

KNOWSLEY LOCAL PLAN: CORE STRATEGY

KNOWSLEY METROPOLITAN BOROUGH COUNCIL

HEARING STATEMENT 3B

Matter 3 HOUSING PROVISION

Issue 2: Whether the broad distribution of housing development across the borough is consistent with the spatial strategy and the evidence base.

Questions

3.6 What is the reasoning behind the broad distribution of new housing in policy CS 3? Is it consistent with any evidence of need within the four main sub-areas and the overall spatial strategy for the borough? Would the proposed distribution lead to any significant change in the relative roles and functions of the settlements within the sub-areas? Given the limited capacity for further housing in the urban area of Halewood, does the KLPCS make adequate provision to at least maintain Halewood's relative role among the four main townships?

3.6.1 The Council's evidence base demonstrates the need for different types of new housing across the whole Borough. The majority of the Council's evidence is indicative of Borough-wide needs and demands (i.e. within the scenarios set out in chapter 7 of the Planning for Housing Growth Technical Report (TR01)). The Strategic Housing Market Assessment (SHMA) (EB04) sets out indicative shortfalls of affordable and market housing in each of the township areas (chapter 13, pages 173-177 (EB04)), which evidence widespread needs across the Borough and in particular indicative shortfalls to meet recorded aspirations for homes in Huyton, Halewood and Prescott, Whiston, Cronton and Knowsley Village.

3.6.2 Bearing in mind this overarching need for housing, the KLPCS aims to marry opportunity and need for housing across Knowsley. Given the interlinked nature of the housing market area within which the townships are located distribution has been heavily influenced by the availability of sustainable development locations. The Council considers this to be a legitimate approach, given that specific needs which can be attributed to individual townships on the basis of available evidence (i.e. the SHMA, as referenced above) will be met.

3.6.3 The opportunities for residential development include existing sites within the urban area (as identified in the Strategic Housing Land Availability Assessment (SHLAA) (EB01) and its update, the Housing Position Statement (SD22)), and Green Belt broad locations identified in policy CS5, considered to be suitable for longer term residential development. Ensuring that the strategy for new residential development is deliverable and sustainable has been a high priority for the Council. Therefore, the most suitable locations for

new homes have been prioritised. The Council considers that there is no evidence to suggest any of Knowsley's settlements should receive a different proportion of housing development than has been indicated in policy CS3 (notwithstanding the modification discussed in paragraph 3.6.8 of this Statement).

- 3.6.4 Knowsley's major settlements of Huyton, Kirkby, Prescot/Whiston and Halewood play complementary roles as suburban townships within the Borough. They are all closely linked with adjoining urban areas in Liverpool and St.Helens, and therefore cannot be considered to be stand-alone settlements. It is not expected that the scale of residential development proposed in the KLPCS would significantly alter the role played by any of Knowsley's settlements relative to each other, or their role within the Liverpool City Region. Rather, through the delivery of the sustainable development options for residential development, facilitated by the Local Plan, each settlement will be able to continue its role as a suburban township with increased ability to meet the housing needs of its own residents, residents from elsewhere within Knowsley, and residents seeking to move to the area.
- 3.6.5 Table 1 shows the impact of the new residential development planned within the KLPCS on the role of the settlement areas in Knowsley. This demonstrates the percentage of population and dwellings within each township area as at 2011, then adds the additional residential development planned over the period up to 2027/28. This includes all residential development sources identified within the KLPCS housing trajectory, including commitments, allocations, SHLAA sites and reserve Green Belt broad locations. Finally, assuming all dwellings are completed as per the trajectory, including delivery in excess of the plan period target of 8,100, the table shows the percentage of dwellings which would be located in each township area in 2028.

Table 1: Population and New Residential Development – Knowsley Townships

Township Area	Population 2011		Dwellings 2011		New residential development 2010/11-2027/28		Dwellings 2028	
	Gross	%	Gross	%	Gross	%	Gross	%
Huyton and SBV	56221	38.54	24887	38.48	3496	36.35	28383	38.33
Kirkby	41154	28.21	18422	28.48	1518	15.78	19940	26.93
PWCKV	28402	19.47	12580	19.45	3012	32.30	15592	21.06
Halewood	20116	13.79	8791	13.59	1332	15.57	10123	13.67
Total*	145893	100.00	64680	100.00	9364	100.00	74044	100.00

**Figures may differ from totals slightly due to rounding*

Source: Census 2011, Council tax records at 2011, Housing Position Statement (SD22) and Technical Report: Planning for Housing Growth (TR01).

- 3.6.6 Overall, this shows very limited change between 2011 and 2028 in Huyton and Stockbridge Village (SBV) and Halewood in terms of their relative roles (continuing to accommodate approximately 38% and just under 14% of Knowsley's dwellings, respectively). Kirkby's role is shown as having diminished to a small degree (down from 28.5% of dwellings to 26.9% of dwellings), while the Prescot, Whiston, Cronton and Knowsley Village (PWCKV) area's role has increased slightly, from 19.5% to 21.1% of dwellings. These changes reflect the limited opportunities for residential development in Kirkby, and the more significant development opportunities in Prescot and Whiston, particularly in the reserve Green Belt location to the south of Whiston (location 8). Given these very small scale changes to the overall proportion of dwellings within each township area, it is expected that the role and function of each of the areas will not change significantly. This is consistent with the overall spatial strategy for Knowsley, as set out in policy CS1, which proposes that the settlement hierarchy in Knowsley will be maintained during the plan period.
- 3.6.7 It is noted through the SHLAA (EB01) and its update within the Housing Position Statement (SD22) that Halewood has limited opportunities for residential development within its urban area, having capacity only for 373 dwellings between 2010/11 and 2027/28, amounting to just 5% of the identified supply of housing in the wider Borough's urban area. The reserve broad location within the Green Belt at Halewood (identified in policy CS5, location 7), has an indicative capacity of 1124 dwellings (as set out in the Green Belt Technical Report (TR03)). This sustainable urban extension would therefore better enable Halewood to contribute towards overall housing growth in Knowsley. As demonstrated in Table 1, it is expected that if residential development planned within the KLPCS for Halewood is delivered by 2028, (both in the urban area and longer term, within the Green Belt), this will enable Halewood to maintain its current role as accommodating approximately just under 14% of Knowsley's dwellings, and hence maintain its relative role amongst the township areas.
- 3.6.8 The information in Table 1 of this Statement (under the column "New residential development", percentages) differs slightly from that presented in policy CS3, with regard to the broad indicative distribution of new housing between Knowsley's settlements. The reason for these differences is that since the publication of the KLPCS in November 2012, the Council updated a range of housing data, as set out in the Housing Position Statement (SD22). This included revisions to previously recorded housing monitoring data, as well as updates to the urban housing land supply position (through an updated SHLAA exercise). This gave slightly different completion and supply positions to those previously recorded.
- 3.6.9 Updates to analysis of housing delivery and supply in terms of township distribution will continue over the plan period, reflecting the findings of monitoring and SHLAA exercises. It may be that the results of these updates mean that there are slight year-on-year alterations in terms of the distribution of new housing over the plan period. Notwithstanding this, it is recognised that the KLPCS policy, in its indicative capacity, should still reflect the most up to

date evidence available. Therefore, the Council is content to consider a modification to policy CS3, changing the percentages stated to accord with revised evidence. These changes are relatively minor in nature, and hence the Council does not consider that to make them will materially affect the soundness of the Plan, or its approach to housing distribution.

Potential Main Modification*

Amend policy CS3 clause 2 to read:

“The broad indicative distribution of new housing development to be delivered over the plan period will be as follows: Huyton and Stockbridge Village (~~33%~~)(36%); Kirkby (~~15%~~)(16%); Prescott, Whiston, Cronton and Knowsley Village (~~33%~~)(32%); and Halewood (~~19%~~)(16%).”

3.6.10 To complement the above modification, the Council would consider further modifications to the supporting text for policy CS3.

Potential Additional Modification*

Amend paragraph 5.21 to read:

“[...] The remaining township areas will receive between ~~15%~~16% and ~~33%~~36% of new residential development, depending on their individual needs, and availability of opportunities for location of additional residential development in each area. It is expected that the percentages stated in Policy CS3 may be subject to minor alteration over the Plan period, as evidence regarding delivery and supply is updated. These changes will be reflected in the Local Plan Monitoring Report.”

3.7 How will implementation of the proposed broad distribution be managed? What happens if, over time, housing delivery does not accord with the proposed broad distribution - is it necessary to have a contingency in place or to specify a certain level of deviation which would trigger a review of the policy?

3.7.1 As stated in Policy CS3, the distribution of new housing development is broad and indicative in nature. It also covers the whole plan period up to 2027/28.

3.7.2 The Council considers that it would be unnecessarily restrictive to implement the distribution element of Policy CS3 as a requirement which could trigger an effective restriction on the delivery of new housing in any one area. As demonstrated in the Council’s response to question 3.6 of this Statement, it is important that each township area is able to continue to accommodate new housing and that this process is facilitated by the KLPCS. This is in order that township roles within Knowsley’s settlement hierarchy can be maintained, and the overall targets for Borough-wide housing growth can be delivered. The Council seeks to implement a strategy within the KLPCS which is deliverable and therefore must be flexible to cope with different market conditions, as well

as the emergence of new opportunities for housing delivery. To implement an effective moratorium in any one township area would be unduly limiting to developers seeking to deliver new homes in Knowsley. In the Council's view, there is no evidence on which to base such an approach.

- 3.7.3 The preparation of the Local Plan: Site Allocations and Development Policies (KLPSADP) will enable the Council to identify in detail the sites to be allocated for new residential development. This will include the allocation of sites identified at that time through the SHLAA, and allocation of the reserve and safeguarded Green Belt broad locations, for new residential development. This process will be supported by an extensive "call for sites" and consultation process, which may result in additional housing land supply being identified. The methodology for residential site allocations will be implemented with reference to policy CS3 clause 2, as general guidance regarding the broad indicative distribution of new residential development between the township areas. The preparation of the KLPSADP will also be accompanied by a range of detailed assessments, including SA/SEA, which will highlight the implications of any movement away from the indicative distribution of new residential development identified in policy CS3. The Council considers this to be a realistic and flexible approach to progressing Local Plan preparation and facilitating the appropriate delivery of new residential development.
- 3.7.4 The Council intends to monitor housing delivery on at least an annual basis to determine the number and proportion of new dwellings delivered in each township area. It will also continue to monitor the housing land supply in each of the township areas on an annual basis through the SHLAA and Monitoring Report processes. This will enable the Council to review performance against policy CS3 clause 2 over the plan period. These monitoring and review processes will be used to inform the potential need for and timing of any future review of the KLPCS. In the meantime, the Council is content that policy CS3 can be implemented without the need for any additional triggers or review mechanisms in relation to the distribution of housing delivery.

***Note regarding modifications process**

The suggested potential modifications to the KLPCS set out in this statement are put forward to assist the consideration of this matter at the hearing sessions. These and any other potential modifications would need to be approved by the Council's Cabinet and undergo formal public consultation before being considered for inclusion in any version of the KLPCS which is finally adopted.