

Kirkby Town Centre - Housing Report

An alternative vision for homes in the centre of Kirkby

February 2020 - v1.0

"Never doubt that a small group of thoughtful, committed citizens can change the world. Indeed, it's the only thing that ever has." - Margaret Mead

www.visionkirkby.org.uk



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Executive Summary

This report outlines Vision Kirkby's view on the current housing needs in Kirkby and how they are being met by Knowsley Council. The report draws upon numerous different sources of information to assess Knowsley Council's current plan for local housing against the revised housing need figures calculated in line with National Planning Policy.

The report outlines potential opportunities and implications involved with the increased provision of housing within Kirkby specifically in relation to the Town Centre.

The report goes on to present alternative proposals for addressing housing need within the Town Centre with a focus on town centre regeneration and current housing supply within Kirkby.

The plan forms part of a wider vision for Kirkby Town Centre being developed in collaboration with the local community and available to view at <u>www.visionkirkby.org.uk</u>.



Introduction

Vision Kirkby believe there is a major threat to the existence of one of Kirkbys largest central green spaces and the possibility of a large and sudden population increase in Kirkby which could negatively affect the quality of life and availability of services for residents.

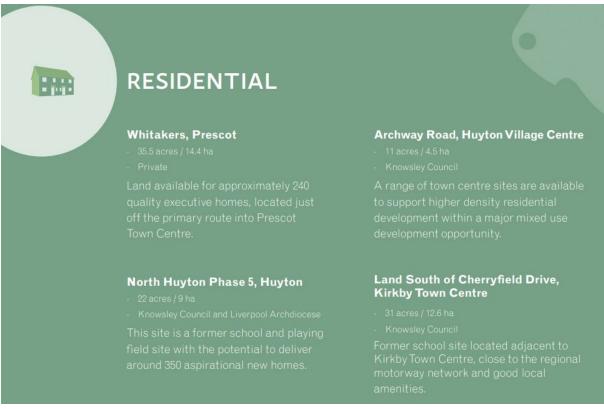
We believe there are currently around 50,000 people living in Kirkby.

Notice to retailers

We believe a notice has been issued to retailers within Kirkby Town Centre on behalf of Knowsley Council informing them of an intention to build approximately 700 new homes on the former All Saints School site and surrounding greenspace..

Land For Sale

Knowsley Council has listed for sale 31 acres of land South of Cherryfield Drive on the former site of All Saints High School specifically for residential development.



https://www.discoverknowsley.co.uk/wp-content/uploads/2019/03/latest-opportunities-in-knowsley.pdf



Knowsley Cross Marketing Material

Marketing Material for "Knowsley Cross Retail Park" from Cheetham & Mortimer shows land for future major residential development.



https://cheetham-mortimer.com/wp-content/uploads/2019/07/Knowsley-Cross-Retail-Park-Kirkby.pdf

Strategic Housing Land Availability Assessment (SHLAA)

The former All Saints School Site is included in Knowsley's SHLAA - 2012 update.

"Land in Council ownership, formerly used as a school. The site was submitted via the Call for Sites process by a third party in 2011. The site is not longer required for education or sporting provision and has been identified as surplus by the Council's asset review. The site is largely free from constraints and available for development now.

The site has been identified as surplus and is currently available for alternative uses. The site has therefore been included in the 0 - 5 year SHLAA supply."



Site ID: Address: Township Existing Use: Capacity Source: rea Partnership oard:	K0431 Former All Saints School Cherryfield Drive Kirkby School and outdoor sporting provision Urban Brownfield South Kirkby	Gross Site Area: 11.7 Net Site Area: 8.775 Density: 30 Yield: 263 Plan Period: 0-Syrs		
SUITABILITY Physical Constrain Un-Neighbourly L Contaminated: Access: Primary School (6 Local Centre (800 Health Centre (10 Railway Station (Bus Stop (200m) Suitability Score: To	Jses: 8 Multiple or Difficult Land Ownership: 10 68 Owner willing to sell?: 5 68 Availability Score: 20 90m): 3 ACHIEVABILITY 9000m): 3 ACHIEVABILITY 9000m): 3 Attractive Local Environment: 3 900m): 3 Attractive Local Environment: 3 900m): 0 Abnormal Costs: 5 100 0 New Infrastructure: 5			
Site Survey Comments:	Land in Council ownership, formerly used as a school. The site was submitted via the Call for Sites prr sporting provision and has been identifed as surplus by the Council's asset review. The site is largely f			
Conclusion:	The site has been identified as surplus and is currently available for alternative uses. The site has then	refore been included in the 0 - 5 year SHLAA supply.		

http://www.knowsley.gov.uk/pdf/EB01_StrategicHousingLandAvailabilityAssessment-2012.pdf

Knowsley Local Plan

Curiously the Knowsley Local Plan online Policies Map indicates the area in question as "Urban Greenspace and Education Land" with a link to Policy CS21 Entitled "Greenspaces and Trees" which goes on to state:

"New development which would result in the loss of urban greenspace, will not be permitted unless at least one of the following criteria are met:

a) A surplus of provision for all types of greenspace would be maintained relative to local standards;

b) The land is considered unsuitable in terms of size, location or character to prevent or address individual deficiencies of different types of greenspace relative to local standards;

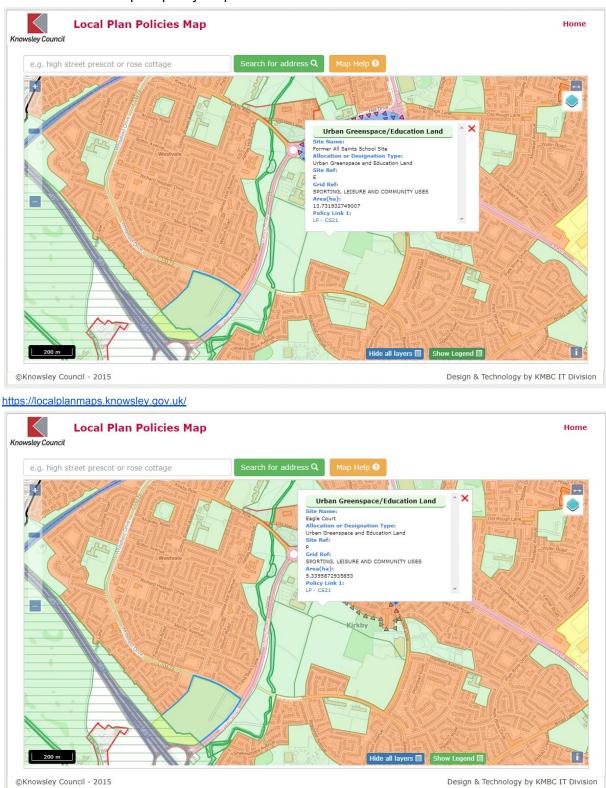
c) Appropriate mitigation is provided through replacement facilities of at least an equal quantity, quality and accessibility;

d) The development is required to improve greenspace provision or for ancillary facilities to support sport or recreation; or

e) Where the proposal relates to the loss of indoor or outdoor sports provision, and there is no evidence of future or continuing need for sports use, or alternatively only land incapable of forming a playing pitch or sporting facility is affected and its release accords with either clause 2)a) or 2)b)."

https://localplanmaps.knowsley.gov.uk/documents/knowsley-local-plan-adopted-core-strategy.pdf#page=169





See below for local plan policy maps as of 12/12/2019.

https://localplanmaps.knowsley.gov.uk/



Supply and Demand

Residential Supply

In Kirkby alone there have been at least 425 new homes built in the last 5 years¹.

1-https://www.investknowsley.co.uk/major-projects/kirkby-town-centre/

Knowsley Housing Strategy

According to Knowsley Councils 'Housing Strategy 2016-2021'2

"Knowsley's population of 146,407 is expected to rise by 6% by 2028. In addition, the number of people per household in Knowsley is expected to reduce by approximately 0.05 people per household every five years up to 2037. Smaller household sizes leads to a need for a greater number of households. Given this expected growth in both population and households, it is essential that the supply and demand for housing is addressed."

"The Knowsley Local Plan sets the target for new housing development in the borough, with an aim to build 8,100 new homes by 2028; with a target of completing 450 new homes each year (1,500 have been delivered since 2010)."

2-http://www.knowsley.gov.uk/knowsleycouncil/media/Documents/knowsley-housing-strategy-2016-2021-building-on-success.p

National Planning Policy 2018 - The 5 year housing supply

According to a report carried out and published by White Young Green (WYG) in May 2018 titled '<u>North West 5 Year Housing Supply</u>'³

"With the recent publication of the new draft National Planning Policy Framework, it is becoming increasingly clear that the Government's proposed new methodology for calculating objectively assessed housing need (OAN) is likely to come into force as previously suggested. This will have a major impact on the five year housing supply position, with many local authorities in the North West seeing their OAN dramatically reduced; meaning that many more are likely to be able to demonstrate having a five year supply than at present."

The following infographic indicates the suggested housing supply position of various local authorities based both on previous and revised methods for calculating objectively assessed housing need (OAN).



NORTH WEST **5 YEAR HOUSING SUPPLY** May 2018 Less than 3.0 years Less than 5.0 years **Current housing** Supply based on 5.0 - 5.9 years land supply position new OAN 6.0 - 9.9 years 10.0 - 19.9 years 20.0 years or more

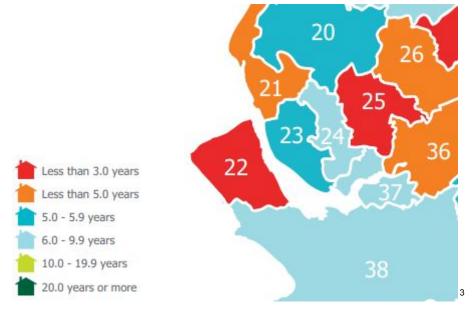
www.wyg.com

creative minds safe hands 3



It can be seen from the infographic that Knowsley (No.24) performs particularly well when it comes to being able to demonstrate a 5 year housing supply availability under either methodology.

Using the previous calculation method WYG suggest that Knowsley would have been able to demonstrate a fairly healthy 6.0-9.9 years housing availability, as below.



Using revised methodology WYG suggest Knowsley would be able to demonstrate a very healthy 10-19.9 years.



Which begs the question: why do Knowsley Council consider building 8100 new homes before 2028 or indeed **700 houses on the former All Saints School site in Kirkby** a necessity?

3-https://www.wyg.com/uploads/files/pdfs/WYG-NorthWest-5yrHLS-research_May2018.pdf



National Planning Policy 2019 - The Standard Method

In February 2019 the goalposts for housing assessment changed again and the revised draft <u>National Planning Policy Framework</u>⁴ required local authorities to calculate Objective Housing Need in line with the 'standard method' as defined below.

What is the standard method (in its current guise)?

24. The standard method (in its current guise) is set out in the PPG¹⁰. It replaces the detailed PPG guidance on assessing housing need¹¹. In summary, in its current form, it consists of three steps:

Step 1 – Setting the Baseline. Using the latest household growth projections¹², calculate the projected average annual household growth over 10 year period (beginning with the current year).¹³

Step 2 – Adjustment for affordability. This is based on the area's median work-based affordability ratios for the area. For each 1% increase in the ratio of house prices to earnings, where the ratio is above 4, the average household growth should be increased by a quarter of a percent. No adjustment is applied where the ratio is 4 or below. The formula is expressed as below:

 $\label{eq:adjustment} \textit{Adjustment factor} = \Bigl(\frac{\textit{Local affordability ratio} - 4}{4}\Bigr) x \ 0.25$

Step 3 – Capping the Increase. A cap is then applied. This is 40% above one of the following figures: (a) where strategic policies for housing were adopted (or have been reviewed without needing updating) within the last five years, the average annual housing requirement figure set out in those figures; or (b) where strategic policies have not been adopted or reviewed within the last five years, the higher of (i) the projected household growth for the area over the 10 year period identified in step 1 or (ii) the average annual housing requirement figure set out in the strategic policies (if a figure exists).

5

"A 5 year land supply is a supply of specific deliverable sites sufficient to provide 5 years' worth of housing (and appropriate buffer) against a housing requirement set out in adopted strategic policies, or against a local housing need figure, using the standard method, as appropriate in accordance with paragraph 73 of the National Planning Policy Framework." https://www.gov.uk/guidance/housing-supply-and-delivery#year-housing-land-supply

5-https://cornerstonebarristers.com/cmsAdmin/uploads/robin-green-and-robert-williams.pdf

^{4-&}lt;u>https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf</u>



Liverpool City Region Spatial Planning

Liverpool City Regions '<u>Draft Spatial Planning Statement of Common Ground</u>⁶ covers "a wide range of spatial planning matters, including housing delivery". Touching on the subjects of housing need and local plan targets in relation to housing delivery, Liverpool City Region have published a table containing revised Local Housing Need and Objectively Assessed Housing Need figures, as below.

"Table 1 shows the housing needed and planned for each local authority area and for the seven authorities as a whole (including the Government's standard methodology figure for Local Housing Need as set out in Planning Practice Guidance, the Objectively Assessed Need figure taken from the 2017 SHELMA, and planned requirement figures from each authorities' most recent adopted or consultation development plan)."

	MHCLG LHN ⁶	SHELMA OAN	Emerging / Adopted Local Plan requirement	Plan status	Year	Plan period
Halton	285	326	466	Reg. 18 Consultation	2018	2014-2037
Knowsley	275	280	450	Adopted	2016	2010-2028
Liverpool	1,615	1,739	1,739	Reg. 23 Consideration of representations	2018	2013-2033
St.Helens	468	416	486	Reg. 19 Publication	2019	2020-2035
Sefton	654	594	640	Adopted ⁷	2017	2012-2030
West Lancashire	198	241	324	Adopted ⁸ 20		2012-2027
Wirral	803	730	626	Reg. 19 Consultation ⁹	2012	2012-2028
Total	4,298	4,326	4,731			

Table 1: Local authority level and combined housing numbers (per annum) March 2019

It can be seen from the table above that both the Local Housing Need (LHN) and Objectively Assessed Need (OAN) figures are being significantly exceeded by Knowsley Council's currently adopted local plan and housing strategy which is to build 450 homes per year.

House building policy in Knowsley has a planned overbuild of roughly 61% per year.

Of Knowsley's planned housing pipeline This equates to ~38% or 170 homes per year.

⁶⁻https://democracy.westlancs.gov.uk/documents/s16066/LCR%20SoCG%20-%20Appendix%20A%20Draft%20SoCG%20for %20Approval.pdf

⁷⁻https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments



Opportunities

Making Effective Use of Land

National Planning Policy Framework states:

"11. Making effective use of land - Paragraphs 117 - 123

117. Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. **Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land.**

118. Planning policies and decisions should:

(a) encourage multiple benefits from both urban and rural land, including through mixed use schemes and taking opportunities to achieve net environmental gains – such as developments that would enable new habitat creation or improve public access to the countryside;

(b) recognise that some undeveloped land can perform many functions, such as for wildlife, recreation, flood risk mitigation, cooling/shading, carbon storage or food production;

(c) give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land;

(d) promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively (for example converting space above shops, and building on or above service yards, car parks, lock-ups and railway infrastructure); and

(e) support opportunities to use the airspace above existing residential and commercial premises for new homes. In particular, they should allow upward extensions where the development would be consistent with the prevailing height and form of neighbouring properties and the overall street scene, is well-designed (including complying with any local design policies and standards), and can maintain safe access and egress for occupiers."



Town Centre

Kirkby Town Centre has been overdue for redevelopment for decades. Knowsley Council have stepped in, bought additional areas of the town centre from developers and aim to rectify the situation by proceeding with the currently proposed and planning-approved scheme developed under St.Modwen to deliver; "94,000 feet² of new retail space, including a new supermarket, petrol station, new retail / food outlets along with additional car parking".

This will hopefully be the kick start of many future phases of redevelopment for Kirkby Town Centre and presents an incredible opportunity for Knowsley Council to pursue further mixed use redevelopment within the town centre and to the south of Cherryfield Drive to bolster the town centre offering and to bring back the vibrancy and variety that Kirkby deserves and needs.

"Essentially, the extent of "structural change" that is required involves a shift from the traditional product-based model to become more people-, place- and experience-centric. The Food Market in Altrincham and the Teenage Market in Bolton are successful examples of creating a new destination that has increased footfall in the wider area akin to the impact of the traditional anchor store. In other instances, passive measures such as public realm improvements, wayfinding, new street furniture, folk and heritage walks and better integration of urban and landscape spaces might be considered to improve access and activity."

"Diversifying the traditional town centre offering presents the opportunity to introduce a more vibrant mix of complementary activities that would maintain active frontages and employment-generating activities close to transport links."

"What is clear is that unless these opportunities are embraced by all stakeholders, there is a real concern that our high streets and town centres will soon become relics of a bygone age."

https://www.pbctoday.co.uk/news/planning-construction-news/high-street-placemake/66742/

Mixed Use Development

Kirkby Town Centre could once again become a lively and well used centre of our community, with increased footfall throughout the day:

"Mixed-use town centres have the potential to generate many benefits for society. Centres can play a valuable role in helping to address the housing crisis through the provision of a range of new homes. They can provide development land in sustainable and accessible locations. They can be multi-generational and healthy places. They can also be a focal point for public and private investment, underpinning flourishing local economies."

https://static.turley.co.uk/media/pdf/2019-02/making_sense_of_mixed-use_town_centres_turley.pdf



"In the future, town centres will include a greater diversity of uses, more emphasis on densification of development around transport hubs and a reinvention of retailer presence. Alongside this town centres will need to deliver "experiences", be that through programmes of events, inventive uses of space (meanwhile uses) or providing space for the arts and cultural sectors to flourish." https://static.turley.co.uk/media/pdf/2019-02/making_sense_of_mixed-use_town_centres_turley.pdf

The independent Grimsey Review 2 highlights 4 key findings for improvement to high streets and town centres to make them vibrant places:

Grimsey Review 2

The Grimsey Review 2 published in July 2018 is a follow up to The Grimsey Review (2013). It reviews what has happened to our high streets and what we should do to improve them. Led by Bill Grimsey with a team of industry experts, it establishes **four key findings**:

All towns should develop business-like plans focused on transforming the place and incorporating health, housing, arts, education, entertainment, leisure, business/office space, as well as shops and a unique selling proposition (USP)

2 Dynamic and committed leadership at local level is needed to bring forward such plans for the town

Distinct heritage should feature strongly and those developing the plan should seek to address the question "why would people want to live, work, play, visit, invest in the place?"

Best practice and experiences need sharing through an independent body which can support, question and signpost local authorities and act as a driver for stakeholder support These key findings are broken down into 25 key recommendations which are separated into three main elements – create a more supportive environment; Government and planning; and smarter use of technology.

The onus for transforming the high street is placed largely on local authorities and revisions to the planning system and led to recommendations to:

- amend the Town and Country Planning (Use Classes) Order to enable greater flexibility for business use;
- permit the conversion of sub-high streets to residential or other uses within the town plan;
- connect planning applications to the business plan for the town;
- give local authorities ultimate power in granting planning permission in line with the town plan by removing the right of appeal; and
- simplify the Compulsory Purchase Order process to make it easier to enforce for the benefit of the town plan.

https://static.turley.co.uk/media/pdf/2019-02/making_sense_of_mixed-use_town_centres_turley.pdf

The Housing Crisis

We believe there is an opportunity for building new high-density affordable housing within Kirkby Town Centre which could go some way to meet the local housing needs. This is supported by a report on the future of town centres in the UK:

"We estimate that if one third of vacant floorspace in town centres was re-used for residential purposes, at least 45,000 new homes could be created. This is very much a minimum capacity working on the assumption that new residential developments do not exceed the height of existing buildings. Clearly there is the opportunity for densification of development in some town centre locations, with the benefits of providing even more homes. This would in turn increase footfall and support commercial uses."

https://static.turley.co.uk/media/pdf/2019-02/making_sense_of_mixed-use_town_centres_turley.pdf



Modular/Modern Methods of Construction (MMC)

"Modern Methods of Construction (MMC) for mixed-use developments are one of the keys to combating the current demands that the construction sector faces.

- 1. Exceptional Levels Of Precision
- 2. Accelerates Building Time
- 3. Different Developments Benefit From Offsite Manufacturing
- 4. It's An Environmentally Friendly And Sustainable Solution

Offsite manufacturing is proving to be a key element of the modernisation of construction, and something that aligns itself with our growing awareness for sustainable and affordable building solutions." <u>https://isospaces.com/benefits-of-offsite-manufacturing/</u>



Implications

The increase in residential availability in Kirkby would need to be phased in line with public realm improvements and met by increases in local services provision to cope with the additional demand that this would inevitably create.

"Challenges arising from implementation of policy

Potential revisions to the Use Classes and widening permitted development rights will provide flexibility for more mixed-use centres to emerge, but in practice many challenges could arise. These challenges include ensuring that:

- Retail core areas are able to flourish and that their function, integrity and viability is not compromised by the introduction of mixed uses with "dead" frontages
- Places are comprehensible to shoppers, visitors, residents and people working in businesses
- The social infrastructure that is required alongside new homes is planned for and delivered
- The character and quality of the urban environment is enhanced by the repurposing of traditional retail spaces
- Residents and stakeholders have a meaningful say in the future of their town centres

The flexibility afforded by national policy and regulations needs to be guided by local frameworks for town centres to ensure that change is comprehensive and not piecemeal, leading to their long term sustainability."

https://static.turley.co.uk/media/pdf/2019-02/making_sense_of_mixed-use_town_centres_turley.pdf



Alternative Proposals

Adjustment to Housing Need

Vision Kirkby have adjusted the housing need in line with:

- A calculated OAN of 280 homes per year.
- Knowsley housing strategy set at 450 homes per year.
- A calculated overbuild therefore of ~61% (170 homes per year).
- 61% Overbuild = 38% of Knowsley's planned housing in excess of requirements
- An assumption that Knowsley Council have carried out due diligence in identifying (in line with their housing strategy) a need for 700 additional homes in Kirkby.

The revised housing need for this area is therefore:

700 Houses - 38% = 434 Homes required



An Alternative Vision for Kirkby



https://www.discoverknowsley.co.uk/wp-content/uploads/2019/03/latest-opportunities-in-knowsley.pdf

We believe with the strategic use of the land currently available for mixed-use development in the town centre and with the provision of additional sites outlined in our Alternative Vision for Kirkby, a suitable number of residential units could be realised within and around the town centre to remove the need for the housing development on the former All Saints site, whilst also satisfying the adjusted housing need figure with a 7% surplus.

Our proposal would (with the use of a mix of 1, 2 and 3 bedroom apartments) provide a reasonable quantity of residential units within the vicinity of the town centre with the possibility to take the plans forward to develop similar high density mixed use buildings elsewhere within the town/borough freeing up swathes of green space otherwise earmarked for housing estate development in the process.

Our proposal presents Knowsley Council with a Vision for Kirkby which will assist in satisfying quotas not only for residential but also for retail, leisure and commercial space and which would enable the retention and improvement of a high quality and currently under-utilised green space in the heart of Kirkby.

Our proposal brings further investment to the town centre area whilst also satisfying many of the needs of the local community.

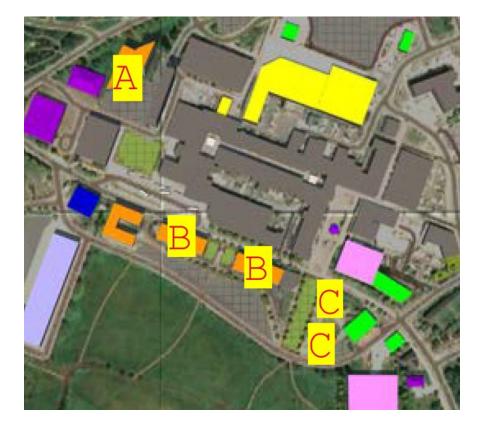
Yet another housing estate in Kirkby would bring very few of these additional features.



Mixed Use Buildings

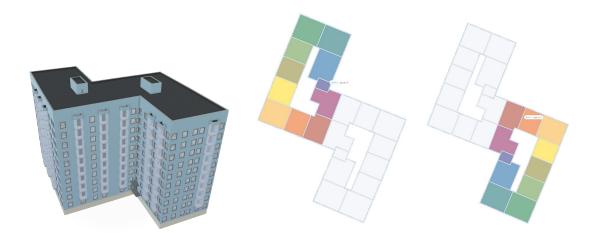


Mixed Use Buildings are indicated **Orange** - The U-shaped structure is intended as a hotel site and therefore is not included in this report. Building types can be seen referenced below.





Building Type A - basic concept model



Building Type B - basic concept model



Building Type C - basic concept model





Ground Floor Area / Residential Unit Analysis

	Building Multiplier	Floors	Total Gross Area (per building) m ²	Total Net Area (per building) m²	_	Ground Floor Area (sub total) m ²
Building A	1	10	14248	10274	1027.4	1027.4
Building B	2	4	5854	3415	853.75	1707.5
Building C	2	4	2973	1709	427.25	854.5
						3589.4

Building	Building Multiplier	Floors	1 Bedroom Apartments (total)		3 Bedroom Apartments (total)	Total Apartments
Building A	1	10	144	36	0	180
Building B	2	4	78	24	0	204
Building C	2	4	24	12	6	84
			246	72	6	468

Our conceptual Vision for Kirkby provides a total of almost 3600 m² ground floor space for potential retail, leisure and community uses along with **468 Apartments - comprising 246 x 1 bedroom apartments, 72 x 2 bedroom apartments and 6 x 3 bedroom apartments.**

When compared to the adjusted housing need figure above of 434 homes our proposal provides a **7% surplus** (34 homes).

We also believe that a higher proportion of **1 bedroom** properties in the town centre could free up property of various sizes elsewhere creating a larger effective pool of **2 bedroom** homes as people look to downsize to more affordable accommodation due to the current oversupply of **3 and 4 bedroom homes** in the local area..

Knowsley's housing strategy also outlines a requirement for homes which are **5 bedroom plus**. This need is not addressed in any detail within this report. However, we believe that this could be satisfied outside of the town centre area with the provision of houses supplemental to the units being proposed in this report.

The housing development required to provide the 5 bedroom plus homes (to align with regional and national standards) could be significantly smaller than the 31 acres of land currently up for sale by the Council.



Vision Kirkby Final Thoughts

We are already seeing housing pushed to borough limits in numerous areas within Kirkby such as Northwood and Tower Hill which is illustrated below.



We fear with continuation of the current **house** building strategy being employed by Knowsley Council that much of our precious green space will be lost forever. We also fear that major opportunities will be missed for combined mixed use development and collaborative funding within the town centre area specifically, but also within other areas of Kirkby which could benefit from an influx of employment opportunities and affordable, suitably sized homes.

We welcome comments/responses to this alternative vision for transforming Kirkby into a home to be proud of and enjoy.