Core Strategy
Development Plan Document

Issues and Options Paper

Have your say on the future of Liverpool!
Comments and suggestions on the Issues and Options Paper should be sent to:

Core Strategy DPD: Issues & Options Paper consultation
Development Plans Team
Planning Service, Regeneration
Municipal Buildings, Dale Street
Liverpool L69 2DH

Email: development.plans@liverpool.gov.uk

Telephone: 0151 233 3021
The vision for Liverpool’s Local Development Framework:

“The Local Development Framework will ensure that sustainable development underpins Liverpool’s renaissance. It will promote economic growth and equality, improve health and wellbeing, protect and enhance the environment and minimise resource use in order to create a city that meets the aspirations of its citizens and ensures the success of the City Region, both now and in the future.”
What is Liverpool’s Local Development Framework?

The Local Development Framework (LDF) will replace the current Liverpool Unitary Development Plan (UDP). Its aim will be to assist in the delivery of Liverpool First (the city’s Community Strategy), by guiding new development to appropriate locations; protecting Liverpool’s open and natural environments; and by coordinating economic development, housing, regeneration and environmental protection strategies.

The LDF has a duty to address the needs and concerns of Liverpool’s residents and visitors. However, it must also recognise Liverpool’s role as the economic and cultural centre of Merseyside and the wider Liverpool City Region; and its significance as one of England’s core cities (particularly how it complements and integrates with other large cities in the North of England growth corridor).

The LDF must take account of and conform to national Planning Policy Statements and the Regional Spatial Strategy, as well as important local strategies, plans and projects (see Figure 1).

The LDF will consist of a number of documents, of which there are two types: Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs).
**What is the Core Strategy DPD?**

The Core Strategy is the main Development Plan Document (DPD) within the Local Development Framework, setting out the city’s strategic priorities over a 10 year period. Its aim is to define a vision, set of objectives, and a series of policies to guide future growth and development in Liverpool that both complement and integrate with key regeneration strategies and documents. The Core Strategy will address key environmental, social and economic considerations in order to address Liverpool’s challenges and opportunities.

Other DPDs and SPDs will be introduced over time. These will each set out more detailed policies and proposals for specific types of development (e.g. housing). The Liverpool Local Development Scheme (LDS) contains a timetable for the production of DPDs and SPDs over the period 2004 to 2007.

**What is the Core Strategy Issues and Options Paper?**

The starting point for formulating the Core Strategy was the UDP Review Issues Paper, produced in October 2002. This document, and the results of extensive consultation on it, has been used to develop a consensus on the issues facing the city and is an essential component of the Core Strategy’s evidence base. For more information, please read the accompanying UDP Issues Paper Feedback Report, which is available on the Council’s website.

This work has been added to and supplemented by a Sustainability Appraisal Scoping Report for the Core Strategy, which has already been consulted upon and made public (see box below).

**What is the Core Strategy Scoping Report?**

An assessment process called sustainability appraisal must be undertaken on the Core Strategy during its production. The way in which the Core Strategy is appraised must be agreed by the government’s environmental organisations well in advance of undertaking the assessment, and set out in a Scoping Report. This includes information on:

- The sustainability objectives and indicators to be used in the appraisal
- Details of plans, programmes and strategies that relate to the Core Strategy
- Past and future methods of public involvement
- The results of survey and analysis that have been undertaken
- The major issues and opportunities facing the city
- A vision and set of objectives for the Core Strategy
- A range of possible options for addressing the identified issues, which will be compared against each other in the appraisal

**Issues and opportunities that are linked to each other have been grouped together.**
Introduction

The role of the Core Strategy Issues and Options Paper is to build on work undertaken on both the UDP Review Issues Paper and Core Strategy Scoping Report, by:

- Setting out clearly the issues and opportunities facing the city
- Proposing a series of options for how the Core Strategy will address these through planning policies

Have your say on the Core Strategy!

We would like you to help us by telling us what you think of the proposals set out in this discussion paper. You can do this by:

- Filling in the tick boxes provided in the latter half of this document, and sending it back to us; or
- Making general suggestions about any information that we may have overlooked, or highlighting alternative policy options for the Core Strategy, either in writing, by email or by telephone.

Your views matter! Any suggestions and comments that we receive will be fully considered, and will help us to prepare for the next stage in producing the Core Strategy.

The production process for the Core Strategy is summarised in Figure 2 opposite. The Issues & Options consultation is shown in the top box. Consultation stages are shaded.

Jan-Mar 2006: Consultation on Core Strategy Issues & Options paper
Mar-Apr 2006: Analyse responses and undertake Sustainability Appraisal on options
Sept 2006: Consultation on Core Strategy Preferred Options Report & Sustainability Appraisal Report
Oct-Nov 2006: Analyse responses and make amendments to both documents
Apr 2007: Consultation on Submission Core Strategy DPD and Final Sustainability Appraisal Report
May 2007: Prepare for examination
Aug-Nov 2007: Make amendments as required
Dec 2007: Adopt Core Strategy DPD and monitor annually

Please send your comments and suggestions to:

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The Liverpool Core Strategy relates to the local authority area of Liverpool City Council. However, its content will have implications over a much wider area, reflecting Liverpool’s role as one of England’s core cities. This section sets out the national and regional significance of the city, and its relationship to neighbouring towns and cities.

Liverpool’s regional role

Liverpool is a key gateway for trade and people into the North West, North Wales and North of England. Its coastal location places it at the western end of the North European Trade Axis, which extends from Ireland to the Humber Ports and through to Northern European markets.

This axis is highly significant for Liverpool, as it also constitutes the Northern Way growth corridor, which seeks to strengthen economic and transport linkages between the economic dynamos of the North of England (Manchester, Leeds, Liverpool, Sheffield, and Newcastle).

The Liverpool City Region

Liverpool lies at the heart of a large economic area, which has been termed the Liverpool City Region. This region is an important economic driver and an internationally recognised brand, and includes the six Merseyside districts of Liverpool, Sefton, Wirral, Knowsley, St. Helens and Halton, and also part or all of the outlying districts of West Lancashire, Warrington, Vale Royal, Chester, Ellesmere Port & Neston, and Flintshire (North Wales). The City Region also exhibits strong economic interrelationships with the neighbouring Manchester City Region.

<table>
<thead>
<tr>
<th></th>
<th>Population (approx; 2001)</th>
<th>Area (approx; km²)</th>
</tr>
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<tbody>
<tr>
<td>Liverpool</td>
<td>439,476</td>
<td>113</td>
</tr>
<tr>
<td>Merseyside</td>
<td>1,480,249</td>
<td>729</td>
</tr>
<tr>
<td>Liv. City Region</td>
<td>2,250,234</td>
<td>2,596</td>
</tr>
</tbody>
</table>

While the Liverpool City Region has a population of around 2.2m (see table above), its markets interact over a much wider catchment area, with
Liverpool in context

around 6.75 million people living within 60 minutes drive from Liverpool City Centre.

Alongside its substantial economic base, the City Region also has significant potential for the expansion of its strategic economic, knowledge, cultural and connectivity assets. Its economy currently contributes a 40% share of the North West region’s Gross Value Added (GVA) and 34% of its jobs.

All districts within the region exhibit strong cultural and economic ties. The diagram on the following page shows the extent of the Liverpool City Region, and the interconnections between its main towns.

At the centre of the Liverpool City Region lies the Merseyside sub-region. The conurbation is focused around the River Mersey, which is one of the area’s greatest natural, economic and cultural assets. Merseyside is not wholly urban, as over one third of land is designated as greenbelt.

The Merseyside districts work closely together on a number of strategic planning, environmental and transportation issues.

The map below shows the location of Merseyside’s major settlements, and areas of open space.

The local perspective: Liverpool’s current issues and opportunities

Consultations on both the UDP Review Issues Paper and Core Strategy Scoping Report have helped to identify some of the main issues and opportunities facing the city. These are summarised in the remainder of this context section².
Liverpool in context

1. **Transport and movement:**
   Quality and coverage of public transport; road traffic congestion; traffic casualties; limited walking & cycling opportunities

2. **Vacant & contaminated land / buildings:**
   Amount of contaminated land; amount of vacant/derelict land and buildings

3. **Air, noise and light pollution:**
   Noise levels; air quality; carbon dioxide emissions; light pollution at night-time

4. **Economic development:**
   Boosting economic growth; increasing opportunities for lifelong learning; improving residents’ skills

5. **Cultural and economic assets:**
   Improving the city centre; quality and amount of cultural and civic facilities; quality and size of higher education facilities; airport and seaport growth; capitalising on European Capital of Culture 2008

6. **Neighbourhood facilities:**
   Quality and quantity of...district and local centres, community facilities, schools, and sport and recreation facilities

7. **Historic environment:**
   Heritage buildings at risk; protection of listed buildings, Conservation Areas; World Heritage Site

8. **Open space and coastline:**
   Quality, type and quantity of open space; quality of and access to the coastline

9. **Biodiversity:**
   Quality of existing nature reserves; protecting threatened species

10. **Location of new development:**
    Accessibility to jobs and services;
suitable mixes of uses; protecting green & open spaces

11. **Energy and resource use:** Increasing the amount of renewable energy; resource use of new buildings

12. **Healthy living:** Improving opportunities for active travel; improving diet; improving sports and recreation facilities; access to GPs and hospitals

13. **Community safety:** Crime and antisocial behaviour problems; measures that exacerbate fear of crime

14. **Community involvement:** Getting people involved in strategic decision-making; providing good quality neighbourhood facilities

15. **Stable communities:** Quality, quantity and type of housing; neighbourhood facilities; diversity of communities

16. **Design & local distinctiveness:** Improving the quality of urban and architectural design;

recognising and complementing local building styles and qualities

17. **Waste:** Quality and type of waste management facilities; increasing the amount of recycling and reducing the amount of waste generated through a waste hierarchy

18. **Access to quality housing:** Types and tenures of housing available in the city’s neighbourhoods; quality of existing housing

19. **Water quality:** Quality of water in estuaries, rivers and canals; improving the sewerage and water utilities infrastructure
Objectives of the Core Strategy

To achieve the vision for the LDF (see page 1), five objectives for the Core Strategy DPD have been identified. These have been derived primarily from the city’s Community Strategy. The objectives are listed below.

To strengthen Liverpool’s economy and improve the city’s image

The Core Strategy will support the growth and diversification of Liverpool’s economy, particularly those sectors which will enhance its role at the heart of a strong and confident City Region within the Northern Way growth corridor. The development of the city’s land, air and sea transportation and communication networks, the City Centre, Strategic Investment Areas, learning institutions, and the provision of a range of high quality cultural and civic facilities will have a key role to play in the economic growth of the Liverpool City Region.

To build and support strong and inclusive communities

The Core Strategy will promote the interests of Liverpool’s many different communities. It will provide a clear framework for the ongoing renewal of the city’s neighbourhoods. Residents and other key stakeholders will have an important role to play in producing this framework. Regeneration and development activities must play a part in supporting the provision of appropriate housing; providing a range of good quality community, leisure and educational facilities in local areas; improving access to jobs and reducing worklessness; adopting positive measures to reduce crime; and improving health through providing more opportunities for sport, recreation and active travel.

To improve the quality of buildings & spaces and foster local identity

The Core Strategy will ensure that the ongoing development of the city will enhance Liverpool’s character.

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3 The Scoping Report demonstrates how these objectives relate to the aims of Liverpool’s Community Strategy, and tests their compatibility with the objectives for use in the Sustainability Appraisal.
Objectives of the Core Strategy

Protection will be given to the city’s heritage. New buildings will be required to be innovative, and complementary to local urban form and building styles.

New development must be designed to be as accessible as possible, and minimise disturbance to existing communities. Development will be encouraged on underutilised land (brownfield sites) whilst action will be taken to improve the quality of open spaces. The Core Strategy will encourage the creation of ‘green networks’, in order to improve the walkability of Liverpool.

To protect the environment and minimise resource use

The Core Strategy will require the highest standards of environmental protection, in order to safeguard our air, water and land resources (in particular protecting the Mersey Estuary, and other waterways and floodplains), to reduce noise pollution and to protect the historic environment. It will include a framework to reduce the amount of waste produced, to increase recycling, and to improve biodiversity in the city. New development must be designed to mitigate against long-term adverse environmental effects, such as the amount of energy and water used by buildings, and the amount of energy used to travel to and from the development, in order to reduce the city’s carbon dioxide emissions.

To maximise accessibility

The Core Strategy will support the development of the city’s transportation network so that accessibility is improved for everyone, while minimising its environmental impact. It will aim to encourage more opportunities for people to make local trips by walking or cycling (thereby promoting health and wellbeing), safeguarding routes for new public transport provision, and allowing for the improvement of highways where local environmental benefits are gained. High density development will be encouraged in areas of highest accessibility; in particular intensive employment uses (such as offices), to ensure that as many people as possible have good access to jobs.
As the Core Strategy is the key document within Liverpool’s LDF, its policies and principles must be consistent with the Regional Spatial Strategy for the North West (RSS). Taken together, the LDF and RSS constitute the legal development plan for Liverpool.

The RSS sets down core development principles which will apply to policies in the Liverpool LDF and therefore to development in the city as a whole. These core development principles are:

- **Make more sustainable and transparent decisions.** This means that plans and strategies should set out clearly those elements of environmental, social and economic capital where there is a presumption against any harm arising from development. Development should enhance the quality of life and where there are adverse impacts, these should be mitigated where possible.

- **Make better use of land, buildings and infrastructure.** This means that development should make efficient use of land and be located in areas that reduce the need to travel and meet people’s needs locally. The following sequential approach to meeting development needs to be adopted:
  - Reuse of buildings and infrastructure;
  - Reuse of previously developed land; and then
  - Development of undeveloped land, as long as it is accessible.

- **Ensure quality in new development.** This means that new development must be of high quality design and be sustainable in construction and materials.

- **Address the challenge of climate change.** This means that policies in the LDF and development proposals take into account the need to reduce “greenhouse gas” emissions to ensure that the potential impacts of climate change such as the increased risk of flooding are addressed.

Whilst the above development principles apply to the North West as a whole, they must be reflected in Liverpool’s own planning policy. Initially it will be the role of the Core Strategy to apply them to the city’s own circumstances by developing a set of development principles which apply more specifically to Liverpool.
At this stage, it is envisaged that the Core Strategy will include a range of Key Development Principles and Strategic Policies which will be applied throughout the Local Development Framework (LDF).

The following Key Development Principles will apply to all development proposals in Liverpool.

The Strategic Policies will relate to specific, rather than all, types of development, and will apply hierarchically after the above key development principles have been satisfied. Options for Strategic Policies tend to be more constrained by existing legislation and relate to subtle differences in how the Core Strategy could lead to improvements.

The Key Development Principles are fundamental to the Core Strategy. To help you to understand them better, they are described in the next section.

The proposed Key Development Principles and Spatial Policies are set out below.

### KEY DEVELOPMENT PRINCIPLES

**KDP1: Spatial development**

To set out a clear development strategy for Liverpool, including appropriate locations for certain types of new development.

**KDP2: Liveability**

To address key local issues such as the design of new buildings, parks and open spaces, crime and community safety, health and wellbeing, and density of new development.

**KDP3: Implementation**

To set out the factors that should be taken into account by developers when submitting a planning application.

### STRATEGIC POLICIES

- Access to quality housing
- Cultural & economic assets
- Pollution
- Biodiversity
- Open space & coastline
- Economic development
- Vacant / contaminated land & buildings
- Waste
- Historic environment
- Transport infrastructure
- Neighbourhood facilities
**Key Development Principle 1 relates to how the location of new development impacts upon Liverpool’s environment, people and economy. The Core Strategy should clearly set out broad locations for new development of various types, so that the long-term success of the city’s living and working neighbourhoods is secure; as many people as possible have good access to jobs and leisure opportunities; and the city’s open spaces are protected from inappropriate development.**

For the Core Strategy to influence the spatial development of Liverpool, a clear set of priorities is needed to determine where new development should be sited. The Scoping Report identified three separate priorities, as illustrated below and on the key diagram shown on the following page.

Firstly, the Core Strategy could prioritise new development in areas of the city that are well served by public transport (primarily near to regionally or sub-regionally significant transport interchanges such as the City Centre, Wavertree Technology Park, Sandhills, and Liverpool South Parkway; see diagram overleaf). This would ensure that key jobs and services are accessible to as many people as possible throughout the Liverpool City Region, as well as locally, even if they do not have access to a car. This would also help to reduce long-distance road traffic in the long-term. Employment development would be permitted in other areas only if it met a local need (e.g. in work-deprived areas).

Alternatively, the Core Strategy could give priority to new development in areas of social and economic deprivation, in order to support existing regeneration strategies and objectives. These areas are indicated on the key diagram via the designation of zones for economic growth and housing development / redevelopment. The employment sites all fall within Liverpool’s Strategic Investment Areas, which if developed in the right way have the potential to reduce deprivation in adjoining neighbourhoods. The key diagram demonstrates this strong correlation between zones economic growth and housing development / redevelopment.

The city’s spatial development could alternatively be led by a central objective to retain Liverpool’s major areas of open space. The key diagram identifies significant tracts of linked or partially-linked open space within the city, and parks of citywide importance. Development could be encouraged in areas of the city that did not adversely affect these open spaces, as long as it was consistent with national and regional policies.

A fourth option would be to resist setting a plan-led spatial development framework, other than conforming to the Regional Spatial Strategy. This option would support the growth of current employment areas, regardless of their location and relationship to public transport, regeneration areas and open space.
Key diagram: legend

- **City boundary**

- **Local area deprivation (2004):**
  - Most deprived in Liverpool
  - Least deprived in Liverpool

- **Local and district centres**

- **Greenbelt, open space & strategic parks**

- **Economic growth zones, of national (N), regional (R) or sub-regional/local significance (Strategic Investment Areas)**

- **Strategic ports: Airport (A) and Seaport (S)**

- **Priority zones for housing development & redevelopment**

- **Regional or sub-regional transport interchange 800m catchment area**
Policies and principles: KDP1
Spatial development: key diagram
Key Development Principle 2 is about how new development contributes to the character of areas and benefits the local community. The Core Strategy should clearly state how new development can contribute positively to Liverpool’s neighbourhoods, so that:

- Land and buildings are used in a way that benefits neighbourhoods.
- The environmental quality of neighbourhoods (i.e. their look and feel) is improved and/or protected.
- New buildings and spaces are well designed, so that the health and wellbeing of local people is enhanced.

The Scoping Report identified a number of different ways in which development affects local communities — all of which the Core Strategy should address. All of the following factors influence the ‘liveability’ of an area.

- The vitality and vibrancy of neighbourhoods. It is important that renewed activity is stimulated in areas which have suffered decline over recent years.
- Efficient and effective use of land and buildings within an area. Some neighbourhoods have a large amount of land available for development; others do not. In all areas, it is important that new development makes good use of the city’s land resource.
- The way in which buildings use energy and natural resources. Minimising resources in the construction and use of new buildings is increasingly vital. By making use of modern technologies, new buildings are more likely to stand the test of time.
- The environmental quality of an area. Many areas of Liverpool demonstrate an outstanding environmental quality, and these are usually more popular places to live and work. It is important that the environmental quality of all neighbourhoods within Liverpool is raised, in order to reduce inequalities between different parts of the city.
Policies and principles: KDP2
Liveability

• **The city’s open spaces.** The amount and quality of open space within neighbourhoods varies greatly. The challenge is to ensure that all citizens have access to good quality parks and natural environments.

• **Crime and community safety.** Well designed buildings and spaces can help to reduce crime and fear of crime within a neighbourhood. It is important that this factor is taken into account in new development.

• **The health and wellbeing of people who live or work in Liverpool.** Similarly, the design and layout of buildings and spaces can affect the health and wellbeing of communities, and must be considered by new development.

• **How new development responds to the character of an area.** Neighbourhoods with strong character may require sympathetic development, which responds to the shape and form of existing buildings. In areas that lack character, new development should help to address this.

• **The intensity of uses in new development.** Some parts of Liverpool have for generations been busy places with vibrant mixes of uses. These are usually places with a high intensity of uses, e.g. housing and commercial development, and they play an essential role in the life of the city. Equally valuable, but in a different way, are areas of the city that are more residential in character, or have less intense commercial uses. New development should pay due regard to the intensity of uses within an area, and either reflect or enhance this.
The third Key Development Principle relates to the technical aspects of submitting and evaluating planning proposals. It will state what supporting information will be required as part of a planning application, in order to justify how other policies have been taken into account. It will also determine the level and type of Planning Obligations and Developer Contributions required for certain types of development.

The content of this policy is dependent on which option (or combination of options) is eventually selected for Key Development Principles and Strategic Policies. As such there are no options proposed for KDP3 in the Issues and Options Paper.

Types of supporting information / planning requirements likely to be required by Key Development Principle 3 are listed below.

- **Travel plans**: These are implemented by future occupants of buildings, and aim to encourage people to travel to and from the development by walking, cycling and public transport.

- **Developer contributions**: For larger developments, the Planning Authority can require additional funding from the developer for local transport or community infrastructure, training schemes, public art / realm projects, etc.

- **Habitat surveys**: On sites that are not protected by biodiversity legislation (e.g. Sites of Nature Conservation Value), developers may be required to undertake a habitat survey, to ensure that no endangered species will be threatened by proposed development.

- **BREEAM & Eco Homes assessments**: These are tools to assess the long-term environmental sustainability of new buildings (i.e. analysing the amount of energy and water required over a period of time). Buildings are rated accordingly. Planning Authorities can require a high score on either a BREEAM or Eco Home assessment, to ensure that the buildings contribute to environmental sustainability objectives.

- **Design statements**: Developers may be required to submit a design statement in order to set out why buildings have been designed in a certain way; e.g. reflecting local styles or traditions, relationship to surrounding roads and buildings, use of materials, making the most of sunny aspects, etc.

- **Flood risk assessment**: In areas of floor risk, developers may be required to ensure that new development will not be in danger of flooding over the coming years.