Foreword

Liverpool City Council has reached an important stage in the preparation of its Local Development Framework; the new development plan for the city. The Core Strategy which, sets out the key planning policies which will determine how Liverpool develops over the next 15 years or so, has been produced after taking account of representations made during public consultation in 2008 and 2010. The Core Strategy has eight strategic objectives which aim to ensure that by 2028 Liverpool will have:

A Strong Economy – by ensuring sustainable economic growth, particularly across business sectors and areas with strong growth potential

Residential Neighbourhoods That Meet Housing Needs – with significant housing and population growth, focused in the areas of greatest social and economic regeneration need, and an improvement in the quality and diversity of the City’s housing offer

Vital and Viable Shopping Centres – providing a diverse range of quality shops, services, community, health and education facilities, which are highly accessible and meet the everyday needs of local communities

An Attractive and Safe City With A Strong Local Identity – resulting from the protection and enhancement of the City’s unique historic and architectural environment and the achievement of high quality and inclusive design in new development. Liverpool will be an attractive, distinctive, healthy and sustainable City for those who live, work in and visit

High Quality Green Infrastructure - creating more attractive residential neighbourhoods; greater biodiversity; resilience to climate change, better flood risk management; and more opportunities for sport and recreation and greater health and wellbeing

Efficiently used Resources – especially by prioritising the use of vacant and derelict land and buildings and ensuring that development avoids adverse environmental impact and is adaptive and resilient to climate change

More Sustainable Accessibility – by supporting the improvement of the City’s transport infrastructure and ensuring that all new development is highly accessible by sustainable modes of transport, and

Improved Social Inclusion and Equal Opportunities - especially in the communities where development is to take place.
The City Council will submit the Core Strategy to the Secretary of State so that it can be considered by an independent inspector who will decide whether or not it is ‘sound’. To be found sound the Core Strategy must comply with all necessary legal requirements and pass the three tests of ‘soundness’, which require that it should be justified, effective and consistent with national policy.

Before this happens it is important that those who still wish to express their views, comment on, or if necessary formally object to, the document. Any comments, whether of support or objection to the soundness of the Core Strategy, will be considered by the Inspector at an Examination in Public in the autumn 2012. I hope you will give us your views on the document and look forward to hearing from you.

Councillor Malcolm Kennedy - Cabinet Member for Regeneration and Transport
Executive Summary

The Core Strategy will be at the heart of Liverpool’s Local Plan. Its central approach is to capitalise on Liverpool’s assets and resources to achieve urban and economic growth, prioritising those areas of the City with the greatest development potential. It aims to stimulate, support and deliver economic growth and address regeneration needs. The opportunities to do this are found in the City Centre, the surrounding Urban Core - particularly but not exclusively North Liverpool - and those parts of the Suburban Areas comprising the residential areas on the City’s fringes and the Strategic Investment Areas.

The City Centre will continue to be a primary focus for economic activity and job creation. The approach aims for a balance in new housing growth between the City Centre / Urban Core (70%) and the outer Suburban Areas (30%), across the whole 15 year plan period. These proportions vary over time and the approach will be flexible in this respect.

There is a strong continuity with the existing Unitary Development Plan, which has already brought forward significant change in Liverpool, including the developments on the waterfront and at Liverpool One. The Core Strategy aims to consolidate those successes and has the following key features:

- A level of housing growth that will ensure that the City not only meets its own needs but has the potential to deliver population growth, so fulfilling Liverpool’s proper role at the heart of the City Region – this amounts to 40,950 new homes between 2011-2028;
- Maximising sustainable economic growth, with the emphasis on the role of, and opportunities in, the City Centre and other key employment locations throughout Liverpool, notably the Strategic Investment Areas;
- A balanced approach to the location of residential development, which maintains a strong emphasis on Liverpool’s Urban Core areas, in recognition of their needs and development potential, while increasing the focus on the development opportunities and needs across the whole of the City, especially in the Suburban Areas;
- Within the Urban Core, recognising the key role of North Liverpool (comprising the wards of Anfield, County, Everton and Kirkdale), which, whilst one of the most deprived areas in the country, together with substantial parts of the wards of Riverside, Princes Park, Picton, Kensington & Fairfield and Tuebrook and Stoneycroft, falling within the 5% most deprived parts of the country, possesses enormous potential for sustainable economic and residential growth;
- Prioritisation of Liverpool’s district and local centres for investment in shops and services; and
- Recognising Liverpool’s high quality and accessible green infrastructure, along with the City’s important heritage assets and environment.

The City Centre

Economic growth will be the primary objective of development in the City Centre. Priority sectors include financial, business and professional services; knowledge-based, digital and creative industries; regionally-significant comparison goods retailing; and culture, leisure and tourism.

- The existing Commercial District will be a key location for business and financial services. The eastern parts of the City Centre (the “Knowledge Quarter”) will be the focus of knowledge-based uses, broadly centred on the three Universities and a new Royal Liverpool University Teaching Hospital;
- Retail growth will be centred in the Main Retail Area, including Liverpool One. Investment in cultural, tourism and leisure uses will be directed to the City Centre
waterfront area and other locations now of increasing significance for international tourism such as Hope Street, Ropewalks, and the St George’s Quarter;

- Significant physical change will take place in the Baltic Triangle, Islington, Princes Dock, Kings/Queens Dock, Commercial District, Copperas Hill (Knowledge Quarter), and Hall Lane areas, where major development opportunities exist and where long term processes of development and investment are continuing;
- Several areas of the City Centre - Lime Street Corridor, Berry Street / Renshaw Street Corridor and Victoria Street / Dale Street / Tithebarn Street - have experienced significant changes in the roles that they play in the City Centre, and should become a focus for regeneration investment over the plan period.

The Urban Core and North Liverpool

Liverpool’s Urban Core will be a focus for economic and residential development; North Liverpool in particular will be the primary location for regeneration on a transformational scale. The key outcomes sought include:

- Creating greater housing choice, with an emphasis on family housing and meeting local aspirations, particularly within four Priority Housing and Neighbourhood Renewal Areas, formerly identified as Zones of Opportunity for housing market renewal. Improving green infrastructure, including public open spaces and wildlife sites, will be an essential component of high quality residential environments;
- Investment in District and Local Centres to complement housing and population growth. At Great Homer Street a new, comprehensive district centre will be delivered and new retail investment at Park Road will be the catalyst for future urban regeneration;
- Encouraging development opportunities within the Atlantic Gateway and Eastern Approaches SIAs for economic and employment purposes;
- The Eastern Approaches SIA will focus on science and knowledge-based industries, particularly at Wavertree Technology Park and Liverpool Innovation Park (which is a front runner Neighbourhood Planning area);
- The southern part of Atlantic Gateway should provide for the long-term needs of City Centre office-based uses and for University and other knowledge-based businesses when new space is needed, and
- Within Atlantic Gateway, the emerging mixed-use Liverpool Waters proposals, covering an area of some 60 hectares, is the largest single development opportunity in the City. The scale and ambition of this development ensures it will be a long term project extending to 2040 or later. It will be expected to make an increasingly important contribution towards meeting the City’s housing and commercial space requirements, particularly in the Core Strategy’s later years, post-2021.

The Suburban Areas

Overall Liverpool’s Suburban Areas will see an increased emphasis on growth and development. While the City Centre and the Urban Core will be the main focus, growth in residential development will be nearly doubled in order to sustain population levels and increase housing choice, and the long-standing emphasis on sustainable economic growth and neighbourhoods will be continued. The key outcomes sought for the Suburban Areas include:
• In the existing residential areas located between the Urban Core and the Regeneration Fringes, the emphasis will be on maintaining and enhancing their attractiveness as predominantly residential areas, and securing their continued sustainability;
• Elsewhere, significant housing growth and investment will take place within existing neighbourhoods in the Regeneration Fringes, including Speke/Garston, Netherley/Belle Vale, Dovecot, Norris Green and Stonebridge/Croxteth. This development should improve housing choices and sustainability;
• The Speke Halewood (International Gateway) and Approach 580 SIAs will be the focus for job creation and economic growth;
• Within the Speke Halewood (International Gateway) SIA, investment should capitalise on the assets of Liverpool John Lennon Airport, the Port of Garston, and other economic development opportunities in locations accessible to local and national transport links;
• At Approach 580, major development opportunities include Stonebridge Cross at Croxteth, where a major mixed-use development to complete the comprehensive remodelling of the area will include enhanced retail and community facilities to meet the day-to-day needs of local residents, and
• A major redevelopment of the former Boot housing estate in Norris Green will deliver significant new housing investment.
Translations available on request

ستترجم عند الطلب

अनुरोध करले एर अनुवाद करानार व्यवस्था करा हवे।

若有需要時將會翻譯成中文。

अनुरोध करने पर अनुवाद करने की व्यवस्था की जाएगी।

चेहड़ी वरत 'के उत्तरम्' वल्लहिया न्येना

Marka la soo codsado ayaa la turjumi doona.

دروخاست کر یی ترجمه فرامک یا یاجا گه

Braille, audio tape & large print
available on request
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1 Introduction

What is a Core Strategy?

1.1 All Local Planning Authorities are required to prepare a local plan which is currently known as a Local Development Framework (LDF), to guide the long term, strategic spatial development of their area.

1.2 LDFs comprise a number of development plan documents (DPDs) and Supplementary Planning Documents (SPDs). The Core Strategy is the primary development plan document, dealing with matters of strategic concern only. Its main purpose is to identify broad locations, and if necessary strategic sites, for delivering housing and employment land to meet Liverpool's objectives for sustainable regeneration and growth, together with the associated retail, leisure, community, essential public services and transport provision. It will also address environmental protection issues to ensure the City's built and natural assets are safeguarded and contribute to the City's regeneration. The Liverpool Core Strategy looks ahead to 2028.

1.3 Detailed policy relating to individual sites and policies for the management of development will be dealt with by further DPDs.

1.4 The Core Strategy must be consistent with national planning policy and take into account policies and strategies produced locally. Compliance with European regulations on sustainability appraisal and habitat protection is also an essential requirement. Further details of the policy context for the Core Strategy are provided in the next Section.

How the Core Strategy relates to the Liverpool Unitary Development Plan

1.5 Liverpool's current planning policy is set out in "A Plan for Liverpool", the City's Unitary Development Plan (UDP), adopted in November 2002. Since then, the range of policy issues to be addressed by development plans has expanded to include areas such as climate change, renewable energy use and conservation, waste reduction and recycling, and flood protection.

1.6 The Core Strategy addresses all relevant issues to provide the up-to-date, strategic planning policy framework for Liverpool, replacing a number of policies in the UDP. As other development plan documents are produced, further UDP policies will be superseded, until the UDP is completely replaced as the statutory development plan by the LDF. Until that time, those parts of the UDP not superseded will remain in operation.

1.7 The following policies from the UDP will be replaced by the Core Strategy upon its adoption by the City Council:

<table>
<thead>
<tr>
<th>UDP Policy Number</th>
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1.8 Some UDP policies will only be partly superseded by Core Strategy policies. To ensure that those policies can continue to guide Development Management decisions they will be retained until further development plan documents are adopted. In the event of a conflict between a UDP policy and an adopted Core Strategy policy, the Core Strategy policy will take precedence.

How Has the Core Strategy Been Prepared?

1.9 This document is the Submission Draft version of the Core Strategy, which has evolved through a number of earlier Issues and Options and Preferred Options reports, each prepared following public participation and consultation. (Further information on these earlier documents and on previous stages of public involvement can be found on the City Council website.) This version will be submitted to Government for approval before formal adoption by the City Council as the statutory spatial planning framework for the City to 2028.

1.10 Consultation on the Revised Preferred Options report, published in January 2010, generally supported the Focused Regeneration spatial strategy option favoured by the City Council. This submission draft document sets out details of how the City Council intends to deliver this spatial strategy, and the policies for managing future development in Liverpool, which the Council intends to take forward for government approval.

Sustainability Appraisal

1.11 A Sustainability Appraisal has been undertaken at each stage of the Core Strategy. The purpose of Sustainability Appraisal is to ensure sustainable development is integrated into the Core Strategy, considering the social, economic and environmental protection objectives for Liverpool. The appraisal focuses on the potential significant sustainability effects of the Strategic Policies. The Sustainability Appraisal integrates the requirements of the Strategic Environmental Assessment Directive.

1.12 The Sustainability Appraisal for the previous Revised Preferred Options stage of Core Strategy preparation identified that the delivery strategy of "Focused Regeneration" was the most sustainable delivery strategy option. The Sustainability Appraisal of this current document has appraised each of the Strategic Policies set out within it (see Section 6) individually, and assessed their effects cumulatively with the other Strategic Policies. Where appropriate, Strategic Policies have been amended to improve their performance against the Sustainability Appraisal Framework.

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Table 1
Habitat Regulations Assessment (HRA)

1.13 The European Habitats Directive provides legal protection for habitats and species of European importance, including Ramsar sites, which are wetlands of international importance, Special Areas of Conservation (SACs) which have important habitat features, and Special Protection Areas (SPAs) which relate to populations of birds species. SACs and SPAs are often grouped together and termed Natura 2000 sites.

1.14 The Habitats Directive requires an assessment (the Habitat Regulations Assessment) to be made of the possible effects of a plan's policies on the integrity of Natura 2000 and Ramsar sites. The Directive applies to land use plans, including this Core Strategy. An assessment has been undertaken and where significant effects are likely, Strategic Policies have been amended to avoid or mitigate negative effects on protected sites.

Health Impact and Equalities Impact Assessments

1.15 An Equalities Impact Assessment (EqIA) was undertaken for the Revised Preferred Options Report (2010) and an updated version has been prepared for this, the Submission Draft version of the Core Strategy. An Health Impact Assessment has also been prepared for the Submission Draft version of the Core Strategy. Given the broad strategic nature of Core Strategy policy, the identification of specific impacts on either different 'equalities groups' or individuals/groups with potential health vulnerabilities, can only be done in very broad terms. In further development plan documents dealing with site allocations for example, it will be possible to identify potential direct impacts.

1.16 The EqIA of the Core Strategy at the Revised Preferred Options stage identified a number of positive impacts, a larger number of neutral impacts and a very limited negative impact arising from the proposed housing mix policy in the City Centre. Concerns were also raised in general consultation responses about the narrowness of the proposed policy approach, and this has been addressed. Accordingly the EqIA now records a positive value. The neutral impacts have also been changed to positive values in the context of the final, policy wording.

Consultation Arrangements

1.17 The City Council invites representations on this document, the Submission Draft Core Strategy. The Council will place a local advertisement indicating where and when the consultation documents will be available for inspection. This will include making reference copies of the Core Strategy documents available at the Central Library, local libraries and local planning authority offices during their normal opening hours. All relevant statutory bodies and individuals, groups and organisations on the Liverpool Local Development Framework consultation database will be informed.

1.18 Access is also available to all consultation documents, including background evidential studies and other supporting documents, through the Liverpool Local Development Framework website, which will allow anyone to add comments throughout the consultation period, and to view all the comments made by others once they have been moderated. You can also sign up for email updates. Alternatively a form will be available to fill in and return to the City Council.

1.19 Written comments on the Core Strategy document or its supporting documents, must be made on the official form available at Millennium House reception; One Stop Shops; and public libraries as well as on the City Council's Planning website.

1.20 Written comments should be sent to the City Council at:-

Core Strategy Consultation
Development Plans Team
Planning and Building Control
Municipal Buildings
1.21 The City Council strongly recommends use of the online consultation facility which will ensure that all comments are officially received as quickly as possible, and will enable you to choose to keep in touch with the future development of this and other documents in the Local Development Framework. Links can be found on the City Council Planning homepage where the previous versions of the Core Strategy and comments on these, are also available.
2 Policy Context

Local and Sub-Regional Policy Context

2.1 The Core Strategy takes into account a wide range of national, regional, sub-regional and local policies and strategies. The most important ones that have helped shaped the Core Strategy's delivery strategy are listed below; others can be found in the Sustainability Appraisal Report.

A Thriving International City – Liverpool's Sustainable Community Strategy (March 2009)

2.2 Liverpool's Sustainable Community Strategy (SCS) - 'Liverpool 2024: A Thriving International City' was prepared by Liverpool First, the Local Strategic Partnership, and adopted in March 2009. It sets out a strategic and long term vision for the economic, social and environmental wellbeing of the City and identifies five strategic drivers to deliver that vision. The Delivery Strategy, which is set out in Chapter 6, supports and assists in delivering Sustainable Community Strategy objectives for the parts of the City in greatest need of regeneration, both in the Urban Core and Regeneration Fringes. The five strategic drivers of the Sustainable Community Strategy will be supported as follows:

- **Competitiveness** – by focusing on economic growth opportunities in the City Centre, other Strategic Investment Areas, and particular sectors such as the low carbon and knowledge economies
- **Connectivity** – by promoting development in the most accessible locations such as the City Centre and surrounding Urban Core, as well as the Regeneration Fringes, which have good public transport accessibility and by identifying the infrastructure requirements required to support that growth
- **Distinctive Sense of Place** – by requiring a comprehensive approach to design, especially in key public locations, residential neighbourhoods and district and local centres, and by safeguarding the City's heritage and open space resources
- **Thriving Neighbourhoods** – through good design and a hierarchy of district and local centres and promoting the infrastructure to support new and existing communities, and
- **Health and Wellbeing** – by increasing housing choice; access to local shops and services; creating, protecting or enhancing green infrastructure; both reducing the need to, and ensuring opportunities for more sustainable, travel. It also supports climate change adaptation and aims to enable greater physical activity and to give support to a greener and therefore healthier environment.

Liverpool Housing Strategy Statement 2009 - 2011

2.3 The City's current Housing Strategy Statement (approved in April 2009) identifies the key housing regeneration priority in Liverpool as the restructuring of housing markets over a period of 15 years, with different policy responses for different areas or "housing zones" in the City. It highlights the need to improve the quality of housing overall, reduce the polarisation of markets and provide housing growth to accommodate additional households and support economic growth. In 2011, the City Council began the process of renewing the Housing Strategy to cover the period 2011-2015.

2.4 Key priorities of the Strategy are to:

- Restructure the housing market in vulnerable areas, particularly the Inner Core, to ensure choice and a balanced and stable market
- Facilitate a balance of tenure and property types to sustain mixed-income communities and support inclusive economic growth, including provision of both higher value and affordable housing
- Improve the quality of Liverpool's housing
2 Policy Context

- Ensure good use of property of all tenures and reduce the level of vacant properties
- Meet the housing needs of a diverse community, ensuring fair access to good quality homes, and ensure that vulnerable people have access to quality and choice in their housing options

2.5 It identifies the Inner Core (equivalent, geographically, to the Urban Core as described later in this Core Strategy), together with the Eastern and Southern Fringe housing zones (known compositely as the “Regeneration Fringes”) as the areas with the greatest intensity of housing market problems. These areas are dominated by social rented and low value private sector housing, requiring similar policy responses to improve housing market balance and sustainability.

Liverpool City Region

2.6 In September 2009 The Liverpool City Region (LCR) local authorities - Halton, Knowsley, St Helens, Sefton and Wirral - together with Liverpool, formally signed with Government a Multi-Area Agreement (MAA). While the Coalition government has indicated that the MAAs themselves are unlikely to be taken forward, joint action by the LCR districts with the Local Enterprise Partnership (LEP) will still focus on the major opportunities for the City Region to continue to do more to reverse decades of decline and achieve greater economic prosperity and wellbeing for its population. The LCR districts identified four transformational actions that underpin its approach to future growth and regeneration. These are:-

- The development of the Superport, building on the area’s strengths around the Port and logistics
- Building a low carbon economy
- Building a knowledge economy
- Developing the visitor economy

2.7 The Local Development Framework has a major enabling role to realise these ambitions.

Housing Market Renewal (HMR) Pathfinder

2.8 The Housing Market Renewal (HMR) Pathfinder was a government initiative introduced in 2003 as a long term programme to tackle longstanding problems of housing market failure in some of the older conurbations in the North and Midlands, including Merseyside. The HMR programme covered a substantial part of inner Liverpool, comprising some 76,000 dwellings - roughly a third of the City total - as part of a wider, Merseyside HMR initiative called "New Heartlands" which extended into the inner parts of neighbouring authorities of Sefton and Wirral.

2.9 The focus for HMR activity and investment in Liverpool has been in four priority areas entitled "Zones of Opportunity", identified as the areas with the most acute housing market problems:

- City Centre North
- City Centre South
- Wavertree
- Stanley Park

2.10 The programme has involved a mix of clearance and redevelopment and refurbishment, depending on local characteristics and priorities. Although HMR was formally discontinued by the Coalition government in 2011, there remains much to be completed in these areas and the delivery strategy of the Core Strategy continues to support its aims and spatial focus(8). Two of these priority areas, City Centre North and Stanley Park, lie within the North Liverpool area which is an overall priority location for the Core Strategy within Liverpool's Urban Core.

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2 For the purposes of the Core Strategy, the Zones of Opportunity are entitled “Priority Housing and Neighbourhood Renewal Areas".
**North Liverpool City Fringe Employment and Investment Programme**

2.11 The North Liverpool City Fringe Employment and Investment Programme (NLCFEP) was the subject of a successful bid, announced in November 2011 for a £25 million grant under the Regional Growth Fund. The NLCFEP will act as a supporting buffer zone to the adjacent Mersey Waters Enterprise Zone (EZ) with the aim of ensuring the benefits of the EZ are maximised for the North Liverpool and City Centre Fringe areas.

2.12 The Regional Growth Fund will help deliver a package of actions to capitalise on the opportunities for growth in the area, focusing on development opportunities, connectivity and infrastructure and physical opportunities drawing on the North Liverpool Strategic Regeneration Framework. Particular attention will be given to supporting infrastructure projects such as the long-standing need to improve east-west links, access between the City Centre and the Enterprise Zone. The NLCFEP programme will therefore support and compliment a number of key elements of this Core Strategy within the City centre and Urban Core.

**Mersey Heartlands New Growth Point**

2.13 The Mersey Heartlands is a housing growth initiative to be delivered jointly by Liverpool and Wirral councils as part of the second round of the Government's New Growth Point (NGP) programme. The object is to secure accelerated housing growth in certain targeted locations in support of wider national housing growth objectives.

2.14 In Liverpool the focus is to be that part of the HMR pathfinder which lies within its four northern wards - Anfield, County, Everton and Kirkdale. This further underlines the significance of North Liverpool within the overall geography of the City and the Urban Core in particular. Liverpool and Wirral are supported in the initiative by Peel Holdings Ltd, a major landowner of former docklands with significant potential for future residential development.

**Merseyside Local Transport Plan (LTP)**

2.15 The Merseyside Local Transport Plan is the third to be produced and became operational adopted policy in April 2011. It sets out proposals for improving transport on Merseyside within a 15 year strategic context, aimed at supporting the development objectives of the City Region Development Programme. Of particular relevance to spatial planning policy development for Liverpool are initiatives to improve access to major employment and housing areas, notably the HMR pathfinder, Strategic Investment Areas, Mersey Ports and Liverpool John Lennon Airport. The overarching priorities for LTP3 are to improve the economy, reduce carbon emissions and improve health and wellbeing.

**The Plans and Strategies of Neighbouring Districts and Joint Working**

2.16 It is important that the emerging plans and strategies of Liverpool and the other local authorities in Merseyside and the Liverpool City Region are both compatible and, where possible, mutually supportive. In preparing the Core Strategy, account has been taken of the emerging plans within neighbouring authorities, together with sub-regional and cross boundary issues, including:

- Ensuring that Liverpool’s status as a regional centre and as the primary economic driver for the City Region as a whole is not compromised by plans coming forward or development proposals in neighbouring authorities
- Meeting residential development requirements and housing renewal objectives across the region. Sefton, Knowsley and Halton are considering the potential release of green belt land and/or greenfield sites which may impact on Liverpool’s housing strategy objectives
- Ensuring that retail proposals within the City Region relate to the centre hierarchy and do not adversely impact on one another. Sefton is promoting the regeneration and enhancement of Bootle; in Knowsley, the redevelopment of Kirkby Town Centre has recently been approved, as has the Wirral Waters scheme, and Wirral Council is also considering large-scale regeneration plans focusing upon housing and retail in Bidston Moss. Cheshire West and Chester is considering the future role of Cheshire Oaks in the hierarchy.
Meeting employment and regeneration needs in the most sustainable locations

The Mersey Gateway Bridge project which, if completed, will provide key infrastructure investment within the City Region and potentially be of particular benefit to south Liverpool.

2.17 The need for all districts to engage in effective partnership working, particularly on high profile projects such as Mersey Gateway and New Growth Points which have impacts across the City Region, is mutually accepted.

2.18 In 2010, the six Merseyside districts (including Halton), together with West Lancashire and Cheshire West and Chester, undertook a joint Housing and Economic Development Overview Study to establish the extent of the employment and housing land supply challenges that will be faced in the emerging plan period. The study concluded that there was sufficient housing land across the City Region to accommodate overall housing land needs but with significant imbalances locally, with certain districts, especially Liverpool and Wirral, displaying surpluses of land and others experiencing shortages. Importantly, it was concluded that there was some scope for development in Liverpool and Wirral to meet needs arising in those other constrained districts.

2.19 On employment land, the study concluded that, in the short term (and assuming all allocated land is protected), the City Region had sufficient supply to accommodate the relatively modest post-recession growth expected across the area. However, in the medium to longer term, whilst some districts (including Liverpool) continue to demonstrate a broad balance between supply and demand, others (Halton and Knowsley) are likely to face a shortage of employment land. This shortfall could be alleviated if major projects such as redevelopment of Parkside colliery in St Helens are successfully implemented, but in the longer term some reallocation of land from other uses may have to be considered.

2.20 In addition, the six Merseyside districts (including Halton) have also undertaken the preparation of the Joint Merseyside Waste Development Plan document. Its purpose is to ensure the right mixes of sites are identified to maximise the potential for dealing with waste at a higher level in the "waste hierarchy" - that is to reduce its production in the first place, reuse it or recycle and only to use land fill as the last resort. The Waste DPD is supported by a Needs Assessment that identifies the waste management needs to 2027. It reached Publication consultation stage in late 2011.

2.21 Other joint working being undertaken by a number of districts within the Liverpool City Region, including Liverpool, concerns infrastructure of sub-regional significance. Key infrastructure providers have been jointly approached to identify and discuss their capital programmes and asset management strategies in the context of the districts’ various emerging local development framework Core Strategies to ensure that any necessary infrastructure projects could be identified.

2.22 The consultants Scott Wilson have undertaken a joint assessment for Liverpool, Sefton, Knowsley and Halton under the European Habitats Directive to identify potential impacts upon internationally recognised habitats (Natura 2000 sites) and species. Where joint action needs to be taken to avoid or mitigate impacts, these authorities will be developing collaborative mechanisms to address those issues.

Regional Policy Context

2.23 Throughout much of the preparation of this Core Strategy, the Regional Spatial Strategy for the North West (RSS) formed a critical part of the policy context, providing the framework for development and investment in the North West region to 2021 and forming part of the City’s statutory development plan. Perhaps most fundamentally, in its primary policy (RDF1 Spatial Priorities), and building upon important national planning principles about public transport accessibility and making the best use of existing resources, RSS specifies that Liverpool City Centre and the area covered by the Housing Market Renewal pathfinder immediately surrounding it (along with equivalent areas in Manchester) should be the first and second priority areas, respectively, for growth in the whole of the North West.
2.24 RSS thus gives Liverpool significant status as a focus for investment and development. As evidenced through the Core Strategy preparation process and the consultation responses to it, the City Council considers such a status to be entirely warranted, notwithstanding the revocation of RSS currently being enacted through Parliament by the Localism Bill. RSS also contains a number of highly relevant policies specific to the Liverpool City Region, which is recognised as a key contributor to and driving force of the economy of the north of England. The RSS seeks to see the City Region deliver its full potential by ensuring that policies:

- Maximise economic potential, promote urban renaissance, social inclusion and environmental sustainability;
- Stabilise the population;
- Recognise and promote the role of Liverpool as the core city and major economic driver; and
- Connect areas of economic opportunity to those areas of greatest need, with a particular focus on those areas in need of economic, social and physical restructuring and regeneration.

2.25 More detailed policies for the Liverpool City Region (LCR2 and LCR3) require:

- Liverpool City Centre, as the Regional Centre, to be the focus for commercial, retail, leisure and cultural/tourism investment;
- The area covered by the Housing Market Renewal pathfinder to be the focus for residential development to secure regeneration, increase the population and support the Housing Market Renewal Initiative. This should be complemented by the provision for employment and community facilities in key locations;
- Growth to be supported in the rest of the City, provided that it is subsidiary and complementary to development in the Regional Centre and City Centre, and tackles worklessness, supports housing market restructuring and regenerates local centres.

2.26 Notwithstanding the ultimate fate of RSS it is considered that the rationale behind these key RSS policy principles for Liverpool remains as compelling and relevant as it was when RSS was formulated. This is reflected in the Vision, Objectives and Strategic Policies which follow in this Core Strategy. The Core Strategy also incorporates other elements of RSS's policy guidance which would otherwise be lost to the City's development plan as a result of the eventual removal of RSS. This involves the following Strategic Policies:

- The Location and Phasing of New Housing (Strategic Policy 9), in respect of the important linkages and relationships between delivering housing growth and ensuring the continued sustainability of the existing housing stock, and of the commitment to delivering an indicative 90% of new housing from previously-developed supply sources, both land land and buildings;
- Renewable Energy (Strategic Policy 32), in respect of RSS's target for decentralised and renewable energy or low carbon energy in new development and the policy approach to considering standalone renewal energy projects;
- Improving Accessibility And Managing Demand For Travel (Strategic Policy 34), concerning the requirement to make use of existing infrastructure rather than making new infrastructure demands.

National Policy Context

2.27 The preparation of the Core Strategy, throughout the evidence gathering, issues and options identification and selection of preferred options, has been undertaken in the context of extensive national planning policy prepared by government and set out in a series of documents called Planning Policy Statements (PPSs), and in some instances ministerial statements and in older Planning Policy Guidance Notes (PPGs). Core Strategies and other development plan documents should not repeat the policy statements set out in the national PPSs.

2.28 National policy, however, evolves over time and a draft National Planning Policy Framework document, published on 25 July 2011, proposes to replace all existing national policy and guidance. The main theme of the National Planning Policy Framework is that planning should promote sustainable development and in doing so be positive, proactive and simple.
The draft guidance includes a presumption in favour of sustainable development. It promotes the continued use of a plan-led system and the use of local and neighbourhood plans as the basis for local planning decisions. The presumption in favour of sustainable development means that plans should be prepared on the basis that objectively assessed development needs should be met, unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the framework taken as a whole.
3 A Spatial Portrait of Liverpool

Introduction

3.1 Liverpool lies at the heart of the former county of Merseyside, one of two urban conurbations in North West England. It has close physical and functional linkages with the four other Merseyside districts - Knowsley, Sefton, St Helens and Wirral - and with Halton, which together comprise the Liverpool City Region, and also with a wider area which includes West Lancashire, Warrington, Cheshire West and Chester (the former local authorities of Chester, Vale Royal and Ellesmere Port and Neston), and parts of North Wales.

3.2 Located on the east bank of the River Mersey, the City covers an area of 113 square kilometres and has a population of 445,200.\(^4\) It is almost wholly urbanised, although there are areas of open land at its periphery designated as Green Belt and a number of extensive parks within the built-up area. To the north and east residential neighbourhoods merge with those in the adjoining districts of Sefton and Knowsley.

3.3 The City is the primary driver of economic activity within the sub-region, accounting for 44% of the City Region's total Gross Valued Added (GVA), in 2009 (the latest year for which data is available).\(^5\)(\(^6\)) The City Centre is particularly important, economically. It is the largest employment-generating area in the City Region and serves as its main leisure, cultural, retail and tourism centre.

3.4 Liverpool acts as the transport hub and key gateway for trade and people into the North West, North Wales and North of England. It lies at the western end of the North European Trade Axis, which extends from Ireland to the Humber Ports and Northern European markets. The key gateways include Liverpool Lime Street rail station and Liverpool John Lennon Airport, while links to the national road network are provided through the M62, M53, M57 and M58.

3.5 In the last decade Liverpool has undergone positive and dramatic change, with major investment in the City Centre and other key employment locations, particularly within south Liverpool which has included the rapid expansion of Liverpool Airport. There has been increasing investment in residential areas and population loss has stabilised. The challenge for the Core Strategy is to facilitate further economic investment, and the creation of sustainable neighbourhoods and a high quality environment, by building on the City's recent successes and capitalising upon the significant development opportunities that exist.

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5 Liverpool City Council Economic Briefing 2011
6 GVA is a measure of the contribution to the economy of goods and services produced in an area or industrial sector.
Liverpool's Historical Development

3.6 Liverpool's original growth and development into a major city arose as a direct result of the rapid expansion of its role as a port from the 1700's through to the early 20th century. In the 19th century, new residential neighbourhoods built to accommodate a rapidly growing population attracted to the many port-related jobs and businesses were located in a ring around the City Centre, dominated...
in form by tightly packed streets of terraced properties. Many of these remain today. The radial road routes linking these areas with the City Centre have continued to provide the focus for shops and community facilities and form many of the City’s present day district and local centres.

3.7 Liverpool’s further outward growth through the middle part of the 20th century encompassed once freestanding villages such as Walton, West Derby, Gateacre and Woolton, creating new suburban neighbourhoods at lower densities. This growth also included the planned creation of wholly new neighbourhoods of peripherally located council housing estates at Norris Green, Fazakerley, Dovecot, Belle Vale, Netherley and Speke, together with private sector-led suburban expansion in areas such as Aigburth, Allerton, Woolton and Childwall.

3.8 During this period, complementary new employment areas were established in Speke Garston to the south; the Edge Lane area, linking the City Centre with the M62; and Aintree/Gillmoss/Fazakerley to the north. These, together with the City Centre and the area adjoining the docklands in the north of the City, remain important locations for employment. They were designated as Strategic Investment Areas (SIAs) under the then European Objective 1 programme which began in the mid 1990’s.\(^7\)

3.9 During the time of Liverpool’s rapid expansion and growth much of the City’s current public open space was laid out, including extensive Victorian parks such as Princes Park, Sefton Park, Stanley Park, and Newsham Park. Many of the City’s other planned open spaces from this time, such as garden squares, private parks and gardens and boulevards, still survive and together provide a varied assemblage of open space types making a significant contribution to the City’s present character.

3.10 Important changes to the City’s broad physical structure have arisen over the latter half of the 20th century as a result of the decline of the port function and the disuse of many of its docks and areas of warehousing as port activities were consolidated. Redevelopment of the waterfront for a mix of leisure, commercial, open space and residential uses, initiated in the early 1980’s by the former Merseyside Development Corporation (MDC), is continuing. The remaining vacant, derelict and underused land and buildings on the waterfront, particularly to the north of the City Centre, present significant opportunities for further investment.

3.11 The consolidation of port activities, together with the closure of manufacturing plants on the City’s periphery, arose as a result of changing patterns of international trade. Exacerbated by national economic restructuring, it resulted in job losses on an unprecedented scale. Between 1961 and 1985, for example, the number of jobs in the City fell by 43%, and the unemployment rate increased from 6% to 26%.\(^8\)

3.12 As a result of these poor job prospects, and also the expanded housing choice provided by more attractive areas outside the City’s boundaries, Liverpool’s population fell continuously from the inter-war period onward - from 846,000 in 1931 to 439,000 in 2001. Outward migration of the younger and more skilled residents was an important feature of this decline, resulting in a residual population heavily dependent upon public sector and other support services, and an urban infrastructure more appropriate in scale (and maintenance costs) to a much larger population.

\section*{Liverpool Today}

\subsection*{Economic Recovery}

3.13 Liverpool today is a diverse and dynamic city which has undergone a significant physical transformation in recent years with clear and encouraging signs of economic recovery, notwithstanding current recessionary conditions. Substantial economic growth, from a relatively low base rate, has

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\(^7\) Five SIAs are wholly or partly in Liverpool: City Centre; Eastern Approaches (also known as Eastern Gateway); Approach 580 (partly in Knowsley MBC); Speke Halewood (also known as International Gateway and partly in Knowsley MBC) and Atlantic Gateway (partly in Sefton MBC). Discussion of these SIAs in the Liverpool Core Strategy relates to those parts within the City boundary.

\(^8\) Past Trends and Future Prospects, Liverpool City Council, 1987
narrowed the GVA performance gap between Liverpool and the rest of the UK; between 1995 and 2008 (the latest date for which figures are available), GVA per head in Liverpool grew by 95%, only slightly below the UK rate (98%) and significantly above the average for all Core Cities (87%).

3.14 Liverpool’s recovery has resulted from the performance of important economic sectors and the strength of key assets, in particular:

- Business and professional services, knowledge-based industries, biological sciences and creative industries and development in economically important locations such as the City Centre, waterfront, and Strategic Investment Areas;
- A transport system which enables the vast majority of the City to be accessible by a choice of means of transport and which connects it effectively with the wider sub-region;
- One of the fastest growing regional airports in the UK – Liverpool John Lennon Airport;
- The Mersey Ports (Port of Liverpool, Birkenhead and the Manchester Ship Canal facilities) handling some 40 million tonnes of cargo between them annually ensure that the River Mersey is the third busiest estuary in Britain;
- A multitude of shopping facilities throughout the City, including an enlarged City Centre as a result of the recent Liverpool One development which has contributed significantly to an increase in visitor numbers;
- Considerable capacity for new housing development, especially on previously-developed sites; and
- A rich, historic environment including the World Heritage Site, which extends over a substantial part of the City Centre and northern waterfront, together with a diverse range of cultural and leisure attractions, which has stimulated a significant growth in tourism.

Challenges

3.15 However, despite the significant achievements over the last decade or so, the City still faces a number of challenges. The legacy of its long-term economic and population decline is that Liverpool suffers from the most severe economic and social deprivation in England.

3.16 According to the DCLG Indices of Deprivation 2010, 51% of the City’s Lower Super Output Areas (LSOAs) - containing some 225,000 residents (approximately half of the City’s population) - are within the most deprived 10% in England. The severity of Liverpool’s deprivation is particularly apparent in residential neighbourhoods close to the City Centre, especially in northern inner Liverpool where substantial parts of Anfield, Kirkdale and Everton wards fall within in the 1% most deprived areas in the country (see Picture 3).

3.17 Health deprivation is particularly severe with the City having the lowest female life expectancy and third lowest male life expectancy in England. There are also significant disparities between the most deprived and the least deprived areas in the City and this inequality includes a wide range of social, economic and environmental factors which all tend to be reflected in health conditions.

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9 Liverpool City Council Economic Briefing 2011
10 Lower Super Output Areas are the geographical units used to calculate the Indices of Deprivation: each contains around 1500 people; Liverpool contains 291 LSOAs
11 Liverpool City Council – Indices of Deprivation 2010
12 Office for National Statistics.
3.18 The disparities between the most deprived and the least deprived areas in the City are also reflected in differences in housing conditions, resulting in very distinctive differences in housing market areas across the City. Strong and attractive markets in the suburbs and the City Centre contrast with
neighbourhoods, particularly in the City’s Urban Core, suffering from low demand and high levels of vacant properties.\(^\text{13}\) In a number of respects the housing offer in these areas fails to meet modern needs and aspirations.

3.19 Changing economic and demographic dynamics have also impacted on the health of the City’s district and local centres which, with one or two exceptions, have declined over time. Many are now too large or dissipated to sustain their existing facilities, lack community facilities, have high vacancy levels and suffer from a poor environment and public realm. These problems again are particularly apparent in the Urban Core.

**Liverpool’s population**

3.20 In planning for Liverpool’s future, it is important to understand the needs of its current and future population. For the first time, government population projections for Liverpool now indicate an increase in population in coming years, with population projected to grow by nearly 16,000 between 2009 and 2026.\(^\text{14}\) There is every expectation, therefore, that the long term process of population decline is about to be turned around, reflecting the impact, amongst other things, of the recent positive signs of recovery in the local economy.

3.21 Compared with national patterns, Liverpool has similar proportions of its population of working age, over 65 and under 15. The City however has a significantly higher percentage of people aged 15-29 (28% compared with 20% nationally), largely on account of a student population at its three universities of over 50,000, while a slightly smaller than average proportion of its population are members of the Black and Minority Ethnic community.\(^\text{15}\)

**Liverpool’s Environment**

3.22 Liverpool’s historic role as a major port and trading centre has resulted in a significant number of major physical and environmental assets and in a rich and diverse architectural heritage. The City Centre, in particular, is possibly unrivalled in this respect in comparison with most other English provincial cities. The waterfront setting, flanked by several important buildings, gives a unique river approach and a world-renowned frontage. This has been recognised by the inscription in 2004 of much of the City Centre and waterfront as a UNESCO World Heritage Site. In addition the City has more than 2,500 listed buildings, 35 Conservation Areas, ten registered historic parks, four Scheduled Ancient Monuments and 1800 items on the Historic Monument Record. Together, these provide Liverpool with a very distinctive urban landscape which contributes significantly to its identity.

3.23 Liverpool also has substantial green infrastructure assets which include local wildlife sites, Green Wedges, parks, allotments, street trees, the internationally important Mersey Estuary, the Leeds-Liverpool Canal, numerous playing fields and parks (some with lakes) and private gardens. Although many parks and open spaces annually achieve Green Flag status, the geographical distribution and quality is not consistent across the City and there is significant potential for improvements.

3.24 The City faces a number of environmental challenges as a result of economic decline and recovery and needs to respond to national and international environmental concerns. In particular:

- There are more than 460 hectares of vacant and derelict land across the City and over 13,000 vacant dwellings.

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\(^{13}\) In 2001, 9% of the City’s total stock was vacant, with vacancy levels in certain neighbourhoods in the inner city as high as 25% to 30% - Liverpool’s Housing Market Research Programme 1999/2001, Birmingham University’s Centre for Urban and Regional Studies (CURS). Following significant, recent intervention and investment activity to address these problems the citywide vacancy rate is now 6%.


\(^{15}\) 8.1% compared with 5.8% in 2001 and 13% nationally, the main groups in Liverpool being White Other, Chinese, African, Irish, Indian and Caribbean. Princes Park, Central and Picton wards have the highest percentage of BME populations.
Liverpool contains 423 hectares of land - approximately 4% of the City's total - which is at some risk of river or coastal flooding according to the Environment Agency’s flood map. The main areas are located along the coastline, in the north east of the City and at Netherley.

As Liverpool developed, its watercourses were culverted. These culverts now form critical infrastructure in terms of managing flood risk and the City Council as Lead Local Flood Authority will develop strategies to address these and other flood risk management matters.

The whole of the City was declared an Air Quality Management Area (AQMA) in May 2008.

2.8 million tones of CO2 are emitted every year as a result of the energy consumed. Industry is responsible for 45% of these emissions, while all forms of transport (but mainly cars) take up a further 18%. Households (mainly heating and power for homes) are responsible for the final 37%.(16)

The Strategic Sub-Areas of Liverpool

3.25 Broadly, Liverpool is structured concentrically as a result of its historical development. It has a well-defined City Centre, which is surrounded by an arc of older neighbourhoods and industrial/dockland areas - the “Urban Core”. Further out, there is a band of more recent residential suburbs and newer areas of industry - the “Suburban Areas”. In the absence of a clearly defined settlement pattern, it is this broad spatial structure - City Centre, its surrounding Urban Core, and then the Suburban Areas - which serves as an appropriate framework for developing strategic, spatial planning policies for Liverpool.
3 A Spatial Portrait of Liverpool

Picture 3 Liverpool Strategic Sub-Areas
Liverpool City Centre

3.26  The City Centre is the primary economic, commercial, retail, cultural and tourism centre for the City and City Region. It is at the hub of the sub-regional transportation network and has witnessed a significant transformation over recent years with the completion of a number of major development projects, such as Liverpool One, the Kings Dock arena and convention centre and the Museum of Liverpool.

3.27  It is the City Region's largest employment-generating area. In 2009, there were approximately 106,000 jobs in the City Centre - around 45% of the City total of 235,000. Its contribution to Liverpool's GVA increased from 50.6% in 1999 to 54.5% in 2005 - a better rate of growth than that achieved at local, regional and national levels.(17)

3.28  The commercial district within the City Centre, centred around Old Hall Street, has seen significant expansion in investment in new high quality premises for professional, financial and other business services. It is attracting a broader range of occupiers and witnessing increasing rentals, encouraged by public and private sector initiatives focused on improving the environment and management of the area and creating development opportunities.

3.29  The University of Liverpool, Royal University Hospital and Liverpool John Moores University occupy a substantial area at the eastern periphery of the City Centre and make an important contribution to the City and regional economy, particularly in terms of knowledge-based industries including bio-sciences, health-related research and digital technology. Together this "Knowledge Quarter" provides a concentration of expertise, knowledge and wealth-creating potential, generating £1bn for Liverpool each year, or 15% of Liverpool's GVA: it supports some 14,000 jobs, around 7% of the City's total.(18)

3.30  Tourism and leisure industries are also becoming a vital part of Liverpool's economy, with the City now ranked sixth in Britain's top tourist destinations,(19) having been given significant impetus by the City's designation as European Capital of Culture in 2008. A key draw for tourism is the City Centre's unique heritage and waterfront setting, which includes the Royal Liver, Cunard and Port of Liverpool Building, together with numerous other historic buildings.

3.31  The Main Retail Area within Liverpool City Centre is the principal retail destination within the City and the City Region for comparison shopping.(20) It is a regional shopping centre which was ranked fifth nationally in 2008 (compared to 15th in 2007). Its recent promotion in the retail hierarchy is due to the completion of the Liverpool One scheme which has created 154,000sqm of new retail floorspace and is one of the largest retail/leisure developments in Europe. London Road Shopping Centre provides a complementary focus for discount retailing, anchored by the TJ Hughes store.

3.32  In common with many other major city centres in the country there has been significant investment and interest in recent years in new housing, resulting in an increase in its population from 2,300 in 1991 to an estimated 19,500 in 2008. Such has been the growth in development interest over that period that the "city centre living" effect has spread to areas around the City Centre fringe, such as the Baltic Triangle area to the south and the Leeds Street area to the north, which had previously accommodated industrial, business and warehousing uses but where there is now much vacant and derelict land and buildings.

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17 Make No Little Plans: The Regeneration of Liverpool City Centre 1999-2008, Professor Michael Parkinson CBE, 2008, on behalf of Liverpool Vision.
20 Comparison shopping refers to the provision of items not obtained on a frequent basis, defined as non-food goods including clothing, footwear, household (e.g. electrical products, furniture) and recreational goods.
Aside from these fringe locations, there is potential capacity for further significant expansion of the City Centre housing stock to take place. Currently, however, following the credit crisis of 2008, the development market is subdued and is not expected to recover for a number of years. This has resulted in uncertainty about the delivery of a number of previously-committed, housing development schemes.

Within the City Centre there are small areas of open space which, together with street trees, provide some relief from the very dense urban form. Examples include St John’s Gardens and the Liverpool One Chavasse Park. In addition there are many civic spaces which provide some openness. However, overall, given the high density of development within the City Centre, there is limited green infrastructure provision and the few opportunities for additional provision are largely restricted to green walls/green roofs etc.

The Urban Core of Liverpool

The Urban Core extends from the residential districts of Walton, Anfield, Everton and Kirkdale in the north of the City, through Tuebrook and Kensington to the east and to Toxteth and the Dingle to the south. It includes areas along the Mersey waterfront, to both the north and the south of the City Centre, which were formerly dominated by port-related uses such as working docks, warehousing and associated industry.

The consequences of economic decline, issues of social disadvantage and significant physical and environmental decay are particularly evident within the Urban Core. The area contains some of the most disadvantaged neighbourhoods in the City, in terms of income, employment, health deprivation and disability for example, with the four inner northern wards of Anfield, County, Everton and Kirkdale - together comprising what is now known as “North Liverpool” - as well as substantial parts of the wards of Riverside, Princes Park, Picton, Kensington & Fairfield and Tuebrook and Stoneycroft, falling within the 5% most deprived parts of the country and therefore displaying particularly acute economic, social and environmental problems.

However, North Liverpool's location, immediately adjacent to the north of the City Centre, provides unparallelled opportunity for longer term development to transform its economy. A Strategic Regeneration Framework, covering the four wards referred to above and two adjacent wards in south Sefton, has been prepared by Liverpool Vision in partnership with the City Council and other stakeholders, to assist in achieving this. The City Council has successfully bid for both an Enterprise Zone “Mersey Waters” - which includes Peel Holding’s “Liverpool Waters” waterfront development area immediately to the north of the City Centre - and Regional Growth Fund resources for the North Liverpool City Fringe Employment and Investment Programme (NLCFEP) area.

The Urban Core is home to around a third of the City’s population. In housing terms it consists, for the most part, of an arc of long-established residential neighbourhoods, originating in the City's rapid Victorian expansion, together with more recent neighbourhoods created by a succession of post-war, urban renewal programmes. Many of these areas are dominated by social rented housing and lower value private sector housing and suffer from low demand.

Action has recently been taken to address the problems of Urban Core neighbourhoods under the government’s Housing Market Renewal (HMR) pathfinder programme. This was aimed at revitalising existing residential neighbourhoods through a long term and comprehensive programme of selective demolition, redevelopment and refurbishment, aimed at ultimately broadening the housing markets in those areas and making them more attractive and sustainable. While the HMR programme has now been brought to a close, with the exception of some transitional funding and associated programmes, the need for action to renew housing markets remains.

21 Ward Profiles - All Wards, Liverpool City Council Issue 7, August 2010
22 based on Super Output Area Statistics
23 North Liverpool / South Sefton Strategic Regeneration Framework, Liverpool Vision, December 2010
3.40 In addition, North Liverpool is the focus for Liverpool’s part of the New Growth Point Area which the City is pursuing jointly with Wirral MBC. This designation recognises the potential of the area to accommodate a significant level of housing growth on development sites in and around the existing residential neighbourhoods, but predominantly in the now disused dockland areas on the waterfront.

3.41 The disused docks and adjacent industrial areas to the north of the City Centre, extending inland as far as the Merseyrail Northern Line and beyond the City’s boundary into Sefton MBC, are designated as a Strategic Investment Area (SIA). The concentrations of vacant land and buildings within the area present significant opportunities for major economic development. The largest site, comprising some 60 hectares of land (stretching from Princes Dock, on the edge of the City Centre, north to Bramley Moore dock) and owned by Peel Holdings is the subject of the emerging - Liverpool Waters - long-term, mixed-use development proposal.

3.42 The Urban Core also includes the Eastern Gateway SIA, located in the Edge Lane corridor, the main route into Liverpool from the M62 motorway. This SIA is a primary location for Liverpool Innovation Park and other IT businesses in the emerging “Knowledge Quarter”. A retail warehouse park is also located on Edge Lane: this is now in need of appropriate modernisation and planning permission was granted in 2011 for its redevelopment.

3.43 The Urban Core contains a number of shopping centres (including Breck Road, County Road, Edge Hill, Great Homer Street, Kensington Fairfield, Lodge Lane, Park Road, Smithdown Road North and Tuebrook) which vary in terms of their retail offer, shopping environment and overall vitality and viability. These centres are an important part of the area’s social infrastructure and in recent years there have been encouraging signs of increasing investor confidence, exemplified by proposals for a significantly enlarged centre at Great Homer Street, led by St Modwen, and a new food superstore at Park Road which opened in May 2011. However, a number of centres have a high number of vacant shop units and a poor environment, and lack a diverse range of shops, services and community facilities. (24)

3.44 There are around 500 hectares of open space within the Urban Core. Aside from the large City Parks (Princes Park, Everton Park, Newsham Park and Stanley Park) which are of high quality, highly valued and have been subject to significant investment in recent years, there is a large number of smaller open spaces, many of which are of poor quality and have little value and function. (25) The Urban Core also has the smallest area of natural and semi-natural open space in the City, with only two sites identified as having significant wildlife value, at Melrose Cutting and Stanley Sidings. (26)

The Suburban Areas of Liverpool

3.45 The Suburban Areas of Liverpool are predominantly residential in character, broadly consisting of a belt of relatively stable and successful housing areas – largely the “Suburban Core”, as defined under the City’s Housing Strategy – bounded by a band of a more problematic housing areas, comprising what is known in the Housing Strategy as the “Regeneration Fringes”.

3.46 Located within the Regeneration Fringes are two of Liverpool's most important employment areas; the SIAs of Speke Halewood / International Gateway in the south, and Approach 580 at Gillmoss/Fazakerley in the north-east. The former area has undergone substantial and comprehensive economic regeneration activity over the past decade and continues to provide a range of employment opportunities. A Strategic Regeneration Framework (27) to promote and manage further development of the International Gateway has been approved by Liverpool City Council. The Gillmoss/Fazakerley area, with its direct links to the motorway network via the M57, has become a significant focus for warehousing and distribution activity.

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26 Liverpool Space for Nature Study, White Young Green, 2006
3.47 In addition, Liverpool John Lennon Airport and the Port of Garston, important regional assets and key economic drivers for job creation and economic growth, are both located within the Regeneration Fringes.

3.48 The Suburban Core housing area is dominated by high value, owner-occupied housing set in attractive residential areas which include West Derby, Hunts Cross, Childwall, Woolton, Allerton, Grassendale and Mossley Hill. The Regeneration Fringes contain the housing areas of Speke, Garston, Belle Vale and Netherley, Norris Green, Croxteth, Fazakerley and Dovecot. These areas are dominated by former Council housing estates of the inter-war and post-war eras. They display similar characteristics to parts of the Urban Core of the City, with weak, polarised housing markets dominated by social rented and lower value private sector properties, and are subject too to ongoing regeneration programmes involving demolition and new provision.

3.49 The Regeneration Fringes also display similar characteristics in terms of social and economic deprivation to the Urban Core. For example, Speke Garston ward has the fifth highest rate of worklessness in the City, while Norris Green and Speke Garston are both in the lowest five wards for annual income.

3.50 There are a number of retail centres spread throughout the Suburban Areas. These are Aigburth Road, Allerton Road, Belle Vale, Broadway, Garston, Hunts Cross, Old Swan, Smithdown Road South, Wavertree High Street, Woolton, Walton Vale, West Derby Village and Speke. Although the characteristics and condition of these centres vary overall the quality and range of shops and services is relatively good.

3.51 Allerton Road is a particularly strong centre with a diverse range of shops and services. Garston on the other hand is a poorly performing centre with similar characteristics to those in the Urban Core, including a high number of vacancies and a poor environment but with potential for improvement. The new, relocated centre built at Speke, anchored by a large foodstore, has significantly improved the shopping facilities for the local community. The spatial distribution of centres in the Suburban Areas highlights a gap in provision in the north east of the City. Local communities there would benefit from improved access to convenience shopping facilities to meet day-to-day needs.

3.52 The network of centres is supplemented by three out-of-centre retail parks - New Mersey and Hunts Cross to the south of the City in the Speke/Garston area, and Stonedale Crescent to the north east in the Croxteth area. New Mersey is a very successful retail location, but its strong attraction, together with the poor quality of the current retail offer in other areas of the City, results in unsustainable shopping patterns.

3.53 There are significant green infrastructure assets within the Suburban Areas, including strategic open spaces of citywide importance. These assets include areas of Green Belt at Croxteth, Netherley and Speke; Green Wedges at Otterspool and Calderstones/Woolton; the Mersey Estuary SPA/Ramsar/SSSI; the undeveloped coastal zone, a number of City Parks, including Sefton and Croxteth Park; and all of the City’s Local Nature Reserves. Open spaces, both large and small, contribute to the attractiveness of the residential suburbs and provide valuable additional qualities (for adapting to climate change, habitat diversification etc). However, a high number have been identified as being of both low quality and low value.
4 The Vision for the Core Strategy

**The Core Strategy Vision**

By 2028 Liverpool will be a sustainable, vibrant and distinctive global city at the heart of the City Region. Development opportunities will have been maximised to create an economically prosperous city with sustainable communities and an outstanding environment.

Liverpool will be a city with a growing competitive and robust economy, attractive to new investment and business. The City will have capitalised fully on the ability to generate growth of sectors in which it has key strengths such as business and professional services, public administration, the knowledge and creative industries and tourism, renewable energy production and low carbon and green businesses, together with the development other important assets such as the Port of Liverpool and Liverpool John Lennon Airport. The key employment areas will be highly accessible, particularly via sustainable modes of transport, to residents throughout the City.

All of Liverpool’s residential neighbourhoods will be thriving and attractive places to live and the City’s population will have increased. The City’s housing offer will have been transformed with high quality and well-designed, low carbon housing within a range of values and a more diverse housing offer to meet residents’ needs and aspirations. District and local centres will serve as vibrant, dynamic and accessible focal points for communities, providing a range of shops, community services and facilities to meet the day-to-day needs of residents.

New development will be energy-efficient, of high design quality, respecting local character and the relationships between buildings and spaces, and will be well-adapted to future needs and climate change. This will embrace the management of flood risk. Liverpool will have efficient infrastructure including transportation, utilities and communications.

There will be a strong relationship between the City’s built environment (including its cultural and architectural heritage), its green infrastructure and economic renewal and the development of vibrant, healthy and sustainable communities. Biodiversity will have been enhanced and nature reserves, parks and gardens and other open spaces will have been protected, improved and made more accessible, particularly for residents in the City Centre and Urban Core.

The City Centre will remain at the heart of the City’s economic and urban renaissance. It will be a thriving regional centre for commercial and retail investment, a showcase for culture and art, civic, leisure, educational, world-class knowledge economy business and residential uses. The waterfront in particular, will be a focus for leisure and tourism activity. The internationally significant UNESCO World Heritage Site will have been sensitively managed, providing a catalyst for further economic regeneration within the City Centre and waterfront.

The population within the Urban Core surrounding the City Centre will have increased. North Liverpool will have been transformed through excellent neighbourhood design, with major investment in housing, schools, university and other higher education facilities, a rebuilt teaching hospital, transport infrastructure, shopping facilities, local health facilities, public services and open spaces. Opportunities for significant economic development within North Liverpool will have been fully exploited, improving employment prospects for residents within the Urban Core.

In the Suburban Areas of the City, peripheral housing estates will have a balance of housing types and tenures. Opportunities for economic development at Speke/Garston and the A580 will have been maximised. Elsewhere in Liverpool's suburbs, popular, attractive neighbourhoods and vibrant district and local centres will continue to be successful. Important environmental and open space assets including the current Green Wedges will have been protected and improved.
4 The Vision for the Core Strategy
5 The Strategic Objectives To Deliver the Vision

5.1 Building on the Vision and taking account of the key issues within Liverpool a number of strategic objectives have been identified for the City. Specific spatial objectives have also been defined where appropriate for each of the sub-areas - the City Centre, Urban Core and the Suburban Areas - as identified within the Spatial Portrait. These objectives provide the link between the high level Vision and the Delivery Strategy by setting out the key outcomes for Liverpool and the places within it which the Core Strategy is aiming to achieve. These objectives are closely aligned with those in the Sustainable Community Strategy and also take account of the extensive consultation responses to previous versions of the Core Strategy.

**Strategic Objective One - Strengthen The City's Economy**

Ensure sustainable economic growth particularly across all business sectors and areas with strong growth potential, for the benefit of the whole City to ensure economic disparities are reduced. Provide a sufficient quantity and quality of employment land to meet existing and future business needs, including new business incubation, supply chain and follow-on requirements, and maximise the contribution of the City's assets, including its architectural, historic and cultural heritage. It will also be important for new growth to avoid adverse environmental impact and to be adaptive and resilient to climate change impacts.

**City Centre**

- To support the City Centre's role as a regional centre for office, commercial, retail, leisure and tourism and other visitor economy uses and as the primary economic driver for the sub-region
- To maximise the potential of knowledge-based industries

**Urban Core**

- To maximise the opportunities for economic growth, new business development and job creation (including mixed-uses) within North Liverpool and along the Edge Lane Corridor
- To support the growth of the Port of Liverpool and maximise its contribution to the City's economy

**Suburban Areas**

- To maximise the economic growth potential of key employment areas at Speke/Garston and Fazakerley/Gillmoss
- To make provision for the sustainable growth of Liverpool Airport
- To support the continuing contribution of the Port of Garston to the City’s economy
5 The Strategic Objectives To Deliver the Vision

**Strategic Objective Two - Create Residential Neighbourhoods That Meet Housing Needs**

Achieve an overall level of housing growth consistent with Regional Spatial Strategy and Growth Point objectives, ensuring that it is directed to areas of greatest social and economic regeneration need whilst improving the quality and diversity of the City’s housing offer to support the creation of vibrant, mixed, healthy and sustainable communities. New housing should also avoid adverse environmental impact and be adaptive and resilient to climate change.

**City Centre**
- To focus on the provision of higher density residential development
- To preserve areas of existing family housing

**Urban Core**
- To focus the majority of new housing growth within the Urban Core
- To deliver more private sector family houses, especially larger homes with gardens, and within a range of values to address the issue of imbalance in the existing housing stock and meet local aspirations

**Suburban Areas**
- To support the restructuring of housing markets and diversify the existing housing offer by providing predominantly private sector, family housing within the peripheral Regeneration Fringe housing estates
- To ensure that attractive residential areas remain stable and successful

**Strategic Objective Three - Vital and Viable Shopping Centres**

To encourage sustainable shopping patterns and ensure a sustainable spatial distribution of vibrant district and local centres with a diverse range of quality shops, services, community, health and education facilities, which are highly accessible and meet the everyday needs of local communities. To protect and enhance the role and function of all district and local centres and focus investment in areas of greatest social and economic need.

**City Centre**
- To protect and enhance Liverpool City Centre's role as a regional shopping centre and ensure it maintains its position in the national rankings
- To prioritise peripheral areas of the Main Retail Area for investment

**Urban Core**
- To support the creation of a new comprehensive District Centre at Great Homer Street

**Suburban Areas**
- To support the growth of Broadway District Centre
- To support appropriate new neighbourhood facilities within the Stonebridge/ Croxteth area of the City to meet an identified need and gap in provision
Strategic Objective Four - Attractive and Safe City With A Strong Local Identity

Protect and enhance the City's unique historic and architectural environment, including the World Heritage Site, Conservation Areas, Listed Buildings, Registered Parks and Gardens, Ancient Scheduled Monuments and heritage assets of local significance. Ensure all new development achieves high quality and inclusive design to ensure an attractive, distinctive, healthy and sustainable City for those who live in, work in and visit Liverpool; avoids adverse environmental impacts; and is adaptive and resilient to climate change.

Strategic Objective Five - High Quality Green Infrastructure

Protect and enhance Liverpool's green infrastructure to ensure more attractive and cleaner residential neighbourhoods; sustain and promote biodiversity; mitigate against and adapt to climate change including contributing to flood risk management; and to provide greater opportunities for sport and recreation and growing food locally to encourage better health and wellbeing.

City Centre
- To protect existing open space assets given the limited provision of open space within the City Centre
- To maximise opportunities for enhancing the green infrastructure resource

Urban Core
- To improve the overall quality, value and function of the green infrastructure resource for the benefit of local communities and to complement housing renewal

Suburban Areas
- To protect and enhance strategically important open space (including the Green Wedges at Otterspool and Calderstones/Woolton) and biodiversity assets
- Ensure that green infrastructure complements housing renewal in the regeneration fringes

Strategic Objective Six - Use Resources Efficiently

Ensure the sustainable growth of the City by:
- Prioritising the development of the City's vacant and derelict land and buildings,
- Ensuring all new development avoids adverse environmental impact, is adaptive and resilient to climate change, and contributes to the management of Liverpool's significant surface water flood risk including through the delivery of well-designed sustainable urban drainage systems,
- Minimising adverse impacts on water and air quality,
- Minimising the risk of flooding by managing flood risk at source and so reducing demand on the sewerage system,
- Ensuring high standards of energy efficiency, conservation and low carbon solutions within new developments,
- Managing future water usage, and
- Minimising and managing the quantity and nature of waste generated from construction onwards.

**Strategic Objective Seven - Maximising Sustainable Accessibility**

Ensure maximum accessibility to employment, shops, services, education and training, by supporting and improving the City’s transport infrastructure, particularly sustainable modes, and ensuring all new development is highly accessible by sustainable modes of transport and that Liverpool’s transport infrastructure is resilient to climate change with flood risk management considered from the outset.

**Strategic Objective Eight - Maximising Social Inclusion and Equal Opportunities**

Major developments should make a measurable contribution to the promotion of social inclusion and equal opportunities in the communities in and around the area where the development is taking place, most notably through targeted recruitment and training and the use of local supply chains.
6 The Delivery Strategy for Liverpool

The Delivery Strategy

6.1 This section lies at the heart of the Core Strategy and should be read as a whole. It sets out the broad “spatial strategy statement” for Liverpool along with the strategic policies to be applied in implementing that strategy. Taken together the statement and the policies will shape the way that Liverpool and the places within it will change over the next fifteen years.

6.2 The spatial strategy statement and the strategic policies make clear what the City Council wants for the future development of the City as a whole and specific areas within it. It also provides a template for more detailed policies relating to the day-to-day management of individual development proposals and the allocation of specific areas of land for different uses, which will be brought forward in future development plan documents.

6.3 The policies are grouped according to the eight Strategic Objectives set out in Section 5. The policies are the result of an extensive process of issues and options identification, evaluation and consultation. They take forward the key elements of the spatial strategy and are set out in the remainder of this section.

The Spatial Strategy Statement

Introduction

6.4 As indicated in the Spatial Portrait, except for a few small areas of open land at its eastern and southern margins, Liverpool is an urbanised area which is physically and functionally part of a much larger, contiguous urban area comprising much of the former Merseyside Metropolitan County. Because of its history, the City has a legacy of a very substantial resource of previously-developed land and buildings.

6.5 The spatial strategy underpinning this Core Strategy is about capitalising on this resource, recycling existing land and buildings rather than physically expanding outwards, or exporting development needs to outlying parts of the wider sub-region. It is an approach which takes forward the urban regeneration focus of the City's Unitary Development Plan (UDP), building on the momentum achieved over recent years and seeking to maximise the City's economic growth potential whilst creating vibrant and sustainable communities, particularly within areas with the greatest social and economic needs.

6.6 The strategy is the result of an extensive consultation process in which the merits of various different broad approaches to spatial development were assessed, including through Sustainability Appraisal (SA). In doing so, the strategy directly addresses a number of central planning principles which emerged through the consultation process as being particularly important to the City's future development, in particular:

- The need to maximise sustainable economic growth, with the emphasis on the role of the City Centre, together with other key employment locations throughout the City, notably the Strategic Investment Areas (SIAs);
- The need to plan for the overall level of housing growth set out in the Regional Spatial Strategy for the North West (RSS) (together with the further growth sought by the Council via the Growth Point initiative) – this amounts in total to 52,260 additional dwellings, citywide 2003-2028;
- The need for the Urban Core to be the focus for residential development and investment in recognition of its economic and social needs, the significant potential development opportunities that exist and the need to support ongoing housing regeneration and renewal;
- The need for North Liverpool to be a particular focus for substantial housing and economic development in view of the concentration of deprivation in this area, together with its significant site opportunities;
- The prioritisation of district and local centres for investment in shops and services;
6.7 The approach selected was entitled “Focused Regeneration” in that consultation process. It was distinguished from alternative strategic options chiefly by the balance in the new housing growth to be accommodated between the City Centre / Urban Core (70%) and the Suburban Areas (30%) - a balance which represents a reduction in the degree of housing growth focused on the City Centre and Urban Core taking place at the time the Core Strategy was being prepared, but closely reflects the broad spatial distribution of the potential land resource, especially previously-developed land. Importantly, it was seen, through the consultation process, as being deliverable, albeit challenging, whilst ensuring sufficient land was available to meet the City's important economic growth and open space needs.

Spatial Strategy Summary Statement

The main spatial focus for new development and physical change will be the City Centre and the Urban Core, with the City Centre being the main location for business and economic investment and the Urban Core for new housing and neighbourhood renewal and population growth. North Liverpool will be a particular priority for new investment in both economic development and housing.

In the Suburban Areas development activity and physical change will be primarily targeted to Regeneration Fringe locations.

The City Centre

6.8 Economic growth will be the primary objective of development in the City Centre. Support will be given to the financial, business and professional services sector, knowledge-based and creative industries, regionally significant comparison goods retailing and culture, leisure and tourism activities. Residential development will be encouraged, provided it does not prejudice the primary economic role of the City Centre.

6.9 The primary focus of business and financial services will be the existing Commercial District. The eastern parts of the City Centre will be the focus of knowledge-based uses, broadly centred on the three Universities, a new Royal Liverpool University Teaching Hospital and the School of Tropical Medicine (the “Knowledge Quarter”). Development in this area will include the expansion of life sciences/biosciences activities and creative digital industries.

6.10 Retail development will be focused in the Main Retail Area, which includes Liverpool One. Investment in cultural, tourism and leisure uses will be particularly directed to the City Centre waterfront area and other locations which are of increasing significance for international tourism, such as Hope Street, RopeWalks, and the St Georges Quarter, which should continue to add significantly to the variety and quality of Liverpool's offer.

6.11 Significant physical change will take place in the Baltic Triangle, Islington, Princes Dock, Kings/Queens Dock, Commercial District, Copperas Hill (Knowledge Quarter) and Hall Lane areas, where major development opportunities exist and where long term processes of development and investment are already underway.

6.12 Several areas of the City Centre - the Lime Street Corridor, Berry Street/Renshaw Street Corridor and Victoria Street/Dale Street/Tithebarn Street - have experienced significant changes in the roles that they play in the City Centre and should become a focus for regeneration investment over the plan period to enhance their vitality.
The Urban Core

6.13 The Urban Core, (31) will be the main focus for new housing and neighbourhood renewal and will see the greatest degree of physical change. North Liverpool in particular, as defined by the four wards of Kirkdale, Everton, Anfield and County, will see change on a transformational scale, with significant housing renewal activity in the City Centre North and Stanley Park Priority Housing and Neighbourhood Renewal Areas (formerly entitled HMR Zones of Opportunity), a new comprehensive district centre at Great Homer Street and major investment in economic development in the Atlantic Gateway SIA.

6.14 Key housing regeneration and neighbourhood improvement within the rest of the Urban Core will be achieved through redevelopment schemes at Easby Estate, Picton, Edge Lane, Anfield/Breckfield and Princes Park (commonly known as the “Welsh Streets”).

6.15 The Priority Housing and Neighbourhood Renewal Areas (City Centre North, City Centre South, Wavertree and Stanley Park), will be the first priority for new housing investment and growth, in order to continue to support the essential housing market renewal required. The creation of sustainable and attractive neighbourhoods will be the object, with the emphasis on the delivery of family housing to re-balance the housing offer and meet local aspirations. Improving the green infrastructure resource, including public open spaces and wildlife sites, will be a key priority to support the creation of high quality residential environments and enhance their sustainability.

6.16 Capitalising on development opportunities within the Atlantic Gateway and Eastern Approaches SIAs for economic and employment purposes will be crucial to the delivery of the spatial strategy for both the Urban Core and the City as a whole. The southern part of Atlantic Gateway has the long-term potential to complement provision in the City Centre for office-based uses and for University and other knowledge-based businesses. The Eastern Approaches will focus on science and knowledge-based industries, particularly at Wavertree Technology Park and Liverpool Innovation Park.

6.17 The largest single development opportunity in the City is on the northern waterfront, in the form of the emerging Liverpool Waters proposals, covering an area of some 60 hectares, promoted by its landowner, Peel Land & Property (Ports) Ltd. It lies predominantly in the Urban Core but with its southern part, encompassing Princes Dock and King Edward Industrial Estate, in the City Centre.

6.18 Because of its sheer scale and ambition, Liverpool Waters is expected to be a long term project, extending as far ahead as 2040 or even further, bringing forward a wide range of development uses. It will provide substantial office floorspace which should complement the existing offer in the City Centre’s Commercial Quarter, supported by delivery of improved transport links and accessibility to Liverpool City Centre, and new leisure/visitor attractions. It will be essential that the proposal is integrated effectively with the wider area, including enhanced east-west links, to ensure that the economic benefits for the local communities in North Liverpool are maximised. The provision of new local retail facilities to serve the needs of new residents, and environmental improvements to green space provision and the public realm, will assist in extending the benefits of this development to a wide area north of the City Centre. Liverpool Waters is also expected to make an important contribution towards meeting the City’s quantitative housing requirements, particularly in the Core Strategy’s later years, post-2020, and after the Core Strategy period.

The Suburban Areas

6.19 Overall, and in comparison to the City Centre and the Urban Core, the Suburban Areas will see relatively little physical change. In particular, there will be little change in the residential neighbourhoods lying between the Urban Core and the Regeneration Fringes. The emphasis here will be on maintaining and enhancing their attractiveness as predominantly residential areas, and securing their continued sustainability.
However, there are parts of the Suburban Areas, in and around existing Regeneration Fringe neighbourhoods and in the two SIAs at Speke Halewood and Approach 580, where sustainable development opportunities exist and where change will occur. Significant housing growth and investment will be focused within existing neighbourhoods in the Regeneration Fringes, in locations such as Speke/Garston, Netherley/Belle Vale, Dovecot, Norris Green and Stonebridge/Croxteth. Here, there is a supply of potential housing sites which can contribute to the diversification of the housing stock required to improve the sustainability of those neighbourhoods.

Speke Halewood and Approach 580 SIAs will be the focus for job creation and economic growth. Ongoing investment at Speke Halewood will capitalise on the significant assets of Liverpool John Lennon Airport and the Port of Garston and other economic development opportunities in locations accessible to local and national transport links.

The sustainable growth of capacity at the Airport will be supported. Its physical expansion will be required to be undertaken in such a way as to avoid environmental impacts, especially to the Mersey Estuary SPA and Ramsar site. Change to the Green Belt boundary may be needed to enable this expansion.

Major development opportunities within the Approach 580 include the former Gilmoss estate at Stonebridge Cross, where the delivery of a mixed-use development is required to complete the comprehensive remodelling of an area that was once a Council housing estate; and also the former Boot housing estate in Norris Green. Both Stonebridge Cross and the Boot Estate are primarily concerned with new housing investment, although at Stonebridge enhanced retail and community facilities will also be delivered to meet an identified need and the day-to-day needs of local residents.

This spatial strategy directly addresses the national planning priority to bring forward development and change in a sustainable way. Amongst the most important ways in which it achieves this are by:

- Making best use of the capacity for economic growth and regeneration of a core urban area which is accessibly located at the heart of a major conurbation and at the hub of an existing transport network;
- Utilising spare capacity in existing infrastructure such as schools, shops and roads, rather than directing new development to locations which require new infrastructure provision;
- Focusing development in areas with the most significant concentrations of previously-developed land and vacant or underused buildings;
- Prioritising the needs of the most disadvantaged communities and focusing major employment development in the most significant areas of run down vacant and industrial land close to those communities;
- Reducing carbon emissions by directing the majority of new development to areas that are accessible by a range of transport modes.

In order to ensure that the spatial strategy is delivered in a way which maximises these impacts, a number of sustainable development principles have been identified as being of being of particular importance to the future of Liverpool. These are set out in Strategic Policy 1 below. It is important that new development proposals address these principles to ensure the sustainable growth of the City. Where appropriate, a number of the Strategic Policies which follow provide more detail in respect of these principles.
Strategic Policy 1

Sustainable Development Principles

To ensure the sustainable growth of the City new development should be located and designed so that resources are used prudently, the local and wider environment is protected, the challenges of climate change are addressed and the needs of the whole community are taken into account. New development should:

- As a first priority, be located on previously-developed land and buildings ahead of greenfield sites
- Improve accessibility, reduce the need to travel by motorised transport and where travel is necessary, enable convenient and safe access by sustainable transport modes
- Contribute to the delivery of sustainable communities, including through the promotion of social inclusion and equal opportunities in the communities in and around the area where the development is taking place, most notably through targeted recruitment and training and the use of local supply-chains
- Avoid areas at risk from flooding, demonstrating it will not exacerbate potential sources of flood risk, include flood mitigation measures and provide Sustainable Urban Drainage Systems (SUDS)
- Deliver high quality design, including efficiency in the use of resources, using sustainable materials and minimising waste
- Implement low carbon technology options during construction and operation
- Assess the contribution to improving health and wellbeing and reducing health inequalities
- Protect and enhance environmental and heritage assets
- Be adequately supported by infrastructure and, where necessary, be phased to enable essential infrastructure to be brought forward, and
- Contribute to the provision of such infrastructure identified as necessary to support it.

Exceptionally, Liverpool City Council will assess whether the benefits of a proposal which includes enabling development, which would otherwise conflict with development plan policies but would secure a significant public benefit of city-wide importance, outweigh the disbenefits and negative impacts of departing from those policies. The enabling development proposed must be clearly and functionally linked with delivering and securing, in the long-term, the agreed public benefits and it must be clearly demonstrated that it is the minimum necessary to achieve this. The City Council will not permit such proposals where it is considered that significant adverse impacts will result or where it is not convinced that a public benefit of city-wide significance will be achieved and where the proposals do not comply with national legislation pertaining to protection of the integrity of European Sites.

Policy Context and Justification

6.26 The development principles set out in the policy above seek to ensure that all new development proposals contribute to ensuring sustainable economic growth and strong, thriving and healthy communities.

6.27 Significant concentrations of previously developed land and vacant/underused buildings present opportunities to attract investment in economic growth and job creation. Making these areas the priority locations for such development will also help to protect existing green areas from inappropriate development, whilst improving the general physical environment for all users of the City. Maximising the proportion of new housing provided on previously-developed land will produce similar environmental benefits.
6.28 An important contribution to more sustainable growth comes from ensuring that development reduces the need to travel by motorised transport. Development should enable convenient and safe access by sustainable transport modes to facilities, services and employment required to meet day-to-day needs (see also Strategic Policy 34).

6.29 Existing employment areas with potential development opportunities to provide additional jobs are adjacent and physically accessible to the most disadvantaged communities in Liverpool. This does not necessarily mean, however, that any new jobs created will be taken up by residents within those communities. As expanded upon, in Strategic Policy 35, a more pro-active approach is required to ensure that the benefits of development more directly promote social inclusion and equal opportunities within those communities through targeted recruitment and training.

6.30 Given the likely impact of climate change, it is important for new development to avoid areas at high risk of flooding, whether from river, sea or, of particular concern in Liverpool, surface water (see also Strategic Policy 31). New development should, furthermore, not exacerbate potential sources of flood risk, include flood mitigation measures and provide Sustainable Urban Drainage Systems (SUDS).

6.31 The delivery of high quality design in new development - including high standards of energy and water efficiency, the use of sustainable materials where possible, and minimisation of waste - will contribute significantly to the creation of a more sustainable Liverpool, together with the use of low carbon technology during construction and operation.

6.32 The health and wellbeing of City residents is an important factor to be taken into account in new development. Major development proposals should assess their contribution to improving the health and wellbeing and reducing health inequalities of local communities.

6.33 Liverpool’s environmental and heritage assets are an integral part of Liverpool's distinctive character and make a vital contribution to the attractiveness of the City as a place in which to live, work and invest (see also Strategic Policies 24, 25 and 26). Their protection is therefore important.

6.34 It is preferable for all development applications to be in conformity with the development plan policies and allocations and where this is the case there will be a presumption in favour of such proposals. However, it has been recognised in national policy(32) that it can be beneficial to permit development that is not in accordance with planning policy in certain exceptional circumstances where doing so enables a significant public benefit. Such a benefit may be social, economic or environmental and where a combination of these elements is achieved this will be of greatest value. Enabling development is development that is contrary to established planning policy, national or local, but which is exceptionally permitted because it brings public benefits that have been demonstrated to clearly outweigh the harm that would be caused.

6.35 Strategic Policy 1 allows for a preliminary assessment of proposals which include enabling development. Such proposals will be subject to rigorous scrutiny. Developers will be required to submit detailed assessments and appraisals which clearly demonstrate that the significant public benefits are of citywide importance; outweigh any negative impacts; and justify a departure from the development plan. These assessments should include financial assessments which demonstrate that the enabling development is the minimum required to deliver the proposal. The City Council will not permit the proposal where it is not convinced that the public benefit of city-wide significance will be gained or where it considers that significant adverse impacts will result, which do not outweigh the breach of planning policy.

6.36 An appropriately detailed policy will be set out in a further development plan document. Such a policy will provide measures to assess in detail the merits, impacts, plausibility and detail of applications.

Infrastructure
6.37 A key element of the delivery strategy is the need to integrate plans for the spatial future of
the City with the delivery of the infrastructure required - the roads, shops, schools, open spaces,
sewers, etc - in support. Unlike many places in the country, much of the infrastructure required for
new development and growth in Liverpool is already in place. In broad terms, the infrastructure
challenges for the City are therefore more about utilising and enhancing the capacity that exists, and
effecting incremental changes and improvements to this existing provision, rather than, in the large
majority of cases, delivering something entirely new.

6.38 Specific infrastructure challenges and opportunities are likely only to be identified as the more
detailed site-by-site plan-making is undertaken in a future development plan document. This will
include, however, developing infrastructure which can enable Liverpool to operate as an increasingly
low carbon and knowledge economy.

6.39 At the strategic level it is very important to establish the principle that essential infrastructure
is programmed or in place to support new development, or that new development is phased to
enable essential infrastructure to be brought forward. This will ensure that both existing and new
residents and visitors are able to access the services that they require, without undue inconvenience
or needing to travel long distances.

6.40 Therefore, in conjunction with the preparation of the Core Strategy an Infrastructure Delivery
Plan (IDP) has been prepared to identify future infrastructure requirements needed to support
population change, housing and employment growth, to 2027/8 and later. The IDP includes a schedule
which confirms, where possible, the type and location of new infrastructure provision, the reason for
the requirement, the lead agency, phasing, cost and sources of funding.

6.41 The IDP will sit alongside the Core Strategy and other elements of the Local Development
Framework as they come forward. The delivery of the IDP will be monitored on an annual basis to
review delivery progress and to allow adjustments if necessary, including the need to identify alternative
funding arrangements if delivery is delayed. Therefore, the IDP will not be a static document, it will
evolve as the infrastructure needs of the City are identified and change over time.

6.42 Should the City Council decide to develop a Community Infrastructure Levy in order to provide
resources for the provision of infrastructure, the IDP and the evidence base which supports it will also
assist in the development of the 'Charging Schedule' which will become part of the Local Development
Framework. Contributions to the provision of infrastructure needs arising from development may
therefore be delivered either through Section 106 (or similar) agreements or the Community
Infrastructure Levy.

6.43 In circumstances where legal agreements remain in use as a means of securing developer
contributions for infrastructure, a supplementary planning document, drawing on the IDP, may be
produced to set out further guidance on the key infrastructure requirements for the City.

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33 “Essential” refers here to specific types of infrastructure that are physically required to enable a development to proceed
and would include power and water supply systems, waste water and sewage treatment, and measures to avoid and
protect from flooding, avoid environmental damage or adverse impacts on human health.

34 Infrastructure includes physical, social and green infrastructure and will need to include flood risk and surface water
management.
The Spatial Strategy Key Diagram

Key:
- URBAN CORE
- PRIORITY HOUSING AND NEIGHBOURHOOD RENEWAL AREAS
- REGENERATION OF RETAIL FACILITIES
  - 1 STONEBRIDGE - LOCAL CENTRE
  - 2 EDGE LANE - MODERNISATION AND ENHANCEMENT
- STRATEGIC OPEN LAND
- AREAS OF SEARCH:
  - GREEN BELT BOUNDARY CHANGE
  - RAILWAYS
- PORT:
  - 1 LIVERPOOL
  - 2 GARSTON
- GREAT HOMER STREET NEW DISTRICT CENTRE
- MAJOR HOUSING RENEWAL/REDEVELOPMENT OPPORTUNITIES
- LONG TERM MIXED USE DEVELOPMENT OPPORTUNITY AND ENTERPRISE ZONE
- NORTH LIVERPOOL CITY FRINGE EMPLOYMENT AND INVESTMENT PROGRAMME
- DISTRICT CENTRES FOR GROWTH:
  - 1 BROADWAY
  - 2 PARK ROAD
- SUBURBAN AREAS
- STRATEGIC INVESTMENT AREAS
- NORTH LIVERPOOL
- REGENERATION FRINGES
- LIVERPOOL JOHN LENNON AIRPORT
- IMPORTANT CROSS RAIL/ROADS BOUNDARY LINKAGES
- NEIGHBOURING URBAN AREAS:
  - MAJOR RETAIL DEVELOPMENT/REDEVELOPMENT:
    - 1 KIRKBY
    - 2 ELLESMORE PORT/CHESHIRE OAKS
  - MAJOR HOUSING RENEWAL/REDEVELOPMENT:
    - 1 SOUTH SEFTON HOUSING MARKET RENEWAL
    - 2 EAST WIRRAL
  - LONG TERM MIXED USE DEVELOPMENT

Picture 4 Core Strategy Key to the Key Diagram
Picture 5 The Core Strategy Key Diagram

6 The Delivery Strategy for Liverpool
Strategic Policies

Strategic Objective One - Strengthen the City's Economy

6.44 Sustainable economic growth is of paramount importance to the development of Liverpool and its City Region over the next two decades, to sustain physical and population growth, develop or renew infrastructure, create new jobs and improve the social and economic prospects of all its residents. Local and sub-regional policy seeks to establish the City Region as an internationally competitive area, with a strengthened and enlarged business base. The Core Strategy has a key role to play in achieving this objective.

6.45 The primary concerns to be considered in developing spatial policy to support economic development include:

- Strengthening the local economy by safeguarding a supply of employment land to support the growth of key industrial/business sectors and major employment-generating areas in the City Centre, Urban Core and Suburban Areas.
- Enhancing job opportunities, particularly in areas of employment need and especially for people living in communities close to development sites.

6.46 The policies below, which reflect Government guidance and have been informed by relevant economic evidence, seek to address these key issues, providing the strategic spatial framework for achieving these goals and continuing the sustainable economic regeneration of Liverpool and its City Region.

Employment Land Supply

6.47 The Core Strategy and subsequent development plan documents must endeavour to ensure that an adequate supply of land is available, on sites in a range of locations, sizes and conditions, to attract investment into the City. A continuing supply chain of business space and associated business support - including incubator units, expansion space and managed workspace - is required.

Strategic Policy 2

Land for Employment

1. The City Council will allocate between 200 and 320 hectares of land for industrial and business uses (Use Classes B1/2/8) over the period of the Core Strategy. Sites to meet this demand will be identified in a further development plan document.

2. New employment development will be directed towards the Strategic Investment Areas, where some 274 hectares of development land have been identified. Land in these areas will primarily be reserved for industrial and business uses.

3. Small-scale economic activities in areas outside the SIAs will be supported, subject to protection of amenity of residential and other neighbouring uses, and compliance with other relevant planning policies.

4. Subject to other relevant local and national planning policy, use of employment land, in the SIAs and elsewhere, for other purposes will be considered where it can be clearly demonstrated that:

- The proposed use is complementary to the primary employment use of the area, providing a small scale ancillary service to meet the day-to-day needs of employees; or
The proposal would not prejudice the long term development of the wider employment area primarily for industrial and business development; and
There is no likely future demand for employment use on the site, and its use for other purposes would bring wider economic, social or environmental benefits.

Policy Context and Justification

6.48 A comprehensive review The Liverpool Employment Land Study (ELS) - has been undertaken of the quantity and quality of available employment land, and of the likely demand for land for different types of industrial development, including offices, manufacturing and distribution.\(^{(36)}\)

6.49 The review of employment land has provided data for the City as a whole, and for each of the five Strategic Investment Areas (SIAs) in which such land is predominantly located. These Areas are the primary locations in the City for employment-generating development, with existing companies in established and growth sectors, and extensive areas of brownfield land for further economic redevelopment. They are adjacent to major residential areas in need of significant job opportunities. Each SIA presents particular characteristics to attract investment; these are discussed in the Sub-Area policies below.

6.50 The ELS identified around 274ha of land available for future employment development. (This land supply is in addition to existing, occupied employment areas).\(^{(36)}\) The broad conclusion of the final stage of the Employment Land Study is that, with a supply of identified land of around 274 hectares and demand ranging from 200 to 320 hectares,\(^{(37)}\) the City as a whole is in a reasonably balanced position with respect to its employment land. The demand figure includes an allowance for flexibility, to accommodate an element of choice for potential developers and to allow for responses to changing market conditions. Only a very small area of land was recommended in the ELS for reallocation to other uses, and it was considered that no additional land (beyond the 274 ha) needed to be designated.

6.51 This employment land resource is distributed across the key spatial areas of the City (as defined in the Spatial Strategy) as follows:

- City Centre: 20ha
- Urban Core: 75ha
- Suburban Areas: 179ha

6.52 Analysis of the balance of demand and supply for different types of industrial land reveals a more mixed picture. Whilst the net figure for general industrial uses (B2) was sufficient to meet the full range of demand identified, the Study revealed an oversupply of land for office development (B1). In contrast, the City was shown to have a significant under-supply of land for distribution/warehousing uses (B8). However, substantial scope for reallocation of land between uses, particularly B1 and B8, was identified.

6.53 The Employment Land Study was largely based on data obtained before the City Region economy had experienced the full impact of the wider economic downturn (though some estimate of these effects was included in the final analysis). More recently, a wider study of the market for housing and employment land across the City Region has been undertaken which takes more recent economic circumstances into account.\(^{(38)}\)

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\(^{(35)}\) The Liverpool Employment Land Study (ELS) was undertaken in three stages by GVA Grimley. It was completed in March 2009.

\(^{(36)}\) The Employment Land Study was undertaken using the definition of “employment land” provided in the government guidance current at that time: Employment Land Reviews: Guidance Note, ODPM, 2004. This definition included land allocated for Use Classes B1, B2 or B8 (broadly speaking, office, industrial or warehousing/distribution uses).

\(^{(37)}\) This wide range results from the use of a variety of different assumptions in the calculation of the scale of demand. For further details, see Employment Land Study Stage 3 Report.

\(^{(38)}\) Liverpool City Region Partners, Housing and Economic Development Evidence Base Overview Study, May 2011
6.54  This Overview Study projects 2010 demand and supply estimates forward to 2031, adjusted by econometric modelling to take account of anticipated movements in the wider economy and their impact on the local market for employment land. Its findings suggest that demand and supply for employment land in Liverpool will be roughly in balance - with a very small surplus supply (around 20ha) - over the period to 2031. This conclusion is based on the assumption that existing allocated land is generally protected, and that forecasts of demand allow for some flexibility to provide choice.

6.55  Projecting existing supply and demand assessments forward over such a long time scale means that this outcome must be treated with caution. The Overview Study provides more up-to-date evidence to support the view that Liverpool should continue to protect its existing allocations of employment land, in order to ensure the City can provide a flexible, competitive offer to attract investment in a range of industrial sectors: these conclusions are reflected in Strategic Policy 2.

6.56  Small-scale business activities located outside the SIAs provide significant job opportunities, particularly for local residents. Their valuable contribution to the local economy will continue to be supported, whilst the amenity and quality of life of neighbouring residential areas and other users will be protected.

6.57  Proposals for non-B uses on employment land will be considered in the context of the primary need to ensure a continuing supply of accommodation for existing and new industrial/business enterprise in the City, whilst acknowledging that other ancillary uses such as childcare facilities and small scale services can make a valuable contribution to the overall attraction of employment locations to companies and employees, as well as creating jobs. The policy will ensure that such proposals are genuinely required to meet the day-to-day needs of employees and are considered in accordance with wider planning policy to protect the vitality and viability of other parts of the local economy, in particular the "town centre first approach" for retail and leisure uses.

6.58  Sites to be protected for B Use Classes over the Core Strategy period will be identified in a further development plan document. The take-up of existing employment land will be monitored, and its ongoing supply managed, to meet changing market conditions.

Delivering Economic Growth

6.59  Recent improvement in Liverpool’s economic fortunes has resulted from the performance of important economic sectors such as business and professional services, information technology, biological sciences and creative industries. Development has taken place in economically important locations such as the City Centre, the waterfront, Liverpool John Lennon Airport, the Ports of Liverpool and Garston and the Strategic Investment Areas. Some of the developments which Liverpool's revival has produced include:

- Growth of the Knowledge Quarter, centred on the expanding Universities and medical facilities in the City Centre
- A growing commercial centre around Old Hall Street - over 700,000 sq ft of new grade A office space, record rental levels and the return of institutional investment
- Continuing development of the City's Ports, including opening of a new cruise liner terminal
- Substantial expansion of Liverpool John Lennon Airport
- A regenerated waterfront driven by public investment in the ACCL Conference Centre and Arena, an extension to the Leeds Liverpool Canal and associated public realm improvements
- The Liverpool One retail development, which has contributed to an increase in visitor numbers to the City and helped link the waterfront to the city core
- The increasing significance for international tourism of areas such as Hope Street, RopeWalks and St Georges Quarter which add significantly to the variety and quality of Liverpool's attractions
- Significant growth in the availability of hotel accommodation
- The development of the Estuary and International Business Parks which have transformed the industrial/commercial environment of the International Gateway in south Liverpool
- Continuing improvements to the Edge Lane Gateway to the City, and the opening up of new opportunities at Liverpool Innovation Park.
These outcomes highlight the value of targeting future public investment to promote development in high value/knowledge-based industries in order to continue to attract private sector resources in a highly competitive (and now reduced) market place for job creation. The Liverpool City Region partners have identified key "transformational" actions, which in turn provide further evidence to support these sectors in policy for economic regeneration in the sub-region. (39)

### Strategic Policy 3

**Delivering Economic Growth**

1. Development of business sectors with strong growth potential in Liverpool and the City Region will be supported. These include:
   a. Knowledge-based industries
      i. health and life sciences
      ii. advanced science, manufacturing and engineering
      iii. creative, cultural and media industries
      iv. ICT and digital technology
   b. Financial, professional and business services
   c. Port and maritime industry
   d. Airport and aviation-related activity
   e. Tourism/visitor economy, and
   f. Low carbon economy businesses

2. The football clubs of Everton and Liverpool contribute significantly to the City's economy, and proposals for the sustainable development or redevelopment of these clubs will be supported where they are of an appropriate scale, and subject to other relevant planning policies.

3. Sites for appropriate sectors within the SIAs will be identified within a further development plan document.

### Policy Context and Justification

**Knowledge-Based Industries**

6.61 Liverpool and the wider sub-region support a substantial and growing portfolio of assets in a range of knowledge-based research, manufacturing and creative activities. Within the City, these are concentrated in the Knowledge Quarter on the edge of the City Centre (including the Universities, teaching hospitals and Science Park as well as cultural institutions), around the Innovation Park on Edge Lane (the Knowledge Corridor) and in the International Gateway (Speke Halewood SIA). Investment from both public and private sector sources has secured several centres of excellence, accommodated in high quality premises in attractive environments, and providing significant wealth and job creation - currently estimated to be worth around £1.6billion per annum, supporting 14,000 jobs, in the Knowledge Quarter alone.

6.62 Further expansion of this sector in the City and sub-region will exploit the advantages of this existing critical mass of expertise, particularly in the areas of bio-medical and materials science and manufacturing, environmental technology and creative digital industries, where Liverpool has particular strengths, especially in gaming. (40)

39 Summarised in the Policy Context section
Financial, Professional and Business Services

6.63 Liverpool is the primary driver of economic activity in the sub-region, particularly in the City Centre, where the Commercial District functions as the nucleus for business, professional and financial services and public administration. These sectors have been the major driving force for improvements in GVA and employment performance in recent years, and are expected to continue this major contribution to economic growth.\(^{(41)}\)

6.64 Future development will need to capitalise on these existing clusters of related activities, with public sector investment concentrating on improvement of transport access and public realm to encourage further sustainable development. In addition, business parks in the SIAs at Speke and Edge Lane will continue to attract companies in professional and business services seeking a non-City Centre location, while further growth in professional and business services will be accommodated in North Liverpool, particularly as the Liverpool Waters proposals are developed.

Tourism and the Visitor Economy

6.65 Liverpool has one of the highest concentrations of cultural and heritage assets in a UK city outside of the capital. The range and diversity of this sector includes six national museums and galleries, an internationally recognisable waterfront and maritime heritage (including a World Heritage Site), a strong pop music culture with visitor attractions, music venues and festivals, the Royal Liverpool Philharmonic Orchestra, four theatres, two cathedrals, and several internationally important sporting institutions. As well as making a very substantial direct contribution to the economy of the City and sub-region (estimated at around £1.3billion, supporting some 23,000 jobs),\(^{(42)}\) the visitor economy generates further demand for support services and provides an improved range of facilities for residents of the City Region. Further growth of the Airport, increasing visitor numbers through the cruise liner terminal, development of new attractions such as football stadia and museums, and the delivery of additional hotel capacity, will need careful management to continue to improve Liverpool's competitive position in the national and international market for this expanding sector.

6.66 Both Goodison Park (Everton FC) and Anfield (Liverpool FC) stadia represent major tourist and visitor centres and as such play an increasingly important role in the economy of the City. The City Council is keen to maintain this position by supporting the development plans of both clubs, where this will assist in the social and economic improvement of Liverpool in general. Proposals must be carefully managed to protect amenity for those living in nearby areas and to minimise adverse impacts arising from the construction and operation of new development.

The Low Carbon Economy

6.67 The Low Carbon Economy Action Plan 2011-2015,\(^{(43)}\) acknowledges that the business sector currently emerging to meet the demand for low carbon products and services represents a particular economic opportunity for Liverpool and its City Region. The area has natural, built and business advantages in the development of a number of the sub-sectors of the industry, including energy generation and distribution/management, waste management and water treatment. Currently, the sector employs some 8,700 people - just 1.5% of all jobs in the City Region, but generating £435m (2.4%) of the area’s GVA. The national and global policy emphasis on addressing climate change means that the general outlook for the sector is highly optimistic; the Action Plan estimates that it could provide a further 12,000 jobs by 2015.

6.68 In terms of the renewable energy sector, the City Region’s geography makes it well placed to deliver significant growth. The Mersey Estuary has one of the largest tidal ranges in the country, making it a prime site for a tidal power scheme. There is considerable scope for the development of skills, facilities and infrastructure improvements and supply chain growth, as well as establishing the

\(^{(41)}\) Liverpool Economic Briefing, Liverpool City Council, May 2010.
\(^{(42)}\) Liverpool City Region Visitor Economy Strategy to 2020, Mersey Partnership 2009
city region as a recognised centre for renewable energy development. Wind energy resources are also of a high quality and the excellent port facilities at Liverpool mean that there are supply chain and maintenance opportunities.

6.69 The City's universities have significant research and development strengths in low carbon products and services which underpin the importance of the sector and its future potential. Liverpool is not the only location where this sector can thrive in the City region, but it currently accounts for a third of the jobs and particularly in those locations close to the Port of Liverpool, such as in North Liverpool, it is considered that there are particular opportunities for supply chain businesses. In the City Centre and Knowledge Quarter areas, financial and professional services, which have been identified as essential to a thriving knowledge and low carbon economy, are already developing and can be encouraged further.

6.70 The remaining sectors presenting significant opportunities for employment growth in the City and sub-region involve aviation and maritime-related industries. These are dealt with in separate policies relating to Liverpool John Lennon Airport and the Ports of Liverpool and Garston at the end of this section.

Sub-Area Policy Approach

Strategic Policy 4

Economic Development in the City Centre

1. Development by companies in the financial and professional industries will be directed towards the Commercial District (particularly around Pall Mall).

2. The Knowledge Quarter, centred on the university and hospital facilities clustered on the eastern edge of the City Centre, will be one of the key growth areas during the period of the Core Strategy, creating a range of job opportunities, to the benefit of residents of all parts of the City Region. Other parts of the City Centre (such as the Baltic Triangle) will be the preferred location for further mixed use development, including those associated with digital and creative industries.

3. Expansion of cultural and tourism facilities will be supported on the Waterfront and in the cultural quarter around the William Brown Street / Lime Street and Hope Street areas.

Policy Context and Justification

6.71 Improving the performance of the City Centre as the sub-region's primary economic driver is a primary objective of spatial planning in the Core Strategy and the Local Development Framework as a whole. This approach is an essential element in ensuring that the development opportunities, accommodation and infrastructure are in place to support the City Centre's position in the national and international competition for investment.

6.72 Whilst the recent recession has slowed demand, development of further new floorspace is expected in the City Centre, particularly for office (B1) uses. The Employment Land Study estimated a supply of around 11ha of land in the City Centre to accommodate a high level of demand for these uses, particularly for medium to large floorplates accommodating sectors such as the banking, finance, insurance and professional services. Investment in upgrading of existing accommodation, together with some movement of "back-office" facilities into surrounding areas is also expected to meet some of this demand.
6.73 At the hub of the sub-regional transportation network, the City Centre represents the most sustainable location for economic development activity (including retail, leisure and other non-industrial sectors) which generates significant traffic movement, as well as containing an expanding residential population. A number of areas within the City Centre are recognised as having an important role to play in specific types of economic activity which should continue to be supported.

6.74 The sectors heavily represented in the City Centre include most of those identified in Strategic Policy 3 as having particularly strong future prospects: financial and professional services, knowledge industries, media, digital and creative and culture and tourism. In consequence, central Liverpool, at the core of the City Region, is the location for a number of the major economic projects crucial to the continuing regeneration of the sub-regional economy in the mid to long-term.

6.75 Liverpool’s Commercial District is the City and sub-region’s major generator of employment opportunities. Competitive rentals and a range of accommodation options are supported by improved transport infrastructure and an enhanced environment to attract substantial investment; more than 71,000 square metres of new Grade A office space has been built in the past five years, with more planned, and substantial refurbished floorspace has also been made available. (44)

6.76 Liverpool Pall Mall is intended to create a thriving extension to Liverpool’s office quarter which will strengthen the wider revival of the regional centre. The development will take advantage of high quality rail and road access, and accommodate nationally significant inward investment in the office sector (public and private).

6.77 Much work has been done to refine the offer in the area now known as the Knowledge Quarter - for example through the Knowledge Economy Plan and the Strategic Investment Framework prepared by Liverpool Vision. This includes the need to:

- Recognise the importance of the cultural, digital and creative elements to the success of the area;
- Focus on the development of life sciences/biosciences activity in a hub around the redeveloped Royal Liverpool Hospital and University of Liverpool campus;
- Support the Liverpool School of Tropical Medicine in their expansion plans;
- Recognise the importance of the development area behind Lime Street station (Copperas Hill area) to bridging the gap between the Knowledge Quarter and Main Retail Area; and
- Provide space for mixed use developments focusing on floorspace targeted at the digital and creative end of the knowledge spectrum.

6.78 Whilst recognising that decreasing levels of public expenditure in the earlier stages of the Core Strategy period are likely to have some impact on delivery of some elements of these schemes, it is important that their implementation is supported by local spatial development policy.

6.79 Continuing investment in both established tourist and cultural attractions in the William Brown Street/Lime Street area of the City Centre, and more recent developments on the waterfront, will make a significant contribution to wealth and job creation, as well as providing improved leisure facilities for residents of the City.

6.80 Part of the major development opportunity at Liverpool Waters lies within the City Centre, and good physical links between the City Centre and inner north Liverpool area will be important for successful implementation of the whole scheme. The guidance provided by Strategic Policy 5, below, for the bulk of the site in North Liverpool, is also relevant to that part in the City Centre. Implementation of development proposals for Liverpool Waters will be monitored, to ensure that its potential impact on the City Centre is continually assessed.
Strategic Policy 5

Economic Development in the Urban Core

1. North Liverpool will play a strategically important role in the economic regeneration of Liverpool’s Urban Core and Liverpool in general. Specifically:
   a. In North Liverpool, the Atlantic Gateway SIA will be the main focus for economic regeneration.
   b. Sites around Leeds Street and Limekiln/Pumpfields will continue to provide for commercial uses as part of mixed schemes also including residential provision.
   c. The former central docks (Liverpool Waters) is a major opportunity site within North Liverpool and the City Centre. It should be developed for a mix of uses, including a substantial residential element. Proposals for a unique national or international facility or project that would bring significant tourism benefit and would complement and strengthen the City’s existing offer will be encouraged. In addition to complying with all other relevant planning policy, development on the site should:
      i. Make a significant contribution to Liverpool's economic growth through new commercial and business employment opportunities
      ii. Complement the substantial public and private investment within the City Centre
      iii. Demonstrate how the infrastructure required to support it will be delivered.

2. Further development of growth sectors involving advanced manufacturing and engineering, ICT/digital and communications technology will be supported in the Eastern Approaches SIA (Knowledge Corridor) by the identification of sites for future expansion in a further development plan document.

Policy Context and Justification

6.81 Extensive areas of vacant/underused land and buildings within the the Atlantic Gateway SIA provide significant potential to boost employment opportunities, to the benefit of both local communities in particular need of economic improvement, and the wider City and sub-region. Commercial floorspace to meet the “back office” and ancillary functions of businesses in the City Centre could be developed, though it will be important that the City Centre’s function as the primary sub-regional commercial and retail centre is not undermined by the scale, concentration, type or phasing of business development in nearby areas.

6.82 Peel Holdings’ Liverpool Waters proposals - on some 60ha of land in North Liverpool/City Centre - represents the prime opportunity to provide very substantial amounts of office (B1) floorspace, together with major leisure attractions and ancillary retail facilities to serve the new residents on site. Successful implementation of this scheme - over a 30-40 year period - would provide a major extension to the City’s reserves of employment-generating land, restoring social and economic links between North Liverpool and the City Centre whilst enhancing the internationally-renowned waterfront.

6.83 Another key, long term driver of investment in this part of the City is the Port of Liverpool: its contribution to sub-regional economic growth is addressed in Strategic Policy 8, below.

6.84 Other opportunities for a mix of commercial and residential uses have been identified in the Liverpool Strategic Investment Framework published by Liverpool Vision in 2008. These include Stanley Dock and the Leeds Street area, particularly Limekiln/Pumpfields which functions as a transitional area between the City Centre and North Liverpool and is identified for lower density office uses than those found in the City Centre to reflect the secondary employment function and mixed use of this area.
6.85 A number of smaller industrial sites in the hinterland of the former docks, provide potential for further economic redevelopment. Much of this area is now characterised by low grade light industrial and retail uses (such as waste handling and transport/distribution) which provide valuable employment opportunities for local residents. Successful development of the major opportunity sites in North Liverpool, particularly Liverpool Waters, will ensure that significant regeneration benefits "spin-off" into this transitional area.

6.86 Liverpool Vision and its partners (including the City Council) have prepared a long term development strategy for North Liverpool (North Liverpool Strategic Regeneration Framework) (SRF), setting out the area’s challenges and opportunities and identifying the key objectives to attract investment to improve the economic, social and physical environment. Its conclusions will inform preparation of future development plan documents. Through both the Mersey Waters Enterprise Zone and the November 2011 Regional Growth Funded ‘North Liverpool City Fringe Employment and Investment Programme’ (NLCFEP) Liverpool now has important additional capabilities in delivering new economic growth and regeneration in this part of Liverpool. Strategic Policy 5 will be supported by and in turn support these initiatives. Of particular importance will be infrastructure projects such as the improvement of East-West links, access between the City Centre and the Enterprise Zone. The NLCFEP programme will therefore support and compliment a number of key elements of this Core Strategy within the City centre and Urban Core.

6.87 The City Council wishes to encourage the creation of a specialist low carbon business sector cluster, including the associated supply chain and professional/financial services. As indicated in the SRF, this can also play an important role in the economic regeneration of the North Liverpool area.

6.88 In the Eastern Approaches SIA there is a potential shortage of B1 land, in view of the forecast growth in technology-based industries in this area. Some of this is being alleviated by the redevelopment of existing sites, and with the removal of development constraints on other sites. The message from the Employment Land Study is the continuing need to monitor take-up of the very limited existing supply of available B1 land in this SIA (around 2ha).

**Strategic Policy 6**

**Economic Development in the Suburban Areas**

1. In the **Speke Halewood Strategic Investment Area**, the remaining land reserves on the existing **Estuary** and **International Business Parks** will be targeted for the growth sectors of financial and professional services, biomedical industries and manufacturing/engineering, as well as in distribution/warehouse facilities closely allied to expansion of Liverpool John Lennon Airport.

2. Other industrial areas in the SIA, located to the north of Speke Boulevard, should also continue to provide valuable job opportunities especially for residents of nearby communities.

3. In the **Approach 580 SIA**, land on existing industrial estates and distribution parks will be protected for manufacturing, engineering, warehousing and distribution facilities. Sites will be identified in a further development plan document.

4. Development should avoid adverse effects on the integrity of the Natura 2000 site network thereby ensuring that there will be no net loss in supporting habitat for SPA/Ramsar waterfowl.

**Policy Context and Justification**

6.89 Substantial, comprehensive economic development activity has been successfully pursued in the Speke Halewood Strategic Investment Area (International Gateway) over a number of years, with assistance from EU Objective 1 funding. It provides a range of development opportunities, including Estuary Commerce Park, Liverpool International Business Park, Speke Boulevard Industrial...
Estate, the Port of Garston and Liverpool John Lennon Airport (LJLA), attracting warehousing and distribution industries as well as office-based and manufacturing development. Further demand is anticipated from a number of sectors, most notably "back office" banking and financial services requiring non-City Centre business park accommodation, as well as warehousing, distribution and air transport-related uses.

6.90 The SIA includes substantial reserves of employment land and existing floorspace, particularly office-related uses, on account of its business park environment. However, its development for the full range of economic development uses - subject to conformity with national planning policy requirements, and other policies in the Local Development Framework, particularly those relating to retail and leisure uses - will enable it to continue to attract investment in jobs. (45)

6.91 Another key, long term driver of investment in this part of the City is the Liverpool John Lennon Airport: its contribution to sub-regional economic growth is addressed in Strategic Policy 9, below.

6.92 Liverpool Vision and its partners (including the City Council) have prepared a long term development strategy for the SIA, (46) setting out the area's challenges and opportunities and identifying the key objectives to attract investment and improve the economic, social and physical environment. Its conclusions will inform preparation of further development plan documents.

6.93 The City Council will need to be satisfied that implementation of proposals for economic development in this SIA would not have an unacceptable impact on the area's environmentally sensitive waterfront areas, including safeguarding of supporting habitat for the bird species protected by international designations: the Sustainability Appraisal and Habitats Regulations Assessment provide further guidance on this protection.

6.94 Evidence from the Employment Land Study suggests that demand from across a wide range of sectors, including industrial and office uses, is likely to increase in the strategic employment areas in the northern Suburban Areas. Some of the existing employment areas are in need of refurbishment, whilst others, notably Stonebridge Park, offer high quality office and light industrial development sites with the potential to attract new investment. More recently the area has become a centre for warehousing and distribution at the Gazeley development now called G Park.

6.95 The Employment Land Study identifies the Approach 580 SIA as a prime location for further provision of land to meet substantial projected demand for warehousing, distribution and logistics uses. Extensive residential and mixed use development under consideration at Stonebridge Cross, to the south of the Business Park, could assist in the comprehensive, sustainable regeneration of the wider area, creating wealth and providing jobs for residents of nearby areas.

Liverpool Airport

6.96 Liverpool John Lennon Airport (LJLA) is one of the fastest growing regional airports in the UK. It currently serves many destinations worldwide, with over 5.5 million passengers passing through it in a 12 month period, together with substantial movement of freight. The owners, Peel Group and their majority partners Vancouver Airport Services, have a 25 year masterplan which could treble its size by 2030, to accommodate 12.3 million passengers, generating an estimated 11,300 jobs.

6.97 The Airport is sited in a highly environmentally-sensitive location, adjacent to the Mersey Estuary SSSI/SPA/Ramsar site, the nationally important heritage assets of the Speke Hall estate and Green Belt land. Its key role in the economic regeneration of the City Region must therefore be acknowledged, and its expansion managed, by the strategic planning process.
Strategic Policy 7

Liverpool Airport

1. The expansion of Liverpool John Lennon Airport will be supported, subject to satisfactory measures to address the potential environmental issues raised by this growth. These will include:
   
a. Impact on the adjacent natural and built environment, including nationally and internationally important sites and buildings
b. Impact on adjacent residents and others (including those outside the City) in the vicinity of flightpaths of any increases in traffic, noise and air pollution, including those generated by construction activity, and
c. Reduction of the impact on the local and regional transport network through the implementation of a sustainable surface access strategy.

2. A local change to the Green Belt boundary south of the existing operational airport, to facilitate expansion as set out in the Airport Masterplan in the later part of the Core Strategy period, will be considered. The precise extent of this change would be set out in a further development plan document.

Policy Context and Justification

6.98 The LJLA Masterplan produced by the Airport operators seeks to deliver the objectives for LJLA as set out in the 2003 White Paper 'The Future of Air Transport'. The plans include new passenger terminal facilities, a runway extension for long-haul aircraft, a world cargo centre and an Eastern Access Transport Corridor through adjacent areas of Halton.

6.99 The Masterplan indicates that the proposals for the expansion of Liverpool John Lennon Airport post-2015 are not fully developed, but that it is intended to include the development of larger freight handling facilities on land south of the Airport currently within the Merseyside Green Belt. Support for the expansion of the Airport is in line with the White Paper, which acknowledges the importance of LJLA to the economic regeneration of the Liverpool City Region.

6.100 Whilst the Airport Masterplan states that it cannot be certain as to the exact details of development post-2015, the change to the boundary of the Green Belt land would be required because it has demonstrated that there are no suitable locations available, within or adjacent to the Airport, to accommodate the development of appropriate airport-related uses, as supported by national policy: the Airport is a fixed location whose primary functions cannot be accommodated elsewhere.

6.101 The Airport Masterplan states that for the airport to grow its freight capability in the long term, it needs to invest in infrastructure to take larger aircraft. In particular this requires lengthening and strengthening the runway, separate aprons and parking for passenger and freight aircraft and the distribution and handling warehouses through which freight will pass. The only location available for such a development is to the south of the runway within the area of farmland known as the Oglet. The Masterplan also states that a prerequisite of the development would be the extended runway and the Eastern Access Transport Corridor, from which a new access road would be constructed around the eastern end of the runway.

6.102 The City Council will liaise with the owners of Liverpool John Lennon Airport, and neighbouring local authorities, particularly Knowsley and Halton Councils, to develop detailed policies in a further development plan document to address these matters, and to ensure that the substantial growth
potential which the expanding Airport represents for both local and wider economies does not have adverse environmental and social impacts. There will also be full public involvement and consultation on preparation of this document.

6.103 The Council is aware of the ecological importance of the River Mersey in local, national and international terms. It will therefore seek to ensure that there should be no significant adverse effects on the habitats or species designated by the European Habitats Directive as a result of expansion of the Airport. Development - including mitigation measures to meet the standards set out in European and national legislation - will be required to be undertaken in such a way as to avoid damage to internationally important sites, particularly the Mersey Estuary Ramsar site and Mersey Estuary Special Protection Area.

6.104 Management of sustainable access for passengers and employees is a key element of successful expansion of the Airport: to this end, an Airport Surface Access Strategy has been prepared, in accordance with guidance issued by central government, and its implementation is supported by the Merseyside Local Transport Plan. It will be important that development management policy for car parking (including provision of off-site facilities) supports the Strategy’s efforts to promote sustainable access to the Airport.

The Ports of Liverpool and Garston

6.105 The Port of Liverpool, located on both banks of the River Mersey, is a major container port contributing to making the River the third busiest estuary in Britain, with over 15,000 shipping movements annually. It handled 32.2 million tonnes of cargo in 2008 (19 million tonnes at Liverpool Docks), and cruise trade - boosted by a new cruise terminal enabling the largest ships to berth alongside Liverpool's Pier Head - has been developed from an initial three sailings in 1992 to over 40 for the 2008 season.\(^\text{(47)}\) It is the largest Freeport Zone in the UK and the primary UK port for UK-USA and UK-Canada container trade, making the Port of Liverpool the UK’s third largest container port.

6.106 The Port of Garston is the most inland of the Mersey Ports and is one of the most important short-sea ports for north-west England. The Port has the expertise to handle an array of cargoes, from aggregates to steel coil. Its convenient location, close to the industrial heartlands of England, is further enhanced by excellent road communications, directly linked to the port estate. It functions as a distribution hub, serving a regional hinterland and sustaining an important number of local jobs.

6.107 Liverpool's two ports provide a complementary range of facilities, constituting key components of the sub-regional economy. Their fixed locations, adjacent to internationally important environmental areas, together with their requirements for extensive areas of operational land, represent both major opportunities and significant challenges to the strategic planning process, in delivering their sustainable development.

Strategic Policy 8

The Ports of Liverpool and Garston

1. Continuing the sustainable development of the Ports of Liverpool and Garston, as key catalysts of economic growth and job creation in the City and sub-Region, will be supported. In particular, improvements to the sustainability of freight and passenger access to the ports, including road, rail and water transport, will be sought.

2. Support will be subject to satisfactory compliance with other relevant policies in the Core Strategy, and with other measures to address the potential environmental issues raised by expansion of the Ports, including impact on the adjacent natural and built environment,
Policy Context and Justification

6.108 Emerging Government policy on maritime infrastructure development is currently provided by a draft National Policy Statement for Ports (November 2009). In broad terms, this seeks to encourage sustainable port development which meets projected long-term growth in sea traffic, whilst managing the environmental and social impacts of such activity, to maximise the contribution of Ports to the regeneration of the local and national economy.

6.109 A number of studies undertaken locally provide evidence of the importance of the Mersey Ports to the sub-region, and identify key considerations in realising their potential contribution to economic regeneration, including access, expansion land requirements, etc.

6.110 Peel Ports, owners of the Port of Liverpool, published a 20 year growth strategy for all of its maritime interests on the Mersey (including the Manchester Ship Canal) in June 2011, in line with the requirements of national ports' policy. This document envisions an increase of over 70% in the tonnage of cargo handled between 2008 and 2030. Ambitious plans for Port expansion include development of a SuperPort, integrating (both physically and technologically) operations of the Ports, Airport and other freight and passenger facilities in the City Region and along the Canal; new infrastructure proposals include a "Post-Panamax" in-river terminal, and expansion of multi-modal inland port facilities. Successful implementation of the Masterplan is estimated to generate 7,500 new jobs (with an additional 4,000 linked to diversification into the low carbon economy) and some £3.3bn increase in GVA by 2030.

6.111 Inevitably, growth on such a scale will require utilisation of extensive additional areas of land in the Dock Estate and adjacent areas, to accommodate increased port activity, its associated distribution network and complementary sectors, including processing and waste-handling activities: over the next 20 years, and across the whole of the Mersey Ports' operations, the Master Plan estimates a future land requirement of some 345 hectares. Whilst the great majority of the Port of Liverpool is located outside the City boundary with Sefton, its key contribution to economic growth in the City and wider sub-Region, and its impact on Liverpool’s transport network, means that its expansion proposals must be included in the City's strategic spatial planning.

6.112 In view of the potential impact of this level of expansion of the Port on the local and wider highway network - and in response to national government's requirement to address the delivery of sustainable transport systems - the former North West Regional Leaders' Forum (4NW) commissioned a study into its future surface access arrangements. Initial conclusions from this DaSTS Study highlight the current impact of Port operations on the surrounding local and regional transport network, with just over half of freight traffic travelling to points within the North West, and average journey distance of all HGVs around 100km. In addition, two-thirds of car trips from the Port are to destinations within Merseyside - reflecting its importance to local job opportunities and the City Region economy.

6.113 The Report's analysis suggests that existing problems of congestion on local roads (which also provide access for local communities and as a commuter route into the City Centre) will be exacerbated by anticipated growth of the Port over the next 20 years, unless transport infrastructure in the area (including road and rail provision for both goods and passengers) is improved. (These issues are discussed further under Strategic Objective Seven, below). Later stages of the Study will address the key interventions required to achieve this. It will be important that strategic spatial planning for the area is supportive of initiatives to provide a sustainable surface access strategy to the Port, whilst protecting the operations of other businesses and users of the transport network.
The City Council will develop policy in a further development plan document to support proposed expansion in line with the guidance provided by the Master Plan and other relevant sources.

The Strategic Regeneration Framework for the International Gateway points to the growing importance of ports in supply chains; this is likely to generate more demand for dockside warehousing linked to 'port-centric logistics'. The long term value of the Port of Garston in safeguarding and delivering complementary port, logistics, distribution and employment uses cannot, therefore, be overestimated; particularly in supporting the emerging low carbon economy, as a key driver of the Merseyside Enterprise and Business Growth Strategy. Protecting this valuable land use asset - particularly through further development plan documents - is critical to ensuring that the International Gateway in south Liverpool safeguards and develops its position as a major employment area of regional significance, with a recognised cluster of internationally competitive and regionally distinctive businesses.

At the same time as supporting the growth of the City's ports, the Council is aware of the ecological importance of the River Mersey in local, national and international terms. It will therefore seek to ensure that there should be no significant adverse effect on the habitats or species designated by the European Habitats Directive as a result of port expansion. Development - including mitigation measures to meet the standards set out in European and national legislation - will be required to be undertaken in such a way as to avoid damage to the Mersey Estuary Ramsar site and Mersey Estuary Special Protection Area.

Monitoring And Delivery

Monitoring Indicators

- Amount/% of completed retail, office and leisure development in the City Centre, District and Local centres
- Amount/% of floorspace developed on previously-developed land, by employment type in the City Centre, Urban Core and Suburban Areas
- Unemployment rate - % annual change in claimant rates
- % of the construction workforce that lives in ‘local communities’ identified in an agreement between the developer and the Council, split between new entrants to the labour market, unemployed people and others;
- % of the end-use workforce engaged in the first 12 months of occupation that are residents of ‘local communities’ identified in an agreement between the developer and the Council;

Means of Delivery

- Specific sites will be allocated through a further development plan document
- Liverpool Vision – Knowledge Quarter Action Plan, Strategic Regeneration Frameworks for North Liverpool and International Gateway
- Determination of planning applications, and
- Negotiation of Planning Agreements.

Stakeholders

- Liverpool City Council
- Liverpool Vision
- Commercial developers
- Business Link
- Liverpool Chamber of Commerce
- The Universities
6 The Delivery Strategy for Liverpool

- Peel Holdings/Vancouver Airports
- ABP
Strategic Objective Two - Create Residential Neighbourhoods That Meet Housing Needs

The Location And Phasing Of New Housing

6.117 The issue of how much new housing should be provided, together with its location and phasing, is a key strategic, spatial planning issue for Liverpool. It is especially important because of the impact of housing growth on population growth. The implications of population growth – and, potentially, decline – impact, in turn, upon planning for a wide range of the community and supporting facilities required for sustainable neighbourhoods, such as schools, shops, healthcare facilities, open spaces and leisure facilities.

6.118 In recent years the City has had major issues about low demand and high numbers of vacant homes, especially in Urban Core neighbourhoods. It is important therefore that spatial policies for new housing take account of the need to ensure that the housing that already exists in the City is in good physical condition, meeting the needs and aspirations of residents and contributing positively to the creation of healthy, sustainable neighbourhoods, and that the growth in the housing stock should not out-pace the growth in the number of households to occupy that stock.

6.119 The policies set out below seek to address these key matters and the associated, and important, strategic issue of the type of new housing required in order to deliver sustainable neighbourhoods and contribute to the achievement of the City’s wider vision and objectives.

Strategic Policy 9

The Location and Phasing of New Housing

1. The provision of new housing will be managed so as to achieve the level of net housing delivery set out in Table 2 below, totalling 40,950 dwellings (net) 2011-2028, whilst:
   a. Ensuring that new housing development does not have an adverse cumulative impact on the existing housing stock and the housing market
   b. Making the best use of the existing stock
   c. Reducing vacancy rates in the existing dwelling stock through the increased re-use of suitable vacant housing, and
   d. Responding to the need to restructure local housing markets.

2. In particular, the provision of new housing will be managed to deliver housing market renewal in Liverpool’s Urban Core and broaden housing choice and improve the sustainability of existing residential neighbourhoods in both the Urban Core and the City’s Regeneration Fringes.

3. The approach adopted will seek to prioritise the delivery of housing opportunities in the Urban Core, particularly within the Priority Housing and Neighbourhood Renewal Areas, in the first phase of the Core Strategy period up to 2018, allowing for an increasing focus on priorities and development opportunities elsewhere in later phases. Overall, this will result in a phased approach to housing growth as shown in Table 2 below.

4. The priority for development will be to maximise the re-use of vacant and underused brownfield land and buildings. As an indicative target, 90% of new housing will be met from previously-developed sources.

5. Sites for housing to meet this growth trajectory will be allocated and phased in a further development plan document.
Policy Context and Justification

The Scale of Housing Growth

6.120 During the preparation of this Core Strategy, the overall scale of new housing development for Liverpool was set by the RSS for the North West (2008) which required the City to make provision for 35,100 new dwellings (net of clearance) between 2003 and 2021. The strategy proposed in the Core Strategy Revised Preferred Options Report of January 2010 was set out on this basis, together with a commitment to plan for the delivery of a further 3,510 dwellings (net) arising from the City’s joint Growth Point ambitions with Wirral Metropolitan Borough Council.

6.121 Upon the abolition of RSS, to be delivered through the Localism Act, the City will no longer have to apply the same weight to the housing requirements contained within it and will have the authority to determine through its LDF an alternative housing figure, so long as any alternative is based on robust evidence.

6.122 Pending the abolition of RSS, the City Council has appraised its position with respect to housing growth in the light of this changing policy context, and has determined to continue to pursue housing growth 2003-2028 at the level originally set by RSS and through the Growth Point, and as signalled in the preferred approach set out in the Core Strategy Revised Preferred Options Report in 2010. Overall, this means a net level of housing delivery of 52,260 dwellings between 2003 and 2028. Given that by 2011, 11,310 of these had already been delivered, there is a remaining requirement for 40,950 by 2028.

Housing Supply

6.123 Liverpool has a very substantial potential future housing land resource, predominantly in the form of previously-developed land and buildings. As indicated in its 2008 Strategic Housing Land Availability Assessment (SHLAA), the City contained sufficient sites in 2008 to accommodate around 44,000 dwellings, net of demolitions, between 2008 and 2026. Almost 90% of the gross capacity is on sites classified as previously-developed land or buildings, which means that the City is well placed to deliver the greater part of its new housing from previously-developed supply sources, in accordance with the development principles set out in Strategic Policy 1.

6.124 Geographically, this housing supply is concentrated in the City Centre and Urban Core, with around 30,000 dwellings in identified capacity. Some 48% of the gross citywide supply is considered capable of being developed for houses, with 52% being suitable only for flatted development. Significantly, as much as 40% of the citywide Strategic Housing Land Availability Assessment (SHLAA) supply is considered to be effectively free of constraints and capable of being delivered within five years.

6.125 Given this assessed potential supply position, and bearing in mind too that it consists entirely of identified sites and therefore takes no account of further "windfall" sites that might come to light by 2028, Liverpool City Council is confident that the level of housing growth sought can be physically accommodated.

6.126 A key part of the implementation of this policy will be through the allocation of sites for housing use in a further development plan document, the production of which will be informed by future updates of the housing supply position through the updating of the SHLAA. The first update of the SHLAA will work to a base date of 1 April 2011.

Housing Demand and Need
As demonstrated by the City’s Strategic Housing Market Assessment (SHMA) in 2011, official government projections of household growth for Liverpool fall significantly short of the level of housing growth sought in this Core Strategy. Indeed, according to CLG 2008-based household projections, the most recent available at the time of Core Strategy preparation, the number of households in the City is projected to increase by only 23,000 between 2008 and 2026.

These projections, however, are only one part of the housing demand/need picture. They are largely based upon an extrapolation of recent trends in population change and household formation and do not account for the impact of the City’s wider regeneration and growth agenda upon population levels. Importantly, too, according to the SHMA, in their baseline analysis they fail to adequately reflect very recent increases in the City Centre population, and, as a result, underestimate projected household growth.

Taking account of all of these factors, the SHMA concludes that the most realistic projection of change which would best appear to fit with the wider economic regeneration strategy indicated in the Core Strategy is one which results in an average rate of household growth 2008-2026 of 1,441 per annum (25,929 overall). There is, however, potential for household growth to increase to as high as 2,400 per annum, depending on the way in which newly-created jobs within the City are taken up. The conditions required to deliver these higher levels are seen as less likely to arise, however, and are less well-aligned with wider Core Strategy policies.

The phased housing growth figures set out in Table 2 below are not intended as targets or as ceilings on development but to indicate, on the best evidence available, the broad preferred “trajectory” of growth citywide in light of these matters. The key broad features of this preferred trajectory are:

- An acceleration in growth up to 2021;
- A gradual decrease over time in the proportion of housing growth to be directed to the City Centre and Urban Core, whilst still delivering the 70/30 proportional split overall indicated under the Core Strategy’s delivery strategy; and
- A gradual increase over time in both the relative contribution and actual level of housing growth taking place in the Suburban Areas.

In so doing, it takes account of:
The aim of the City to achieve housing and population growth;
The commitment to deliver the entirety of the original housing figures set in RSS;
The need to ensure that the pace of growth is controlled so as to minimise the risk of undermining housing renewal and of adverse impacts upon the existing stock;
The need to protect delivery of housing in the Urban Core, especially in the Priority Housing and Neighbourhood Renewal Areas, during the early years of the Core Strategy period as a result of the relative fragility of its housing markets;
The expectation that housing markets in the Urban Core will become more robust and attractive over time as housing renewal investment and the City’s wider regeneration takes effect;
The fact that housing renewal clearance activity is concentrated early in the Core Strategy period, particularly from 2011 to 2016, with the delivery of new housing concentrated in later phases;
The likelihood of a downturn in output early in the Core Strategy period from flatted housing schemes which make up a significant proportion of the City’s supply of potential housing sites, especially in the City Centre and Urban Core; and
The potential for the flatted market to make a significant contribution during the latter two phases, especially at Liverpool Waters and in the City Centre, as it recovers.

6.133 The trajectory forms the basis of any assessment of the extent of the five year land supply, as required by current government guidance. When assessing the calculation of the five year supply, the City Council will have regard to the most up-to-date version of this trajectory to determine the supply of land required within five years, rather than applying a mathematical annual average. The housing trajectory will be updated in the City’s LDF Annual Monitoring Report (AMR) or such other monitoring reports as may be required.

6.134 Monitoring of housing delivery and of conditions in the existing housing stock and local housing markets will be critical to the implementation of the growth strategy. Vacancy rates within the existing stock are a particularly important monitoring indicator, given the close linkages that exist between new housing delivery and the level of occupation of the existing stock, and the important signals that changes in vacancy rates provide about the balance between housing supply and demand and the sustainability of neighbourhoods. Specific vacancy rate targets and delivery initiatives and measures will be introduced in the City’s Empty Homes Strategy, which forms part of its wider Housing Strategy.

<table>
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<th>THE LOCATION AND PHASING OF HOUSING, 2003 - 2028</th>
<th>Delivery so far (ie by 1 April 2011)</th>
<th>Pre-Core Strategy adoption</th>
<th>Core Strategy Phase 1</th>
<th>Core Strategy Phase 2</th>
<th>Core Strategy Phase 3</th>
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<td>75/25</td>
<td>75/25</td>
<td>70/30</td>
<td>64/36</td>
<td>70/30</td>
</tr>
</tbody>
</table>
Notes:

The delivery figures represent net housing, taken account of known demolition programmes.

This housing trajectory will be updated annually in the City’s Annual Monitoring Report (AMR).

Table 2. The Location and Phasing of New Housing

Sub-Area Policy Approach

6.135 In all cases, for locations outside the Priority Housing and Neighbourhood Renewal Areas, a key consideration for housing proposals arising, and for allocations that are made in any further development plan document, will be their impact on overall housing market renewal objectives and the Priority Housing and Neighbourhood Renewal Areas.

Strategic Policy 10

Housing Provision in the City Centre

1. In recognition of the positive role it can play in supporting ongoing City Centre regeneration, residential development will be supported, provided that it does not compromise the City Centre’s economic and commercial roles.

2. Areas of existing family housing in the City Centre are an important housing resource and provide choice in both market and affordable housing. Development proposals in these locations should not prejudice this role.
Policy Context and Justification

6.136 In common with many other major urban centres in the country there has been significant investment and development interest in recent years in Liverpool’s City Centre in bringing forward new housing, initially in the form of private sector-led student schemes, but more recently for one and two bed flats for the private rented and owner occupation markets. Over the seven years 2003-2010, 6,700 flats were built in the City Centre, representing over a third of the City’s total new house building over that period and contributing significantly to the record levels of delivery achieved citywide. As a result, the population of the City Centre increased from 2,300 in 1991 to an estimated 19,000 in 2008.\(^{(52)}\)

6.137 This expansion in the City Centre housing offer has been encouraged by policy, not least because it has been shown to constitute essentially a new market for the City as a whole, and indeed the City Region, which has brought life and vibrancy to the City Centre and supported the delivery of wider regeneration and development schemes such as Liverpool One. However, resulting from the “credit crunch” in 2008 has come a prolonged contraction in bank lending for City Centre apartment-led schemes.\(^{(53)}\) Evidence suggests that, apart from the most robust schemes in the most favoured parts of the City Centre, notably the waterfront / Pier Head / Liverpool One triangle, and new student schemes underpinned by the Universities’ expansion plans, new development may be constrained for a number of years.\(^{(54)}\)

6.138 There remains, however, the potential for the City Centre to make a greater contribution thereafter. In all, the 2008 SHLAA identifies sites with a potential capacity of nearly 8,000 dwellings in the City Centre, of which only 1,500, for viability reasons as above, are considered deliverable within five years. Unlocking the financing and delivery constraints to the remainder of the identified supply will be an important factor if the accelerated growth citywide sought over the later Core Strategy phases is to be achieved.

6.139 Amongst the largest City Centre residential development opportunities, and the most viable and deliverable, are those forming part of the Liverpool Waters proposals for the Princes Dock and the King Edward Industrial Estate areas to the north of the Pier Head where around 2,300 of the total dwellings proposed for Liverpool Waters are located.

6.140 The City Centre already includes existing, established residential neighbourhoods containing affordable, family housing, such as Cornwallis, Great George Square, St Andrews and Marybone. These already provide an important element of mix within the overall City Centre market, complementing the more recent provision of higher value apartments for the private sector and of student accommodation. They comprise an important housing resource which needs to be protected by policy.

Strategic Policy 11

Housing Provision in the Urban Core

1. The four Priority Housing and Neighbourhood Renewal Areas will be the highest priority for housing growth within the Urban Core through the early and middle phases of the Core Strategy period. Given that it is located within the North Liverpool Growth Point area, the City Centre North Priority Housing and Neighbourhood Renewal Area will be a particular focus.

52 Liverpool Strategic Housing Market Assessment, GVA Grimley, 2011.
54 Liverpool City Council Strategic Housing Land Availability Assessment (SHLAA), Roger Tym & Partners, March 2010.
2. Those existing residential neighbourhoods in the remainder of the Urban Core outside the Priority Housing and Neighbourhood Renewal Areas will be the next priority for housing growth, especially where they lie in North Liverpool.

3. Residential development in Waterfront locations to the north of the City Centre is a high priority in reflection of the significant development opportunities that exist and the level of regeneration need overall in North Liverpool. Increasingly, and especially post-2020, a significant proportion of new residential development here is expected to arise on the Liverpool Waters site.

4. Housing growth in Waterfront locations to the south of the City Centre will be a lesser priority.

Policy Context and Justification

6.141 Housing problems associated with issues of low demand, abandonment and lack of housing choice are particularly acute in the Urban Core. Major intervention through housing market renewal and regeneration programmes has aimed to address those housing problems through a comprehensive programme of selective demolition, redevelopment and refurbishment and the provision of new housing.

6.142 The focus for housing market renewal activity will be in four Priority Housing and Neighbourhood Renewal Areas (formerly entitled “Zones of Opportunity” under the Housing Market Renewal Initiative) which have been identified as the areas with the most acute problems of social and economic deprivation, physical decay and unbalanced housing markets, and most in need of action and investment. The Priority Housing and Neighbourhood Renewal Areas are:

- **City Centre North** - extending over parts of the Everton and Kirkdale wards, located on the northern corridor into the City, adjacent to the Atlantic Gateway SIA and with close linkages to priority housing market renewal areas in south Sefton. It contains a range of housing and development opportunities arising from a number of sources, including the redevelopment of the former Easby Estate and the expansion of Great Homer Street as a district centre.

- **City Centre South** - to the immediate south of the City Centre, also containing a range of housing and development opportunities across a number of neighbourhoods (Lodge Lane, Granby, Princes Park, and Dingle) and close to two of the City’s Victorian parks (Sefton Park and Princes Park) and the southern waterfront.

- **Wavertree** - which is located more centrally, to the east of the City Centre and adjacent to the Edge Lane corridor, and including three major clearance and redevelopment schemes involving the demolition of 1,400 properties and their replacement with 1,100 new homes by 2020.

- **Stanley Park** - which is located in the north of the City close to the Everton and Liverpool football stadiums. It includes the Anfield/Breckfield area which has the largest single clearance and redevelopment scheme within the Urban Core, involving the clearance of some 1,600 properties, the vast majority of which are terraced houses, with replacement by 2024 with 1,300 new homes.

6.143 Significant progress has already being made within the Priority Housing and Neighbourhood Renewal Areas, with the provision of new homes underway at Anfield/Breckfield, Easby and Wavertree and outline planning permission having been secured for the mixed-use regeneration of Great Homer Street shopping centre. One further major clearance proposal is being brought forward in a scheme centred upon an area of housing known as the "Welsh Streets" in City Centre South. Together, the successful delivery of these schemes will be critical to the future of the Priority Housing and Neighbourhood Renewal Areas, and indeed to the future of the housing market renewal programme as a whole, and to the overall sustainability and attractiveness of the City’s Urban Core neighbourhoods.

6.144 Overall, the Urban Core contains much vacant and derelict land and buildings capable of accommodating new housing in the future. Excluding sites with planning permission, the City’s SHLAA identifies sites with a capacity of some 13,000 net additional dwellings.
The majority of this capacity, amounting to more than 7,000 units, is on sites which can realistically only be used for flatted development. Together with the new houses to be brought forward on the Priority Housing and Neighbourhood Renewal Areas cited above, the remaining 4,500 capacity on sites for houses offers an important potential resource to enable the Urban Core to bring in the dwelling types, values and tenures which will help diversify the local housing offer and strengthen its appeal. Subject to the needs of other uses, such as employment and open space, sites capable of achieving this will be afforded the highest priority.

The Urban Core includes the four wards of Anfield, County, Everton and Kirkdale which collectively make up North Liverpool and form the focus of Liverpool's part of the Growth Point initiative which the City is pursuing jointly with Wirral Metropolitan Borough Council. North Liverpool experiences particularly acute economic, social and environmental problems but includes substantial areas of vacant and derelict land and buildings. It contains the City Centre North Priority Housing and Neighbourhood Renewal Area, together with the Northshore area between it and the River Mersey. The whole area represents an opportunity to achieve significant economic development in inner Merseyside, deliver new housing to support economic growth and housing market renewal, and bring derelict and under-used brownfield sites back into use, within the overall context of securing sustainable community regeneration.

The largest single housing development opportunity in North Liverpool, amounting to around 7,000 dwellings in total, is provided by Liverpool Waters. Under current proposals the greater part of this supply, circa 5,000 dwellings, is scheduled to be delivered after the Core Strategy's end-date of 2028. Over the longer term in particular, therefore, Liverpool Waters has the potential to make a significant contribution to the housing and population growth sought as part of the City's Growth Point ambitions.

### Strategic Policy 12

#### Housing Provision in the Suburban Areas

1. In recognition of the significant potential supply which exists, housing growth in the **Regeneration Fringes** (as defined by the City's Housing Strategy 2009-2011) will be supported where it contributes to meeting housing strategy objectives to restructure housing markets by diversifying the local housing offer and where it improves the sustainability of established residential neighbourhoods.

2. In particular, the City Council will prioritise for early delivery key housing regeneration and redevelopment schemes in the north east of the City at:
   a. The former **Boot Estate** in Norris Green
   b. **Stonebridge**, in the Croxteth area, adjacent to the Approach 580 SIA

3. Given more pressing regeneration priorities that exist elsewhere in the City, housing growth elsewhere in the Suburban Areas is not an immediate priority. However, there will be scope for increased levels of development, especially from the second Core Strategy phase (2018-2023) onwards.

### Policy Context and Justification

Residential neighbourhoods in the Suburban Areas broadly consist of a belt of relatively stable and successful housing areas - the "Suburban Core", as defined under the City's Housing Strategy - bounded by a band of largely former Council housing estates. These latter areas are entitled, compositely, the "Regeneration Fringes" in the Housing Strategy. They encompass both existing residential neighbourhoods and areas in industrial, open space, institutional and other uses.
6.149 The Regeneration Fringe housing areas of Speke, Garston, Belle Vale and Netherley, Norris Green, Croxteth, Fazakerley and Dovecot display similar characteristics to parts of the Urban Core, with weak, polarised housing markets and ongoing regeneration programmes involving demolition and new provision. The capacity for housing growth in these areas varies considerably. According to the 2008 SHLAA, more than 3,500 of the 6,200 dwellings in capacity in the Regeneration Fringes is located in an area defined in the City's Housing Strategy as the “Regeneration Fringe North”. This essentially comprises the neighbourhoods of Norris Green, Fazakerley and Croxteth. The object of the policy in respect of the Regeneration Fringes is to improve the sustainability of their existing neighbourhoods by broadening the housing offer within them.

6.150 Recent years have witnessed a net loss of dwellings in the Regeneration Fringes, due to the fact that regeneration and redevelopment programmes have so far principally been involved in housing clearance rather than re-provision. The balance is set to change from the early part of the Core Strategy period as those programmes refocus on the delivery of new housing. It is important that this process is fully supported through the LDF, whilst reflecting the potential for additional sites to come forward to contribute to housing growth.

6.151 The major housing redevelopment schemes that warrant recognition as priorities in the Core Strategy are those at the former Boot Estate in Norris Green and Stonebridge in the Croxteth area of the City. The Boot Estate redevelopment, involving the clearance of 1,500 physically defective houses and replacement with more than 1,800 new, is the further advanced of the two. All phases have now secured planning permission and more than 200 new homes had been delivered by April 2011.

6.152 The emerging proposals for Stonebridge are on areas of land recently cleared of Council housing stock at the former Gillmoss Estate, and adjacent to an area of significant recent investment in new employment opportunities at Stonebridge Business Park on the A580.

6.153 Outside of the Regeneration Fringes there is potential capacity for almost 5,000 additional dwellings (net) as identified in the SHLAA. Given the pressing housing regeneration priorities that exist elsewhere in the City and the need to secure housing growth to support that regeneration, housing growth in these locations will not be an immediate priority.

6.154 However, sites in these locations do tend to be more viable than those in the rest of the City and are potentially an important source of the additional higher value family houses that the City needs in order to re-balance its overall housing offer. In assessing the suitability of housing proposals in these areas, consideration will need to be had to the potential impact on those more pressing housing regeneration priorities. It is expected that the potential adverse impacts resulting from diverting investment away from priority areas will decrease over time as the housing markets in those priority areas strengthen and they become better able to withstand competition.

6.155 The potential supply in these other Suburban Area locations is less dominated by previously-developed sources than that in other parts of the City. Of the 4,800 dwellings in capacity identified in the SHLAA, more than 1,600 – around a third – are on sites classed as predominantly greenfield in character.

Housing Mix And Affordable Housing

6.156 A significant characteristic of Liverpool's housing markets is that they are polarised and unbalanced. Strong markets in the suburbs and the City Centre, dominated by middle and higher value private sector housing, co-exist with neighbourhoods, particularly in the City's inner areas, dominated by social rented provision and low value private housing, especially in the form of terraced properties. In order to achieve mixed and balanced communities, careful consideration must be given to ensure that the provision of new housing is sensitive to the existing mix in the locality, whilst reflecting the City’s overall objectives of increasing owner occupation and of bringing forward a mix of property types that will support economic growth.
The policy approach set out below draws largely upon the City's Housing Strategy Statement 2009-2011. The Housing Strategy Statement has a shorter time frame than the Core Strategy, the policies of which should be relevant for a fifteen year period. It therefore draws principally upon those housing objectives in the Housing Strategy Statement which are expected to be of relevance over a longer time frame.

### Strategic Policy 13

**Housing Mix - Citywide Principles**

1. The City Council will prioritise the delivery of housing development proposals which broaden the City's housing offer.

2. A further development plan document will indicate the preferred housing mix, in terms of tenure, form and size for individual, or groups of, sites, applying the broad policy criteria contained in Strategic Policies 14, 15 and 16 below. In doing so, it will take into account housing needs and the current balance in the housing offer in the locality of the site(s) in question. The housing mix sought will therefore vary across the City, according to local circumstances and prevailing market conditions.

### Affordable housing

3. The approach to delivering affordable housing will be set out in a further development plan document, including:
   a. An overall target for the amount of affordable housing to be provided
   b. The size and type of affordable housing that is needed
   c. The range of circumstances in which affordable housing will be required, and
   d. The approach to seeking developer contributions

4. The detail of the approach to be applied will be informed by the findings of the City's Strategic Housing Market Assessment (SHMA) and any further relevant evidence then available. The approach will necessarily vary across the City, depending on local housing market conditions and needs and on the viability of sites to accommodate affordable housing, and will reflect Housing Strategy priorities for new delivery. It will take into account the full range of means available to secure affordable housing delivery, including:
   a. The direct grant funding of RSLs via the Homes and Communities Agency, in which the City Council plays an important co-ordinating role
   b. Joint venture initiatives and other partnership arrangements, such as that for the redevelopment of the former Boot Estate in Norris Green, using City Council land assets
   c. Area-based programmes in which the City Council is a major partner, including masterplanning, especially housing market renewal
   d. Decent homes programmes, through stock transfer and RSL stock re-investment
   e. Specific support and assistance to individuals (for example, HomeBuy, various Equity Loan schemes, Homeswap, Home Ownership Advisory Service), and
   f. Negotiation with private sector developers to secure affordable housing through developer contributions or "planning obligations"

5. All new housing provision should enable the needs of a household to be met over its lifetime, for example through the application of "Building for Life" and / or "Lifetime Homes" criteria. Further details will be set out in a further development plan document.
Policy Context and Justification

6.158 A longstanding strategic housing objective of the City is to ensure a balance of tenure and property types to sustain mixed income communities and support economic growth. Overall, Liverpool's current housing stock is over-represented by lower value, owner occupation properties, social rented stock and by particular housing types, especially terraced housing. It is demonstrably short of higher value semi-detached and detached houses with gardens suitable for family occupation - housing types which are both aspired to by existing residents and which are required if the City is to attract the new residents necessary to achieve its housing and population growth ambitions.

6.159 The policy response is to ensure an appropriate housing mix on a site-by-site basis which achieves the overall objective of delivering mixed and balanced communities and resolves both citywide and local imbalances. Given that residential neighbourhoods vary considerably in character across the City, the spatial approach to promoting housing choice needs to take into account the existing housing provision in terms of tenure, type, and size of dwellings within and between neighbourhoods. Different housing mixes are therefore required for different sites in different neighbourhoods. Strategic Policies 14, 15 and 16 below set out the broad housing mix priorities for each of the three strategic sub-areas.

Affordable Housing

6.160 A specific component of housing mix is the provision of affordable housing. It is important that the LDF process addresses the need to provide affordable housing for those who are unable to access or afford market housing. The key strategic housing issues impacting upon Liverpool have, however, historically been very much more about problems of an oversupply of low value housing and the stifling effect that has on local housing choice, hence the designation of the City’s Inner Areas as a HMR pathfinder until 2011.

6.161 The policy response to the affordable housing issue in Liverpool needs to ensure that it does not exacerbate these problems or perpetuate the processes which led to them. In this respect, the City Council already employs a wide variety of mechanisms and interventions to deliver affordable housing, appropriate to the varied housing market contexts found across the City and, in many cases, enabling the very direct targeting of new provision to needs. These include, in particular, the direct grant funding of RSLs, in which the City Council plays an important co-ordinating role, and delivery through joint venture initiatives and other partnership arrangements using City Council land.

6.162 The resource base for these non-planning policy mechanisms is largely provided by public sector funding programmes. Whilst they are expected to continue to play the major part in delivering affordable housing in Liverpool for the foreseeable future, the Core Strategy must be flexible enough to allow for changes in both the public resources available to deliver affordable housing and in the actual levels of need for affordable housing.

6.163 Unlike the majority of authorities in the country, Liverpool has never operated an affordable housing planning policy of the type allowed for in government guidance, in which affordable housing is delivered on private sector housing sites as a result of negotiation and agreement with a private developer. As indicated above, the critical strategic imbalances in Liverpool have historically been about an oversupply of low value homes, with the corresponding policy emphasis being one of securing higher value housing in order to bring about the mixed communities sought by government.

6.164 However, given the emphasis of the 2009 Housing Strategy on ensuring balance in housing markets in all parts of the City, including those where affordable housing may be in relatively short supply, there is a need to reconsider that position. The Housing Strategy identifies the Waterfront, Suburban Core and Central Buffer\(^{55}\) as housing market areas where further affordable housing...
should be sought in order to redress local shortages; the Waterfront being part of the Urban Core, and the Suburban Core and the Central Buffer together comprising the arc of residential areas in the Suburban Areas which lie between the Urban Core and the Regeneration Fringes.\(^{56}\)

6.165 In order to satisfy government requirements, the introduction of an affordable housing policy has to be based on robust evidence of affordable housing need as specifically demonstrated through a Strategic Housing Market Assessment (SHMA), and also on evidence of the ability of potential sites to deliver affordable housing and remain viable. The City’s 2011 SHMA indicates a citywide annual affordable housing need for 858 dwellings over the five years 2010-2015, amounting to 4,290 overall. This equates to 58% of the City’s total net housing growth as set out in the trajectory in Strategic Policy 9 above, over the same five year period.

6.166 Evidence as to the potential viability of housing sites in Liverpool in respect of affordable housing contributions is contained in the City’s 2008 Strategic Housing Land Availability Assessment (SHLAA). This suggests that, under the market conditions prevailing at the time of the assessment, sites in the Suburban Areas were generally more capable of accommodating affordable housing requirements and remaining viable.

6.167 The City Council will need to evaluate the findings of the SHMA, and that of the SHLAA and the 2011 SHLAA update upon which work is currently ongoing, and determine the detail of the approach that any resulting affordable housing policy should take. This will be undertaken, and fully consulted upon, as part of the preparation of a further development plan document and in conjunction with the identification and allocation of sites for housing development to deliver the housing trajectory set out in Strategic Policy 9 above.

6.168 In so doing, the City Council will wish to explore all potential delivery mechanisms to ensure that its affordable housing policy has maximum effect across the range of housing market circumstances found in the City. This will include evaluating the role to be played by the range of delivery mechanisms indicated above, together with any others that may arise. For example, a key finding of the SHMA concerns the increasingly important role played by the private rented sector in meeting affordable housing needs and the potential for it to continue to make a contribution in the future.

6.169 The affordable housing policy arising will be brought forward in a further development plan document. In line with current government guidance,\(^{57}\) this policy will be required to identify a target percentage of affordable housing, set the site size threshold to which it will apply, and indicate how that affordable housing delivery should be split between social rented and intermediate housing provision.\(^{58}\)

6.170 The Waterfront, Suburban Core and Central Buffer are the parts of the City where the scope to use other non-planning means to secure affordable housing is most limited and, subject to the findings of the SHMA and other relevant evidence, they are the most likely areas for a future affordable housing policy based on planning agreements to apply.

6.171 It may be required to further amplify this policy with respect to on-site and off-site provision, including commuted sums.

6.172 The quality of design and specification of new residential development are important elements of improving the City’s housing offer, as well as achieving a number of other benefits for communities such as an improved quality of life through improved health outcomes and living in an attractive and sustainable area. All new dwellings should achieve “Building for Life” and / or "Lifetime Homes"
criteria (together with Code for Sustainable Homes standards - see Strategic Policy 31), to be applied for all residential development across the City. Detailed policy for achieving improved design and specification will be set out in a further development plan document.

Sub-Area Policy Approach

### Strategic Policy 14

**Housing Mix - City Centre**

In the City Centre the emphasis will be upon private sector, flatted developments as part of mixed-use schemes at high densities, reflecting its character, the types of opportunities that come forward, and the particular lifestyle that City Centre living promotes. Where residential amenity can be secured and the facilities and services needed by families are readily accessible the provision of new family housing will be supported.

### Policy Context and Justification

**6.173** Overwhelmingly, the recent residential growth of the City Centre has taken the form of apartment accommodation, a substantial proportion of which has been accounted for by purpose-built student accommodation and one and two bed apartments for young singles and couples. Because of the types of development opportunities that prevail, the nature of adjacent uses, and viability constraints to development for other markets such as family housing, it is anticipated that future residential growth in the City Centre will continue to concentrate on apartment development for these markets. In most cases, residential development is expected to take place as part of mixed-use schemes, either at the scale of the individual apartment block or as part of wider redevelopment schemes involving larger areas of land and buildings.

**6.174** Apart from the issue of viability, the types of development opportunities that exist in the City Centre do not lend themselves easily to the provision of family housing, neither in the form of houses or apartments. Given also the fact that other parts of the City, especially the Urban Core, have a much more pressing strategic need for family housing in order to secure their future sustainability, the provision of new family housing in the City Centre is not a priority, though it will be supported where the infrastructure or facilities, services and residential amenity needed by families can be adequately secured. Making use of existing infrastructure capacity rather than providing new is an important principle within the Core Strategy.

**6.175** The provision of new affordable housing is similarly not a priority. As indicated above, the City Centre already contains areas of established social family housing, in places such as Cornwallis, Great George Square, St Andrews and Marybone, consisting of both houses and bungalows, and ensuring a degree of mix within the overall City Centre market. In view of this, and given too the City Centre’s proximity to significant low cost market housing within adjacent Urban Core neighbourhoods, low cost housing for sale will not be encouraged.

### Strategic Policy 15

**Housing Mix - Urban Core**

1. In existing residential neighbourhoods, particularly in the **Priority Housing and Neighbourhood Renewal Areas**, the City Council will encourage the delivery of private sector family houses, especially higher value houses, with gardens for owner occupation. New development will be expected to be delivered at densities of 30-50 dwellings per hectare, but densities outside this range will be allowed where they can be demonstrated to reflect the character of an area or broaden local housing choice.
2. As the Urban Core contains the highest concentrations of existing affordable housing, the provision of new social rented housing will be based on needs arising from regeneration projects or where supported/specialist housing is required to meet particular needs.

3. In Waterfront locations an appropriate proportion of family-oriented, social rented housing will be encouraged to achieve the development of mixed communities. Subject to evaluation of the SHMA findings and other relevant evidence the City Council will set out in a further development plan document an affordable housing policy for the Waterfront which will commit the Council to negotiate a proportion of affordable housing delivery on private sector sites. Where sites are of a size that would require development over a number of years the City Council may require later phases to make provision while earlier phases may be exempt.

Policy Context and Justification

6.176 The diversification of housing choice in areas of housing market weakness in the Urban Core is expected to be an incremental process, taking place over the lifetime of the Core Strategy. Currently, these areas, particularly the Priority Housing and Neighbourhood Renewal Areas, are in general dominated by social rented, private rented, and lower value, owner occupation properties and by particular housing types, especially terraced housing. They are demonstrably short of higher value, semi-detached and detached houses with gardens suitable for family occupation - housing types which are both aspired to by existing residents and which are required if those areas are to attract the new residents necessary for their long term health and sustainability.

6.177 The policy emphasis is therefore on encouraging the delivery of house types and values which are currently in short supply in order to achieve a better balance in the housing offer. In doing so, it is recognised that, for urban design reasons, not all development opportunities will necessarily lend themselves to the development of semi-detached and detached houses with gardens. In such circumstances, and in recognition too that population densities across the Urban Core will need to be increased, or at least maintained, if local shops, schools and other community facilities are to be sustained, it is accepted that higher density forms of development will be appropriate.

6.178 It should also be emphasised that, as sought in Strategic Policy 13 which sets out the overall principles for housing mix across the City, the existing housing balance, in terms of tenure, type, and size of dwellings, can vary between neighbourhoods, and that the emphasis on new provision will itself also vary between neighbourhoods depending on what is required to achieve a better balance and mix. Housing proposals will need to be sensitive, therefore, to the needs and housing shortages of the locality in which they are situated, whilst respecting the overall desire within the Urban Core to increase the provision of houses with gardens for owner occupation.

6.179 New social housing provision in the Urban Core will play an important role in meeting housing needs arising directly from the redevelopment process where clearance is involved, but the provision of additional social rented housing is not otherwise a priority.

6.180 Outside of the older established residential neighbourhoods, the approach needs to be different. The Waterfront area, as identified in the City’s Housing Strategy 2009-2011, fulfils an intermediate role in Liverpool's overall housing offer, sitting, both physically and functionally, between the City Centre and those established neighbourhoods. In the northern part of the Waterfront, which will be the long term focus for the Growth Point centred around the Liverpool Waters proposal, wholly new residential neighbourhoods will be created. It is important for the City that these are developed from the outset as balanced and mixed communities.

6.181 The southern part of the Waterfront already contains existing areas of housing, developed since the early 1990’s on former dock land under the auspices of the former Merseyside Development Corporation (MDC). Apart from being developed much more recently they are physically separate
from the older residential areas further inland and display very different housing market characteristics, being entirely given over to private sector housing, predominantly in the form of apartments and town houses and in general of higher value.

6.182 As explained above, and subject to evaluation of the SHMA findings and other relevant evidence, additional affordable housing will be sought in these Waterfront locations in order to deliver the mixed and balanced communities sought, in so doing, allowing new development in the older, established residential neighbourhoods to focus more strongly on housing for sale.

6.183 The overall requirement for housing mix on individual or groups of sites will be set out in a further development plan document.

### Strategic Policy 16

#### Housing Mix - Suburban Areas

1. The overall emphasis will be on delivering mixed-value, private sector family housing, especially semi-detached and detached houses. New development will be expected to be delivered at densities of 30-50 dwellings per hectare, but densities outside this range will be allowed where they can be demonstrated to reflect the character of an area or broaden local housing choice.

2. In the Regeneration Fringes, new private sector housing for owner occupation will be particularly encouraged, especially where it introduces higher value housing than exists in the locality. New social rented housing should be provided in order to meet the decant needs arising from regeneration projects or where supported/specialist housing is required to meet particular needs.

3. In other locations in the Suburban Areas, and subject to evaluation of the SHMA findings and any further relevant evidence that becomes available, the City Council will set out in a further development plan document an affordable housing policy which will commit the Council to negotiate a proportion of affordable housing delivery on private sector sites. Where sites are of a size that would require development over a number of years the City Council may require later phases to make provision while earlier phases may be exempt.

### Policy Context and Justification

6.184 The Suburban Areas consist of a number of housing market sub-areas identified in the Housing Strategy 2009-2011: the Suburban Core, the Central Buffer, and the Regeneration Fringe Areas. The Suburban Areas collectively contain approximately 63% of the City’s housing stock and although predominantly suburban in nature have a diverse range of residential neighbourhoods.

6.185 The Regeneration Fringes were developed originally as Council housing estates and are still dominated by social housing. The Housing Strategy 2009-2011 seeks to promote greater diversification of tenure, a broader range of housing - in particular detached properties - and higher property values in these areas. The density range indicated of 30-50 dwellings per hectare reflects the type and size of dwellings sought, particularly the emphasis on detached properties, to assist with achieving the diversification of the stock required to meet the City’s housing strategy objectives.
6.186 In terms of affordable housing provision, new social rented housing will be provided either to address housing needs requiring supported housing or specialist housing, or for replacement arising from redevelopment schemes. The Housing Strategy places particular emphasis on the provision of intermediate housing, to both replace existing social rented housing provision and support the objective to increase owner occupation.

6.187 Outside the Regeneration Fringes lie the most stable and attractive residential areas in the City. Under the Housing Strategy these areas comprise the Suburban Core or Central Buffer housing zones. The Suburban Core contains the lowest levels of social rented housing and the highest house price / income ratios in the City. In recognition of an affordable housing shortage, the Housing Strategy Statement 2009-2011 seeks to actively promote the provision of social housing within approved developments.

6.188 Within the Central Buffer the Housing Strategy Statement identifies sufficient provision of social rented housing but a shortage of intermediate housing.

6.189 As a result, and subject to evaluation of the SHMA and other relevant evidence, additional affordable housing will be sought in Suburban Core and Central Buffer locations in the Suburban Areas in order to deliver the mixed and balanced communities sought. The overall requirement for housing mix on individual, or groups of, sites will be set out in a further development plan document.

Gypsies And Travellers

6.190 Government guidance currently requires the LDF to identify a site for Gypsy and Traveller provision where there is evidence of identified need.

**Strategic Policy 17**

**Gypsy and Traveller Sites**

A site, or sites, as appropriate, to meet the accommodation needs of Gypsies and Travellers will be identified through a further development plan document based on the following criteria:

a. The site can be supplied with essential services (i.e. electricity, water, drainage) and has access to public transport
b. The site is well designed and landscaped to give privacy between pitches and neighbouring uses, can be safely accessed from the public highway, and has adequate parking and turning space
c. The site can accommodate work-related uses without undue detriment to the immediate locality due to noise or nuisance

**Policy Context and Justification**

6.191 Liverpool has an existing, permanently-occupied, socially rented site - Tara Park at Oil Street - for Gypsy and Traveller provision. The Merseyside Gypsy and Traveller Accommodation Assessment (GTAA),(60) completed in February 2008, identified a need for an additional 14 permanent pitches to be provided in Liverpool for the period 2007-2016. For transit provision the GTAA did not specify a pitch provision requirement for Liverpool but did identify a need for 10 pitches across the four Merseyside authorities.

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59 Intermediate affordable housing is housing at prices and rents above those of social rent but below market price or rents. These can include shared equity and other low cost homes for sales, and intermediate rent
To comply with current guidance, the Core Strategy needs to provide the framework to identify and assess the potential of appropriate sites. The framework in Strategic Policy 17 is based on the existing saved policy of the Liverpool Unitary Development Plan (Policy H9). A further development plan document will apply the criteria contained in the framework to select specific site(s) to meet the identified need.

**Monitoring And Delivery**

**Monitoring Indicators**
- Housing completions and demolitions, by sub-area, to update the housing trajectory
- Demographic change, particularly in relation to population and household change and housing need assessment
- % of the overall population who live in Super Output Areas (SOAs) ranked in the upper 10% most deprived nationally
- Proportion of vacant dwellings
- Number of dwellings granted planning permission by sub-area
- Housing tenure by type and location
- Average house prices by house type
- Affordable housing completions
- Planning applications submitted and planning permissions granted for Gypsy and Traveller provision

**Means of Delivery**

A further development plan document will:
- Allocate and phase sites for the required range of housing uses
- Indicate the housing mix sought on allocated sites or groups of sites

As and when appropriate, other local development documents may be used to supplement these requirements with more detailed guidance.

**Stakeholders**
- Private sector housebuilders
- Registered Social Landlords
- Homes and Communities Agency
Strategic Objective Three - Vital and Viable Shopping Centres

Liverpool's Hierarchy of Shopping Centres

6.193 Sustainable communities have at their heart good local services and facilities. Liverpool City Centre, supported by a network of district, local and neighbourhood centres, provide a range of shops, services and community facilities. The centres are also an economic asset, particularly the City Centre as the Regional Centre and primary economic driver for the City Region. This network is supplemented by a number of out-of-centre shopping parks which also support local residents' shopping and leisure needs.

6.194 The City's district, local and neighbourhood centres provide "a front door" to the local neighbourhood and are a focal point for the local community. They are an important component of the City's economic and social infrastructure. They developed to serve a growing city in the nineteenth and early twentieth centuries when shopping patterns were more locally-orientated and now need to adapt to meet basic day-to-day shopping and service needs in order to contribute to ensuring sustainable communities. Proposed major housing development, particularly within the City Centre and surrounding Urban Core, and restructuring of housing markets within the Regeneration Fringes in the Suburban Areas is aimed at increasing the population of the City. It is important to ensure that new housing development within Liverpool is supported by a range of accessible shops, services, leisure and community facilities (including education, training and health facilities) to sustain the population, reducing the need to travel, thereby having positive impacts on social inclusion, health and climate change issues. In addition, existing local communities need access to a network of quality shops and services to meet their everyday needs. To achieve this, the City's District and Local Centres are the key priority for investment.

6.195 The following policies identify a sustainable network and hierarchy of centres to complement Liverpool City Centre and housing renewal and investment within the City. The policies seek to promote their vitality and viability by ensuring that they are the focus for new investment and that development out of centre does not have an adverse impact on them.

Strategic Policy 18

The Hierarchy of Centres for Liverpool

1. To achieve more sustainable shopping patterns across the City and provide a sustainable distribution of shops and services within Liverpool to support local communities, the City's centre hierarchy will comprise the following types of centre:

   a. Liverpool City Centre - as the Regional Centre will be the primary comparison shopping destination for Liverpool and the City Region and the focus for appropriate investment in major comparison retailing, leisure, cultural and tourist facilities, and other main town centre uses including complementary evening and night time uses which support its role.

   b. District Centres - will be the primary focus for development and investment in shops, services, leisure and community uses outside the City Centre. A mix of uses (with retail as the principle use) will be supported to ensure vibrant and vital centres which meet the needs (primarily for convenience shopping) of the local communities that they serve. A key consideration when assessing proposals for town centre uses in other locations will be the impact on the vitality and viability of Liverpool's District Centres.

   c. Local Centres - will be the focus for small scale shops and services appropriate to their role and function which is to serve the everyday needs of local communities. Their vitality and viability will be protected and enhanced. New development within
Local Centres should not have an adverse impact on the role and function of the City's District Centres.

d. **Neighbourhood Centres** are the lowest tier in the hierarchy providing very localised facilities. Their role in providing neighbourhood provision will be supported by protecting current levels of provision, but increases in retail floorspace will not normally be appropriate.

2. Development proposals (including new build, extensions and changes of use) within or on the edge of the City, District, Local or Neighbourhood Centres should contribute, including through good design and/or developer contributions, to enhancing and maintaining the centre, particularly in respect of its environment (including green infrastructure), public realm and accessibility. Additionally, development proposals should be of a scale appropriate to the particular centre.

3. The boundaries of all the centres identified in the following policies, potential development opportunities within them and development management policies will be included in a further development plan document. Until then the boundaries will be those on the UDP Proposals Map, with the exception of Speke which will be based on that defined in the City's 2009 District and Local Centre Study - Liverpool City Council District & Local Centres Study, GL Hearn, November 2009.

**Policy Context and Justification**

6.196 Liverpool has an extensive network of centres providing a range of shops and services. The quality and quantum of shops and services varies from centre to centre and also between different areas of the City. This is reflected in the shopping patterns occurring across the City. Large foodstores are the main destination for main food shopping trips and a number of stores trade above average levels. In respect of non-food shopping, outside the City Centre, South Liverpool dominates shopping patterns primarily due to the success of New Mersey Shopping Park. Some of these shopping patterns are unsustainable, i.e some stores draw trade from a very wide area. Government guidance requires local authorities to define a network and hierarchy of centres to meet local community needs and to adopt a town centre first approach to new investment. To reflect this guidance and the objective of achieving more sustainable shopping patterns across the City, this policy defines the different types of centre within Liverpool's hierarchy and will ensure that they are the primary location for new investment, meeting quantitative and qualitative needs according to their specific role and function.

6.197 The City Centre is the Regional Centre and fundamental to the economic growth of the City Region. It forms a strategic hub with significant comparison retail floorspace, leisure, cultural and tourist facilities. It is the primary retail centre within the sub-region and is therefore the highest level of centre both within the City and sub-region hierarchy of centres. It is a highly sustainable location and will therefore be the focus for new investment for retail and other town centre uses which support and develop its sub-regional role whilst also ensuring that it provides Liverpool residents with access to major comparison retail, leisure, entertainment and cultural facilities.

6.198 Three levels of centre have been defined below the City Centre. These are based on the conclusions of the District and Local Centre Study (2009) which proposes a hierarchy of centres within the City based upon the need to provide a sustainable distribution of centres throughout Liverpool.

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61 Until then the boundaries will be those on the UDP Proposals Map, with the exception of Speke which will be based on that defined in the City's 2009 District and Local Centre Study - Liverpool City Council District & Local Centres Study, GL Hearn, November 2009.

62 Liverpool Retail and Commercial Leisure Study 2011
6.199 District Centres form the second tier in the hierarchy. They provide a broad range of shops and services, normally containing at least one post office, chemist, large foodstore and a high proportion of other uses, including community facilities. They act as a focus for the local community and public transport services and the policy therefore sets out that outside the City Centre they should be the primary focus for town centre uses.

6.200 District Centres now serve a significantly smaller population compared to when they first developed. In addition their role and function has changed as a result of changing shopping patterns driven by consumer changes and the increasing dominance of multiple retailers. However, given they are in highly accessible locations they have a role to play in ensuring sustainable local communities and should be the focus for investment to ensure their long term future. Whilst the primary role of District Centres will be to provide food and non-food shopping facilities, it is anticipated that the focus will increasingly be on food shopping. In addition it will be important for the centres to provide an appropriate mix of other uses and facilities including leisure, food and drink (e.g. restaurants and cafés), community and health to ensure their vitality and viability and more sustainable neighbourhoods. The appropriate level and scale of other services and facilities will be set out in a further development plan document. Small-scale residential development would also complement the role of District Centres. A key consideration when assessing proposals for town centre uses in other locations including Local Centres and out of centre proposals will be the impact on the vitality and viability of Liverpool’s District Centres.

6.201 Local Centres serve a more limited catchment area, contain fewer units than District Centres and normally a modest sized foodstore. It is important to support their role and function so that these centres continue to provide day-to-day shops and services for their local community.

6.202 Liverpool has numerous Neighbourhood Centres which form the lowest tier in the hierarchy and consist of small clusters of shops which serve their immediate catchment area for local convenience retailing. They include, for example, Gateacre Park Drive, Childwall Fiveways, Aigburth Vale, Rose Lane, Muirhead Avenue East and Prescot Road. It is important to protect their role but increases in retail floorspace will not normally be appropriate as the priority for investment outside the City Centre are the District Centres, followed by Local Centres.

6.203 The District and Local Centre Study (2009) found that the health of the majority of district and local centres across Liverpool has deteriorated over time. Changing economic dynamics and a falling population over a number of decades have undermined the catchment population and their expenditure patterns, particularly within the Inner Areas. This has undermined the retail facilities and other local services within centres and in turn has created problems of high vacancy levels, a poor and disjointed retail offer, and poor environmental quality and public realm. There are significant structural challenges within centres, including the length and scale of a number of centres relative to their catchment and availability of suitable shop units and development opportunities. Other issues identified within the study include the lack of open space, trees and shrubs, an oversupply of small shop units and limited parking provision. Therefore, this policy also requires new investment to contribute to improving and enhancing centres, particularly in respect of the environment, public realm and accessibility. This will be achieved through good design and/or developer contributions and will help deliver an improved quality of place and shopping experience and assist in increasing investor confidence.

6.204 This contribution requirement will apply equally to the City Centre. Whilst the City Centre has and continues to undergo significant change and regeneration, including substantial improvements to the public realm and environment, it is important to continue this momentum to ensure an outstanding urban environment and its future vitality and viability.
Sub Area Policy Approach

6.205 Strategic Policies 19, 20 and 21 identify the centres (with the exception of Neighbourhood Centres) within each sub-area, according to the types of centre identified in the above citywide approach and sets out specific policies (including priorities and actions) for each centre.

Strategic Policy 19

City Centre Shops and Services

1. The Main Retail Area (MRA) is the primary location for major comparison goods retailing within the City and City Region. Its vitality and viability will be protected and enhanced by:
   a. Supporting new development and investment which develops its role and function
   b. Ensuring other retail proposals elsewhere do not have an adverse impact on it
   c. Ensuring that A1 comparison retailing is the primary use, particularly within the Core of the MRA
   d. Prioritising peripheral retail areas within the MRA for new investment which would complement the City Centre's role as a Regional Shopping Centre and enhance its overall vitality and viability. This may include a diversification of uses, independent shops and services and specialist/themed quarters.

2. The boundary of the MRA will be defined in a further development plan document. The City Centre Study will inform its definition. Within this a Core Area will be defined within which the primary retail function will be protected. Until a boundary is defined in a further development plan document, the boundary will be as identified in the UDP, including the Paradise Street Development Area (Liverpool One).

3. London Road Shopping Area will perform a supporting role to the Main Retail Area primarily providing for discount shopping.

4. District Centres in the Urban Core will provide the main convenience shopping needs for city centre residents - specifically Great Homer Street and Park Road. There is no retail capacity for further convenience provision with the City Centre but small-scale convenience shops and services which meet the day-to-day needs of city centre residents, workers and visitors will be supported where:
   • It is clearly demonstrated that there will be no adverse impact on District and Local Centres
   • They form part of mixed use schemes
   • There would be no significant impact on residential amenity

5. The Waterfront areas of the City Centre will be a focus for regionally significant cultural, tourism and leisure uses, in addition to the established arts and cultural uses around William Brown Street / Lime Street.

Policy Context and Justification

6.206 The City Centre is the Regional Shopping Centre for the sub-region, ranked fifth nationally in 2008. The Liverpool One development is the largest retail and leisure scheme in Europe which has added 154,000sqm of new retail floorspace and made a significant contribution to the regeneration

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63 A number of centres are on the boundary of the Inner and Outer Areas. The area of the centre that falls within the Inner or Outer Areas has been taken into account when determining which area the centre should be placed in.
of the City Centre. It has attracted retailers to the City not previously represented and has had a positive impact on footfall, spending and visitor numbers. It is therefore important to include it within the Main Retail Area which will be the focus for major comparison goods retailing within the City and City Region. Within the City Region a network of town centres including Southport, Birkenhead and St. Helens should complement its role and function. In order to protect the role and function of the MRA this policy will seek to ensure that no other retail developments, including within these sub-regional towns, the remainder of the City Centre and the City undermine its vitality and viability.

6.207 Whilst Liverpool One has brought significant benefits for the City Centre it has inevitably resulted in the movement of retailers within the City Centre and a shift in the retail focus within the MRA. This has resulted in some retail areas within the City Centre MRA becoming more peripheral. It is therefore important to consider the most appropriate strategy for these areas, to ensure connectivity across the City Centre and build upon the success of Liverpool One. The Main Retail Area should be a “destination” offering a variety of shopping experiences which together create a vibrant and vital City Centre. The Core Strategy will therefore support a diversification of uses, independent shops and services and specialist/themed quarters which broaden the retail offer in the MRA and complement Liverpool One. The City Centre Retail Study (2010) assessed the health and functionality of the MRA, considered the distinct quarters within it and put forward a strategy for future investment. It will be used to inform more detailed policies in a further development plan document.

6.208 The City Centre is also a major regional leisure and tourism destination, emphasising its importance as an economic driver for the City and wider sub-region. It has a very successful night time economy with numerous bars and restaurants. In recognition of this it received the Purple Flag award in 2010. The City Centre also has a number of quality theatres, concert venues and cinemas including Kings Dock Arena, Liverpool Empire, Philharmonic Hall and Fact. Leisure, cultural and tourism uses will be most appropriate outside the MRA, particularly along the waterfront where such uses have recently been developed. The Museum of Liverpool, the largest newly built national museum in the UK for a century has recently opened at Mann Island.

6.209 The City Centre has seen an increasing residential population in recent years. Residents need to be provided with access to day-to-day shopping facilities to ensure sustainable city centre communities and reduce the need to travel. However, the focus of retail in the City Centre (specifically the MRA) as the Regional Centre is comparison goods shopping. It is not an appropriate location for a main foodstore that attracts significant car trips. Therefore, District Centres in close proximity to the City Centre should provide for the main food shopping needs of residents. The policy does, however support small scale convenience shops and services where a number of criteria are met, in particular the demonstration that there would be no adverse impact on District and Local centres.

Strategic Policy 20

Urban Core Centre Hierarchy

District Centres - Breck Road, County Road, Edge Hill, Great Homer Street, Park Road

1. The delivery of a new comprehensive District Centre with a significantly expanded and diverse retail offer and a mix of other services and community uses will be supported at Great Homer Street to support housing and population growth and wider regeneration of the area. This centre will meet the main convenience shopping needs of new residents on the Liverpool Waters site.

2. Park Road will be the focus of enhanced convenience shopping facilities through the provision of a new food superstore and associated public realm and environmental improvements.

3. Investment which contributes to the regeneration and enhancement of Breck Road, Edge Hill and County Road will be supported, particularly where it would assist in delivering an improved focus within the centre. New investment should contribute to improving the quality of the environment, public realm and built form to create a stronger sense of place.
Local Centres - Kensington, Lodge Lane-Smithdown Road North, Tuebrook

4. The facilities within these centres will be protected and enhanced to ensure vital and viable shops and services for local communities. Investment within the centres should support the wider regeneration priorities within the area and contribute to enhancing the environmental quality of the centre.

Liverpool Waters

5. To support the development of the Liverpool Waters site for residential and commercial office development, complimentary retail and leisure uses, services and community facilities (new Neighbourhood Centres) will be supported to serve the day to day needs of the new residents and workers on the site. These supporting uses shall be delivered incrementally as resident and working populations increase, and should not have an adverse impact on the vitality and viability of the City Centre or any other nearby centre.

Policy Context and Justification

6.210 The centres identified within the Urban Core will support substantial housing growth and economic investment within the Urban Core, particularly North Liverpool.

6.211 The delivery of a comprehensive new district centre at Great Homer Street will be the primary focus for new investment. The planned new £150 million district centre is seen as a flagship scheme that will create a new heart for North Liverpool. St Modwen Developments Ltd were appointed as the Council's partner on the project in 2004. The scheme received outline planning consent in January 2007, and in the following May it was endorsed by Government. A revised planning application was granted permission in January 2009.

6.212 The scheme includes:
- A 115,000 square feet superstore
- 80,000 square feet of non-food retail stores
- A market hall and 300 relocated outdoor market stalls
- 480 new homes
- Facilities for a Primary Care Trust centre, a new library and leisure facilities
- 80,000 square feet of light industrial units
- A public transport interchange.

6.213 Park Road District Centre serves a sizeable catchment area in the Toxteth area of the City. A large food superstore (9571sqm gross) has recently opened; this will contribute to the delivery of regeneration and environmental benefits in this deprived part of the City which suffers from high unemployment and poor retail provision. The developer contribution will deliver significant environmental improvements within the District Centre.

6.214 Given the significant role that Liverpool Waters is expected to perform in delivering a wholly new residential neighbourhood it will be important to ensure that appropriate small-scale shops, services and community facilities are provided on the site to support the new population. The new District Centre at Great Homer Street will meet the main convenience shopping needs of residents in this part of North Liverpool. To ensure this, development at Liverpool Waters should be well integrated with North Liverpool with enhanced movement routes so that the shops and services at Great Homer Street are easily accessible. The City Centre Main Retail Area (MRA) will provide the main comparison shopping destination and such uses at the Liverpool Waters site should complement this offer and not have an adverse impact on the MRA.
6.215 Other District and Local Centres within the area will continue to serve an important role given the substantial residential areas adjacent to the centres and wider regeneration and renewal initiatives. It will therefore be important to protect these centres as focal points for local communities and to support appropriate investment within them. Specifically:

- **Breck Road District Centre** plays an important strategic role in serving a sizeable catchment sitting at the southern border of the Anfield/Breckfield area within North Liverpool. The priorities will be to provide an improved focus within the centre, better integration of existing shops and services and improve its environmental quality.

- At **Edge Hill District Centre** the priority will be to provide greater coherence and focus within the centre, and to upgrade the public realm and the pedestrian environment. There is also an opportunity to enhance its convenience retail offer.

- **County Road District Centre** is a busy linear centre which currently lacks a clear focus. The priority will therefore be to provide a greater focus to the retail offer, create stronger gateways and improve the public realm and environmental quality within the centre. Additionally, there are development opportunities that could prove more attractive to retailers and create a stronger "heart" to the centre.

- **Kensington Local Centre** is a long linear centre located on a primary route to the City Centre. Investment within the centre will complement and support wider regeneration in the area. The priorities for the centre include creating a greater focus and stronger gateways and improving the environment.

- **Lodge Lane-Smithdown Road North Local Centre** is located in close proximity to areas in which significant change and regeneration is ongoing and serves a multi-ethnic population. The priorities will be to create a stronger, more attractive node at the Parliament Street junction, support independent shops and services and environmental improvements and provide a retail anchor and stronger focus within the centre.

- **Tuebrook Local Centre** is a sizeable and linear centre. The priorities will be to consolidate and strengthen the centre and support environmental, shop front and parking improvements.

### Strategic Policy 21

**Suburban Areas Centre Hierarchy**

1. **District Centres - Allerton Road, Belle Vale, Broadway, Old Swan, Smithdown Road South, Speke, Walton Vale, Woolton**
   
   a. **Broadway** will be the focus for new and improved retail facilities which should contribute to its role and function as the primary District Centre serving the north east of the City and complement housing regeneration within the area. The former Sayers Bakery site to the east of the Centre presents a particular development opportunity to deliver enhanced retail facilities. New investment should be well-integrated with the remainder of the centre and contribute to improving the environmental quality of the centre.

   b. The vitality and viability of **Allerton Road, Belle Vale, Old Swan, Smithdown Road South, Speke, Woolton and Walton Vale** will be protected to ensure that they continue to act as a focus for the local community and provide a range of shops and services.

2. **Local Centres - Aigburth Road, Garston, Hunts Cross, Wavertree High Street, West Derby Village**. Facilities within these centres will be maintained, and opportunities to provide a greater focus and improve the environmental quality within the centres supported.
3. The provision of a new Local Centre at Stonebridge/Croxteth area with a foodstore of an appropriate scale to meet quantitative and qualitative needs will be supported. Proposals should:

- Be located and designed to complement housing development and regeneration in the area
- Serve the day-to-day needs of the local community
- Complement retail and service provision at Broadway District Centre
- Demonstrate no significant impact on existing established centres

A further development plan document will identify the most appropriate site.

Policy Context and Justification

6.216 The main areas of change within the Suburban Areas will be focused on the Regeneration Fringe Housing Estates. The centres at Broadway, Belle Vale, Speke and Garston will support housing renewal within these areas.

6.217 Broadway District Centre plays an important role in serving a wide area within the north east of the City. It is an appropriate location for meeting an identified need for enhanced convenience shopping facilities within the north east of the City. The centre contains a number of development opportunities which will meet a proportion of the need in this part of the City and strengthen the role and function of the centre. A further development plan document will identify the appropriate site/s including the former Sayers bakery site. Development on this site and other identified sites should be well-connected with the remainder of the centre, strengthen footfall, assist in creating a retail circuit, improve linkages with community facilities and improve the centre's environmental quality.

6.218 Belle Vale District Centre comprises an indoor shopping centre and Morrisons supermarket. It has a large catchment which includes Gateacre, Netherley and Childwall and regeneration fringe housing estates which are a key priority for housing renewal. An extension to the centre has recently been delivered which presents a more attractive and modern facade and it is important to support continued investment in the centre.

6.219 Speke District Centre comprises a new build centre serving the Speke housing estate. The new centre which comprises a Morrisons foodstore, together with a number of non-food units, has substantially improved the shopping facilities for local residents. It is important to protect its role and function to ensure the continued provision of high quality, accessible shops and services for the local community.

6.220 Garston Local Centre requires a proactive approach to improve its overall vibrancy. There are a number of development opportunities within the centre, a diversity of uses should be encouraged and issues of fragmentation need to be addressed.

6.221 Other centres within the Suburban Areas of the City should be protected to ensure that they continue to provide shops, services and community facilities to support local communities within established residential areas. There are a number of vibrant and successful centres, including Allerton Road, Old Swan and Woolton and it will be important to protect these. Specifically:

- Allerton Road District Centre is the most vibrant and successful centre in the City, with a strong representation of high street multiples and a diverse range of services. It is therefore important to protect and support the centre and to consider controlling the mix of uses including A3/A4/A5 uses in order to safeguard its shopping function. This would be achieved through development management policies within a further development plan document.

65 These include restaurants, bars and takeaways.
Old Swan District Centre plays an important strategic role serving an extensive catchment in east Liverpool and is currently performing well. This role needs protecting to ensure the continued provision of sustainably located shops and services. The centre would benefit from improvements to its environmental quality, including the public realm and pedestrian environment, and maximising opportunities to create a stronger anchor at the eastern end.

Woolton District Centre is an attractive and vibrant centre which needs to be protected. Investment should contribute to public realm and environmental improvements and it would be appropriate though a further development plan document to consider managing the mix of uses, including A3/A4/A5 uses, to protect its shopping function.

Smithdown Road South District Centre is a substantial centre with a significant catchment population. The priorities for the centre include creating a greater focus, environmental and shop front improvements and developing the independent retail sector.

Walton Vale District Centre is a long linear centre in the north of the City. It operates reasonably well but its function is limited. It would benefit from an improved convenience provision and community infrastructure. Priorities include environmental improvements, pedestrian crossings and shop front improvements.

Aigburth Road Local Centre is a long linear centre with a number of community uses. The centre needs to be redefined to provide a greater focus and consideration given to improving linkages with Lark Lane which is a vibrant destination with a strong evening economy.

Hunts Cross Local Centre comprises a reasonable mix of retailing and serves an area of low density suburbs. Greening the environment is the main priority for the centre.

Wavertree High Street Local Centre has a very localised function due to the limited retail provision and basic services. Stronger centres at Allerton Road and Smithdown Road South provide for the main convenience shopping needs of local communities. Priorities for the centre include environmental improvements and considering the potential to develop the evening economy uses further.

West Derby Village Local Centre is an attractive centre in the north of the City, located within a Conservation Area. It benefits from a strong quality of place and performs well as a convenience shopping destination. It is important to protect its role and consider the potential to manage the growth of its evening economy.

This policy supports the delivery of a new Local Centre within the Stonebridge/ Croxteth area. Communities in the Croxteth/Stonebridge area which suffer from significant social and economic deprivation do not have easy access to convenience shops and services to meet day-to-day needs. There is an opportunity to meet an identified need for further shopping facilities within this part of the City, which will support the city wide objective of achieving more sustainable shopping patterns. Broadway District Centre will continue to be the primary retail centre serving the area but it cannot meet all the need, particularly qualitatively, and is not easily accessible on a daily basis for communities in the Croxteth/Stonebridge area. On the basis of evidence it is therefore considered appropriate to support the development of new Local Centre within this part of the City which should include the provision of a foodstore of an appropriate scale. A further development plan document will identify the most appropriate site.

The City Council commissioned consultants to undertake a Strategic Review, Options Appraisal and Implementation Plan for the redevelopment of the Stonebridge Cross area. The Implementation Plan was finalised in early 2010 and provides the City Council with a framework to promote and deliver a coherent and holistically-planned future for the area. It is based on a comprehensive review, analysis and evaluation of a range of property markets, regeneration and socio-economic considerations; and significant consultation with stakeholders, local residents and community groups. In addition to new housing, the preferred option includes provision for additional retail, leisure and community facilities.
Picture 6 The hierarchy of Liverpool's retail centres and out-of-centre facilities (for use with reference to Strategic Policies SP18 - SP22 inclusive)
Out-of-Centre Facilities

6.224 The City has four out-of-centre shopping parks - Hunts Cross, New Mersey, Edge Lane and Stonedale Crescent. These facilities have a role to play in meeting some of the shopping and leisure needs of Liverpool's residents and this policy, taking account of the evidence base, sets out the approach towards these locations and other out-of-centre and edge-of-centre proposals that may come forward.

Strategic Policy 22

Out-of-Centre and Edge-of-Centre Retail and Leisure Facilities

1. There is no quantitative retail and leisure capacity case to support any additional out-of-centre retail and leisure floorspace across the City. Proposals for new retail or leisure floorspace - including extensions and proposals to vary or remove conditions in respect of the range of goods sold outside the defined network of centres - must therefore demonstrate:

   a. Compliance with the sequential approach;

   b. That there would be no significant adverse impact on any centre within the City or adjacent authority. An impact assessment will be required for retail and leisure proposals according to the following floorspace thresholds:

   - Edge of Local Centre – over 200sqm gross
   - Edge of District Centre – over 500sqm gross
   - Out-of-Centre – over 500sqm gross

   The proposal should be assessed against impact on:

   - Existing, committed and planned public and private investment in a centre or centres within the catchment area
   - Vitality and viability of centres, including local consumer choice, and the range and quality of the convenience and comparison retail offer
   - In-centre trade/turnover taking account of current and future consumer expenditure capacity

   For local convenience stores the impact assessment should demonstrate no adverse impact on existing convenience stores in centres within the catchment area.

2. In respect of edge-of-centre development, proposals should demonstrate benefits for the centre, including how the proposal is/will be connected to the centre and that the proposal is of an appropriate scale in relation to the size of the centre and its role in the hierarchy of centres.

3. Where it is determined that a proposal meets the above criteria, in order to ensure that impacts on centres are minimised planning conditions will be used to control the type and mix of the retail floorspace, range of goods sold, size of units, number of operators per unit and quantum of gross and net floorspace.

Urban Core
4. New and redeveloped retail and leisure facilities will be supported at **Edge Lane Shopping Park** in accordance with existing consents in order to enable the modernisation and enhancement of the shopping environment in this location and to contribute to the wider regeneration of the Edge Lane Corridor. Any future applications at this location must comply with Part 1 above.

**Suburban Areas**

5. The existing role and function of the following Shopping Parks is recognised:
   - New Mersey Shopping Park
   - Hunts Cross Shopping Park
   - Stonedale Crescent Shopping Park

   These shopping parks, however, are not regarded as “centres” and therefore are not sustainable or priority locations for further development.

**Policy Context and Justification**

6.225 The City Council’s priority is to achieve more sustainable shopping patterns across the City and to focus new investment within the defined network of centres to provide a sustainable distribution of facilities for local communities. Therefore, any retail and leisure quantitative need identified over the lifespan of the Core Strategy should be focused within centres where it will improve and enhance existing provision and achieve wider objectives of sustainable economic growth. Development outside defined centres will impact on this strategy and could have an impact on the vitality and viability of centres.

6.226 A significant amount of new retail and leisure floorspace has been permitted in the City in recent years and the Liverpool Retail and Commercial Leisure Study (2011) provides no retail and leisure capacity need case for providing additional out-of-centre retail floorspace in Liverpool either within new locations or existing Shopping Parks.

6.227 It is, however recognised that developers may still come forward with retail and leisure proposals outside of the City’s centres, including within existing Shopping Parks and edge-of-centre locations, over the time frame of the Core Strategy. Therefore, this policy sets out the criteria that such proposals should comply with. It requires proposals which would increase the quantum of retail or leisure floorspace to comply with the requirements of the sequential approach. This requires sites to be identified in the following order:

   - sites that are in-centre;
   - edge-of-centre locations, with preference to sites that are or will be well connected to the centre; and
   - out-of-centre sites with preference to those that are well served or will be well served by a choice of means of transport and have a higher likelihood of forming links with a centre.

6.228 In addition proposals outside the identified network and hierarchy of centres (including within existing Shopping Parks) should demonstrate that there would be no significant adverse impact on any of these centres. Proposals should undertake an impact assessment to demonstrate this. In accordance with national planning policy, locally-based thresholds for the requirement of an impact assessment are set within the above policy. These thresholds have been set on the basis of evidence regarding Liverpool’s District and Local Centres and the quantitative need for further retail and leisure floorspace in the City.
6.229 The level of information required in the impact assessment should be commensurate with the size of the proposal. The type and level of information should be agreed with the City Council. This policy sets out a number of impacts that proposals should assess, including impacts on public and private sector investment in centres, the vitality and viability of centres and in centre trade/turnover. In respect of store extensions, the impact assessment should include a consideration of existing and proposed trade draw. In order to protect existing convenience stores that are located within centres, proposals for convenience stores outside centres should assess the impact of the proposal on individual in-centre convenience stores. Retail and leisure proposals on the edges of centres should be well connected to the centre to encourage linked trips and be of an appropriate scale.

6.230 Where proposals are permitted the City Council will make effective use of planning conditions to manage the impacts of the development and to ensure it does not subsequently change its character unacceptably. The policy indicates the types of conditions that will be attached. By controlling the type and mix of the retail floorspace, range of goods sold (including food, footwear and clothing), size of units (which will be limited to a minimum size of 750sqm gross), number of retail operators per unit and quantum of net and gross floorspace, the vitality and viability of the City Centre and District and Local centres will be protected.

6.231 Liverpool does have a number of existing out-of-centre shopping parks which provide a range of retail and leisure facilities for local communities. Edge Lane was developed as a first generation retail warehouse park catering largely for bulky goods retail operators. Planning permission was granted in September 2011 to redevelop the whole park, including an increase in retail floorspace and the range and mix of retail in recognition of the need to appropriately modernise it in support of the wider regeneration of the Edge Lane corridor. Future planning applications at Edge Lane should comply with the criteria in Part 1 of the Policy.

6.232 In addition to Edge Lane there are 3 other Shopping Parks within the City. New Mersey Shopping Park (Speke/Garston) has seen significant investment in recent years and is now a modern successful shopping park occupied by retailers traditionally associated with town centres. It draws trade from across the whole City. Hunts Cross (South Liverpool) provides a food superstore together with a number of comparison retailers. Stonedale Crescent Shopping Park (North East Liverpool) currently provides some limited convenience retail facilities together with larger-scale leisure facilities including a multiplex cinema. Whilst their existing role and function is recognised, they are not considered to be “centres”. Therefore, given that the City Council’s key priority is to achieve more sustainable shopping patterns and maximise investment opportunities within centres, these shopping parks are not considered as sustainable or priority locations for further development.

6.233 The boundaries of the Shopping Parks at Edge Lane, New Mersey, Hunts Cross and Stonedale will be defined in a further development plan document.

Monitoring And Delivery

<table>
<thead>
<tr>
<th>Monitoring Indicators</th>
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<tr>
<td>% of completed retail, office and leisure development in the City Centre, District and Local centres</td>
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<tr>
<td>% of new residential development within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre</td>
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### Means of Delivery

- Determination of planning applications
- The precise boundaries of the City Centre Main Retail Area, London Road Shopping Area, District and Local Centres identified in the Core Strategy will be determined in a further development plan document. These will be used to determine whether a proposal is in centre or out of centre.\(^{(66)}\)

### Stakeholder Responsibilities

- Private developers and retail operators
- Liverpool City Council
- Regeneration bodies

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\(^{(66)}\) The District and Local Centre Study 2009 will be used to inform the definition of the boundaries and, until the other documents are adopted, the boundaries will be as on the UDP Proposals Map, with the exception of Speke.
Strategic Objective Four - Attractive and Safe City with a Strong Local Identity

6.234 Much of the distinctive character and continuing attractiveness of Liverpool lies in the quality of its built environment and public realm. High quality design of buildings and spaces can create an outstanding environment which sets a positive context for the development of accessible, usable and safe places and sustainable healthy communities.

6.235 Principles of good urban design are applicable not just to the quality of individual buildings, but also to the arrangement of buildings in their environment, how they relate to their context, the spaces they create and also to the way an area functions. Design principles therefore need to be applied to all of these matters and not just to the physical appearance of buildings. Good urban design in this wider sense creates buildings and environments that are long lasting and energy efficient, promote healthier lifestyles and manage but do not exacerbate, flood risk.

6.236 The historic environment plays a particularly important role in Liverpool's overall attractiveness: its protection and enhancement are therefore important elements of the City's spatial planning framework, which build on the extensive support for conservation provided by national planning guidance and other policy documents.

Strategic Policy 23

Key Place-Making and Design Principles

1. The City Council will secure innovative, high quality design to create well-integrated places that are usable, accessible, durable and adaptable. To ensure this, the City Council will seek to maintain and create places and spaces where people choose to live, work and visit. Development proposals will be required to demonstrate:

   a. A positive contribution to context and place-making and the reinforcement of local distinctiveness
   b. Sustainability as a key driver of the design process
   c. Delivery of high quality architecture, including materials, landscaping and enhanced public realm
   d. Protection and enhancement of the character and identity of the City’s historic fabric, including the wider setting of heritage assets
   e. A clear and coherent urban structure with good definition of enclosure and public and private space
   f. Contribution to improvements in the safety and security of users, and the reduction of crime
   g. Inclusion of measures to ensure that proposed buildings and spaces can adapt to changing environmental, social and economic circumstances, particularly climate change including flood risk and energy management
   h. Accessibility of all parts of the development to all users
   i. The creation of places that connect with each other and are easy to move through, promoting legibility
   j. Support for increased permeability of the built environment, and strengthened linkages between places, by all sustainable modes of transport
   k. Creation of high quality landscaping which contributes to protecting and enhancing green infrastructure and its associated benefits and functions
   l. Integration of appropriately-commissioned public art within public places and as part of new development proposals, which contributes to the delivery of good design and place-making, both permanent and temporary
Policy Context and Justification

6.237 A high quality urban environment contributes to the functioning of an area, its character, quality and image. It is a significant factor in helping to attract new investment and vital to the sustainable growth of Liverpool, as well as an essential ingredient in helping to make Liverpool an attractive and distinctive place for those who live/work in or visit the City. High quality urban design is at the heart of successful place-making and will enhance the City’s positive and distinctive features. It can also have a positive effect on the physical and mental health of local communities, by providing an attractive environment that encourages physical activity, and promoting pride in local areas.

6.238 Outstanding design of buildings and spaces has been at the heart of Liverpool’s recent regeneration success, and the continuation of inspirational, contextual urban design is key to securing a thriving international city and region. Both the public and private sector have invested heavily in Liverpool’s urban environment, with many schemes recognised by regional and national design awards. To maintain this momentum, key urban design principles for all types of development, in line with government policy and national guidance, need to be implemented through the LDF.

6.239 Liverpool has significant heritage assets which are amongst the most extensive in the country, defining the character and identity of the City. Protection of these important assets is provided for by a number of statements of national policy. More specific local measures are provided by Strategic Policies 24 and 25 in this Core Strategy. It is important that development proposals ensure protection and enhancement of the City’s historic fabric which is an integral part of Liverpool’s distinctive character.

6.240 For it to be sustainable, development needs to contribute to the provision of safe, legible and accessible environments to the benefit of residents, visitors and other users. Similarly, proposals must have regard to sustainability in the methods of their construction and operation, including efficient use of energy and water, recycling and waste management and a positive consideration of renewables. In fulfilling its responsibilities under the Floods and Water Management Act 2010 and the Water Framework Directive, the City Council will also require new development to be designed and delivered in order to achieve the objectives of flood risk management. Achieving these and other sustainability outcomes more generally should clearly be seen to have driven the design process.

6.241 The City Council recognises the importance of Liverpool’s green infrastructure resource and the contribution it can make to environmental quality and attractive place-making, as well as having a positive influence on health and well-being. Specific policies for its protection and enhancement are set out in Strategic Policies 26, 28, 29 and 30. In addition, it is important that landscaping and public realm provided in individual development schemes reinforce these benefits to the sustainable functioning of the City, including increasing biodiversity, reducing pollution, adaptation to climate change and flood risk management.

6.242 A well designed built form setting out a clear hierarchy of routes and movement structure should help to ensure that the City is well-connected and encourage walking and cycling.

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6 PPS 1 Delivering Sustainable Development 2005; ‘By Design’ - Urban design in the planning system: towards better practice; DETR, CABE 2000 and more recently the 2010 Floods and Water Management Act (FWMA) and the Water Framework Directive.

68 PPS5 - 'Planning for the Historic Environment' (March 2010).

69 Policies in the Liverpool Unitary Development Plan will also still apply until it is fully superseded.
6.243 Liverpool's image and identity is also inextricably linked to the contribution that artists have made to the life of the City and the part they have played in creating Liverpool as a unique, distinctive and memorable place. Continuing this commitment to incorporating high quality public art within the public realm and as part of new developments will help to ensure the creation of environments where people choose to live, work and play in the future.

6.244 Good design is not a consideration limited to conservation areas, or to other sensitive heritage areas, but an important aspect of development across the City and central to the whole concept of good planning. The City Council will therefore use context appraisals, urban design principles and other tools recommended by advisory bodies such as Design Council/CABE Building for Life in assessing new built form. The scope of information and level of detail required for assessments/appraisals will be appropriate to the type, scale and location of individual development proposals. Design and Access Statements should demonstrate that proposals have been designed following an appropriate level of assessment.

6.245 To ensure a coherent and comprehensive approach to good planning and high quality design, developers will be expected to take a collaborative approach to design, including very early consultation with the City Council.

6.246 The Code for Sustainable Homes for residential development and BREEAM for non-residential development are established frameworks to achieve sustainable design and construction, including improvements to energy and water efficiency. Level 3 of the Code has been required for all residential development since 2011 with the implementation of Part L of Building Regulations.

6.247 Further detailed guidance on general design principles will be produced as required, through a further development plan document.

**Strategic Policy 24**

**Historic Environment**

1. Designated and non-designated heritage assets will be protected from inappropriate development by requiring development proposals within or adjacent to them to demonstrate that it will preserve and enhance them and the special features for which they are designated. These features include both the buildings and landscaping that are integral to their character, important views within and to them, and their settings.

2. Archaeological assessments will be required to accompany development applications on sites which include, or are considered to have the potential to include, heritage assets with archaeological interest. Important archaeological sites and their settings will be preserved in situ.

**Policy Context and Justification**

6.248 Liverpool has a wealth of heritage assets across the City, including both those officially prescribed by criteria set out in national guidance ("designated assets", including World Heritage Site, Conservation Areas, Listed Buildings, Scheduled Ancient Monuments and Registered Parks and Gardens), and others afforded particular local significance and protection ("non-designated assets").

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70 Context Appraisals are used to inform the design process by assessing the existing character and values of the local context. They cover issues such as density, form, scale and height of buildings, block types, public realm and connectivity and more detailed elements such as building materials and colour palettes.

71 CABE, HBF 2008.


73 PPS5 Planning for the Historic Environment, DCLG, March 2010. Further information on Liverpool's non-designated assets can be found in the Merseyside Historic Environment Record.
6.249 National policy and guidance\(^{(74)}\) highlights the importance of effectively protecting the historic environment as a central part of our cultural heritage, sense of identity and local distinctiveness. It emphasises:

- The potential for heritage assets to be a catalyst for regeneration in an area, in particular through leisure, tourism and economic development;
- How it can provide the stimulus to inspire new development of imaginative and high quality design;
- How heritage assets can promote the re-use of existing fabric, therefore minimising waste; and encouraging mixed and flexible patterns of land use that are likely to be, and remain, sustainable.

6.250 Liverpool City Council will continue to develop character appraisals for each of Liverpool's existing Conservation Areas, and this policy will ensure the continued protection of existing designated and non-designated heritage assets from inappropriate development that may harm the assets, including their settings. More detailed policies will be included within a further development plan document.\(^{(75)}\)

6.251 The preservation of heritage assets with archaeological interest is important because, as indicated in national guidance, they represent "the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them".\(^{(76)}\) Development proposals will therefore need to demonstrate satisfactory assessment of the importance of existing or potential archaeological assets.

### Strategic Policy 25

#### Liverpool Maritime Mercantile City World Heritage Site

1. The City Council will protect the Outstanding Universal Value (OUV) of the World Heritage Site (WHS), as set out in the World Heritage Site Supplementary Planning Document (SPD).
2. Development proposals within the WHS will be considered for their potential impact upon the OUV. They will need to demonstrate that the characteristics of the development site and its environs have been taken into account in all aspects of the design of schemes, in accordance with current national and local guidance.
3. The design and scale of development proposals in the Buffer Zone will need to reflect the characteristics of the surrounding area, proportionate to their potential impact on the setting of the WHS.
4. Detailed guidance on preparation of development proposals in the WHS is provided by the SPD.

### Policy Context and Justification

6.252 Liverpool played a leading role in the development of dock construction, port management and international trading systems in the 18th and 19th centuries. The buildings and structures of the port and the City that remain from that time are an exceptional testimony to mercantile culture, and to the major role that Liverpool played in influencing globally significant demographic changes in the 18th and 19th centuries, through its involvement in the Transatlantic slave trade and its role as the leading port of mass European emigration to the New World.

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75 The provisions of the retained policies from the Liverpool Unitary Development Plan will continue to protect locally identified heritage assets across the City until it is fully replaced.
76 PPS5 Planning for the Historic Environment, DCLG, (March 2010).
6.253 Such is the heritage value of these buildings and structures that an area encompassing much of the northern waterfront and City Centre was inscribed in 2004 as a UNESCO World Heritage Site (WHS). The award was made on the basis that the Site is “the supreme example of a commercial port at the time of Britain’s greatest global influence.”

6.254 In response to the World Heritage Site inscription, the City Council adopted a Supplementary Planning Document (SPD) for the WHS in October 2009. Both the boundary of the Site itself, and that of a surrounding Buffer Zone in which development which might impact on the WHS is controlled, are delineated in the SPD. The SPD has been produced in line with national guidance,\(^{(77)}\)\(^{(78)}\) and will supplement this Core Strategy policy in managing development proposals in the WHS and Buffer Zone to protect its Outstanding Universal Value (OUV). The Statement of Outstanding Universal Value for the WHS was approved by UNESCO’s World Heritage Committee in 2010.

\(^{(77)}\) PPS5 Planning for the Historic Environment, DCLG, (March 2010).
\(^{(78)}\) DCLG Circular 07/2009 Protection of World Heritage Sites.
Picture 7 World Heritage Site and its associated Buffer Zone
Monitor And Delivery

Monitoring Indicators

- Number and percentage of total new build completions on housing sites (with at least 10 new dwellings) reaching very good, good, average and poor ratings against the Building for Life criteria
- % of major developments with integrated public art schemes that demonstrate innovation and best practise in commissioning as set out by Arts Council England and ixia, (the think tank for public art practice)
- Percentage of Conservation Areas that have up-to-date Character Appraisals and Management Plans completed
- Number of buildings classified as being ‘at risk’ reducing on annual basis
- Proportion of buildings on Buildings at Risk Register brought into active use
- Percentage of appeals dismissed citing design policies

Means of Delivery

- Design and Access Statements and Public Art Statements where appropriate
- A further local development document may set out more detailed policies
- Determination of planning applications
- World Heritage Site Supplementary Planning Document (SPD)
- World Heritage Site Management Plan
- Access SPD
- Character Area Appraisals

Stakeholders

- Liverpool City Council
- English Heritage
- Development industry
Strategic Objective Five - High Quality Green Infrastructure

6.255 Liverpool has a significant green infrastructure resource which contributes to the character and environmental quality of the City. Green infrastructure is described in the Liverpool Green Infrastructure Strategy as “the network of natural environmental components and green and blue spaces within and around Liverpool which provides multiple social, economic and environmental benefits.” This network includes land in both public and private ownership, comprising the City’s Green Wedges, parks, local wildlife sites, allotments, street trees, hedges, cemeteries and private gardens, and its water spaces, including the River Mersey, the Leeds Liverpool canal, park lakes and water courses.

6.256 It is imperative to plan for the protection, enhancement and/or creation of green infrastructure given the level of housing and economic growth to be delivered, the land supply demands arising from that, and the current distribution of green infrastructure. The following policies set out the broad framework for protecting and enhancing green infrastructure in Liverpool and set out specific priorities for different areas of the City.
6 The Delivery Strategy for Liverpool

Picture 8 Liverpool Green Infrastructure
Strategic Policy 26

Protecting and Enhancing Green Infrastructure

Protection

1. Liverpool's green infrastructure resource will be protected from inappropriate development. Specifically, protection will be afforded to:
   a. Sites that provide a high number of green infrastructure functions/benefits or a function/benefit in an area of need
   b. Strategically important open spaces, comprising Green Belt, Green Wedges and the Mersey Estuary SSSI/SPA/Ramsar Site
   c. The network of City, District, Neighbourhood and Local Parks
   d. Biodiversity assets, including Local Wildlife Sites (LWS) and Local Nature Reserves (LNR)
   e. Regionally Important Geological/Geomorphological Sites (RIGS)
   f. Locally important open spaces and water courses, including amenity spaces, allotments, playing fields and pitches
   g. Open spaces of historic value

2. Development which is considered likely to cause material harm to a site will not be supported unless the benefits outweigh its loss. Where there is a loss of a green infrastructure asset, replacement provision may be required. In assessing material harm, account will be taken of:
   a. Recreational function, visual amenity, biodiversity, historic and structural quality and value; and
   b. The green infrastructure functions provided.

Enhancement

3. Green infrastructure will be managed and enhanced to support the regeneration of the City, strengthen its distinctive sense of place and provide a multi-functional resource capable of delivering a wide range of environmental, economic and other quality of life benefits for local communities within the City by:
   a. Requiring development proposals to make an appropriate contribution to the enhancement of the City's green infrastructure resource, either through on-site provision or a contribution to improving the function, quality and/or value of a nearby open space or green infrastructure asset. This could include:
      i. The use of innovative green infrastructure measures such as green roofs in the design of the development
      ii. Integration and enhancement of biodiversity features
      iii. Contributing to effective water management through the use of permeable surfaces and/or Sustainable Urban Drainage Systems and where possible and appropriate to do so the opening up of culverted watercourses
      iv. Improving or creating green routes to encourage active and sustainable travel and recreation
v. Improving the recreational function of open spaces, particularly where it would assist in minimising recreational pressures on internationally-designated sites both within and beyond the City boundary
vi. Providing or enhancing green infrastructure at key gateways to, and along, key corridors in the City
vii. Maintaining access to, and where required addressing deficiencies in, accessible open space.

b. Requiring green infrastructure plans for all major development proposals to set out how the proposal will contribute to the objectives of the Green Infrastructure Strategy, including an assessment of the green infrastructure functions and benefits provided.
c. Supporting innovative small-scale green infrastructure projects which meet identified needs of that area. This could include food growing, small community gardens or public art projects.

4. The City’s green infrastructure assets will be identified, and the detailed criteria-based policy for protecting and enhancing green infrastructure, will be set out in a further development plan document.

Policy Context and Justification

6.257 The approach to defining green infrastructure in Liverpool is based on the North West model that describes green infrastructure in terms of types, functions, benefits and values:

- **Type** – a description of the elements that make up green infrastructure; e.g. grassland, woodland, pond
- **Function** – green infrastructure functions describe what the green infrastructure type does; e.g. intercepting water, noise reduction, recreation. One of the aims of green infrastructure planning is to increase the number of functions that one site provides. More limited or single functionality is considered appropriate only where there is an overriding function that must be safeguarded due to legislation or strategic significance
- **Benefit** – the public benefit of that function; e.g. flood alleviation, quality of life, health and wellbeing
- **Value** – the value of that green infrastructure in monetary terms

6.258 Liverpool’s Green Infrastructure Strategy (2010) considers the green infrastructure resource to be a key asset for the City which can continue to contribute significantly to the delivery of Liverpool’s plans for sustainable growth and its continuing economic, social and physical regeneration. The Strategy assessed the green infrastructure resource in the City and developed a number of actions recommended for implementation in different parts of it to address particular green infrastructure needs. The Strategy takes account of previous evidential studies, which include the Liverpool Open Space Study (80) and Liverpool Space for Nature Study (81). These provide detail on specific components of the green infrastructure resource.

6.259 The Open Space Study is an assessment of open space and outdoor sports facilities within the City, undertaken to improve the knowledge base relating to open spaces in Liverpool. The primary purpose of the study was to identify local open space needs and provide an understanding of the existing and potential future heritage role of the City’s current open space assets. The study includes an assessment of the quantity, quality and value of parks and open spaces in Liverpool and identifies whether provision is meeting local needs. The Space for Nature Study updated the existing biodiversity
information within Liverpool through a survey of all natural and semi-natural habitats within the City. It also includes an Ecological Framework which identifies and recommends areas where biodiversity can be enhanced based on the results of the surveys.

6.260 An attractive open space network makes a vital contribution to quality of life, providing a number of benefits and functions, such as outdoor recreation, mitigating the effects of climate change, improving physical and mental health, providing habitats for wildlife, creating an attractive environment to support the regeneration of the City and improving the quality of the environment for local communities. It is therefore important to protect and enhance green infrastructure to maximise these key benefits. This policy seeks to protect sites which provide a high number of functions/benefits or a function/benefit in an area of need.

6.261 The City faces some of the greatest health challenges in the country. It has some of the highest levels of deprivation and lowest levels of life expectancy. It has a high burden of disease and a relatively low take-up of healthy lifestyles. Improving green infrastructure in the City can assist in improving public health. There are five main areas of health benefit that can be achieved through green infrastructure planning, management and delivery. These are: increasing physical activity, improving air quality, providing opportunities for growing food locally, improving mental health and social cohesion.

6.262 Green infrastructure also has a role to play in addressing some of the impacts of climate change. Vegetation and permeable surfaces capture, store and infiltrate rainwater into the ground, for example through the use of Sustainable Urban Drainage Systems, thereby reducing both the volume and rate of rainwater run-off and thus the risk of surface water flooding. The opening up of existing culverted watercourses can also make an important contribution to this as well as amenity, biodiversity and other environmental management objectives. Through evaporative cooling, green infrastructure can help to reduce the heat island effect and assist in alleviating air quality issues.

6.263 Liverpool's strategic open space/water resource, comprising the Green Belt, Green Wedges and Mersey Estuary Site of Special Scientific Interest (SSSI), Special Protection Area (SPA) and Ramsar site, form an important part of the City's green infrastructure network which will be protected by this policy. Within the Green Belt there will be a very strong presumption against built development in accordance with national planning guidance. Green Wedges have been a successful local policy tool helping to protect key areas of open space within Liverpool for over twenty years. A further development plan document will set out a detailed criteria-based policy for protecting these areas. It is important to continue to carefully control development in the Green Wedges so as to maintain the physical and visual separation that these strategic open spaces provide between major residential communities.

6.264 The City also has areas of high biodiversity value, including Local Wildlife Sites, Local Nature Reserves, and the Mersey Estuary SSSI, SPA and Ramsar site. The Local Wildlife Sites that have been identified in the Liverpool Space for Nature Study (2006/8) are considered to be of the highest ecological value in the context of Liverpool. It will be important to protect these sites from inappropriate development to meet local and national biodiversity priorities and objectives including the North Merseyside Biodiversity Action Plan (82). In addition, the Study highlights areas of the City with limited biodiversity assets and makes recommendations for addressing this. It concludes that Liverpool supports a large amount of open space which could be targeted for enhancement to biodiversity.

6.265 A framework of attractive open space provides important opportunities for cycling, walking, sport and informal recreation. It makes the built-up areas of the City greener and more attractive, helping to support environmental upgrading and regeneration, and helps to improve the City's image. The City Council considers that the protection and enhancement of recreational open space, which includes parks and playing fields, is vital to ensure local communities have access to open spaces for formal and informal recreation which can provide important health benefits. The City also has a high number of small open spaces which often represent a valuable local amenity which should also be protected and improved.

82 http://www.merseysidebiodiversity.org.uk
The Habitat Regulations Assessment (HRA) undertaken for the Core Strategy in 2010 and updated in 2011 concludes that the increase in population as a result of the level of development proposed in Liverpool could lead to recreational impacts on internationally-designated habitat sites within and beyond the City boundary. It has suggested that green infrastructure in the City can be used to avoid negative impacts by providing alternative recreational open space which may help to attract recreational users away from sensitive European sites, and reduce additional pressure on them. Therefore, enhancing the recreational role of open spaces, together with appropriate access and habitat management throughout Liverpool, will assist in diverting pressure away from these sensitive sites including European sites in neighbouring authorities such as the Sefton Coast SAC and the Sefton section of the Ribble and Alt Estuaries SPA. Impact on these sites will also be managed through the City Council working in partnership with neighbouring authorities on appropriate Management Plans.

A hierarchy of parks (some of which are of historic value) will be identified in a further development plan document. This will be informed by the Liverpool Open Space Study (2005), which developed a parks hierarchy and considered the role, function and quantity of each park type, as these factors influence the likely recreational value of the park to its catchment community:

- **City Parks** - these serve as citywide attractions, providing for both active and passive recreation
- **District Parks** - landscape setting with a variety of natural features and a range of facilities and playing fields, children's play and informal recreation pursuits
- **Neighbourhood Parks** - Provision for court games, children's play, sitting-out, nature conservation, landscaped environment and playing fields if large enough
- **Small Local Parks** - gardens, areas for sitting-out, children's play, and other areas for nature conservation, for example

The policy sets the key criteria that will need to be taken into account when considering whether a development proposal is inappropriate and is likely to cause material harm to an open space or biodiversity asset, for example. The policy will ensure that the value, quality and function of an open space site are key considerations in determining proposals and will ensure that consideration is given as appropriate to replacement provision.

The quality of the City's green infrastructure is a particular issue, including its recreational functions, visual amenity, and the green infrastructure functions and benefits provided. Post-war housing clearances and industrial restructuring have left a legacy of large tracts of poor quality open space, amounting to over 16% of Liverpool's overall open space stock. Quality is not consistent across the City and there is significant potential for the improvement of open spaces. High quality design and management of open space, including along key routes into the City, can help create or define local character and deliver significant benefits for local communities, ensuring that areas are attractive, welcoming, safe and manageable. Therefore a key priority of the Core Strategy is to seek improvements to quality. Improvements may include simple upgrading, high quality landscaping along key routes and at key gateways into the City, or a more comprehensive approach which may include re-focusing the role of all or part of the open space in order to better meet local needs.

Contributions arising from development (whether through a planning obligation or through other means such as a community infrastructure levy) will be a key tool for delivering quality improvements. This policy sets out the key requirements and green infrastructure measures that could be included within development proposals, including for flood risk management purposes. The level of contributions will vary according to the scale and type of development proposed, with the policy requiring major development proposals to demonstrate how it will contribute to the objectives of the Green Infrastructure Strategy. This Strategy, together with the Habitats Study and Open Space Study, will inform the priorities for developer contributions in different parts of the City. Further detail on developer contributions will be provided in a further development plan document.
In addition, the City Council's own maintenance and management programme will assist in improving quality. Many of Liverpool's parks and open spaces annually achieve Green Flag status including Calderstones Park, Croxteth Hall and Country Park and Anfield Crematorium Memorial Gardens, and the Council intends that all of its parks, where possible, reach this standard.

### Strategic Policy 27

**Supporting Green Infrastructure Initiatives**

The City Council will support and help deliver the aims and objectives of local and sub-regional green infrastructure initiatives and programmes that seek to enhance and create green infrastructure in Liverpool and which deliver a wide range of environmental, economic and quality of life benefits for local communities within the City, including:

- **The Mersey Forest**
- **Green Infrastructure Framework for the Liverpool City Region**
- **North Merseyside Biodiversity Action Plan**
- **Liverpool City Region Ecological Framework**

### Policy Context and Justification

The benefits of green infrastructure impact across local authority boundaries. It is important that the City Council supports and contributes to the sub-regional planning of green infrastructure to maximise benefits for the City and surrounding districts. There are a number of initiatives and programmes across the region including:

- **Mersey Forest** - This is the largest of England's twelve Community Forests. It is a programme to restore the landscape and create opportunities for recreation, nature conservation and economic regeneration. The Mersey Forest Plan outlines the guiding principles for the work of the Mersey Forest. In Liverpool these include - extending the forest into the City from the urban edge by creating new habitats and planting trees on all appropriate and available sites; providing a woodland framework for the redevelopment of derelict and neglected land; using corridors of open land along the Mersey Coast, within Fazakerley, Croxteth and along the loop line, to create ‘green fingers’ bringing the Forest into the heart of the City; and to protect, manage and, where appropriate, extend the existing woodland on the main sandstone ridge in south Liverpool.

- **Green Infrastructure Framework for the Liverpool City Region (2011)** - The framework will provide a sub-regional level, strategic assessment of green infrastructure in the sub region. The Liverpool Green Infrastructure Strategy provides the link between this framework and more detailed green infrastructure plans at a local level. The Green Infrastructure Framework for the Liverpool City Region has identified six key themes for the city region - Setting the Scene for Growth, Adapting and Mitigating Climate Change, Providing Access to High Quality Recreation, Safeguarding the Ecological Framework of the City Region, Supporting the Rural Economy of the City Region, and Enabling Improved Health and Well-Being.

- **North Merseyside Biodiversity Plan** - This plan prioritises actions for the conservation of biodiversity across North Merseyside. The Plan is not a single published document, but instead comprises a number of individual Species and Habitat Action Plans and a Business Plan to prioritise work for conservation over the next few years. The Liverpool Green Infrastructure Strategy identifies the North Merseyside Green Infrastructure Habitat Action Plan as a starting point to guide the implementation of green infrastructure to support the biodiversity needs of the City.

- **Liverpool City Region Ecological Framework** - The overall aim of the Ecological Framework is to reduce the loss and/or fragmentation of important habitats, by improving the value of the core biodiversity resource and reconnecting important habitats. The Core Biodiversity Areas within the sub region are made up of internationally, nationally and locally designated sites,
habitats of principle importance and the UK Biodiversity Priority Habitats, and is the biodiversity resource of the city region.

Sub-Area Policy Approach

6.273 High quality green infrastructure makes an important contribution to the environmental quality and image of an area, making it a more attractive place in which to live and work. New housing growth, especially in the City Centre and Urban Core, will place pressure on existing green infrastructure but also present an opportunity to enhance the overall environmental quality and attractiveness of the area, as investment will be needed to improve green infrastructure resources to meet recreational, health, climate change adaptation and other requirements.

6.274 In addition to the citywide approach above, given the levels of growth to be delivered, the current provision and pattern of green infrastructure and the physical characteristics of different parts of the City, specific policy approaches are required for each sub-area.

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<thead>
<tr>
<th>Strategic Policy 28</th>
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<tbody>
<tr>
<td><strong>Green Infrastructure in the City Centre</strong></td>
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<tr>
<td>1. In the City Centre the City Council will seek to:</td>
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<tr>
<td>a. Protect existing areas of open space</td>
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<td>b. Maximise the opportunities for enhancing the green infrastructure resource through the provision of urban landscape features such as green roofs and walls, and tree and shrub planting within new developments and public realm projects</td>
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<tr>
<td>c. Ensure that green infrastructure provision complements the internationally and nationally protected historic environment.</td>
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<tr>
<td>2. New development, including public realm projects, in the City Centre should, where feasible, include the creation or improvement of green infrastructure, to deliver benefits including an enhanced quality of place, adaptation to the effects of climate change, and the introduction of wildlife.</td>
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Policy Context and Justification

6.275 There is a lack of green infrastructure in the City Centre due to the nature of the built environment, although the River Mersey, St John's Gardens, Chavasse Park and St James' Gardens provide some relief from the very dense urban form, as do numerous street trees and soft landscaping. In addition, there are many civic spaces within the City Centre which provide some openness. It is therefore important to protect these existing areas.

6.276 The high density of development within the City Centre provides more limited opportunities than the rest of the City for further green infrastructure at ground level. It is not always feasible due to the competing demands and requirements of development including "grey" infrastructure. Where opportunities do exist, or where innovative solutions such as green roofs or walls could be achieved through new development and redevelopment, they will bring benefits in relation to health and wellbeing, climate change adaptation, pollution reduction and air quality management, and in encouraging and supporting economic investment and growth.
Strategic Policy 29

Green Infrastructure in the Urban Core

In the Urban Core, the focus will be on improving the overall quality, value and function of the existing green infrastructure resource for the benefit of local communities. This will be achieved by:

a. Protecting and enhancing:
   i. City Parks - Newsham, Everton, Stanley, Walton Hall and Princes Parks, and Wavertree Botanic Park and Gardens
   ii. Locally important open space sites
   iii. Existing locally important wildlife sites at Melrose Cutting and Stanley Sidings

b. Maximising opportunities to enhance and/or introduce wildlife into existing areas of open space

c. Improving or creating green paths and cycle ways, through development proposals that link residential areas with existing open spaces (including the waterfront), employment locations, local community services and leisure facilities

Policy Context and Justification

6.277 There are moderate to low levels of green infrastructure in the Urban Core, which comprises mostly parks, private gardens and general amenity space left over from post-war housing clearances and industrial restructuring which was originally "greened" as a temporary cosmetic treatment but has by default become part of the green infrastructure network. Whilst there are a number of key assets such as large parks, the area is characterised by a high number of small and dispersed open spaces, has limited biodiversity assets and lacks a sense of being "green".

6.278 The Liverpool Green Infrastructure Strategy concluded that only 40% of the green infrastructure resource in the Urban Core fulfils an aesthetic function, but that the presence of this function will help support the delivery of sustainable housing and regeneration and improve health across the City.

6.279 Therefore whilst it is important to protect key assets, the focus within the Urban Core will be on improving the quality, value and function of green infrastructure. A high quality network of open spaces will create more attractive residential environments and assist in improving the image of the area, thus contributing to its overall regeneration. Quality improvements will largely be delivered through developer contributions, primarily from housing growth and economic/commercial development in the area.

Strategic Policy 30

Green Infrastructure in the Suburban Areas

1. In the Suburban Areas the emphasis will be on safeguarding green infrastructure and increasing opportunities to enhance its functionality. This will be achieved by protecting and enhancing:
   a. Biodiversity assets, specifically:
      i. The Mersey Estuary SPA/Ramsar/SSSI
Local Wildlife Sites
iii. Local Nature Reserves at Croxteth Country Park, Mill and Alder Wood, Childwall Woods and Fields, and Eric Hardy in Allerton

b. The predominately open character and function of the Green Wedges at Otterspool and Calderstones/Woolton
c. City Parks – Sefton, Calderstones, Croxteth Parks and Otterspool Park and Promenade and the restored open land at the Garden Festival site which is also part of the Green Wedge
d. Locally important open space sites, particularly in the Regeneration Fringes

2. A local change to the Green Belt boundary south of the existing operational airport, to facilitate expansion as set out in the Airport Masterplan in the latter part of the Core Strategy period, will be considered. The precise extent of this change, and detailed criteria to be met in its implementation, will be set out in a further development plan document.

### Policy Context and Justification

**6.280** Green Infrastructure covers over 60% of the Suburban Areas and consequently fulfils a wide range of functions with private gardens being the most prominent typology. Some is of citywide, strategic importance and makes a valuable contribution to the attractiveness of many of its residential neighbourhoods. It is important to continue to protect these assets.

**6.281** The Green Wedges in particular form significant elements in the City’s overall physical structure. They are extensive areas of predominantly green and often wooded character and include a combination of open spaces, such as public and private playing fields, public parks and gardens, cemeteries, golf courses, institutional uses set in extensive grounds, and allotments. They provide a physical and visual break between major residential areas and help to ensure that the City can continue to offer high quality environments.

**6.282** In addition to protecting key assets there will also be a need to enhance some sites, particularly within the Regeneration Fringes. Whilst sites provide a high number of functions particularly with regard to carbon storage, evaporative cooling and aesthetics, a key issue will be to safeguard these functions whilst also identifying opportunities to increase functionality in other areas.

**6.283** The detailed provision of green infrastructure (including open space and biodiversity) will be a matter for a further development plan document to address.

### Monitoring And Delivery

**Monitoring Indicators**
- Access to Open Space – Proportion of the City in park deficiency areas and the level of ‘public park’ provision per 1,000 population
- Open Space Quality - Amount of eligible open spaces which are managed to Green Flag award standard
- Natural Environment - Hectares of land in Local Nature Reserves, Local Wildlife Sites & SSSIs
- River Water Quality - Biological and chemical quality
- Years of healthy life expectancy
- All age all cause mortality rate
- Obesity among primary school age children in Year 6
Means of Delivery

- Determination of planning applications
- Contributions will be sought for open space and biodiversity improvements in conjunction with development proposals, through developer contributions, Community Infrastructure Levy charging schedule or tariff-based contribution system
- Parks Strategy and management
- Additional policy/guidance to be included within a further development plan document

Stakeholder Responsibilities

- Liverpool City Council (LCC)
- Mersey Forest
- Merseyside Environmental Advisory Service (MEAS)
Strategic Objective Six - Use Resources Efficiently

6.284 National planning policy emphasises the importance of tackling climate change through the planning system; for example, by minimising resource use, reducing the need to travel, reducing emissions, delivering sustainable patterns of development, and shaping places to minimise vulnerability to climate change effects, including negative health impacts. To respond to national targets to address climate change and meet international obligations, the City Council has approved a Climate Change Strategy. (83)

6.285 Given the significant level of new development to be delivered in Liverpool, and in light of this national and local policy context, it is important that effective policies are brought forward in the Core Strategy to manage the City’s natural resources in an efficient and sustainable way to achieve sustainable growth and to minimise the impacts of climate change.

6.286 The Strategic Policies below collectively seek to mitigate, or preferably avoid, potentially damaging resource and environmental impacts of the projected growth of the City and to enable it to adapt to wider environmental changes. They incorporate mitigation measures identified through the Sustainability Appraisal process for the Core Strategy, and reflect national and regional guidance, evidential studies and Liverpool’s Strategic Flood Risk Assessment. (84) These policies are closely related to those for green infrastructure and accessibility (SP26, SP27, SP28, SP29, SP30 and SP34). Taken together they can make an important contribution to addressing climate change issues.

Strategic Policy 31

Sustainable Growth

To ensure the sustainable growth of the City development proposals should:

- Contribute to achieving the objectives of the City Council’s Climate Change Strategic Framework
- Make the most efficient use of land through the redevelopment of previously-developed sites and buildings ahead of greenfield sites, unless there are clear reasons why this is not feasible and other substantive regeneration objectives can be achieved
- Secure the appropriate remediation of contaminated sites
- Ensure high levels of energy and water efficiency and a sustainable approach to construction and the use of materials. This should include meeting increasingly higher levels of the ‘Code for Sustainable Homes’ and BREEAM or any equivalent standard as appropriate through the lifetime of the Core Strategy
- Take into account the location and condition of culverted watercourses to enable improvement through development opportunities and provide and/or support continuing management as necessary for sustainable urban drainage methods
- Seek to use secondary materials, such as recycled aggregate
- Have regard to the waste hierarchy and minimise and manage the quantity and nature of waste generated during both construction and operation. This includes providing for the source separation, recycling and safe storage of different types of waste awaiting collection, temporary materials recycling facilities on major demolition or construction projects and, where appropriate, facilities for public use. Detailed requirements will be set out in the Joint Merseyside Waste Development Plan Document.

83 Liverpool Climate Change Strategic Framework, September 2009.
84 Strategic Flood Risk Assessment (SFRA), Liverpool City Council, January 2009.
Policy Context and Justification

6.287 Requiring development proposals to contribute to achieving the objectives of the City's Climate Change Strategic Framework (2009) will assist in ensuring the sustainable growth of Liverpool. The Framework takes forward the commitment of the City's Sustainable Community Strategy to achieve a reduction in carbon emissions by 35% by 2024. Its objective is to put tackling climate change at the heart of policy and development in the City to enable Liverpool to withstand the predicted impacts of climate change.

6.288 The recycling of previously-developed land and buildings rather than developing greenfield sites is a key aspect of sustainable development, strongly promoted in national policy. The importance of the existing green infrastructure in the City, and the need to protect and enhance it, is emphasised in Strategic Policies 26-30. Directing development towards previously-developed land and buildings will help support these objectives, whilst making best use of existing resources and infrastructure and securing environmental improvements. Some previously-developed sites may also be of high ecological interest or provide existing environmental benefits and this should also be taken into consideration when bringing such sites forward for redevelopment.

6.289 It is recognised, however, that there may be practical difficulties in developing previously-developed land and buildings due to site conditions which may impact on viability and deliverability. In particular, in many instances past industrial and commercial activity has left a legacy of contaminated and derelict land which may impede its future redevelopment. Industries may have used a variety of toxic materials or substances that through disposal, leaks and spillages may have found their way into the ground over time. It is important to ensure that, following site assessments and in support of national policy objectives, developers ensure appropriate remediation of contamination.

6.290 The Code for Sustainable Homes for residential development and BREEAM for non-residential development are established frameworks to achieve sustainable design and construction, including improvements to energy and water efficiency. Level 3 of the Code has been required for all residential development since 2011 with the implementation of Part L of Building Regulations.

6.291 A Supplementary Planning Document (SPD) will be brought forward to provide detailed guidance on sustainable design and construction. It will progress the City Council's climate change objectives and incorporate the increasing requirements of both the Code for Sustainable Homes and BREEAM frameworks for achieving zero carbon development by 2016 and 2019 respectively, in conjunction with contemporary Building Regulations requirements.

6.292 In accordance with the Flood and Water Management Act (FWMA) 2010, Sustainable Urban Drainage Systems (SUDS), such as that integrated into the layout of the Estuary Park, Speke, will be required of new development. The City Council will encourage retrofitting within existing development to achieve integrated water management. Detailed guidance regarding SUDS will be addressed as part of the SPD on sustainable design and construction and through the emerging Local Flood Risk Management Strategy (LFRMS), for which the the City Council is now the Lead Local Flood Authority (LLFA).

6.293 The sustainable design and construction SPD will also provide guidance on the re-use and recycling of materials, including aggregates. Given the scale of growth indicated in this Core Strategy for Liverpool it is necessary to make arrangements to minimise the consumption of resources through the promotion of recycling of materials by, for example, encouraging temporary materials-recycling facilities on demolition and construction sites.
6.294 As an urban local authority, Liverpool is seeking to reduce the generation of waste at source, driven by the increasing costs of landfill and environmental protection requirements. Together with the other Merseyside authorities it is bringing forward The Merseyside Joint Waste Development Plan Document which respects the waste hierarchy and proposes a strategy which aims to maximise recycling and resource recovery from all wastes, which is consistent with other priorities for Strategic Policy 31, and also contributes to more sustainable resource consumption and diversion of an increasing quantity of waste from landfill with each local authority playing its part.

### Strategic Policy 32

**Renewable Energy**

1. Development proposals should incorporate decentralised and renewable or low carbon energy production. Unless it can be demonstrated that it is not feasible or viable to do so development proposals should provide at least 10% of total predicted energy requirements from renewable or low carbon sources, in:
   
   a. Residential developments comprising 10 or more dwellings, or
   
   b. Non-residential development over 1000m² gross floorspace

2. Proposals for stand-alone renewable energy schemes will be supported in principle, provided that they demonstrate environmental best practice, seek to minimise associated carbon emissions and would have no unacceptable impacts (including contributing to cumulative, or in-combination, impacts) on the built or natural environment or neighbouring uses, unless it can be demonstrated that the proposal meets the test of imperative reasons of overriding public interest.

3. A Habitat Regulations Assessment (HRA) will be required to assess impacts associated with the design, location, construction, operation and decommissioning for stand-alone renewable energy schemes likely to have an unacceptable impact on internationally protected species and habitats.

6.295 Liverpool emits 2.8 million tonnes of carbon dioxide each year, the majority of which is from industry, but with households also making up a significant proportion. It is important that development contributes to reducing these emissions. To mitigate the effects of future development, it is considered appropriate to continue with the approach to promote sustainable development which was set out in the Regional Spatial Strategy (RSS) comprising energy efficiency, micro-generation, combined heat and power and stand-alone renewable energy projects.

6.296 Liverpool City Council, together with seven other Liverpool City Region local authorities, has jointly commissioned a Renewable Energy Capacity Study to assess the potential for renewable energy generation within each of the districts and the sub-region as a whole. Across the sub-region a number of potential renewable energy projects/schemes are being explored through this study, based on the requirements of individual renewable energy technologies and the opportunities and constraints of different locations. They include a potential combined heat and power scheme in Liverpool City Centre in recognition of the likely concentrated level of demand for power for heating and the substantial opportunities that exist for new development. This research, completed in late 2010, will form the basis for the development of more detailed policies or site proposals to be set out in a further development plan document or Supplementary Planning Document.

86 Knowsley, St Helens, Sefton, Wirral and Halton.


88 The local authorities involved are Liverpool, Sefton, Wirral, Knowsley, Halton, St Helens, Warrington, and West Lancashire.
6.297 To promote a low carbon economy, the policy adopts a flexible approach, based on a threshold size of development and subject to demonstrating feasibility and viability. This approach sets an initial 10% target to enable development proposals to incorporate appropriate renewable and low carbon technologies.

6.298 One example of a stand alone renewable energy scheme relevant to Liverpool concerns the potential for using the tidal power of the River Mersey, which has been under consideration since at least the 1980s. Despite the fact that recent investigations into the feasibility of generating tidal power and wind power from the Mersey and Liverpool Bay indicate that it would be non-viable under current circumstances, it remains a key, long term, strategic renewable energy opportunity.

6.299 The development of any projects to generate renewable energy from the River Mersey or by other means will be supported in principle, and any proposals will be expected to undertake all necessary appraisals and assessments in order to limit adverse environmental impacts. While any scheme of this nature could produce a clean renewable energy source and have wider economic benefits it may also have an adverse impact on internationally protected species and habitats. This will have to be avoided or mitigated. A project-level Habitats Regulations Assessment would be required to assess any potential impacts.

**Strategic Policy 33**

**Environmental Impacts**

1. New development should seek to avoid negative impacts on the environment through adoption of best practice. Where a negative effect is identified this should be mitigated by appropriate measures. Specifically, development proposals should:
   
   a. Minimise adverse impacts on, and include measures to improve, air quality within the City
   b. Minimise light and noise pollution through design
   c. Improve and protect water and groundwater quality, including the River Mersey, Leeds & Liverpool Canal, and other inland rivers and watercourses and including where appropriate and feasible the opening up of watercourses to assist in flood risk management
   d. Protect the ecological importance of river corridors
   e. Ensure that necessary water treatment infrastructure is in place prior to development commencing
   f. Demonstrate that it will not exacerbate potential sources of flood risk
   g. Avoid and/or mitigate negative impacts on European habitat sites within and beyond the Liverpool boundary
   h. Avoid sterilisation of mineral resources within any identified Mineral Safeguarding Areas where possible

2. Sensitive areas where development may have an impact, and which would therefore require avoidance or careful assessment and mitigation measures, include:
   
   a. Areas at risk from coastal, river and surface water flooding, including small areas along the River Mersey and on the north east and south east fringes of the City, and North Docks and Garston Docks which provide access to processing and trans-shipment facilities for mineral resources from the Mersey Estuary, Liverpool Bay and other sources
   b. Areas at risk from ground water flooding
   c. Natura 2000 sites and Ramsar sites both within and beyond the Liverpool City Council boundary. Development proposals which may have an adverse impact will be subject to a Habitat Regulations Assessment at the project level to ensure that any likely
significant effects have been assessed, and measures to avoid or mitigate these effects have been identified and are deliverable.

d. Impacts on the neighbouring authorities European sites, including the Sefton Coast SAC, the Sefton section of the Ribble and Alt Estuaries SPA and Ramsar site and the Liverpool Bay SPA, will also be managed through the City Council working in partnership with neighbouring authorities on appropriate management plans

Policy Context and Justification

6.300 The Liverpool Climate Change Strategic Framework identified high winds, summer flash floods leading to the flooding of homes, and heavy winter rain overwhelming drains and flooding homes amongst the likely impacts of extreme weather events in the City arising from climate change. It is important to ensure that new development proposals either avoid negative effects on the environment or, if there is an impact, provide appropriate mitigation measures.

6.301 All development proposals across the City should contain mitigation measures to address environmental impacts regarding air quality, light and noise pollution, surface water bodies and groundwater, flood risk, mineral resource safeguarding, and biodiversity protection.

6.302 The City’s development and economic growth has led to some environmental challenges which need to be addressed. Air pollution is one, even though air pollution in Liverpool is generally better than prescribed air quality objective levels. However, there are some areas of the City which exceed the levels in terms of nitrogen dioxide, linked to traffic pollution. To alleviate this, two Air Quality Management Areas (AQMAs) were designated within the City in 2003. These were the City Centre and the Rocket Junction at the end of the M62. Whilst action identified in the Air Quality Action Plan has assisted in air quality being improved in these two AQMAs, other parts of the City, particularly North Liverpool, have seen air quality worsen, mainly as a result of increased traffic volumes. As a result of this, the whole City was declared an AQMA in May 2008.

6.303 While this policy seeks to ensure that development contributes to improving air quality in Liverpool, the Core Strategy more generally seeks to achieve this by reducing the need to travel, and encouraging increased use of sustainable transport modes, including walking and cycling.

6.304 Pollution also includes light and noise, and other nuisances arising from development. It is recognised that lighting is important in relation to public safety and enhancing the appearance of public buildings but it can also cause intrusive and unnecessary pollution of the countryside, especially close to urban areas. It is recognised that improving the design of new development can lead to a greater consideration of siting and type of lighting used in open areas, and improve energy efficiency.

6.305 Similarly, with noise pollution, the emphasis is on mitigating the effects of a potential impact on the adjacent environment to protect amenity and environmental health. In locations with a range of mixed uses in close proximity and at a higher density of development, it will be particularly important to protect amenity by requiring mitigation measures, such as appropriate sound insulation and setting limits on operational use.

6.306 Given the City’s location on the River Mersey and the numerous watercourses and bodies of surface water within it, it is important for the Core Strategy to include a policy which acknowledges their role and ensures their protection and, where possible, enhancement, in line with new requirements under the Flood and Water Management Act (2010) and the City Council’s new role as Lead Local Flood Authority (LLFA). Main rivers and watercourses are identified in the City’s Strategic Flood Risk Assessment. In addition, a Local Flood Risk Management Strategy, containing plans such as the Surface Water Management Plan, is being developed by the City Council to assess the capability of the existing drainage network, identify critical infrastructure issues, and plan future investment.
6.307 Although the Strategic Flood Risk Assessment classifies only 4% of Liverpool as a flood risk zone from tidal and fluvial sources, Liverpool is at significantly greater risk from surface water flooding when infrastructure in a particular area cannot deal with water management at a given time, such as a period of heavy rainfall. Flooding incidents in Liverpool in the past may have been restricted to specific sites but the effects of future climate change, combined with the fact that continued urban development will increase surface run-off, will intensify the strain on existing infrastructure and in turn the level of flood risk within the City, especially from surface water and ground water sources. It is therefore important that new development does not exacerbate potential flood risk and includes mitigation measures, which, in particular, will be required in development proposals in high risk areas as detailed in the SFRA or otherwise by emerging plans as identified through the Local Flood Risk Management Strategy.

6.308 As indicated above under the Flood and Water Management Act (2010), Sustainable Urban Drainage Systems (SUDS) are expected to become a mandatory requirement. The City Council, through the formation of a SUDS Approval Body (SAB), will approve the application for the drainage system and adopt and maintain it thereafter. As the water utility company will only accept connections from adopted systems it will be essential that developers deal with this requirement appropriately.

6.309 No mineral extraction activity currently takes place within the City and few identified mineral resources are present. However, there are deposits of shallow coal that may need to be safeguarded for the future in line with government policy. Detailed consideration of mineral safeguarding will be a matter for further development plan documents to address.

6.310 The Habitat Regulations Assessment (HRA) (2010 and updated 2011) work on the Core Strategy has indicated that the scale and distribution of growth that the City is seeking to achieve is likely to have a number of negative effects on protected habitat sites both within and beyond the City, in terms of disturbance, atmospheric pollution, water resources, water quality, coastal squeeze and loss of supporting habitat. A number of Strategic Policies in this Core Strategy have been amended in light of these findings to avoid negative impacts on these sites, and the Council will, where appropriate, work in partnership with other districts and relevant bodies to avoid and manage cumulative and in-combination impacts of development on these sites.

### Monitoring And Delivery

#### Monitoring Indicators

- Business development: Amount of floorspace developed for employment by type, which is on previously-developed land
- Housing: % of new and converted dwellings on previously-developed land
- Number of ‘sites of potential concern’ with regard to land contamination
- Renewable energy capacity installed by type
- Residual waste per household
- Proportion of municipal waste recycled and composted
- Flood Risk: number of houses located in areas of flood risk
- CO2 emissions per capita
- Proportion of new commercial floorspace incorporating green energy measures (using BREEAM standards)
- Proportion of new and converted dwellings achieving Code for Sustainable Homes standards
- Water consumed per household per day
- Air quality management data
- Minerals production of primary land won aggregates
Minerals production of secondary/recycled aggregates
Number of schemes with approved SUDS (operational only after April 2012 on such schemes where regulations require them - other schemes would be voluntary)

**Means of Delivery**
- Determination of planning applications
- Joint Merseyside Waste DPD
- A further Development Plan Document
- Ensuring a Choice of Travel SPD
- SPD on sustainable design and construction
- Local Flood Risk Management Strategy (LFRMS)
- Climate Change Strategy
- Developer contributions, Community Infrastructure Levy charging schedule or tariff-based contribution system, subject to legislation

**Stakeholders**
- Liverpool City Council
- Environment Agency
- Merseyside districts
- Development industry
**Strategic Objective Seven - Maximising Sustainable Accessibility**

6.311 Good transport access is an important factor in the operational and locational decisions of industry and business. It is crucial to Liverpool's future economic growth, therefore, that accessibility to and within the City is maximised. Maximising sustainable accessibility also improves the ability of local communities, in particular disadvantaged or vulnerable groups, to access employment and important services including education, healthcare, leisure and shopping. Due to the need to mitigate against environmental problems associated with traffic improvements, there is a need in particular to maximise accessibility by non-car modes of transport, including walking, cycling and public transport.

**Strategic Policy 34**

**Improving Accessibility and Managing Demand for Travel**

1. Development proposals should make the best use of existing transport infrastructure. Where this cannot be achieved, development should be phased to coincide with new transport infrastructure provision.

2. Developments which singly or in combination have a significant impact on the movement of people or goods, should, through the provision of Travel Plans, positively manage travel demand and contribute to the improvement of accessibility in general, particularly by more sustainable modes of transport including walking, cycling and public transport.

3. Development proposals should not compromise existing transport infrastructure or schemes programmed in the Local Transport Plan (LTP) and actions that are planned. These include:
   
a. Improving access to Liverpool John Lennon Airport, including support for measures to maintain and increase the proportion of passengers arriving and departing the airport by public transport
   
b. Improving access to the Ports of Liverpool and Garston, including rail freight access and encouraging the retention and/or expansion of rail freight from the Port of Garston/Freightliner location
   
c. Increasing the network of cycling and walking routes, based on programmes in the LTP’s Active Travel Strategy and the longer term plan to complete the comprehensive Merseyside Cycle Network
   
d. Improvements in the City Centre (e.g. rail capacity improvements)
   
e. Strategic road schemes identified in statutory transport policy documents
   
f. Facilities for park and ride, and
   
g. Protecting Merseytram Line One and longer term objectives relating to the development of the Merseytram network

**Policy Context and Justification**

6.312 Transport infrastructure provision in the City includes both local transport, such as rail, buses and road, as well as infrastructure which enables transport connection on a more national and international basis, including the Ports and the Airport. Digital infrastructure provision is also becoming more important to businesses and plays an important part in helping to improve the environment, for example by reducing the need to travel.

6.313 Liverpool benefits from a transport system which enables the vast majority of the City to be accessible by most means of transport and which connects it effectively to the wider sub-region. The City Council considers it to be more sustainable to make the best use of existing transport infrastructure in the City rather than develop new infrastructure.
The Merseyside Local Transport Plan (LTP) is produced by the Merseyside Transport Partnership which consists of Merseytravel and the five Merseyside local authorities. Local Transport Plan 3 (LTP3) has been operational since April 2011. The plan looks to a longer term strategy for 2024 on how to improve transport in Merseyside and sets out the implementation plans in the short term to 2015.

As emphasised in LTP3, it is essential that the transport system is maintained and enhanced, particularly given that the number of trips and average trip distances are set to rise. Final Strategy forecasts during PM peak (5-6pm) show an increase of 7% for vehicle trips and a 6% increase in public transport trips for Merseyside up to 2014.

The integration of planning and transport at the national, regional, strategic and local level and the promotion of more sustainable transport choices for the movement of people and goods are objectives of government guidance. To assist in the achievement of these objectives a Travel Plan will be required to be submitted alongside planning applications which are likely to have significant transport implications, including those for all major developments comprising jobs, shopping, leisure and services. This will ensure a balanced provision of transport infrastructure and mitigate any environmental problems associated with traffic improvements and help to reduce carbon emissions.

The criteria for Travel Plan requirements, depending on the size and type of new developments, are currently contained in the City Council’s Ensuring a Choice of Travel Supplementary Planning Document (SPD), which was developed in partnership with the Merseyside Local Authorities and Merseytravel and adopted by the City Council in December 2008. The SPD seeks to manage transport effectively, to improve access to new developments by all modes of transport, and to reduce the number of private car trips and encourage a range of sustainable transport alternatives. Development proposals, depending on their size, will be considered and assessed in line with the SPD.

The issue of access to new development by public transport is further addressed in the City Council’s currently operative Design for Access for All Supplementary Planning Document (SPD). The provision of high quality and safe pedestrian routes from public transport facilities to new developments will facilitate and encourage walking and the use of public transport more generally as a more sustainable mode of travel.

To help achieve an increase in the use of more sustainable modes of transport, including cycling and walking, it is important that the network of both cycling and walking routes is improved. A revised Active Travel Strategy contains programmes to increase the network of cycling and walking routes. This aims to ensure a safe and friendly environment in residential areas and centres that will help increase the use of walking and cycling, which will not only help improve air quality but is likely to have positive effects on the health of local people. Completing the comprehensive Merseyside Cycle Network is a further longer-term objective of the LTP supported by the above policy approach.

During the Core Strategy period there will be demand for additional sustainable transport infrastructure to meet the needs of new residents and development in key locations, particularly in the Urban Core. Integration of the Core Strategy with the LTP and the Ensuring a Choice of Travel SPD will help link transport with future development and reduce long distance travel by car and reduce carbon emissions.

The above approach helps to support the delivery of longer term major developments that will potentially have major transport implications, including the expansion of Liverpool John Lennon Airport. The joint owners, Peel Holdings and Vancouver Airports, have a 25 year Masterplan for the Airport which could treble its size by 2030 to accommodate 12.3 million passengers. The plans include a runway extension for long-haul aircraft, a world cargo centre and a new link road respectively to

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90 The Local Transport Plan for Merseyside 2011-2024
91 A Travel Plan is a plan for managing transport effectively for a specific site, with the aim of improving access to the site by all modes of travel, thus improving choices for everyone, reducing car dependency and encouraging the use of sustainable modes of transport including walking, cycling and public transport.
the south and east of the Airport.\(^{(92)}\) The new link road, which will be funded by the private sector and is almost exclusively outside the Liverpool boundary, will help to improve access to and from the Airport.

6.322 Improving access to the Port of Liverpool and Garston are major priorities identified in LTP3. The importance of the Port of Liverpool as a regional and national gateway is highlighted in Strategic Policy 8 of this Core Strategy and improving sustainable freight distribution and air quality are issues identified in the Freight Access Strategy, Annexe 4 of the LTP.

6.323 A Port of Liverpool Access Study has been carried out to identify required access improvements to the Port by road, rail and water. Stage One of the report, completed by 4NW in 2010, identified the transport issues for the Port, including those resulting from planned developments. This identified the utilisation of underused rail capacity as a future option, including, in the long term, developing rail connectivity to Canada Dock. The second stage, completed by Sefton Council in 2011, identified the access improvements required to support the Port and its planned expansion.

6.324 Transport improvements in Liverpool City Centre are important to help improve accessibility, both to and within it. A major programme of work to improve roads, streets and public spaces in the City Centre to create a better environment for pedestrians, cars and public transport began in 2005 with the £73 million City Centre Movement Strategy (CCMS). Much of this work has now been completed, but further transport infrastructure improvements through the LTP are likely to be required to support future growth of the City Centre’s economy and address associated increases in movement and activity.

6.325 Rail is an important sustainable mode of transport for the City Centre, helping to relieve traffic congestion on the roads in and around it. Central Station in the City Centre is the busiest station within the whole Merseyrail network, with approximately 15 million trips per annum (13%) starting and ending at the station, closely followed by Lime Street (12%). The platform at Central Station is currently over capacity at peak hour on Saturdays, with an expectation of capacity issues becoming more problematic in future due to anticipated future passenger growth. An initial programme to upgrade and expand Central Station has been agreed and works are being pursued.

6.326 Strategic road schemes, identified in the previous LTP2, at Hall Lane Strategic Gateway and Edge Lane / Eastern approaches are now under construction. Although no further strategic road schemes for Liverpool are identified in LTP3, the above policy commitment will ensure support for any future strategic road schemes that may be identified during the Core Strategy period.

6.327 The policy approach supports the objectives of LTP3’s emerging draft Park and Ride Strategy which are to encourage an increase in public transport use and help to reduce longer distance commuting by car and therefore reduce traffic congestion, particularly in the City Centre.

6.328 The delivery of the Merseytram scheme is identified in the LTP as a way to improve access to employment and key local services for residents of Merseyside’s disadvantaged communities. Merseytram Line One, as proposed, will commence from Liverpool City Centre and end in Kirkby, Knowsley. The route runs through West Derby Road, through Broadway and through Stonebridge Lane. The introduction of Line One is seen as benefiting disadvantaged or vulnerable groups and as an opportunity to increase the choice and use of more sustainable modes of transport and increase access to employment opportunities and local facilities.

6.329 The Merseytram scheme is supported by policy in the Liverpool UDP and the City Council has adopted a Supplementary Planning Guidance Note on it which is still in force. However, the scheme has yet to secure funding. Should Merseytravel be successful in securing the necessary funding and other support required for Merseytram, the City Council will work with Merseytravel to identify those requirements for the implementation of the scheme through further development plan documents.

\(^{(92)}\) Airport Master Plan to 2030, JLA, November 2007.
## Monitoring And Delivery

### Monitoring Indicators
- Traffic volumes: estimated traffic flows for all motor vehicles
- Air quality management data
- Mode of travel to work
- Mode of travel to school
- Proportion of new commercial floorspace less than 200m from a high or medium frequency bus route stop / 400m from a train/tram stop

### Means of Delivery
- Local Transport Plan
- Highways management
- Ensuring a Choice of Travel SPD
- Design for Access for All SPD
- Developer contributions, Community Infrastructure Levy charging schedule or tariff-based contribution system, subject to legislation. Financial assistance will be provided by the Department for Transport and European Development Funds for eligible schemes
- Travel Plans

### Stakeholders
- Merseytravel
- Highways Agency
- Local Transport Plan partners
- Private developers
Strategic Objective Eight - Maximising Social Inclusion and Equal Opportunities

6.330 A core principle of sustainable development is social inclusion and the provision of opportunities for all. Many of the main development sites in Liverpool are close to areas with some of the highest levels of social exclusion and deprivation in England. The City Council wishes to ensure that development of these sites makes a measurable contribution to social inclusion and equality of opportunity for people living in these communities, and for employers to contribute to the development and training of the workforce they need, including a proportion of local workers.

Strategic Policy 35

Maximising Social Inclusion and Equal Opportunities

1. Major development will be required to demonstrate the positive impact it will have on social inclusion and equal opportunities for the communities living in and around the development site, especially those in areas ranked within the 10% most deprived in the country as indicated in the Indices of Deprivation or as otherwise identified by the City Council.

2. The City Council will seek to negotiate planning obligations or other agreements with developers that incorporate targeted recruitment and training and supply-chain activities, together with related funding and reporting arrangements, to be provided by the developer and their contractors in relation to both the construction and, except for Use Class C3 (dwelling houses), the end-use employment stages.

Policy Context and Justification

6.331 Much of Liverpool and in particular the Strategic Investment Areas in which the majority of new employment-generating development sites are found, is effectively served by existing road, rail and public transport infrastructure. Over the plan period there will, subject to the availability of resources, be further investment in this infrastructure in conjunction with development site proposals as they are implemented. This investment will increase the accessibility of these areas and reflects their importance to economic growth across the Liverpool City Region as a whole.

6.332 It is important however that social inclusion and equality of opportunity at the immediate local level are also not neglected. At this level lack of qualifications, skills and experience can be a more significant barrier than physical access and mobility, because socially-excluded local residents are less able to compete with better qualified and experienced job applicants travelling from further afield. Addressing this is likely to have a number of positive outcomes such as reducing poverty, improving physical and mental health and therefore the quality of life for local people.

6.333 Local recruitment can also make a significant contribution to the reduction of commuting, especially car-based commuting, by reducing the need to travel to work. The greater the proportion of local residents in the workforce, the greater the opportunity for walking and cycling as a means of travel to work.

Monitoring Indicators

- % of the construction work (person-years) carried out by trainees and apprentices
- % of the construction workforce that lives in selected local communities (identified by the first two digits of a post-code e.g. L1, L2 etc) identified in an agreement between the developer and the City Council;
- % of the end-use workforce engaged in the first 12 months of occupation that are
- residents of selected local communities (identified by the first two digits of a post-code e.g. L1, L2 etc) identified in an agreement between the developer and the City Council;
- new to the labour market (school-leavers, students etc.) or returning to the labour market after more than 12 months of not being employed.

## Means of Delivery

- Detailed guidance on the implementation of the policy could be provided in a further development plan document and/or a Supplementary Planning Document
- Securing a Planning Agreement with the developer that includes targets for local employment and the recruitment of new entrants and returners to the labour market whose main residence is in selected local communities set out in the agreement;
- Obtaining financial contributions towards the training of people from the target communities to prepare them for recruitment by contractors and other employers on the development site;
- The maintenance of advice, facilitation and monitoring services by the City Council to assist developers, contractors and employers to design and deliver appropriate targeted recruitment and training and supply-chain initiatives, with developer contributions being used to support these services in part or in full.

## Stakeholders

- Liverpool City Council
- Commercial developers and their contractors
- Liverpool Community College
- Sector Skills Councils
- Liverpool Chamber of Commerce
- Local Job Preparation and job-matching services funded by the City Council and/or Government.
7 Appendix - Glossary

**Annual Monitoring Report (AMR)** - The Annual Monitoring Report contains monitoring information relating to Liverpool's Local Development Framework. The report is submitted to the government by the local authority to assess the progress and effectiveness of the LDF.

**Brownfield Land / Previously-Developed Land** - Previously-developed land is that which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. It excludes agriculture or forestry land.

**Core Strategy (CS)** - This is the primary development plan document which forms part of the Local Development Framework. The Core Strategy should reflect the objectives of the community strategy and sets out the long-term vision, strategic objectives and delivery strategy for the future spatial development of the area.

**Development Plan Document (DPD)** - A development plan document has to be independently tested by a government inspector and carries full weight in relation to planning applications, which distinguishes it from a supplementary planning document. It is a statutory component of the Local Development Framework, for example the Core Strategy, Area Action Plan, or a Land Allocations document.

**Evidence Base** - The information and data, including the physical, economic, and social characteristics of the City gathered to inform the production of the Local Development Framework. To be “sound” a development plan document should be founded on a robust and credible evidence base.

**Greenfield land** - Land that has not been occupied by a permanent structure or any associated surface infrastructure, or does not fit into the definition of brownfield land.

**Green Infrastructure (GI)** - the network of green and blue spaces that lies within the City and provides multiple social, economic and environmental functions. It includes parks, allotments, cemeteries, Green Wedges, the canal, water courses, wildlife sites and private gardens.

**Green Wedge** - There are two Green Wedges in the City at Otterspool and Calderstones/Woolton which are extensive linked areas of open space of city-wide importance.

**Housing Market Renewal (HMR)** - national programme to address areas of housing market failure.

**Infrastructure** - facilities and services necessary to serve development such as roads, electricity, water, sewerage, community facilities such as schools and health centres and open space.

**Issues, Options and Preferred Options** - The "pre-submission" consultation stages on a development plan document, carried out to gain public consensus before submission for independent examination.

**Knowledge-Based Industry** - High technology industries (such as computers and office base equipment, and pharmaceuticals) and knowledge base services such as telecommunications, information technology, insurance and business services.

**Local Development Document (LDD)** - Any document (statutory and non-statutory) within the LDF.

**Local Development Framework (LDF)** - The Local Development Framework (LDF) is a non-statutory term used to describe a folder of documents, which includes all the local planning authority’s local development documents. An LDF is comprised of:

- Development plan documents (which form part of the statutory development plan)
- Supplementary Planning Documents

The Local Development Framework also comprises:
The Statement of Community Involvement
Local Development Scheme
The Annual Monitoring Report
Any Local Development Orders or Simplified Planning Zones that may have been added

Local Development Scheme (LDS) - This is the business plan for production of the Local Development Framework (LDF). It identifies and describes the development plan documents (DPDs) and when they will be produced. It covers a three-year timespan and is subject to updating following production of an annual monitoring report to check progress.

New Growth Point (NGP) - A housing growth initiative to be delivered jointly by Liverpool and Wirral MBC as part of the second round of the Government's New Growth Point (NGP) programme. Accelerated housing supply will be pursued alongside housing market renewal.

Planning Policy Guidance (PPG) - Central government guidance on a range of topics from transport to open space policy giving advice to regional and local policy makers on the way in which they should devise their policies in order to meet national planning goals. The majority have now been replaced by Planning Policy Statements (PPS).

Planning Policy Statement (PPS) - Sets out national land use policy and indicates how this should be reflected in regional and local policies. Intended to concentrate on national land use policy advice and remove advice on practical implementation. A material consideration in the determination of planning applications and local plan making.

Regional Spatial Strategy (RSS) - Planning policy guidance at regional level which amplifies national planning policy and sets guidance for LDFs. Until July 2010, when all RSS's nationally were revoked by Government, the Regional Spatial Strategy for the North West was the relevant RSS for Liverpool.

Saved Policies/Plan - Policies within the Liverpool Unitary Development Plan that have been "saved" and are still relevant as material considerations during production of replacement development plan documents.

Spatial Planning - Includes economic, social and environmental matters as well as the physical aspects of location and land use.

Statement of Community Involvement (SCI) – Sets out the Council's processes for involving the community in the preparation and revision of Local Development Documents and development control decisions. Each Local Development Document will need to show how the Statement of Community Involvement has been complied with.

Supplementary Planning Documents (SPD) - Supplementary Planning Documents (SPDs) give further guidance on specific policy topic areas that have been identified in in the Local Development Framework (LDF), or to give detailed guidance on the development of specific sites in the form of a master plan, framework plan or development brief.

Sustainability Appraisal (SA) - A form of assessment used in the UK that considers the environmental, social and economic effects of a plan and appraises them in relation to the aims of sustainable development. The aim of the appraisal process is to minimise adverse impacts and resolve, as far as possible, conflicting or contradictory outcomes of the plan or strategy.

Sustainable Community Strategy - Creates a long-term, sustainable vision for the City and sets the agenda for priorities in Liverpool to achieve a "thriving international City".

Sustainable Development - Development, which meets the needs of the present generation without compromising the ability of future generations to meet their own needs.

Strategic Environmental Assessment (SEA) - An appraisal of the impacts of policies and proposals on economic, social and environmental issues.
Unitary Development Plan (UDP) - The UDP is a plan that sets out how land within the City should be used over the coming years. It consists of a written statement and proposals map. The UDP determines the type and location of development in Liverpool such as houses, schools, shops and industry and protects open areas, green belt and natural and historic resources. The UDP will be progressively replaced by the LDF.

Vitality and Viability - how healthy the City Centre, District or Local Centres are, measured using a number of criteria including diversity of uses, number of vacant units, accessibility, environmental quality and potential for growth or change.
Appendix - Glossary