2011 census. The total number of trips by each mode for each source area, and the total associated population is summarised in the table below.

Method of Travel to Work within Maldon District

	Burnham on Crouch		Maldon & Heybridge	
Works mainly at or from home	342	9%	966	9%
Underground, metro, light rail, tram	6		15	
Train	418	11%	580	5%
Bus, minibus or coach	58		170	
Taxi	9		54	
Car - driver	2,105	56%	6,838	63%
Car - passenger	167	4.5%	621	5%
Motorcycle, etc.	27		73	
Bicycle	172	4.6%	290	2%
On foot	389	10%	1,162	10%
Other	9		28	
Total People Working	3,702	47%	10,797	49%
Total Resident Population	7,759		21,655	

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Appendix 7



Abercorn House 15 Springfield Road HARROW HA1 1QF

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**BURNHAM-ON-CROUCH DEMOGRAPHIC REPORT WITH EMPHASIS ON AGES 4-10 YEARS
FOR
PIGEON LAND**

In the matter of primary school places at Burnham-on-Crouch ("Burnham"), Essex County Council Community Infrastructure ("ECC") advise that there is immediate capacity for an additional 400 family homes, which would take primary school pupil numbers to the 630 place combined capacity of the two Burnham Primary Schools (Burnham-on-Crouch Primary School and St Mary's VA CE Primary School). My research does not dispute this.¹

However, there is a long-term decline in young families in Burnham and quite logically additional spare places will occur at these schools over time. This paper seeks to forecast how that might play out over the plan period.

Burnham is a ward sub-set of Maldon District and the release of 2011 census data detail at very low levels permits the generation of a ward level population forecast covering 2011 to 2031, utilising the framework of the well-known and respected Chelmer Population and Housing Model.

As at Census (March) 2011, Burnham comprised 2,473 dwellings and a population of 5,359. In the event of no housing growth between 2011 and 2031, the forecast population would fall from 5,359 to 5,155 persons, with significant ageing of the population.

Projection for		region	906	EAST		virtual coun
Burnham-on-Crouch						
	TOTAL POPULATION					M + F
		Period to March				
		2011	2016	2021	2026	2031
	Control	NMIG	DWL	DWL	DWL	DWL
Dwellings		2473	2473	2473	2473	2473
Population	0-- 4	264	227	200	189	192
	5-- 9	241	238	210	191	186
	10-- 14	283	256	257	230	213
	15-- 19	237	222	201	206	185
	20-- 24	242	195	185	166	182
	25-- 29	292	236	191	191	179
	30-- 34	322	270	231	202	213
	35-- 39	360	314	275	249	231
	40-- 44	384	289	258	233	217
	45-- 49	228	229	175	159	146
	50-- 54	358	376	381	293	270
	55-- 59	389	424	449	459	359
	60-- 64	471	380	418	446	460
	65-- 69	415	478	390	432	463
	70-- 74	266	346	401	331	368
	75-- 79	270	335	442	517	431
	80-- 84	173	205	263	352	415
	85 +	164	194	243	324	445
Total		5359	5214	5170	5170	5155

Table 1: Burnham-on-Crouch Population forecast with dwelling numbers constrained to 2473 dwellings

The primary school age cohort declines by 4.51% in the period 2011 – 2016 (15 places), a further 9.92% to 2021 (34 places), 8.83% to 2026 (26 places) and by 2.84% to 2031 (8 places).

Adding circa 400 homes in the period 2011-2016 does two things. It compensates for the 4.51% forecast decline and it fills the existing aggregate surplus places at the two schools. Thus 2,873 dwellings in Burnham in 2016 is a sustainable position in respect of primary school provision.

Stopping dwelling delivery at that point, however, does not arrest the decline in pupil numbers beyond 2016. With no further dwelling growth, by 2021, the 630 pupils in the primary schools will fall to 567. ECC would calculate that as the equivalent of 210 dwellings.

On the same basis, for the period 2021 to 2026 the then 630 pupils falls to 574 suggesting a capacity for 187 dwellings. Beyond 2026 the decline in primary school age pupils is much slower and for the period to 2031 capacity for just 57 additional dwellings to keep primary school pupils constant (equating to 34 in the period to 2029).

Year to March	2011	2013	2016	2021	2026	2031
Dwellings	2473		2873	3083	3270	3327
Primary School Pupil Nos	515	510	630	630	630	630



The forecast data suggests that Burnham can accommodate an additional 854 dwellings in the period 2011 – 2031 (circa 831 to 2029) without requiring additional primary school capacity. In addition, it suggests that 400 of these dwellings can be accommodated in the period to March 2016. It suggests that not achieving 400 in the first 5 year period would increase the overall numbers sustainable in this respect over the 20 year period.

At secondary school phase, Burnham is Planning Area 8815901, with a capacity of 1,050 places and 786 on roll at May 2013. The forecast is for the school roll to decline to 718 for 2019-20. This implies a capacity to absorb the pupil yield from 1,660 new homes.

Digitally signed by Steve Clyne
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email=Stephen@efm-ltd.co.uk, c=GB
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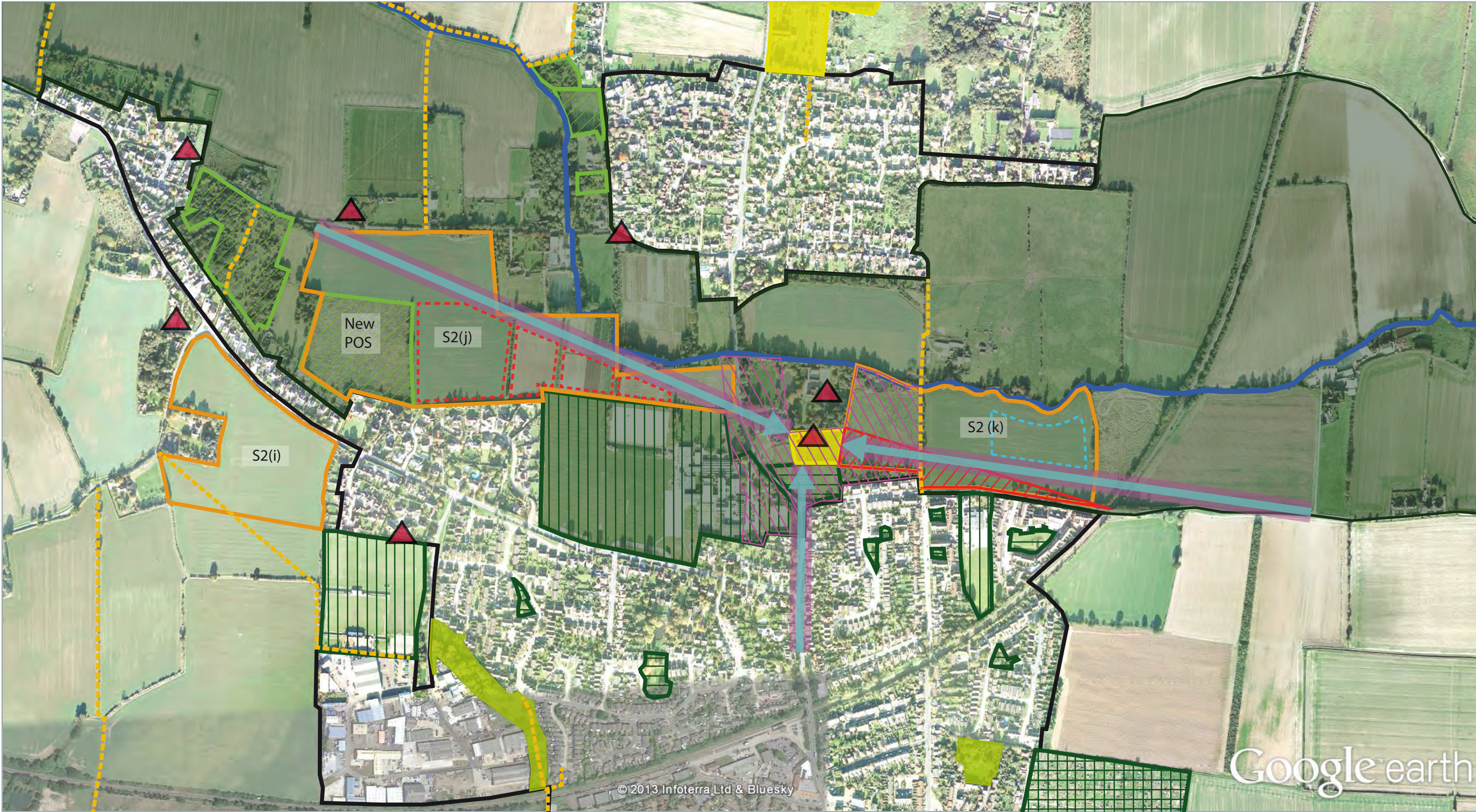
Source Note:

Data sourced from: Essex County Council, ONS, DfE SFR21 Schools Pupils and their Characteristics Jan 2013. DfE SCAP Data December 2013. Chelmer Forecast methodology: PHRG Anglia Ruskin University and Cambridge Econometrics

Data reproduced under Open Government License v.1

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Appendix 8



LEGEND

	Settlement Boundary		Strategic Growth Areas S2 (i,j,k)
	Pannel's Brook		Strategic Green Gap
	Public Footpath		Strategic Views to Church
	Church/Cemetery		Cultural heritage

GREEN SPACE

	Semi Natural Open Spaces
	Playing Pitches
	Parks
	Amenity Green Spaces

	Allotments
	Subsequent extent of draft strategic site S2(j)
	Subsequent extent of draft strategic site S2(k)

SETTING

	Sensitive visual setting of Church on Marsh Road
	Immediate setting space surrounding Church

Project: **Land at Burnham-on-Crouch**

Client: **Pigeon Investments**

Date: **October 2013**

Scale: **NTS**

Status: **Draft**





Panoramic Photograph 1: View to Church from Marsh Road.



Panoramic Photograph 2: View of Church from Marsh Road across S2(k).



Panoramic Photograph 3: View of Church from Marsh Road across S2(k).



Panoramic Photograph 4: View of S2(k) looking east on Marsh Road.



Panoramic Photograph 5: View of Church and shallow valley setting of Pannel's Brook from Public Rights of Way between S2(k).



Panoramic Photograph 6: View across S2(k) towards edge of settlement on Marsh Road from Public Rights of Way.



Panoramic Photograph 7: View across shallow valley setting between settlement and Pannel's Brook, parcel S2(k).



Panoramic Photograph 8: View of Church across S2(k) close to Pannel's Brook.



Panoramic Photograph 9: View towards isolated farmstead within shallow valley north of Pannel's Brook, looking south from Public Rights of Way.



Panoramic Photograph 10: View towards isolated farmstead within shallow valley north of Pannel's Brook, looking south from Public Rights of Way.



Panoramic Photograph 11: View of St. Mary the Virgin Church and Church Green on Marsh Road.



Panoramic Photograph 12: View of S2(k) from Church Green.



Panoramic Photograph 13: View east to S2(k) from St. Mary's Churchyard.



Panoramic Photograph14: View of St. Mary the Virgin Church from eastern boundary of Churchyard.



Panoramic Photograph15: View east to S2(k) from Marsh Road.



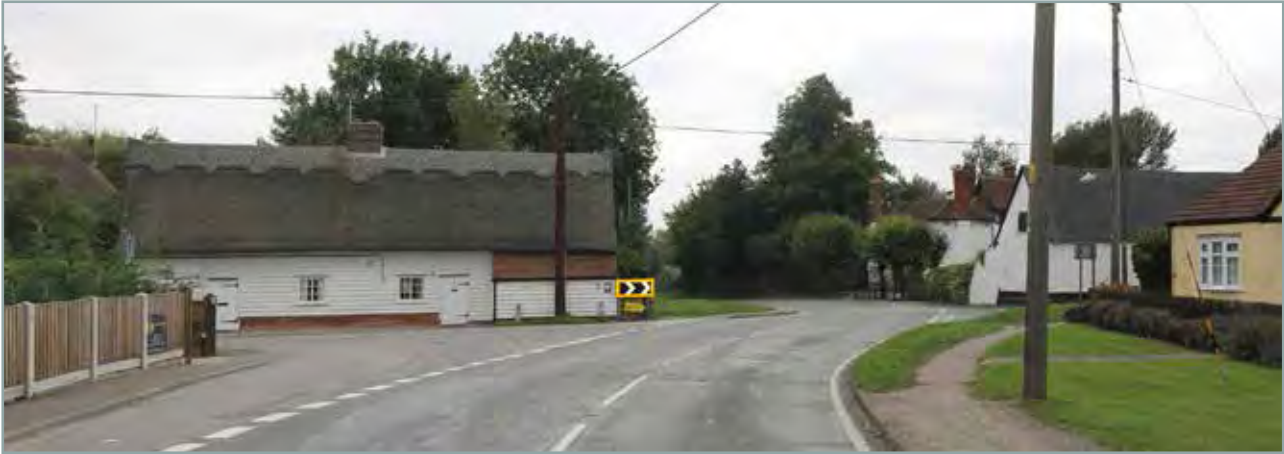
Panoramic Photograph1: View of rural Southminster Road, between Burnham and Stoneyhills, adjacent to The Old Dairy.



Panoramic Photograph 2: View of S2(j) on rural Southminster Road, between Burnham and Stoneyhills, adjacent to Burnham Hall.



Panoramic Photograph 3: Village character at south edge of Stoneyhills looking towards Green Lane.



Panoramic Photograph 4: Village character at southern edge of Stoneyhills settlement.



Panoramic Photograph 5: Rural character of Green Lane (southern edge of Stoneyhills settlement).



Panoramic Photograph 6: Edge of Brickfields Farm on narrow Green Lane.



Panoramic Photograph 7: Brickfields Farm on Green Lane.



Panoramic Photograph 8: View south east across S2(j) from narrow Green Lane.



Panoramic Photograph 9: View south east across S2(j) with edge of settlement on St. Peters Field visible.



Panoramic Photograph 10: Academy buildings set back behind entrance off Southminster Road, landscape buffer.

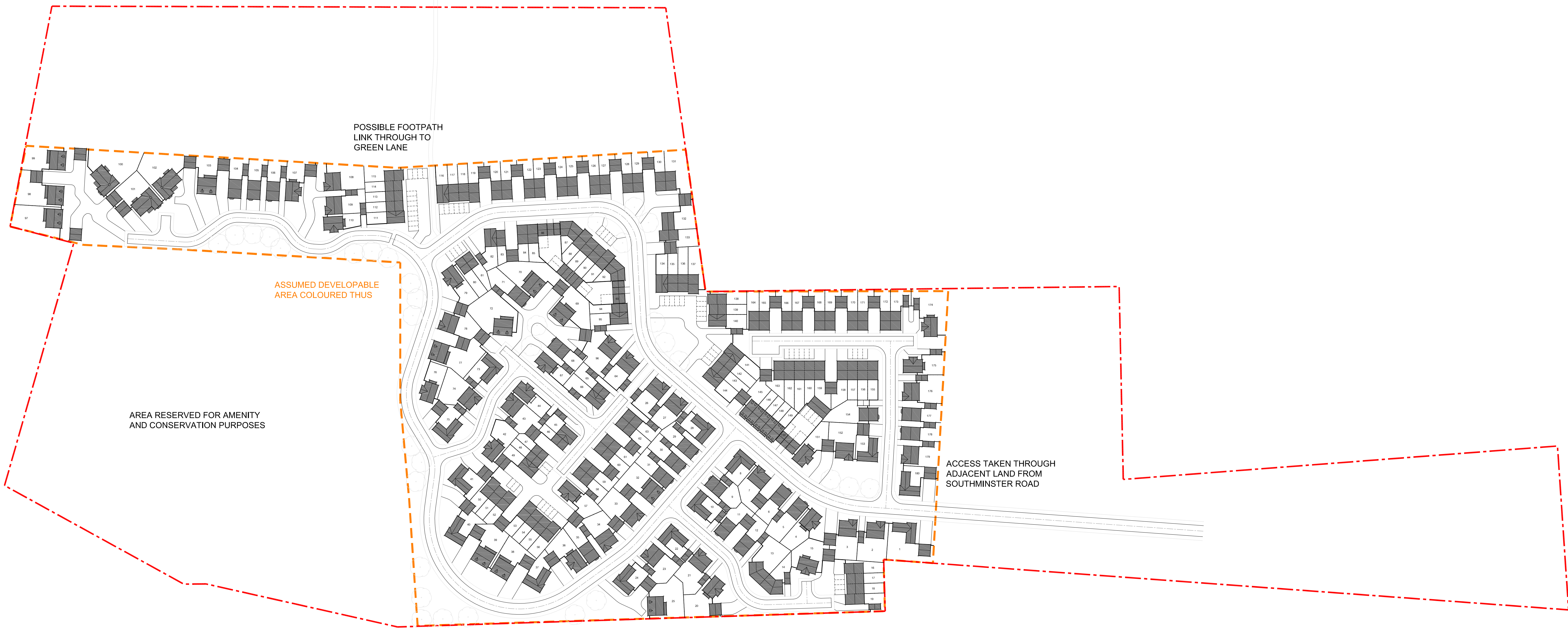


Panoramic Photograph 11: View of screening buffer to academy from Marsh Road and Church Green.

0213-5491-S2-1234

Appendix 9

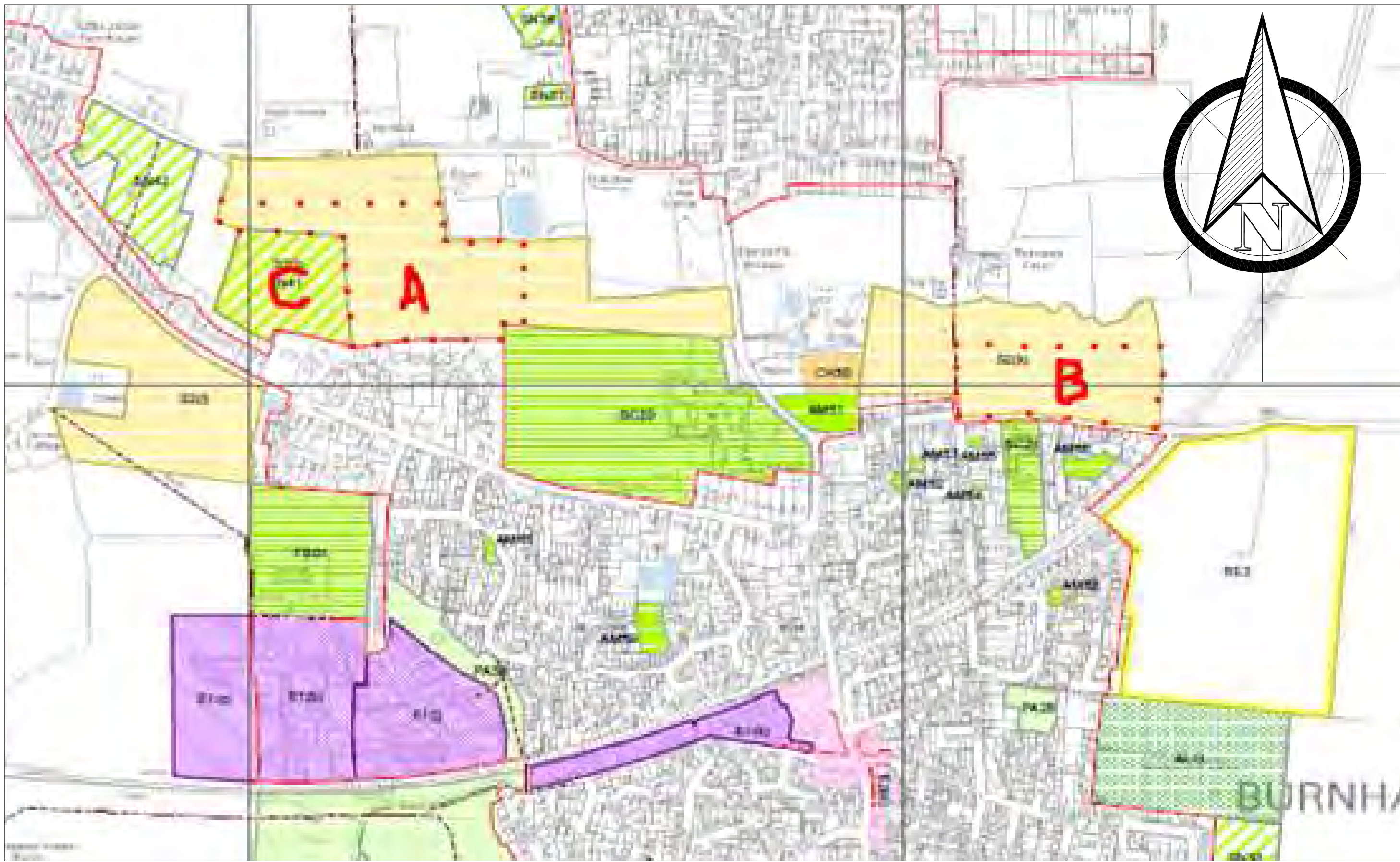
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1:100	1:100	1:100	1:100	1:100
1:50	1:50	1:50	1:50	1:50



LAND PARCEL S2(i) INDICATING POSSIBLE PROVISION OF 180 UNITS - SCALE 1:1000



LAND PARCEL S2(j) INDICATING POSSIBLE PROVISION OF 90 UNITS - SCALE 1:1000



SITE LOCATION PLAN - N.T.S.

0213-5491-S2-1234

note
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Sketch proposals are for illustrative purposes only and as such are subject to detailed site investigation. Sketch proposals may be based on interpretations of OS data and interpretations of existing site features and will therefore need to be verified by survey.

Do not scale. Only figured dimensions to be worked to, any dimensions are to be reported to Parc Design Solutions Ltd.

notes			

rev.	date	by	detail

site
Land at Burnham on Crouch Sites S2(i) and S2(j)

client
Pigeon
drawing title
Indicative Layouts

drawn	checked
AP	
scale	date
1:1000@A0	February 2014
drawing number	revision
PRE - S2 - 100	

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