Nathaniel Lichfield & Partners
Planning. Design. Economics.

Sefton Consequences Study Update

Final Report

Sefton Metropolitan Borough Council

November 2015

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1.0 Introduction

Background

1.1 In February 2013, Nathaniel Lichfield & Partners [NLP] was appointed by Sefton Metropolitan Borough Council [Sefton Council] to undertake a Consequences Study as part of the evidence base for its emerging Local Plan. This followed on from separate pieces of work NLP had also undertaken for the Council identifying the objectively assessed need [OAN] for housing in the Borough.

1.2 The 2013 Study assessed the anticipated consequences, in social, economic and environmental terms, of Sefton Council choosing to pursue one of three Local Plan housing and employment land development options. Specifically, it sought to address the consequences both for Sefton and neighbouring local authorities of varying levels of development over the Local Plan period (to 2030).

1.3 At the time of the public consultation on the Sefton Core Strategy Options Paper, in 2011, the three levels of growth that were being considered were:

1. 270 dwellings per annum [dpa] (Option 1: urban containment);
2. 480 dpa (Option 2: meeting identified needs); and
3. 650 dpa (Option 3: stabilising Sefton's population).

1.4 The Study considered the implications of these three different levels of development in Sefton to 2030 and assessed the potential options for the location of future housing development. The Study also considered the implications of making provision for new employment sites in the north and south of the Borough.

1.5 Housing and demographic data published subsequently has indicated that Sefton may need to accommodate a higher level of growth than was anticipated at the time of the original study. In particular, the most recent update to the Council's housing need evidence base[1] reported a substantial increase in the forecast level of household growth for Sefton Borough in the latest CLG projections[2]. This partly contributed to a rise in the housing OAN – from 690 dpa at the bottom end to align with demographic needs, whilst to address economic needs an even higher requirement of 1,290 was identified.

Study Requirements

1.6 This Consequences Study Update identifies, assesses the risks and evaluates the key consequences of the following Options:

1. **Option A: 615 dpa** (aligning with the Sefton Local Plan's Housing Requirement – equates to 645 dpa based on identified land supply);

[1]NLP (July 2015): "*HEaDROOM Update Report: Review of the Objectively Assessed Need for Housing*"
[2]CLG (February 2015): 2012-based Sub-National Household Projections [SNHP]

2 **Option A1: a sensitivity test of 690 dpa** (aligning with the bottom end of NLP's recommended housing OAN range - equates to 720 dpa based on identified land supply);

3 **Option B: 950 dpa** (the mid-point of the 615 dpa – 1,290 dpa range – 1,290 dpa range – equates to 1,026 dpa based on identified land supply); and,

4 **Option C: 1,290 dpa** (the upper end of NLP's housing OAN range addressing economic and affordability considerations – 1,365 dpa based on identified land supply).

1.7 It should be noted that whilst the figures quoted above relate to the demand forecasting and the housing OAN recommendations, the supply of sites used to inform this Consequences Study is slightly higher for each scenario as the Council has sought to compensate for a degree of potential future non-delivery and to provide flexibility in the figures. The breakdown of sites and the overall level of supply is set out in Section 2.0 below.

1.8 **These scenarios are significantly higher than those adopted in the earlier assessment (i.e. 270, 510 and 700 dpa) and therefore the potential strategic impacts of the proposals are likely to be greater than previously envisaged.**

1.9 This Update Study is more strategic in its focus than the 2013 Study. It does not revisit all of the issues/topics analysed previously and works on the basis that the initial contextual analysis and baseline overview of services, infrastructure and environmental conditions will remain largely unchanged. The study focusses on the high level consequences of delivering the three housing scenarios with a particular focus on strategic land take, infrastructure and employment implications.

1.10 In particular, it is recognised that the previous Consequences Study critiqued the likely environmental consequences of the various levels of development in Sefton Borough. The same environmental considerations have not been analysed in this Update as the Council's Local Plan Sustainability Appraisal [SA], Strategic Environmental Assessment [SEA] and Habitat Regulations Assessment [HRA] have analysed these issues and their probable implications in detail.

1.11 The Study has had regard to traffic data contained in Mott MacDonald's report on '*Assessment of Housing and Employment Protections*' (July 2015), which takes account of recent infrastructure/schemes which are complete, including the Thornton Switch Island Link Road (Brooms Cross Road A5758).

Mapping

1.12 Sefton Borough contains a number of distinct sub-areas which have different drivers for development requirements in the future. Sefton's Local Plan will provide defined policy responses for the six sub-areas within the Borough, specifically **Bootle, Crosby, Southport, Formby, Netherton and Maghull/Aintree**.

1.13 Whilst it will be for the Local Plan to determine the most appropriate level of housing and other forms of development required for each of these sub-areas, NLP's HEaDROOM report and subsequent updates provide some context by exploring the potential for spatially allocating the Borough-wide requirement.

1.14 The purpose of this Update Study, as described above, is to identify the strategic level consequences of delivering the three main housing options, particularly in relation to land take, strategic infrastructure and employment. For this reason, the Study focuses on the sub-regional / Borough-wide implications of the different housing options.

Structure of the Report

1.15 The report is structured as follows:

- **Section 2.0** provides a background review of policy and the evidence upon which the Study has been based;
- **Section 3.0:** outlines the Study's methodology;
- **Section 4.0:** provides details of the stakeholder consultation informing the Study;
- **Section 5.0:** informs the baseline position and acts as a platform upon which future growth options have been assessed;
- **Section 6.0**: analyses the implications of the different levels of development and the spatial distribution options;
- **Section 7.0:** considers how any positive consequences of development could be magnified and how any negative consequences of development might be mitigated, as well as the sub-regional implications (positive or negative) of different development options; and,
- **Section 8.0:** sets out the overall conclusions and recommendations.

2.0 Policy Analysis

Policy Analysis

2.1 This section provides a brief overview of the national and local strategic policy context, updating the previous Policy Analysis undertaken for the 2013 Consequences Study. It also provides a brief synopsis of the key themes emerging from a review of Sefton Council's Local Plan evidence base.

2.2 This section sets out the context for future housing growth, and scenarios for housing growth to 2030, as the basis for identifying the key social, economic and infrastructure consequences.

National Policy

National Planning Policy Framework

2.3 In March 2012, the Government published the National Planning Policy Framework [The Framework]. The document sets out the overarching policy priorities for the planning system, providing guidance on the way in which local planning authorities should prepare their Local Plans and make decisions on planning applications.

2.4 In the context of plan making, planning authorities are advised to ensure that their Local Plan is based on adequate, up to date and relevant evidence about the economic, social and environmental characteristics and prospects of the area [§158].

2.5 Paragraph 14 states that 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, when assessed against the policies in the Framework taken as a whole; or
- Specific policies in the Framework indicate development should be restricted (e.g. land designated as Green Belt or environmental designations).

2.6 The Framework promotes sustainable growth, stating that Local Authorities are required to seek opportunities to achieve sustainable development through the pursuit of net economic, social and environmental gains. Significant adverse impacts on any of these dimensions are expected to be avoided and, wherever possible, alternative options which reduce or eliminate such impacts are to be pursued. Where adverse impacts are unavoidable, measures to mitigate the impact should be considered [§152].

2.7 The Framework attaches importance to Green Belts, acknowledging that their fundamental aim is to prevent urban sprawl by keeping land permanently open [§79]. Green Belt boundaries can only be reviewed when a Local Plan is being prepared. LPAs are advised to take account of the need to promote sustainable patterns of development. They are required to consider the consequence, for sustainable development, of channelling development towards urban areas inside the Green Belt boundary, towards towns and villages inset within the Green Belt or towards locations beyond the outer Green Belt boundary (although there are no such areas in Sefton) [§84].

2.8 Cross-boundary issues are expected to be addressed through the duty to co-operate on planning issues [§178]. This may entail LPAs working together to meet development requirements which cannot wholly be met within their own areas [§179].

2.9 When the Local Plan reaches the examination stage (as Sefton's has), it will be tested on whether it has been positively prepared (i.e. based on a strategy which meets objectively assessed development and infrastructure needs [§182].

2.10 Finally, the Framework emphasises:

1. Facilitating sustainable development. The Framework notes that "*sustainable development is about positive growth – making economic, environmental and social progress*" (Ministerial Foreword), and has at its heart "*a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking*" [§14].
2. Housing applications should be considered in the context of the presumption in favour of sustainable development and that relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites [§49].
3. To boost the supply of housing, local planning authorities should use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, consistent with the Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period [§47].

National Planning Practice Guidance

2.11 The National Planning Practice Guidance [Practice Guidance] was published on 6th Match 2014 and provides planning guidance across a number of areas including:

1. The approach to assessing housing need;
2. The scope of assessments;
3. Methodology for assessing housing need;
4. Methodology for assessing economic development and main town centre uses; and,

5 Core outputs and monitoring.

2.12 In particular, the Practice Guidance states that the assessment of development needs is an objective assessment based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance infrastructure or environmental constraints. However, these considerations will need to be addressed when bringing evidence bases together to identify specific policies within development plans[3].

2.13 The Practice Guidance states that '*household projections published by the Department for Communities and Local Government should provide the starting point estimate of overall housing need'*. It also states that the household projections may require adjustment to reflect factors affecting local demography and household formation rates which are not necessarily captured in past trends[4].

2.14 The Guidance advises that housing need, as suggested by household projections (the starting point), should be adjusted to reflect appropriate market signals, as well as other market indicators of the balance between the demand for and supply of dwellings. Relevant signals may include land prices, house prices, rents, affordability (the ratio between lower quartile house prices and the lower quartile income or earnings can be used to assess the relative affordability of housing), rate of development and, overcrowding[5].

2.15 The Practice Guidance asks whether LPAs have to meet in full housing needs as identified in SHMAs. To this is states the following:

"Assessing need is just the first stage in developing a Local Plan. Once need has been assessed, the LPA should prepare a SHLAA to establish realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over the plan period, and in so doing take account of any constraints such as Green Belt, which indicate that development should be restricted and which may restrain the ability of an authority to meet its need"[6].

2.16 The document clarifies that unmet housing need is unlikely to outweigh the harm to the Green Belt and other harm to constitute the 'very special circumstances' justifying in appropriate development on a site within the Green Belt[7]. The Practice Guidance [§2a-018-20140306] also states that;

"Plan makers should make an assessment of the likely change in job numbers based on past trends and/or economic forecasts as appropriate and also having regard to the growth of the working age population…"

[3] 2a-004-20140306
[4] 2a-015-20140306
[5] 2a-019-20140306
[6] 3-045-20141006
[7] 3-034-20141006

Local Policy and Evidence Base

Sefton Local Plan

2.17 The Sefton Local Plan [SLP], which will eventually replace the UDP, was submitted to the Secretary of State for independent examination in July 2015. The SLP will shape the future of Sefton and sets out how new development will be managed over the period 2012 to 2030 by facilitating sustainable development and economic growth and giving current and future generations more opportunities to live and work in Sefton.

In relation to housing, Policy MN1 '*Housing and Employment Requirements'* sets out that during the period 2012-2030, provision will be made for the development of a minimum of 11,070 new homes in Sefton. The housing requirement will be met at the following average annual rates:

- 2012-2017: 500 dpa;
- 2017-2030: 660 dpa.

2.18 The housing requirement of 11,070 dwellings is staged on the grounds that:

1. The early years of the SLP have been characterised by high levels of demolitions associated with the former Housing Market Renewal [HMR] programme in Bootle, which has significantly depressed 'net' completions in the Borough. However, such demolitions will fall after 2016;
2. Many of the proposed housing allocations are large Green Belt sites that will have significant lead in times to development. The Council considers that with a typical lead-in time of two years being necessary, these sites are likely to provide homes from 2017 onwards.

2.19 The Council also makes clear that this staged approach to housing requirements reflects these delivery constraints and that it is not proposed to apply a restrictive phasing policy to any allocated sites. As such, there is no planning barrier to the early development of these sites if circumstances allow.

2.20 The Council also notes that the allocated sites are distributed throughout Sefton, and include brownfield sites, other urban land and sites in the Green Belt. It continues that many of the sites in the Green Belt proposed for development are located in areas that have historically had a limited supply of brownfield land (particularly Formby and Maghull/Lydiate) and that these allocations will provide a significant number of new affordable homes in areas where very little affordable housing would otherwise be built and where it is needed most.

2.21 Overall, the Council considers that sufficient land has been identified to exceed the total housing requirement of 11,070 dwellings, by around 6.5% (720 dwellings). This allows for contingencies and ensures that delays or unforeseen problems on allocated sites will not undermine housing delivery over the Plan period.

HEaDROOM Update Report

2.22 NLP was originally appointed by Sefton Council to prepare its housing OAN evidence base in March 2011. The analysis was subsequently updated in 2012, 2014 and 2015 to take into account newly released data and this was applied to build up a picture of housing need.

2.23 NLP uses a bespoke framework for assessing local housing need, which is termed 'HEaDROOM'. This framework sets out the scale of future housing needs based upon a range of housing, economic and demographic factors, trends and forecasts to help LPAs such as Sefton to make informed policy choices and identify their housing requirement through their Local Plan process.

2.24 The most recent 2015 report[8] incorporated modelling underpinned by ONS's 2012-based Sub-National Population Projections [SNPP] and the CLG's equivalent Sub-National Household Projections [SNHP]. NLP considered that, by applying the staged approach to identifying objectively assessed housing needs as set out in the Practice Guidance, the demographically-driven housing need would equate to 690 dpa. To address economic needs and to align with the Employment Land and Premises Study 2015 [ELPS], the economic-led OAN range would be higher, between 710 dpa - 1,290 dpa. The range was significantly higher than the previously identified OAN range (600-800 dpa), to reflect the substantially higher CLG household projections and the stronger economic growth forecasts for Sefton Borough.

2.25 NLP noted that an OAN of the scale identified by the economically-driven range is likely to be challenging to deliver and may raise planning issues, particularly for Liverpool City, where a significant proportion of the in-migrants to Sefton are likely to be drawn. Given the major issues likely to arise in adjoining districts, Sefton's full housing OAN could only be addressed in the context of a sub-regional assessment of housing need and supply.

Strategic Housing Land Availability Assessment [SHLAA] (2015)

2.26 The SHLAA is an assessment of how much land is suitable and available for housing development in Sefton over a period of 15 years from 1st April 2015. The SHLAA concluded that 4,636 dwellings could be accommodated in the urban area, after discounting. However, the net figure reduces to 4,051 dwellings once programmed demolitions are taken into account. In addition, a further 1,172 dwellings were completed between 1st April 2012 and 1st April 2015, which contribute to the Local Plan housing supply.

[8] NLP (July 2015): HEaDROOM Report – Review of the Objectively Assessed Need for Housing

2014 Strategic Housing Market Assessment [SHMA] (November 2014)

2.27 The 2014 SHMA reached the following conclusions:

1 The stock of affordable housing in the Borough has decreased over the last decade and with that the ability to meet housing needs when they arise. As a result, there is a net shortfall of 434 affordable dpa (around 7,800 between 2012 and 2030). This is significantly above realistic levels of affordable housing delivery. However, within this 434 figure, the analysis identified a surplus of affordable housing in Bootle and Netherton, with a net requirement for 475 affordable dpa in the rest of the Borough;

2 In Bootle and Netherton, there is a mismatch between the existing affordable stock and a need for smaller dwellings, as well as a potential need for intermediate housing and housing for older people;

3 The 30% affordable housing target identified in the Local Plan for all areas other than Bootle and Netherton was considered to be reasonable in the SHMA and supported by viability work. In Bootle and Netherton, a target of around 15% was felt to be appropriate, given the shortage of one and two-bedroom rented units and the potential need for intermediate housing and accommodation for older people, as well as to allow consideration of more localised gaps in the housing offer;

4 The report indicated that 80% of households in housing need would require rented housing (either social or affordable rented) and 20% of households in housing need could afford a housing cost in excess of 80% of market rents and might therefore fall into an ‘intermediate’ housing band. However, the provision of intermediate housing has to be mindful of the relatively small gap between affordable housing costs and market housing costs and whether the delivery of intermediate products is economically viable;

5 The suggested mix of affordable housing was: 45%-50% one-bed properties; 20%-25% two-bed, 20%-25% three-bed; and 5%-10% four or more bedrooms;

6 The suggested overall housing mix was: 5-10% for one-bed properties; 30-35% for two-bed; 40-45% for three-bed; and, 5-10% for four or more bedrooms;

7 The report suggested that around 1,670 homes are needed to meet the needs of an ageing population. Given potential housing delivery of some 11,070 dwellings over the 2012-2030 period (based on 615 dpa), this would imply around 15% of future provision to be Extra-Care housing for the growing older person population. Of this, around 15% (c.250 units) was identified as being needed in the affordable sector.

Employment Land Provision

2.28 The Employment Land and Premises Study 2015 assessed the supply, need and demand for employment land and premises in Sefton.

2.29 In summary, the key recommendations of this report were that:

1. The Council should protect existing employment areas that are not the subject of consents for alternative uses. In the eight lower quality employment locations, there is a need for on-going monitoring to spot signs of further decline or increased vacancy;
2. The ELPS identifies a baseline need of 54.72 ha for the Plan period 2012-2030 and a baseline need of 69.92 ha for the period up to 2035. Against this is a gross land supply of 88.59 ha. The ELPS identifies potential losses that reduce the realistic deliverable supply by 16.63 ha, resulting in a net supply of 71.96 ha. This would generate a land surplus to 2030 of 17.24 ha, which reduces to 2.04 ha in 2035;
3. The 17.24 ha surplus beyond 2030 provides a necessary buffer of just over 5 years supply for the OAN within the plan period. This buffer to the baseline supply ensures that up to 2030 there is a margin for any loss of deliverable sites, a level of choice for businesses seeking land, particularly in the latter stages of the Plan period, and a continued supply beyond 2030. As such, the Council should seek to retain and protect all employment sites currently proposed in the Submission Draft Local Plan, including the main Green Belt sites which are a core component of supply for B1/B2/B8 uses;
4. The Council should continue work with neighbouring authorities in order to ensure a joined up approach to employment matters and economic development across the Liverpool City Region and beyond. As part of this, there remains a need to clarify how the needs emerging from a growing Port will affect all of the local authorities of the Liverpool City Region and how wider land requirements can be realistically divided up.

Retail Evidence Base - Sefton Retail Strategy Review 2012

2.30 In 2012 WYG undertook an update of the previous Sefton Retail Strategy Review (SRSR), prepared in October 2009. The 2012 Review concluded that whilst the majority of new provision in the earlier report had been delivered in the form of significant new foodstores (particularly in the south of the Borough), there had been a number of changes at established out-of-centre retail parks which had improved their attractiveness as retail destinations and therefore had managed to capture a greater share of the overall market.

Convenience Goods – Future Needs

2.31 Within North Sefton, retention rates for locally generated spending in this part of the Borough were extremely high suggesting that there is very little expenditure leaking out of this area to other stores elsewhere; therefore opportunities to claw back additional trade were unlikely to occur. As there are no significant commitments in the north of the Borough which would provide additional convenience goods floorspace, it would appear that there is a need for additional convenience goods floorspace of approximately 4,100 sqm net by 2016, increasing to 4,200 sqm (net) by 2021.

2.32 In the south of the Borough, current retention rates are harder to ascertain given the overlap between South Sefton and the North Liverpool conurbation. However, it was evident that the retention rates for the key centres of Bootle, Crosby and Maghull were high, which suggested that there is a strong and loyal catchment using the existing facilities at the local level. Nevertheless, WYG recommended that the Council focuses on securing future investment within both Crosby and Maghull in the short-term and that any opportunity to identify further sites for convenience goods provision of a significant scale should be reviewed once the Tesco Extra at Kirkby opened (which ultimately did not progress).

Comparison Goods – Identified Need

2.33 The report suggested that need is unlikely to arise in the north of the Borough for comparison goods floorspace until post-2021, compared to the south of the Borough where this need is not identified until post-2026.

2.34 It is understood that the Council has commissioned a new Retail Strategy Review, to be undertaken by WYG, and that this will be published in early November. Due to the timescales involved, NLP has been unable to take account of the Retail Strategy Review in this Consequences Study Update.

Green Belt Study (2013)

2.35 The Green Belt Study identified a number of sites that had the potential to contribute towards meeting the Council's future housing and employment needs. These had a greater capacity than was required to meet the identified housing and employment needs in the emerging Local Plan, hence a separate assessment analysed all the potential sites in order to identify those that best meet the Local Plan's aims and objectives, allocating sites on a proportionate basis as far as possible.

2.36 These were consulted on from July-September 2013 and were eventually included in the Local Plan submission document (July 2015).

The Green Space and Recreation Study (2009)

2.37 This study assessed green space, accessible nature space, recreation and outdoor sports provision and need in Sefton. The purpose of the Study was to assist the implementation of the Green Space Strategy for Sefton (2008) and to inform the Core Strategy and other planning documents, such as the Green Space, Trees and Development SPD. The information in this study, including accessibility information and mapping of the different categories of open space (local, neighbourhood, district and Borough parks and accessible nature spaces) was used to identify the varying levels of accessibility to green space throughout Sefton for the Consequences Study.

Green Space Strategy (2011)

2.38 This report is a green infrastructure study of Sefton's urban greenspaces. It forms part of the evidence for the preparation of the Local Plan and determined the importance of each urban greenspace in terms of the level of benefits it provides. It also identifies where urban greenspace should still be protected and where/whether there is scope for urban greenspaces to contribute to meeting future housing needs.

2.39 The study found that Sefton's urban greenspaces are not expected to make a significant contribution to meeting housing or other development needs over the next 15- 20 years. The report recommends that most of Sefton's urban greenspaces should be retained / enhanced.

Infrastructure Delivery Plan

2.40 The report identifies specific infrastructure and then identifies strategic or local infrastructure before setting out in a schedule how it will be delivered:

1. Social Infrastructure - Health, Education, Emergency Services, Leisure, Shops, Community Facilities;
2. Physical Infrastructure - Transport, Utilities, Communications, Flood Risk Management, Waste; and,
3. Green Infrastructure – Sites valued for their natural and habitat value (including the coast), recreational space, open spaces, Leeds and Liverpool Canal, agricultural land, woodlands and open countryside.

Viability Assessment of Local Plan and Consequences

2.41 Keppie Massie and WYG were commissioned by Sefton Council to consider the cumulative impact of the proposed SLP requirements on viability and deliverability, and to make recommendations concerning the overall compatibility of such policies with deliverability.

2.42 They concluded that the overall scale of obligations, standards and policy burdens contained in the SLP were not of such a scale that, cumulatively, would threaten the viability of allocated sites. In certain circumstances, there will need to be a balance achieved between the requirements for affordable housing, sustainability initiatives and CIL. However, there is sufficient flexibility in the SLP as currently drafted in relation to affordable housing and sustainability initiatives with a test, based on economic viability, to allow a relaxation of policy requirements if appropriate.

3.0 Methodology

3.1 This Section describes the Study's methodology, setting out the approach used to identify the land take, social and economic implications of the low / medium / high housing scenarios being considered by the Council, identifying capacity limits beyond which particular consequences may arise. The Study then models the likely positive and negative consequences of the Options and considers how positive consequences can be maximised and negative consequences minimised/mitigated at a strategic level.

Stage 1 – Baseline Definition and Scoping

Task 1.1 - Defining Strategic Social and Economic Attributes in Sefton

3.2 The starting point for the Scoping exercise was the collation of data and a comprehensive examination of the environmental, economic and social baseline position.

3.3 This involved the following:

1 **Economic baseline**: reviewing current economic conditions and trends in the Borough and beyond; assessing the specific character of Sefton's employment areas as well as their surrounding uses; identifying existing and proposed development schemes; and establishing existing and forecast traffic levels across the transport network, existing network constraints, public transport provision and areas of congestion.

2 **Social baseline**: identifying the social composition of the Borough and likely future trends, along with the impacts relating to a range of public and private services including parks and recreation facilities and access to these services.

Task 1.2: Quantification of Benchmarks

3.4 In order to adequately assess the likely social and economic impacts of the three main options, current standards and benchmarks for a number of indicators were analysed. The purpose of this was to establish the extent to which they are currently being achieved in Sefton.

3.5 The indicators assessed included: affordable housing need; local services, travel and infrastructure; existing businesses; open space and land use.

Task 1.3: Identification of Tipping Points

3.6 All designated sites, community facilities and infrastructure have a point at which the implications of development, for example recreational pressures or traffic generation, start to have an impact upon them - the 'tipping point'.

3.7 It is recognised that development activity, resource demands and population growth will increase the pressure upon Sefton's resources where human use (coupled with underlying risks such as climate change) pose significant risks.

3.8 Where the baseline assessment indicated that existing community facilities or road junctions are currently over capacity, vulnerable or deteriorating, the analysis identified these capacity issues.

Stage 2 – Assessment of Options

3.9 The Study identifies, assesses the risks and evaluates the key consequences of the following Local Plan housing options:

1. **Option A: 615 dpa,** or 11,070 dwellings in total over the period 2012 – 2030;
2. **Option A1: a sensitivity test of 690 dpa** (12,420 dwellings in total);
3. **Option B: 950 dpa** (17,100 dwellings in total); and,
4. **Option C: 1,290 dpa** (23,220 dwellings in total).

3.10 **It is important to note that these Options have only been chosen in order for a comparison to be made for the purposes of this Update. The sites included for each Option do not represent, in any form, the Council's preference for allocating these sites or broad areas of search..**

3.11 All of the options incorporate the 1,172 dwelling completions that have already taken place between 2012 and 2015. They also take into account the 51 SHLAA sites without planning permission, equating to 795 dwellings in total, discounted by 20% to 695 dwellings to allow for non-delivery. A further 26 large sites with extant planning permission have also been included, contributing 2,633 dwellings across all four options, with the 383 completions that have come forward on these sites up to 1st April 2015 netted off in Table 3.1.

3.12 To this has been added the likely contributions from small sites (fewer than 20 units) with extant planning permission, totalling 752 units. A c.10% discount has then been applied to these small sites with planning permission to reflect likely non-delivery of some sites with planning permission. Larger sites have only been discounted where the developer has indicated that they do not intend to implement the current scheme.

3.13 The Council has estimated that there are likely to be around 585 demolitions across the Borough over the Plan period, the vast majority of which are likely to be in Bootle and to a far lesser extent, Crosby. Finally, an allowance has been made by Sefton Council for windfalls (unanticipated housing sites coming forward). These are distributed across the Borough based on past trends, with over half likely to be coming forward in Southport on this basis.

3.14 These assumptions are common to all three of the main scenarios (and the sensitivity test also). The differences between the scenarios are as follows:

a **Option A** incorporates 46 housing allocations in the Local Plan, totalling 6,386 dwellings, of which 2,011 are in Aintree/Maghull and 1,889 in Southport;

b **Option A1** includes the housing allocations as set out above, but also includes two safeguarded land sites in Aintree/Maghull – one at land north of Lambshear Lane, Lydiate (600 units) and another on land adjacent to Ashworth Hospital (310 units). A further adjustment is made by Sefton Council for an additional 436 units in the urban area, spread across the Borough. This is to ensure that a suitable number of homes is being tested for the option and the consequences assessed.

c In addition to the above, **Option B** includes 15 non-allocated housing sites submitted by interested parties during the call for sites exercise during the Local Plan preparation period totalling 4,881 units, as well as a further adjustment for 634 dwellings in the urban area, spread across the Borough. This option would also include the units included in Option A and A1 above;

d **Option C** comprises all of the aforementioned sources albeit with a slightly smaller adjustment for additional dwellings in the urban area of 534 rather than 634 dwellings, plus 14 areas of search totalling 6,200 units (adjusted to 6,100 in Table 3.1 to allow for the 100 unit reduction).

3.15 As set out in the submission Sefton Local Plan (July 2015) [§6.1], there are insufficient 'brownfield' opportunities to meet the market and affordable housing needs of the Borough. In order to address this, the Local Plan has identified development sites to meet Sefton's housing and employment needs to 2030. This includes the Strategic Site at Land East of Maghull, which is allocated for a mixed development, and allocations for development on other sites some of which are proposed to be removed from the Green Belt. Hence even Option A would involve the loss of Green Belt land, albeit to a lesser extent than the other three options.

3.16 In addition, the Local Plan identifies 7 strategic employment allocations, totalling 175.8 ha, plus four other employment land allocations covering 7.2 ha. These allocations are valid for all of the options, with three of the Strategic Employment Allocations (Land East of Maghull, Land South and Land North of Formby Industrial Estate) comprising Green Belt releases of 35 ha.

3.17 The Study presents a 'maximum delivery' scenario approach, assuming that all sites identified by the SHLAA come forward for development. This provides a degree of flexibility, but also explains why the figures modelled are slightly higher than the housing OAN range (690 dpa–1,290 dpa) and Local Plan requirement (615 dpa), for each of the four scenarios set out in Section 1.0.

3.18 The housing yields for each settlement area have been identified by Sefton Council to allow further consideration of the implications of growth. They are considered at a broad level and represent maximum values from the physical capacity of land available. Deliverable capacities, therefore, may be lower than the figures set out.

3.19 Table 3.1 demonstrates that based on this supply-driven approach to meeting need, Option A would result in 11,609 dwellings being delivered, whilst Option C could potentially deliver up to 24,570 dwellings should all the areas of search come forward as suggested.

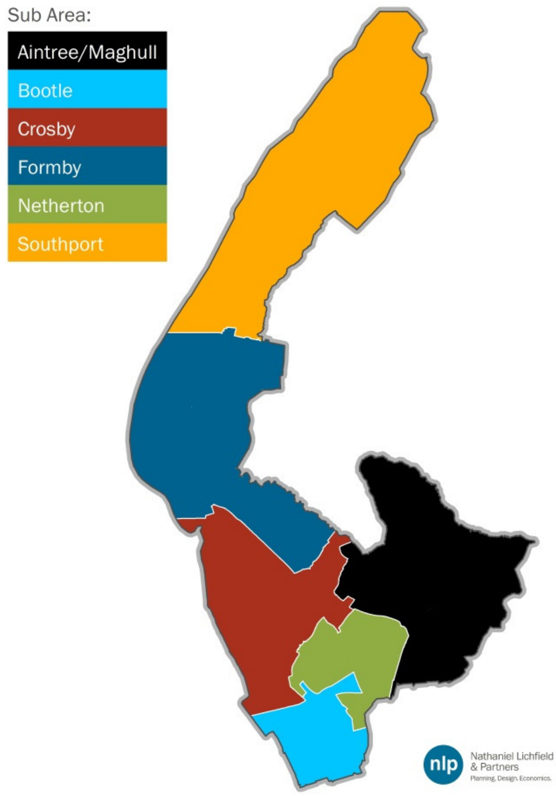
Table 3.1 Growth Scenarios for Sefton Borough

	Option A	Option A1	Option B	Option C
Completions 2012-2015	1,172	1,172	1,172	1,172
SHLAA sites without pp (discounted)	636	636	636	636
Planning Permissions (discounted)	2,929	2,929	2,929	2,929
Demolitions	-585	-585	-585	-585
Windfalls	1,071	1,071	1,071	1,071
Option A Housing Allocations	6,386	6,386	6,386	6,386
Option A1 Safeguarded Land	-	1,346	1,346	1,346
Option B Non Allocated Housing Sites	-	-	5,515	5,515
Option C Search Areas	-	-	-	6,100
TOTAL	**11,609 (645 dpa)**	**12,955 (720 dpa)**	**18,470 (1,026 dpa)**	**24,570 (1,365 dpa)**

Source: Sefton Council (2015)

3.20 Six sub-areas have been used to represent the Borough's main built-up areas. This division aligns with the spatial approach that Sefton Council is taking with its emerging Local Plan. In order to assess the impact of development it has been necessary to divide the Borough into a number of 'sub-areas'.

Figure 3.1 Sefton Sub-Areas



3.21 Figure 3.1 illustrates the boundaries of all the sub-areas in Sefton Borough.

3.22 It is recognised that the level and location of development within each of the three main options could potentially generate very different demands on Sefton's social and economic infrastructure. The aim of the appraisal was therefore to develop a matrix against which the options could be evaluated individually and compared against each other, to determine the relevant merits of each option, both in terms of scale and location.

3.23 Each of these Options has been considered both independently and in combination, with the components by sub-area, set out in Table 3.2. It indicates that for the Local Plan Option A, provision has been made for 11,609 dwellings including windfalls, SHLAA sites, extant planning permissions, completions and housing allocations, of which 36% is located in Southport and 23% in Aintree / Maghull.

Table 3.2 Growth Scenarios for Sefton Borough, by Sub-Area

	Com-pletions 2012-2015	SHLAA sites without pp	Planning Per-missions	Dem-olitions	Windfalls	Option A Housing Allocations	Sub-Total Option A	Option A1 Safe-guarded Land	Option B Non Allocated Housing Sites	Option C Search Areas
Southport	495	146	1,059	-9	605	1,889	**4,186**	**4,349**	**4,587**	**5,250**
Formby	58	0	137	-12	70	846	**1,099**	**1,125**	**2,073**	**3,867**
Aintree / Maghull	33	46	554	-3	38	2,011	**2,680**	**3,617**	**7,491**	**10,135**
Crosby	252	98	189	-129	171	852	**1,433**	**1,597**	**1,972**	**2,984**
Netherton	19	114	167	-1	23	426	**748**	**775**	**815**	**809**
Bootle	315	231	823	-431	164	362	**1,464**	**1,492**	**1,532**	**1,525**
TOTAL	**1,172**	**636**	**2,929**	**-585**	**1,071**	**6,386**	**11,609**	**12,955**	**18,470**	**24,570**

Source: Sefton Council (2015)

Note: Site Allocations MN2.29 [370 dwellings]; MN2.42 [142 dwellings]; and MN2.44 [51 dwellings] are included within the ‘planning permission’ column only to avoid double counting.

Task 2.1: Define and model impact of the Local Plan Development Options

3.24 Once the sensitivity of sites was established and the zones of influence mapped, the economic and social impacts resulting from the three main levels of development, set out in the various options, were modelled. The demographic modelling tool PopGroup was used to calculate the likely growth in population, households, jobs and labour supply implications from the various dwelling scenarios applying the same data sources and assumptions as set out in NLP’s July 2015 HEaDROOM Report[9].

3.25 The various housing sites relating to each of the options were identified in addition to the potential Green Belt releases, informed by the Green Belt Study and representations made to the Local Plan, as outlined in Table 3.3.

3.26 **These options have been chosen purely for the purposes of assessing the potential consequences of higher housing requirements. They do not indicate the sites that the Council would choose if a higher housing requirement was needed.**

3.27 The amount of development that could potentially be accommodated on each site was based on assumptions previously made by the Council. The Table indicates that under the Local Plan Option A, a total of 5,413units could be accommodated on 29 Green Belt sites, whilst if Option C came forward, the number of Green Belt housing releases would increase to 59, accommodating 17,354units.

[9] NLP (July 2015): HEaDROOM Report – Review of the Objectively Assessed Need for Housing

3.28 It is not the role of this study to assess the individual merits of sites, which is a matter for the emerging Local Plan. As such, individual sites have been clustered within settlement areas where they might be expected to have similar impacts/demands on the social and economic indicators in order to ascertain the risks and key consequences of each Local Plan option. This also leaves the option for other/alternative sites not identified by Sefton Council to meet the housing needs of a particular settlement area.

Table 3.3 Green Belt Sites to be assessed, by Option and Sub-Area

	Option A	Option A1		Option B		Option C	
	Units (Number of sites)	Units (Sites)	Cumulative Units (Sites)	Units (Sites)	Cumulative Units (Sites)	Units (Sites)	Cumulative Units (Sites)
Southport	1,375 (7)	0	1,375 (7)	0	1,375 (7)	700 (2)	2,075 (9)
Formby	801 (6)	0	801(6)	910 (1)	1,711 (7)	1,800 (3.5)	3,511 (11)
Aintree / Maghull	2,385 (9)	910 (2)	3,295 (11)	3,784 (12)	7,079 (23)	2,650 (5.5)	9,729 (29)
Crosby	852 (7)	0	852 (7)	137 (1)	989 (8)	1,050 (3)	2,039 (11)
Netherton	0	0	0	0	0	0	0
Bootle	0	0	0	0	0	0	0
TOTAL	**5,413 (29)**	**910 (2)**	**6,323 (31)**	**4,831 (14)**	**11,154 (45)**	**6,200 (14)**	**17,354 (59)**

Source: Sefton Council (2015)

3.29 The assessment uses a range of benchmark standards of provision (i.e. published ratios of typical community infrastructure per population), which are outlined in Appendix 7. These standards are then translated into a methodology also set out in Appendix 7 which lists the criteria for identifying low, medium and high impact across environmental, social and economic factors. This methodology has been applied to each Option. The results are summarised in this section and the findings are also illustrated by the matrix table at Appendix 7.

3.30 It is important to emphasise that the effects of the different growth options on the Borough's existing physical, social and economic infrastructure have been quantified based upon the total number of homes that could be built under each option. As such, the Study assumes a gross increase in population across Sefton, and therefore represents a worst case scenario.

3.31 It is also acknowledged that new housing and employment development will be phased across the Local Plan period to 2030 and beyond. Consequently, this will allow infrastructure providers to plan for any increased/new provision, and/or any improvements that may need to be put in place to meet the needs of an increased population. It will also allow sufficient time for any necessary mitigation measures to be implemented in order to make development acceptable.

3.32 For the purposes of this Study, it is assumed that, in accordance with Policy HC1 of the Publication Sefton Local Plan, 30% affordable housing will be sought on sites accommodating 15 dwellings or more. For Bootle and Netherton the same rule is applied, but 15% instead of 30% affordable housing will be sought. Similar assumptions were made for the SHLAA developments. The number of affordable houses for each settlement within the number of existing completions during the plan period so far (2012 – 2015) has been provided by the Council. Because of the nature of windfall sites and their typically small size, no affordable housing was assumed.

Transport Scoring

Task 2.2: Assessment of risks and consequences of each Local Plan Policy Option

3.33 For each of the development options identified above, the relationship of potential development levels to social and economic indicators and designations were assessed to establish the key consequences of each option. The assessment concludes whether and where certain levels of growth would be likely to impact on social and economic resources, and whether these could reasonably be mitigated by design guidance or developer contribution towards, for example, new educational facilities or greenspace creation.

Transport Assessment

3.34 The assessment is supported by a travel generation matrix for each of the major land uses, taking account of the scale and location of development within each option. An accessibility matrix was also developed to enable the spatial options to be appraised and compared against each other.

3.35 An appraisal of the likely impact of the travel demands associated with the spatial strategy options was undertaken, identifying impacts on key junctions within the study area, and the potential need for infrastructure improvements.

3.36 For ease of reference the criteria impacts are graded green, orange and red. The colour coding relates to potential risk of impact and whilst this potential should preferentially be kept as low as possible, a high risk does not necessarily mean that development in a particular sub-area area cannot be delivered. These are identified on the basis of the tipping point analysis in Section 5.0 and Appendix 3, but have been related to each individual sub-area based on the likely scale of development and the extent to which that tipping point is likely to be breached as a result.

3.37 In terms of assessing the implications for highways and public transport, it was important to understand the quantum and geographic spread of the proposals, based upon the latest options, along with the traffic flow generation and distributions associated with these proposals. Trip rates have been derived from the TRICS[10] database for the peak hours that allow the trip generation for the proposals to be assessed. These trip rates are presented in Table 3.4 and represent a mix of housing types and tenures as would be expected when considering housing across the Borough.

[10] The Trip Rate Information Computer System [TRICS] is a database of trip rates for developments used for transport planning purposes, which enables the quantification of trip generation for new developments.

Table 3.4 Assumed Trip Rates– Peak Hours

	AM Peak		PM Peak	
	Arrivals	**Departures**	**Arrivals**	**Departures**
Trip Rate (per dwelling)	0.14	0.33	0.34	0.2

3.38 The trips generated for the proposed sites have been distributed around the network in order to understand the implications across the Borough of the proposals. Information obtained from census data for each individual ward in Sefton has been used to distribute the generated traffic based on the current locations of workplaces for each area. The results for each area are summarised below with a full consolidated table provided in Appendix 5. In addition, a plan showing the key traffic flow pinch-points in the Borough is included at Appendix 6[11].

3.39 These trip generation figures and distributions have been used to assess the potential impacts of the various option proposals in each sub area to understand the impacts in that area and provided a basis for understanding the potential scale of impacts and the spread of these across the Borough. This has been undertaken in conjunction with the existing conditions of the transport network in the area to allow the scoring matrices to be developed.

Social and Economic Strategic Assessment

3.40 The key consequences of each Local Plan Option were assessed. This involved modelling the impact of the three main options for the level of development, assessing the consequences of each Local Plan policy option and analysing the extent to which low/medium/high housing scenarios breach ‘capacity’ limits in the Borough. The main areas analysed included the following:

Land Take Implications:

- Likely distribution of land to be developed for housing within Sefton’s sub-areas;

Social:

- Population and demographic changes;
- Implications for key social infrastructure, specifically education, strategic open space and healthcare;
- Migration patterns (and implications for adjoining authorities);
- Affordable housing provision and relationship with the identified affordable housing OAN from the Sefton SHMA;
- Quality of life issues (e.g. likely impacts from increased congestion, disruption from construction traffic etc).

[11] Please note this does not cover the Formby area. The impacts of the Options on the whole of Sefton, including Formby, can be seen in ‘Sefton Local Plan - Transport Modelling Option Testing’ Mott McDonald 2013.

Economic:

- Impacts on the local economy;
- Labour force issues and travel to work patterns;
- Broad assessment of the financial incentives associated with the higher housing targets, including New Homes Bonus, CIL and Council Tax Income;
- Jobs likely to be created from the uplift in housing allocations, both direct and indirect.

3.41 The economic analysis draws upon published Government and local authority statistics, and economic strategy documents relating to Sefton Borough. The latest available data from the 2011 Census, the 2011 Business Register Employment Survey, the 2011 Annual Population Survey and other published national statistics are used.

Strategic Transport Issues (Overlaps with Social and Economic Issues above):

- Traffic data extracted from Mott MacDonald's report on '*Assessment of Housing and Employment Projections'* (July 2015). The assessment work undertaken takes account of recent infrastructure / schemes which are almost complete, including the Thornton Switch Island Link Road;
- Broad traffic assignment across the Sefton network (and beyond) based on the likely strategic distribution of housing allocations under each of the three growth scenarios. This is also based on travel patterns derived from 2011 Census data;
- The spatial distribution of development previously had a significant impact upon the transport impacts and in many cases the cumulative impacts of housing across different sites / areas within the Borough had to be considered as collectively, the traffic impacted on areas of the network beyond the immediate vicinity of the sites. This is likely to be the case to an even greater extent in this update, given the increase in dwellings;
- Identification of those trips which have the potential to be captured locally, and therefore which have the greatest opportunity to switch to sustainable travel modes. The scale of impact of the remaining traffic upon key highway links within the network is also identified;
- The future year baseline capacity of the network is based upon the outputs of the Mott MacDonald study, which identifies link capacities for key roads in the Borough. As that study does not present any details of junction capacities across the Borough, a commentary on the scale of the development-traffic impacts at key junctions is provided, without presenting this in the context of the existing junction capacity.

3.42 The risk of the potential impacts with regard to the assessments mentioned above were then further categorised into positive, neutral or negative effects:

- **Positive effects** include: opportunities for direct expansion or improvement of existing resources; potential benefits to the local economy of a larger workforce; creation of new resources; or contribution to specific conservation or regeneration strategies;
- **Negative effects** include: fragmentation or isolation; highways congestion; lack of sufficient High School/GP surgery places for new residents etc.

Stage 3 – Potential Mitigation Measures

Task 3.1 Identification of potential mitigation measures

3.43 Having distinguished between positive and negative consequences, the Study considers how positive consequences may be maximised and negative consequences minimised/mitigated at a strategic level.

3.44 This task assesses whether any adverse impacts likely to arise as a result of some or all of the housing options could realistically be mitigated. It should be noted that this assessment does not include a Habitat Regulations Assessment [HRA]. Environmental and habitat impacts resulting from various levels of housing growth have been addressed by Sefton Council in the HRA, SEA and SA that accompany the emerging Local Plan.

3.45 Potential mitigation includes new or enhanced green infrastructure provision, junction improvements, or the provision of new community infrastructure such as schools and doctors' surgeries.

3.46 Following identification of potential positive or negative effects upon social and economic resources, options were identified that could reduce negative effects or enhance a target resource. The baseline review, together with consultation with Sefton Council and neighbouring authorities, informed the objectives to which enhancement opportunities could contribute.

3.47 Where mitigation and opportunities occurred which could be of relevance to neighbouring authorities, these were also identified.

Cross boundary implications

3.48 The Study identifies the likely cross boundary implications of each of the three options, covering issues such as regeneration, commuting, migration and infrastructure investment. Recommendations are made on future joint working arrangements and subsequent studies necessary to overcome negative externalities likely to arise. This includes an analysis of the economic growth and related Labour Supply implications for Sefton's neighbouring authorities of the Council pursuing a higher housing target and importing migrants as a consequence. This involved NLP contacting Officers from the neighbouring authorities of Liverpool, West Lancashire, Knowsley and Wirral to obtain their view on the potential impact of Sefton attracting higher levels of their population/workforce than previously envisaged.

3.49 This part of the assessment therefore concentrated on sub-regional issues and whether the choice of a particular option would have a demonstrable impact on one or more neighbouring authority.

4.0 Stakeholder Consultation

Introduction

4.1 Stakeholder discussions were held with four neighbouring local authorities at the outset of the Study. This was helpful to: inform and underpin the existing baseline position within Sefton; to identify cross-boundary issues where the choice of a development option may have implications for one or more of Sefton's neighbouring authorities; and to demonstrate compliance with the statutory Duty to Co-operate.

Baseline Consultation

4.2 The nature of this Study means that much of the data required to inform the baseline position has been obtained directly from relevant statutory and non-statutory authorities.

4.3 The following agencies have contributed data for the Study:

- **Sefton Business Intelligence and Performance Division** - Information on Secondary school locations and the latest capacity information as at May 2015, including school place forecasts for the period up to 2022.
- **South Sefton and Southport & Formby Clinical Commissioning Groups** - Information on GP Surgery locations, registered patients and GP numbers.
- **Mott McDonald** – who undertook the Sefton "*Assessment of Housing and Employment Projections*" (July 2015).

4.4 We briefly summarise any limitations associated with the baseline data below.

4.5 Previously data was obtained from Sefton Primary Care Trust (PCT) but as part of the changes to the NHS brought about by the Health and Social Care Act 2012, PCTs and Strategic Health Authorities (SHAs) ceased to exist on 31 March 2013. Their responsibilities were taken over by CCGs and the NHS Trust Development Authority.

4.6 Information on GP 'list size' – essentially the number of patients on the role at a surgery at the time the survey was taken – was available. However data on the capacity of each surgery was not easily obtainable and required an assumption to be made on the optimum number of GPs which were required to deal with patient lists in each sub-area (1 per 1,600 patients), informed by a methodology taken from the GP Practice Index.

Sub-Regional Consultation

4.7 The Study was asked to consider the key consequences of Sefton Council's different growth scenarios and locational options for adjacent local authorities in the Liverpool City Region (i.e. Knowsley, Liverpool, West Lancashire and Wirral).

4.8 As a result of work undertaken at an earlier stage of the Local Plan preparation process, Sefton Council has received letters from all of its neighbouring authorities confirming that none of them had the capacity to assist Sefton with meeting its housing or employment land requirements over the period to 2030. As a result, it would appear that Sefton must look to sites within its own boundaries to meet its development needs over the plan period (2012–2030).

4.9 In 2012 as part of the initial consequences study and in order to understand the extent to which the various options could potentially affect adjoining authorities, meetings were arranged with other local planning authorities to understand the potential constraints and opportunities therein. As part of this Update, contact was made with all four neighbouring authorities to obtain their view on the potential impact of Sefton attracting higher levels of their population/workforce than previously envisaged. These discussions confirmed correspondence already undertaken between Sefton Council and the neighbouring authorities.

4.10 The aim of this element of the Study was to focus specifically on issues of a sub-regional nature and where the choice of an option would have a demonstrable impact on one or more of Sefton's adjoining authorities. The discussions were informed by the strategic issues identified in the Framework [para. 156]. A list of questions were circulated to neighbouring authorities in the same format as the questionnaire sent in 2013 to enable direct comparison and clearly identify if the position/opinion of any LPAs had altered.

Duty to Co-operate Responses

4.11 Contact was made with each of the neighbouring Local Authorities to understand the economic and social implications of the growth Options put forward by the Study.

4.12 Notes from each of the neighbouring authority discussions (which have been agreed between the parties) are summarised within Table 4.1.

Table 4.1 Summary of Local Authorities Stakeholder Responses

	Knowsley Council	Liverpool Council	West Lancashire Council	Wirral Council
Are you relying on your neighbouring authorities to meet your development needs?	Not at all; the Borough will be able to meet all of its own housing and employment needs. Consideration was initially given to what extent Merseyside authorities with greater urban capacity might be able to assist those with less capacity as part of an Overview Study undertaken by GVA Grimley. Whilst Liverpool was found to have some theoretical capacity there was no evidence that this would effectively meet development needs arising in Knowsley.	Not at all	Not at all; the Borough will be able to meet all of its own housing & employment needs within its own LA boundaries, as set out in the adopted West Lancashire Local Plan 2012-2027.	Not at all
Are there any extant major planning permissions for development close to Sefton?	**Redevelopment of Kirkby town centre** - Planning permission (hybrid) has been granted to Spenhill (Tesco) for 31,000 sqm of net new retail floorspace. Tesco has now pulled out and a new developer is being sought. A revised/new scheme is being developed but this has not yet been submitted to the Council.	**Liverpool Waters** – outline planning permission for the redevelopment of 60ha of disused land, which forms parts of Liverpool's Docks. The development incorporates: residential dwellings (up to 9,000 homes); commercial office space; hotel & conference facilities; retail; cafes, bars & restaurants; culture & leisure facilities; education, health, religious & community uses; and a cruise liner terminal. The timing of the scheme is unknown. The outline planning permission endures for a period of 40 years.	**Greaves Hall Hospital, Banks (65 dwellings) –** The site is allocated in the Local Plan and has outline consent.	**Wirral Waters** - although not particularly close to Sefton this benefits from a number of outline planning permissions for the redevelopment of circa 50ha of vacant and derelict dockland to provide a high-density, mixed-use, commercial-led scheme within the Birkenhead Dock Estate at East Float, West Float and Bidston Dock.
Are there any major developments under construction close to Sefton?	A Green Belt site at Bank Lane, Kirkby, which is directly adjacent to the boundary of Knowsley with Sefton has outline permission for 207 dwellings. A Reserved Matters application is currently being considered by the Council.	None, other than redevelopment taking place in Anfield/Breckfield which is aimed at meeting the housing needs of local Liverpool residents.	**Guinea Hall Lane, Banks(71 dwellings)** – The site is allocated in the Local Plan and is currently under construction. **Land rear of 24-38 Chapel Lane, Banks (31 dwellings)** – The site is under construction.	No
Area there areas close to the Sefton boundary under pressure?	**Tower Hill in Kirkby** - designated as an Action Area in the adopted UDP and Principal Regeneration Area within the emerging Local Plan Core Strategy. The comprehensive regeneration of Tower Hill has been one of the Council's key commitments for some years and is identified in the Council's housing land supply. A planning application for residential development is expected imminently. **Knowsley Business Park –** The Local Plan Core Strategy identifies this whole Park as a Principal Regeneration Area. The Joint	Not particularly, although Stonebridge has been identified as a new Local Centre.	**Fine Jane's Farm, Halsall (60 dwellings) –** The site is allocated in the Local Plan but there has been no application yet. **New Cut Lane, Halsall (75 dwellings)** – The site is allocated in the Local Plan but there has been no application yet. A Screening opinion was submitted in 2014.	The main areas under current pressure in Wirral are: in mid and west Wirral (west of M53 Motorway), Bromborough and along the Noctorum Ridge in Birkenhead. Mid and west Wirral contain large areas of Green Belt. Bromborough benefits from proximity to the Wirral International Business Park, good transport linkages to Liverpool, Birkenhead and Chester and has been the focus of many housing applications recently. Noctorum Ridge is an attractive area of older former merchants housing in large grounds.

	Knowsley Council	Liverpool Council	West Lancashire Council	Wirral Council
	Employment Land Study identifies scope to remodel parts of Knowsley Industrial Park through the provision of approximately 25ha of new employment development. Parts of the Park are currently being redeveloped; the Council has recently granted planning permission for the redevelopment of the former Sonae site for employment uses by Peel Holdings. The Park will be extended to the east through Green Belt release on adoption of the Local Plan Core Strategy.			Regeneration programmes are continuing within the older urban areas in east Wirral.
Are any areas, located close to Sefton, identified as a key location for future development?	Tower Hill in Kirkby and Knowsley Business Park (see above).	Not yet identified	Fine Jane's Farm, Halsall and New Cut Lane, Halsall as above.	Although not particularly close to Sefton, the redevelopment of Birkenhead's Woodside area will see the transformation of a further 10 – 12 ha of brownfield land. The scheme is expected to deliver homes, offices and a number of secondary uses. Wirral Waters/Mersey Waters Enterprise Zone, Birkenhead Town Centre and the completion of the Wirral International Business Park in Bromborough are the key locations for future growth and regeneration in Wirral.
Is any of your local infrastructure under pressure (i.e. local & strategic road network, schools & utilities)?	**Local Road Network** Hall Road in Kirkby experiences peak time saturation. Improving the highways infrastructure and circulation around Knowsley Business Park is a priority for the Council. **Strategic Road Network** A506 County Road experiences peak time saturation. Works have recently been complete to the Junction of the A5300 and A562, which was identified as a "pinch point". **Schools** No known capacity issues despite the levels of growth proposed within the Council's emerging Local Plan.	**Local Road Network** Not aware of any problems. **Strategic Road Network** The Liverpool Waters scheme has the potential to exacerbate problems along the A575. Problems on A565 may be exacerbated by Liverpool Waters. Potential capacity issues with Sandon Dock Waste Water Treatment Works. **Schools** Both primary and secondary schools in Liverpool are generally under capacity, particularly those in the northern part of the City. **Utilities** Sandon Dock Waste Water Treatment Works serves approximately 80% of Liverpool, Halton and Sefton. Although work is currently taking place to address capacity issues, it is likely that if all of Liverpool's anticipated development	**Local Road Network** There is a perception that Segars Lane, New Cut Lane and Moss Road are used as a cut through to get from Ormskirk to Southport. Other "moss roads" in the Scarisbrick area can suffer from similar perception. As a result, the road surface wears out regularly, causing maintenance issues. **Strategic Road Network** A570, through Ormskirk and at several pinch points as it approaches the Sefton boundary on the eastern approach to Southport. **Schools** There is not considered to be any pressure on schools in West Lancashire close to the Sefton boundary. However, some development sites in Halsall, on the edge of Birkdale, are likely to rely upon school provision in Birkdale.	**Local Road Network** Local hotspots without any additional traffic exist around the urban core in Birkenhead, Wirral Waters and the A41. The Council are currently investigating and testing potential transport improvement schemes. A number of schemes have been identified to support the Council's major economic regeneration schemes, many of which are related to the wider Mersey Waters Enterprise Zone. **Strategic Road Network** The M53 access road to the Wallasey tunnel has recently been strengthened and bridges have been replaced at junction 2. The main issues now relate to the 2-lane section of the M53 in Ellesmere Port (see 7 below). An increased volume of vehicles using ferry services could place strain on the Wallasey tunnel and surrounding roads.

	Knowsley Council	Liverpool Council	West Lancashire Council	Wirral Council
	Utilities The Council has engaged with providers as part of the Local Plan Process. This did not flag up any constraints/capacity issues. **Other Infrastructure** The Council commissioned a joint Flood Risk Assessment with Sefton. This flagged up the need to ensure that development in Knowsley does not worsen flooding in Sefton associated with the River Alt catchment which affects the two Boroughs.	(over the next 15 – 20 years) came forward, capacity issues would emerge once again. There are two additional Waste Water Treatment Works serving Liverpool with land to expand (Woolton and Fazakerley). However, this would require a huge investment in a network of pumping stations. **Other Infrastructure** The following development sites at Sherwoods Lane / Wango Lane –100 houses, Rice Lane, former Walton Hospital – new Aldi and 200 houses Stanley Dock South Warehouse development all may also put pressure on highway network.	**Utilities** **-Scarisbrick:** there are issues relating to the flow of foul & surface water into New Lane WWTW, with United Utilities advising that no more development should take place in its catchment area until after 2020 other than that which is already planned for in the Local Plan. However, UU are intending to improve the WWTW to be able to process more foul and surface water. **Banks:** An issue with water supply has been identified. Market gardens in this area draw heavily upon the water supply. There have been many complaints to United Utilities regarding back-ups in the surface water system. This is more of a maintenance issue than a capacity issue. **Town Lane:** The Halsall sites on the edge of Birkdale would likely need to connect to the existing waste water system in Sefton, potentially requiring new pipes to be installed along Benthams Way. **Scarisbrick:** Infrastructure Delivery Plan identifies potential issues with electricity supply in some areas here.	**Schools** Increasing primary school rolls are likely to result in an increased demand for school places in the near future, if housing markets remain stable. **Utilities** No known gas or electricity supply/capacity issues. Wirral and Sefton drain to separate water treatment facilities (but to common waters) and there are no major capacity issues in Wirral for the period 2015-2020. **Other Infrastructure** The Mersey ferries represent a significant tourism draw within an estimated 90 minute drive time.
Please provide details of key planned transport and highways infrastructure schemes, close to the boundary with Sefton.	None known	The North Liverpool key Corridors Major Scheme. This involves A565 (Great Howard Street and Derby Road) and Waterloo Road/Regent Road. Starting around September 2016	There are few key transport and highways schemes planned close to the boundary with Sefton at the current time, but the West Lancashire Highways & Transport Masterplan (prepared by Lancashire County Council) does outline some schemes it would like to bring forward that may affect Sefton: - West Lancashire Route Management Strategy – to consider measures, potentially including weight restrictions in Ormskirk, that would better manage the flow of traffic through and around West Lancashire, particularly in the Ormskirk area and along the A570 between the M58 and Southport and particularly affecting the routing of HGVs to Switch Island rather than through Ormskirk to access the M58.	A package of works is associated with the development of Wirral Waters. The New Mersey Crossing may place additional pressure on the existing 2-lane section of the M53 to Liverpool. The Department for Transport announced funding is being provided to upgrade M53 junctions 5-11 to Smart Motorway by 2020. It is unknown whether the Port Wirral proposals for Eastham Docks will adversely affect the Mersey tunnel for waterborne freight.

	Knowsley Council	Liverpool Council	West Lancashire Council	Wirral Council
			Electrification of Ormskirk – Preston rail line, possibly including providing a connection with the Southport – Manchester line in the Burscough area.	
What are the implications of Sefton's 3 different growth options on your own market housing?	Knowsley is keen to stem population loss, attract more economically active people to the Borough and rebalance the housing market. The emerging Knowsley Local Plan Core Strategy reflects these priorities. All targets listed are higher than that within Sefton's submitted Local Plan. If the higher targets are incorporated within a Local Plan, there may be impacts on Knowsley's ability to attract new market housing development, due to housing market saturation. This would impact on Knowsley's ability to retain and attract new residents to the Borough. We question whether Sefton could sustain the delivery of these higher targets, as this would require a significant increase in the identification of available and deliverable housing land alongside a major uplift in market activity, well over the average annual dwelling completions which have been achieved in Sefton in recent years.	**720 dpa:** The provision of significantly more houses in Sefton, under this option would quite likely result in an outflow of households from Liverpool to Sefton, decreasing the attractiveness of market housing in Liverpool. **1,026/1,365 dpa:** adverse impact on the attractiveness of market housing in Liverpool and increase in outflow to Sefton.	The adopted West Lancashire Local Plan does not make provision for helping Sefton to meet its development needs. Therefore, given the submitted Sefton Local Plan proposes a housing requirement of 11,070 dwellings to 2030, only Option A above would likely be deliverable within the proposed framework of the submitted Sefton Local Plan. Options A1, B and C would therefore require the release of further land to meet the requirement. While the first option for meeting any further release of land for Sefton's housing requirement should be to meet that requirement within Sefton, if that is not possible, these higher levels of housing growth would impact on housing land pressure in West Lancashire, likely necessitating a review of the adopted West Lancashire Local Plan.	**642/720 dpa:** Only options that would meet Sefton's need within Sefton (or within Liverpool) would reduce pressure on Wirral's market housing. There is currently limited out-migration from Sefton into Wirral (252 people in 2011, a net annual inflow to Wirral of 47). A figure of 720 could reduce this. There is however a significant amount of out migration from Liverpool to all the neighbouring Merseyside authorities. If Sefton was to pursue a figure which did not fully meet its housing needs, the outflow from Liverpool is likely to place increased pressure on Wirral's market housing. Wirral Council is firmly opposed to the release of Green Belt land for development. **1,026/1,365 dpa:** Although these higher figures are likely to reduce the pressure for market housing in Wirral, if the employment led figures rely on the in-migration of working age population, this could have significant implications for Wirral's already ageing population and the ability to meet its own employment growth aspirations.
What are the implications of Sefton's 3 different growth options on your own affordable/special needs housing?	Affordable and specialist housing needs tend to be more locationally specific than market housing, for example, Kirkby residents would be more likely to want affordable housing solutions in Kirkby. Therefore, Knowsley would like to see Sefton meeting its affordable housing needs locally.	Affordable housing need is very locationally specific. However, it was felt that the higher the affordable housing provision in Sefton, the less attractive Liverpool's affordable housing market would be. Liverpool currently has a surplus of social housing stock. If a Registered Provider/developer was providing an affordable housing market solution of a significant scale in Sefton which was not available in Liverpool and given other push factors such as the 'bedroom tax' this might mean households in affordable housing need moving to Sefton, despite the usually locational	WLBC already has a backlog in the supply of affordable housing, with the emerging Local Plan requiring up to 35% of all future housing provided to be affordable, by way of helping to address this issue. If higher levels of housing growth in Sefton were required, and could not be met within Sefton, there would be further pressure on housing land in West Lancashire for affordable housing.	Affordable housing need is very localised. Any failure by Sefton to make adequate provision for affordable housing is not therefore expected to greatly impact on Wirral, subject to overall supply.

	Knowsley Council	Liverpool Council	West Lancashire Council	Wirral Council
		specific nature of affordable housing.		
What are the implications of Sefton's 3 different growth options on your own employment land pressure?	Knowsley has the greatest linkages with Liverpool as the major city centre within the Liverpool City Region, although it does have clear commuting links with neighbouring authorities, including Sefton. These links are somewhat balanced, with an almost equal number of residents leaving Knowsley to work in Sefton as there are Sefton residents commuting to work in Knowsley. If Options B or C are selected, there is long term potential for the existing commuting patterns to be altered, by virtue of a significant increase in the residential population of Sefton. This may have impacts on highways and public transport infrastructure, as well as the sustainability of local services and retail centres in surrounding areas. If these levels of housing are delivered, this may put pressures on local labour supply in the development industry, including in construction.	This would result in a greater number of people out-commuting from Sefton, placing additional pressure on the highway and public transport network. Above 700dpa there could be commuting infrastructure problems as the travel to work (TTW) pattern would be from Sefton to Liverpool. However if it is the case that the higher figures in options B and C in particular are to ensure that Sefton has enough people to meet its own growth in jobs – it should follow that this would not create an increased commuting issue. On the other hand if TTW continues into Liverpool this might be to Liverpool's benefit economically.	Given that the submitted Sefton Local Plan only requires 11,070 dwellings to 2030, if the housing requirement were to increase in line with one of the above options, and the employment land requirement did not, this could have implications for employment land pressure in West Lancashire and / or affect travel to work patterns.	**1,026/1,365 dpa:** Wirral is seeking to reduce the number of people travelling outside the Borough for work. Liverpool (18,094 journeys) and Chester (10,189) are currently the most popular destinations. Smaller numbers of people currently commute between Wirral and Sefton for work. The 2011 Census suggests that 1,194 journeys (1.3%) into Wirral originated from Sefton and 1,918 (1.6%) outward commuting journeys ended in Sefton. While a significant increase in employment within Sefton, without additional housing, could further increase cross-boundary movements, a large increase in both employment and housing in Sefton could have significant implications for Wirral's working age population.

4.13 As was the case in 2012 the table indicates, all of Sefton's neighbouring authorities anticipate being able to meet their development needs (for housing and employment) within their own local authority boundaries. However, none of them have surplus capacity to help meet Sefton's needs, primarily due to Green Belt constraints alongside a number of important landscape and environmental designations. Knowsley undertook its own Green Belt review (July 2013) using the same methodology as Sefton, that forms part of the Core Strategy submission, and West Lancashire produced an addendum to their Green Belt study (2011) in July 2012. Knowsley Council has confirmed that the Knowsley Local Plan Core Strategy is now nearing adoption.

4.14 Two schemes of sub-regional importance have been granted outline planning permission to the south and west of Sefton - Liverpool Waters and Wirral Waters, with Wirral Waters also gaining reserved matters approval for parts of the scheme. These schemes are subject to long term development programmes and were also identified in the 2013 study. Together, these schemes seek to redevelop 110ha of brownfield land and could deliver over 24,000 new homes and a mix of other uses. The employment developments associated with these schemes have the potential to increase levels of out commuting from Sefton (particularly towards Liverpool, which already experiences high commuting flows from Sefton).

4.15 The adjoining authorities considered that development option 1 (720 dpa) was the most realistic scenario for Sefton with the least potential for adverse impact. Liverpool raised concern with all options stating that they all had potential to result in an outflow of households from Liverpool to Sefton, decreasing the attractiveness of market housing in Liverpool; Options 2 and 3 would have an even greater impact. Knowsley Council did not consider the delivery of Options 2 and 3 could be sustained due to the significant increase in the identification of available and deliverable housing land alongside a major uplift in market activity which would be required, that would be well over the average annual dwelling completions which have been achieved in Sefton in recent years. Whilst Wirral considered the higher figures of Options 2 and 3 are likely to reduce the pressure for market housing in Wirral, if they rely on the in-migration of working age population, Wirral considered this could have significant implications for Wirral's already ageing population and the ability to meet its own employment growth aspirations. Finally, West Lancashire considered Options B and C raised concern that land was not released in Sefton to accommodate these higher levels of housing growth there would be further pressure on Green Belt land in West Lancashire.

4.16 Irrespective of the proposed housing targets it was considered that implications of the three development options on adjoining authorities' affordable housing would be insignificant. This was because it was generally considered that social housing needs are very localised and that any failure by Sefton Council to make adequate provision for affordable housing would not, therefore, significantly impact on nearby local authorities. Liverpool Council did comment that if a Registered Provider/developer was providing an affordable housing market solution of a significant scale in Sefton which was not available in Liverpool, teamed with other push factors such as the ‘bedroom tax’ this might mean households in affordable housing would move to Sefton from Liverpool, despite the usually locational specific nature of affordable housing. This could potentially occur in other authorities but is perhaps more of a concern from Liverpool who have surplus social housing stock.

4.17 Finally, the implications of three different growth options on adjoining authorities’ employment land pressures were considered by the adjoining authorities but the conclusions as was the case in 2013 are less clear. West Lancashire commented that if the housing requirement were to increase in line with Option B and C and the employment land requirement did not, this could have implications for employment land pressure in West Lancashire and/or effect travel to work patterns. Knowsley identified itself as having greatest travel to work linkages with Liverpool and to a lesser extent commuting links with neighbouring authorities, including Sefton. Knowsley considered if Options B or C are selected, there is a longer term potential for the existing commuting patterns to be altered, by virtue of a significant increase in the residential population of Sefton. This may have impacts on highways and public transport infrastructure, as well as the sustainability of local services and retail centres in surrounding areas. If these levels of housing are delivered, this may put pressures on local labour supply in the development industry, including in construction. Although no pressures were identified on employment land.

4.18 Liverpool stated that the three options would result in a greater number of people out-commuting from Sefton, placing additional pressure on the highway and public transport network and that above 700 dpa could result in commuting infrastructure problems as the travel to work [TTW] pattern would be from Sefton to Liverpool. However subject to the higher figures in options B and C ensuring that Sefton has enough people to meet its own growth in jobs – it should follow that this would not create an increased commuting issue for Liverpool or any other neighbouring authorities. Liverpool also considered there may be a positive impact if TTW continues into Liverpool it might benefit the City economically.

5.0 Baseline Infrastructure Provision

Introduction and Approach

5.1 This section of the report summarises the current economic, social and other assets of the Borough, by sub-area, highlighting where the pressures associated with housing growth are likely to come from. This also includes an analysis of the current 'tipping points' for each sub-area, i.e. how much development each sub-area can accommodate without the provision of any new infrastructure/significant adverse impacts.

5.2 To inform the baseline position and to act as a platform upon which to define future development patterns, an audit of existing infrastructure and an assessment of current pressures has been undertaken. This baseline position includes identifying what infrastructure is currently in place and assessing the extent to which it is 'fit for purpose' to support the existing sub-areas. This baseline picture has been put together through the collection of information on the various infrastructure types from a range of sources and stakeholder engagement. Together this ensures that the data reflects actual issues within the sub-areas and provides, where applicable, a narrative aspect to the existing pressures.

5.3 The approach taken to assess the baseline involves the use of benchmarking to assess how well served sub-areas (and the settlements within) are for various infrastructure types in comparison with an identified standard. Where this has not been possible stakeholder engagement has been utilised to provide a qualitative baseline and narrative which identifies the key issues within each strategic theme. These benchmarks are used to construct a model which allows 'tipping points' for each type to be identified.

5.4 Provision of infrastructure in most cases does not represent an absolute constraint but merely represents a cost of mitigating the impact of development through the provision of new or improved infrastructure. Therefore, whilst consideration of this baseline is essential, the spatial distribution of growth will depend on further factors such as the trade-offs between different infrastructure types, the optimal cost implications associated with the provision of infrastructure to support growth as well as sub-area constraints to accommodate growth. This approach is adopted through the Study with identification of the economic and social constraints and an analysis of the potential consequences for the possible growth areas identified.

5.5 A summary of each sub-area's overarching infrastructure picture is identified based on the tabulated tipping points analysis set out in Appendix 3.

5.6 The suitability for growth, based purely on the level of infrastructure as a baseline, is analysed for each sub-area and an indication of how much growth the sub-area could currently accommodate, without any further infrastructure improvements (apart from those purely ancillary to the development), is given. This 'tipping point' relates to the point where a fundamental or essential infrastructure type will reach capacity. This does not represent the absolute capacity of each sub-area and does not represent an absolute barrier to growth, but provides an indication of how much additional growth the existing infrastructure could accommodate before investment is required.

5.7 NLP has not reviewed infrastructure from the perspective of the quality of service provision, particularly where information was not readily available – this is a matter outside the remit of this Study. Assessments of infrastructure provision are based on the application of the benchmark standards identified, information and facts provided by infrastructure and service providers and subsequent feedback from those stakeholders.

5.8 A Borough-wide overview is provided below, focusing in particular on those benchmarks that are not available / relevant at a sub-area level.

5.9 The following information was collated and assessed:

Land Take:

- Size of the Borough
- Previously developed land within built-up/urban areas

Social Baseline:

- Current population/household split and how this is forecast to change over the Plan period;
- Current tenure split in Sefton, alongside other indicators on house type, size and vacancy rates;
- Migration patterns, both domestic and international;
- Past housing delivery rates;
- Green Infrastructure provision;
- Forward supply of housing development in the pipeline;
- Housing Need as defined in the SHMAs (and NLP's HEaDROOM analyses); and,
- Access to local services and infrastructure, through the GIS mapping of key services available to local residents such as GP surgeries, shops and schools and the extent to which these are successful and/or are currently under/over-subscribed.
- Existing and future transport conditions, including details of existing and forecast traffic levels across the key areas of the transport network, identification of existing network constraints, public transport provision and 'hot spots' and details of existing sustainable transport provision.

Economic Baseline:

- Travel to work patterns from 2011 ONS Census data;
- Current unemployment/joblessness in the Borough and economic vulnerabilities arising from current over-reliance on the public sector;

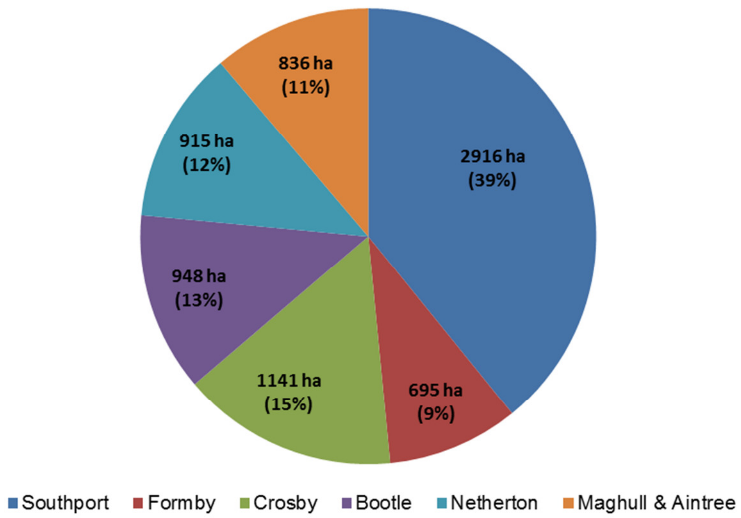
- Current and proposed regeneration initiatives in Sefton.

Land Take Analysis

5.10 It is understood that Sefton Borough has a total area of 20,480 ha; however, this incorporates a vast area along the entire length of coast which is covered by sand and beaches and, as such, is not developable. For the purposes of this Study, therefore, NLP has 'removed' the coastal strip of sand from the Borough boundary and assumed a total area of 15,274 ha, which is consistent with the approach adopted by the previous Consequences Study.

5.11 The built up/urban area of the Borough is taken to represent all land situated outside the Green Belt and totals 7,451 ha, the distribution of which is illustrated in Figure 5.1. It should be acknowledged, though, that this figure is not an indication of the amount of brownfield/ previously developed land within Sefton as the built up area includes back gardens and urban green space such as parks within its boundary.

Figure 5.1 Analysis of the Urban Area within Sefton



5.12 Identifying the precise amount of previously developed land within Sefton is difficult. However, as an approximation, NLP has deducted the total area of urban greenspace (i.e. Borough and neighbourhood parks, local scale parks, accessible nature space and publicly owned playing fields) from the Borough's built up areas to derive the figures set out in Table 5.1. Whilst these figures provide a broad indication of the amount of previously developed land within Sefton, they are imprecise and do not, for example, capture any built development 'washed over' by the Green Belt. Notwithstanding this, the figures provide a good basis for measuring the impact that the different growth options will have on the land take of the Borough. As a starting point, it is suggested that approximately 44% of Sefton comprises developed or previously developed land.

Table 5.1 Composition of Sefton's Urban Areas

Sub-Area	Urban Area (Ha)	Green Space with the Urban Area (Ha)	Brownfield Land (ha)
Southport	2,916	264	2,652
Formby	695	43	652
Crosby	1,141	137	1,004
Bootle	948	49	899
Netherton	915	113	802
Aintree/Maghull	836	65	771
TOTAL	7,451	671	6,780

Source: NLP Analysis

Social Baseline Analysis

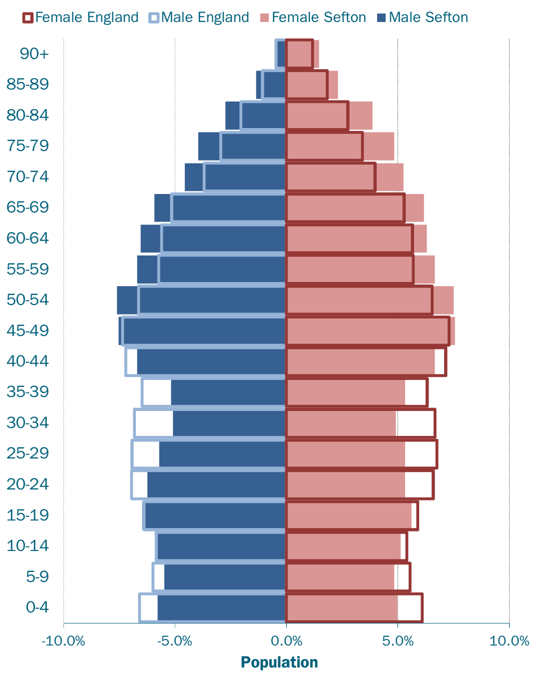
5.13 This section sets out the social baseline position highlighting where the pressures associated with housing growth are likely to come from. This also includes an analysis of the current 'tipping points' for Sefton i.e. how much development Sefton can accommodate without the requirement for new infrastructure/significant adverse impacts.

Population and Demography

5.14 According to the ONS 2012-based Mid-Year Population Estimates [MYPE], the resident population of Sefton in 2012 was 273,697, with a total of 118,576 households across the Borough. The average household size is therefore 2.3 people per household. Whilst still a relatively densely populated Borough, Sefton has seen sustained population decline in recent years, with the number of residents falling by around 9% since 1981, a loss of over 26,000 residents (net) in just over 30 years[12]. The population that remains is ageing, with the number of Sefton residents over the age of 65 totalling 59,200, 21.6% of the total population – this contrasts with just 16.9% nationally. As can be seen in the population pyramid below (Figure 5.2), Sefton Borough has an over-representation of residents aged over 50 when compared to the national average, but has comparatively few residents in the key working-age cohorts of 20-39, and also relatively few young children under 4 years of age.

[12]Source: 1981 Census

Figure 5.2 2012 Baseline Demographic Profile – Sefton vs. England & Wales



Source: 2012-based Sub-National Population Projections

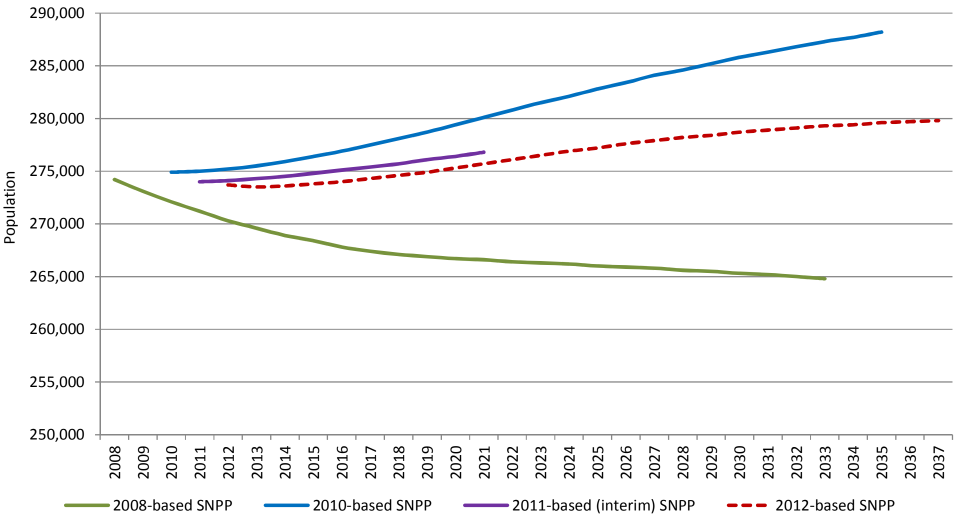
5.15 The latest population projections comprise the 2012-based Sub-National Population Projections [SNPP], published by ONS on 29th May 2014[13]. They replace the 2011-based (interim) population projections (September 2013). The latest projections are based on the 2012 Mid-Year Population Estimates [MYPE] published in June 2013 (which are themselves rolled forward from the 2011 MYPE and ultimately the 2011 Census) and a set of underlying demographic assumptions regarding fertility, mortality and migration, based on local trends.

5.16 As with previous projections, the 2012-based population projections are not forecasts and do not attempt to predict the impact that future government or local policies, changing economic circumstances or other factors might have on demographic behaviour[14]. However, unlike the 2008-based and 2010-based population projections, the trends for the 2012-based projections are able to fully take into account information from the 2011 Census.

5.17 Figure 5.3 compares the ONS population projection data for the years 2008, 2010, 2011 (interim) and 2012. It illustrates the divergence between the four projections. Whereas the 2008-based projections indicate a declining population from 270,300 in 2012 to 265,300 in 2030 (a fall of 5,000 or 1.8%), the 2010-based projections show a growth in population of over the same period of 10,600 (+3.9%).

[13]ONS (29 May 2014): 2012-based SNPP for England: Statistical Bulletin page 1
[14]Ibid, page 2

Figure 5.3 Comparison ONS 2008/2010/2011/2012 based SNPPs for Sefton Borough



Source: NLP Analysis / ONS 2008/2010/2011/2012-based population projections

5.18 The 2012-based projections suggest a growth in population over the plan period, albeit at a much slower rate than had previously been envisaged – 4,961 net additional residents over the 18-year Plan period (276 new residents annually), with the Borough's total resident population climbing to 278,658 by 2030. This growth rate, at just under 2%, is significantly higher than past trends, but would still result in a lower population by 2030 than was recorded at the time of the 2001 Census. This projected growth is less than the rate of growth projected in the 2010-based population projections, which indicated a growth in population of 10,600 (3.9%) between 2012 and 2030.

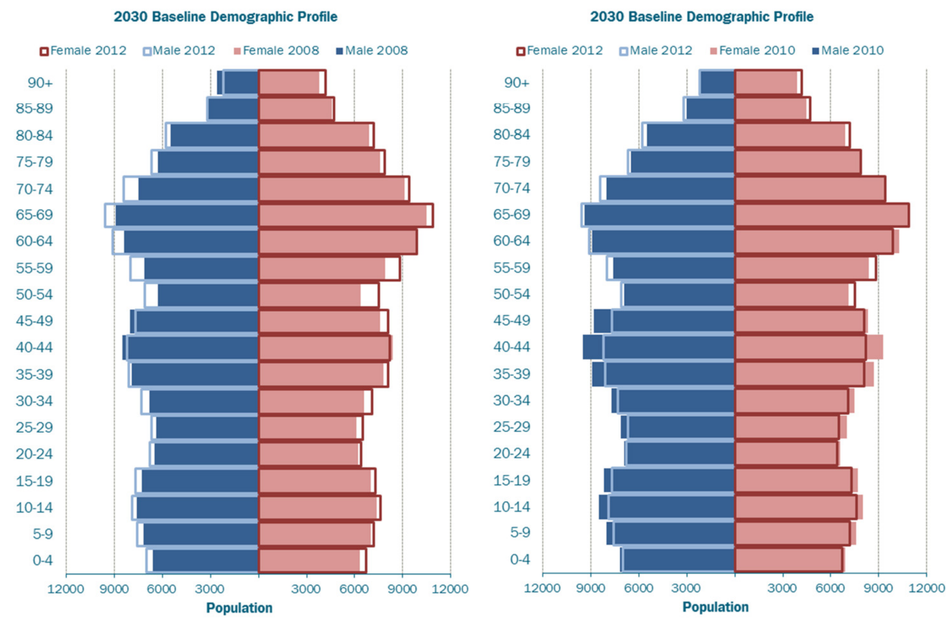
5.19 In terms of what is driving this modest growth, the 2012-based population projection indicates that due to an ageing population, natural change will be a negative force for change over the period to 2030, with deaths outnumbering births by around 5,700. Consequently the positive growth overall is entirely due to net inward migration. The 2012-based population projection indicates that domestic internal migration will exceed outward migration by 8,900 to 2030, whilst immigration from abroad will also be a net contributor to growth (in the order of 3,700 residents net to 2030). This is s reversal of current/past trends, whereby out-migration has tended to exceed in-migration.

5.20 In terms of the changing composition of the Borough's demographic characteristics, the 2012-based population projection indicates that a number of key demographic cohorts will decline, with proportionately fewer people in the younger age categories (particularly residents in their twenties). The number of residents aged between 16-59, who comprise the vast majority of the working age population, are projected to decline from 151,774 in 2012 to 135,159 in 2030. In contrast, the number of people aged 60 and above is expected to increase by around 32%, from 68,089 to 90,134.

5.21 As a result, whilst Sefton's residents already have a very different demographic profile when compared to the national picture, this divergence is likely to become more pronounced in the years ahead. By 2030, 32% (22,045) of

Sefton's population is forecast to be aged over 60. This compares to 22.8% regionally and 22% nationally. This indicates that Sefton has an ageing population with more residents aged over 60 than the regional and national average. Conversely Sefton has fewer residents under the age of 14 with an estimated 15.8% in 2030 compared to 17.2% regionally and 17.4% nationally.

Figure 5.4 Sefton Baseline Demographic Profile 2030



Source: NLP/ONS 2010/2012-based population projections

Households

5.22 The CLG's latest 2012-based household projections incorporate the aforementioned 2012-based population projections. They suggest a level of annual household growth considerable higher than the previous 2011-interim projections for Sefton Borough, at a rate of 576 additional households annually 2012-30 (10,368 in total). This compares with 399 per annum based on 2011-interim projections and 323 per annum based on the 2008-based projections.

5.23 Once suitable allowance has been made for vacant and second homes[15], this would indicate a need for around 604 dpa. Notwithstanding this, Sefton's projected household growth (11%) is less than the UK average (24%) and in the lowest quarter of all UK local authorities household growth rates.

5.24 Total household size in Sefton Borough is around 2.29 residents per household, which is comparable to the North West rate of 2.3, although slightly lower than the national rate of 2.4. This represents a fall of around 4% in the past ten years or so (from 2.38 in 2001)[16]. This reflects current trends towards smaller households across the country, a trend that is expected to continue in

[15]Equal to around 4.7%; 4.4% vacancy rate, plus 0.3% second homes allowance based on the most recent Council Tax Base for Formula Grant Purposes, October 2011

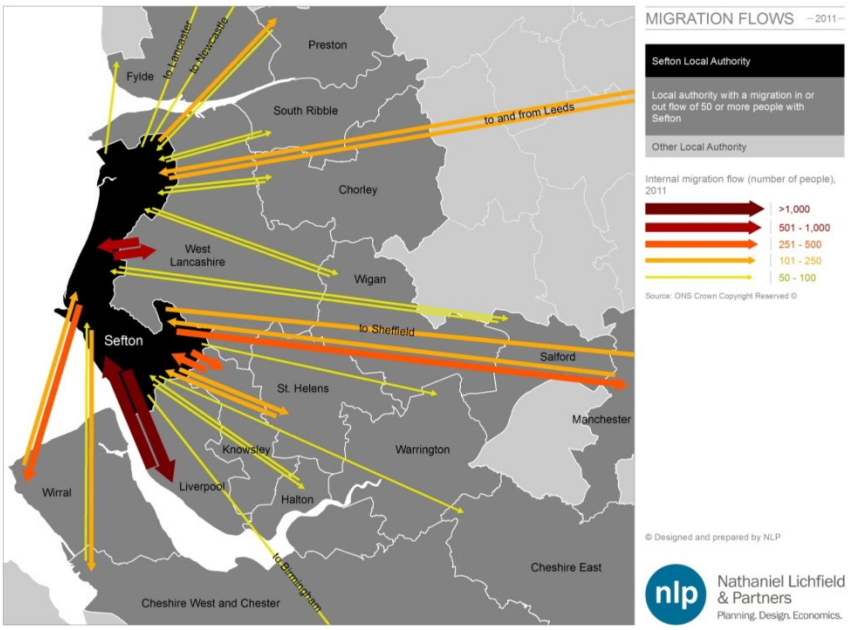
[16] Source: ONS 2011 Census: comparison between 'total population living in households' and 'household spaces with at least one usual resident'.

the years ahead. This means that even if the Borough has a stable or declining population over the coming years, it is likely that there may still be a rise in the number of newly formed households and therefore a need for new dwellings.

Migration Patterns

5.25 Figure 5.5 and Table 5.2 demonstrate that the strongest migratory relationship is between Liverpool and Sefton, with 2,055 people migrating from Liverpool to Sefton, with 2,467 people moving in the opposite direction. There are also high levels of interdependency between Sefton and West Lancashire and to a lesser extent, between Sefton, Knowsley and Wirral. The 2011 Census suggests that overall, Sefton is an area of net domestic out-migration, with 1,573 more people migrating out of Sefton than migrating in annually.

Figure 5.5 Domestic Migration to/from Sefton Borough



Source: ONS 2011 Census

Table 5.2 Migration Flow figures to and from Sefton

Out Migration From	In Migration To Sefton		In Migration To	Out Migration From Sefton
Sefton	**14,082**		**Sefton**	**14,082**
Liverpool	2,055		Liverpool	2,467
West Lancashire	722		West Lancashire	692
Knowsley	466		Knowsley	351
Wirral	205		Wirral	252
Manchester	115		Manchester	271

Source: Census 2011

5.26 There is a slight positive net annual migration out to Liverpool of 412. However, of perhaps more importance is the age composition of those moving into/out of the Borough. Based on the 2012-based population projection it is apparent that those in the younger age cohorts are more likely to be moving out of Sefton from the age of 20 onwards, presumably for higher education/employment opportunities, whilst the reverse is true for those aged over 50. As a result, the more people that move into/leave the Borough, the more the Borough's population becomes weighted towards the older age groups, and the harder it becomes to bolster the local economy with a ready supply of working age residents.

Housing

Dwelling Completions

5.27 Average housing completions and conversions in Sefton Borough since 2003/04 have totalled 6,569 dwellings, or 547 dpa. However, the net figure, deducting 1,853 demolitions over the 12-year period, is 4,716 dwellings at a net rate of **393 dpa** (Table 5.3). Set against the now revoked North West Regional Strategy target of 500 dpa to 2012/13 and the proposed Local Plan target of 615 dpa thereafter, this suggests a housing backlog of -1,629 dwellings.

Table 5.3 Housing Completions and Backlog 2003/4 to 2014/15

Year	New Build	Conversions	Demolitions	Net Delivery	RS Target	Cumulative Backlog
2003/04	469	63	33	**499**	500	-1
2004/05	294	157	65	**386**	500	-115
2005/06	424	102	103	**423**	500	-192
2006/07	475	46	259	**262**	500	-430
2007/08	703	156	297	**562**	500	-368
2008/09	424	176	336	**264**	500	-604
2009/10	429	131	159	**401**	500	-703
2010/11	247	251	222	**276**	500	-927
2011/12	471	137	137	**471**	500	-956
2012/13	373	86	54	**405**	615	-1,166
2013/14	285	44	16	**313**	615	-1,468
2014/15	505	121	172	**454**	615	-1,629
Total	**5,099**	**1,470**	**1,853**	**4,716**	**6,345**	**-1,629**

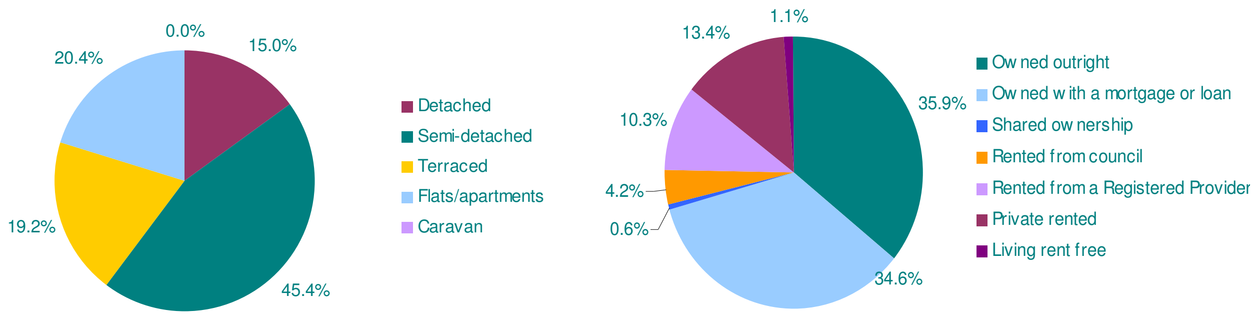
Source: Sefton Council (2015)

Tenure

5.28 A review has been undertaken of dwelling type and household tenure of Sefton Borough from the 2011 Census. Sefton has a relatively low proportion of detached properties (15% of the total dwelling stock, compared to 18% for the North West region and 22% for England as a whole); a very high proportion of semi-detached dwellings (at a rate 50% higher than the national average) and a lower proportion of terraced properties (19% compared to 30% for the North West as a whole and 25% nationally). Within Sefton there are differences in the prevalence of housing types with Bootle, for example, having a much higher proportion of terraced homes.

5.29 In terms of tenure, a very high proportion of Sefton residents own their homes, either outright or with a mortgage or loan: 70.5% of households fall into this category compared to 63.3% nationally. The Borough has relatively few households who reside in social rented accommodation (14.5% compared to 17.7% nationally) or rent privately (14.5% compared to 18.2% in England as a whole). There are significant variations across the Borough however, with limited social rented housing in central Sefton, and a high proportion in Bootle and Netherton.

Figure 5.6 Dwelling Type and Household Tenure, Sefton Borough



Source: 2011 Census Data

Vacancies

5.30 Analysis of Sefton's Council Tax records indicates that there are 5,735 empty properties (of 125,894 = 4.6%) in Sefton, including 359 empty second homes. Of these, 1,933 (1.54%) have been empty for more than six months (as of October 2014).

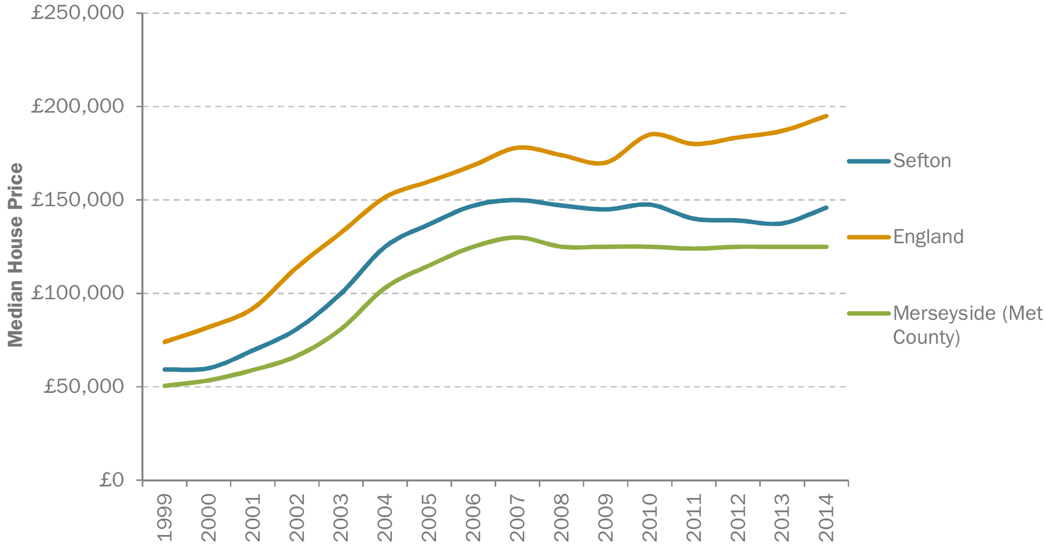
5.31 There has been a decrease in the proportion of vacant dwellings from 6.2% in 2008 to the current figure of 4.6%. It is understood that the majority of long-term empty properties are located in Bootle and central Southport.

House Prices

5.32 Figure 5.7 shows the average median house prices in Sefton, Merseyside and England over the last 15 years. The median house price in Sefton is currently £146,000; higher than Merseyside (£125,000) but lower than nationally (£195,000). In neighbouring West Lancashire, house prices are higher at £160,000; however, Sefton remains more expensive than Liverpool, which has a median house price of £115,000.

5.33 In Sefton this represents an increase of 146% since 1999 (equivalent to £87,000). By comparison, at a national level, median house prices have increased 164% whilst house prices in Merseyside have increased by 148%. House prices in both Sefton and Merseyside have remained relatively stable over recent years and are currently lower than their peaks (in 2007 and 2010). In contrast, nationally house prices have continued to rise steadily in recent years and are currently at their highest-ever point.

Figure 5.7 Average (Median) House Price 1999-2014



Source: CLG Live Table 586 (1999-2012), Land Registry (2013-2014)

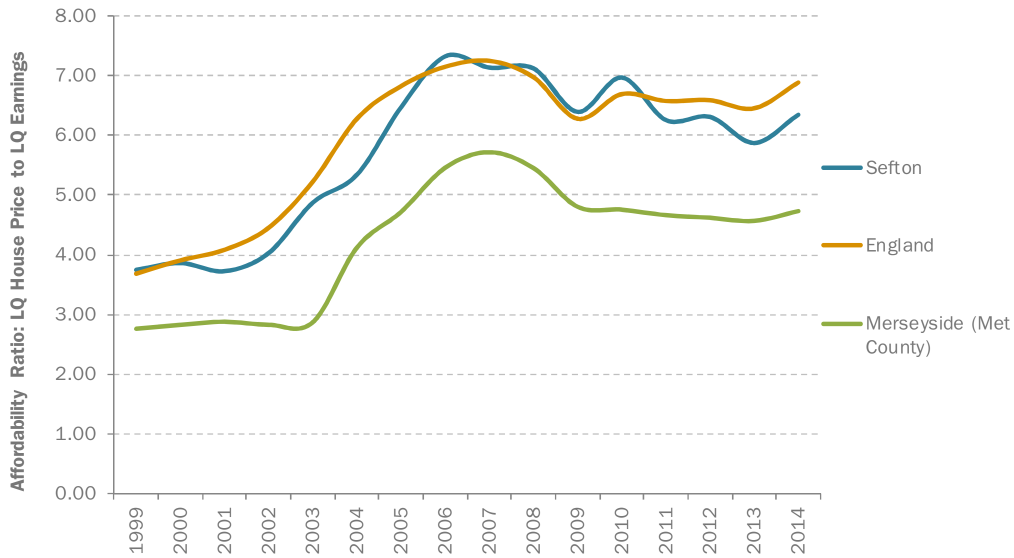
Affordability

5.34 Assessing affordability involves comparing the cost of housing with households' ability to pay, with the indicators for this lower quartile house prices[17] and lower quartile earnings. Together, they form an affordability ratio which can be tracked over time.

5.35 As of 2014, the lower quartile affordability ratio in Sefton was 6.34; i.e. lower quartile house prices in Sefton are 6.34 times lower quartile earnings. This is significantly higher than across Merseyside as a whole (4.73) and only slightly lower than the national ratio of 6.88. However, this 6.34 figure is lower than the peak in affordability seen just before the start of the recession, where the lower quartile affordability ratio in Sefton peaked at 7.3 in 2006.

[17] The lower quartile is the median, or mid-point, of the lower half of a set of house price / earnings data

Table 5.4 Affordability 1999-2014



Source: CLG Live Table 576 / Land Registry / ASHE

5.36 The affordability ratio in Sefton in 2014 thus represents a 69% rise over the past 15 years. Over the same period, affordability in England rose 87% and in Merseyside, 71%. Table 5.5 compares the affordability ratio for Sefton against the comparable ratio for Merseyside and England as a whole, indicating that affordability in Sefton has been more in line with national trends over this time period than Merseyside.

5.37 The worsening trend in affordability for Sefton is indicative that house prices have far outstripped wage growth, resulting in house prices that are now over 6-times higher than income levels.

Table 5.5 Affordability Data 1999-2014

	LQ Affordability Ratio (2014)		Change (%) 1999-2014		Change (absolute) 1999-2014	
	Ratio	Rank*	Change	Rank*	Change	Rank*
Sefton	6.34	236	+69%	267	+2.6	254
Merseyside	4.73	~	+71%	~	+2.0	~
England	6.88	~	+87%	~	+3.2	~

Source: CLG Live Table 576 / Land Registry / ASHE
*Ranks are out of 326

Future Affordable Housing Need

5.38 The most recent Sefton SHMA was published in 2014. This concluded that there was a shortfall of 7,815 affordable homes in the Borough over the period from 2012-30, equivalent to 434 dpa. The report stated that the level of housing need shown by the analysis supports a target of 30% as contained in the draft Local Plan.

5.39 A large gap between the cost of entry-level market housing and social rent in the more expensive parts of Southport, Formby, Crosby and Maghull means that the majority of Sefton's critical affordable housing needs arise in these areas. Need is strongest in Southport (+203 dpa net), followed by Maghull / Aintree (118 dpa), Crosby (91 dpa) and Formby (64 dpa). Due to the current over-supply of affordable housing elsewhere, need is actually negative for both Netherton (-9 dpa) and Bootle (-32 dpa).

5.40 In all areas other than Netherton / Bootle, the cost of entry-level market housing (private rented accommodation) is more than double the cost of social rent.

5.41 The SHMA concluded that the need for new housing in Sefton will be primarily driven by the trend towards smaller average household size, leading to more one and two person households in the years ahead. The SHMA anticipates that these households will be mostly seeking housing from within existing stock and that new homes will primarily need to cater for housing types that are currently underprovided for in the existing housing stock (i.e. two, three and four bedroom accommodation).

5.42 According to the SHMA, one of the main contributory factors leading to smaller households, alongside social changes, is the increasing aged population - Sefton has a higher proportion of residents aged 65 and over compared to both Merseyside and the North West generally. There will therefore be a need to also provide some additional specialist elderly persons accommodation, which could take the form of sheltered housing, extra care housing and nursing and residential care homes as well as family housing.

Health and Social Care

5.43 Sefton has fewer GPs than the suggested optimum level, based on advice published by the GP Practice Index (1,600 Patients per GP). This is a broad guide and does not take into account local demographics or the socio-economic profile of residents. However, this should not impact on achieving the level of growth for any option as additional GPs can often be located in existing surgeries.

5.44 Across the entire Borough there are currently 170 equivalent full time GPs. Based on Sefton's current resident population, 177 would be required for the service to be running at optimum capacity. Capacity pressures appear to be more severe at smaller surgeries where there is just one GP, or where the number of GPs has fallen since 2013 but local patient numbers have remained stable.

5.45 In terms of the geographical spread of GP practices there are 51 surgeries dispersed more or less evenly across the Borough indicating that access to existing services is not currently a problem. It is nevertheless important to conduct regular Health Strategic Needs Assessments in order to understand the growing and evolving needs of a population.

5.46 Sefton's most recent Strategic Needs Assessment (2014/15) demonstrates the extent of Sefton's ageing population and the impact this has on health services with the demand for services increasing due to the rising numbers of older residents. This is most apparent in the north of Sefton, which is where 63% of residents in receipt of palliative care reside.

Education

5.47 There were 2,217 surplus primary school places as at May 2015 and 2,886 surplus secondary school places in the Sefton. These surplus places are not distributed equally across the Borough. This position reflects the closure of Thornton Primary School and the replacement of St George's of England High and St Wilfrid's Catholic High with The Hawthornes.

5.48 There are currently surplus school places throughout the education system in Sefton Borough. This is evident in both the primary and secondary sectors and is not limited or more pronounced in any one tier. There are some areas with localised capacity issues within Sefton. For example, Bootle (and particularly north Bootle) has a significant surplus of primary school places, whilst Southport and Crosby also have substantial capacity, particularly for secondary schools. Formby has the lowest capacity levels of all the 6 sub areas with many primary schools over-subscribed and limited capacity at Range High (Academy).

Strategic Open Space

5.49 The provision of strategic open space is broadly unchanged since the 2013 Consequences Study reported. Overall, the Borough is well served for green infrastructure, with many parks, nature reserves and historic parks and gardens. The vast majority of the existing residential areas are located within 600m of a Borough or district park, whilst those areas beyond this threshold tend to be within 300m of open countryside contained within the Green Belt (although clearly not all of this land has full public access).

5.50 A strong ecological network exists in Sefton and throughout the Merseyside area. The key focus for nature conservation is along Sefton's coastline, which possesses a multitude of designations with overlapping coverage including Ramsar, Special Protection Area [SPA], Special Area for Conservation [SAC], Site of Special Scientific Interest [SSSI], National Nature Reserve [NNR], Local Nature Reserve [LNR] and Local Wildlife Sites [LWS]. Existing and emerging Council policy has sought to balance the interests of ecology in these areas against the need for development.

5.51 The Council's Green Space and Recreation Study (2009) assessed green space, accessible nature space, recreation and outdoor sports provision and need in Sefton. The purpose of the Study was to assist the implementation of the Green Space Strategy for Sefton (2008) and to inform the Core Strategy and other planning documents, such as the Green Space, Trees and Development SPD. The information in this study, including accessibility information and mapping of the different categories of open space (local, neighbourhood, district and Borough parks and accessible nature spaces) was used to identify the varying levels of accessibility to green space throughout Sefton.

5.52 Sefton Council's draft Green Space Study (2011) is a green infrastructure study of Sefton's urban greenspaces. The draft Study forms part of the evidence for the preparation of the Core Strategy and other LDF documents as well as informing the Development Management process. The Green Space Study determines the importance of each urban greenspace in terms of the level of benefits it provides and identifies where urban greenspace should still be protected, and where/whether there is scope for urban greenspaces to contribute to meeting future housing needs. The study found that Sefton's urban greenspaces are not expected to make a significant contribution to meeting housing or other development needs over the next 15- 20 years. The report recommends that most of Sefton's urban greenspaces should be retained / enhanced.

Emergency Services

5.53 Merseyside Fire and Rescue Service [MFRS] serves the whole of Merseyside from 25 stations (this excludes Allerton Fire Station that closed in April 2015). All parts of the Borough are located within the standard ambulance (8 minute) and fire station (10 minute) response times. However, MFRS is currently facing substantial cuts that have already reduced the vehicle fleet down from 42 fire engines in 2013 to 28 at present whilst staff numbers have been halved from 1,400 to 764 in 2015.

5.54 MFRS are considering a number of merges outside the Borough including potential closures but none of these are within Sefton although they are likely to have an impact on performance. MFRS has suggested that response times will remain below the national average of 7 min 24 seconds even with the proposed mergers.

5.55 The North West Ambulance Service [NWAS] is also having to make cuts and as a response closed Maghull Ambulance Station for an initial trial period from November 2014. The station is no longer listed as an ambulance station on the NWAS website.

5.56 Consideration should be given to the likely impacts of development on the continual performance of these services and how additional infrastructure may be required to continue existing levels of performance. However, the provision of these services is unlikely to be a major constraint on growth.

5.57 There are no standard guidelines for the development of emergency services in line with population growth. However, there are clear strategic drivers for improving the quality of the delivery of emergency services particularly with regard to improving efficiency and meeting defined targets set through Public Service Agreements. These services also have their response time targets to maintain.

5.58 Whilst emergency services may deliver on efficiency and response targets, an assumption needs to be made that to continue the level of provision in line with housing growth, new infrastructure will also be required. Where specific strategies have not identified a particular need to expand to meet population growth pressures, consideration of how services can be managed in light of this growth is required.

Transport Issues

5.59 Much of the Borough's road network operates well throughout the day, with congestion mainly experienced in a number of key locations during peak periods.

5.60 There are reasonably high levels of commuting in many areas, a high level of car usage and significant levels of net out-commuting to other settlements in the Liverpool City region.

5.61 Whilst the Switch Island capacity and road infrastructure improvements (including the new Brooms Cross Road) will help to reduce congestion on all of its approaches, localised pinch points in the road network have been identified elsewhere. These include strategic links in Bootle (as it provides the main access routes into Liverpool); the A565 through Crosby; Moor Lane within Thornton; and the junction of the A565 and A570 in Southport Centre. Access to the port is also an issue, with congestion experienced along the A5036 Dunningsbridge Road and on key approaches to this link.

5.62 In general, the sub-areas are well served by public transport, both bus and rail. Whilst these issues have been brought out in this Study, specific capacity issues and costs to mediate these issues were not able to be identified. The Council will continue to work with Merseytravel to identify opportunities to improve the transport network to support their Local Plan.

Economic Baseline Analysis

Employment and Worklessness

5.63 Sefton has a total of 131,000 **economically active** residents. At 76% of the population aged 16-64 this is higher than the rate for the North West (74.7%), but slightly below that of Great Britain as a whole (77.4%). The number of jobs actually based in Sefton was c.125,200 in 2014/15 [18], an increase of 800 jobs from 2013.

5.64 The local **economy** remains dependant on public sector employment. Public Administration, Education and Health sectors employ 34,100 people, 39% of all employee jobs[19] based in the Borough, a rate which is far higher than the equivalent rates for the North West (28.5%) and nationally (27.4%).[20] Major

[18] ONS (2015) Annual Population Survey, Apr 2014-Mar 2015
[19] Employee jobs excludes self-employed, government-supported trainees and HM Forces, hence total employment in this sector is likely to be slightly higher than the 34,100 figure quoted.
[20] ONS (2015) Business Register And Employment Survey 2014

public sector employers within Sefton include The Health and Safety Executive and Her Majesty's Revenue & Customs. This reliance on public services means that the area remains vulnerable to further Government cuts.

5.65 In terms of **skills**, Sefton's population tends to have a relatively high proportion of residents with low-level skills and a lower percentage with high-level skills. For instance, just 28% of Sefton residents are educated to NVQ4+ (equivalent to a university degree), compared to 31% across the North West and 36% across the country as a whole.[21] It is likely that this is partly related to the fact that wages tend to be lower in the Borough relative to national comparisons - resident-based wages are lower than the national equivalent by around £22 per week (although at £499 they are still around £14 higher than the regional average).

5.66 Whilst Sefton's **unemployment** levels increased sharply during the recession, it has since decreased to a historically low level. Claimant unemployment (the number of people claiming Job Seekers Allowance) is currently estimated at 2,843, or just 1.7% of the working-age population.[22] This is slightly above the North West average of 1.5% but is in line with the national rate. However, the ONS's model-based unemployment rate[23] indicates that unemployment is currently higher, at around 6.0%. As with JSA claimant rates, this is below the regional rate for this measure (6.4%) and equal to the national rate (6.0%). Past model-based unemployment trends suggests a 10-year average (2005-2015) of 7.3%, so it is reasonable to assume that unemployment is less of an issue than it has been in the past.[24]

5.67 It should be noted that the unemployment rate varies widely across Sefton, with equivalent July 2015 JSA claimant rates significantly higher to the south of the Borough in locations such as Derby ward, Bootle (at 3.9%), compared to the central/northern parts of Sefton where the rate is as low as 0.5% (in Harrington ward, Formby).

New Homes Bonus

5.68 The New Homes Bonus is a Government scheme which is aimed at encouraging local authorities to grant planning permissions for the building of new houses in return for additional revenue. Local authorities are not obliged to use the Bonus funding for housing development.

5.69 The final **New Homes Bonus** allocation for Sefton Council for 2015 to 2016 was £3.25 million (including previous delivery).[25]

[21] ONS (2015) Annual Population Survey, Jan 2014-Dec 2014
[22] ONS (2015) Job Seekers Allowance Claimant Count, July 2015
[23] A wider and arguably more realistic measure of unemployment, based upon the International Labour Organization [ILO] definition which includes all those looking for work and not just those claiming benefit.
[24] ONS (2015) Annual Population Survey, Jan 2014-Dec 2014
[25] Department for Communities and Local Government (2015*) New Homes Bonus Scheme, Grant Determination*

Growth Sectors

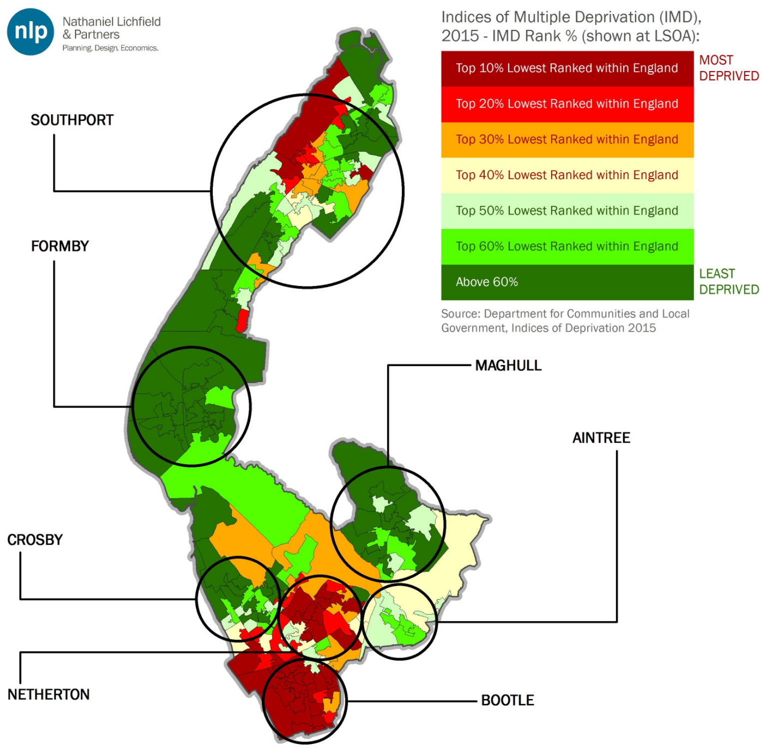
5.70 Sefton's '*Employment Land and Premises Study'* 2015 [ELPS] demonstrates that the strongest growth sectors are professional, scientific, technical and other private services, with between 3,200 and 5,400 jobs net job growth projected to 2030. For Sefton, national market trends suggests that, in time, there may well be a spin-off from businesses in Liverpool to the wider City Region area. In property terms, almost all this growth is likely to be focussed in the B1(a) office sector.

5.71 Construction is also projected to see significant jobs growth in the ELPS. Other growth sectors are accommodation and food services, together with wholesale and retail. With the exception of wholesale (B8), jobs growth in these sectors will have a relatively limited impact on employment land requirements. The main B8 uses are included in the transport and storage sector, which is forecast to grow by between 500 and 1,300 jobs to 2030, increasing to an upper level of 1,600 by 2035 (according to Cambridge Econometrics' forecasts). This represents a 27% increase over that period.

Deprivation

5.72 As regards levels of deprivation, in the CLG's '*Index of Multiple Deprivation'*, where 1st is the most deprived, Sefton is ranked 102nd out of 326 local authorities, whereas Knowsley is ranked 5th, Liverpool 7th, St Helens 52nd and Wirral 106th. Despite this, there are pockets of severe deprivation within the Borough, particularly in Bootle and Seaforth.

Figure 5.8 Deprivation Map for Sefton (2015)



Source: CLG (2015): Indices of Deprivation

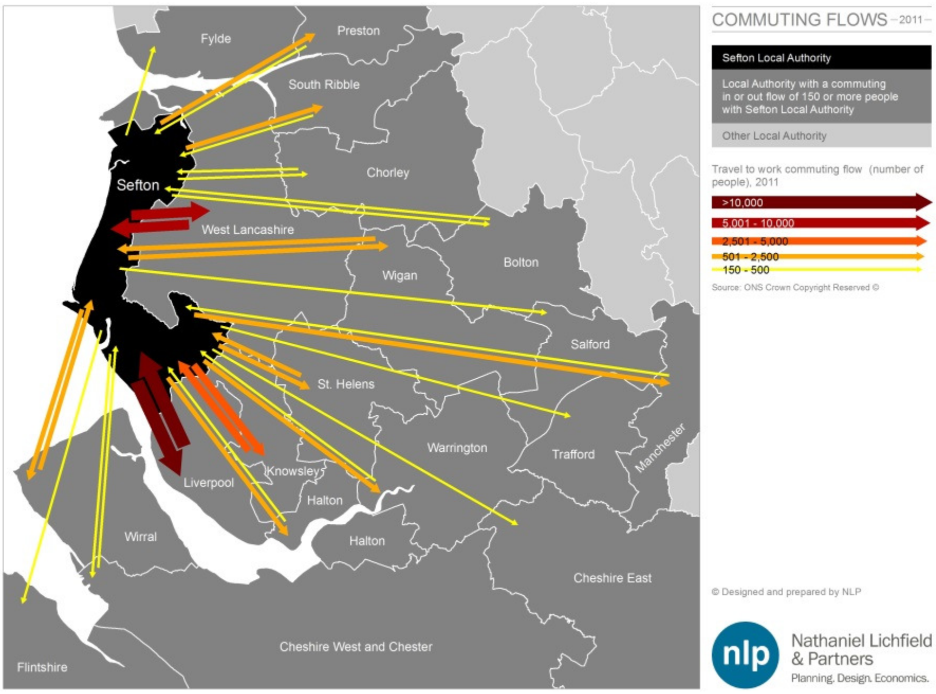
Commuting Patterns

5.73 Commuting relationships between Sefton and the surrounding authorities are illustrated in Figure 5.9. The highest rates of commuting are between Sefton and Liverpool, with 24,208 commuting from Sefton to Liverpool and 11,542 moving in the opposite direction. Of those working in Sefton, 72% also live in the Borough.

5.74 Figure 5.9 also indicates high levels of commuting between Sefton and West Lancashire, Knowsley, St Helens and Warrington. These strong cross-boundary flows reflect the economic inter-dependencies of the surrounding districts; the proximity of other major settlements (e.g. Liverpool and Warrington); and the existence of excellent transport links to other residential locations. Overall, there is a net out-flow of commuters from Sefton (-19,181). This is a reduction from the 21,171 net loss of commuters from Sefton Borough recorded in the 2001 Census, suggesting a slight re-balancing. This is primarily due to more commuters travelling into the Borough from Liverpool, which has increased from 9,842 to 11,542 over the ten-year period.

The commuting data indicates that of those who work in Sefton, 72% of people also live there, and of those who live in Sefton, 61% also work there. In total, 75,050 people lived and worked in Sefton in 2011.

Figure 5.9 Inter-district commuting flows, 2011



Source: 2011 Census and NLP Analysis

Regeneration Priorities

5.75 A 20-year regeneration programme entitled the '*North Liverpool and South Sefton Regeneration Framework'* [SRF] was launched in 2011 with the aim of attracting investment and improving the deprived areas within the Borough.

Produced by Liverpool City Council and Sefton Council alongside Liverpool Vision and the HCA, the report focused on regeneration projects already planned for the area including the Peels Liverpool Waters redevelopment and the plans to create a Superport at the Port of Liverpool in Bootle. The report focuses on three key themes:

1. **Prosperity**: the report analyses projects which have the potential to encourage economic growth in the area, such as Liverpool Waters, the redevelopment plans for Everton FC and Liverpool FC, and the 150m Project Jennifer regeneration scheme in Everton;
2. **People**: the report lists ways in which agencies could address the wide range of social issues in the region. That includes improving standards in the education system, creating a region-wide Health Plan and promoting the arts; and
3. **Places**, the authorities' who authored the report (Liverpool City Council and Sefton Borough Council) pledge to keep working to improve housing stock, strengthen local district centres such as Bootle, and improve the transport infrastructure of the area.[26]

5.76 This regeneration framework underlines the fact that, given the high levels of commuting between the two authorities, regeneration does not have to be a 'zero-sum-game'. This is in the sense that the regeneration of Liverpool may have positive spill over effects for the deprived areas of Sefton, such as focusing on building the visitor economy, boosting employment which (based on existing commuting patterns) may be filled by Sefton residents, assisting in reducing unemployment and deprivation.

Business Support

5.77 The economy of Sefton appears to be experiencing a reasonably strong recovery, with indicators such as unemployment decreasing and jobs increasing. However, strong disparities remain between places such as Formby and Bootle, with the latter suffering from high levels of unemployment and joblessness whereas the former has opposite indicators. Significant challenges remain, and the Borough remains particularly vulnerable due in part to its high reliance on employment in the public sector and the relatively low number of jobs in the dynamic knowledge-based industries.

5.78 A number of initiatives are in place to develop skills and ensure high levels of business support to aid set up and survival of small businesses and there are a number of regeneration initiatives both within and outside Sefton that will offer growth opportunities for local residents in the future. Some of these include:

- AdviceFinder.co.uk, a Liverpool City Region Local Enterprise Partnership (LEP) tool which allows users to identify business advisers active in the local economy and aims to 'claw back' some of the millions of pounds spent outside the region on professional services which could be supplied by local firms within the City Region.

[26] Invest in Sefton, available online: *http://www.investsefton.com*

- InvestSefton, an enterprise, business support and inward investment service, provided by Sefton Council.

Summary

5.79 Infrastructure provision in Sefton has not changed substantially since the previous Consequences Study was published in 2013 and continues to benefit from reasonable infrastructure provision. Some areas, particularly the coastal strip and rural areas are less well-served for services such as shops, leisure centres, health services, schools, playing pitches and parks. Overall, however, access to these services is fairly good.

5.80 One of the changes from the previous 2013 Consequences Study is that the capacity of existing primary and secondary schools has increased. However, some sub-areas are better placed to accommodate additional housing before triggering the requirement for additional investment/provision to be made.

5.81 In terms of GP provision, surgeries across Sefton are currently running over capacity according to guidance. Consequently, any new housing may create a need for additional GPs/extended hours or potentially new surgeries to cope with demand. It is generally smaller surgeries where GPs are most stretched.

5.82 In terms of public open space, there are a number of larger scale parks (Borough/district/neighbourhood) and accessible nature spaces across the Borough. These larger areas of open space are generally more able to accommodate the needs of an increased population through improvements. Smaller local parks and children's play areas, however, are sparse in some parts of the Borough and it is likely that new housing in these areas would create a need for additional provision.

5.83 In summary, the physical infrastructure for utilities and transport varies by sub-area. Particularly for utilities, it is apparent that providers often plan on a reactive basis and therefore in some areas there is little headroom capacity to support growth. However, this may be indicative of utility companies not wanting to predict future capacity, but instead to implement a rolling set of upgrades to capacity as and when development comes forward.

5.84 This highlights that the level of growth required to meet government requirements across the Study Area will bring requirements for new infrastructure; however, this is not to say that new development cannot in principle be accommodated.

5.85 In determining the strategic distribution of growth to best meet the three main growth options, one of the key factors for consideration will be the marginal costs and benefits of required infrastructure provision. This will ensure that growth is focused on where development makes the most efficient use of the infrastructure needed to support it and help to underpin sustainability by providing infrastructure at a localised scale, redistributing existing excess capacity or surplus provision.

6.0 Option Assessment

Introduction and Approach

6.1 Four main spatial options have been identified for the purposes of testing the implications of meeting a higher housing requirement as suggested by NLP's July 2015 HEaDROOM assessment of housing need. The level and spatial distribution of housing development within each of these options would generate very different demands on the social and economic infrastructure of Sefton Borough.

6.2 Section 5.0 and Appendix 3 identifies a range of social, economic and land use criteria and benchmark key indicators against current standards to analyse the extent to which these standards are being achieved/breached in Sefton. This is helpful in identifying whether certain parts of the Borough have greater 'capacity' to accommodate the pressures of further development than others.

6.3 This Section seeks to test the extent to which Sefton can accommodate the identified growth options before the identified tipping points are breached. A matrix has been developed for each sub-area against which the various options can be evaluated individually and in-combination, to determine the relevant merits (and consequences) of each option in terms of scale and location.

6.4 This summary includes:

- Conclusions on the extent to which each of the growth options can be achieved without resulting in significant detrimental harm to Sefton's social and economic infrastructure (broken down by sub-area where the data is sufficiently detailed to enable us to do so);
- Issues of cumulative impacts across the various sub-areas; and,
- Comments on local facilities provision where relevant.

6.5 The analysis is illustrated with reference to mapping - detailed versions of which can be found in Appendix 1.

Overall Needs Based Requirement

Option A: 11,609 dwellings (645 dpa)

Overview and Land Take Implications

6.6 Table 6.1 identifies the likely amount of dwellings to be developed on the sites identified under Option A. This figure comprises the Local Plan housing allocations, windfalls, demolitions, and SHLAA sites with and without planning permissions that collectively represent the Council's housing requirement in the Local Plan.

Table 6.1 Dwelling Implications of Option A

Settlement	Homes in Urban Area	Homes in Green Belt	Land [ha] in GB proposed for homes	Total Homes	% of total Homes	% of homes in urban area	% of homes in Green Belt
Southport	2,811	1,375	67.66	4,186	36%	67%	33%
Formby	298	801	38	1,099	10%	27%	73%
Aintree/Maghull	295	2,385	126.37	2,680	23%	11%	89%
Crosby	581	852	36.19	1,433	12%	41%	59%
Netherton	748	0	0	748	6%	100%	0%
Bootle	1,464	0	0	1,464	13%	100%	0%
Sefton Total	**6,197**	**5,413**	**268.34**	**11,610**	**100%**	**53%**	**47%**

Source: Sefton MBC
Rounding errors may occur

6.7 Under this option housing is not distributed evenly across the Borough with over one third located in Southport (36%) and almost a quarter in Aintree/Maghull (23%). This reflects the large proposed housing sites in the Green Belt around these settlements. Overall over 53% of the homes planned for this option are provided in existing urban areas[27] [i.e. non Green Belt land] and accordingly 47% of homes are proposed on Green Belt land. In Aintree/Maghull 89% of dwellings are proposed on Green Belt Sites and 73% in Formby. In contrast 100% of dwellings in Netherton and Bootle would be located in Urban Areas. Under this option 268.34ha of land is proposed for new homes in the Green Belt. This is 3.4% of Sefton's Green Belt land (7,823 ha).

Strategic Social Consequences

Population and demographic changes

6.8 For the purposes of the Consequences Study, a PopGroup[28] model was run constraining housing growth to the 11,609 dwelling 18-year supply identified by Sefton Council to broadly equate to Option A (the Sefton Local Plan scenario). The same inputs and approach were applied as per NLP's July 2015 HEaDROOM Report. The demographic results of the model run are outlined in Table 6.2 and suggest that this level of dwelling growth would result in an increase in the local resident population of 7,150, at a rate of 397 annually. This contrasts with the sustained population decline of the recent past (-492 residents annually over the ten years immediately preceding the Local Plan base date of 2012). This level of population growth is also 44% higher than the

[27] Urban Areas may include some greenfield land outside of the urban area. For the purpose of this study SMBC has requested Urban Areas include all sites outwith Green Belt land.
[28] PopGroup is an industry-standard demographic modelling tool that uses a series of standard inputs such as Sub-National Population Projections produced by ONS to generate population, household, dwelling and economic growth projections. More information on PopGroup, and the technical methodology of the model itself, can also be found via the following weblink: ww.ccsr.ac.uk/popgroup.

4,961 population growth forecast for Sefton Borough in the ONS's 2012-based population projection between 2012 and 2030.

6.9 As can be seen from the Table, this level of population growth will continue the trend of an ageing population in the Borough. Whilst the population would increase by 7,150 over the 18-year forecasting period under this option, there would be a clear shift away from those of working age, which wold experience a precipitous decline of almost 14,750, which would be more than compensated for by an increase of over 21,200 residents of pensionable age. This would have significant implications for the future strength of Sefton's economy, and its ability to function without a substantial influx of commuters from beyond the Borough boundaries.

6.10 To put this further into context, the proportion of Sefton's residents currently (as of 2012) aged between 16 and 64 comprises 61% of the Borough's total resident population (273,697 according to the 2012-based MYE); this proportion would fall to 54% by 2030, a decline of 9%. In contrast, the proportion of Sefton's residents currently aged 65 and over comprises 22% of the Borough's total resident population, but would increase to 29% by 2030, a rise of 36%. The number of residents aged over 80 will increase by 58%, or +9,953 residents, under this scenario.

6.11 In terms of how this population growth will be sustained, the model suggests that the growth will be entirely due to inward migration – with a net increase of 12,085 residents due to this source, of which over 70% is likely to be from districts elsewhere in the UK, with the remainder coming from abroad. This again is a significant departure from past trends, which saw net outward migration over the past ten years from Sefton Borough domestically (although again there was a net inward migration from abroad). Natural change (i.e. the inter-play between births and deaths) will continue to be a negative driver on growth, albeit to a lesser extent than over the past ten years or so.

Table 6.2 Sefton Borough Demographic Implications – Option A, 11,609 dwellings

	Past Trends 2002-2012		+11,609 dwellings 2012-2030	
	Total Growth	Annual Average	Total Growth	Annual Average
Births	27,387	2,739	49,455	2,748
Deaths	32,308	3,231	54,390	3,022
Natural Change	**-4,921**	**-492**	**-4,935**	**-274**
In-Migration from the UK	78,242	7,824	145,693	8,094
Out-Migration to the UK	79,656	7,966	136,849	7,603
Immigration	7,096	710	13,135	730
Emigration	6,506	651	9,894	550
Net Migration Flows	**-824**	**-82**	**12,085**	**671**
Other (including unattributable and other changes)	**-1,424**	**-142**	n/a	n/a
Net Population Growth	**-7,169**	**-717**	**7,150**	**397**
Net growth in residents aged 0-15	-8,683	-868	687	38
Net growth in residents aged 16-65	-3,613	-361	-14,748	-819
Net growth in residents aged 65+	5,127	513	21,211	1,178

Source: NLP PopGroup modelling / ONS Mid-Year Estimates (Revised in line with the 2011 Census)

6.12 As to how this may impact upon nearby authorities, Section 5.0 reported that 20,355 current residents had moved to a new address in Sefton over the previous year from elsewhere in the UK. Of these, 14,082 had moved from elsewhere in the Borough, whilst 2,055 had moved into Sefton from Liverpool – 33% of the total (6,273). As can be seen from Table 6.2, Liverpool is by far the most significant origin for new Sefton residents, with the next most popular area of origin, West Lancashire, being a third lower, followed by the Merseyside authorities of Knowsley, Wirral and St Helens.

6.13 If an assumption is made that the same migration patterns will manifest themselves going forward, then it might reasonably be expected that Liverpool will continue to be the main source of Sefton's in-migrants over the Plan period. The Table suggests that if the current patterns were precisely replicated, then around 2,650 of Sefton's inward migrants would move into the area annually from Liverpool – an increase of around 29%, or 597 residents higher than the 2011 Census annually. Whilst the overall rate of growth remains the same for all the other districts, clearly the magnitude is significantly less – hence West Lancashire might be expected to lose an additional 210 residents to Sefton than was the case in the year preceding the 2011 Census, whilst the equivalent figures for the likes of St Helens, Manchester and Leeds would be much lower, below 50 annually.

6.14 The PopGroup model adjusts demographic migration flows until the constraints (in this case, a housing target of 645 dpa) is met. On the basis that households are being encouraged to stay through the provision of additional housing/jobs, whilst in-migration increases as described above, out migration from Sefton to adjoining Boroughs is reduced. To generate a net migration figure of +491 annually, 8,094 migrants are forecast to move into the Borough from elsewhere in the UK, with 7,603 moving in the opposite direction. The latter figure represents a reduction of 363 out-migrants compared to past trends (see Table 6.2) and it might be expected that the reduction would be felt most heavily in these adjoining authorities that are currently the largest receptors of Sefton's out migrants (i.e Liverpool (2,467) and West Lancashire (692) as set out in Section 5.0).

Table 6.3 Sefton Borough Origin and Destination of Domestic Internal Migrants to Sefton – Option A, 11,609 dwellings

Address One Year Ago	2011 Census		+11,609 dwellings 2012-2030	
	N	%	Annual Inward-Migration	Increase from 2011 Census
Liverpool	2,055	32.8%	2,652	597
West Lancashire	722	11.5%	932	210
Knowsley	466	7.4%	601	135
Wirral	205	3.3%	265	60
St. Helens	160	2.6%	206	46
Manchester	115	1.8%	148	33
Leeds	102	1.6%	132	30
Elsewhere in the UK	*2,448*	*39.0%*	*3,159*	*711*
Domestic Migration – Total (excluding internal Sefton movements)	**6,273**	**100.0%**	**8,094**	**1,821**

Source: 2011 Census Table MM01CUK_ALL / NLP PopGroup Modelling

Implications for Social Infrastructure

Affordable Housing Provision

6.15 Option A would potentially provide 2,748 affordable homes across the Borough. The majority of the affordable housing would be located in Southport and Aintree/Maghull, accounting for just over 60% of the total provision. Table 6.4 provides a breakdown of affordable housing under Option A by sub-area and provides the total across the Borough. It compares provision to the affordable housing requirement identified in Council's latest SHMA[29].

Table 6.4 Option A - Affordable Housing

Sub-Area	SHMA Affordable Housing Need*	Option A Affordable Housing Delivery	Option A Affordable Housing as a percentage of SHMA requirement (%)	Option A Affordable Housing as a percentage of Borough Total (%)
Southport	3,654	906	24.8%	33.0%
Formby	1,152	274	23.8%	10.0%
Aintree/Maghull	2,124	761	35.8%	27.7%
Crosby	1,638	361	22.1%	13.1%
Netherton	-576	105	-	3.8%
Bootle	-162	341	-	12.4%
ALL	**7,812**	**2,748**	**35.2%**	**100.0%**

Source: Sefton SHMA 2014/NLP Analysis

*Rounding Errors may occur with SHMA figures. The annual affordable housing requirement is 434 net dpa.

6.16 Using the criteria set out in the scoring methodology (Appendix 7), analysis of affordable housing provision identifies that in both Netherton and Bootle, Option A would deliver all of the identified need for affordable housing, as these settlements have a negative affordable housing need. In all of the other sub-areas Option A provides less than 50% of the affordable housing requirement set out in the Council's latest SHMA with provision in Formby accounting for just 10% of the identified net annual need.

6.17 Southport has a particularly high level of affordable housing need (3654 over the plan period). A shortfall in affordable housing delivery of 75% will result in a large number of people in the sub-area unable to access the housing ladder. This would also occur in Formby, Aintree/Maghull and Crosby. Due to the highly localised nature of affordable housing need, additional provision in Bootle and Netherton (where there is negative affordable housing need) may not significantly reduce pressures in the other sub-areas.

Green Infrastructure

6.18 The quality of life and enjoyment of place can be closely linked to the provision of public open space and other green infrastructure. This analysis examines whether the majority of housing allocations and SHLAA sites are within (or partially within) landscape renewal areas, parks and accessible nature space to identify to what degree the implementation of each Option would result in the

[29] 2014 Strategic Housing Market Assessment (November 2014) prepared by J G Consulting

loss of public open space and green infrastructure. Analysis of proximity of sites to open spaces was also assessed.

6.19 The majority of dwellings and sites were not within, or partially within, any of the identified public open space or green infrastructure provision in the Borough. Two housing allocations[30] in Formby could potentially result in the loss of accessible nature space and the development would result in the loss of this space. Approximately 36% of dwellings in Formby under option A would result in the loss of accessible nature space.

6.20 The majority of dwellings would be located within 1km (600m straight line distance / 15-20 minute walk) of a' Borough, district or neighbourhood park' and within similar distance of an 'accessible nature space'. The exception is Formby, where just 39% of the proposed new dwellings under Option A would be within 15-20 minute walk of a park and the remainder would be outside of this buffer. However, the majority of dwellings in Formby would still be within 15-20 minute walk of accessible nature space.

6.21 The loss of green space in Formby could impact on quality of life for new and existing residents although access to accessible nature space would remain good for the majority of residents.

Education

6.22 Option A results in a total of 11,609 dwellings (net) which, when multiplied by 17.5%[31] results in a need for 2,032 primary school places and when multiplied by 10.5%[29] for a need for secondary school places of 1219 places.

6.23 Current vacant spaces have been used as it would not be possible to project vacancy forward at the sub-area level. Across the Borough there are 2,217[32] vacant primary school places which exceeds the required 2,032 under this option, with 2,886 vacant places at secondary schools at present compared to future need for 1,219 places. However, these vacant school places are not evenly distributed across the Borough, with identified capacity issues in Formby and Maghull for primary and Formby for secondary school places. Table 6.5 shows primary and secondary school vacancies compared with need generated under Option A.

[30] The sites referred to are MN2.12 and MN2.13
[31] Multiplier recommended by Sefton Council to calculate the requirement for new school places
[32] Data as of May 2015 provided by Sefton Council

Table 6.5 Option A – School Place availability in Sefton Borough

Sub-Area	Current Primary School Vacants	Option A Primary School Spaces Needed	Current Secondary School Vacants	Option A Secondary School Spaces Needed
Southport	224	732	535	439
Formby	51	192	44	115
Aintree/Maghull	402	469	373	281
Crosby	242	251	626	151
Netherton[33]	795	131	1,308	233
Bootle[33]	503	256		
ALL	2,217	2,032	2,886	1,219

Source: Sefton Council/NLP Analysis

6.24 Despite an overall surplus in school places compared with the expected demand likely to be generated by Option A, there remains a mismatch between school location and where dwellings are sited. It is accepted that children travel further to secondary schools than primary schools, and the trigger points reflect this. Accordingly, it is accepted that there would be limited pressure on secondary school provision under Option A, with no areas having demand for more than 71 spaces over their capacity. Primary schools have smaller catchments and are more vulnerable to fluctuations in demographics; without additional school places in Southport and Formby and to a lesser extent Aintree/Maghull, a number of children will be unable to attend a primary school in their immediate local area. It should be recognised that Sefton accept many children in their schools from outside the Borough and the ability to do so in the future may be restricted.

Health

6.25 Access to a GP is an important consideration for all individuals and may influence decisions on where people choose to live. Whilst still important, access to emergency services are less likely to influence where people choose to live.

6.26 As a consequence of the proposed pattern of development under Option A, all dwellings would be able to access a hospital in under 30 minutes which would provide all residents with satisfactory access to such facilities, with many residents living much closer.

6.27 GP surgeries are spread across the Borough but there is already a shortfall in GPs to resident population based on a ratio of 1 GP to 1,600[34] patients. This is a recommended ratio only and does not take into account local factors, such as demographics or deprivation levels. Table 6.6 illustrates the current baseline position against the demand for GPs as a result of Option A. It is apparent that only in Netherton and Southport are there sufficient GPs to match the 'ideal' number of patients. All other sub-areas are likely to be over capacity and in need of additional GPs. The shortage of GPs is likely to have

[33] Secondary school provision has been considered for Netherton and Bootle in combination. This is because two secondary schools (Hawthorns and Savio Salesian College) that serve Bootle are in the Netherton area.
[34] recommended optimum level, previously set by the NHS commissioning board and based on advice published by the GP Practice Index (2015)

significant consequences for the health of residents, affecting their quality of life and well-being. The pressure of increasing patient numbers would also stretch the resources of existing GPs which could affect the time and care they are able to offer patients. The implications result in a reduced and potentially sub-standard service available to residents.

Table 6.6 Option A - GP Provision

	Crosby	Netherton	Aintree/ Maghull	Formby	Southport	Bootle	Total Sefton
Baseline							
Patients	60,650	36,292	30,556	25,296	88,547	36,475	277,816
Current GPs	30	24	20	13	65	18	170
Required GPs	38	23	19	16	55	23	174
Capacity	126%	95%	96%	122%	85%	127%	102%
Option A							
Patients	61,604	36,769	32,808	26,243	90,662	36,880	284,966
Current GPs	30	24	20	13	65	18	170
Required GPs	39	23	21	16	57	23	180
Capacity	128%	96%	1023%	126%	87%	128%	105%

Source: Sefton CCGs/NLP Analysis 2015

Emergency Services

6.28 The response times of ambulance and fire service are critical to the population in emergency situations and this analysis has analysed the response times possible to all sites under Option A. Despite cuts to the fire services vehicle fleet[35] and ongoing consultations relating to station mergers it was found that the majority of dwellings across all sub-areas would be within a 10 minute response time of the fire service.

6.29 An 8-minute response time was mapped for ambulance stations as this is the target of the North West Ambulance Service for emergency calls on 75% of occasions[36]. The closure of Maghull Ambulance Station, Kenyon's Lane, Lydiate which closed in April 2015, has a significant effect on the response times possible to sites within the local area of Maghull. In Southport, Crosby and Netherton less than 70% of dwellings would be within an 8-minute response time of ambulance stations. Many sites are not within the 8-minute response time buffer and as such if this is not addressed (whilst not a statutory planning requirement), this could impact on resident's health in the case of an emergency.

Leisure

6.30 The majority of dwellings constructed under Option A would not be located within 800m of a leisure centre with the exception of dwellings constructed in Crosby and Aintree/Maghull. Access to leisure facilities is key to health,

[35] Merseyside Fire and Rescue Plan (April 2014 – March 2015)
[36] North West Ambulance Service Response Times 2015 http://www.nwas.nhs.uk/our-services/calling-999/#.VhVOp1LQeUk

although open space and private facilities can also satisfy this requirement. The trend in Formby, whereby only 17% of dwellings would be within 800m of a leisure centre, suggests a significant shortfall without the provision of an alternative leisure offer and could adversely impact the health and well-being of residents.

Town, District or Local Centres and Shopping Parades

6.31 The majority of dwellings in Option A sites are located outside the 800m buffer of an existing Town, District or Local Centre. All sites are better served when the analysis is broadened to include proximity to local shopping parades although Bootle is the only sub-area where the majority of dwellings (over 70%) are within 800m of either a town/district/local centre of local shopping parade. Table 6.7 illustrates the percentage of dwellings located on Option A sites within 800m of either a centre or local shopping parade.

Table 6.7 Option A - Access to Centres and Local Shopping Parades

Sub-Area	Within 800m of aTown/District/Local Centre (%)	Within 800m of a Local Shopping Parade (%)
Southport	14.5%	48.6%
Formby	6.2%	46.0%
Aintree/Maghull	6.1%	15.3%
Crosby	8.0%	13.7%
Netherton	22.2%	35.8%
Bootle	29.0%	100.0%

Source: Sefton Council/NLP Analysis 2015

6.32 Centres offer important services and goods for residents and small centres and local parades have a valuable role in residents quality of life brought about by good access to services. There is a need to address the lack of such provision particularly in Maghull and Crosby where limited (<15%) of new dwellings are within 800m of such facilities. It is noted that a policy in the Local Plan seeks the provision of a local shopping parade at Maghull east.

Transport Impacts

6.33 The housing to be delivered under Option A would be spread across all areas of the Borough, with significant concentrations proposed in the following sub-areas: Southport (Southport North, Southport Central and Ainsdale), Crosby (Thornton), Aintree/Magull (Maghull) and Bootle (Bootle North) – all of these see the capacity for growth of between 500 – 2,000 dwellings over the Plan period.

6.34 In total, the traffic generated by the Option A proposals will generate between 4,300 – 5,000 peak hour trips across the Sefton road network and beyond. A significant proportion of the sites – around one quarter -have already been granted planning permission and therefore the traffic impact of these trips, and any associated mitigation required to address the impacts, will have already been secured by Sefton Council. However, the scale of the remaining proposed development is significant and as such the development impacts will be substantial across the Borough.

6.35 As outlined above, the majority of the Borough is well served by existing public transport services and bus and rail both have the potential to replace car trips from new developments. The proposed development sites within Southport North, Southport Central, Ainsdale and Bootle are all generally well located in terms of accessibility to key services and facilities, offering the potential for trips to be made on foot or by cycle.

6.36 The proposed developments in Thornton and Maghull are less well served by existing services and facilities, although the proposed sites in Thornton are located close to the newly constructed Brooms Cross Road therefore offering good access to the local road network.

6.37 Travel patterns in Southport indicate a high proportion – approximately one third of trips – would be captured locally within Sefton, again offering the potential for traffic impacts to be minimised through the opportunity for sustainable travel modes to be used to access key services. The proximity of the proposed strategic employment location off Town Lane, close to the large housing sites in this sub-area will also offer additional employment opportunities within the local area, again minimising the need to travel.

6.38 Development in other areas will generate trips with a strong focus towards Liverpool, therefore adding pressure to the key corridors through the Borough.

6.39 The traffic modelling work undertaken identifies that this scale of development will generate significant traffic volumes along the following sections of the road network:

- A570 - through Southport, and onwards towards West Lancashire;
- A565 - through Formby, Thornton, Crosby, Seaforth and Bootle, and southwards towards Liverpool;
- M57 / M58 / A59 / A5758 - Switch Island;
- A5036 – Dunning's Bridge Road, the key link towards the Ports; and
- A5038 -– through Litherland and Bootle, and again southwards towards Liverpool.

6.40 Due to the cumulative nature of the traffic impacts and the strong attraction of Liverpool as an employment location to the south of the Borough, the traffic volumes increase along the links towards the south of the Borough, as traffic from multiple sub-areas combines along the key corridors.

6.41 The results of the strategic traffic modelling undertaken by Mott MacDonald indicate that at 2030, with this scale of development in place, capacity constraints would occur at the following pinch-points on the network:

- A570 Southport – in particular at the junctions of the A5267 Ash Street and at Town Lane / Kew Roundabout;
- Sections of the A565 through Formby, on the approach to Brooms Cross Road (where traffic flows are forecast to double by 2030), on Moor Lane through Thornton, through Great Crosby;

- Switch Island – significant flow increases are forecast on the motorway approaches to the junction (of the order of 1,500 – 2,100 vehicles in the peak hours), with subsequent increases in delay and journey times through the junction;
- Junctions along A5036 Dunning's Bridge Road, with significant changes in journey times through key junctions; and
- Junctions along the A5038, again with journey time and delay increases.

6.42 The modelling indicates benefits in terms of traffic flow and journey time reductions along the A5027 Northern Perimeter Road and Lydiate Lane resulting from the completion of the Brooms Cross Road link. However, as noted above, the significant traffic flow increases in this area still result in impacts at Switch Island which will need to be mitigated.

Economic Impacts

Impacts on the Local Economy

6.43 It is estimated that under Option A, and based on NLP's PopGroup modelling, the population growth of 7,150 residents would be insufficient to counteract job declines in the Borough, with the number of employees working in Sefton falling by almost 1,500 between 2012 and 2030, or -83 annually.

6.44 The construction cost of delivering 11,609 dwellings and associated localised infrastructure costs (excluding abnormals, s.106 agreements etc) could come to £1.15 billion over the Plan period37. This would represent a very significant amount of investment in the Borough and would be crucial in leveraging in further investment to help deliver a wide range of key direct and indirect economic benefits for Sefton.

Table 6.8 Economic Benefits – Option A

	Total Possible Supply	Estimated Construction Cost	Direct Construction FTEs	Indirect Employment (FTEs)	GVA from direct investment
Southport	4,186	£414m	461	695	£27m
Formby	1,099	£109m	121	183	£7m
Maghull/Aintree	2,680	£265m	295	445	£17m
Crosby	1,433	£142m	158	238	£9m
Bootle	748	£74m	82	124	£5m
Netherton	1,464	£145m	161	243	£9m
Sefton Total	**11,609**	**£1,149m**	**1,277**	**1,929**	**£74m**

Note: Totals do not add due to rounding errors

6.45 Dividing the total construction cost by the average turnover per construction employee in this sector for the North West region38 could result in 12,774 person years of construction employment over the Plan period. In economic terms, based on an HM Treasury convention that 10 temporary construction jobs are equivalent to 1 Full Time Equivalent [FTE] job, around 1,277 FTE construction jobs could be sustained across the Borough as a result of Option A.

[37] Based on a standard build cost of £99,000 per dwelling for the North West region, obtained from local volume housebuilders
[38] Estimated at £89,970 based on the Annual Business Survey 2012, Released June 2014

6.46 Given that national construction firms sometimes use their own permanent workforce on projects, but also employ contractors with a proportion of construction workers drawn locally, it is difficult to identify the likely sources of workers to fill these construction jobs before contracts are agreed. However, based on experience elsewhere, and practicalities of labour sourcing, it would be reasonable to expect that a proportion of the construction jobs created by this level of development could be taken up by the local Sefton workforce, particularly if measures were put in place to encourage local recruitment and to tap into and/or raise local skills levels.

6.47 Major construction projects also involve purchases from a range of supplier firms (e.g. concrete, glass, steel manufacturers), who in turn, purchase from their own suppliers through the supply-chain. The relationship between the initial direct spending and total economic impacts is known as the 'multiplier effect', and reflects the fact that an initial investment can have substantially larger economic benefits as the investment is transmitted through the economy.

6.48 It highly likely that a number of businesses operating as part of the local economy in each Sefton sub-area would benefit from trade linkages established during the construction of the proposed development. As a result, further indirect jobs would be supported locally across suppliers of construction materials and equipment.

6.49 In addition, local businesses would be expected to benefit to some extent from temporary increases in expenditure linked to the direct and indirect employment effects of the construction phase. This might relate to wage spending by workers in local shops, bars and restaurants and other facilities. These are referred to as induced effects.

6.50 Recent research indicates that the construction industry has an employment multiplier of 2.51[39]. Applying this multiplier to the direct construction jobs derived in Table 6.8 indicates that an additional 1,929 FTE jobs could be supported under Option A (in addition to the 1,277 FTE direct jobs), although not all of these jobs are likely be based in Sefton[40].

6.51 The development of over 11,600 dwellings would therefore make a substantial contribution towards providing employment for those seeking work within Sefton. As of August 2015, there were only 35 Sefton residents claiming Job Seekers Allowance [JSA] seeking work within 'Skilled Construction and Building Trades'[41]. Therefore it is highly likely that the majority of the 1,277 FTE direct construction jobs created through the development of the 11,609 dwellings are likely to be filled by residents outside of the Borough. Alternatively, skilled and unskilled workers with suitable training, who are currently employed in the Borough may also fill these positions. However,

[39] Source: CEBR report for National Housing Federation (2013)
[40] It is assumed that that there will not be any significant displacement or leakage of benefits from this construction activity. This is on the basis that there is current spare capacity in the construction industry and it is unlikely that other schemes elsewhere will be cancelled/postponed as a result of this development taking place, for example due to labour shortages.
[41] BRES Code 53

ultimately the jobs they free up will need to be filled and it is likely that a number of these will then be taken by residents outside the Borough.

6.52 At the time of the original 2013 Consequences Study the economy was emerging from a recessionary period and as such a significant amount of spare capacity existed within the construction sector. As the economy has recovered, this spare capacity has gradually diminished, as optimism amongst developers and businesses has strengthened and the construction of new houses and employment premises have caused unemployment within this sector to drop. As a result, there are several sub-areas in Sefton where there are no registered JSA claimants who are seeking construction employment[42].

6.53 Whilst all jobs are of course to be welcomed from an economic point of view, from a sustainability perspective the dis-benefits of creating hundreds of construction jobs in settlements with no registered construction job seekers may result in increased journeys on the local road network, possibly leading to congestion during peak times. This may begin to counter-balance the economic benefits of such employment creation. It is for this reason that when an area has no registered construction-related JSA claimants, the large increases in construction employment resulting from each option have been classed as providing a negative, as opposed to a positive, impact.

6.54 New residential development in Sefton offers an opportunity to increase local expenditure. The scale of these benefits will be determined by the expenditure patterns of local residents and the extent to which residents of the new developments will move from elsewhere. At a site level, all residents will be new, but the greater the catchment area, the greater the likelihood that people will have moved locally, and hence do not compromise ‘new residents’ in the sense that they will change their spending patterns significantly and bring ‘new’ expenditure to an area. Generally, most people do not move significant distances when they move home.

6.55 The amount of construction proposed under Option A would also make a positive contribution to Gross Value Added (GVA), which provides a measure of economic productivity.

6.56 Based on 2014 Experian data, the construction sector in the North West region generates an average GVA per FTE worker of £58,080. Applying this to the net additional employment impact of Option A indicates that the capital spending associated with the direct investment from the proposed development could deliver an additional £74m of GVA. It should be noted that not all of this will be retained locally to Sefton and the breakdown in Table 6.8 is for indicative purposes only.

Labour Force Issues and Travel to Work Patterns

6.57 The effects of the increased housing on commuting levels have been examined by analysing the existing commuting patterns of those who work in Sefton. This analysis assumes that the same relative levels of commuting from

[42] Ibid.

each local authority as recorded in the 2011 Census remain constant throughout the plan period. Hence it is assumed that as 11% of Sefton's workplace based jobs are taken up by residents living in Liverpool, a similar proportion of the projected 95,823 jobs forecast to be based in Sefton in 2030 under Option A will also be taken up by Liverpool residents (i.e. 10,683, or 11% of the total, which represents a decrease of -167 from the 2012 situation),

Table 6.9 Effects of Option A on in-commuting within Sefton

Local Authority	%	Number of In-Commuters (2030)	Difference (2012 – 2030)
Sefton	72%	69,464	-1,086
Liverpool	11%	10,683	-167
West Lancashire	5%	5,068	-79
Knowsley	3%	2,745	-43
Wirral	2%	1,775	-28
St. Helens	1%	1,306	-20
Wigan	1%	740	-12
Halton	0%	439	-7
Rest	4%	3,601	-56
Total	**100%**	**95,823**	**-1,498**

Source: ONS (2011) Census / NLP analysis

Employment Land

6.58 In order to meet future employment needs for the Borough over the Local Plan period, Sefton Council has provided details of five strategic employment allocations and four employment allocations, all allocated within Sefton's publication draft Local Plan (Jan 2015)[43], which will be brought forward under all options considered. The sites are as follows:

Strategic Employment Allocations (net)

1. Land East of Maghull (20 ha)
2. Dunnings Bridge Road Corridor (Senate Business Park, Atlantic Business Park and Former Peerless Refinery Site) (26.8 ha)
3. Southport Business Park (13.1 ha)
4. Land north of Formby Industrial Estate (8 ha)
5. Land south of Formby Industrial Estate (7 ha)

Employment Allocations

1. Switch Car Site, Wakefield Road, Netherton (4.69 ha)
2. Linacre Bridge, Linacre Lane, Bootle (1.01 ha)
3. Former Lanstar Site, Hawthorne Road, Bootle (0.97 ha)
4. Land at Farriers Way, Netherton (0.53 ha)

6.59 Whilst these employment sites are likely to create a substantial number of jobs in the Borough, the precise quantity of employment land and the end use of each site is, at this stage, unknown and subject to change. It is not possible to precisely quantify the number of jobs likely to be created due to a number of

[43] Sefton Council (2015) *Draft Local Plan* Policy MN2

factors including companies expanding but not creating new jobs, inconsistencies in densities and companies relocating and releasing land and/or premises elsewhere.

Fiscal Implications

6.60 As noted in Section 5.0, the 2015/16 New Homes Bonus [NHB] funding round allocated c. £1.17bn to local authorities including just under £3.25 million (including past delivery) for Sefton Council itself.[44] Using the standard method of calculation contained within the NHB Calculator, it is estimated that should all 11,609 dwellings come forward (and based on the optimistic assumption that the NHB will continue over the Plan period, which is unknown at this time), this could generate around £99m of NHB award (including the £350 payment for each affordable dwelling the Council delivers).

Table 6.10 Potential Fiscal Benefits – Option A

Settlement	Potential NHB Award (total payment)	Additional Council Tax Receipts per annum
Southport	£35.6m	£5.6m
Formby	£9.4m	£1.5m
Aintree/Maghull	£23.2m	£3.6m
Crosby	£12.3m	£1.9m
Bootle	£6.2m	£1m
Netherton	£12.5m	£2m
Sefton Total	**£99m**	**£16m**

Source: NHC Calculator / NLP analysis / SMBC 2015

Note: Totals do not sum due to rounding

6.61 This NHB income would also be enhanced by an additional Council Tax income of around £14.3 million per annum in perpetuity[45]. It should be noted that the above figures represent a best case scenario.

6.62 The resultant levels of housing are also likely to give rise to either s.106 contributions from the developers and/or tariff charges under the forthcoming Community Infrastructure Levy [CIL] system[46]. The precise details of any potential s106 agreement will clearly be negotiated on a site-by-site basis, whilst Sefton Council has yet to formalise a CIL schedule.

Option A1: 12,995 dwellings (720 dpa)

6.63 Option A1 includes the same sites at Option A plus two additional sites in Maghull. Therefore the implications of building out the two options are similar and in terms of sub area analysis, it is only in Maghull where the implications will have changed which is reflected in the analysis below.

[44] DCLG (2014) *New Homes Bonus: final allocations for 2015 to 2016*
[45] Based on 2015/16 Council Tax Council Tax charges for Sefton Borough
[46] Government has announced that where a Neighbourhood has a formal Neighbourhood Plan, they will receive 25% share of the CIL revenue resulting from development in their area. Where a Neighbourhood does not have a formal Neighbourhood Plan, they will receive a 15% share of the CIL revenue from development in their area, although this will be capped at £100 per council tax dwelling.

Overview and Land Take Implications

6.64 Table 6.11 identifies the likely amount of dwellings to be developed on the sites identified under Option A1. This is based on the same source data as Option A, with the inclusion of two large safeguarded Green Belt sites in Maghull/Aintree, contributing an additional 910 dwellings, and 436 additional windfall sites from across the Borough (but particularly Crosby and Southport). This level of development, at 720 dpa over the next 18 years, is some 83% higher than the equivalent past delivery rate (393 dpa net) achieved between 2003/04 and 2014/15, and 12% higher than Option A.

6.65 SMBC has identified two safeguarded sites to help meet longer-term development. In the event of a higher housing requirement these two sites would be the sites to consider first.

Table 6.11 Dwelling Implications of Option A1

Settlement	Homes in Urban Area	Homes in Green Belt	Land [ha] in GB proposed for homes	Total Homes	% of total Homes	% of homes in urban area	% of homes in Green Belt
Southport	2,974	1,375	67.66	4,349	34%	68%	32%
Formby	324	801	38.11	1,125	9%	29%	71%
Aintree/Maghull	322	3,295	126.37	3,617	28%	9%	91%
Crosby	745	852	36.19	1,597	12%	47%	53%
Netherton	775	0	0	775	6%	100%	0%
Bootle	1,492	0	0	1,492	12%	100%	0%
Sefton Total	**6632**	**6,323**	**318.07**	**12,955**	**100%**	**49%**	**51%**

Source: Sefton Council

6.66 Under this option the housing is distributed even more towards Maghull and Aintree, with this sub-area accommodating 28% of all development in the Borough, up from 23% under Option A.

6.67 Under Option A1, 318.07ha of land currently in the Green Belt would be brought forward for development for 6,323homes. This is an increase of 49.73 ha compared to Option A. This option includes the same sites as Option A with two additional greenfield Green Belt sites in Aintree/Maghull.

Strategic Social Consequences

Population and demographic changes

6.68 As noted above, for the purposes of the Consequences Study, a PopGroup model was run constraining housing growth to the 12,955 dwelling 18-year supply identified by Sefton Council to broadly equate to Option A1 (the Sefton Local Plan scenario + safeguarded land sites). The demographic results of the model run are outlined in Table 6.12 and suggest that this level of dwelling growth would result in an increase in the local resident population of 10,490, at a rate of 583 annually. This contrasts with the sustained population decline of the recent past and is almost 24% higher than under Option A. This population growth is based on migration as well as natural change. The extra homes would be occupied by both non-Sefton residents moving to the area and current residents (e.g. first time buyers moving out of the parental home).

6.69 As can be seen from the Table, this level of population growth will still do relatively little to reverse the trend of an ageing population in the Borough, with the net decline in the number of working age residents still precipitous, at -12,572, whilst the number of residents at retirement age (65+) will grow to 28% of the total resident population, up from 22% presently. The number of residents aged 80 years and over would increase by 59%. As with Option A, it is considered that this would have significant implications for the future strength of Sefton's economy and its ability to function without a substantial influx of commuters from beyond the Borough's boundaries.

6.70 As with Option A, this population growth will be sustained entirely by inward migration, with a net increase of 14,954 residents due to this source, of which over 78% are likely to be from districts elsewhere in the UK, with the remainder coming from abroad. This again is a significant departure from past trends (and is slightly higher than the figure quoted under Option A), which saw net outward migration over the past ten years. Natural change (i.e. the inter-play between births and deaths) will continue to be a negative driver on growth, albeit to a slightly lesser extent than under Option A.

Table 6.12 Sefton Borough Demographic Implications – Option A1, 12,955 dwellings

	Past Trends 2002-2012		+12,955 dwellings 2012-2030	
	Total Growth	Annual Average	Total Growth	Annual Average
Births	27,387	2,739	50,058	2,781
Deaths	32,308	3,231	54,522	3,029
Natural Change	**-4,921**	**-492**	**-4,464**	**-248**
In-Migration from the UK	78,242	7,824	147,128	8,174
Out-Migration to the UK	79,656	7,966	135,415	7,523
Immigration	7,096	710	13,135	730
Emigration	6,506	651	9,894	550
Net Migration Flows	**-824**	**-82**	**14,954**	**831**
Other (including unattributable and other changes)	**-1,424**	**-142**	n/a	n/a
Net Population Growth	**-7,169**	**-717**	**10,490**	**583**
Net growth in residents aged 0-15	-8,683	-868	1,533	85
Net growth in residents aged 16-65	-3,613	-361	-12,572	-698
Net growth in residents aged 65+	5,127	513	21,529	1,196

Source: NLP PopGroup modelling / ONS Mid-Year Estimates (Revised in line with the 2011 Census)

6.71 In terms of how this may impact upon nearby authorities, by applying the same assumptions as to the origin and destination of internal migrants to Sefton as with Option A above, Table 6.13 demonstrates that if the current patterns were replicated, then around 2,678 of Sefton's inward migrants would move into the area annually from Liverpool – an increase of around 30%, or 623 residents annually. This represents an increase of just 26 in-migrants from the Option A scenario each year. Whilst the overall rate of growth remains the same for all the other districts, again the magnitude is significantly less – hence West Lancashire might be expected to lose an additional 219 residents to Sefton than was the case in the year preceding the 2011 Census, whilst the equivalent figures for the likes of St Helens, Manchester and Leeds would be much lower, below 50 annually. The level of change between Options A and A1 would be virtually imperceptible for most of the authorities with weaker relationships to Sefton than Liverpool or Knowsley.

Table 6.13 Sefton Borough Origin and Destination of Domestic Internal Migrants to Sefton – Option A1, 12,955 dwellings

Address One Year Ago	2011 Census		+12,955 dwellings 2012-2030	
	N	%	Annual Inward-Migration	Increase from 2011 Census
Liverpool	2,055	32.8%	2,678	623
West Lancashire	722	11.5%	941	219
Knowsley	466	7.4%	607	141
Wirral	205	3.3%	267	62
St. Helens	160	2.6%	208	48
Manchester	115	1.8%	150	35
Leeds	102	1.6%	133	31
Elsewhere in the UK	*2,448*	*39.0%*	3,190	742
Domestic Migration – Total (excluding internal Sefton movements)	**6,273**	**100.0%**	**8,174**	**1,901**

Source: 2011 Census Table MM01CUK_ALL / NLP PopGroup Modelling

Implications for Social Infrastructure

Affordable Housing Provision

6.72 Option A1 would potentially provide 3,021 affordable homes across the Borough. The majority of the affordable housing would be located in Southport and Aintree/Maghull, accounting for just around 65% of the total provision.

6.73 Table 6.14 provides a breakdown of affordable housing under Option A1 by sub-area and provides the total across the Borough. It compares provision to the affordable housing requirement identified in Council's latest SHMA[47].

Table 6.14 Option A1 - Affordable Housing

Sub-Area	SHMA Affordable Housing Need*	Option A1 Affordable Housing Delivery	Option A1 Affordable Housing as a percentage of SHMA requirement (%)	Option A1 Affordable Housing as a percentage of Borough Total (%)
Southport	3,654	906	24.8%	30.0%
Formby	1,152	274	23.8%	9.1%
Aintree/Maghull	2,124	1,034	48.7%	34.2%
Crosby	1,638	361	22.1%	12.0%
Netherton	-576	105	-	3.5%
Bootle	-162	341	-	11.3%
ALL	**7,812**	**3,021**	**38.7%**	**100.0%**

Source: Source: Sefton SHMA 2014/NLP Analysis 2015
*Rounding Errors may occur with SHMA figures. The annual affordable housing requirement is 434 net dpa.

47 2014 Strategic Housing Market Assessment (November 2014) prepared by J G Consulting

6.74 Analysis of affordable housing provision identifies that in both Netherton and Bootle, Option A1 would deliver all of the identified need for affordable housing, as these settlements have a negative affordable housing need. In all of the other sub-areas Option A1 provides less than 50% of the affordable housing requirement set out in the Council's latest SHMA although provision in Aintree/Maghull is just under 50% of the identified net annual need.

6.75 Southport has a particularly high level of affordable housing need (3654 over the plan period). A shortfall in affordable housing delivery of 75% will result in a large number of people in the sub-area unable to access the housing ladder. This would also occur in Formby, Aintree/Maghull and Crosby. Due to the highly localised nature of affordable housing need, additional provision in Bootle and Netherton (where there is negative affordable housing need) may not significantly reduce pressures in the other sub-areas.

Green Infrastructure

6.76 The additional two sites under Option A1 are not classified as either accessible nature space or public open space.

6.77 The majority of dwellings would be located within 1km (600m straight line distance / 15-20 minute walk) of a' Borough, district or neighbourhood park' and within similar distance of an 'accessible nature space'. The exception is Formby, where just 39% of the proposed new dwellings under Option A1 would be within 15-20 minute walk of a park and the remainder would be outside of this buffer. However, the majority of dwellings in Formby would still be within 15-20 minute walk of accessible nature space.

6.78 The loss of green space in Formby could impact on quality of life for new and existing residents although access to accessible nature space would remain good for the majority of residents.

Education

6.79 Option A1 results in a total of 12,955 dwellings (net) which, when multiplied by 17.5% results in a need for 2,267 primary school places and, when multiplied by 10.5%, a need for 1,360 secondary school places.

6.80 Across the Borough there are 2,217 vacant primary school places which is similar to the required 2,267 under this option, with 2,886 vacant places at secondary schools at present compared to future need for 1,360 places. However, these vacant school places are not evenly distributed across the Borough, with identified capacity issues in Formby and Maghull for both primary and secondary school places. To a lesser extent, capacity issues in secondary schools are also identified in Bootle and Southport. Table 6.15 shows primary and secondary school vacancies compared with need generated under Option A1.

Table 6.15 School Place availability in Sefton Borough

Sub-Area	Current Primary School Vacants	Option A1 Primary School Spaces Needed	Current Secondary School Vacants	Option A1 Secondary School Spaces Needed
Southport	224	761	535	457
Formby	51	197	44	118
Aintree/Maghull	402	633	373	380
Crosby	242	279	626	167
Netherton	795	136	1,308	239
Bootle[33]	503	261		
ALL	**2,217**	**2,267**	**2,886**	**1,360**

Source: Sefton Council/NLP Analysis 2015

6.81 Secondary schools in Southport, Netherton / Bootle and Crosby could accommodate the expected increase in demand for places. However, in Formby there is a significant shortfall in places. Aintree/Maghull shows a very small shortfall. Despite children potentially being more able to travel between sub-areas to school, there would be a deficit in places concentrated in these sub-areas if no action is taken. Shortfalls in secondary school capacity could act as a disincentive for people considering moving to the Borough, which will influence the decisions of households with working age adults and children.

Health

6.82 As a consequence of the proposed pattern of development under Option A1, all dwellings would be able to access a hospital in under 30 minutes which would provide all residents with satisfactory access to such facilities, with many residents living much closer.

6.83 GP surgeries are spread across the Borough but there is already a shortfall in GPs to resident population based on a ratio of 1 GP to 1,600 patients. Table 6.16 illustrates the current baseline position against the demand for GPs as a result of Option A1. It is apparent that only in Netherton and Southport are there sufficient GPs to match the ‘ideal’ number of patients. All other sub-areas are likely to be over capacity and in need of additional GPs. The shortage of GPs may have consequences for the health of residents, affecting their quality of life and well-being. The pressure of increasing patient numbers would also stretch the resources of existing GPs which could affect the time and care they are able to offer patients. The implications result in a reduced and potentially sub-standard service available to residents.

Table 6.16 Option A1 – GP Provision

	Crosby	Netherton	Aintree/ Maghull	Formby	Southport	Bootle	Total Sefton
Baseline							
Patients	60,650	36,292	30,556	25,296	88,547	36,475	277,816
Current GPs	30	24	20	13	65	18	170
Required GPs	38	23	19	16	55	23	174
Capacity	126%	95%	96%	122%	85%	127%	102%
Option A							
Patients	61,604	36,769	32,808	26,243	90,662	36,880	284,966
Current GPs	30	24	20	13	65	18	170
Required GPs	39	23	22	17	57	23	174
Capacity	129%	96%	108%	127%	88%	120%	105%

Source: Sefton CCGs/NLP Analysis 2015

Emergency Services

6.84 The response times of ambulance and fire service are critical to the population in emergency situations and this analysis has analysed the response times possible to all sites under Option A1. Despite cuts to the fire services vehicle fleet[3535] and ongoing consultations relating to station mergers it was found that the majority of dwellings across all sub-areas would be within 10-minute response time of the fire service.

6.85 An 8-minute response time was mapped for ambulance stations as this is the target of the North West Ambulance Service for emergency calls on 75% of occasions[36]. The closure of Maghull Ambulance Station, Kenyon's Lane, Lydiate which closed in April 2015, has a significant effect on the response times possible to sites within the local area of Maghull. In Southport, Crosby and Netherton less than 70% of dwellings would be within an 8-minute response time of ambulance stations. Many sites are not within the 8-minute response time buffer and as such if this is not addressed (whilst not a statutory planning requirement), this could impact on resident's health in the case of an emergency.

Leisure

6.86 The majority of dwellings constructed under Option A1 would not be located within 800m of a leisure centre with the exception of dwellings constructed in Crosby and Aintree/Maghull. Access to leisure facilities is key to health, although open space and private facilities can also satisfy this requirement. The trend in Formby, whereby only 17% of dwellings would be within 800m of a leisure centre, suggests a significant shortfall without the provision of an alternative leisure offer, could adversely impact the health and well-being of residents.

Town, District or Local Centres and Shopping Parades

6.87 The majority of dwellings in Option A1 sites are located outside the 800m buffer of an existing Town, District or Local Centre. All sites are better served when the analysis is broadened to include proximity to local shopping parades although Bootle is the only sub-area where the majority of dwellings (over 70%) are within 800m of either a town/district/local centre of local shopping parade. Table 6.8 illustrates the percentage of dwellings located on Option A1 sites within 800m of either a centre or local shopping parade.

Table 6.17 Option A1 - Access to Centres and Local Shopping Parades

Sub-Area	Within 800m of aTown/District/Local Centre (%)	Within 800m of a Local Shopping Parade (%)
Southport	14.5%	48.6%
Formby	6.2%	46.0%
Aintree/Maghull	4.5%	11.3%
Crosby	8.0%	13.7%
Netherton	22.2%	35.8%
Bootle	29.0%	100.0%

Source: Sefton Council/NLP Analysis 2015

6.88 Centres offer important services and goods for residents and small centres and local parades have a valuable role in residents quality of life brought about by good access to services. There is a need to address the lack of such provision particularly in Maghull and Crosby where limited (<15%) of new dwellings are within 800m of such facilities.

Transport Impacts

6.89 The transport impacts of Option A1 are largely the same as those associated with Option A. The only changes relate to the two proposed additional housing sites located in Lydiate and Maghull, to the south-east of the Borough.

6.90 The larger of the two additional sites would be located in Lydiate, on the edge of the current urban area. The smaller of the two sites, in Maghull, is located immediately adjacent to, and north of, the M58 motorway. Both sites would be relatively remote from existing key services and facilities, and this, coupled with their locations, suggest a focus on car-based travel patterns.

6.91 The journey to work data indicates that a quarter of trips to / from Lydiate use the M58 and M57 motorways, with only a small proportion of traffic travelling northwards within the Borough. There is also a strong focus of traffic through Switch Island from both of these areas. The additional development traffic is likely to exacerbate pressures on this junction in the future.

6.92 Given the substantial amount of development proposed in Lydiate and Maghull, this is likely to place inward pressures on bus and rail services within the area.

Economic Impacts

6.93 Under Option A1, and based on NLP's PopGroup modelling, the population growth of 10,490 residents would still be insufficient to support job growth in the Borough.

6.94 The construction cost of delivering 12,995 dwellings and associated localised infrastructure costs (excluding abnormals, s.106 agreements etc) could come to approximately **£1,283 million** over the Plan period. Whilst this represents just a 12% increase in the cost of delivering the level of housing under Option A, this still represents a substantial investment into the local economy, with a wide range of direct and indirect economic benefits likely to result.

6.95 Following the same methodology as outlined in Option A above suggests that this level of investment could result in 14,255 person years of construction employment over the Plan period, or 1,426 FTE construction jobs across the Borough.

6.96 Again, local businesses would be expected to benefit to some extent from temporary increases in expenditure linked to the direct and indirect employment effects of the construction phase. It is estimated that some 2,153 indirect FTE jobs could be supported by the direct construction jobs identified for Option A1.

Table 6.18 Economic Benefits of Option A1

	Total Possible Supply	Estimated Construction Cost	Direct Construction FTEs	Indirect Employment (FTEs)	GVA from direct investment
Southport	4,349	£430.6m	479	723	£27.8m
Formby	1,125	£111.4m	124	187	£7.2m
Maghull/Aintree	3,617	£358.1m	398	601	£23.1m
Crosby	1,597	£158.1m	176	265	£10.2m
Bootle	775	£76.7m	85	129	£5.0
Netherton	1,492	£147.7m	164	248	£9.5m
Sefton Total	**12,955**	**£1,282.5m**	**1,426**	**2,153**	**£82.8m**

6.97 The development of nearly 13,000 dwellings would make a substantial contribution towards providing employment for those seeking work within in Sefton by providing approximately 1,500 FTE construction jobs.

6.98 However it should be noted that the number of JSA claimants within the employment category 'Skilled Construction and Building Trades'[48] across the Borough is very low, at just 35. Therefore, as has been previously stated, when a large increase in construction employment is projected in an area with no jobseekers within that sector a negative impact is registered (due to the potential commuting dis-benefits that such a labour market mismatch is likely to cause).

6.99 However, there are 2,843 JSA claimants currently seeking employment across all employment sectors within Sefton, and Option B would assist in provide sufficient job opportunities to help reduce this number through the extensive

[48] BRES Code 53

indirect employment this option will create (for instance in the production of construction goods, services and supplies).

6.100 New residential development will also offer an opportunity to increase local expenditure. The additional 10,490 residents likely to be accommodated in the 12,955 new dwellings are likely to contribute to a significant net increase in population even allowing for internal movement and smaller household sizes. As such, the level of new expenditure available to support local centres, jobs and services is likely to be relatively high and would have a beneficial impact on Sefton's economy.

Gross Value Added

6.101 The amount of construction proposed under Option A1 would make a significant contribution to Gross Value Added (GVA). It is estimated that capital spending associated with the direct investment from the Option A1 housing development could deliver an additional £83m of GVA (although again not all of this will be retained locally to Sefton).

Labour Force Issues and Travel to Work Patterns

6.102 The effects of the increased housing on commuting levels have been examined by analysing the existing commuting patterns of those who work in Sefton. This analysis assumes that the same relative levels of commuting from each local authority as recorded in the 2011 Census remain constant throughout the plan period. Hence it is assumed that as 11% of Sefton's workplace based jobs are taken up by residents living in Liverpool, a similar proportion of the projected 97,183 jobs forecast to be based in Sefton in 2030 under Option A1 will also be taken up by Liverpool residents (i.e. 10,835, which represents a decrease of -15 from the 2012 situation),

Table 6.19 Effects of Option A1 on in-commuting within Sefton

Local Authority	%	Number of In-Commuters (2030)	Difference (2012 – 2030)
Sefton	72%	70,450	-100
Liverpool	11%	10,835	-15
West Lancashire	5%	5,140	-7
Knowsley	3%	2,784	-4
Wirral	2%	1,800	-3
St. Helens	1%	1,325	-2
Wigan	1%	751	-1
Halton	0%	445	-1
Rest	4%	3,653	-5
Total	**100%**	**97,183**	**-138**

Source: ONS (2011) Census / NLP analysis

Fiscal Implications

6.103 Using the standard method of calculation contained within the NHB Calculator, it is estimated that should all 12,955 dwellings come forward, this would generate around £111m of NHB award (including the £350 payment for each affordable dwelling the council delivers), which represents an increase of around 12% relative to the amount that would be received compared to the likely allocation under Option A.

Table 6.20 Fiscal Impacts of Option A1

Settlement	Potential NHB Award (total payment)	Additional Council Tax Receipts per annum
Southport	£36.9m	£5.8m
Formby	£9.6m	£1.5m
Aintree/Maghull	£31.3m	£4.9m
Crosby	£13.6m	£2.1m
Bootle	£6.5m	£1.0m
Netherton	£12.7m	£2.0m
Sefton Total	**£110.7m**	**£17.4m**

6.104 This NHB income would also be enhanced by an additional Council Tax income of over £17 million per annum over the long-term, which would go some way towards ameliorating the Council's enforced spending cuts and representing a valuable fiscal contribution at a very challenging time for the authority. Furthermore, and to an even greater degree than with Option A, the resultant levels of housing will give rise to beneficial s106 contributions from the developers and/or tariff charges under the forthcoming Community Infrastructure Levy [CIL] system

Option B: 18,470 dwellings (1,026 dpa)

Overview and Land Take Implications

6.105 Table 6.21 identifies the likely amount of dwellings to be developed on the sites identified under Option B. This is based on the same source data as Options A and A1, with the inclusion of 14 Green Belt sites primarily in Maghull/Aintree, but with one each in Crosby and Formby, and a further site not within the Green Belt (in Maghull/Aintree). These sites have not been allocated in the Local Plan but have been put forward to the Council by landowners and agents during the Local Plan process and are being considered during the Local Plan Examination. These would contribute an additional 4,881 dwellings. This level of development, at 1,026 dpa over the next 18 years, is more than two-and-a-half times higher than the equivalent past delivery rate (393 dpa net) achieved between 2003/04 and 2014/15, and almost 60% higher than Option A.

Table 6.21 Dwelling Implications of Option B

Settlement	Homes in Urban Area	Homes in Green Belt	Land [ha] in GB proposed for homes	Total Homes	% of total Homes	% of homes in urban area	% of homes in Green Belt
Southport	3,212	1,375	67.66	4,587	25%	70%	30%
Formby	362	1,711	68.70	2,073	11%	17%	83%
Aintree/Maghull	412	7,079	381.64	7,491	41%	5%	95%
Crosby	983	989	40.48	1,972	11%	50%	50%
Netherton	815	0	0	815	4%	100%	0%
Bootle	1,532	0	0	1,532	8%	100%	0%
Sefton Total	7,316	11,154	558	18,470	100%	40%	60%

Source: Sefton MBC

6.106 Under Option B the housing is distributed further towards Maghull and Aintree, with this sub-area accommodating 41% of all development in the Borough, up from 28% under Option A1. This demonstrates that sites are weighted towards this area of the Borough.

6.107 Table 6.21 demonstrates that 558ha of land currently in the Green Belt would be brought forward for the development of 11,154homes. This is an increase of 240.42 ha compared to Option A1 and results in the loss of a substantially greater area of Green Belt.

6.108 This option relies heavily upon the development of additional land (involving 15 sites) primarily within Aintree/Maghull. Other than Aintree/Maghull, the only sub-areas to accommodate additional housing growth proposed under Option B, are Formby and Crosby with one site in each area. However, the additional land take in these two sub-areas (all of which is greenfield) is relatively minimal.

Strategic Social Consequences

Population and demographic changes

6.109 Running the PopGroup model to constrain housing growth to the 18,470 dwelling 18-year supply identified by Sefton Council to broadly equate to Option B results in substantial demographic change to the Borough as set out in Table 6.22. This suggests that this level of dwelling growth would result in an increase in the local resident population of 24,121, at a rate of 1,340 annually. This level of growth would see Sefton's population more than triple when compared to Option A, and grow at a rate almost five-times higher than the 4,961 population growth forecast for Sefton in the ONS's 2012-based population projection between 2012 and 2030.

6.110 Unlike the previous two options however, this level of population growth will finally begin to reverse the ageing population trend in the Borough, with the net decline in the number of working age residents starting to stabilise at -205 annually, which is a partial recovery from the -361 annual decline in this broad age cohort that has occurred in the past ten years. Furthermore whilst the growth in the older population is still very high, at almost 22,830 net additional residents over 65 by 2030, their overall representation in the Borough as a percentage of the total would be slightly lower than under Option A (representing 28% of the total population by 2030, compared to 29% under Option A). Whilst this would still have significant implications for the future strength of Sefton's economy, it is arguable that the situation would be ameliorated when compared to the previous two scenarios.

6.111 As with the other options, this population growth will be sustained entirely by inward migration, with a net increase of 26,662 residents due to this source. Over 88% is likely to be from districts elsewhere in the UK, with the remainder coming from abroad. Natural change will continue to be a negative driver on growth, albeit to a lesser extent than either Options A or A1.

Table 6.22 Sefton Borough Demographic Implications – Option B, 18,470 dwellings

	Past Trends 2002-2012		+18,470 dwellings 2012-2030	
	Total Growth	Annual Average	Total Growth	Annual Average
Births	27,387	2,739	52,517	2,918
Deaths	32,308	3,231	55,058	3,059
Natural Change	**-4,921**	**-492**	**-2,541**	**-141**
In-Migration from the UK	78,242	7,824	152,982	8,499
Out-Migration to the UK	79,656	7,966	129,561	7,198
Immigration	7,096	710	13,135	730
Emigration	6,506	651	9,894	550
Net Migration Flows	**-824**	**-82.4**	**26,662**	**1,481**
Other (including unattributable and other changes)	**-1,424**	**-142**	n/a	n/a
Net Population Growth	**-7,169**	**-717**	**24,121**	**1,340**
Net growth in residents aged 0-15	-8,683	-868	4,985	277
Net growth in residents aged 16-65	-3,613	-361	-3,693	-205
Net growth in residents aged 65+	5,127	513	22,828	1,268

Source: NLP PopGroup modelling / ONS Mid-Year Estimates (Revised in line with the 2011 Census)

6.112 In terms of how this may impact upon nearby authorities, by applying the same assumptions to the origin and destination of internal migrants to Sefton as with Options A and A1 above, Table 6.23 demonstrates that around 2,784 of Sefton's inward migrants would move into the area annually from Liverpool – an increase of around 36%, or 729 residents annually, from the level recorded in the 2011 Census. This represents an increase of over 100 in-migrants from the Option A Local Plan scenario annually. Whilst the overall rate of growth remains the same for all the other districts, again the magnitude is significantly less – hence West Lancashire might be expected to lose an additional 256 residents to Sefton than was the case in the year preceding the 2011 Census, whilst Knowsley would lose around 631 residents annually, (165 higher than in 2011).

Table 6.23 Sefton Borough Origin and Destination of Domestic Internal Migrants to Sefton – Option B, 18,470 dwellings

Address One Year Ago	2011 Census		+18,470 dwellings 2012-2030	
	N	%	Annual Inward-Migration	Increase from 2011 Census
Liverpool	2,055	32.8%	2,784	729
West Lancashire	722	11.5%	978	256
Knowsley	466	7.4%	631	165
Wirral	205	3.3%	278	73
St. Helens	160	2.6%	217	57
Manchester	115	1.8%	156	41
Leeds	102	1.6%	138	36
Elsewhere in the UK	*2,448*	*39.0%*	3,317	869
Domestic Migration – Total (excluding internal Sefton movements)	**6,273**	**100.0%**	**8,499**	**2,226**

Source: 2011 Census Table MM01CUK_ALL / NLP PopGroup Modelling

Implications for Social Infrastructure

Affordable Housing Provision

6.113 Table 6.24 provides a breakdown of affordable housing under Option B by sub-area and provides the total across the Borough. It compares provision to the affordable housing requirement identified in the Council's latest SHMA[29]. Option B would potentially provide 4,486 affordable homes across the Borough. Most of the affordable housing (69%) would be located in Southport and Aintree/Maghull.

Table 6.24 Option B - Affordable Housing

Sub-Area	SHMA Affordable Housing Need*	Option B Affordable Housing Delivery	Option B Affordable Housing as a percentage of SHMA requirement (%)	Option B Affordable Housing as a percentage of Borough Total (%)
Southport	3654	906	24.8%	20.2%
Formby	1152	547	47.5%	12.2%
Aintree/Maghull	2124	2,185	102.9%	48.7%
Crosby	1638	402	24.6%	9.0%
Netherton	-576	105	-	2.3%
Bootle	-162	341	-	7.6%
ALL	**7812**	**4,486**	**57.4%**	**100.0%**

Source: Sefton SHMA 2014/NLP Analysis
*Rounding errors may occur with SHMA figures. The annual affordable housing requirement is 434 net dpa.

6.114 In Aintree/Maghull Option B would deliver excess affordable housing over and above the SHMA requirement. However, there would be significant shortfall in the sub-areas of Southport, Formby and Crosby. The under delivery of approximately 75% in Southport and Crosby against the high levels of affordable housing need is likely to result in substantial numbers of the population unable to gain access to the housing ladder. Over-provision in Netherton and Bootle is unlikely to absorb much of the pressure in the housing market due to the highly localised demand for affordable housing.

Green Infrastructure

6.115 The majority of dwellings proposed on sites in Option B are not within (or partially within) a landscape renewal area, park or accessible nature space. Nearly all sites within the ward of Molyneux are within, or partially within, a landscape renewal area. Development of these sites would result in the loss of such open space and reduce access (or the extent of provision) for many residents if this loss is not compensated for.

6.116 The majority of the dwellings in Option B sites would be located within 1km (600m straight line distance / approximately 15 -20 minute walk) of an 'accessible nature space'. The majority of the dwellings are also within the option sites of a similar distance of a 'Borough, district or neighbourhood park' with the exception of the sub-area of Formby where just 20% of the proposed new dwellings on Option B sites would be within the 15-20 minute walk buffer.

6.117 As quality of life and enjoyment of place can be closely linked to provision of public open space and green infrastructure, the relatively poor access to parks for new dwellings in Formby may impact on quality of life if provision is not addressed. It is of note that other green infrastructure and public open space provision in Formby is good.

Education

6.118 Option B provides 18,470 dwellings (net) which, when multiplied by 17.5%[31], results in a need for 3,232 primary school and, when multiplied by 10.5%[31], a need for 1,939 secondary school places. The 2,217 vacant[32] primary school places and 2,886 vacant secondary school places would not meet the expected demand. The latest vacancy figures have been used, as population data by age cohort is not available at sub-area level hence it would only be possible to project forward vacancy levels at the district-wide level.

6.119 The existing vacant school places are not evenly distributed across the Borough. As a consequence, capacity issues vary in severity also. Table 6.25 compares existing capacity against expected need for both primary and secondary school places across Sefton, broken down by sub-area.

Table 6.25 Option B – School Place availability in Sefton Borough

Sub-Area	Current Primary School Vacants	Option B Primary School Spaces Needed	Current Secondary School Vacants	Option B Secondary School Spaces Needed
Southport	224	803	535	482
Formby	51	363	44	218
Aintree/Maghull	402	1,311	373	787
Crosby	242	345	626	207
Netherton	795	143	1,308	247
Bootle	503	268		
ALL	**2,217**	**3,232**	**2,886**	**1,939**

Source: Sefton Council/NLP Analysis 2015

6.120 Southport, Formby and Aintree/Maghull would suffer the most severe capacity issues, with the need for 210 or more additional primary school places for all three of these sub-areas. Crosby would need 103 additional primary school places under Option B to meet future need. Without action there would be a number of children of primary school age without a local school able to accommodate them.

6.121 Secondary schools in Southport, Netherton/ Bootle and Crosby could accommodate the expected increase in demand for places. However, in Aintree/Maghull and Formby there is a significant shortfall in places. Despite older children potentially being more able to travel between sub-areas to school, there would be a significant deficit in places concentrated in these sub-areas if no action is taken. Shortfalls in secondary school capacity could act as a disincentive for people considering moving to the Borough, which will influence the decisions of households with working age adults and children.

Health

6.122 All residents living in dwellings on Option B sites would be able to access a hospital in under 30 minutes, which would provide all residents with satisfactory access to such facilities. Many residents would live even closer.

6.123 Table 6.26 illustrates the current baseline position against the expected demand for GPs as a result of the level of delivery in Option B. Only in Bootle and Southport are there sufficient GPs to match the number of patients using the ratio of 1 GP to 1,600 patients[34]. The shortage of GPs is likely to have consequences for the health of residents, affecting their quality of life and wellbeing. Increased pressures over and above those experienced under Option A would further stretch resources of existing GPs which could affect the time and care they are able to offer patients. The implications are likely to be both a reduced and potentially sub-standard service available to residents with most sub-areas requiring over a third more GPs than are currently based within the sub-area.

Table 6.26 Option B - GP Provision in Sefton Borough

	Crosby	Netherton	Aintree/ Maghull	Formby	Southport	Bootle	Total Sefton
Baseline							
Patients	60,650	36,292	30,556	25,296	88,547	36,475	277,816
GPs	30	24	20	13	65	18	170
Required GPs	38	23	19	16	55	23	174
Capacity	126%	95%	96%	122%	85%	127%	102%
Option C							
Patients	63,182	37,191	42,979	28,610	92,718	37,257	301,937
Required GPs	40	23	27	18	58	23	189
Capacity	132%	97%	134%	138%	89%	129%	111%

Source: Sefton CCGs/NLP Analysis 2015

Emergency Services

6.124 The response times of the ambulance and fire service is also critical to the health and quality of life of residents in emergency situations. Despite cuts to the service vehicle fleet and ongoing consultations relating to station mergers it was found that the majority of dwellings in Option B, across all sub-areas would be within a 10-minute response time of the fire service.

6.125 In Netherton, Crosby and Southport between 31-70% of dwellings would be within an 8-minute response time of the ambulance service and in Aintree/Maghull over 70% would be outside the 8-minute response time which is likely to have been adversely impacted by the closure of Maghull ambulance station in April 2015. The majority of dwellings in Formby and Bootle can be reached by ambulance within 8-minutes. Clearly if the coverage is not improved then this could have a detrimental impact on resident's health in the event of an emergency.

Leisure

6.126 The majority of dwellings constructed under Option B would not be within 800m of a leisure centre with the exception of dwellings constructed in Crosby and Aintree/Maghull. Access to leisure facilities is key to health although open space and private facilities can also satisfy this requirement. The trend in Formby, where only 9% of dwellings would be within 800m of a leisure centre, suggests the potential for a significant shortfall that without alternative leisure provision could already affect the health and well-being of residents.

Town, District or Local Centres and Shopping Parades

6.127 The majority of the dwellings in Option B sites are outside the 800m buffer of an existing Town, District or Local Centre. All sites are better served when the analysis is broadened to include proximity to local shopping parades, although even here, Bootle and Formby are the only sub-areas where the majority of dwellings (over 70%) are within 800m of either a town/district/local centre or local shopping parade (see Table 6.27).

Table 6.27 Option B - Access to Centres and Local Shopping Parades

Sub-Area	Within 800m of a Town/District/Local Centre (%)	Within 800m of a Local Shopping Parade (%)
Southport	14.5%	48.6%
Formby	3.1%	73.0%
Aintree/Maghull	8.7%	26.0%
Crosby	7.0%	12.1%
Netherton	24.8%	35.8%
Bootle	29.0%	98.5%

Source: Sefton Council/NLP Analysis 2015

6.128 Centres offer important services and goods for residents' and small centres whilst local parades have a valuable role in residents quality of life brought about by good access to services. There is a need to address the lack of such provision across the Borough, but particularly in Crosby where limited (<15%) of new dwellings are within 800m of such facilities.

Transport Impacts

6.129 As identified above, Option B would see the sites outlined in Options A and A1 delivered, along with additional large sites located in Formby, Lydiate, Maghull, Aintree, a smaller site in Thornton and a very small site in Netherton.

6.130 The Option B proposals have not been modelled using the Council's strategic transport model, but the likely scale of impacts and consequences of delivering the Option B proposals have been determined with reference to the results of the Option A modelling and an appraisal of the scale of additional traffic that would be generated by the increased development levels.

6.131 In addition to the impacts outlined under Options A and A1 above, the site at Formby would generate an additional 430 – 500 vehicle trips during the peak hours across the network, with a particular focus upon the A565 Formby bypass and sections of the A565 further south. Significant impacts would be experienced at the A565 / B5424 Liverpool Road roundabout to the south of Formby, which lies adjacent to the proposed site and through which all external trips (ie trips away from Formby) will pass.

6.132 The smaller development site proposed in Thornton will generate a modest increase in traffic, the impacts of which are considered to be relatively local to the site.

6.133 The three large sites proposed in Lydiate, Maghull and Aintree will generate significant traffic volumes – in the order of 1,500 additional peak hour trips over and above the traffic generated by the remaining development sites within Option B, which will all be concentrated in the south-eastern area of the Borough. This traffic will have significant impacts upon the operation of the A59 and A5036 and at key junctions along these routes and also upon the M57 and at Switch Island. The majority of the development traffic associated with the Maghull sites will pass through Switch Island and a quarter of trips associated with the Aintree sites will be via the motorways, albeit there is the potential for this traffic to avoid Switch Island by routeing via the A506 to access the M58.

6.134 Given the scale of development proposed on the larger strategic sites, it is considered likely that some local facilities would be incorporated within these sites which will help to address deficiencies in terms of access to existing provision (as discussed in Section 7.0).

- Taking account of the results of the strategic traffic modelling and the scale of additional traffic added onto the routes identified above, the impacts of the development proposed under Option B are therefore likely to impact upon the following pinch-points on the network:
- A570 Southport – in particular at the junctions of the A5267 Ash Street and at Town Lane / Kew Roundabout;

- Sections of the A565 through Formby, on the approach to Brooms Cross Road on Moor Lane through Thornton, through Great Crosby;
- A565 / B5424 Liverpool Road roundabout in Formby;
- Switch Island – significant flow increases are forecast on the motorway approaches to the junction and along the A59 and A5036 approaches, with subsequent increases in delay and journey times through the junction;
- Junctions along A5036 Dunning's Bridge Road, with significant changes in journey times through key junctions;
- Junctions along the A5038, again with journey time and delay increases;
- Key junctions along the A59 corridor, both north and south of Switch Island; and
- Junctions along School Lane, Maghull.

6.135 As outlined above, the modelling indicates traffic and journey time reductions along the A5027 Northern Perimeter Road and Lydiate Lane resulting from the completion of the Brooms Cross Road link. Given the significant traffic flow increases in this area, there is still likely to be a need to mitigate impacts at Switch Island.

6.136 Whilst the scale of development of development proposed is significant, the concentration of a significant volume of development within one area of the Borough which is so closely linked to the strategic road network does offer the opportunity for traffic impacts to be focussed on those areas of the network designed to cater for high traffic volumes. Maghull is currently well served by public transport provision there is scope for enhanced public transport services to serve future developments, with patronage concentrated on a small number of routes.

6.137 Careful consideration will need to be given to the potential scale of mitigation required to address the scale of traffic increases at the Switch Island junction in particular, and to determine the likely phasing of development against mitigation requirements.

Economic Impacts

Impacts on the Local Economy

6.138 Under Option B, and based on NLP's PopGroup modelling, the population growth of 24,121 residents would, for the first time, be sufficient to generate significant positive job growth in the Borough, with the number of employees working in Sefton increasing by 5,408 during 2012-30 (+300 annually).

6.139 The construction cost of delivering 18,470 dwellings and associated localised infrastructure costs (excluding abnormals, s.106 agreements etc) could come to **£1,829 million** over the Plan period. This is a 60% increase in the cost of delivering the level of housing under Option A and would represent a step change in the amount of investment injected into the local economy, with a wide range of direct and indirect economic benefits likely to result.

6.140 Following the same methodology as outlined in Option A suggests that this level of investment could result in 20,324 person years of construction employment over the Plan period, or 2,032 FTE construction jobs across the Borough.

6.141 Again, local businesses would be expected to benefit to some extent from temporary increases in expenditure linked to the direct and indirect employment effects of the construction phase. It is estimated that some 3,069 indirect FTE jobs could be supported by the direct construction jobs identified for Option B.

Table 6.28 Economic Benefits – Option B

	Total Possible Supply	Estimated Construction Cost	Direct Construction FTEs	Indirect Employment (FTEs)	GVA from direct investment
Southport	4,587	£454m	505	762	£29.3m
Formby	2,073	£205m	228	344	£13.2m
Maghull/Aintree	7,491	£742m	824	1,245	£47.9m
Crosby	1,972	£195m	217	328	£12.6m
Bootle	815	£81m	90	135	£5.2m
Netherton	1,532	£152m	169	254	£9.8m
Sefton Total	**18,470**	**£1,829m**	**2,032**	**3,069**	**£118m**

6.142 The development of over 18,400 dwellings would make a substantial contribution towards providing employment for those seeking work within in Sefton by providing approximately 2,000 FTE construction jobs.

6.143 However it should be noted that the number of JSA claimants within the employment category 'Skilled Construction and Building Trades'[49] across the Borough is very low, at just 35. Therefore, as has been previously stated, when a large increase in construction employment is projected in an area with no jobseekers within that sector a negative impact is registered (due to the potential commuting dis-benefits that such a labour market mismatch is likely to cause).

6.144 However, there are 2,843 JSA claimants currently seeking employment across all employment sectors within Sefton, and Option B would assist in provide sufficient job opportunities to help reduce this number through the extensive indirect employment this option will create (for instance in the production of construction goods, services and supplies).

6.145 New residential development will also offer an opportunity to increase local expenditure. The additional 24,121 residents likely to be accommodated in the 18,470 new dwellings are likely to contribute to a significant net increase in population even allowing for internal movement and smaller household sizes. As such, the level of new expenditure available to support local centres, jobs and services is likely to be relatively high and would have a beneficial impact on Sefton's economy.

[49] BRES Code 53

Gross Value Added

6.146 The amount of construction proposed under Option B would make a significant contribution to Gross Value Added (GVA). It is estimated that capital spending associated with the direct investment from the Option 2 housing development could deliver an additional £118m of GVA (although again not all of this will be retained locally to Sefton).

Labour Force Issues and Travel to Work Patterns

6.147 The effects of the increased housing on commuting levels have been examined by analysing the existing commuting patterns of those who work in Sefton. This analysis assumes that the same relative levels of commuting from each local authority as recorded in the 2011 Census remain constant throughout the plan period. Hence it is assumed that as 11% of Sefton's workplace based jobs are taken up by residents living in Liverpool, a similar proportion of the projected 102,729 jobs forecast to be based in Sefton in 2030 under Option B will also be taken up by Liverpool residents (i.e. 11,453, which represents an increase of 603 from the 2012 situation).

Table 6.29 Effects of Option B on in-commuting within Sefton

Local Authority	%	Number of In-Commuters (2030)	Difference (2012 – 2030)
Sefton	72%	74,471	3,920
Liverpool	11%	11,453	603
West Lancashire	5%	5,434	286
Knowsley	3%	2,943	155
Wirral	2%	1,903	100
St. Helens	1%	1,400	74
Wigan	1%	794	42
Halton	0%	470	25
Rest	4%	3,861	203
Total	**100%**	**102,729**	**5,408**

Source: ONS (2011) Census / NLP analysis

Fiscal Implications

6.148 Using the standard method of calculation contained within the NHB Calculator, it is estimated that should all 18,470 dwellings come forward, this would generate around £158m of NHB award (including the £350 payment for each affordable dwelling the council delivers), which represents an increase of around sixty percent relative to the amount that would be received compared to the likely allocation under Option A.

Table 6.30 Potential Fiscal Benefits – Option B

Settlement	Potential NHB Award (total payment)	Additional Council Tax Receipts per annum
Southport	£38.8m	£6.2m
Formby	£17.8m	£2.8m
Aintree/Maghull	£64.9m	£10.1m
Crosby	£16.7m	£2.6m
Bootle	£6.8m	£1.1m
Netherton	£13.1m	£2.1
Sefton Total	**£158m**	**£25m**

6.149 This NHB income would also be enhanced by an additional Council Tax income of nearly £25 million per annum over the long-term, which would go some way towards ameliorating the Council's enforced spending cuts and representing a valuable fiscal contribution at a very challenging time for the authority. Furthermore, and to an even greater degree than with Option A, the resultant levels of housing will give rise to beneficial s106 contributions from the developers and/or tariff charges under the forthcoming Community Infrastructure Levy (CIL) system.

Option C: 24,570 dwellings (1,365 dpa)

Overview and Land Take Implications

6.150 Table 6.31 identifies the likely amount of dwellings to be developed on the sites identified under Option C. This is based on the same source data as Options A, A1 and B, with the inclusion of 14 Green Belt search areas across the Borough. These areas of search of have been chosen by the Council purely for use in this study for comparison purposes only. They do not indicate that the sites are suitable or available for development. The sites contribute an additional 6,200 dwellings across the Borough.. This level of development, at 1,365 dpa over the next 18 years, is almost three-and-a-half times higher than the equivalent past delivery rate (393 dpa net) achieved between 2003/04 and 2014/15, and more than double the level associated with Option A.

Table 6.31 Dwelling Implications of Option C

Settlement	Homes in Urban Area	Homes in Green Belt	Land [ha] in GB proposed for homes	Total Homes	% of total Homes	% of homes in urban area	% of homes in Green Belt
Southport	3,174	2,075	91	5,250	21%	60%	40%
Formby	356	3,511	128.70	3,867	16%	9%	91%
Aintree/Maghull	460	9,729	469.97	10,135	41%	4%	96%
Crosby	945	2,039	75.48	2,984	12%	32%	68%
Netherton	809	0	0	809	3%	100%	0%
Bootle	1,525	0	0	1,525	6.%	100%	0%
Sefton Total	7,216	**17,354**	765	**24,570**	**100%**	**29%**	**71%**

Source: Sefton Council

6.151 Under Option C, 765 ha of Green Belt land would be brought forward for development. This is 9.8% of the total Green Belt in the Borough. 91% and 96% of dwellings in Formby and Aintree/Maghull respectively would be brought forward on designated Green Belt land. All proposed sites in Bootle and Netherton, as with Options A, A1 and B, are in the urban areas.

6.152 It is evident that this option relies hugely upon the development of further greenfield land within Aintree/Maghull - 41% of all land to be developed under this option would be in this sub-area. However, Option C also entails the development of further greenfield sites, (in broad areas of search), in Southport, Formby and Crosby beyond those identified under Option B. Together, development in these four sub-areas would take up 765 ha of land. These areas of search are generally located on the periphery of existing urban areas and are more concentrated towards the south of the Borough. Notwithstanding this, no additional sites/areas of search are identified in Bootle or Netherton given that they are already densely developed.

Strategic Social Consequences

Population and demographic changes

6.153 Running the PopGroup model to constrain housing growth to the 24,570 dwelling Option C results in substantial demographic changes to the Borough, as set out in Table 6.32. This indicates that this level of dwelling growth would result in an increase in the local resident population of 39,220, at a rate of 2,179 annually. This level of growth is almost five-times higher than the 7,150 population growth forecast for Sefton in Option A and 63% higher than the level of growth forecast for Option B between 2012 and 2030.

6.154 As with Option B (and unlike Options A and A1) however, this level of population growth will reverse the ageing population trend in the Borough, with the net decline in the number of working age residents transforming into a growth of 6,141, (or +341 annually). Furthermore whilst the growth in the older population is still very high, (at almost 24,270 net additional residents over 65 by 2030), their overall representation in the Borough as a percentage of the total would be lower than under Option A (representing 27% of the total population by 2030, compared to 29%). Whilst this would still have significant implications for the future strength of Sefton's economy, it is arguable that the situation would be ameliorated when compared to Options A and A1.

Table 6.32 Sefton Borough Demographic Implications – Option C, 24,570 dwellings

	Past Trends 2002-2012		+24,570 dwellings 2012-2030	
	Total Growth	Annual Average	Total Growth	Annual Average
Births	27,387	2,739	55,244	3,069
Deaths	32,308	3,231	55,653	3,092
Natural Change	**-4,921**	**-492**	**-409**	**-23**
In-Migration from the UK	78,242	7,824	159,466	8,859
Out-Migration to the UK	79,656	7,966	123,077	6,838
Immigration	7,096	710	13,135	730
Emigration	6,506	651	9,894	550
Net Migration Flows	**-824**	**-82.4**	**39,630**	**2,202**
Other (including unattributable and other changes)	**-1,424**	**-142**	n/a	n/a
Net Population Growth	**-7,169**	**-717**	**39,220**	**2,179**
Net growth in residents aged 0-15	-8,683	-868	8,813	490
Net growth in residents aged 16-65	-3,613	-361	6,141	341
Net growth in residents aged 65+	5,127	513	24,267	1,348

Source: NLP PopGroup modelling / ONS Mid-Year Estimates (Revised in line with the 2011 Census)

6.155 As with the other options, this population growth will be sustained entirely by inward migration, with a net increase of 39,630 residents due to this source, of which over 92% is likely to come from districts elsewhere in the UK. Natural change will continue to be a (slight) negative driver on growth, albeit to a far lesser extent than either Options A or A1.

6.156 Table 6.33 demonstrates that if the current patterns were replicated, then around 2,902 of Sefton's inward migrants would move into the area annually from Liverpool – an increase of around 41%, or 847 residents annually from the level recorded in the 2011 Census. This represents an increase of over 250 in-migrants from the Option A Local Plan scenario annually. Whilst the overall rate of growth remains the same for all the other districts, again the magnitude is significantly less – hence West Lancashire might be expected to lose an additional 298 residents to Sefton than was the case in the year preceding the 2011 Census, whilst Knowsley could lose around 658 residents annually (192 more than in 2011).

Table 6.33 Sefton Borough Origin and Destination of Domestic Internal Migrants to Sefton – Option C, 24,570 dwellings

Address One Year Ago	2011 Census		+24,570 dwellings 2012-2030	
	N	%	Annual Inward-Migration	Increase from 2011 Census
Liverpool	2,055	32.8%	2,902	847
West Lancashire	722	11.5%	1,020	298
Knowsley	466	7.4%	658	192
Wirral	205	3.3%	290	85
St. Helens	160	2.6%	226	66
Manchester	115	1.8%	162	47
Leeds	102	1.6%	144	42
Elsewhere in the UK	*2,448*	*39.0%*	3,457	1,009
Domestic Migration – Total (excluding internal Sefton movements)	**6,273**	**100.0%**	**8,859**	**2,586**

Source: 2011 Census Table MM01CUK_ALL / NLP PopGroup Modelling

Implications for Social Infrastructure

Affordable Housing Provision

6.157 Option C would potentially deliver 24,570 affordable homes across the Borough. The majority of the affordable housing would be in Aintree/Maghull (47.0%), with a significant proportion provided in Southport (17.6%) and Formby (17.1%). Table 6.34 provides a breakdown of affordable housing under Option C by sub-area and provides the total across the Borough. It compares provision to the affordable housing requirement identified in the Council's latest SHMA[47].

6.158 Aintree/Maghull, as well as Netherton and Bootle, would have adequate affordable housing provision to meet the individual identified needs. Need would almost be met in Formby but there would remain a significant shortfall of supply relative to need in both Southport and Crosby. Due to the highly localised nature of affordable housing need, additional provision in Bootle and Netherton may not reduce pressures in the other sub-areas. Therefore a substantial number of households may continue to be priced out of the housing market if this is not addressed.

Table 6.34 Option C - Affordable Housing

Sub-Area	SHMA Affordable Housing Need*	Option C Affordable Housing Delivery	Option C Affordable Housing as a percentage of SHMA requirement (%)	Option C Affordable Housing as a percentage of Borough Total (%)
Southport	3,654	1,116	30.5%	17.6%
Formby	1,152	1,087	94.3%	17.1%
Aintree/Maghull	2,124	2,980	140.3%	47.0%
Crosby	1,638	717	43.8%	11.3%
Netherton	-576	105	-	1.7%
Bootle	-162	341	-	5.4%
ALL	**7,812**	**6,346**	**81.2%**	**100.0%**

Source: Sefton SHMA 2014/NLP Analysis

*Rounding errors may occur with SHMA figures

Green Infrastructure

6.159 The majority of dwellings proposed on sites in Option C were not within or partially within a landscape renewal area, park or accessible nature space. Nearly all sites within the ward of Molyneux are within or partially within a landscape renewal area. Development of these sites would result in the loss of such open space and reduce access or the extent of provision for many residents if this loss is not compensated for.

6.160 The majority of the dwellings in Option C sites, are within 1km (600m straight line distance / approximately 15 -20 minute walk) of an 'accessible nature space'. The majority of Option C dwellings are also a similar distance from a 'Borough, district or neighbourhood park', with the exception of the sub-areas of Formby and Crosby where only 23.5% and 40.1% of dwellings on Option C sites respectively would be within a 15-20 minute walk.

6.161 As quality of life and enjoyment of place can be closely linked to provision of public open space and green infrastructure, the relatively poor access to parks for new residents in Formby and Crosby may impact on quality of life if provision is not addressed. It is of note that other green infrastructure or public open space provision in Formby and Crosby is good so residents would not be entirely without such provision; it is their choice of such space that would be restricted.

Education

6.162 Option C results in a total of 24,570 dwellings (net) which, when multiplied by 17.5%[3131], results in a need for 4,300 primary school places and, when multiplied by 10.5%[31], results in need for 2,580 secondary school places.

6.163 Table 6.35 compares primary and secondary school vacancies compared with need generated under Option C. Across the Borough there are currently 2,217 vacant primary school places which is over 2,000 places short of the required 4,300 under Option C. There are 2,886 vacant places at secondary schools at present compared to future need for 2,580 places. Furthermore, these vacant school places are not evenly distributed across the Borough, with identified capacity issues in Crosby, Formby, Maghull and Southport for primary school places compounding the overall shortfall. There would also be identified capacity issues in secondary schools in both Formby and Maghull and, to a lesser extent in Southport.

Table 6.35 Option C – School Place availability in Sefton Borough to 2030

Sub-Area	Current Primary School Vacants	Option C Primary School Spaces Needed	Current Secondary School Vacants	Option C Secondary School Spaces Needed
Southport	224	919	535	551
Formby	51	677	44	407
Aintree/Maghull	402	1,774	373	1,064
Crosby	242	522	626	313
Netherton	795	142	1,308	245
Bootle[33]	503	267		
ALL	**2,217**	**4,300**	**2,886**	**2,580**

Source: Sefton Council/NLP Analysis

6.164 Excess primary school places would be available in Netherton and Bootle and excess secondary school places in Netherton which could accommodate some of the expected increase in demand for places. However, due to the shortfall in the other sub-areas (Crosby, Formby, Maghull and Southport), there would be a significant deficit in in these sub-areas if no mitigation measures are implemented.

Health

6.165 As a consequence of the proposed pattern of development under Option C, all dwellings would be able to access a hospital in under 30 minutes. This would provide all new residents with satisfactory access to such facilities, with many living much closer.

6.166 GP surgeries are spread across the Borough but there is already a shortfall in GPs to resident population based on a ratio of 1 GP to 1,600[34] patients. Table 6.36 illustrates the current baseline position against the demand for GPs as a result of Option C. It is apparent that only in Netherton and Southport are there sufficient GPs to match the 'ideal' number of patients. All other sub-areas are likely to be over capacity and in need of additional GPs. The shortage of GPs is likely to have significant consequences for the health of residents, affecting their quality of life and well-being. The pressure of increasing patient numbers would also further stretch the resources of existing GPs, over and above the impact of Option A and B, which could affect the time and care they are able to offer patients. The implications result in a reduced and potentially sub-standard service available to residents.

Table 6.36 Option C - GP Provision

	Crosby	Netherton	Aintree/ Maghull	Formby	Southport	Bootle	Total Sefton
Baseline							
Patients	60,650	36,292	30,556	25,296	88,547	36,475	277,816
GPs	30	24	20	13	65	18	170
Required GPs	38	22	19	16	55	23	174
Capacity	126%	95%	96%	122%	85%	127%	102%
Option C							
Patients	65,521	37,280	49,746	32,622	94,533	37,333	317,036
Required GPs	41	23	31.	20	59	23	198
Capacity	137%	97%	156%	157%	91%	130%	114%

Source: Sefton CCGs/NLP Analysis

Emergency Services

6.167 The response times of ambulance and fire service are critical to the population in emergency situations and this analysis has analysed the response times possible to all sites under Option C. Despite cuts to the fire services vehicle fleet[35] and ongoing consultations relating to station mergers it was found that the majority of dwellings across all sub-areas would be within 10-minute response time of the fire service.

6.168 An 8-minute response time was mapped for ambulance stations as this is the target of the North West Ambulance Service for emergency calls on 75% of occasions[36]. The closure of Maghull Ambulance Station, Kenyon's Lane, Lydiate which closed in April 2015, has had a significant effect on the response times possible to sites within the local area of Maghull. In Southport and Netherton fewer than 70% of dwellings would be within an 8-minute response time of ambulance stations. Many sites are not within the 8-minute response time buffer and if this is not addressed, this could impact on residents' health in the case of an emergency.

Leisure

6.169 The majority of dwellings constructed under Option C would not be located within 800m of a leisure centre, with the exception of dwellings constructed in Crosby and Aintree/Maghull. Access to leisure facilities is key to health, although open space and private facilities can also satisfy this requirement. The trend in Formby, whereby only 11.1% of dwellings would be within 800m of a leisure centre, suggests a significant shortfall without the provision of an alternative leisure offer, which could adversely impact the health and well-being of residents.

Town, District or Local Centres and Shopping Parades

6.170 Table 6.37 illustrates the percentage of dwellings located on Option A sites within 800m of either a Centre or local shopping parade. The majority of dwellings in Option C sites are located outside the 800m buffer of an existing Town, District or Local Centre. All sites are better served when the analysis is broadened to include proximity to local shopping parades, although Bootle is the only sub-area where the majority of dwellings (over 70%) are within 800m of either a town/district/local Centre of local shopping parade.

Table 6.37 Option C - Access to Centres and Local Shopping Parades

Sub-Area	Within 800m of aTown/District/Local Centre (%)	Within 800m of a Local Shopping Parade (%)
Southport	11.6%	38.9%
Formby	1.8%	41.3%
Aintree/Maghull	6.1%	21.6%
Crosby	14.9%	5.4%
Netherton	24.8%	35.8%
Bootle	29.0%	98.5%

Source: Sefton Council/NLP Analysis 2015

6.171 Centres offer important services and goods for residents and small centres and local parades have a valuable role in residents quality of life brought about by good access to services. There is a need to address the lack of such provision, most notably in Maghull and Crosby, where very few (5.4%) new dwellings are within 800m of such facilities.

Transport Impacts

6.172 As identified above, Option C will deliver substantial levels of additional housing across the Borough, with further development planned in five of the six sub-areas. Only Bootle and Netherton would see no further housing growth under this Option when compared to Options A and B.

6.173 Option C delivers a further 6,200 dwellings over and above those proposed under Option B and will result in the delivery of homes at over twice the rate under Option A. The total development traffic levels will also be twice that under Option A, with some 9,500 – 11,000 peak hour trips generated across the Borough's road network under Option C.

6.174 The impacts of this scale of development traffic will be significant and given the spread of development across the Borough, the impacts will occur on a wide range of routes and junctions, both within the Borough's towns and along the key inter-urban corridors. As identified above, the traffic impacts across the Borough are cumulative, in particular on those junctions towards the south of Sefton, as a significant proportion of traffic from all areas travels southwards towards Liverpool and south-eastwards towards the motorway network.

Again, the impacts of the development proposals under Option C have not been modelled explicitly within the Council's strategic transport model. However, consideration has been given to the relative impacts of the higher development levels when compared to the model outputs from the Option A scenario and an appraisal of the quantum of traffic generated by the increased development levels in each sub-area.

6.175 In addition to the development proposed under Option B, the Option C proposals include the development of a further 663 dwellings in Southport, 1,794 dwellings in Formby, 1,012 dwellings in Crosby and 2,644 dwellings in Aintree / Maghull.

6.176 Within Southport, the sites are located to the east of the area, close to the boundary with West Lancashire, somewhat distant from the town centre, but with some facilities available locally. The same is the case for the sites within Formby, Crosby, Aintree / Maghull and Netherton – by their nature these sites are all located to the edge of the existing urban area and therefore walking distances to key facilities will be longer unless services and facilities are delivered within the larger sites.

6.177 The total additional development traffic levels across the network will be substantial under Option C. The majority of key links within the Borough will see traffic increases in excess of 500 vehicles during the peak hours which will result in increases in congestion and delay along these links and also the potential for traffic to be displaced onto local routes, as traffic seeks to avoid delays on the main routes.

6.178 Significant increases in queues and delays are forecast to occur on the following links and junctions:

- A565 through Southport.
- A570 Southport, including its junctions with the A5267 Ash Street and the Town Lane / Kew Roundabout.
- A565 through Formby, where traffic impacts are forecast to be twice that under Option A, including the junction of the A565 / B5424 Liverpool Road.
- A565 approach to Brooms Cross Road and Moor Lane through Thornton.
- Increased traffic levels on Brooms Cross Road.
- A565 through Great Crosby.
- Switch Island – the traffic flow increases through Switch Island are almost three times the level under Option C when compared to Option A. The Option A modelling indicates increases in delay through the junction and with significant increases in traffic levels on all approaches to the junction under Option C, there will be a need for substantial mitigation to off-set the impacts of the additional traffic.
- Junctions along the A5036 Dunning's Bridge Road where again traffic increases are forecast to be twice those assessed under Option A.
- Junctions along the A5038 and other north-south routes through Bootle.
- The A59, in particular to the north of Switch Island, given the high levels of additional development forecast in Maghull and Lydiate.

- Potential impacts along the B5422 Sefton Lane / Bridges Lane between Maghull and Brooms Cross Road, as traffic seeks to avoid delays along the A59.
- Junctions along School Lane in Maghull.
- Junction 1 of M58 (potentially additional improvements over and above those planned in the Local Plan).

6.179 The development proposals under Option C are likely to give rise to the need for significant highway mitigation in a number of locations across the Borough.

6.180 As many of the development sites proposed under Options B and C are substantial in scale, consideration should be given to locating key services and facilities within the new developments to minimise the need to travel. The location of sites adjacent to key road corridors will also help in promoting the use of public transport, of which there is a good level of provision along key routes within the Borough.

Economic Impacts

Impacts on the Local Economy

6.181 Under Option C, and based on NLP's PopGroup modelling, the population growth of 39,220 residents is associated with an increase of jobs within the Borough, with the number of employees working in Sefton increasing by 11,551 during 2012-30 (642 annually).

6.182 The construction cost of delivering 24,570 dwellings and associated localised infrastructure costs (excluding abnormals, s.106 agreements etc) could come to around **£2.43 billion** over the Plan period. This is a third higher than the cost of delivering the level of housing under Option B, and more than double the cost associated with Option A. As with Option B, it would represent a step change in the amount of investment injected into the local economy, with a wide range of direct and indirect economic benefits likely to result.

6.183 Following the same methodology as outlined in Options A and B suggests that this level of investment could result in 27,036 person years of construction employment over the Plan period, or 2,704 FTE construction jobs across the Borough.

6.184 Again, local businesses would be expected to benefit (to some extent) from temporary increases in expenditure linked to the direct and indirect employment effects of the construction phase. It is estimated that some 4,082 indirect FTE jobs could be supported by the direct construction jobs identified for Option C.

Table 6.38 Economic Benefits - Option C

	Total Possible Supply	Estimated Construction Cost	Direct Construction FTEs	Indirect Employment (FTEs)	GVA from direct investment
Southport	5,250	£519.7m	578	872	£33.5m
Formby	3,867	£382.8m	425	642	£24.7m
Maghull/Aintree	10,135	£1,003m	1,115	1,684	£64.8m
Crosby	2,984	£295.4m	328	496	£19.1m
Bootle	809	£80.1m	89	134	£5.2m
Netherton	1,525	£151m	168	253	£9.7m
Sefton Total	**24,570**	**£2,432m**	**2,704**	**4,082**	**£157m**

Source: Sefton Council / NLP analysis

6.185 The development of 24,570 dwellings would make a contribution towards providing employment for those looking for work within Sefton. There were only 35 Sefton residents claiming JSA seeking work within 'Skilled Construction and Building Trades'[50] (as of August 2015) and therefore the 2,704 FTE direct construction jobs created through the development of 24,570 dwellings would likely be filled by residents outside of the Borough (which is likely to result in traffic and congestion dis-benefits). When a large increase in construction employment is projected in a settlement area with no jobseekers within that sector, a negative impact is registered (due to the potential commuting dis-benefits that such a labour market mismatch is likely to cause).

6.186 Overall, however, there are 2,843 Sefton JSA claimants currently seeking employment across all employment sectors, hence Option C would assist in providing sufficient job opportunities to help reduce this number through the extensive indirect employment Option C will create (for instance in the production of construction goods, services and supplies) – over twice the amount Option A would generate.

6.187 New residential development will also offer an opportunity to increase local expenditure. The additional 39,220 residents likely to be accommodated in the 24,570 new dwellings are likely to contribute to a significant net increase in population even allowing for internal movement and smaller household sizes. As such, the level of new expenditure available to support local centres, jobs and services is likely to be the highest of all the three scenarios and would have a substantial beneficial impact on Sefton's economy.

Gross Value Added

6.188 The amount of construction proposed under Option C would make a significant contribution to Gross Value Added (GVA). It is estimated that capital spending associated with the direct investment from the Option C housing development could deliver an additional £157m of GVA (although again not all of this will be retained locally to Sefton).

[50] BRES Code 53

Labour Force Issues and Travel to Work Patterns

6.189 The effects of the increased housing on commuting levels have been examined by analysing the existing commuting patterns of those who work in Sefton. Table 6.39 demonstrates that of the projected 108,872 jobs forecast to be based in Sefton in 2030 under Option C, 12,138 would be coming from Liverpool, a substantial uplift from the current situation (+1,288).

Table 6.39 Effects of Option C on in-commuting to Sefton

Local Authority	%	Number of In-Commuters (2030)	Difference (2012 – 2030)
Sefton	72%	78,924	8,374
Liverpool	11%	12,138	1,288
West Lancashire	5%	5,759	611
Knowsley	3%	3,119	331
Wirral	2%	2,017	214
St. Helens	1%	1,484	157
Wigan	1%	841	89
Halton	0%	498	53
Rest	4%	4,092	434
Total	**100%**	**108,872**	**11,551**

Source: ONS (2011) Census / NLP analysis

Fiscal Implications

6.190 Using the standard method of calculation contained within the NHB Calculator, it is estimated that should all 24,570 dwellings come forward, this would generate over £210m of NHB award. This is over twice the amount Sefton Council would receive compared to its likely allocation under Option A at a rate of around £35.2m per year (which is also more than 10 times Sefton's allocation for the latest NHB funding round). This NHB income would also be enhanced by an additional Council Tax income of around £33 million per annum in perpetuity.[51]

Table 6.40 Potential Fiscal Benefits – Option C

Settlement	Potential NHB Award (total payment)	Additional Council Tax Receipts per annum
Southport	£44.6m	£7.0m
Formby	£33.4m	£5.2m
Aintree/Maghull	£87.9m	£13.6m
Crosby	£25.5m	£4.0m
Bootle	£6.7m	£1.1m
Netherton	£13.0m	£2.0m
ALL	**£211m**	**£33.0m**

6.191 Furthermore, and to an even greater degree than with Option A or B, the resultant levels of housing will give rise to beneficial s.106 contributions from the developers and/or tariff charges under the forthcoming Community Infrastructure Levy [CIL] system.

[51] Based on 2015/16 Council Tax charges for Sefton Council

Summary

6.192 The above analysis, together with the mapping in Appendix 1 and Assessment Matrices in Appendix 7, represent a baseline of fundamental constraints and opportunities to inform the Local Plan which may be used to inform decisions on appropriate levels of growth for the Borough.

6.193 The analysis indicates that, without suitable mitigation:

- Option A would have the lowest level of negative impacts on social infrastructure, notably school provision, GP practices and land take (even though some Green Belt land would be lost even under this option). However this option produces the lowest rates of economic benefit in terms of both employment generation and the fiscal revenues for Sefton Council through the New Homes Bonus and additional Council Tax revenues. It would also result in a severely ageing population and a narrowing of the labour force based in the Borough, with unsustainable commuting consequences likely to result. It would meet around 35% of the identified affordable housing need across the Borough.
- Option A1 would have virtually identical impacts on social infrastructure provision to Option A for most of the Borough, with the exception of Aintree/Maghull where the safeguarded land sites would be released under this option. Whilst there is a slight increase in the magnitude of economic benefits of this option, the magnitude of the benefits are not substantially greater than those associated within Option A and the dis-benefits are similar also.
- Option B would begin to have significant adverse impacts on secondary and primary school provision particularly in certain areas. The imbalance between GP services and residents would become further accentuated. This Option, however, is likely to inject a significant economic boost to the Borough, in addition to generating a large number of direct construction jobs and indirect employment (with a rate of investment around a third higher compared to option A). This option includes, relative to Option A, a particularly large increase of dwellings (and of the employment and fiscal benefits resulting from such dwellings) within the sub-area of Aintree and Maghull. It would meet around 57% of the identified affordable housing need across the Borough.
- Option C would have further adverse impacts upon the Borough's social infrastructure, with a very substantial loss of the Borough's greenfield land and particularly Green Belt allocations. The economic benefits of this option are around a third higher than Option B, and over twice as great as the economic benefits which are likely to occur through Option A, although dis-benefits would begin to mount regarding in-commuting from elsewhere in Merseyside and the mismatch between skills and the local workforce. It would meet around 81% of the identified affordable housing need across the Borough.

- The construction employment resulting from all four scenarios exceeds the numbers of Sefton residents currently seeking construction-related employment within the Borough. In the short term this is likely to increase in-commuting from other authorities into Sefton to work, and reverse the current trend of Sefton being a net exporter of labour.
- Finally, the Local Plan allocates a substantial amount of employment land allocated across the Borough, regardless of the housing growth option Sefton Council chooses to plan. Whilst it is outside of the scope of this report the benefits resulting from this new employment land (other than the increased level of employment) will be a further boost to council revenues through the provision of business rates.

7.0 Mitigation Measures and Opportunities

Introduction

7.1 As the assessment matrices indicate, higher levels of growth are likely to result in greater impacts on the majority of the assessed characteristics (not only for the social infrastructure but also the built environment and the economy).

7.2 This section analyses whether the adverse impacts and opportunities likely to arise as a result of the development of some or all of the options could realistically be mitigated against, or maximised, on an area by area basis. It also considers the deliverability of the mitigation required to deliver a particular scenario. A range of mitigation methods are explored, with deliverable and effective options presented.

7.3 The mitigation options that are presented in this section are those which might realistically be offered/sought in support of planning applications, in order to make developments, which might otherwise be refused, acceptable. These forms of mitigation might typically be provided through developer contributions (such as Community Infrastructure Levy or a Section 106 legal agreement) or by service providers. Potential mitigation is considered not to rely on public funding, which is acknowledged not to comprise a significant element of infrastructure delivery for the foreseeable future.

7.4 In order to demonstrate the effect that mitigation would have upon the four different development options in each of Sefton's sub-settlement areas, the assessment matrices that accompanied Section 6.0 have been reproduced. This time the scores reflect the impact of development once potential mitigation is taken into account (Appendix 8).

7.5 **Potential Mitigation Measures**

7.6 Whilst mitigation methods can be applied to a range of constraints, in order to make development more acceptable, there are a number of areas where no realistic and affordable form of mitigation would reduce a high impact to a moderate impact, for example, or a moderate impact to a low impact. These are listed below:

Physical

- Greenfield land;
- Land within an MoD Safeguarding Zone;

Social

- Access to a Town, Local or District Centre on foot;
- Access to Emergency Services;

Economic

- Adverse commuting patterns;

- Mismatch between skills/sought occupation and jobs available.

7.7 In respect of all other physical, social and economic constraints examined, it is considered that various mitigation measures have the potential to minimise the adverse impacts associated with the different levels of development being considered.

Social

7.8 The primary form of mitigation here is likely to include the provision of new and improved access to community infrastructure, such as:

- Additional school places and nurseries;
- Increased capacity at doctors' surgeries;
- Creation and/or enhancement of accessible greenspaces to absorb recreational pressures and divert visitors from vulnerable nature areas; and,
- Improved access to leisure centres and plays spaces.

7.9 Other mitigation will likely include the provision/designation of new parks and Sustainable Accessible Natural Greenspace (SANGS) as well as the enhancement of existing designated sites. In order to ensure the majority of future residents benefit from adequate access to local shops and services, it may be necessary to make provision for, or improve access to, local shopping parades where there is currently a lack of such facilities.

7.10 In terms of the road network and public transport infrastructure, larger mitigation schemes might be considered alongside smaller individual pinch point improvements across the Borough. However, the phasing of future development, together with the geographic spread of sites, will have an effect of the type of mitigation that can be delivered. This is because the cumulative impact of development is a far more significant issue than the impacts associated with the development of individual sites. As the Sefton Local Plan Transport Modelling Option Testing Report identifies, no matter which Option is taken forward there will be potential adverse impacts - many roads in Sefton will have a volume capacity ratio of over 85% in the morning and evening peak periods. As such, it is important to consider the cumulative impact of development.

7.11 Notwithstanding this, sub-area specific mitigation schemes have been identified which may affect the deliverability of sites identified in specific sub-areas (see below). Whilst some of these are area-specific, others have wider strategic impacts. However, the actual nature, costs and trigger for each of the schemes would need to be considered in more detail at the appropriate time.

7.12 **Physical**

7.13 There are limited mitigation measures that can be applied to minimise the harm caused by physical constraints to development and particularly the loss of greenfield land – a finite resource. However, in order to conserve and enhance the landscape and local environment, particular regard should be paid to the desirability of new development making a positive contribution to local character with brownfield land prioritised for development wherever possible.

7.14 Highways and Transport

7.15 Individual developments will be expected to contribute towards the delivery of sustainable transport mitigation as part of their development proposals, including the provision of high quality pedestrian and cycle infrastructure and any necessary improvements or enhancements to bus facilities. These mitigation measures can largely be dealt with on a site-by-site basis and determined as individual developments come forward.

7.16 Any necessary enhancements to rail provision across the Borough will need to be determined in consultation with Network Rail and Merseytravel.

7.17 As identified above, the cumulative impact of development across the Borough in all options has particular impacts upon the road network to the south of Sefton. The assessment has identified that mitigation will be required in the following areas, regardless of which Option is pursued – the detailed scale, cost and phasing of the following improvements will need to be considered in detail:

- A565 Corridor Improvements addressing congestion, safety, accessibility and local environmental conditions;
- A570 Corridor Improvements addressing congestion, safety, accessibility and local environmental conditions;
- A5036 Dunning's Bridge Road Improvements addressing congestion, safety, accessibility and local environmental conditions;
- A5038 Improvements addressing congestion, safety, accessibility and local environmental conditions; and

7.18 Switch Island Improvements, including all approaches to the junction, addressing congestion and safety issues.The scale of mitigation required at the above locations will potentially be greater under Options B and C, as more development traffic is concentrated on these key routes. In addition to this, further mitigation is identified as being required at the following locations, again the details of which will need to be investigated further at the appropriate time:

- A59 Corridor Improvements addressing congestion, safety, accessibility and local environmental conditions;
- School Lane, Maghull Corridor Improvements addressing congestion, safety, accessibility and local environmental conditions;
- B5422 Sefton Lane / Bridges Lane Corridor Improvements addressing congestion, safety, accessibility and local environmental conditions; and
- Junction 1 of M58 Improvements, addressing congestion and safety issues.

7.19 Whilst contributions towards larger transport and highways mitigation schemes could be sought from a number of developments, this will need to be considered within the regulations concerning the 'pooling' of contributions.

Economic

7.20 As new housing and employment development is expected to have a positive impact on the local economy, it is important that Sefton seeks to maximise these benefits by seeking to:

- Encourage developers to fund the training/up-skilling of local residents so they are suitably qualified to apply for new construction jobs; and
- Encourage developers and housebuilders to employ local people on the construction of new developments.

7.21 Economic development can itself represent a form of mitigation for adverse effects of development, for example securing a reversal in out commuting from particular sub areas or from Sefton to surrounding districts.

7.22 **Mitigation Impacts**

7.23 This section identifies the possible residual impact of development (i.e. the impact that occurs following the implementation of mitigation measures where this is feasible) across each of Sefton's 6 sub-areas. Impacts have been graded as green, orange and red (see Appendix 8). The mitigation measures that might be applied are identified above. However, where locational and option specific mitigation can be applied (particularly in relation to highways), we have identified these under the relevant section below.

7.24 It should be noted that whilst the potential impact of development, for environmental, physical and social indicators, should preferably be kept as low as possible, a high impact risk would not necessarily result in development being considered unacceptable. In all instances, a high level of residual impact occurs where no realistic or affordable form of mitigation can be provided.

7.25 However, with regard to economic indicators, we have indicated where benefits can be maximised. In this context, a high impact is positive and a low impact is negative.

7.26 **Cross-boundary Issues**

7.27 The Study also considers the key consequences of Sefton's growth options for the Council's neighbouring local authorities (i.e. Knowsley, Liverpool, West Lancashire and Wirral). In order to understand the potential constraints and opportunities associated with the three development options, meetings were held with Planning Officers of these authorities.

7.28 Sefton Council has previously been advised by neighbouring authorities, that none of them have the capacity to assist Sefton with meeting its housing or employment land requirements over the period to 2030 and that it should therefore look to sites within its own boundaries to meet its development needs.

7.29 The adjoining authorities considered that development **at the lower end of the range was the most realistic and accordingly that Option A or Option A1 were scenarios for Sefton with the least potential for adverse impacts**.

7.30 Liverpool raised concerns with all options stating that they all had the potential to increase outflow of households from Liverpool to Sefton, decreasing the attractiveness of market housing in Liverpool; Options B and C would have an even greater impact. Knowsley Council did not consider that the delivery of Options B and C could be sustained due to the significant increase in the identification of available and deliverable housing land alongside a major uplift in market activity which would be required, that would be well above the average annual dwelling completions which have been achieved in Sefton in recent years.

7.31 Wirral considered that the higher figures of Options B and C are likely to reduce the pressure for market housing in Wirral. However, if Sefton were to rely on the in-migration of working age population, Wirral considered that this could have significant implications for Wirral's already ageing population and the ability to meet its own employment growth aspirations. Finally, West Lancashire considered that both Options B and C raised concerns that if land was not released in Sefton to accommodate these higher levels of housing growth, there would be further pressure on housing land in West Lancashire.

7.32 West Lancashire also commented that if the housing requirement were to increase in line with Option B and C and the employment land requirement did not, this could have implications for employment land pressure in West Lancashire and/or affect travel to work patterns.

7.33 In this regard, Liverpool stated that the three options would result in a greater number of people out-commuting from Sefton, placing additional pressure on the highway and public transport network and that above 700 dpa could result in commuting infrastructure problems as the travel to work patterns would be from Sefton to Liverpool.

7.34 A summary is provided below in relation to how Sefton's development options may impact upon **highways and public transport** within adjoining authorities.

7.35 The mitigation highlighted earlier will only have limited benefits to neighbouring Boroughs given the nature of the highways schemes and the fact that these address impacts at specific locations within the Borough.

7.36 As identified in Section 6.0, the significant levels of development proposed in all of the Options will generate traffic which will travel through adjacent authorities. In particular the sites in Southport and Formby will add traffic to the network within West Lancashire, in particular on the A570. Development in all areas, in particular those to the south of the Borough, will result in traffic increases Liverpool, which is a major attractor of trips from within Sefton. Traffic will concentrate upon the A565, A5038 and A59 corridors into Liverpool.

As identified in the original Consequences Study assessment, the Liverpool Waters scheme will also have an impact upon the A565 corridor and therefore the cumulative impacts of the Sefton proposals alongside those of developments within Liverpool itself will need to be considered.

7.37 A significant proportion of traffic is also directed towards the motorway network via Switch Island and at M58 Junction 1 and these routes are under the jurisdiction of Highways England. Dunning's Bridge Road provides the main access to the Ports from within the Borough, and is also under the responsibility of Highways England. Any mitigation measures required on these areas of the network will need to be identified and developed in conjunction with Highways England.

7.38 **Conclusions and Implications**

7.39 In most cases, there is some potential to mitigate against the impacts of development that would be proposed under each of the development Options. However, there are a number of areas where it is considered that no realistic mitigation may exist, hence the development scenarios selected for the Local Plan must be taken in the knowledge of these consequences.

7.40 In terms of residual impacts effecting the physical and social characteristics of the Borough, the Study identifies these as being the loss of Green Belt / greenfield land; a lack of affordable housing; pressure on GP surgeries and primary schools; mismatch between future job prospects and local skills/availability of labour; and limited access to shops and other facilities in town or district centres on foot.

8.0 # Conclusions

8.1 This Study, prepared by NLP with i-transport and commissioned by Sefton Council in 2015, assesses the broad consequences in economic and social terms of various development options for the Borough going forward to 2030. Consideration of environmental consequences were beyond the scope of this study and would have to be looked at separately by the Council. The purpose of the Study is to update the original 2013 Study at a strategic level, broadly outline the potential consequences of decisions regarding development (housing and employment) locations in the context of determining future growth locations in Sefton's emerging Local Plan.

8.2 This Consequences Study Update identifies, assesses the risks and evaluates the key consequences of the following Options[52]:

1. **Option A: 615 dpa** (aligning with the Sefton Local Plan's Housing Requirement);
2. ***Option A1: a sensitivity test of 690 dpa*** *(aligning with the bottom end of NLP's recommended housing OAN range);*
3. **Option B: 950 dpa** (approximately the mid-point of the 615 dpa – 1,290 dpa range); and,
4. **Option C: 1,290 dpa** (the upper end of NLP's housing OAN range addressing economic and affordability).

8.3 The Consequences Study Update has been undertaken in the context of current national planning policy and with reference to existing evidence base work undertaken to support Sefton Council's Local Plan preparation. As with the original 2013 Consequences Study, this Update builds on a comprehensive baseline assessment of current social, economic and infrastructure conditions in Sefton and in areas immediately adjoining the Borough boundary and includes the results of stakeholder consultations with neighbouring local planning authorities and statutory or key service providers. The baseline assessment identifies thresholds (tipping points) beyond which levels of development may begin to adversely impact on the economic, social or land use characteristics (or assets) of the Borough.

8.4 The baseline analysis and assessment of consequences is aligned to the sub-areas of Sefton contained in the Local Plan Core Strategy Options Paper. As before, this Update Study does not assess individual sites within any particular sub-area and should not be relied upon for this purpose.

8.5 The baseline assessment has identified a number of locations where existing social or economic assets are 'stressed'. In particular, this relates to the transport network and social infrastructure such as healthcare provision. Inter-

[52] It should be noted that whilst the figures quoted above relate to the demand forecasting and the housing OAN recommendations, the supply of sites used to inform this Consequences Study is slightly higher for each scenario as the Council has sought to compensate for a degree of potential future non-delivery and to provide flexibility in the figures – hence 645 dpa were modelled for Option A; 720 for Option A1, 1,026 dpa for Option B and 1,365 dpa for Option C.

district baseline issues relate to transport, regeneration activities and commuting patterns. The travel-to-work relationship of Sefton to neighbouring areas places particular pressure on certain directional flows, in particular, Sefton-Liverpool, Sefton-West Lancashire and, to a lesser extent, Sefton-Wirral and Sefton-Knowsley.

8.6 The key message of the baseline analysis is that the majority of the sub-areas can accommodate moderate levels of growth without further investment in infrastructure, whether this be additional secondary school places, new wastewater treatment, new or improved roads or other fundamental and essential infrastructure types without tipping points being breached. There are concerns over the capacity of existing GP surgeries, access to local retail and leisure facilities, and primary schools in certain parts of the Borough. This highlights that the level of growth required to meet government requirements across the Study Area will bring requirements for new infrastructure; this is not to say that new development cannot, in principle, be accommodated.

8.7 Where this Update differs significantly from that conducted in 2013 is the volume of development proposed, particularly at the upper end of the scale. This change is reflected in the increased reticence of adjoining authorities to support the higher development options. For example, both West Lancashire and Knowsley commented that if the housing requirement were to increase in line with Options B and C and the employment land requirement did not, this could have implications for employment land pressure in both districts and/or effect travel to work patterns.

8.8 An imbalance in commuting could have an adverse impact on highways and public transport infrastructure, as well as the sustainability of local services and retail centres in surrounding areas. If these levels of housing are delivered, this may put pressures on local labour supply in the development industry, including in construction. Liverpool City Council also expressed concerns that even with Option A1, this would quite likely result in an outflow of households from Liverpool to Sefton, decreasing the attractiveness of market housing in Liverpool, with the situation likely to worsen the greater the scale of housing delivery.

8.9 In determining the strategic distribution of growth to best meet the development options, one of the key factors for consideration will be the marginal costs and benefits of required infrastructure provision. This will ensure that growth is focused in areas where new development makes the most efficient use of the infrastructure needed to support it and help to underpin sustainability by providing infrastructure at a localised scale, redistributing existing excess capacity or surplus provision. Clearly though, infrastructure is just one of a number of factors determining the scale and location of growth. In defining the consequences of the various levels of housing growth NLP has taken account of the constraints and capacity of each sub-area, as identified below.

8.10 The analysis indicates that, without suitable mitigation:

- **Option A (645 dpa),** can be achieved in all parts of the Borough without too many significant adverse impacts. Along with Option A1, this is the most favoured scenario by the adjoining authorities. However, even with this scenario, which has effectively been taken forward in the emerging Local Plan, there would be a loss of 268 ha (29 sites) of Green Belt land through the provision of 5,413 units.This would increase the Borough's built up area from 44% currently to 47%. In addition, there are clear opportunity costs resulting from the missed fiscal, economic and social benefits that additional housing would bring to Sefton. Due to the lower levels of housing proposed under this Option, it would fail to meet identified affordable housing needs in all areas except Bootle and Netherton, where there is currently an over-provision of affordable homes;
- **Option A1 (720 dpa),** could result in safeguarded land coming forward for development, including two further Green Belt sites in Aintree/Maghull, accommodating 910 units, and taking the total built up area to 47% of Sefton Borough. This option still retains a degree of support from adjoining authorities but would still fail to deliver the required level of affordable housing in central and northern parts of the Borough, whilst there are significant opportunity losses in terms of economic benefits;
- **Option B (1,026 dpa):** This option could require significant investment in social infrastructure, in particular: additional school places; more capacity at GP surgeries; access to retail services and replacement of green infrastructure. This option would result in more than double the amount of Green Belt land lost to residential uses (compared with Option A) with 45 sites and 11,154 units potentially delivered on these existing greenfield sites, increasing the proportion of built up land from 47% under Option A1, to 48%. The delivery of housing under this option would fail to meet affordable housing needs in Southport, Formby and Crosby but would meet the identified need in Aintree/Maghull and also in Bootle and Netherton, where there is currently an over-provision of affordable homes.
- This option would be largely opposed by the adjoining authorities of West Lancashire, Knowsley and Liverpool, who expressed concerns regarding the extent to which this would begin to impact upon their own regeneration aspirations and result in a significant pull of residents from their areas into Sefton. However, this option would also support the creation of over 5,400 new jobs and begin to overcome the issue of an ageing population by re-balancing Sefton's demographic structure. It could also inject a significant economic boost to the Borough, in addition to generating a large number of direct construction jobs and indirect employment;

- **Option C (1,365)**, would rely on a number of very large Green Belt 'reserve' sites coming forward for residential development, capable of accommodating 17,354 units across 59 sites in total (more than triple the current Local Plan option). This option would result in 50% of Sefton's current undeveloped land being built on for developmental purposes, up from 44% currently and above the 47% that would be developed in total under Option A. These additional sites could deliver approximately 6,200 additional dwellings than Option B but would be unevenly distributed across the Borough, located predominantly in Aintree/Maghull.. As under Option B, Option C would fail to meet affordable housing needs in Southport, Formby and Crosby but would meet the identified need in Aintree/Maghull and also in Bootle and Netherton, where there is currently an over-provision of affordable homes.
- In addition to the impacts identified under Option B above, this Option could place substantial strain upon key social infrastructure provision in Maghull/Aintree/Formby and add significant congestion to the existing transport network in the Maghull/Lydiate and Aintree area. Although the net job growth would more than double to 11,550 compared to the level achieved under Option B, due to the lack of construction workers seeking employment across much of the Borough and the relatively tight labour market in this sector, it is likely to result in a significant influx of net in-commuting from elsewhere in Merseyside and beyond.

8.11 In many cases, there is potential to mitigate against the impacts of the levels of development that would be proposed under each of the Options. However, there are a number of areas where it is considered that no realistic mitigation may exist, such that development scenarios may be taken in the knowledge of these consequences such as the loss of greenfield land.

8.12 In terms of residual impacts effecting physical and social characteristics of the Borough, the Study identifies these as being the loss of Green Belt land, MOD safeguarding zones, the lack of affordable housing, GP services and primary/secondary school provision and access to retail and other facilities in town or district centres. There remains significant latent capacity across the education sector and secondary school level, although by Option B that spare capacity has been overcome in many parts of the Borough and additional educational establishments will need to be provided.

8.13 As a general overview of the four development Options, the Study assessments have identified potentially serious consequences of adopting the levels of housing and economic development in Options A and A1. These Options would fail to meet objectively assessed local housing needs, falling well short of delivering the required level of affordable housing and missing out on economic growth. Whilst generally eliciting favourable comments from adjoining authorities, this option would still not meet Sefton's unmet housing need and could require the potential release of Green Belt and other sensitive land within their boundaries. These options would also fail to halt the ageing population and could result in an imbalanced labour supply, leading to greater levels of in-commuting and/or jobs being lost elsewhere.

8.14 Option A1 is also supported by the neighbouring authorities as being appropriate in the context of their housing and economic objectives, although it will require the development of Green Belt land and, depending on the location of sites, will have consequences on some of the special characteristics of Sefton as defined in this Study.

8.15 Option B is likely to result in more significant consequences for the characteristics of Sefton's settlement and surrounding countryside. It will require greater levels of Green Belt land release in the Borough, but conversely will significantly boost the local economy and levels of affordable housing provision.

8.16 Option C is not supported by neighbouring authorities, who consider that it is likely to have a detrimental effect on their local housing markets and could contribute to unsustainable patterns of travel to work with resultant pressure on the area's transport network. Whilst it would result in very substantial economic and fiscal benefits for the area and would meet affordable housing need across much of the Borough, it would generate very significant dis-benefits in terms of the volume of Green Belt and greenfield land that would need to be released, whilst the lack of spare capacity in much of the construction sector would very likely mean that there would be an influx of economic migrants and net in-commuters with potentially unsustainable consequences for the Borough going forward. In addition, neighbouring authorities raised concern that Option C may not be deliverable considering past development rates. This would need a major uplift in market activity to deliver the housing under this Option.

8.17 To conclude, the purpose of this Consequences Study Update has been to set out what the 'consequences' would be of the Local Plan selecting certain levels of development under the four development Options and the spatial implications of such decisions.

8.18 An OAN of the scale identified by the economically-driven range is likely to be challenging to deliver and will raise significant planning policy issues, particularly for Liverpool City, where a significant proportion of the in-migrants to Sefton are likely to be drawn from. Given the major issues likely to arise in adjoining districts, it is likely that Sefton's full housing OAN may only be addressed in the context of a sub-regional assessment of housing need and supply.

8.19 It is for Sefton Council, through consultation and agreement with adjoining authorities, to make these spatial development decisions. This Update to the 2013 Consequences Study sets out what the implications of these decisions may be and should be read and understood in that context.

Appendix 1 Sub-Area Sites and Assessment Maps

Appendix 2 Town, District and Local Centre Definitions Note

Appendix 3 Current Capacity Tipping Points Table

Appendix 4 Capacity Tipping Point Indicators

Appendix 5 TRIPS Tables

Appendix 6 Transport Maps

Appendix 7 Option Matrices, with Scoring Information

Appendix 8 Options Matrices, with Mitigation Measures