

## **Matter 2 Strategic Housing Growth**

### **Burnham – on – Crouch Strategic Allocations**

**Matter Statement prepared by Evolution Town Planning on behalf of Pigeon Land Ltd who are the developer of sites S2(i) and E1(q) and who control the land shown edged red and blue on the attached plan.**

This Matter Statement addresses the Inspectors questions, we have sought to avoid repetition of detail so this Statement should be read alongside our representations on policies S1, and S2.

#### **Question 1**

1.1 The Councils proposed OAN of 310 homes per annum needs to be considered in the light of the employment and affordable housing needs of the District. The Submission Local Plan in policy E1 seeks to provide a minimum of 2,000 net additional jobs. The Supplementary Statement to Assessing Maldon's Housing Requirements EB098.C states that (para 4.7) this level of housing will result in a decline in the working population of 490 people over the plan period. The Council consider that this will be offset by people working longer into old age, so that there will be a stable labour force over the plan period. For the Plan to be sound by being based on the most appropriate strategy and evidence base the OAN should be reassessed in order to deliver jobs as set out in policy E1. This housing figure should then be assessed to understand if it can be delivered in the light of the environmental and infrastructure constraints. The supporting text to Policy E1 notes the decline in manufacturing and energy generation in the District. The District must therefore plan for an increase in jobs to offset the impact of an ageing population, to support local businesses who need to expand and to deliver economic growth in line with the governments objectives for the planning system. The housing evidence base does not give certainty over the level of affordable housing required in the plan period and this should be investigated further by the Council.

## Question 2

2.1 Policy S2 does not meet the criteria set out in question 2, because in respect of Burnham-on-Crouch (Burnham) there is a more appropriate distribution that is supported by Council evidence. The change to the strategic allocations in Burnham from the 2012 draft local plan that proposed a 450 home development to the west of Burnham, including medical provision, highway upgrades and a potential railway crossing, early years, and primary school provision, and public open space and green infrastructure (ED087 page 26) is not soundly based or justified by the evidence. In 2012 development to the north and east of Burnham was discounted due to coalescence and highways issues (ED087 page 30), now development is proposed in these locations without clear evidence for the change. In particular no evidence has been put forward that the land to the west of Burnham cannot deliver higher levels of development.

2.2 The current submission policy for Burnham fails in the following areas:

- 1) 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 is decreasing. The population of Burnham is ageing at a faster rate than the rest of the country, and this rate 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 the Council has not allocated any of this new housing to Burnham to address the demographic problems there. Sufficient new homes will rejuvenate the population and provide the

demographic profile to sustain local employment, local facilities and the population to support the allocation of funding to support the health and welfare needs of the older age cohort that is rising exponentially.

- 2) The Submission Plan creates uncertainty over the delivery of infrastructure due to the lack of identified sites for infrastructure such as doctors, early year's education, open space, enhanced primary school provision, and a potential new rail crossing in the submission policies. There is uncertainty over the provision of funding due to the use of pooled contributions.
  - 3) The Council overestimates the level of housing that can be delivered from the north east and north west allocations. Taking into account the historic and environmental constraints we estimate this to be in the order of 170 and not 270 homes. This is set out in more detail in our S2 representations paragraph 3.25 onwards and Appendices 8 and 9.
  - 4) 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 in Burnham. Burnham is the second largest town in the District, with some 8,000 population, and has a hinterland of some 15,000 population. Limiting growth to Burnham which would serve its hinterland is not sustainable. Burnham has the District's only rail link to London meaning it is well placed to absorb housing and employment growth from the capital.
  - 5) The Council states that that Burnham 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.
- 2.3 The most appropriate strategy would be to seek to deliver higher numbers of homes in Burnham where possible. This would involve a larger mixed use development to the

west of Burnham which could then bring forward a greater number of houses and provide certainty over infrastructure delivery. On behalf of our clients we have submitted a planning application for 319 homes and a 50-60 bed care homes with 14 sheltered bungalows, a site for a medical centre, a nursery school, 4.32 hectares of employment land, 5 hectares of green infrastructure and a reserve primary school site. To date the statutory consultees have supported the proposal, and only the comments of the education authority are awaited. The responses to the planning application and the 2012 draft allocation support the deliverability of the site.

### **Question 3**

- 3.1 The S2 strategy does not meet the revised OAN of 310 homes because it does not allocate all the additional homes required despite the policy setting out that it seeks to meet the minimum requirements. Due to the Councils failure to allocate any of the increased housing proposed for the District in 2013 to Burnham the town will not grow in as sustainable a manner as Maldon and Heybridge. With the evidence showing Burnham has a population of 8,000 and a wider hinterland with rail links to London this is not a sound strategy based on the evidence.

### **Question 4**

- 4.1 With our experience of the planning application on the Burnham West site we are confident that a larger version of the allocation S2(i) can be delivered.

### **Question 5**

- 5.1 The Plan's OAN should not be based on the 2010 household projections. The NPPG paragraph 14 ref ID 2a-014020140306 states that in establishing housing need LPA's should "rely predominately" on secondary data such as the census and surveys, which is then backed up by information on local circumstances. The following NPPG paragraph 16 states that "where possible local; needs assessments should be informed by the latest information possible." We consider that the plans OAN is

unsound as it does not follow this guidance, particularly as the NPPG states that this type of secondary data should be the basis for establishing housing need.

#### **Question 6**

6.1 The plans OAN should take full account of the relevant market signals such as household formation rates that have been historically suppressed by the undersupply of housing so that unmet need is properly addressed. The OAN should also take account of the need for job growth in the District.

#### **Question 9**

9.1 To comply with the NPPF paragraph 47 the Local Plan must meet the full objectively assessed needs for market and affordable housing. As Policy S2 covers allocations in the main towns, rural allocations, and a windfall allowance it must meet the OAN.

#### **Question 10**

10.1 If it is concluded that the correct OAN is at least 310 dwellings per annum, our view is that it should be a main modification, because sites for a further 240 homes will need to be identified. This will require modifications to the plan.

#### **Question 13**

13.1 The Council proposes a 5% buffer to address the requirement of the NPPF paragraph 47. The Five Year Housing Supply Statement (EB096b) shows shortfalls in years 2009/10, 2010/11, 2011/12 and a 4 house surplus in 2012/13. The Five Year Statement shows a further shortfall for 2013/2014, and a shortfall is forecast for 2014/15. This would make shortfalls in 5 out of 6 monitoring years. The preceding years showed a better performance, however the under delivery in 5 out of 6 years at the present time requires a 20% buffer which the council should address.

#### **Question 14**

14.1 The Council should set out in paragraph 2.37 of the Plan a method of monitoring whether there is shortfall of housing so that circumstances in which the five year supply needs to change for example to include a 20% buffer can be identified and addressed. In the Council response to the Inspectors key Concerns CED10 the Council set out in Table 3 the number of planning applications received since April 2014. We include a table in **Appendix 1** showing that a number of these have been refused or withdrawn. In particular 7 applications have been refused by planning committee against the advice of officers demonstrating the difficulty of delivering housing in the District. If the LDF were modified to include an early review this would give the Council the opportunity to ensure that housing issues were addressed.

#### **Question 18**

18.1 The Plan should set out a housing trajectory with detailed figures showing when under performance in housing delivery will be made up.

#### **Question 20**

20.1 To be sound by being in accordance with national planning policy and positively prepared Policy S1 in bullet point 2 should state that housing will be delivered to meet objectively assessed needs.

#### **Questions 21 and 22**

21.1 As set out in the answer to question 2 above we have submitted a planning application for Burnham West on behalf of our clients. This extends the allocated site S2(i) and the employment allocation E1(q) beyond what is proposed in the Submission Local Plan. This has been done to ensure that the development can be provide homes and facilities that meet the needs of Burnham. As set out above in the answer to Question 2 the Council previously proposed to provide facilities for Burnham as part of the

Burnham West allocation. This would have provided more certainty over delivery. Also as set out in answer to Question 2, and in our Submission representations Burnham needs more homes, and these need to include a range of housing types, particularly to meet the needs of an aging population.

- 21.2 The Burnham West planning application is in full for 113 homes, the reconfiguration of the Maldon Road, the spine road through the development and associated infrastructure, and in outline for 185 homes, a 50-60 bed care home including 14 sheltered bungalows, 5 self-build market homes, 14 self-build affordable homes, a nursery school, 4.32 hectares of B1, B2, and B8 including a reserved site for a D1 medical centre, and a reserved site for a 2 form entry primary school. There is 5 hectares of open space part of which is in a large block to the south of the site part of which is spread in smaller areas throughout the development. The development provides the opportunity in future to cross the railway line to the south of the site to improve the highways infrastructure in the town.
- 21.3 Our aim with this proposal has been to address a range of local needs. We attach a location plan and site plan in **Appendix 2**. The design proposes a network of green infrastructure in a heavily treed landscape with public open space provision over and above policy requirements.
- 21.4 The roads and layout of the development has been designed to address the local character. Low density development such as the self-build-homes, open space and a primary school is proposed on the edge to create a low density urban edge, then development becomes denser further into the site. The Maldon Road will be reconfigured by creating a new road into the town. This will take traffic away from the existing homes immediately north of the application site who were been vocal objectors to the 2012 Local Plan proposal. The new entrance to the town will be a tree lined and low density area typical of an approach to a rural town. Low density bungalows have been proposed close to Chandlers to respect the residential amenity of these homes.

- 21.5 In respect of homes the application proposes 139 above that proposed in the submission allocation. A range of types are proposed, with affordable housing to meet the higher policy requirements of the Submission Plan rather than the lower requirements of the adopted Plan. A care home, and sheltered bungalows are proposed to provide for the aging population of Burnham.
- 21.6 This application proposes a 4.32 hectare employment area, designed to be an attractive location for business. The Council proposed an expansion of 3.4 hectares however in order to create a high quality new business area more space is required to provide choice and a quality environment. This will help support the role of Burnham as the main town on the Dengie Peninsular, and the aim of the District Council to provide an extra 2,000 jobs in the plan period.
- 21.7 The planning application proposes 5 hectares of open space including a single large area of 2.35 hectares of strategic space to the south of the site. The aim is to create an attractive green edge to the town that is well served with open space throughout the development.
- 21.8 Essex County Council has stated that if new housing is provided in Burnham-on-Crouch then new early year's childcare provision will be required. The application proposes a new children's nursery on a 0.75 hectare site that will provide both a good level of inside and outside space to meet local needs.
- 21.9 There could be a requirement for new or enhanced medical facilities in Burnham. Provision has been made for a reserve site for a new 600 square metre medical centre in the office area of the new business park. The reserve site will safeguard the provision of medical facilities in the town and has the potential to contribute to the existing facilities.
- 21.10 To safeguard the town in the event that it should require further school provision a site for a new primary school has been reserved as part of the planning application. This will be up to a two form entry school on a 2 hectare site.

- 21.11 These facilities address the requirements for the site set out in the 2012 Local Plan, and the requirements for Burnham set out in the Submission policy S6.
- 21.12 We consider that the site is justified, available, developable, sustainable, viable and deliverable in the plan period. The site was proposed for an allocation in 2012 when sites to the north and west of the town were rejected by the Council. The responses to the planning application from the professional consultees have been positive and only the education authority's response is awaited. County Highways, the Environment Agency, Natural England, Anglian Water, the Districts Archaeology Officer, Building Control, Conservation Officer, and Environmental Protection on contamination and noise have supported the principle of development of the scale and location proposed.
- 21.13 The wider Burnham West site is therefore well placed to deliver the housing, facilities and infrastructure the evidence to the Local Plan and the evidence set out in our Submission Representations on policies S2 and S6 shows is required in Burnham. The proposal is supported by the Councils resolution on the 10<sup>th</sup> July 2014 to support the delivery of sites in the LDP through planning applications and to support the delivery of other sustainable sites. As the site is adjacent to a town, and has a draft Local Plan allocation, and support for the principle from consultees as a result of the planning application we consider that the site is sustainable.
- 21.14 A number of planning applications have been proposed around Southminster and Stoney Hills to the north of Burnham. Neither of these settlements is proposed for strategic housing in the Local Plan. In Burnham itself a planning application has been submitted and refused on the reserve Site RE3 for 75 homes. This application was for 25 homes less than the capacity given to the site in the Local Plan. Another planning application was proposed and withdrawn on a boatyard that was at risk of flooding. This planning history shows that there are few opportunities for development around Burnham, reinforcing the need for the allocations at Burnham West to be enlarged.

21.15 We propose that Policy S2 should allocate around 325 homes to site S2(i) and around 4.3 hectares of employment land West of Burnham on Crouch. More homes could be allocated if other sites do not come forward or are reduced in size. Policy S6 should state that Burnham West site should include a site for enhanced medical provision, a site for a nursery school, 5 hectares of open space, provision for the elderly population, a reserve primary school site, and should allow for a future rail crossing. At 30 homes per hectare policy S2 should allocate 171 homes to site S2(j) and 30 homes to site S2(k).

## Appendix 1

Table ETP1 September 2014 (revised January 2015)

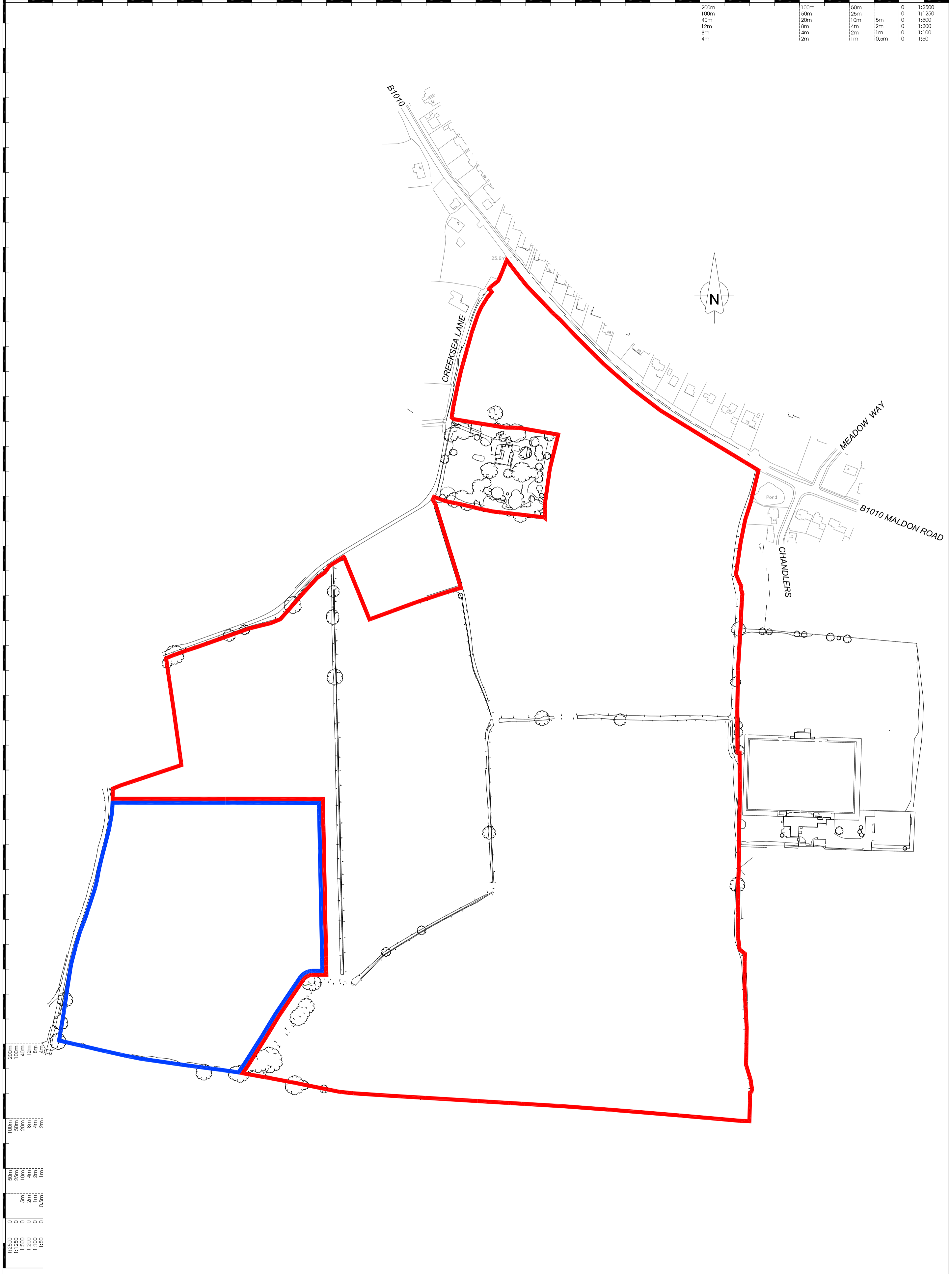
Site	Proposal	Ref no.	"Rec'd since April 2014"?	Planning status	Appeal status
South of New Moor Farm, Southminster	240 dwellings	14/00219/out	no	Refused AOA	Inquiry process started on 02/10/14
North of Burnham-on-Crouch (Stoney Hill)	80 dwellings	14/00845/out	yes	Undetermined	Unknown
West of Fambridge Road, North Fambridge	75 dwellings	14/00186/out	no	Refused AOA	Unknown
South of Marsh Road, Burnham-on-Crouch RE3	75 dwellings	14/00108/out	no	Refused AOA	Unknown
Petticrows Boatyard, Burnham-on-Crouch	55 dwellings	14/00251/out	no	Withdrawn	n/a
Hall Road, Great Totham	50 dwellings	13/00786/out	No	Refused AOA	Appeal started 10/12/14
Land to Rear of 50-58 London Road, Maldon	67 dwellings	14/00432/out	yes	Refused 28/10/14	Unknown
Hall Road, Heybridge	48 dwellings	13/01011/ful	No	Refused	Unknown
Tillingham Hall Farm, Tillingham	24 dwellings	14/00378/ful	yes	Withdrawn	n/a
Land Between Chandlers and Creeksea Lane, Maldon Road, Burnham-on-Crouch **Strategic Allocations site S2(i)	113 dwellings	14/00356/ful	Yes (in April)	Undetermined	Unknown
Land Between Chandlers and Creeksea Lane, Maldon Road, Burnham-on-Crouch **Strategic Allocation site S2(i)	185 dwellings	14/00356/out	Yes (in April)	Undetermined	Unknown
Land Off Park Drive, Maldon **Strategic Allocation site S2(g)	131 dwellings	14/00581/ful	yes	Approved 09/10/14	n/a
Builders Yard, Mill End, Bradwell-on-Sea, Essex	10 dwellings	13/00788/out	No	Refused AOA	Unknown
Drinkwater Farm, Maldon Rd, Bradwell-on-Sea	12 dwellings	14/00695/lde	yes	Lawful on 7/11/14	n/a
Land South of 53 Burnham Rd, Latchingdon	10 dwellings	13/00679/out	No	Refused AOA	Appeal allowed
Theedhams Farm, Steeple Rd, Southminster	94 dwellings	14/00613/out	yes	Undetermined	Unknown
74 Maldon Rd, Burnham-on-Crouch	11 dwellings	13/00408/ful	No	Refused AOA	Appeal allowed
Land adjacent Malone Cottage, Maypole Rd, Wickham Bishops	37 dwellings	14/00582/out	yes	Refused 02/10/14	Unknown
Land Opposite Beech Green, Tiptree Rd, Wickham Bishops	27 dwellings	13/01151/ful	No	Approved by committee on 05/08/14. DN awaited.	Unknown
The Former Timber Yard, Basin Rd, Heybridge	31 dwellings	14/00742/ful	yes	Refused w/e 28/11/14	Unknown
Land East of Wycke Hill, Maldon **Strategic Allocation site S2(c) (see Table 2)	120 dwellings	13/00763/out	No	Refused	Appeal in progress
		14/00698/out	yes	Approved by committee on 13/11/14. DN awaited.	Unknown
Land at junction of Maldon Rd / Church St, Goldhanger	14 dwellings	13/00839/ful	No	Refused	Appeal allowed
Land south of wycke hill maldon	1000	14/01103	yes	undetermined	n/a
Land rear of the corn mill tillingham	90	14/00903	yes	Not EIA	n/a
Land west of fambridge road fambridge	75	14/01016	yes	Approved by committee on 01/12/14. DN awaited.	n/a
Manor farm north fambridge	30	14/01018	yes	Approved by committee on 01/12/14. DN awaited.	n/a
Southminster West Business Park Scotts Hill Southminster (reserved matters for 13/00849)	117	14/00859	yes	undetermined	n/a
Land north east of The Bull gt totham	120	14/00870	yes	Not EIA	n/a
Holloway road heybridge	100	14/00990	yes	undetermined	n/a
Land south of new moor farm southminster	220	14/00939	yes	undetermined	n/a
Land rear of the corn mill tillingham	90	14/01024	yes	undetermined	n/a

Key	Total homes refused = 788* <sup>668</sup> (AOA= against officer approval)	Of the total refused 35 homes have so far been allowed at appeal. With 410* <sup>290</sup> now in appeals	Undetermined = 1999 homes	Withdrawn = 79 homes	Approved by MDC (DN issued) or at appeal by January 2015 = 166 homes. With a further 252* <sup>132</sup> approved by planning committee and pending DN.
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\* These figures include the 120 dwellings proposed at Land East of Wycke Hill, Maldon. This site is the subject of two procedures currently; an appeal against a refusal and a subsequent planning application which is currently recommended for approval. It is not known which scheme will be ultimately successful so for the time being this proposal is effectively double-counted. Therefore reduced figures are included in superscript text for reference.

## Appendix 2

200m	100m	50m	0	1:2500
100m	50m	25m	0	1:1250
40m	20m	10m	0	1:500
12m	8m	4m	0	1:200
8m	4m	2m	0	1:100
4m	2m	1m	0	1:50



200m	100m	50m	0	1:2500
100m	50m	25m	0	1:1250
40m	20m	10m	0	1:500
12m	8m	4m	0	1:200
8m	4m	2m	0	1:100
4m	2m	1m	0	1:50

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

**site**  
 Proposed Residential Development  
 MALDON ROAD, BURNHAM-ON-CROUCH  
**drawing title**  
 Location Plan

<b>drawn</b> SC	<b>checked</b> SC
<b>scale</b> 1: 2500 @ A2	<b>date</b> April 2014
<b>drawing number</b> 010 - 004 - 003	<b>revision</b> A

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