

**KNOWSLEY LOCAL PLAN: CORE STRATEGY**

**STATEMENT OF COMMON GROUND**

Between

**KNOWSLEY METROPOLITAN BOROUGH COUNCIL**

And

**THE HIGHWAYS AGENCY**

In respect of:

- The Council's Proposed Modifications (dated September, 2014) to the Knowsley Local Plan: Core Strategy (the "KLPCS");
- The Highway Agency's response (dated 12 November 2014) to the Council's consultation on the above mentioned Modifications (Representor ID: 204);
- Knowsley Metropolitan Borough Council's existing transportation evidence published in support of the KLPCS; and
- Knowsley Council's intention to prepare Supplementary Planning Documents ("SPDs") to be supported by further evidence concerning transport issues covering proposed Sustainable Urban Extensions ("SUEs") identified in the KLPCS.

## **1 Introduction**

1.1 This Statement of Common Ground (SoCG) has been prepared to identify areas of agreement between the Highways Agency ("the Agency") and Knowsley Metropolitan Borough Council ("the Council") on matters relating to the KLPCS.

1.2 Specifically it relates to:

- The Council's Proposed Modifications (dated September, 2014) to the KLPCS;
- The Agency's response (dated 12 November 2014) to the Council's consultation on the above mentioned Modifications;
- The Council's existing transportation evidence published in support of the KLPCS; and
- The Council's intention to prepare SPDs to be supported by further evidence concerning transport issues covering proposed Sustainable Urban Extensions identified in the KLPCS.

## **2 Background**

2.1 The Council is currently preparing the KLPCS. The KLPCS is undergoing an Examination in Public by a Government Planning Inspector. To address issues which have arisen during the Examination the Council proposes to modify the submitted KLPCS. The Proposed Modifications to the KLPCS are set out in the "Knowsley Local Plan Core Strategy: Schedule of Proposed Modifications to the Submission Document", September 2014 (Examination library reference CS08). This Schedule was subject to an 8-week public consultation period which closed on 14 November 2014.

2.2 The Highways Agency submitted representations (dated 12 November 2014) concerning the following policies of the Proposed Modifications to the KLPCS:

- Policy SUE1 "Sustainable Urban Extensions and Safeguarded Land";
- Policy SUE 2 "Sustainable Urban Extensions - Development Principles"
- Policy SUE 2a) "Sustainable Urban Extension - Knowsley Lane, Huyton"
- Policy SUE 2b) "Sustainable Urban Extension - East of Halewood"; and
- Policy SUE 2c) "Sustainable Urban Extension - South of Whiston and Land South of M62".

2.3 These representations also note the Agency's concerns regarding the Council's transportation and highways evidence base (the Transport Feasibility Study, AECOM, 2012 Examination library ref: EB10 and Core Strategy Transport Modelling Mott MacDonald, 2012 Examination library ref: EB11). These concerns relate to the degree of consideration given to the

strategic road network and the potential need for further evidence to support the proposed modifications to the KLPCS.

2.4 The Council is preparing three draft SPDs to guide the development of the proposed Sustainable Urban Extensions outlined above in relation to policies SUE 2a-c (inclusive). These SPDs will provide further guidance to supplement these policies. This process commenced in June 2014.

2.5 The Council's Request for Quotation (RfQ) document<sup>1</sup> indicates that:

- the completed strategic development framework for each of the three SUEs will each be developed into an SPD for public consultation and adoption by the Council; and
- external stakeholder groups comprising "key landowners and their representatives" for each Sustainable Urban Extension will be consulted from an early stage in the process and for the avoidance of doubt this will include the Agency.

2.6 For the South of Whiston and Land South of M62 SUE, the Council has also commissioned consultants Mott MacDonald to prepare a 'South Whiston and Land South of M62 – Preliminary Highway Design Study'. This study will provide further evidence to inform the SPD for this site. It will provide:

- Stage 1: a further assessment of highway capacity and flows; and
- Stage 2: any measures that will be needed to mitigate impacts arising from the proposed development of the site on traffic generation across the highway network.

2.7 Further information regarding the scope and role of this study is outlined in the project proposal document (see Annex A).

### **3 Matters of Agreement**

3.1 **Both parties agree** that the Proposed Modifications to the KLPCS (September 2014) provide an appropriate policy framework to ensure that highway mitigation measures required to address the impact of the development on traffic generation in the wider area are effectively delivered.

3.2 **The Council agrees that:**

- a) it shall take appropriate steps to ensure that its appointed consultants who are assisting the Council in preparing the proposed SPDs (as referred to in policies SUE2a to SUE 2c) of the Proposed Modifications to the KLPCS) will seek the views of the Agency at an early stage in

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<sup>1</sup> "Sustainable Urban Extensions Supplementary Planning Documents - Request for Quotation Document", KMBC, 2014 – reproduced as appendix 4 of the Council's Technical Report "Sustainable Urban Extensions", June 2014 (Examination library reference TR07)

accordance with the Council's published SUE SPD Request for Quotation document.

- b) it shall take appropriate steps to ensure that its appointed consultants who are assisting the Council in preparing Stage 1 and 2 of the 'South Whiston and Land South of M62 – Preliminary Highway Design Study', will seek the views of the Agency at an early stage.
- c) The proposed SPDs (as referred to in policies SUE2a to SUE 2c) of the proposed modification to the KLPCS) are intended to provide guidance concerning how the policies of the statutory development plan in whatever form that has been adopted at the time apply to development proposals affecting the sites. This guidance shall include (inter alia) infrastructure needed to mitigate any adverse impacts that the development of the sites may otherwise have on the highway network affecting the sites. The guidance shall also be sufficiently flexible to be capable of responding to changes in circumstances (such as to economic conditions or evidence of development needs) which may occur between adoption of the SPD and completion of the development.
- d) It will work constructively with the Agency at all stages in the development of the SUEs, including during the development of master planning and the assessment of any related planning applications.

### **3.3 The Highways Agency agrees that:**

- a) the Agency's representations (dated 12<sup>th</sup> November 2014) regarding the Proposed Modifications to the KLPCS are to be withdrawn in full. This is on the basis of the additional information provided by the Council relating to the emerging SUE SPDs and associated transportation evidence and the commitments outlined within this statement.
- b) it will co-operate with the Council and its consultants in the proposed consultations detailed above in paragraph 3.2
- c) It will work constructively with the Council and relevant landowners at all stages in the development of the SUEs, including during the development of master planning and the assessment of any related planning applications.

Signed on behalf of Knowsley Metropolitan Borough Council	Signed on behalf of the Highways Agency
	
17/12/14	10/12/14
Lisa Harris	Steven Lee
Assistant Executive Director of Regeneration and Housing	NDD North West Asset Development Team Leader

ANNEX A

**Proposal Letter -South Whiston and Land South of M62 – Preliminary Highway  
Design Study (Mott MacDonald, 2014)**



Our ref 344660JW\130814

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Your ref

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Municipal Buildings  
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17 October 2014

### South Whiston and Land South of M62 - Preliminary Highway Design Study

Dear Hannah

Further to our recent discussions, please find below our updated proposal for undertaking a study into the highway impacts of developments in South Whiston and on land south of M62.

It is our intention for the study to utilise the updated Liverpool City Region Transport Model (LCRTM), which has recently been completed by Mott MacDonald on behalf of Merseytravel and the Merseyside Districts. The updated model has a base year of 2012 (previously 2008) and default forecast years of 2020 and 2030 (previously 2014 and 2024) have been developed.

The following data has been used in LCRTM for the purpose of forecasting transport demand:

- **Housing** – growth in housing has been derived from data provided to Mott MacDonald by Knowsley Council in March 2014 relating to the quantity, location and phasing of housing set out in the Local Plan and SHLAA. Similar data was provided by each district.
- **Employment** – growth in employment in Knowsley has been derived from the Liverpool Enterprise Partnership (LEP) policy on economic forecasts, supplied to Mott MacDonald in March 2014 by Merseytravel. It is worth noting that only Knowsley Industrial Park was identified explicitly within the overall growth projection for the district.

We propose a two stage approach to the study:

#### Stage 1 – Application of LCRTM to Identify Network “Hot Spots”

#### *Agreement of input parameters*

We will set up and run LCRTM at the default forecast year of 2030, which will be taken as a proxy for the year at which the developments will be fully built out. Given the data requirements it is beyond the scope of this study to derive additional forecast years over and above the default years.

Two scenarios are required, i.e.:

- A Do Minimum (DM) – excluding the development sites in the study
- A Do Something (DS) – including the development sites in the study

For the development sites that are to be included in the study, we will agree with Knowsley Council the quantum and location of housing and employment to be taken forward. These data will be compared against those that are already included in the default 2030 forecast models and where appropriate adjustments will be made to reconcile the datasets.

#### *Set up and run External Forecasting Module (EFM)*

All forecast data will be entered into LCRTM's external forecasting module (EFM), which is a database application used to derive forecast number of trips based on a set of planning inputs, including household and employment projections.

#### *Set up and run LCRTM*

LCRTM will be run using the output from EFM. The model will take into account variable demand responses, thus taking into consideration travellers' choices in terms of mode, destination and time of travel. The final choice in the model will consider the assignment of vehicles on the highway network in the AM and PM peak hours, from which the impact of the developments in terms of road traffic can be assessed.

#### *Identify hot spots*

LCRTM is a link based model. It has not been designed to give detailed forecasts of turning movements, degrees of saturation, queue lengths and signal times. As such it is only possible to identify from the highway assignments the degree to which traffic on a given link is approaching, or exceeds the theoretical link capacity and hence where traffic conditions are likely to result in delays to road users. It is not possible to determine junction performance and delays; however the identification of where links are overloaded can be used to highlight junctions that may require detailed analysis outside of the model system (and undertaken in Stage 2 of this study).

It will be necessary to compare the hot spots in the DM and DS to highlight those links where the development results in a significant deterioration in the available capacity (or a worsening of over-capacity).

#### *Reporting*

The findings from Stage 1 will be provided in a written report and presented at a meeting with Knowsley Council. The written report will document the assumptions used in forecasting in terms of inputs into the







[REDACTED]

[REDACTED]

In terms of timescales, work on Stage 1 could commence the beginning of November (although we may contact the Council to clarify input assumptions before then). Our written report will be issued by Friday 12<sup>th</sup> December; however we will provide headline findings two-weeks before this (Friday 28<sup>th</sup> November).

The study will be procured under the existing Single Party Framework Agreement and the terms and conditions under that contract will therefore be applicable.

I trust that we have interpreted your brief correctly and that our proposal meets with your satisfaction. If you have any further queries please do not hesitate to contact Eddie Mellor or myself.

Yours sincerely

Nick Green