



Expansion of Anfield Stadium for
Liverpool Football Club

Planning Statement

Planning Statement
Expansion of Anfield Stadium, Anfield Road,
Liverpool

June 2014

Turley

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Client
Liverpool Football and Athletic Club

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Pre-ambble

The Planning Statement is one of eight core reports prepared in support of the application by Liverpool Football Club and Athletic Grounds Ltd (LFC) for:

- full planning permission for the expansion of the Main Stand to accommodate an additional c.8,600 spectators with associated hospitality and corporate facilities; and new public realm; and
- outline planning permission for the expansion of the Anfield Road Stand to accommodate an additional c.4,800 spectators; external appearance and landscaping are reserved for subsequent approval.

The development will be phased with the Main Stand expansion and public realm comprising the first phase of development; and the expansion of the Anfield Road Stand following as phase two.

This proposal is part of a wider initiative for the regeneration of the Anfield area as set out in the Anfield Spatial Regeneration Framework (Anfield SRF); albeit those wider proposals do not form a part of this application.

The following documents comprise the planning application:

Application Forms

A1/4 Planning Statement

A2/4 Appendices to Planning Statement

A3/4 Application Plans

A4/4 S106 Heads of Terms

B1/5 Environmental Statement, Volume 1: Main Report

B2/5 Environmental Statement, Volume 2: Technical Appendices (Part 1)

B3/5 Environmental Statement, Volume 2: Technical Appendices (Part 2)

B4/5 Environmental Statement, Volume 2: Technical Appendices (Part 3)

B5/5 Environmental Statement, Volume 3: Non-Technical Summary

C1/3 Transport Strategy

C2/3 Transport Assessment

C3/3 Interim Staff Travel Plan

D1/1 Design and Access Statement

E1/1	Sustainability Appraisal
F1/1	Economic Impact Assessment
G1/1	Heritage Statement
H1/1	Contaminated Land Checklist
J1/1	Statement of Community Engagement
K1/1	Summary Guide to the Application

This statement has been prepared by Turley (Consultant Chartered Town Planners), with additional technical work, research and information provided, with thanks, by:

- Mott MacDonald (Environmental Consultants and Transport Planners)
- SKM (Consultant Engineers)
- Planit ie (Urban Design, Landscape and Master planners)
- Regeneris (Economic Consultants)
- KSS (Architects)
- Liverpool Football Club
- Liverpool City Council
- Your Housing Group

Executive Summary

Introduction

1. Liverpool Football Club and Athletic Grounds Ltd (LFC) has made a hybrid application for full planning permission to expand the existing Main Stand and outline planning permission to expand the Anfield Road Stand to increase the capacity at the current Anfield stadium to c. 58,500. The application also seeks full planning permission for extensive public realm associated with the development.
2. The development will be phased with the expansion of the Main Stand and associated public realm improvements comprising the first phase; the expansion of the Anfield Road Stand will be delivered in phase two.
3. The application comprises 8 core reports, plus supporting documents:
 - Planning Statement
 - Environmental Statement
 - Transport Strategy
 - Design and Access Statement
 - Sustainability Appraisal
 - Economic Assessment
 - Heritage Statement
 - Statement of Community Engagement

A guide to the application has also been prepared for information purposes. It contains a brief summary of all of the submitted application documents.

4. Together those reports set out the context and detail of the development proposals, particularly having regard to the historic growth of the Club, technical details and analysis of impact on the environment, and access and parking arrangements. This planning statement draws information from each of those reports and sets out the case on behalf of LFC as to why planning permission should be granted.

Background

5. Anfield has been the home of LFC since the Club was formed in 1892. In the intervening years the Club has grown and several permissions granted to enable the stadium to expand and evolve to meet changing needs. LFC is one of the leading Premiership clubs in the country; it has a long history of success in national and European competitions and an extensive worldwide fan base.
6. The tightly constrained nature of the surrounding residential area has long been a significant constraint to further development and growth of the Anfield stadium prompting LFC to make an application and obtain planning permission for a new stadium in Stanley Park in 2006 and then again in 2008. LFC has since re-appraised its options and determined that it prefers to remain in the existing stadium, consistent with Liverpool City Council's (LCC) own aspirations for regeneration of the Anfield area. Expansion of the stadium, is required to enable LFC to compete effectively with other

Premiership clubs, and also to meet existing deficiencies in operating and spectator facilities at the ground.

7. In order for LFC to remain in the top-flight of the domestic game and sustain a long-term return to European competitions a larger stadium is necessary to generate additional revenue, leading to further investment in players and greater success on the field. That success is important to both the City of Liverpool and the Club.
8. A hybrid application for a new 60,000 seat stadium in Stanley Park and mixed use development on the site of the existing stadium was submitted to LCC in October 2003. The application was approved by the LCC on 12 April 2006 and a material start was made on site in early 2011 (LPA ref: 03F/3214). That consent establishes the principle of developing a 60,000 capacity stadium in Anfield; it sets a baseline position and is a material consideration in the determination of the current application.
9. This application proposes an alternative solution to meeting the requirements of LFC through expansion of the existing stadium. It combines with the wider aspirations of LCC and its partners to bring about the comprehensive and sustained regeneration of the Anfield area.

The Application Site and Surroundings

10. The application site comprises the existing Anfield stadium site, land to the north of Anfield Road in the control of LFC, and adjacent land to the west comprising streets of terraced dwellings (Lothair Road, east of Alroy Road, and a small number of properties at the eastern end of Rockfield Road, Back Rockfield and Anfield Road), together with cleared sites in the Lake Street/Tinsley area.
11. The surrounding Anfield/Breckfield area is characterised by a predominance of pre-1919 terraced housing of varying size and quality. It has long been identified as suffering from multiple problems of social exclusion, poor environment, relatively poor health and lower than average educational achievement. The wards are ranked amongst the worst both within Liverpool and in the country in terms of poverty and deprivation indicators. Whilst there has been significant growth in the Merseyside and Liverpool economy in recent years the Anfield/Breckfield area has been slower to improve; with some economic and social indicators confirming that the area continues to lose jobs and population against the overriding trend in the City. Notwithstanding this, there are some positive signs of improvement predominantly as a result of the housing regeneration commenced under the former Housing Market Renewal Initiative (HMRI).
12. Stanley Park and Anfield Cemetery comprise a significant area of open space (c.101ha in total) immediately to the north of the existing Anfield stadium. They were both laid out towards the end of the 19th century and are included on the English Register of Historic Parks and Gardens; Stanley Park has recently been upgraded to a Grade II* landscape following the implementation of the Stanley Park Regeneration Plan, 50% funded by LFC as a consequence of the previous consent for a new stadium. Stanley Park is highly valued as a resource by the local community and its recreational use has increased since the restoration was completed in August 2010.

The Stadium Development Proposals

13. The proposal is for the expansion of both the Main Stand (phase 1) and the Anfield Road Stand (phase 2) to increase the capacity of the stadium from the current c.45,000 to a proposed c.58,500.
14. The expanded stadium will also include a range of ancillary uses including: enhanced hospitality and conferencing facilities, and a new (additional) Club store. The total new floor area proposed to be created by the stadium expansion, excluding spectator seating, is c.59,000sqm.
15. The Hillsborough Memorial will be relocated in the first phase of development to a location on the podium of the Main Stand, within a semi-secluded garden area designed for quiet contemplation. Other artefacts, including the Shankly and Paisley Gates and the Shankly Statue will be retained within the enhanced public realm around the expanded stadium.
16. The first phase of the development, comprising the expansion of the Main Stand and layout out of extensive public open space to the west and south of the existing stadium, is based on a 20-month construction programme with a target opening date of August 2016. The second phase, expansion of the Anfield Road Stand is subject to further feasibility testing and will follow in due course.
17. During construction works every effort will be made to maintain operation of the stadium at its existing 45,000 capacity. The expanded Main Stand development will be constructed behind the existing stand with controlled access on a match day. More disruptive works, such as demolition of the existing roof and construction of the link between the new and old parts of the stand will be carried out during the closed summer season.

Planning Policy

18. A key theme of policy guidance at a national and local level is for development to be sustainable and make a positive contribution to economic growth objectives. Regeneration of cities is also an important policy objective, particularly in Liverpool; LCC recognises that this will only be delivered by taking an holistic view and addressing issues of social, economic and physical decline.

Key Issues

19. There is a presumption in favour of sustainable development that accords with the development plan. The application proposals need to be considered against the objectives, policies and proposals of the development plan and any other material considerations.

The key issues for consideration comprise:

- The principle of development
- Impact on residential and general amenity

- Transport related impacts
- Impact on the historic environment
- Regeneration and economic benefits

The Principle of Development

20. The adopted Liverpool Unitary Development Plan (UDP) contains a specific policy that aims to facilitate the growth and development of Liverpool and Everton football clubs. Specific support for the expansion of the Anfield stadium is set out in various other policy documents prepared by LCC, including the recently adopted Anfield Spatial Regeneration Framework (Anfield SRF). There is, therefore, general 'in principle' development plan and other policy support for the development. This needs to be considered in the context of impact on residential amenity and other policies in the development plan.

Amenity

21. The proposed development will have an impact on the residential amenities of people living in close proximity to the expanded stadium, and the wider area. The Environmental Statement predicts a combination of positive and negative impacts on the residential amenities of adjacent occupiers. Following appropriate mitigation at either the construction or operational phase of the development, no permanent discernible significant adverse effects are predicted.

Transport

22. The Anfield area has already benefitted from a reduction in match-day traffic following the expansion of the Football Match Parking Zone (FMPZ) carried out in relation to the previous consent for a new stadium in Stanley Park. The measures proposed in the Transport Strategy aim to further dissipate the effects of car parking and match-day traffic in the area and encourage greater use of public transport and walking routes to the stadium. Overall, and as a consequence of the transport measures affecting a modal shift away from the private car, the development is predicted to result in less traffic in the Anfield area than previously accepted for the new stadium in Stanley Park.

Heritage

23. Planning permission exists for the construction of a new 60,000 capacity stadium in Stanley Park. That development would have a direct major impact on the setting and significance of the heritage landscape, including the adjacent Anfield Cemetery. The expansion of the existing Anfield stadium would result in less than substantial harm to the significance of the heritage assets; that harm would be less than the approved new stadium whilst also offering the benefits of securing the completion and sustained regeneration of the Park. The harm is outweighed by the significant regenerative and overall public benefits delivered by the stadium expansion.

Regeneration

24. The overriding objective of the Liverpool UDP, linked to the corporate vision for the City, is to secure urban regeneration. Successful and lasting urban regeneration requires a holistic approach to addressing all of the elements of society, including social, economic, health/education, as well as the physical environment. Football stadia can play an important and unique role in regeneration, particularly in deprived communities,

and where they contribute to the wider community through wealth creation and shared facilities.

25. The expanded stadium will deliver direct local regeneration benefits in terms of new jobs and wealth creation, widening recreational opportunities, and significant improvements to the physical environment. Further regeneration benefits will flow directly from the development primarily as a result of the positive impact that the enlarged stadium and generous public realm will have on the image of Anfield, leading to market confidence, improving the prospects of delivering other commercial investments and enhancing the success of housing regeneration in the area. LCC policy and reports recognise that the stadium sits at the heart of these regeneration initiatives and has the potential to act as a catalyst for holistic and lasting regeneration.

Conclusion

26. The expansion of the Anfield stadium is a sustainable development that is supported by the policies of the adopted and emerging Liverpool development plan and supplementary planning and other policy documents. The development sits at the heart of regeneration proposals for the wider Anfield area and will assist in bringing forward holistic and sustainable regeneration of the area in the short term. The development will also deliver city-wide benefits in terms of improving the profile and image of Liverpool and attracting more visitors.
27. The comprehensive regeneration benefits are sufficient to outweigh any temporal adverse impact on the residential amenities of a small number of nearby dwellings on match days and the less than substantial harm to heritage assets. The development is justified and a grant of planning permission is appropriate and in the wider public interest.

1. Introduction

- 1.1 In 1999 Liverpool Football Club (LFC) announced its intention to secure a larger football stadium in order to meet the growing demands and requirements of the Club; particularly in respect of national and European competitiveness, improved operational efficiency and addressing existing accommodation constraints, and to meet the changing needs and expectations of fans.
- 1.2 A planning application for a new stadium in Stanley Park and a mixed use redevelopment of the existing ground was submitted to Liverpool City Council (LCC) in October 2003. The application was considered at a special meeting of the planning committee on 30 July 2004 when the LPA resolved to grant planning permission for the development subject to conditions and a S106 Agreement. The application was subsequently referred to Government Office for the North West (GONW) and the (then) Secretary of State confirmed that he did not wish to call-in the application for his own determination. A lengthy period of negotiation on the S106 Agreement then ensued, culminating in a further up-date report to the planning committee on 11 April 2006. The planning decision notice was issued by LCC on 12 April 2006 (LPA ref: 03F/3214).
- 1.3 Having discharged all of the pre-commencement conditions, LFC made a material start on site in early 2011. This was confirmed in writing by LCC, thereby protecting the extant consent and setting a baseline position against which to consider any further proposals for the provision of an enlarged stadium (up to 60,000 capacity) in Anfield.
- 1.4 A second application for an alternative new stadium in Stanley Park was submitted in July 2007, and subsequently approved by LCC in June 2008. That planning permission has since lapsed (LPA ref:07F/2191).
- 1.5 In October 2012 LFC, LCC and Your Housing Group (YHG) announced plans to work together to deliver the regeneration of the Anfield area building upon initiatives that had and/or were already taking place. In entering into that partnership, LFC confirmed its preference to remain at and extend its existing ground to increase the capacity to c.60,000 seats, culminating in this planning application.
- 1.6 This statement is one of eight core documents comprising the planning application for expansion of the Anfield stadium. It provides an overview of the application and the case for granting planning permission for the enlarged stadium, public realm and associated facilities. It draws on information submitted in the detailed technical and supporting reports (**Documents B - J**) and related appendices, and carries out an assessment of the development in the context of planning policy and other material considerations.

The report is organised in the following way:

- 1.7 Section 2 sets out the background to the proposals. This includes the history of the growth of the Club, a description of existing operations and of the current stadium, and a description of the surrounding area. It explains, in detail, the reasons behind LFC's need and aspirations for a stadium with increased capacity and why the expansion of the existing ground is now the preferred option for the Club.

- 1.8 Section 3 describes the application site and the development proposals. It provides a brief commentary on how the design of the stadium and its environs has evolved in consultation with LCC, Places Matter! and English Heritage and other key stakeholders. It also briefly describes the proposals in the context of LCC's regeneration plans for the wider Anfield area as set out in various documents including the recently adopted Anfield SRF.
- 1.9 Section 4 comprises a review of the key themes arising from national and local statutory and non-statutory policy. This draws upon the detail set out in the Environmental Statement (**Document B1/5**) and expands into consideration of local policies and strategies, for example related to tourism, economic and environmental regeneration.
- 1.10 Section 5 identifies the key planning policy and other issues in the determination of the application proposals. These are broadly identified as compliance with the development plan, sustainable development, regeneration, heritage and impact on residential amenity.
- 1.11 Sections 6 and 7 comprise the planning appraisal of the key issues, drawing, in particular, on the detail contained in the Design and Access Statement (**Document D1/1**), Transport Strategy (**Document C1/3**), Environmental Statement (**Document B1/5**), Economic Impact Assessment (**Document F1/1**) and the Heritage Statement (**Document G1/1**).
- 1.12 Section 8 draws all of the issues together in the planning balance, concluding that the proposal represents sustainable development that is supported by the development plan and other material considerations. The scheme will act as a catalyst for the sustainable regeneration of the Anfield area.
- 1.13 The environmental impacts of the development, particularly in respect of impacts on local residents, have been fully addressed in the Environmental Statement (ES) (**Document B1/5**) and appropriate mitigation identified to ensure that the proposal will not have any significant permanent discernible adverse effects that, on balance, would outweigh the overall benefits of the scheme.

2. Background

History of Liverpool Football Club

- 2.1 Liverpool Football Club (LFC) was established at the Anfield Road ground in 1892. Prior to that the site had been home to Everton Football Club, who had started life on a pitch in Stanley Park in the 1880's, and had a brief spell at the Anfield Road ground before moving to their current home at Goodison in 1892.
- 2.2 The name Anfield is now synonymous with LFC. The Club's crest with the phrase 'This is Anfield' was painted over the players' tunnel in 1960 on the instructions of Bill Shankly; that symbol is now famous throughout the world. Today, Liverpool Football Club and Anfield are second only to the Beatles as key tourism brands of the city.
- 2.3 The original football ground comprised a local facility with small stands at the Anfield Road and Walton Breck Road ends. It was constructed in an area of, already, high-density terraced 'workers' housing; the proximity of that housing has been a key factor affecting the on-going growth and development of LFC over many years.
- 2.4 In common with other large football stadia established over a century ago, Anfield was originally designed to accommodate standing spectators. With only a relatively small proportion of seated accommodation this gave football grounds a large capacity for a relatively small area. In its heyday, in the late 1950s/early 1960s, the capacity of Anfield was around 58,000. By 1976, following a major rebuilding programme to improve spectator comfort and meet safety standards, the capacity of the ground had been reduced to 56,000; although average gates at that time are reported to be c.46,000.
- 2.5 In the early 1980s, LFC embarked upon a further series of planning applications designed to up-grade facilities at the ground, including the provision of additional seated accommodation. That programme was accelerated following the Taylor Report in the aftermath of the Hillsborough Stadium tragedy, which recommended the provision of all-seated stadia. Subsequent to those improvements, including the redevelopment of an entire street of terraced properties to create the Centenary (Kemlyn Road) Stand, the current capacity of Anfield is c.45,000.

The Existing Stadium

- 2.6 The existing stadium at Anfield comprises a basic 4-stand structure with a mix of cantilevered and supporting roof forms. Each stand is different as the stadium has been gradually redeveloped over the last 100 years. While the stadium is a large and dominant structure in the street scene, it also creates a focal point and helps to define Anfield as a place distinct from other predominantly residential areas of the city.

- 2.7 The primary business of the stadium is as a Premiership football club, home to, on average 26 - 28 matches (including cup ties) per annum. The stadium also contains other ancillary functions that broaden the range of activity at the ground on match and non-match days.
- The Kop Stand on Walton Breck Road houses the LFC museum and megastore, both of which generate visitors throughout the year; although their busiest days coincide with football matches at the ground. The Kop Stand contains 'The Boot Room' local restaurant and match-day hospitality venue for 240 persons, and the Club's Reduc@te programme. The Stand has a seated capacity of c.12,400 predominantly season ticket holders. 31 wheelchair positions are provided at pitch level; this is due to increase to 42 positions this summer
 - The Centenary Stand, which is also accessed off Walton Breck Road, contains the main function and conference facilities of the Club. At 24m in height this is currently the tallest stand of the existing stadium. The conference facilities in the Centenary Stand are used for corporate and other entertaining on match days, and are available for private hire and events at other times. The Stand accommodates c.11,700 spectators, including c.3,000 seats in hospitality lounges and boxes.
 - The Main Stand on the western side of the stadium has a seating capacity of c.12,200. It contains the players' facilities (changing rooms, lounges), press and media facilities, hospitality lounges, the boardroom, a small number of offices, and kitchens. It is the oldest stand at the ground, last refurbished in the 1970s, and rises to c. 22m in height.
 - The Anfield Road Stand has no additional facilities that are not related to match day activities. It houses away fans (average 3,000 tickets), general admission seats and all of the Club's junior ticket holders. The Stand was constructed in the 1990s. The Hillsborough Memorial is attached to the wall of the Anfield Road Stand at its north-western end.

Parking and Servicing

- 2.8 Parking and delivery/operational areas for the stadium are limited to enclosed yards adjacent to the Centenary and Main Stands. On match days these areas provide parking for match officials, players and a limited number (c.30) of corporate hospitality spaces. On non-match days the larger Centenary Stand car park offers 130 spaces and is publicly available for visitors to the stadium and general visitors/shoppers to the Anfield area.

Hillsborough Memorial

- 2.9 The Hillsborough Memorial is located on the Anfield Road boundary of the stadium site. This is an important focus for visitors to the stadium, although the facilities for viewing or quiet contemplation are limited by the narrow pavement and adjacent highway.

Employment

- 2.10 LFC is the largest employer in the Anfield area. It currently provides employment for 555 FTE (Full Time Equivalent) permanent staff comprising office personnel, ticketing, retail and museum staff, ground maintenance, and playing and coaching staff. The stadium itself supports c. 271 FTE jobs, including casual employment for 1800 workers in the capacity of stewards, catering and marshalling staff on match days (full details are set out in the Socio-Economic Chapter of the ES (**Document B1/5**) and the Economic Impact Assessment - **Document F1/1**).

Community Programme

- 2.11 The Liverpool FC Foundation, which was established in 2002, is the charitable arm of LFC. The main aims of the charity are to:

- Promote community participation in healthy recreation
- Provide and assist in providing facilities for sport and recreation for those that have a need due to their age, infirmity or disablement, poverty or social and economic circumstances; and
- Advance the education of children and other persons.

The Foundation also works to support other charitable and community organisations.

- 2.12 Using the power of the LFC brand the Foundation provides community-focussed programmes that exert positive influence on wider issues. Its programmes cover a wide range of activities, including:

- Football coaching sessions and bespoke programmes for young people, local schoolchildren, disability groups and others who benefit from engagement in sport and group activity including those with special needs, those in areas with high levels of antisocial behaviour, the homeless and military veterans
- A Youth Ambassador Scheme which provides training and casual paid employment for local young people in collaboration with LCC targeting those young people who are not in employment, education or training
- The 'Sweeperzone' project aimed at local young people and managed in collaboration with LCC that involves local young people cleaning up the areas around Anfield stadium on match-days in return for match tickets
- A Men's Health programme delivered with support from Liverpool Primary Care Trust (PCT) and other organisations providing the opportunity for men in the North West region to engage in sport and other activities aimed at improving health, providing the opportunity to socialise and engage with others, building communication skills, confidence and self-esteem

- Workshops designed to engage a wide range of young people from different areas of the City, bringing together the diverse communities of Liverpool through football with messaging on anti-racism and anti-discrimination
 - International football coaching sessions for those from disadvantaged backgrounds providing the opportunity for young children and adults to receive coaching from Liverpool FC Foundation coaching staff. These sessions are not only aimed at participants but also designed to provide training and ideas to those who manage overseas charitable and community organisations on a day to day basis; and
 - Through its trading company the Foundation also operates the Liverpool FC Foundation College, a collaboration with SALT Education, which gives young people the opportunity of gaining academic qualifications in sport
- 2.13 LFC works with a number of local partners and agencies to deliver its Foundation programmes including LCC, Liverpool PCT, Education Services and Liverpool County FA.
- 2.14 The Anfield Sport and Community Centre (ASCC) and LFC have a long history of delivering community programmes in the Anfield area which are common to both of their charitable objectives. The two parties are now working to make the most of their long standing relationship and understanding of the needs of the local community by working in partnership to support the long term sustainability of the ASCC and Liverpool FC Foundation's plans for football development by creating a real hub for LFC's community activities in North Liverpool. Their project '4 Football 4 Everyone' aims to develop the ASCC further to become a high quality inspirational facility and a much needed community hub for football in this part of the City, alongside a rich and varied sports offer throughout the centre as a whole. The project aims to deliver:
- a new full size floodlit 3G artificial grass pitch
 - a new (2 badminton) sports hall
 - new Astroturf pitches to replace the existing pitches
 - reconfigured internal areas to create links to the new 3G pitch, office and classroom space, a new community cafe and social/viewing area, and
 - refurbished office areas.

The partners are currently working with the County FA and LCC to realise the funding necessary to deliver the project.

- 2.15 The Foundation directly employs around 26 full time staff along with a number of casual coaching staff. It receives core funding and contributions 'in kind' from LFC and also secures investment from public sector organisations and other funding bodies; its key funding partners are the Premier League Charitable Fund and Liverpool PCT. In April 2014 the Foundation, with the support of LFC, hosted the Hillsborough 25th Anniversary

football match at Anfield raising money for the Hillsborough Families Support Group and the on-going charitable work of the Foundation.

- 2.16 In addition to its charitable work through the Foundation, LFC also operates a bespoke education facility at Anfield Stadium which aims to engage students in unconventional classroom environments. The Reducate Centre is open to all age ranges and is used by a number of schools and other organisations from across the city region.
- 2.17 LFC donates thousands of signed merchandise items to support fundraising campaigns and initiatives for less fortunate young people. Through its charity it arranges personal visits for terminally ill children to the first team training ground at Melwood, giving them the opportunity to meet their heroes and watch training sessions.
- 2.18 All Liverpool players, first team, Academy and ladies, regularly take time out of their schedules to engage in community activity such as visits to Alder Hey, attending soup kitchens and making presentations at charitable events.
- 2.19 LFC also runs a volunteering scheme for all staff, encouraging them to get involved in community activities and work in partnership with local schools.

The Surrounding Area

- 2.20 Anfield Stadium is located between Walton Breck Road and Anfield Road in the Anfield and Breckfield wards of Liverpool, approximately 2 miles to the north of the city centre.

A plan showing the general location of the stadium is at **Appendix 1 (Document A2/4)**.
- 2.21 The Anfield/Breckfield area is characterised by a predominance of pre-1919 terraced housing of varying size and quality. The housing in the immediate environs of the stadium has suffered from a lower than average housing demand which has resulted in low house prices and high vacancies leading to a spiral of dereliction, abandonment and decay. The area saw a large loss of population in the 1980s and 1990s, particularly of younger and more mobile sectors of the community.
- 2.22 Anfield has been identified as suffering from multiple problems of social exclusion, poor environment, relatively poor health and lower than average educational achievement. The Anfield and Everton wards are ranked amongst the worst in Liverpool and in the country as a whole in terms of poverty and deprivation indicators.
- 2.23 In July 2005 Renewal Area status under the Housing Market Renewal Initiative (HMRI) was granted for the Anfield area leading to the preparation of a Regeneration Plan for a comprehensive programme of demolition, rebuild and refurbishment of houses in the Rockfield area and south of Walton Breck Road. The first phases of the Regeneration Plan have been completed, and while HMRI funding has subsequently been withdrawn by Government, LCC has committed to prioritise delivery of the Plan. This currently proposes demolition of dwellings lying immediately to the west of the stadium (Lothair Road, east side of Alroy Road) with works due to commence in June 2014.
- 2.24 A further area for housing clearance has been identified to the west of the existing open space (former clearance area) of Lake Street/Tinsley Street. Dwellings in the block

between Gilman Street and Pulford Street are vacant and have been acquired by LCC for clearance to create a new development site in accordance with the objectives of the Anfield SRF (see section 4). Demolition is due to commence in the summer.

- 2.25 To the south of the ground, on Walton Breck Road, there is a linear shopping area consisting of local shops and facilities. However, the range and quality of shops is, on the whole, limited and generally fails to meet the needs of the community. There are a high proportion of hot-food take-away shops predominantly serving the demands of football supporters on match day.
- 2.26 Stanley Park and Anfield Cemetery comprise a significant area of open space (c.101ha in total) immediately to the north of the existing Anfield stadium. They were both laid out towards the end of the 19th century and are included in the English Heritage Register of Historic Parks and Gardens. The Park is used for formal and informal recreation including the weekend use of soccer pitches at its eastern end by the local Anfield Junior League.
- 2.27 The western part of Stanley Park, that is land to the west of Mill Lane, was successfully restored in 2010 through a mixture of public and private funding, the latter provided by LFC. The works included physical infrastructure and improvements to the lakes, key paths, terraces, listed structures, and the full restoration of the Isla Gladstone Conservatory and bandstand. Following those works the Parks was re-graded by English Heritage as a Grade II* heritage asset.
- 2.28 East of Mill Lane the Park is dominated by a large surface car park that was constructed in 1964 related to the hosting of football matches at nearby Goodison Park in the 1966 World Cup. The tarmac car park is currently leased by both LFC and Everton FC for the parking of up to 1,000 vehicles on match days. The Vernon Sangster Sports Centre formerly occupied a site adjacent to the car park. In March 2007 the Vernon Sangster Centre closed and the majority of its staff and facilities were transferred to the up-graded and extended premises of the former Anfield Youth Centre at Lower Breck (now ASCC). The sports centre building was subsequently demolished.
- 2.29 Everton Football Club's ground at Goodison Park is located to the west of Stanley Park less than 1km from Anfield. The two football stadiums effectively 'book end' the Park.

Liverpool Football Club's Aspirations

Competitiveness

- 2.30 Today LFC is a top Premier League Club with an impressive and consistent record of English and European football success. The Club now has one of the biggest sporting brand names in the world. The success of LFC is important to the City of Liverpool, and the northwest region, as well as to the Club. With a significant number of visitors drawn to the city for football matches every year linked to an increase in football tourism, LFC plays an important role in the economy of Liverpool (see Socio-Economic Chapter of the ES and Economic Impact Assessment **Documents B1/5, F1/1**).
- 2.31 LFC has a long tradition of competing at the highest level of English and European competitions. However, until its recent success in the current (2013/14) season, LFC had failed to qualify for the Champions League for a number of seasons as the English

Premier League has become increasingly competitive. To maintain and enhance success on the pitch, LFC needs to have the resources to retain a team of high quality players. Clubs with larger stadia, such as Manchester United and Arsenal, are able to maintain their position at the pinnacle of the English game through high ticket revenues and international branding.

- 2.32 Success on the pitch and involvement in European competitions leads to increased income from the televising of matches enabling further investment to sustain the quality of the team.
- 2.33 One of the primary sources of income for the majority of football clubs is through the sale of match day tickets. In the future new rules of financial fair play and other emerging regulations imposing constraints and requirements for teams to be self-sustainable means that match-day revenues will become an increasingly important measure for clubs. As a consequence, many Premiership clubs are aiming to increase the capacity of their ground, and therefore ticket receipts, as the primary component for continuing economic success and competitiveness. The hospitality offer is important since premium seating offers enhanced revenue and is an important source of income for all football clubs.
- 2.34 Some clubs already have significant advantage; Manchester United, with its 76,000 capacity ground at Old Trafford and c.9,000 hospitality seats, has greater economic power than most of its rivals in the football league. Due to this significantly greater spectator capacity, the income generated from home matches at Old Trafford (ticket sales, hospitality and spending in the team shop) is of the order of £2million per game more than at Anfield. Other clubs also have larger grounds than Anfield, thus providing them with economic advantage over LFC. For example, Arsenal's Emirates stadium has a capacity of 60,000 (with scope to expand), Newcastle United's St James' Park has a capacity of 55,000, and Manchester City has recently obtained consent for an expansion of the Etihad Stadium to c.63,000.
- 2.35 Other Premiership teams, including Everton, Tottenham Hotspur, Fulham, and Chelsea are also reviewing their own stadium capacity and requirements to maximise revenue and enhance competitiveness longer term.

Contribution to the City Economy

- 2.36 It is as important for the economy and the image of the city of Liverpool that its football clubs continue to play at the highest level nationally and internationally. LFC has a large international fan base and attracts many overseas visitors to games. The majority of those visitors combine their visit to the stadium with at least one overnight stay in the city, making an important contribution to Liverpool's tourist economy. Success in international competitions would increase visitor numbers, overnight stays and general spending in the city.

- 2.37 A recent report¹ by Kieran Maguire of the University of Liverpool's Management School summarised the benefits to the city of the football clubs playing in the Champions League:

"It is not just the clubs themselves that will benefit. Potential matches against high profile opposition such as Real Madrid, Barcelona and Bayern Munich, and the fans that they will bring, along with the increased media profile, will have a positive impact on the city's profile.

A recent study indicated that the average overseas football fan spends £776 when watching their team play overseas, which is great for the airports, hoteliers, bar owners, taxi drivers and restaurants.

Each home match is potentially worth up to £2.5million to the city economy...."

- 2.38 The aspirations of LFC are, therefore, matched by the economic and regenerative objectives and aspirations of the city (see further at Sections 4, 6 and 7).

Governing Body and League Requirements

- 2.39 The requirement for a larger stadium also arises from the need to meet UEFA, Premier League and FA standards.
- 2.40 Whilst LFC has played in European club competitions, the stadium does not meet UEFA standards for hosting club finals and competitive (rather than 'friendly') international matches. It is currently accredited 4* UEFA status, which enables LFC to play in competitions, with special dispensation, but it is not able to host major games.

The stadium is deficient in terms of:

- Inadequate corporate and hospitality accommodation in stands
- Failure to meet minimum ground size (50,000 capacity for a 5* venue) **and** minimum hospitality requirements
- Lack of first rate media facilities in terms of camera positions, working places and TV studios. The stadium falls considerably below the standards expected and the provision of ad hoc facilities to meet requirements as best as can be achieved puts increased pressure on the existing constrained space within the stands
- Advertising space is inadequate
- Pitch dimensions and 'run-off' area are too small in all dimensions (up to 4m deficiency)
- Cramped and reduced quality changing rooms for players and match officials. Additional facilities are required to meet minimum standards of accommodation

¹ 'Champions League set to Boost City's Coffers': University of Liverpool Management School (7 April 2014)

- Ancillary facilities such as doctors' room, physiotherapy and drug testing do not meet minimum dimensions required by UEFA or the Premier League
 - Pitch-side team accommodation and players tunnel entrance are inadequate and do not provide direct, private and protected access for team and referees to the pitch and into the stadium. The narrow and stepped (up and down) access to the pitch creates significant difficulties for stretcher bearers
 - Lack of office accommodation including: UEFA working space, female match officials' room, a private room for match officials, ball boys/girls room, mess room, technical club working room and staff meeting room
- 2.41 Such facilities are normally required for all UEFA games, although a lesser standard is acceptable in the early rounds of competitions and for 'friendly' international games. The existing stadium is tightly constrained both in terms of internal and external accommodation and improvements to facilities to meet UEFA standards are simply not possible within the confines of the current stadium on its existing site.
- 2.42 The deficiencies of the stadium impact upon the ability, and hence the potential revenue of LFC, from hosting major international and European games. That is also a lost opportunity for the City in terms that a major international sporting event will attract more visitors, and spending, into the Liverpool economy.

Operational Inefficiency

- 2.43 There are a number of constraints to the operational efficiency of the existing stadium, largely as a result of lack of space and the age of parts of the ground particularly the Main Stand. Key issues are set out below:

Team Coach Access: Team coaches currently access the players' entrance in the Main Stand via the Shankly Gates on Anfield Road and concourse area adjacent to the Main Stand. The area for the coaches to manoeuvre has a maximum width of 12m, narrowing down to c.5m adjacent to the players' entrance. At the time that the team coaches arrive the concourse is thronging with crowds of supporters either waiting to see the teams or accessing the turnstiles into the ground. The crowd has to be controlled behind temporary barriers and line markings on the road by mounted police and club stewards. Once the players are in the stadium, the team coach must then reverse, a distance in excess of 50m, out of the ground and onto Anfield Road, where further crowds of fans are gathered, some around the Hillsborough Memorial. Manoeuvring of the coaches in such circumstances is clearly unsatisfactory and, although well-managed, potentially dangerous.

Main Stand: This is the oldest stand in the stadium. It has comparatively narrow seats compared with the remainder of the ground and a narrow and congested concourse. The narrowness of the concourse means that the food and programme kiosks and the toilet facilities are considerably below standard, particularly for women. Currently, there are no facilities for disabled or mobility impaired spectators.

The players' lounge and facilities which are housed in the Main Stand fall below normal standards and players expectations. Likewise the press facilities, which are also housed

in this stand, are not up to modern standards. Player and media facilities fall significantly below current UEFA and Premier League standards.

The Main Stand also contains the stewards' meeting room and facilities. This comprises a very small and wholly inadequate room where the head stewards are briefed; and a congested area for storing the c.600 stewards' coats. Security procedures are necessary for the distribution and collection of stewards' coats, and due to space constraints this is a very time-consuming process with the effect that some stewards are faced with considerable delays before returning their coats and being able to leave the ground after the end of a match.

Police Accommodation: The police maintain a small holding area in the Centenary Stand. Offenders caught within or just outside the ground may be held for a short period prior to being moved to a nearby police station. The police accommodation does not contain an interview room and all visitors to the area are fully visible. This means that any victims of crime who go to make a report to the police are in full view of persons being held; which could include the perpetrator of the crime. In any event, the circumstances in which victims can be seen by those being held can add to their distress.

Catering: Catering on match days in corporate boxes, lounges, bars and food kiosks on the concourse, is an important source of income for LFC, employment for locals, and a facility for the fans. On match days a large number of meals are prepared and served in a period of 2 hours. This is a significant task made more complicated by the fact that the kitchens are relatively remote from the majority of hospitality areas (30-50m).

Club Shop: The Club Shop is located in the Kop Stand on Walton Breck Road. On match days it becomes congested to the point that stewards have to control the flow of fans into the shop. Queues build up and these often extend out onto the pavement on Walton Breck Road, thus adding to the congestion in that area. It is likely that due to the queues and the fact that the shop is only open for a relatively short period after a match, some fans are unable to access it; this is a disappointment to fans and a missed revenue opportunity.

General Lack of Facilities: It is clear that a large proportion of fans arrive into the Anfield/Breckfield area some hours before a match commences, but they are not permitted into the stadium (other than those with tickets to the lounges or conference facilities) until 90 minutes before kick-off. This is the policy of LFC and is consistent with other Premier League Clubs. There are very few facilities in and around the stadium to provide refreshments, entertainment, or even shelter. As a consequence some fans congregate in the residential areas abutting the ground and this may cause a nuisance to local residents. The Centenary Stand contains a modern control room with over 50 CCTV cameras in and around the ground. However, whilst this provides excellent security within the confines of the stadium grounds, it does not extend far beyond, with the result that fans and activity outside the ground cannot be monitored to the same level by the Club.

Expectations of Fans

- 2.44 The profile of football fans and people attending football matches has changed significantly in recent years. This can be partially attributed to the consequences of the Taylor Report and the introduction of all-seated stadia, and partly a result of the rising popularity and profile of individual players. There are an increasing number of female season ticket holders and demand for corporate entertaining/hospitality facilities. LFC needs to respond to the increasing demands of those groups for qualitative improvements in facilities.
- 2.45 A number of the operational deficiencies of the existing stadium that have been identified above are relevant, including the key inadequacies of the Main Stand and the congestion in the Club Shop. In addition, there are increasing demands for improved catering/hospitality that cannot be met within the confines of the existing stadium.
- 2.46 There is a particular demand for increased hospitality seats within the ground. The stadium is currently able to provide around 3,000 hospitality seats with on-site catering facilities. A further 1,000 hospitality guests are hosted off-site or in locations within the stadium remote from their seats (e.g. Boot Room hospitality in the Kop Stand for those with seats in the Anfield Road Stand). The level of hospitality seating compares unfavourably with key competitors such as Manchester United and Arsenal, having a hospitality offering of c.9,000 seats and significantly enhanced revenue as a result.
- 2.47 The number of wheelchair positions within the stadium and accessibility seating is currently significantly below Accessible Stadia recommended standards of provision and is unevenly distributed. The majority of existing wheelchair positions are located at pitch level in the Kop Stand.

Accommodating 60,000 Fans

- 2.48 LFC first began to look at options for an enlarged stadium to meet its increased capacity needs in 1999. It engaged architects to assess the options for extending the stadium to maximise capacity. An expansion scheme was prepared at the same time that LCC was preparing a redevelopment scheme for land around the stadium. The two schemes were joined in a public consultation exercise organised by the LCC which led to local concern at the prospect of substantial housing demolition and blight.
- 2.49 In the autumn of 1999 the Anfield/Breckfield Partnership Forum (formerly the Anfield/Breckfield Community Steering Group) was established as the main vehicle for community-led regeneration in the area. At the end of 1999 it commenced work on a regeneration plan for Anfield/Breckfield, focussing principally on housing, social facilities, traffic and parking, shopping and the environment and delivery of various regeneration initiatives in the area.

A New Stadium in Stanley Park

- 2.50 In the meantime, LFC began to explore alternative options for achieving a larger stadium. At an early stage, the possibility of locating a new stadium in Stanley Park was identified. Such a location, immediately adjacent to their existing ground, would meet one of LFC's key objectives, which is to remain within its 'spiritual home' of Anfield.

- 2.51 A comprehensive and systematic analysis of a number of alternative sites for a new stadium was carried out across the city. That exercise confirmed that Stanley Park was the preferred location for the development owing to the significant regeneration benefits that would arise from retaining LFC in Anfield, the investment acting as a catalyst to further development in the area, opportunities for restoration of the Park, and concerns regarding the adverse socio-economic effects on the local area if LFC were to move away from Anfield.
- 2.52 A planning application was prepared and submitted including significant mitigation in the form of a Stanley Park Regeneration Plan and Conservation Management Plan. LCC granted consent for a stadium in Stanley Park on 12 April 2006. The decision notice sets out the Council's reasons for granting planning permission, as follows:

"In reaching a final conclusion the application has raised strong views both for and against and the arguments are finely balanced. In this situation there are a variety of development plan policies that apply and there has to be a judgement about where the balance lies. The crucial issue of the deliverability of the regeneration plan for Stanley Park as mitigation for the adverse impacts on [heritage] policy have been carefully considered by English Heritage in their formal comments on the planning application. Given those views it is the Planning and Public Protection Divisional Manager's judgement that the benefits of the development and mitigation measures proposed by the applicant and secured via conditions and the S.106 do enable a recommendation to be made for approval"

A copy of the council's decision notice (LPA ref: 03F/3214) is at **Appendix 2 (Document A2/4)**

- 2.53 Details were submitted to LCC to discharge all of the pre-commencement conditions and a material start was made on site in early 2011, safeguarding the permission in perpetuity.

Stanley Park Regeneration Plan

- 2.54 The key determining factor of LCC's decision to grant planning permission for the new stadium in Stanley Park was the fact that the new stadium would secure the substantial regeneration and long-term maintenance of Stanley Park. The Stanley Park Regeneration Plan was subsequently completed (for works west of Mill Lane) in August 2010 using public funds and private finance provided by LFC.

Revised Application

- 2.55 In March 2007 the ownership of LFC changed hands leading to the submission of a revised application for a new stadium in Stanley Park. While LCC granted planning permission for that development in June 2008, the consent has since lapsed (LPA ref: 07F/2191).

Expansion of the Anfield Stadium

- 2.56 LFC changed hands again in 2010. The new owners, Fenway Sports Group (FSG) are also owners of the Boston Red Sox baseball team and have a record of improving existing stadia.

- 2.57 In October 2012, LFC, LCC and YHG announced plans to form a new partnership (the Partnership) which would work together to explore a regeneration plan for Anfield. As part of this partnership, LFC confirmed its preference to expand Anfield stadium in a way that is supportive of the (revised) overall regeneration vision for the area rather than relocate to a new stadium in Stanley Park.
- 2.58 Following a positive response to LCC's consultation on an emerging regeneration framework (entitled 'The Anfield Project') in summer 2013, the Partnership continued to work together to provide a mechanism for delivery of the vision. This included LCC preparation of the Anfield SRF (see section 4) and its negotiations with landowners to purchase properties for the expansion of the stadium and other key development projects identified in that Plan.
- 2.59 LFC then also commenced preparation of a scheme for the phased expansion of Anfield to accommodate up to 60,000 supporters. In doing so, it publicly acknowledged that its plans were dependent upon a number of important factors including the ability to assemble the land and properties necessary to complete the development, and the community and home owners' support for the proposed stadium expansion as part of the holistic vision for Anfield.
- 2.60 LFC has carried out pre-application discussions with LCC and other key stakeholders, including English Heritage, Places Matter, the Hillsborough Family Support Group, local community groups, football fans, statutory consultees and disabled supporters groups; the feedback from those groups has influenced the scheme details as set out in the Design and Access Statement (**Document D1/1**).
- 2.61 Consultation with the local community has included a range of meetings, presentations, workshops, two public exhibition days and a web-page on the Club's website. The majority of feedback² received through the consultation exercise has been extremely positive and welcoming of the stadium expansion to improve facilities for the fans whilst contributing to the wider regeneration of the Anfield area.
- 2.62 Many respondents welcomed the proposals for an improved setting for the Hillsborough Memorial. A number of respondents referred to the success of the family zone on Anfield Road, and offered support for additional facilities in the local area. Of the limited number of comments received from the local community, there was an agreement to the need to improve facilities at the Club and support for the development in its contribution to the wider regeneration of the Anfield area; full details are set out in the Statement of Community Engagement (**Document J1/1**).

² 80% support – see Statement of Community Engagement

3. The Development Proposals

Introduction

- 3.1 This section sets out summary details of the application site and the scheme proposals, setting it in the context of the Anfield SRF. Full details of the scheme and analysis of the application site and surroundings are set out in the Design and Access Statement (**Document D1/1**).

Site Description

- 3.2 The application site comprises:
- The existing LFC stadium site
 - Land to the north of Anfield Road, formerly occupied by dwellings that were cleared in 2007, and that land is now used as a car parking for the stadium and a 'family zone' prior to matches
 - That part of Anfield Road lying between the existing stadium site and the 'family zone'
 - The area of open space, formerly occupied by dwellings, bounded by Tinsley Street, Gilman Street, Walton Breck Road and Rockfield Road, to the south west of the existing stadium, and
 - Land immediately to the north west of the existing stadium comprising both sides of Lothair Road and the east side of Alroy Road where properties are subject of proposals for demolition by LCC under a separate planning application
- 3.3 The total area of the application site is 6.9ha; that compares to the site occupied by the existing stadium within the gated walls, which is 3.6ha.

A site location plan is at **Appendix 3 (Document A2/4)**

Scheme Description

- 3.4 The application scheme comprises a hybrid proposal application for:
- (i) Full planning permission for expansion of the Main Stand adding a further c.8,300 seats. The enlarged Main Stand will include the following accommodation:
- Conferencing and banqueting facilities
 - 14 boxes
 - 78 additional wheelchair positions and 120 additional amenity seats
 - Improved accommodation for players and officials

- Club shop (in addition to the retained shop in the Kop Stand)
- Car park for 60 vehicles and team coach access beneath a podium
- (ii) Full planning permission for associated public realm comprising:
 - 45m wide concourse including softer community garden area ('The Grove') lying between the Main Stand and retained properties on Alroy Road
 - 'Fan zone' in a newly created 'Anfield Square' between the extended Main Stand, existing Kop Stand and Walton Breck Road
 - Memorial garden for the relocated Hillsborough Memorial
- (iii) Outline planning permission for expansion of the Anfield Road Stand to provide an additional c.4,800 seats for general admission (GA), including 55 new wheelchair positions in a variety of locations and 60 amenity seats. Car parking will be provided beneath the expanded stand and the area immediately to the north of it will be landscaped. The application proposes use of the upper level of the extended stand for a small number (c.8) of residential apartments or c.1,160sqm, of commercial use..

Design Principles

3.5 LFC's brief for the enlarged stadium is to:

- Achieve increased capacity of between 55,000 and 60,000 seats; that increased capacity to be achieved without significant disruption to the existing stadium operation
- Provide additional improved and varied hospitality accommodation including premium lounges, hospitality and private suites, additional boxes and VIP accommodation
- Successfully integrate the stadium expansion into the wider area so that it makes a significant and meaningful contribution towards regeneration
- Use the character and historic growth of the existing stadium as a four stand structure to inform the design. In particular, to maintain the Kop and the atmosphere at the ground
- Provide a safe and secure stadium that meets with current sports regulation documents

Main Stand

3.6 The detailed design of the Main Stand has been the subject of pre-application discussion with LCC and key stakeholders, including English Heritage, Places Matter! and the Hillsborough Family Support Group. The combination of LFC's requirements and specific comments raised during that consultation process have been brought together to produce the proposed design of the Main Stand and adjacent open space.

Details of the design evolution are set out in the Design and Access Statement (**Document D1/1**).

- 3.7 The Main Stand expansion will be constructed to the rear of the existing stand. The enlarged structure will be 140m in length, 65m wide (including c.10m wide podium) and over 45m tall at its highest point (main roof). It will provide an additional c.8,300 seats within the stadium, increasing overall capacity at the time of its construction to c.54,000. Around 4,600 of the new seats in the enlarged stand will be for additional premium tickets and hospitality; the remaining new seats will be provided for general admission (GA).
- 3.8 The enlarged Main Stand will comprise 39,320sqm of internal floorspace, excluding the seating bowl; and will have a footprint of 9,100 sqm. It will provide 7 levels of accommodation containing all of the facilities for players, match officials and Club Directors, and the majority of hospitality and VIP accommodation. Catering and media facilities will also be accommodated in this stand.

A schedule of proposed accommodation in the Main Stand is at **Appendix 1** of **Document D1/1**.

Materials

- 3.9 The development will be constructed predominantly of red brick, with a darker tone at the lower level creating a 'base' to the structure. Two red brick circulation cores will extend to the full height of the stand at either end, while the central section will be glazed to provide views from the concourses and hospitality suites; a series of brick-clad piers will break up the glazing and offer relief. Red enamelled panel coating will be used to highlight areas of interest, for example the entrance to the Club shop. Polycarbonate cladding will be used to enclose the gable ends of the seating terraces and provide weather protection.
- 3.10 Back-coloured red glazing will be used to articulate the upper concourse level. The Club's name will be applied to the elevation and its crest will be picked out in key locations, including the large circulation cores.
- 3.11 The profiled metal cladding roof structure will be supported by an exposed prismatic tubular steel truss that over-sails the roof and folds down to the outside gables of the extended stand as a design feature.
- 3.12 The building and roof structure will wrap around the extended seating and fold down and around at the ends to meet the existing Kop and Anfield Road stands.
- 3.13 At night, the lower level glazing in the Main Stand and podium shop (see below) will need to be protected. Purpose designed perforated roller-shutter blinds bearing the Club crest will be fitted in recessed panels

Podium

- 3.14 While the overall width of the expanded Main Stand will be 65m, c.10m of that will comprise a double-storey (c.6.5m) height podium that runs along the majority of its length. The podium, which will be accessed predominantly via wide staircases at either end, provides a break in the scale and massing of the new stand, acting as an interface

between it and the adjacent housing and providing opportunities for an active frontage at ground level throughout the week.

- 3.15 A new Club store, of 1,300sqm floor area (900sqm net trading area) will be provided beneath the podium with display windows and entrance at ground level. A ticket collection office will be located adjacent to that and the Hillsborough Memorial will be re-housed in a colonnade within a semi-secluded area beneath the northern end of the podium.
- 3.16 The podium also offers the opportunity to provide safe and secure car parking for match officials and team coach access beneath the stadium.

External Landscape and Public Realm

- 3.17 The development provides the opportunity to provide a 45m wide concourse and associated areas of open space around the extended ground. The open space scheme is described in detail at section 6 of the Design and Access Statement (**Document D1/1**) and summarised below.
- 3.18 The key objectives incorporated into the landscape design include to:
- Facilitate large match day pedestrian flows and gathering of fans
 - Mark the transition between the stadium and the Park
 - Create a space that is relevant and usable to the local community, particularly on non-match days
 - Provide a contemporary landscape that encourages longer dwell time
 - Connect Walton Breck Road with Stanley Park
 - Create an attractive interface between the expanded stadium and adjacent dwellings
- 3.19 A series of design drivers have been identified to articulate and deliver these objectives, including: extending the influence of Stanley Park into the neighbourhood by wrapping the stadium and connecting spaces with parkland trees, lawns and planting, and improving links and views into/out of the Park.
- 3.20 While the external areas around the enlarged stadium will be in the demise of LFC, the majority will remain open and publicly accessible at all times and have been designed for informal recreation and to become a community focal point on non-match days. The existing Centenary Stand car park is the exception to this; that will remain walled and gated to provide security for player's vehicles on match days although the car park will remain available for public use on non-match days.

Hillsborough Memorial

- 3.21 Following consultation with the Hillsborough Family Support Group (HFSG); the group that raised the funds to create the Hillsborough Memorial; it will be relocated from its existing position attached to the Anfield Road Stand and will be erected beneath the

podium in a specially designed colonnade and semi-secluded 'memorial garden' accessed from the main concourse.

- 3.22 The memorial will be removed for safe storage at the start of the phase 1 construction programme. An image (high quality photograph) will be erected in a temporary location (to be agreed) until such time as it can be positioned in its new location beneath the podium.

Artwork

- 3.23 A local artist will be employed to work with the design team to create an integrated piece of artwork within the public realm that reflects the history, achievements and characters of the Club. The artist will also work with the HFSG to include appropriate reference to the Hillsborough story. An Artworks Strategy is appended to the Design and Access Statement (**Appendix 3, Document D1/1**).

Alroy Road

- 3.24 The scheme includes proposed improvements to Alroy Road comprising provision of 16 parallel parking bays within an improved highway with up-graded footpath, green verge and planting of semi-mature trees. The one-way vehicular traffic flow will be reversed enabling cars to access from the north (Anfield Road) and egress to the south (towards Walton Breck Road) only. A plan of this area is contained in the application plans (**Document A3/4**)

Outside Broadcast Area

- 3.25 In order to meet UEFA standards, a minimum area of 2,000sqm is required to accommodate outside broadcast (OB) vehicles for major European games; while the OB requirement for domestic games can be less than 1,000sqm. A flexible space is therefore required to meet these varying requirements.
- 3.26 The OB area generally requires a flat hard-wearing surface to accommodate the large vehicles, together with the relevant connections to the camera positions in the stadium and an unobstructed line of sight for the satellite link-up vehicle. The identified location in the north-west corner of the application site meets all of the necessary technical and size requirements.
- 3.27 The OB area will be in use for approximately 3 days around a televised match; i.e. approximately 75 days per year. During its use for OB purposes a temporary 'heras' fence will be erected around the area to protect the vehicles and equipment. The remaining time the area can remain open and available as part of the public realm around the stadium. The application proposes to surface the OB area with a coloured 'hardicrete' material and mark it out as a football pitch for informal use. Low plinth walls will mark the boundary of the OB area providing seating and preventing unauthorised vehicles gaining access to the adjacent Park.

Anfield Road Stand

- 3.28 The application for the Anfield Road Stand expansion is being submitted in outline with details of the external appearance and landscaping for that development reserved for future consideration.

- 3.29 Notwithstanding the above, the Design and Access Statement (**Document D1/1**) provides detail of the scale, massing and characteristic of materials likely to be used in that part of the development, as well as an indication of car parking provision and layout of open space adjacent to the expanded stand.
- 3.30 As with the Main Stand expansion, the extension of the Anfield Road Stand will take the form of a new structure erected to the rear of the existing stand with reconfiguration of seating and internal spaces to integrate the development. The extended stand will be approximately 108m long and 46m wide; it will be over 39m tall at its highest point (main roof).
- 3.31 The extended Anfield Road Stand will accommodate an additional c.4,800 seats with associated concourse space. Away fans will continue to be accommodated in the Anfield Road Stand, although they will be relocated to the eastern end of the stand where they have closest access to away fans coach parking on Arkles Lane.
- 3.32 It is likely that the architectural design and materials for the Anfield Road Stand expansion will reflect that of the Main Stand comprising a solid form clad in brick and red panels with an over-sailing roof supported by an external prismatic roof truss. At the request of English Heritage, the use of reflective/shiny materials will be limited in order to reduce any impact on the setting of the adjacent Stanley Park and nearby Anfield Cemetery.

Stadium Infrastructure

Car Parking

- 3.33 While the stadium site will be considerably larger than existing, the amount of on-site car parking that will be provided as part of the development will not change significantly as a result of the development.
- 3.34 The Centenary Stand car park will remain unaltered and continue to provide c.130 spaces that will be generally available for visitors to the stadium and area on a non-match day. On match days that car park provides c.33 hospitality parking spaces, the balance being reserved for players and pedestrian circulation.
- 3.35 A net increase of 30 car parking spaces will be provided beneath the podium of the enlarged Main Stand. On match days they will be reserved for match officials and VVIPs. On non-match days the car park will be used by staff at the stadium. Given its location beneath the stand this car park will not be available for general public use.
- 3.36 Around 102 car parking spaces will be provided under the Anfield Road Stand comprising 76 spaces for stadium parking and 20 spaces for commercial and/or residential uses.
- 3.37 The majority of car parking to serve the expanded stadium will take place in Stanley Park (east of Mill Lane), as currently occurs. LFC has a licence with LCC for 1,000 parking spaces on that car park, with access from Priory Road. The majority of those spaces are reserved for hospitality car parking.

- 3.38 LFC currently operates a car park on Anfield Road, adjacent to the existing family zone/food court. That car park is currently used predominantly by staff with some limited hospitality parking. As part of the phase 1 development, the car park will be laid out for 162 vehicles, including 25 blue-badge spaces. That car park will be accessed from the Stanley Park car park under the control of LFC marshals.
- 3.39 Other off-site car parking will be provided in close proximity to the site under licence agreements with LCC and other local land-owners including the Anfield and Pinehurst Primary Schools, former Anfield Comprehensive School and St Domingo Road. In total, LFC will either own or operate and manage c.2,100 parking spaces for hospitality ticket holders, with 3% of those spaces in closest proximity to the stadium laid out for blue badge holders.

Access

- 3.40 Lothair Road, Lake Street, Tinsley Street and a small part of Back Rockfield will be closed to facilitate the Phase 1 development. Stopping-Up and Traffic Regulation Orders will be required under separate procedures for closure of those roads and re-routing traffic in the area. Anfield Road will be Stopped-Up for the second phase of development in order to create a widened concourse around the northern end of the stadium and enhanced security without the requirement for significant anti-terrorism bollards and infrastructure. During Phase 1, that road will be closed on match days as currently occurs, with stewards controlling access.
- 3.41 There will be limited vehicular access to the expanded stadium. Anfield Road will be used to provide access into the car park beneath the podium; that route will also be used by the team coaches that will then be able to turn and manoeuvre safely within the stadium site. Emergency and maintenance vehicles will also access the stadium beneath the podium from Anfield Road.
- 3.42 Access to the Centenary Stand car park will be from Walton Breck Road as existing.

Cycle Parking

- 3.43 A small number of cycle parking stands will be provided beneath the podium for staff use only. A further 10 cycle stands (for 20 cycles) for visitors to the stadium and non-match day use will be provided within the Centenary Stand car park.

Transport Strategy

- 3.44 A Transport Strategy (**Document C1/3**) has been devised that aims to limit the number of private vehicles being used by people attending matches at the stadium. As a consequence, only limited additional car parking is proposed on site (c.30 net additional spaces) with no new parking in the Anfield area.
- 3.45 All of the on-site and several localised off-street car parks (c.2,100 spaces in total) will be owned or controlled by LFC under licence and made available to hospitality ticket-holders under a pre-booked system. This will displace those general admission ticket holders that currently drive to Anfield and are able to access car parks without pre-booking (e.g. the former Anfield Comprehensive School site).

- 3.46 Recent surveys (at matches in December 2013 – see Transport Strategy **Document C1/3**) confirm that the proportion of match-goers using private cars as their main mode of travel to games has decreased over recent years. This is likely to be as a result of the expansion and effective operation of the Football Match Parking Zone (FMPZ) paid for by LFC as part of their earlier planning permission for a new stadium in Stanley Park. In contrast, the proportion of persons travelling to the stadium by taxi has increased dramatically, linked to Liverpool city centre as a key transport hub (bus and rail) and overnight stays in the city.
- 3.47 The Transport Strategy assumes that the effectiveness of the FMPZ will continue to discourage travel to the stadium by car, except for those that have a pre-booked ticket in one of the car parks operated by LFC. While the absolute number of car journeys is predicted to increase in the short term as a result of the development, the majority of match-goers will be diverted to parking locations outside the FMPZ where there is significant on-street car parking capacity and the effects dissipated; as a consequence there will be negligible impact in any one area.
- 3.48 Overall, the number of cars entering the Anfield area on a match day is predicted to continue to be lower than that previously accepted and agreed as a consequence of the proposals for a new stadium in Stanley Park. In the longer term, the measures identified in the Transport Strategy are expected to affect a modal shift towards public transport and a further reduction in the use of private cars for access to the stadium.
- 3.49 In tandem with the control and management of the majority of car parking within the Anfield area, LFC has been in discussion with public transport and taxi operators. It is clear that those operators see a significant business opportunity in the expanded stadium, particularly given the FMPZ. They have indicated both a willingness and ability to increase services to/from the area pre and post-match in order to at least maintain the proportion (increase the absolute number) of persons approaching the stadium by bus and taxi. This will be facilitated by carrying out temporary match-day road closures in the area (particularly Walton Breck Road) and identifying areas for holding buses and facilitating taxi pick-up post-match.
- 3.50 The use of public transport as a main mode of travel to the stadium will be widely publicised by LFC through their website, ticketing and programmes; and they will explore opportunities for providing integrated bus/public transport ticketing for all general admission and season ticket holders.
- 3.51 A signage strategy is proposed to direct supporters to key walking routes leading to public transport facilities post-match (express and scheduled bus services, Soccerbus, rail stations and taxi pick-up areas), as well as a safe walking route towards the city centre.
- 3.52 Some fans will continue to arrive at the stadium by organised coach. In order to facilitate maximum segregation for safety and security, coaches for away fans will be parked on Arkles Lane and the away fans seating area relocated to that end of the Anfield Road Stand. Home fans coaches will continue to be accommodated on Priory Road, enabling access through Stanley Park. The lay-by for home coaches will be extended to accommodate additional coaches that are anticipated as a result of the increased stadium capacity and LFC's publicity for sustainable travel modes.

Phasing and Programme

3.53 The development programme is based on a 20-month construction programme for the Main Stand. The construction programme is proposed to commence in January 2015 with completion aimed for August 2016. The aim is to minimise disruption both for stadium-goers and also the surrounding community; the new stands will be erected to the rear of the existing enabling them to remain fully functional throughout the majority of the works, in particular during the football season. The more disruptive works, comprising erection of the primary roof truss and demolition of parts of the existing Main Stand will be carried out during the two closed seasons (mid-May to mid-July) occurring during the construction programme.

3.54 Key elements of the programme are summarised below:

- Site preparation works
- Relocation of key facilities (including hospitality lounges, OB area and Hillsborough Memorial) to temporary locations
- Construction of concrete pad foundations to support the roof truss
- Construction of the Main Stand extension to the rear of the existing stand
- Erection of the primary roof truss
- Alterations to the front of the Kop and Anfield Road stand roofs
- Demolition of the rear section of the existing upper tier
- Infill between existing and new Main Stand structures
- Demolition of the existing roof structure
- Landscaping
- Testing
- Formal opening of the new Main Stand

3.55 It is anticipated that the enlarged Main Stand will open at the start of the 2016/17 season. There is currently no programme for the Anfield Road Stand expansion; that development will be subject to further feasibility and financial modelling. Once LFC is satisfied that there is a sound business case to proceed with that part of the development an application for reserved matters for phase 2 (external appearance and landscaping) will be submitted.

4. Relevant Policy Context

Introduction

- 4.1 Relevant planning policy is contained in the National Planning Policy Framework and its associated Planning Practice Guidance (PPG); and the documents of the adopted development plan comprising the Liverpool Unitary Development Plan (UDP) and the Merseyside and Halton Waste Management Local Plan. Emerging development plan documents are also relevant, comprising the emerging Liverpool Local Plan (LLP) and its supporting evidence base.
- 4.2 There are a number of other reports, strategies and guidance that are of relevance to the development proposals, including the Anfield Spatial Regeneration Framework (Anfield SRF), Mayoral Development Zone and North Liverpool Strategic Regeneration Framework.
- 4.3 All these policy documents and other sources are material considerations when determining the application for planning permission for the expanded stadium and associated works.

A summary of those documents most relevant to the determination of this application is set out below.

National Planning Policy Framework

- 4.4 The National Planning Policy Framework (“the Framework”) sets out the Government’s planning policies for England and how these are expected to be applied; it also sets out the requirements for the planning system to the extent that it is relevant, proportionate and necessary to do so. The Framework does not form part of the statutory development plan but does provide guidance for local authorities and others in plan making and decision-taking and represents an up-to-date and comprehensive expression of national planning policy.

Positive Planning

- 4.5 The Coalition Government has made clear its expectation, through the Framework, that the planning system should positively embrace well-conceived development to deliver the economic growth necessary and the housing needed to create inclusive and mixed communities. Local Planning Authorities are encouraged to approach decision-taking in a positive way looking for solutions rather than problems, and working proactively with applicants to secure development that would improve the economic, social and environmental conditions of the area [paragraphs 186 and 187].

Achieving Sustainable Development

- 4.6 The presumption in favour of sustainable development is the ‘golden thread’ running through the Framework for both plan making and decision taking. Paragraph 14 sets this out as follows:

“At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

For plan-making this means that:

- local planning authorities should positively seek opportunities to meet the development needs of their area
- Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, or*
 - *specific policies in this Framework indicate development should be restricted.*

For decision-taking this means:

- approving development proposals that accord with the development plan without delay, and
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, or*
 - *specific policies in this Framework indicate development should be restricted.”*

Development Plans

- 4.7 Paragraphs 11 and 12 of the Framework reiterate the status of the development plan as the starting point for decision making unless material considerations indicate otherwise.
- 4.8 The Framework makes clear that for development plans to be afforded full weight in the decision making process they should be up-to-date; prepared and adopted in accordance with the Planning and Compulsory Purchase Act 2004³; and have no more than limited conflict with the Framework. Where the development plan policies are likely to be regarded as out of date or have more than ‘limited conflict’ with the Framework this will inform the weight that a decision-taker may apply [paragraphs 214 and 215].
- 4.9 Emerging development plans may also be afforded weight in the decision making process according to their stage of preparation, and the extent of unresolved objections to them [paragraph 216].

³ The Framework, footnote 39

Core Planning Principles

4.10 Paragraph 17 sets out twelve core land-use planning principles that should underpin both plan-making and decision-taking. Key principles relevant to this application are that planning should be:

- Genuinely 'plan-led'; development plans should be kept up-to-date and provide a practical framework within which decisions can be made
- A creative exercise in finding ways to enhance and improve the places in which people live their lives
- Pro-actively drive and support sustainable economic development
- Always seek to secure high quality design and good standards of amenity for existing and future occupiers of land and buildings
- Support the transition to a low carbon future
- Encourage the effective use of land by re-using previously developed land that is not of high environmental value
- Promote mixed-use developments
- Conserve heritage assets in a manner appropriate to their significance
- Actively manage patterns of growth to make the fullest use of public transport, walking and cycling and focus significant development in sustainable locations
- Take account of local strategies to improve health, social and cultural well-being

Building a Strong, Competitive Economy

4.11 Government is committed to ensuring that the planning system does everything that it can to support sustainable economic growth; to help achieve growth local authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century. Investment in business should not be over-burdened by the requirements of planning expectations; as a consequence policies should, inter alia, be positive, flexible and supportive of development [paragraphs 18 – 22].

Promoting Sustainable Transport

4.12 The Framework confirms that transport policies have an important role to play in facilitating sustainable development. Local planning authorities should support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport [paragraph 30].

4.13 The requirement for applications to be accompanied by Transport Statement and Assessments is set out and local authorities advised to take account of various matters in their decision making. They are advised that:

Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe [paragraph 32]

- 4.14 The Framework places emphasis on ensuring that new development is accessible by sustainable transport modes and where the proximity of uses will help to minimise journey lengths for employment, shopping, leisure, education and other activities. Travel Plans are identified as a key tool to facilitate this [paragraphs 35 – 37].

Requiring Good Design

- 4.15 The Government attaches great importance to the design of the built environment. The Framework emphasises the importance of planning positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes. Planning decisions should address the connections between people and places and the integration of development into the natural, built and historic environment [paragraphs 56 – 61].
- 4.16 The Framework encourages developers to engage with the design review panel and key stakeholders in the design process to ensure that the design produces the greatest benefits. The views of the design review panel should be taken into account by the LPA, and where an applicant is able to demonstrate that the views of those most affected by the development have been taken into account this should be looked upon more favourably [paragraphs 62 – 66].

Promoting Healthy Communities

- 4.17 The Framework recognises that the planning system has an important role to play in facilitating social interaction and promoting healthy and inclusive communities with particular reference to open space, sport and recreation [paragraphs 69 – 78].

Conserving and Enhancing the Historic Environment

- 4.18 Local authorities should adopt a positive strategy for the conservation and enjoyment of the historic environment. The Framework sets out guidance for assessing the significance of heritage assets and the impact of development on them [paragraphs 126 – 141].

Development Plan

- 4.19 The development plan comprises the adopted Liverpool UDP and the Joint Merseyside and Halton Waste Local Plan.

For completeness, all relevant adopted development plan policies are reproduced at **Appendix 4 of Document A2/4**.

Liverpool UDP (November 2002)

- 4.20 Liverpool UDP contains general policies and objectives and site specific policies that are relevant to consideration of the development proposals. The plan was adopted in November 2002. Policies that have been saved will continue to provide the local planning framework within the city until such time as they are replaced by the emerging local plan

Proposals Map

- 4.21 The entire application site is identified on the proposals map as part of a 'primarily residential area' where general development control considerations apply. There are no

site-specific allocations relevant to the application site. The land immediately to the north (Stanley Park) is a designated open space [Policy OE11].

Strategic Objectives

4.22 The strategic objectives and policies of the UDP have been set within the context of the economic, social and environmental conditions that effect Liverpool and the corporate programmes designed to address issues arising from them. This is set out in the Corporate Policy Context chapter (3) of the plan, which refers to other (non-planning) policy strategies and initiatives across the city, and how the UDP will contribute to the holistic approach for addressing key issues such as population loss, high unemployment and declining environmental quality. Figure 3.1, sets out a summary of the Corporate Strategy Statement: Vision for the City; text from that figure is reproduced below:

- An attractive place to live, work in and visit
- A quality workforce and a good supply and choice of jobs
- A more robust and diverse technology-based business sector
- A rich and protected architectural heritage
- An adaptable and efficient stock of land and buildings
- A city which nurtures strong and stable communities
- A vibrant multi-cultural community
- Strong and durable partnership between government, citizens and business
- Equality of opportunity and access for all the city's residents
- An attractive, safe and healthy environment
- A variety and choice of affordable and high quality housing and other social infrastructure
- A pride in Liverpool's people, culture, education and heritage
- A growing international status and a positive image to the outside world
- A high quality public and private transport system
- A Gateway to regional, national and international markets

4.23 The Corporate Vision identifies the overriding objective of the UDP which is for urban regeneration, refined into 3 key themes: economic regeneration, environmental improvement and reduction of inequality. Those themes underpin the general, strategic criteria-based policies of the Plan, including:

- To reverse the decline in economic activity, investment and employment by directing regeneration and investment to the urban areas, including mixed use

developments in appropriate locations; the promotion of a Liverpool as regional retail, cultural and tourism centre; and promoting regeneration within the City's most deprived communities, particularly through local partnership working [GEN1];

- To protect and enhance a network of open space throughout the city recognising the vital role that an attractive open space network makes to the quality of life and providing opportunities for recreation, and supporting regeneration of the city [GEN2];
- To protect and enhance the built environment of the City by encouraging high standards of design and landscaping and creating an attractive and safe environment [policy GEN3, 4 and 8].
- To provide a balanced provision of transport infrastructure that provides access to all facilities for all of the City's residents; improves public transport and modes of access other than the private car, and allows the safe and efficient flow of goods in order to help secure regeneration of the local economy [GEN6];
- To secure the qualitative and quantitative provision of shopping facilities for all members of the community at locations which are accessible to all the City's residents; including development at local/neighbourhood centres [GEN5];
- To promote the satisfactory provision and distribution of a diverse range of community facilities for education, social, leisure and health needs [GEN7];

Football Clubs and Tourism

- 4.24 Policy C7 acknowledges the importance of Liverpool and Everton football clubs to the city. It states that:

- "1. *In recognition of the car parking and other amenity problems experienced by many residents living within the locality of Liverpool and Everton football clubs, particularly on match days, the City Council will seek to provide effective solutions to remedy these problems and to maintain and enhance residential amenity in the area.*
2. *The City Council will assist both Clubs in progressing their development proposals, provided that these do not adversely affect residential amenity and are in accordance with other policies in the Plan".*

- 4.25 The supporting text to policy C7 goes on to recognise the importance of the clubs as major tourist attractions and visitor centres playing an increasingly important role in the economy of the City [para 12.67].
- 4.26 The importance of tourism and recreation, generally, to economic regeneration is recognised in policy E8 of the Plan. It indicates that the City Council will support the development of tourism in Liverpool by protecting and improving visitor attractions; promoting and encouraging the development of new attractions and visitor support facilities; carrying out environmental improvements; and establishing links with other tourist attractions in the North West. Tourism assets in the city are identified in the

supporting text, including the two Premiership clubs and the potential of the historic parks as visitor attractions.

Leisure Development

- 4.27 The UDP includes a general policy [E9] relating to the location of new leisure development; paragraph 6.167 of the UDP sets out a definition of 'leisure' for the purposes of the policy, including 'sports stadia'. The policy indicates that such developments should be located in the City and District centres and on sites identified in the plan. Leisure development in other locations will be assessed against a range of criteria.

Residential Amenity

- 4.28 Policy C7 (above) makes specific reference to residential amenity in the context of the football clubs' development. A further safeguarding policy [H4] refers to development in primarily residential areas having regard to impact on residential amenity and the character of the area.

Design Quality

- 4.29 A suite of policies set out criteria for consideration of design quality, security, car parking, access for all, landscaping, lighting, public art and the protection of trees. All are relevant considerations in respect of new developments [policies HD18, 19, 20, 22, 23, 24 and 28].
- 4.30 Specifically with regard to the historic environment, a number of policies are aimed at preserving the setting and views of listed buildings and structures through improvements to the buildings themselves and in the quality of new development adjacent to such buildings [policies HD1, HD2, HD5].

Historic Landscape

- 4.31 Policy HD15 sets out the City Council's policy to take positive action to protect and enhance the character and setting of Historic Parks, Gardens and Cemeteries by preparing strategies for their management and maintenance; seeking funding for restoration and improvement and encouraging greater use, understanding and interest. Development will not be permitted in or adjacent to a historic landscape where it adversely affects its character and setting, or would undermine its original function. Any development that is permitted should be of a high standard of design and materials.
- 4.32 Policy HD5 indicates that planning permission affecting the setting of a listed building will only be granted where the setting and important views of that building are preserved.

Ecology

- 4.33 The UDP contains a number of policies relating to ecology and the protection of habitats. Policies refer to habitat creation and enhancement and impact on legally protected wildlife species [Policies OE5 and OE7].

Traffic and Parking

- 4.34 The Plan contains a number of traffic and parking policies related to road improvements, the provision of public transport and taxi facilities, and having regard to the conditions

for cyclists, pedestrians and road safety [Policies T4, T6, T7 and T8]. A Traffic Impact Assessment will be required for all major applications [Policy T15].

- 4.35 Car parking to meet operational needs and non-operational needs to maximum standards is permitted in development schemes. Disabled parking should also be provided to a minimum of 6% of the first 100 spaces and, thereafter, negotiated and to be of necessary size and accessibility [Policies T12 and T13].

Green space

- 4.36 Policy OE11 is a criteria-based policy that sets out a general presumption against development on green space unless the proposed development can be accommodated without material harm to the recreational function of the green space, its visual amenity, relationship to adjoining greenspaces, and any known nature conservation value. Development that enhances the value of green spaces will be supported [Policy OE12].

Vacant, Derelict and Neglected Land

- 4.37 Policy EP1 indicates that the council will promote and encourage the reclamation of derelict land and restoration of neglected land in the city, and will encourage its development for other uses. In determining priorities for derelict land reclamation particular attention will be given to: the contribution that reclamation would make to the aims of urban regeneration, the need to facilitate inward investment opportunities and jobs and the need to integrate with or support other regeneration initiatives.

Environmental Protection

- 4.38 Environmental protection Policies EP11 - EP13 set out the requirements for new development having regard to impacts on air, water, noise or nuisance, and protection of water resources and flood prevention.

Joint Merseyside and Halton Waste Local Plan

- 4.39 The Waste Local Plan was adopted in July 2013. It contains a number of general policies that are relevant to most forms of development including: ensuring that construction and demolition implements measures to achieve the efficient use of resources [Policy WM8]; and development incorporates sustainable waste management principles into proposals [Policy WM9].

Other Local Planning Policy Documents

Emerging Local Plan

- 4.40 A review of the adopted Liverpool UDP commenced in 2002. Subsequent changes in planning law and guidance led the Council to commence preparation of a Core Strategy (strategic policy document) as part of the then Local Development Framework system. The Core Strategy reached draft submissions stage in 2012 when further progress was halted in favour of preparing a comprehensive Local Plan for the city.
- 4.41 While the Core Strategy is no longer being pursued, that document will set out the framework for the Local Plan which will also include strategic policies, site allocations and development management policies for the city, replacing the UDP. As such, those

parts of the draft Core Strategy plan relevant to the current proposals are identified below.

- 4.42 The draft Core Strategy placed considerable emphasis on North Liverpool as a focus for new development and regeneration on a transformational scale. The overall Vision statement set out an aim to fully exploit opportunities for economic development in North Liverpool and improve the employment prospects for residents living within the urban core. More specifically, draft Strategic Policy 3, which refers to delivering economic growth states:

'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 appropriate scale, and subject to other relevant planning policies.'

- 4.43 Other relevant draft policies in the Core Strategy include:

- SP1 – Sustainable Development Principles; which sets out a series of policy criteria to ensure that new development makes best use of resources, protects the environment, and addresses climate change and the needs of the local community. The policy recognises that it is important to weigh the benefits of new development proposals, particularly those of city-wide significance, against any potential policy conflicts
- SP23 – Place Making and Design Principles; sets out criteria to ensure innovative, high quality design to create well-integrated and usable places
- SP24 – Historic Environment; sets out the policy requirements for consideration of development proposals effecting historic assets
- SP26 – Protecting and Enhancing Green Infrastructure; sets out criteria for the protection of existing green infrastructure (parks and open spaces) and support for proposals to enhance, manage and support the regeneration of green spaces. Draft policy SP29 goes on to improving the overall quality, value and function of open space and refers to the parks within the urban core (including Stanley Park)
- SP31 – Sustainable Growth; aims to ensure that development makes the best use of resources; SP32 sets out objectives for use of renewable energy in development; and SP33 aims to ensure that the environmental impacts of development are minimised
- SP34 – Accessibility and Managing Travel Demand; aims to ensure that development makes the best use of existing and proposed transport infrastructure
- SP35 – Maximising Social Inclusion and Equal Opportunities; indicates that 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

- 4.44 The Liverpool Local Plan is expected to encompass some of the strategic policies and objectives set out in the draft Core Strategy. However, that plan is at an early stage of preparation. The Council issued a Regulation 18 notice on 2 December 2013 inviting comments on the nature and content of the Plan. That consultation period expired on 30 April and the results of the consultation have not been published at the time of this application.

Anfield Neighbourhood Plan

- 4.45 The Localism Act 2011 introduced new powers for communities to develop Neighbourhood Plans. On 18 October 2013 the City Council approved an application for the Anfield Neighbourhood Area; that area includes the whole of the current application site. The Neighbourhood Plan is still in its infancy and, apart from the defined area, there is no detail to inform this application proposal.

Anfield Spatial Regeneration Framework

- 4.46 In April 2014 the City Council adopted a Spatial Regeneration Framework Plan (SRF) for the Anfield area. The report to LCC Cabinet recommending adoption of the SRF sets the document in the context of the Mayoral priorities to transform Liverpool into one of the most business and enterprise friendly cities in the UK, helping to transform an area where unemployment is high and the neighbourhood environment is poor.

“The proposals that the Anfield SRF will support are based upon the destination aspect of Liverpool FC, their preference to stay in Anfield and expand the stadium capacity together with a commitment from the City Council and Your Housing Group to work in partnership to deliver a comprehensive regeneration scheme which will include the delivery of over 400 new homes, 300 refurbished houses and the creation of new commercial properties on the Walton Breck Road / Oakfield Road corridor”.⁴

- 4.47 Anfield SRF, which has been adopted as a Supplementary Planning Document (SPD), sets out guidance and proposals for the comprehensive, co-ordinated and planned approach to secure regeneration of the Anfield area; the document is a material consideration in the determination of this planning application.
- 4.48 The Anfield stadium sits at the south-eastern edge of the Anfield SRF area and is identified in the document as a dominant visual and functional feature of the area. The existing deficiencies of the stadium and its impact on the local area are highlighted, with the document going on to comment that the Club’s preference to remain in Anfield and expand the stadium:

“..presents an opportunity to create a modern stadium set within a high quality development with associated public realm providing vibrant open spaces linking to an invigorated High Street and Stanley Park”. [paragraph 2.18]

- 4.49 The Anfield SRF sets out a number of general parameters and guidance for development within the SRF area relating to its key principles and specific matters

⁴ LCC Report to Cabinet, 28 April 2014

including: design quality, amenity and community safety, improvements to the public realm and sustainable transport [SRF1 – SRF 9].

4.50 The document also sets out specific parameters for identified development plots/projects, including the expansion of the stadium [SRF14]. It confirms that the SRF provides 'in principle' support for the proposed expansion of the stadium subject to criteria relating to:

- The impact on the amenities of residents living within the area
- High quality design and distinctiveness
- The creation of high quality public realm that links to adjacent land uses including housing to the west, Walton Breck Road high street to the south and Stanley Park to the north
- Maximising activity at street level and permeability through the area
- The transport effects of the development; and
- Impact on the special interest of Stanley Park and Anfield Cemetery

Design for Access for All SPD

4.51 This Supplementary Planning Document (SPD) aims to highlight the most important principles in designing inclusive buildings to meet the needs of all users including disabled people.

Ensuring a Choice of Travel SPD

4.52 This SPD was adopted in December 2008. It was developed by the Merseyside authorities and Merseytravel as guidance to developers on the access and transport requirements for new development. The report sets out accessibility, parking and transport standards, and refers to design guidance for transport.

Other Local Documents and Evidence Base

North Liverpool Strategic Regeneration Framework

4.53 The Framework was prepared in 2010 as a response to addressing strategic regeneration, planning and place-making in North Liverpool/South Sefton. Its vision is to transform the economic, social and physical fabric of the area through a number of overarching objectives and key themes leading to a series of identified actions.

4.54 The document identifies a number of key transformational projects, including stadia development by Liverpool and Everton Football Clubs.

Mayoral Development Zone

- 4.55 The application site lies within the North Liverpool Mayoral Development Zones (MDZ) which was established in 2012. The MDZ is one of six such areas identified with the aim of focussing investment to create 20,000 jobs across the city. The proposed expansion of the Anfield stadium and regeneration of the adjacent housing area are identified as key projects in the MDZ.

Anfield/Breckfield Regeneration Strategy (A/BRS)

- 4.56 The Anfield/Breckfield Regeneration Strategy was prepared in 2002 in consultation with the Anfield/Breckfield Community Steering Group. The Strategy was subject of an extensive and independent consultation exercise across the Anfield/Breckfield area (over 19,000 homes were leafleted) and received majority support. While it was formerly adopted as a development framework for the local area, the Strategy is no longer listed as a planning document by LCC. Nonetheless, it provides useful background context to the area.
- 4.57 In summary, the A/BRS set out an integrated strategy to address the social, economic and physical problems of this part of North Liverpool. It set out a number of components for delivery of the strategy, including a new stadium for LFC in Stanley Park, regeneration of the Park and Cemetery, improved greenspaces, housing renewal and better health and education facilities. The Strategy emphasised the importance of adopting an holistic and integrated approach to regeneration in order to deliver long-lasting and sustainable improvement.
- 4.58 The Strategy identified the expansion of LFC as central to the regeneration proposals:
- 'LFC's expansion proposals could be the catalyst for regeneration and will certainly drive the regeneration process. The fullest advantage needs to be taken of the profile that LFC will generate, not only to ensure that its proposals move forward smoothly but to ensure that it provides a sustainable basis for continuing improvement and development over the long term'[paragraph 13.3, A/BRS]*

Other National Policies and Guidance

Planning Practice Guidance

- 4.59 Planning Practice Guidance (PPG) sets out the Government guidance which underpins the policies within the Framework. The PPG was published in March 2014 and it replaces the plethora of planning policy/practice guidance which existed previously.
- 4.60 The guidance deals with a wide range of planning matters and principles including definitions, links to related policies and legislation, and 'how to' guidance for dealing with specific issues. It provides guidance, inter alia, in respect of the following issues that are of relevance to this application proposal:
- Conserving and enhancing the historic environment
 - The importance of good design

- Environmental impact assessment
- Climate change
- Noise
- Air Quality

UK Economic Growth Policy

- 4.61 Returning the UK economy to strong, sustainable and balanced growth is the single most important priority for the Government. The imperative to achieve economic growth and development is the cornerstone of coalition policy across all Departments and has been continually reiterated with increasing momentum since the Government took office.

The Coalition : Our Programme for Government (Cabinet Office, May 2010)

- 4.62 Set out at the time of taking office, the Conservative - Liberal Democrat Coalition Agreement provides the terms of reference and policy agenda of the coalition government for the five years to 2015. It is based on the three core values of 'freedom, fairness and responsibility' and contains 31 policy themes.
- 4.63 Rebuilding the economy is stated as a central aim of the Government programme. Under Theme 2 'Business', the Government states that business is the driver of economic growth and innovation, and that urgent action needs to be taken to boost enterprise, support green growth and build a new and more responsible economic model.
- 4.64 Under the policy theme of 'Culture, Olympics, Media and Sport' the agreement confirms that a vibrant cultural, media and sporting sector is crucial to UK well-being and quality of life. It states that; *"There is a need to promote excellence in these fields."*

The Plan for Growth (HM Treasury, March 2011)

- 4.65 The 'Plan for Growth' and accompanying Written Ministerial Statement is based on the premise that *"...there is a pressing need to ensure that the planning system does everything it can to help secure a swift return to economic growth"*. It seeks to establish a new set of priorities for the planning system which reflects the importance of sustainable growth within the current economic context.
- 4.66 In heralding the presumption in favour of sustainable development in the subsequent National Planning Policy Framework, the Minister for Decentralisation stated:
- "The Government's clear expectation is that the answer to development should wherever possible be "yes", except where this would compromise the key sustainable development principles set out in national planning policy⁵".*

It goes on to say that:

⁵ Written Ministerial Statement: Planning for Growth. Greg Clark Minister of State for Decentralisation [23 March 2011]

“When deciding whether to grant planning permission, local planning authorities should support enterprise and facilitate housing, economic and other forms of sustainable development”

- 4.67 The CLG’s Chief Planner has made clear that the Minister’s Statement comprises a material consideration in planning decisions⁶.

Summary of Planning Policy

- 4.68 Relevant planning policy guidance is contained in the National Planning Policy Framework (the Framework) with guidance provided by the Planning Practice Guidance (PPG); the adopted Liverpool Unitary Development Plan and the Merseyside and Halton Waste Local Plan. A key theme of all of those policies is for sustainable development that contributes to economic growth, the creation of sustainable communities, urban regeneration objectives and making the best use of resources.
- 4.69 Economic growth and regeneration will only be delivered by taking a pro-active and holistic view addressing social, economic and environmental issues.
- 4.70 The holistic regeneration of the Anfield area has been a long-standing objective of LCC as expressed in the emerging development plan and other local policy documents including the Anfield SRF, the North Liverpool Strategic Regeneration Framework, and the priorities for the Mayoral Development Zone. All of those documents recognise the importance of an enlarged stadium for LFC in acting as a catalyst and focus for the wider regeneration of the Anfield area.
- 4.71 The Anfield Stadium is unallocated in the adopted development plan and lies within a predominantly residential area. Policy C7 of the adopted UDP and the Anfield SRF indicate that support will be given to the development proposals of the football club(s) subject to consideration of the impacts of traffic and effect on residential amenity.
- 4.72 Stanley Park which lies immediately to the north of the application site is included on the national Register of Historic Parks and Gardens; it contains a number of listed buildings and structures and there are other listed buildings within close proximity of the site. Planning policies at national and local level require development proposals to assess their impact on the setting and significance of those heritage assets.

⁶ Letter from Steve Quartermain (Department for Communities and Local Government Chief Planner) to all Chief Planning Officers in England [31 March 2011]

5. Key Issues

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act (2004) refers to the Development Plan as a whole and states that:

"If regard is to be had to the development plan for the purposes of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise"

- 5.2 This confirms that the development plan is the starting point for decision-making and is in addition to Section 70 of the 1990 Act which sets out what decision makers must have regard to

- 5.3 The Framework reaffirms the position of the development plan and sets out the presumption in favour of development that accords with an adopted and up-to-date development plan noting, in particular, that *"it is highly desirable that planning authorities should have an up-to-date plan in place"*⁷. The Framework also makes clear that development plans should be kept up-to-date and in accordance with its policies at all times, following the approach of the presumption in favour of sustainable development. For that reason, wherever an adopted development plan is absent, silent or relevant policies are not up to date, the Framework may carry greater weight as a material consideration in the decision-making process.

- 5.4 On this basis, the key issues to determine in the consideration of this application are whether:

- 1) the development proposals are in accordance with the relevant policies of the adopted development plan, insofar as those policies apply and the degree of weight that can be reasonably attributed to them;
- 2) there are any other material considerations, including the Framework and the application of the presumption in favour of sustainable development, the extant planning consent for a new stadium in Stanley Park, and other adopted and emerging policy documents, that support the proposals in the planning balance; and
- 3) there are any adverse impacts that will significantly and demonstrably outweigh the benefits of the proposal.

- 5.5 The following chapters address each of these issues in turn.

6. Compliance with the Development Plan

Introduction

- 6.1 The second part of paragraph 14 of the Framework sets out clear guidance for decision makers stating that, unless material considerations indicate otherwise, the presumption in favour of sustainable development means:

“Approving development proposals that accord with the development plan without delay”

- 6.2 Having identified in Section 4 those parts of the development plan that are relevant and up-to-date, this section assesses whether the application proposals for expansion of the Anfield stadium are consistent with the development plan as a whole.

Development Plan

- 6.3 In this case, the development plan comprises the adopted Liverpool UDP and the Merseyside and Halton Waste Local Plan. The recently adopted Anfield SRF is also relevant as a statutorily adopted Supplementary Planning Document to inform the policies of the UDP.

Principle of Development

- 6.4 The application site is unallocated in the UDP and simply falls within a general land designation (Primarily Residential Area) that covers large swathes of the city. In the circumstances, there are no site specific designations relevant to the principle of development.

Football Clubs and Tourism

- 6.5 A number of policies relating to the football clubs and general leisure/tourism development do provide policy guidance relating to the principle of the development.
- 6.6 Policy C7 of the UDP provides in principle support by stating that the City Council will assist both Liverpool (and Everton) football clubs in progressing their development proposals. The accompanying text sets this in the context of the increasing importance of top-flight football to the economy of the city [paragraph 12.67].
- 6.7 The Anfield SRF, which has been adopted to provide further guidance and support to UDP policies, including policy C7, is explicit in its ‘in principle’ support for the stadium expansion confirming that: *‘The SRF supports, in principle, the proposed expansion of the LFC stadium ..’* [parameter SRF14].
- 6.8 Policy E8 of the UDP provides general support for tourism development in Liverpool by, inter alia, protecting and improving visitor attractions. Liverpool Football Club is explicitly identified in the supporting text as an existing tourist attraction [paragraph 6.133] and, therefore, receives in principle support from this policy.

- 6.9 Policy E9 seeks to direct new leisure development to City and District Centre locations in the first instance, **or** to other sites identified for such purposes in the UDP. The policy does not explicitly refer to football stadia, although the supporting text does refer to that type of development [paragraph 6.167]. As policy C7 (and the Anfield SRF) do provide explicit in principle support for expansion of the Anfield stadium this is an indication that the application site **is** identified for such purposes in the context of policy E9 and, in the circumstances, that policy also supports the principle of the development proposal.
- 6.10 In summary, while both the relevant UDP policies and the SRF parameters set out criteria against which the development proposals should be assessed, there is no doubt that the development plan, including the up-to-date parameters contained in the Anfield SRF SPD, provides clear support to the principle of expanding the existing stadium.

Residential Amenity

- 6.11 Development plan policy support for the expansion of the stadium is subject to ensuring that there will be no adverse effects on residential amenity. Similarly, there are a number of general development control policies in the UDP that set out criteria for new development having regard to the need to protect and improve the physical environment and character of the area [e.g. Policy H4 and C7].
- 6.12 The proposed development, by its scale and nature, will have some impacts on the residential and general amenities of those people living in proximity to the expanded stadium. The assessments contained in the Environmental Statement (**Document B1/5**) demonstrate that the majority of predicted impacts on residential receptors are likely to be negligible at the operational stage of the development. However, a small number of properties are predicted to experience minor negative impacts at the operational stage and some short-term adverse effects are predicted during the construction period.
- 6.13 The weight to be attached to any negative impacts, and thus the degree to which the proposals meet UDP policies H4 and C7, depends upon the scale and intensity of the impact, the number of people affected, and whether those effects are out-weighted by any other material factors. This balancing exercise was summed up by the Inspector in allowing the appeal for the Centenary (Kemlyn Road) Stand in 1980:

"It is clearly difficult to balance the needs of a successful football club located in a predominantly residential area with the preservation of a reasonable environment for the people living in the area....on balance the proposed development would meet the needs of the football club and of the general public without being materially detrimental to the residential amenities or sense of community of the local residents"

- 6.14 There are a number of key factors that through the operation of the extended stadium have the potential to impact upon the amenities of local residents and on the area generally. They are:
- Traffic - congestion and parking
 - General disturbance - matches, crowds congregating and traffic;
 - Noise

- Lighting
- Sunlight / Daylight
- Visual impact
- TV Reception
- Air quality
- Micro-climate

6.15 All of these matters are addressed in detail in the Environmental Statement (ES) and related technical appendices (**Documents B1/5- B4/5**).

Traffic Congestion and Parking

6.16 Traffic congestion and difficulties of car parking on match days has historically been one of the key problems identified by local residents arising from the use of the existing stadium. In particular, some residents have complained of being unable to park or access their properties, and of being unable to move their cars for some time leading up to and after a match. This issue is particularly recognised in Policy C7 of the UDP which identifies a need to provide effective solutions to remedy these problems and to maintain and enhance residential amenity in the area.

6.17 Since the UDP was adopted LFC has funded an extension to the Football Match Parking Scheme (FMPZ) to a distance approximately 1.5km radius from the stadium (see plan at **Figure 7.6 of Document C2/3**). Those works were completed following the grant of planning permission for a new stadium in Stanley Park. Recent access surveys of fans attending matches at the stadium confirm that the extended FMPZ has been successful in reducing match-day traffic congestion in the area and discouraging indiscriminate parking by those attending matches.

6.18 The overall proportion of persons using cars as their main mode of transport to the stadium has reduced since the FMPZ was put in place, and the level of complaints to LCC Parking Enforcement has fallen as the traffic and parking impact of football matches on local resident has reduced.

6.19 The Transport Strategy (**Document C1/3**) identifies measures to ensure that the increase in capacity at the stadium will not result in significantly increased levels of traffic congestion and consequential adverse impact on residential amenity. The strategy has been developed around two key principles:

- The management and redistribution of spectator parking away from the stadium; and
- Accessibility improvements around the stadium for non-car modes.

Full details are set out in the Transport Strategy and key impacts on the amenities of local residents summarised below.

- 6.20 Specifically, no additional off-street car parking is proposed in the vicinity of the stadium to that which currently exists, principally: c.1,000 spaces on Stanley Park, c.650 spaces on the former Anfield Comprehensive School site and other local school and LCC owned sites licenced to LFC for the purposes of match-day parking.
- 6.21 The combination of the success of the expanded FMPZ coupled with no increase in the quantum of off-street car parking means that there is predicted to be no noticeable increase in the number of private cars approaching and attempting to park in the Anfield area on match days. Indeed, since LFC intends to exercise further controls over the management of the existing car parks and make those local spaces exclusively available to those with pre-booked tickets, the number of private cars entering the Anfield area is expected to reduce as opportunities for speculative parking will be more limited.
- 6.22 The Transport Strategy includes further measures to the use of public transport through integrated ticketing, enhanced accessibility and awareness.
- 6.23 The element of the plans that is likely to generate the greatest traffic impact is the proposed closure of Walton Breck Road to general through-traffic for a period before and after a match. Some disruption is likely to occur as this measure is introduced, including a potential increase in local journey times for some residents. Following feedback received as part of the community engagement exercise, those residents requiring access from Walton Breck Road and that section of Anfield Road that is closed for matches, will be issued with special permits allowing them to pass through the road closures to access their properties, thereby minimising transport disruption.
- 6.24 The temporary closure of Walton Breck Road and the proposed public transportation measures will improve the efficiency and effectiveness of public transport to the area at those times. Standard scheduled buses will be diverted along an alternative route (Breck Road and Robson Street to Sleepers Hill) while Robson Street is the preferred location for the enhanced 917 City Centre Express Service to drop-off and pick-up spectators. Moreover, dedicated taxi zones are proposed on Sleepers Hill, Oakfield Road and Arkles Lane to pick up spectators after the match. The roads identified are sufficiently wide and capable of accommodating that traffic. Those roads will experience an increase in traffic as a consequence; however, that will occur for a relatively short period of time at either end of a match and only on a small number of occasions (typically c. 28 per annum). As a consequence, the transport impact on the residential amenities of those living along those roads is expected to be negligible / minor adverse at worst.
- 6.25 The Transport Strategy proposes that a Transport Working Group will also be established with relevant parties; including Merseyside police, transport operators and the highway authority; to review and revise the strategy as necessary to ensure maximum benefit and minimum disruption. This is included in the Heads of Terms of the draft S106 Agreement (**Document A4/4**).

Non-Match Days

- 6.26 The application proposals may draw additional traffic to the area on non-match days as a consequence of new and improved facilities in the stadium. However, the additional

impact is expected to be minimal and can be easily accommodated by the local highway network in its existing form. Impact on local residents will be indiscernible

Conclusion

- 6.27 Overall, the Transport Strategy will result in some minor local benefits through greater control of parking and a reduction in the number of 'speculative' private vehicles entering the Anfield area on match days. Localised road closures, as currently occurs, will result in some inconvenience to local road users, but that will be limited through the provision of access passes to residents. There will be greater bus and taxi activity that will result in an increase in overall traffic levels and a minor adverse impact for a short period of time for residents living on some local roads in area.

General Disturbance

- 6.28 There are social and behavioural impacts on local residents of the existing stadium operation on match days. In terms of general noise and disturbance, the key issues comprise the impact of large numbers of fans passing through residential streets with associated anti-social behaviour issues of littering/lack of public conveniences/ congregation of groups and street traders (including the noise of machinery associated with hot-food vans). Those affects are generally concentrated in the tightly developed residential streets that lie in closest proximity to the stadium and along Anfield and Walton Breck Roads.
- 6.29 The expansion of the stadium and creation of extensive open space / concourse and Fan Zone will result in changes to these affects, principally in a positive way. The expanded stadium will provide additional facilities and places for fans to meet; including a new shop and additional food and drink outlets. Public conveniences, accessible from outside the stadium, will also be provided.
- 6.30 Given that the stadium is the main focus for visitors on match days, it is predicted that the majority will congregate in and around it in the new 'Fan Zone' on Anfield Square, rather than in the nearby residential streets where there are no facilities. This is exemplified by the popularity of the existing 'Fan Zone' on Anfield Road which has been successful in attracting and 'containing' a large number of fans pre-match. This area was specifically mentioned and praised in the feedback from consultation with fans who also expressed support for additional external facilities.
- 6.31 LFC will continue to work with the police and licensing authorities to control street hawking in the area.
- 6.32 The extended FMPZ has already had the effect of dissipating car parking in the area (see above) and the provision of improved public transport facilities, together with clearly signed pedestrian routes and stewarding, will reduce the overall impact of spectators walking through residential areas to access the ground.

Alroy Road

- 6.33 Residents living in the retained properties on Alroy Road are likely to experience an increase in general noise and disturbance arising from the development proposals. Currently those dwellings are separated from the stadium by three rows of terraced houses; as a consequence Alroy Road is currently a 'back street' in terms of the stadium

operation and with exception of those properties at either end, which are currently affected by crowd movement on the arterial routes (Anfield Road and Rockfield Road), there is limited match-day activity in that street.

- 6.34 LCC is in the process of demolishing the existing properties in Lothair Road and on the east side of Alroy Road; this will create the land for expansion of the Main Stand. The retained dwellings in Alroy Road will address the enlarged Main Stand and new concourse, and residents will have direct views and experience of match day activity from their homes. As a consequence, there will be an increase in general noise and disturbance to the residents of those properties.
- 6.35 The landscaping for the stadium concourse and external areas has been designed to mitigate the effects of general noise and disturbance to those dwellings in Alroy Road and the wider Rockfield / Anfield Village areas. A minimum 45m separation distance will be retained between the edge of the podium and the Alroy Road dwellings. The stadium concourse, a c.20m wide open expanse, will accommodate the majority of fans in an uninterrupted flow around the ground. A softer, 'community garden', c.15m wide will run along the Alroy Road edge; it will contain grassed areas with low walls and plinths discouraging mass north-south movement by fans through that part of the space closest to dwellings. The concourse and community garden areas will be separated by a band of trees, 'The Grove', creating an informal buffer between the two and helping to keep the majority of match-goers' activity away from the dwellings and closest to the stadium. Details are contained in the Design and Access Statement (**Document D1/1**) and shown on the application drawings (**PlanPL1312.GA111** , **Document A3/4**)

Gilman Street

- 6.36 The dwellings in Gilman Street may also experience an increase in general noise and disturbance as a result of the stadium expansion and increase in number of spectators at a match. The landscaping proposals, as described above, will have a similar 'filtering' effect for the Gilman Street dwellings and since they currently have uninterrupted views of match-day activity across the existing open space on Lake Street / Tinsley Street, the effects are likely to be minimal.
- 6.37 Any impact on those properties needs to be considered in the context that the dwellings are currently vacant and LCC is likely to commence their demolition in the summer to create a development plot where it is envisaged that a training hotel, offices and other commercial development will be constructed. Those commercial developments will face the stadium and act as a buffer between it and retained housing in Anfield Village.

Anfield Road

- 6.38 Properties on Anfield Road currently experience some of the greatest general noise and disturbance associated with matches at the stadium. Fans approaching from the north, where the majority of off-street parking is located, are channelled into a narrow width (c10m) of roadway and footpaths. The expansion proposals include widening of the space around the northern edge of the stadium to create a larger circulation area and with more pedestrian links into Stanley Park providing additional opportunities for fans to approach / leave the stadium without passing residential properties at the junction of Anfield Road / Arkles Lane.

- 6.39 There are no proposals to increase car parking to the north of the stadium and that parking that does exist will be managed under licence by LFC, predominantly as part of a hospitality package. General admission ticket holders will be encouraged, through the Transport Strategy, to use public transport and taxi links principally to the south of the stadium. Since the arrival and departure profile of hospitality ticket holders is over a longer period and less concentrated there is potential for the development to result in a marginal improvement to general noise and disturbance for the Anfield Road residents.

Robson Street and the 'V-Streets'

- 6.40 The Transport Strategy proposes to create a post-match bus pick-up area on Robson Street. While the signage strategy will direct fans to that area via Walton Breck Road, the 'V- streets' provide the most direct route and are likely to be used to access the buses. As a consequence, the Transport Strategy is likely to result in an increase in activity as fans walk along the V-streets and congregate at the bus stops on Robson Street, leading to more general noise and disturbance in those areas. The impact will be over the period of c. 90 minutes, post-match, on approximately 28 occasions per annum.

Conclusion

- 6.41 The stadium expansion proposals include significant areas of open space and facilities for fans to move around the stadium and congregate. This represents an improvement to the existing situation and will reduce the general noise and disturbance in surrounding residential streets.
- 6.42 Properties in Alroy Road will directly overlook stadium activity and may experience an increase in noise and general disturbance as a consequence; this will be mitigated and reduced as a result of the landscaping proposals. While properties in Anfield Road are expected to benefit from the Transport Strategy proposals, those in the 'V-streets' and Robson Street are likely to experience some increase in general noise and disturbance for a short period post-match.

Noise and Vibration

- 6.43 Chapter 15 of the Environmental Statement (**Document B1/5**) considers the potential changes in noise levels that would arise as a result of the operation of the expanded stadium and noise during construction activities. Noise associated with match day activities (both inside and outside the ground) and during other times of the week has been assessed.
- 6.44 Acoustic modelling shows that the operation of the expanded stadium will not result in any discernible change in crowd noise levels during the match. While localised areas at the junction of Arkles Lane / Watford Road and around the Four Oaks Primary School may experience a maximum increase in crowd noise levels of up to 3dB that is an intermittent source of noise arising from specific events (e.g. scoring a home goal) and not an overall increase throughout the match. The predicted increase is lower than that which the ES regards as just perceptible under normal conditions if this were a steady noise source. It is therefore likely to result in an indiscernible impact and will be barely noticeable in light of its intermittent nature and against existing background noise levels.

- 6.45 The majority of residences in the area will experience no change in crowd noise levels for the expanded stadium compared to the existing as a result of the barrier effect of the stands. When the Anfield Road Stand is expanded, the small increase in noise level predicted for the Arkles Lane / Watford Road area will decrease as a result of the enhanced screening effect of that enlarged stand.
- 6.46 Appropriate limiting noise levels are proposed for all fixed plant and the internal and external PA system in order to ensure that the amenities of nearby residents will not be adversely affected. This can be satisfactorily controlled by the imposition of standard planning conditions.
- 6.47 Using information provided in the Transport Strategy, the ES assumes that the same proportion of spectators will use the approach routes and methods of travel to the stadium. Having regard to the increase in stadium capacity, the assessment predicts that this will result in an increase in external crowd noise along these routes but it is not considered that noise levels overall are expected to exceed levels that are already experienced surrounding the stadium on match-day.
- 6.48 The Transport Strategy indicates that there will be limited additional vehicular trips into the area associated with match-day activities. In the circumstances, it is not expected that there would be any discernible increases in noise from road traffic. Whilst there will be an increase in the number of bus, coach and taxi movements to the site, the analysis contained in the ES indicates that there will be no significant or discernible noise effects from this source at any location, including the proposed bus and taxi pick up locations in the Robson Street and Sleepers Hill areas.

Conclusion

- 6.49 The operation of the enlarged stadium will not result in any noticeable increase in noise or consequential impact on residential amenity.

Light Pollution

- 6.50 The lighting environment around a stadium can have an impact on the safety and security of spectators using the stadium, and the visual and general amenities of pedestrians and residents in its near vicinity. An evaluation of how the lighting conditions will be altered by the proposed stadium expansion is therefore important in identifying potential impacts for its users and the surrounding community. 3-D computer modelling of the proposed lighting conditions including pitch floodlighting, public realm lighting and stadium façade lighting has been undertaken to identify any impacts and associated effects.
- 6.51 The assessment accounts for four types of impacts from the proposed development:
- Sky glow – the light emitted into the sky and applies on an area wide basis;
 - Light intrusion into windows
 - Glare – the direct light observed from a given height (1.5m about ground level); and

- Building luminance – an indicator of how bright a surface appears when light falls on it from an observed position.

- 6.52 Development is required to conform to lighting design standards and codes as set out in guidance by the Institute of Lighting Professionals (ILP). Any exceedance of these proposed levels requires additional design measures to be incorporated into the design to ensure the proposed development meets lighting standards.
- 6.53 The ES identifies that, in respect of the construction phase, the main source of impacts will be light spillage and glare resulting in a moderate adverse effect on the surrounding area. However the application of mitigation measures will ensure that light spillage and glare and the residual impacts are considered as being insignificant.
- 6.54 In terms of the operational phase, the main effects arising during the operational phase will arise from the use of floodlighting in the stadium, public realm lighting and stadium façade lighting. Sky glow is identified to have an overall minor adverse effect and is not deemed significant while there will be no to negligible effects for building luminance. Major adverse impacts however are predicated in respect of light intrusion and glare for a number of residential properties. The greatest area of predicted adverse impact is Gilman Street. However, as indicated above, those properties are currently vacant and are due to be demolished shortly by LCC to create a plot for commercial development which will be less sensitive to lighting impacts. For other identified properties (mainly along Walton Breck Road and Anfield Road), the ES considers that with the application of mitigation measures and given the temporary nature of the impact, the residual impact is not considered significant.

Conclusion

- 6.55 The ES confirms that following application of the appropriate mitigation to ensure compliance with British and European guidance, there should be no significant residual effects with regards to the lighting environment.

Sunlight and Daylight Shadowing Effects

- 6.56 Large structures can create significant shadows and may, in certain circumstances, affect the amount of daylight that is received at nearby properties; this can have an adverse effect on residential amenity. In order to determine whether the proposed stadium expansion would have such impacts, a computer model was used to determine whether the enlarged stadium might affect the amount of sunlight received by nearby properties and/or cast shadows on those dwellings at different times of the year.
- 6.57 The analysis shows that the sunlight shadows created by the enlarged stands would extend over the Rockfield area as far as Coningsby Road in the winter months when the sun is lower in the sky and shadows are at their longest. In the summer, an evening shadow would be cast over properties to the east. However, while the shadow of the enlarged stands will be significantly larger than the existing stadium, it will not affect the amount of sunlight reaching the ground as the tight grain of the urban area means that existing dwellings already over-shadow their neighbours. In the circumstances, the shadowing effects of the development are unlikely to have any discernible impact on residential amenity.

- 6.58 Further analysis and modelling following recommended techniques, demonstrates that none of the adjacent dwellings, including the three closest properties on Anfield Road, would suffer any significant loss of sunlight as a result of the development.
- 6.59 The modelling does show that in the winter months some of the windows in three properties in Sybil Road are predicted to experience significant adverse effects of reduced sunlight and four other properties will experience minor / moderate adverse effects; all occurring in the mid-morning as the sun appears at a later time (up to 45 minutes) over the expanded stadium. However, as the affected windows currently receive limited or no direct sunlight during those months, the effects are, therefore, unlikely to be noticeable.

Visual Effects

- 6.60 The visual impact of the development, in terms of effect on residential and general amenity, relates both to the demolition of the empty dwellings to facilitate the development and the expansion of the stadium with its associated new public realm. The principal areas of housing that will be affected are those that have direct views of the expanded stadium; that is dwellings on Alroy Road, Gilman Street, Anfield Road, Arkles Lane and Walton Breck Road; and streets leading off those.
- 6.61 Chapter 8 of the ES comprises an assessment of the predicted townscape, landscape and visual impact assessments of the development. Computer-generated photo-montages illustrating existing and predicted views of the expanded stadium from adjoining residential areas are contained in (**Appendix 1.3 of Document B2/5**).
- 6.62 The existing stadium currently dominates views in the area, particularly along Walton Breck Road and streets leading off it. The stadium has grown over the 20th Century within the pattern of high density terraced streets. It is currently 'hemmed in' by surrounding development and surrounded by high walls on three sides with limited space to create an appropriate setting or make a positive contribution to the townscape.
- 6.63 The stadium expansion is a landmark development of intentionally high architectural quality with similarly high quality public realm creating an appropriate setting and interface with adjacent dwellings. The townscape assessment in the ES identifies the development as an improvement to the current views of existing derelict properties and the back of the Main Stand experienced by adjacent residents in the Rockfield Road / Anfield Village area.
- 6.64 Similarly, views from residential properties in Anfield Road and Arkles Lane will alter, particularly when the Phase 2 development takes place. Those properties will have closer views of the expanded Anfield Road Stand and its associated public realm and longer views along Anfield Road will be lost. However the stadium will still be viewed in the context of the wider area, including Stanley Park and the new open spaces around it. With the possible exception of the properties on Anfield Road lying immediately to the east of the stadium which will be more dominated by the Anfield Road Stand expansion, the impact on visual amenity will be enhanced.

- 6.65 While it is accepted that some occupiers will consider that the development will adversely impact their visual amenity this is a subjective matter and the fact that the view will change is not, of itself, reason to oppose the development.

TV Reception

- 6.66 The height and massing of the Main Stand expansion has the potential to adversely affect the receipt of satellite and terrestrial television signals for a number of dwellings to the west and south-west of the stadium. Those effects are capable of being fully mitigated through re-alignment of TV aerials and additional technology, meaning that there will be no adverse impact on residential amenity.

Air Quality

- 6.67 The air quality impacts of the operation of the enlarged stadium would be from associated traffic, bus and taxi waiting areas and bus routes. The impacts have been assessed in Chapter 14 of the ES and found to be negligible due to the relatively low overall traffic levels associated with stadium events on match and non-match days, compared with total traffic volumes on the local road network during the course of the year. No discernible adverse impact on residential amenity is predicted.

Microclimate

- 6.68 The development will have no micro-climatic effects that result in an adverse impact on residential amenity.

Construction Effects

- 6.69 The ES also considers the potential effects on the amenities of adjacent residential areas during the construction period of the development. The main impacts identified in the ES will arise from noise and dust associated with various construction activities, in particular the demolition of parts of the existing stands, and erection of the new roof truss. There will also be a visual impact of plant, machinery and cranes used in the construction process.
- 6.70 All construction projects have the potential to result in short term adverse impacts while development takes place. In common with other projects, and in accordance with best practice, mitigation is proposed by way of a Construction Environmental Management Plan (CEMP) that will be submitted to and approved by the council prior to the development proceeding. The CEMP will include a variety of measures including hours of working, use of acoustic hoarding around the site, siting and sheeting of materials, installation of a wheel wash and agreed haulage routes. While not eliminating all construction impacts, those measures will be designed to limit any adverse effects on neighbouring properties.
- 6.71 The contractor will be required to identify one/a number of key personnel to liaise directly with the local community to address any concerns and issues as they arise. Rachel Flood Associates will also be retained by the Club to continue their established role in consulting with the community.

Summary and Conclusions

- 6.72 The proposed development will have an impact on the residential amenities of people living in close proximity to the expanded stadium. The predicted affects have been identified and are set out in detail in the Environmental Statement (**Document B1/5**). A combination of positive and negative impacts on the residential amenities of adjacent occupiers is predicted.
- 6.73 Generally, those properties lying in the front line of the extended stands will be most affected, particularly during the construction period; the construction effects will be limited as far as possible through the application of a Construction Environmental Management Plan.
- 6.74 The scale and massing of the proposed development will result in some adverse impacts relating to the amount of sunlight received by a small number of windows in seven dwellings, and marginally increased shadow effects when the sun is lowest in the sky. The enlarged stadium will clearly be more visible, but set within a significantly enhanced public realm improving views and the townscape.
- 6.75 The operation of the enlarged stadium will result in some positive effects, arising from the creation of the public realm and areas for congregating away from residential properties, and the measures proposed in the Transport Strategy to affect a move towards increased public transport accessibility. Some properties will experience an increase in general noise and disturbance either as a result of them having uninterrupted views of the enlarged stadium and concourse, or being on walk routes and waiting areas for buses post match. Some properties are also predicted to experience increased levels of light intrusion and glare. These effects will be partially mitigated through the landscaping and signage proposals and technical mitigation measures; in any event, the effects will be for relatively short durations on a small number of occasions per year.
- 6.76 Overall, the stadium expansion is not predicted to have any significant adverse effects, either individually or cumulatively, on the amenities of any individual residential properties in the area. In the circumstances, the development meets the general requirements of policies H4 and C7 of the adopted UDP.

Historic Environment

- 6.77 The development plan contains policies that are designed to protect the historic environment, including the setting of listed buildings [Policy HD5] and historic parks, gardens and cemeteries [Policy HD15].
- 6.78 The policies were adopted in 2002 and are not consistent with the most up-to-date policy contained in the Framework and guidance prepared by English Heritage.⁸ The EH guidance provides detail on how to define and assess setting and the associated impact of any changes arising from development. It confirms that setting is not a heritage asset, nor a heritage designation, rather the importance of setting lies in what contributes to the significance of the relevant heritage asset itself.

⁸ The Setting of Heritage Assets, English Heritage (2011)

6.79 The NPPF defines the setting of a heritage asset as:

“...the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”

6.80 The assessment of the application proposals against the relevant heritage policies in the adopted UDP takes account of current EH guidance and the Framework. Full details and analysis are set out in the Heritage Statement (**Document G1/1**).

Registered Landscape

6.81 Stanley Park is a Grade II* registered historic park and any development within or affecting the Park needs to be considered against the requirements of policy HD15 of the UDP. That policy contains two primary objectives:

1. *To take positive action to protect and enhance the character and setting of Historic Parks, Gardens and Cemeteries; and*
2. *To not grant planning permission for development in or adjacent to a Historic Park, Garden or Cemetery which would adversely affect their character and setting.*

6.82 Each of those policy objectives is subject to a number of criteria against which development proposals will be judged. In carrying out this exercise it is important to set out the context within which the stadium will be developed.

6.83 The design of the expanded stadium and its environs has given full recognition of the status of the Park (and Anfield Cemetery) as a registered historic landscape and paid due regard to its detailed design principles. In particular, one of the key drivers of the expansion scheme design has been to ensure the Park is more integrated and the development addresses it in an appropriate manner, this is primarily achieved through the landscape design and enhanced linkages between the stadium, Stanley Park and the surrounding residential area. Details are set out in Section 8 of the Design and Access Statement (**Document D1/1**).

6.84 The development will offer benefits to the Park in terms of physical, social and economic improvements as follows.

- The Heads of Terms for the S106 Agreement include proposals for the preparation of the ‘East of Mill Lane Regeneration Plan’ (EMRP) and the payment of a financial contribution from LFC to facilitate those works. Preliminary plans have been prepared to show improvements to the existing car park, the reinstatement of footpaths and new / managed planting in accordance with Kempian principles (Kemp was the original landscape architect for the Park). Those works will complete the physical regeneration that was carried out across the majority of Stanley Park in 2010.
- The Anfield stadium is already a major tourist attraction drawing significant numbers of visitors to the area on match and non-match days. It is expected that

the expanded stadium and public realm will assist in drawing visitors into Stanley Park and contribute to its economic regeneration which commenced with the Regeneration Plan, including Gladstone Conservatory restoration. A way-finding signage strategy has been discussed with LCC as a further means to encourage visitors to make combined trips to the stadium and Park.

- The physical and economic improvements to the Park and the links through to the enlarged stadium and adjacent residential areas will enhance its attractiveness as a place to visit, including by the local community. An increase in the number of people visiting the Park will also result in greater levels of general surveillance, 'self-policing' and a reduction in the level and fear of crime.

6.85 Having regard to this regeneration context, the development proposals can be assessed against the relevant criteria of UDP policy HD15, in order to determine whether the principle of the new stadium is consistent with the policy objectives.

(1) Positive Action

6.86 Objective 1 of the policy indicates that the Council will take positive action to protect and enhance the character and setting of historic parks. The application proposals are considered to be generally consistent with this policy objective and its associated criteria:

- ***To prepare strategies for their management and maintenance.*** While the Stanley Park Regeneration Plan (SPRP) has been implemented for land to the west of Mill Lane following LCC's earlier grant of planning permission for a new stadium, that part of the Park to east of Mill Lane has not been improved. The current application recognises that the East of Mill Lane Regeneration Plan (EMRP) is an important requirement to complete the Park. A preliminary scheme has been prepared in consultation with LCC and English Heritage, and the Heads of Terms for the S106 require that plan to be submitted prior to the development commencing.
- ***Seek funding from all available sources for their restoration, repair and enhancement.*** The S106 will provide funding to facilitate the EMRP consistent with this objective of the policy.
- ***Provide advice and information to promote their greater use and encourage understanding and interest.*** The integrated landscape design concept of a 'stadium on the Park' and way-finding signage will promote greater use and understanding of the Park for both the local community and visitors to the area in accordance with this objective of the policy.

In the light of the above, the development proposals meet the relevant criteria and the first objective of the historic park policy.

(2) Resist Development That Will Adversely Affect the Parks' Character and Setting

6.87 The second objective of policy HD15 is considered in detail in the Heritage Statement (**Document G1/1**) and the associated chapter in the ES (**Document B1/5, chapter 7**).

- 6.88 In summary, the Heritage Statement confirms that there has been a football ground within the setting of Stanley Park since the late 19th century. The Anfield Stadium has been successively extended and altered and now comprises a large, modern structure that currently forms part of the setting of the Park along Anfield Road.
- 6.89 The proposed development will increase the scale, massing and height of the stadium to the extent that it will be more visible and seen from additional areas within Stanley Park. However, it will principally continue to be most visible from the less sensitive and informal landscape of the middle ground and east of Mill Lane, with only limited views from the formal and decorative elements of the designed landscape. The development will not alter or interrupt any of the intended or designed views from the Park, all of which were intended to be northwards towards Anfield Cemetery and the (then) countryside beyond. Nevertheless, due to the increased visibility of the stadium from within the registered landscape the stadium expansion will cause some harm to the significance of the Park; the heritage statement concludes that this constitutes 'less than substantial harm'.
- 6.90 Having regard to an assessment of the key viewpoints of the proposed development and its visibility from Anfield Cemetery, the Heritage Statement concludes that while the stadium expansion will alter the experience of some users of parts of the Cemetery, the degree of harm to the significance of the heritage asset that will result is also less than substantial.
- 6.91 In assessing the proposals against the UDP policy HD15, in the context of the more up-to-date guidance in the Framework and PPG, the Heritage Statement concludes:
- "The proposed development does not involve the removal of features which are an integral part of the character and setting of Stanley Park and Anfield Cemetery and will not introduce a use that is not related to the original function of Stanley Park. The detailed proposals for Phase 1 are of a high standard of design and the proposed materials are appropriate to the historic character and setting of the Park.....The proposed development will cause some limited harm to the significance of Stanley Park and Anfield Cemetery, paragraph 134 of the NPPF is therefore engaged and this less than substantial harm must be balanced with the public benefits of the proposal. The 'character' of Stanley Park and Anfield Cemetery will be preserved" (Document G1/1, paragraph 5.71).*
- 6.92 Having regard to the above, and the detailed analysis in the Heritage Statement, it is clear that the application proposals do not conflict with those parts of policy HD15 that are up-to-date in the context of the Framework.

Listed Buildings

- 6.93 There are a number of listed buildings in close proximity to the application site and which the expanded stadium has the potential to impact on their setting.
- 6.94 The Heritage Statement (**Document G1/1**) confirms that the existing stadium has formed part of the established setting of nos 35 – 45 Anfield Road, the Arkles Public House and Stanley House (the latter a non-designated heritage asset) for over 100 years. It goes on to assess the impact on the setting of those buildings as follows:

- The phase 1 development will be largely screened from 35 – 45 Anfield Road by existing terraced dwellings and will have limited impact on the setting of those dwellings. While phase 2 will result in the closure of Anfield Road, the domestic setting and immediate private garden curtilage of the dwellings and their relationship with Anfield Road, will be unaffected. The development will not change, alter or harm the key elements of setting that contribute to the significance of those properties, but will change the way in which they are experienced resulting in a limited degree of harm to their significance but no harm to their setting.
- While the views eastwards along Anfield Road towards the Arkles PH will be eroded by the phase 2 development the building remains prominently sited at the junction of Arkles Lane and Anfield Road. The prominence and significance of the building will not be compromised or challenged by either phase of the stadium expansion due to the distance and degree of separation between the two. Taking into account the significance of the asset as a Grade II listed building and its setting, the proposed development will not have a harmful effect on the asset and its significance will be sustained.
- The expanded stadium will have no effect on the immediate domestic setting of Stanley House, but the Anfield Road expansion will have a dominating effect on the overall setting of that property resulting in a small degree of harm to the significance of the asset. The property will, however, retain its significance which is inextricably linked to LFC as being the former residence of the Club's founder.

6.95 Overall, the Heritage Statement concludes that while the proposed development conflicts with aspects of policy HD5 in that there will be some limited harm to the setting of nearby listed buildings and a non-designated heritage asset, that policy is inconsistent and out-of-date in terms of the Framework and English Heritage Guidance. The development will result in less than substantial harm to the significance of the listed buildings and wider public benefits will accrue. The limited conflict with policy HD5 needs to be assessed in the context of the up-to-date heritage policy context and other material considerations.

Regeneration Objectives

- 6.96 Wider regeneration and urban renaissance objectives are included in national and development plan policies linking the strands of planning, economic and social policy. The overriding objective of the UDP is to secure urban regeneration⁹.
- 6.97 The contribution of LFC's stadium proposals to meeting the overriding regeneration objective of the UDP has been long recognised in other policy documents and reports prepared by LCC including the North Liverpool Economic Action Plan (NLEAP), North Liverpool Area Action Plan and the former Anfield/Breckfield Regeneration Strategy (A/BRS); the latter document which was formerly adopted by the City Council as a framework for regeneration of the Anfield/Breckfield area, had a new stadium for LFC at the heart of its proposals:

⁹ Liverpool UDP, paragraphs 3.30 – 3.39

*'LFC's expansion proposals could be the catalyst for regeneration and will certainly drive the regeneration process. The fullest advantage needs to be taken of the profile that LFC will generate, not only to ensure that its proposals move forward smoothly but to ensure that it provides a sustainable basis for continuing improvement and development over the long term'*¹⁰

- 6.98 More recently, the Anfield SRF uses LFC's preference for expansion of the existing stadium as a key driver for regeneration across Anfield, including housing renewal and improvement in the Rockfield and Anfield Village areas.

The Regenerative Benefits of Football

- 6.99 The importance of LFC to tourism in the City has long been recognised and the Club is one of the major attractions in Liverpool. Tourism spending is an important component of the economy of the city region and new development that brings additional tourists and increases their spending is clearly beneficial.

- 6.100 There is a body of research and evidence¹¹ which recognises that Premiership Football is an important economic driver and football stadia can and do play an important and lasting role in urban regeneration. In June 2003 the London Assembly published a report scrutinising London's football stadiums and their impact on the social, economic and physical environment. The report concluded that there are compelling reasons to encourage football clubs to remain in London, with the Mayor being encouraged to give additional weight in the London Plan to the importance of football stadiums, including requiring local authorities to encourage clubs to remain in their traditional areas. The significant economic and regenerative benefits of stadiums, especially those in deprived areas, was recognised in the report in terms of:

- The presence of the club on 'day-to-day' trading with the local economy
- The effect of the games themselves
- The actual redevelopment of the stadium, and
- The unique opportunities surrounding the reputation of the clubs and their facilities

- 6.101 While the report is now quite dated, its main findings continue to hold true and have been applied across the capital to inform stadium development proposals that are being advanced by major football clubs including Tottenham Hotspur and Fulham.

- 6.102 The proposals for the expanded Anfield stadium follow the best practice recommended in the London report particularly in terms of using the unique opportunity surrounding the reputation of LFC to stimulate and deliver regeneration in the area.

¹⁰ Anfield Breckfield Regeneration Strategy, paragraph 13.3

¹¹ See House of Lords Library Note : Contributions of English Premier League Football to the United Kingdom (25 July 2013)

Anfield Spatial Regeneration Framework

- 6.103 The contribution that the proposals will make to regeneration is at the heart of the partnership established between LFC, LCC and YHG in October 2012. The parties have since been working together to deliver the wider regeneration of Anfield in a holistic and co-ordinated manner with the expanded stadium at its centre.
- 6.104 The Anfield SRF was prepared to inform policies in the adopted UDP to deliver the development plan's overriding objective for urban regeneration, specifically in the Anfield area. The SRF is a key starting point for the regeneration of the area since it draws together a range of on-going and proposed initiatives for the area within an agreed framework. The document has received majority community support through an extensive two-stage consultation, and has been adopted as a Supplementary Planning Document.

Regeneration Benefits

- 6.105 The expanded stadium will offer a range of direct, deliverable and indirect regeneration benefits.

Direct Regeneration Benefits

- 6.106 The direct benefits of the expanded stadium; that is those elements of the SRF that will be directly delivered by LFC as part of the stadium expansion comprise:
- New direct job opportunities (c.81 Full Time Equivalent (FTE) jobs)
 - Significant improvements to the physical environment and visual amenities for people living in proximity to the stadium
 - Greater management of car parking and improved public transport provision for people attending football matches, so as to limit impact on the surrounding residential areas
 - Commitment to a 50-year licence at an enhanced rate for the car park in Stanley Park, providing a guaranteed income to LCC for the long term management and maintenance of the restored park
 - Maintaining the long-term presence of LFC in Anfield and ensuring its on-going socio-economic benefits to the area
 - Additional visitors and spending being drawn into the area as a result of the enlarged stadium
 - A significant private investment demonstrating market confidence in the area to encourage other investment and development
 - Enhanced security and surveillance linked to the expanded stadium and associated public realm

- Provision of major areas of new open space available for public use at all times and capable of accommodating community and other uses on non-match days, including an informal all-weather pitch on the Outside Broadcast area
- Enhanced linkages between Walton Breck Road, surrounding residential areas and Stanley Park encouraging greater use and enjoyment of the Park

6.107 These benefits will make a major contribution to the physical, social and economic regeneration of the area. In physical terms, the demolition of the vacant and derelict housing, expansion of the stadium and associated public realm with enhanced links to Stanley Park will result in significant improvements to the built environment of the area. There will be direct job creation in the new stadium, and greater opportunities for tourism resulting in increased visitor spending and more money into the local economy. LFC's investment will also ensure guaranteed income to LCC over a sustained period enabling the council to manage the long term maintenance of Stanley Park.

Regeneration Deliverables

6.108 Wider regeneration deliverables will be achieved directly as a result of the stadium expansion. Whilst clearly linked to the stadium development, the responsibility for delivery does not lie with LFC but with LCC and other local partners, including YHG. The partnership arrangement between the three parties will enable the proceeds from the sale of properties to LFC to facilitate the expansion of the stadium to be re-invested in other projects identified in the SRF; the receipts to LCC will also be used to lever in additional grant funding.

6.109 The key regeneration deliverable arising from the stadium expansion is completion of the restoration of Stanley Park. As a result of the planning permission for a new stadium in the Park, a combination of private and public funding (including by LFC) was obtained to carry out major restoration works to the west of Mill Lane; those works were completed in 2010. Land to the east of Mill Lane was not included in the works as that part of the Park regeneration was to be delivered through the new stadium development.

6.110 Now that LFC has stated a preference to expand the existing Anfield Stadium, an 'East of Mill Lane Regeneration Plan' (EMRP) is proposed to complete the restoration of the Park. The Heads of Terms for the S106 Agreement (**Document A4/4**) include a plan and schedule of works for the EMRP comprising re-surfacing and new lighting to the car park, reinstatement of the footpath across the middle ground, restoration of Dahlia Walk and new landscaping in accordance with Kempian principles. There is also a commitment from LFC to make a contribution of £0.8m to facilitate the works which will be delivered by LCC.

Indirect Regeneration

6.111 The regeneration benefits identified above are clearly and inextricably linked to the stadium expansion; directly as part of the stadium construction or delivered as part of the mitigation works. Other elements of the Anfield SRF are not so obviously linked to the development however, the stadium expansion does have an important role to play in their delivery and on-going success.

- 6.112 The partnership arrangement between LCC, LFC and YHG will enable the proceeds from the sale of properties to LFC to facilitate the expansion of the stadium to be re-invested in other projects identified in the SRF. Those monies will also enable LCC to lever in additional grant funding to support the regeneration programme and delivery of key projects including:
- A new quality branded hotel on Anfield Square. The hotel will be run as a social enterprise and provide training opportunities for local people in the hospitality industry. The hotel will front the new 'fan zone'. It will also act as an interface between the retained housing in Anfield Village (Pulford Street) and activity around the enlarged stadium.
 - Commercial offices on Anfield Square. The first phase will be occupied by YHG who are committed to relocating their Liverpool presence to the area.
- 6.113 In addition to the above, the proposed direct and indirect investment by LFC will result in increased confidence to accelerate the delivery of other regeneration projects in the area including housing renewal (clearance, redevelopment and refurbishment) being carried out by Keepmoat on land to the south of Walton Breck Road; and LCC's own proposals for housing refurbishment and environmental improvements in the Rockfield / Anfield Village areas.
- 6.114 Similarly LCC and its development partner, Keepmoat, will have increased confidence to deliver a reinvigorated high street of new shops and community facilities, including further development on Anfield Square. Those developments will benefit both from increased visitor numbers to the stadium, enhanced footfall generally as a consequence of the improved housing market offer in the area, and improved spending power through the indirect economic benefits of the stadium expansion investment. Included within this is the new and innovative Community Land Trust; Homebaked, formed to retain and restore a historic high street bakery and engage the community at grass roots level with a tangible stake in the areas regeneration.
- 6.115 Building on the restoration work already started in Stanley Park, a range of proposals are now in place to increase use and visitor numbers including the improvement of historic routes through the Park, redesigning the Stanley Park car park so that it is better integrated into the Park and can be used for other purposes and the attraction of events that bring families to the Park – including music, food and arts festivals.
- 6.116 Finally, there are proposals to construct a new University Training College (UTC) 'Liverpool Engineering and Logistics' on the site of the former Anfield Comprehensive, providing vocational study for 14 – 18 year-olds. While not directly linked to the stadium development, there are opportunities for the UTC to link with the Training Hotel and LFC, particularly through its Foundation, to broaden learning opportunities at the college.
- 6.117 LFC will also continue to work with ASCC, the Liverpool FC Foundation, LCC and the County FA to secure funding to deliver improved rich and varied sports offer at Lower Breck (ASCC) as summarised in paragraph 2.15 above

Conclusions

- 6.118 The overriding objective of Liverpool UDP is to secure urban regeneration linked to the corporate vision for the City. This reflects national planning policy and one of the Government's prime objectives to deliver economic growth and improve prosperity.
- 6.119 Successful and lasting urban regeneration requires a holistic approach to addressing all of the elements of society, including social, economic, health/education, as well as the physical environment. Football stadia can play an important and unique role in regeneration, particularly in deprived communities, and where they contribute to the wider community through wealth creation and shared facilities.
- 6.120 LFC's proposals to expand the Anfield stadium are the central element of a holistic vision for the regeneration of the area as recognised in various policy documents and reports including the adopted Anfield SRF, the Mayoral Development priorities and the emerging Local Plan.
- 6.121 The expanded stadium will deliver significant direct regeneration benefits in terms of new jobs and wealth creation, and improvements to the physical environment, including completion of the regeneration of part of Stanley Park to the east of Mill Lane. Further regeneration benefits will flow from the development through new commercial developments such as the training hotel, commercial offices, investment in new and refurbished housing, local environmental improvements, a reinvigorated high street and works to the ASCC to improve local sporting facilities. The stadium expansion ties all of these initiatives together and acts as the impetus for early and holistic regeneration. The proposal is, therefore, entirely in accordance with the overriding objective of the UDP.

Technical and Design Considerations

- 6.122 Other relevant design and technical development management policies of the UDP comprise general policies relating to matters of design, access, ecology, landscape and transportation. The chapters of the ES and supporting technical appendices **(Documents B1/5-4/5)** confirm that the development proposals are consistent with those policies; the stadium expansion and associated open space will:
- Assist in reversing the decline in economic activity, investment and employment; in particular it will: help to promote the role of Liverpool as a regional retail, cultural and tourism centre; improve leisure facilities in a location that complements the economic function of an existing centre without significant harm to the vitality and viability of other centres; and promote regeneration in one of the City's most deprived communities in accordance with the objectives of Policy GEN1
 - Enhance the network of open space in the city in accordance with the objectives of Policy GEN2 and the specific requirements of Policy OE12
 - Have no adverse effects on existing ecological habitats of value or protected species and will result in modest ecological enhancements through the provision of bat boxes and enhanced landscaping in accordance with the requirements of Policies OE5 and OE7

- Protect existing trees, where they are of value, and provide significant new landscaping in accordance with the objectives of Policies HD23 and HD24
- Protect and enhance the built environment of the city by using high standards of design and materials, having regard to the setting of heritage assets, improving accessibility for people with mobility problems and creating an attractive and secure environment in accordance with the objectives of Policies GEN3 and HD18 – 20.
- Includes an Arts Strategy that proposes the appointment of an artist to provide input to the detailed design of the open space, particularly in the location of the Hillsborough Memorial Garden, in accordance with the requirements of Policy HD24
- Improve the living environment of existing housing areas, consistent with the objectives of Policy GEN4
- Provide the catalyst for investment to secure qualitative and quantitative improvements to the Walton Breck Road /Oakfield Road 'High Street'; and provide direct environmental improvements to part of the road frontage, in accordance with the objectives of Policy GEN5
- Provide a balanced provision of transport infrastructure for the development which includes enhanced public transport provision and facilities for taxi use, while reducing reliance on the private car for access to the stadium. The development will also improve facilities for pedestrians and cyclists, including signage and way-finding, improved public realm and cycle parking facilities in accordance with the objectives of Policy GEN6 and the specific requirements of policies T4, T6, T7 and T8. A Traffic Impact Assessment has been submitted in accordance with Policy T15 (**Document C2/3**), and levels of car parking, including car parking for the disabled, has been provided in accordance with Policies T12 and T13
- Directly and indirectly provides improved recreational, leisure, education and social facilities for the benefit of the local community in accordance with the objectives of Policy GEN7
- Delivers significant improvements to the local environment by re-using vacant and under-used land to accommodate the Main Stand expansion and open space and manages the potential environmental effects of the development, consistent with the objectives of Policy GEN8, and the specific requirements of Policies HD28 and EP1, EP11 – EP13
- Will be constructed in accordance with the principles to achieve the efficient use of resources and sustainable waste management in accordance with Policies WM8 and 9 of the Joint Merseyside and Halton Waste Local Plan.

Compliance with the Development Plan: Overall Summary and Conclusions

- 6.123 The development is consistent with the overall strategy and objectives of the development plan; as well as the site and topic specific policies relating to major sports development and the football clubs.
- 6.124 The proposals are also compliant with the overall strategy and those relevant technical, heritage and design policies of the adopted UDP that are up-to-date and to which weight can be applied in the decision-making process. In particular, the enlarged stadium will not result in any significant adverse effects on the residential amenity of nearby occupiers. While it will result in 'less than substantial harm' to the significance of protected heritage assets, that harm is outweighed by the significant heritage and regeneration benefits of the proposal that are clearly in the public interest. No conflict arises with those parts of the relevant heritage policies that are up-to-date and in accordance with the Framework.
- 6.125 The development accords with the development plan and enjoys a S.38(6) presumption in favour of planning permission and the first part of the decision-making test in paragraph 14 of the Framework is met.

7. Other Material Considerations

- 7.1 Both the Act and the Framework refer to other material considerations that may be taken into account in the decision-making process. In this case, the principal material considerations comprise the Framework, the extant consent for a new stadium in Stanley Park, the emerging development plan, and other relevant local policy and guidance documents and Ministerial Statements.

Sustainable development

- 7.2 The Ministerial Forward to the Framework states that *‘the purpose of planning is to achieve sustainable development’* which *‘means ensuring that better lives for ourselves don’t mean worse lives for future generations’* and that *‘sustainable development is about change for the better, and not only in our built environment’*.

- 7.3 Paragraph 7 of the Framework identifies three dimensions to sustainable development: economic, social and environmental. These in turn give rise to the need for the planning system to perform a number of roles under each of the headings. Paragraph 6 indicates that policies in paragraphs 18 to 219 of the Framework taken as a whole constitute the meaning of sustainable development. For the purposes of this application, the relevant chapters are;

- Building a strong, competitive economy
- Ensuring the vitality of town centres
- Delivering a wide choice of high quality homes
- Promoting sustainable transport
- Requiring good design
- Meeting the challenge of climate change, flooding and coastal change
- Conserving and enhancing the natural environment
- Conserving and enhancing the historic environment

Economic Dimension

- 7.4 Underpinning the “Plan for Growth”¹², the Framework places great emphasis on the need for sustainable economic growth and development. The Framework glossary defines this as; *“development, including those within the B Use Classes, public and community uses and main town centre uses”* and describes the economic role of the planning system as;

- contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;

Social Dimension

- supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by

¹² The Plan for Growth - HM Treasury 2011

creating a high quality built environment, with accessible local services that reflect a community's needs and support its health, social and cultural well-being; and

Environmental Dimension

- contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

- 7.5 Based on the detailed assessment of the application proposals undertaken in the supporting technical documents; in particular the Environmental Statement (**Documents B1/5 – B4/5**), the Transport Strategy (**Document C1/3**) the Design and Access Statement (**Document D1/1**), the Sustainability Appraisal (**Document E1/1**) and Economic Impact Assessment (**Document F1/1**) and the Heritage Statement (**Document G1/1**); the following conclusions can be drawn:

Building a Strong Competitive Economy

- 7.6 The Framework confirms that Government is committed to securing economic growth in order to secure jobs and prosperity and the planning system should do everything that it can to support sustainable economic growth. Local authorities are encouraged to plan proactively to meet the needs of business which should be positively reflected in their emerging development plan documents, including identification of priority areas for economic regeneration, infrastructure provision and environmental enhancement.
- 7.7 The Anfield Stadium expansion and LCC's approach to it in the recently adopted Anfield SRF are entirely consistent with this primary objective of Government policy as set out in the Framework. LFC is already a major driver of the city and local economy through tourism spending, direct and indirect job and wealth creation. Details are set out in the Economic Impact Assessment (**Document F1/1**) which confirms that the stadium currently supports 688 FTE jobs and £16.3m gross employment income to the economy of the city..
- 7.8 The stadium expansion is predicted to will create 191 net additional FTE jobs and £4.43m net additional employment income to the economy of Liverpool. Construction impacts will add a further c.130 FTE jobs per annum in the city. While there are no clear indicators to qualitatively assess the likely impacts at the local (ward) level, the Economic Impact Assessment (**Document F1/1**) and related chapters in the ES (**Document B1/5, chapter 19**) indicates that the development is likely to have a moderately beneficial impact on local employment and expenditure.
- 7.9 The economic benefits of football particularly arising from a club's participation in European competitions and raising the profile of Liverpool as a tourist destination, is a key economic driver identified in the Economic Impact Assessment which confirms research carried out by a number of academic institutions¹³. For example, research

¹³ E.g. '900,000 Football Watching Visitors Spend £706m While in Britain' : Visit Britain (2012)
'Analysing the Value of Football to Greater Manchester' : Sheffield Hallam University (11 April 2013)

'Champions League Set to Boost City's Coffers' : University of Liverpool (April 2014)

carried out on behalf of Visit Britain indicates that foreign 'football tourists' spend, on average, £785 per head on each trip; that is c.£200/head more than the average visitor. With sustained success in European competitions, which is more likely due to higher revenues arising from increased ticket sales at the enlarged stadium, the development has the potential to offer considerable long-term economic benefits to the city.

- 7.10 The expansion of the stadium is entirely consistent with this primary objective of the Framework to build a strong and competitive economy. Given that LFC is a global brand and attracts visitors from around the world, the proposal has far-reaching benefits in accordance with this objective.

Ensuring the Vitality of Town Centres

- 7.11 While Walton Breck Road is not a defined town centre, it is an important focus for retail and community facilities to serve the local area. The Anfield SRF recognises the importance of the Walton Breck Road / Oakfield Road for that purpose and promotes improvements to create a viable and thriving 'High Street' through a combination of linkages to the expanded stadium and its enhanced public realm, proposed commercial development on 'Anfield Square', and clearance and redevelopment of properties on the south side of Walton Breck Road through the residual housing renewal programme.
- 7.12 The opportunities afforded by increased visitor numbers to the expanded stadium and significantly enhanced environment are identified as key components to delivering a thriving 'High Street' consistent with this objective of the Framework.
- 7.13 In addition, the enlarged stadium will draw additional visitors into Liverpool on match and non-match days. LFC has a significant overseas following and many visitors to the stadium already combine their trip with an overnight stay in the city where they also make purchases in shops and restaurants, thus supporting the viability of the city centre and add to the vitality of its night-time/evening economy.
- 7.14 The development, therefore, meets this objective of the Framework.

Promoting Sustainable Transport

- 7.15 The Transport Strategy for the stadium expansion focuses on affecting a modal shift away from access to matches by private car and increased use of public transport using Liverpool City Centre as a sustainable transport hub. Recent surveys of fans attending matches indicate that the recent expansion of the FMPZ has had the effect of reducing the proportion of fans using private cars to access the stadium; there has been a consequential rise in sustainable transport modes, predominantly taxi use between the stadium and the city centre.
- 7.16 This application does not propose to provide any meaningful increase in car parking as a result of the stadium expansion (c.30 spaces); this is consistent with Government objectives to minimise car use. Those off-street parking spaces that do exist will be managed under licence by LFC, ensuring that only those with a valid pre-paid parking ticket will be able to approach the stadium on match days. To balance that control, LFC will work with LCC and public transport operators to promote and improve public

transport provision, including new bus lay-bys, taxi pick-up areas and integrated ticketing, and publicity around those measures.

- 7.17 An Interim Staff Travel Plan (**Document C3/3**) has been prepared and is submitted to demonstrate the measures that LFC will take to improve access to the stadium by sustainable travel modes by full and part-time stadium staff.
- 7.18 The proposed measures identified in the Transport Strategy demonstrate that the proposals are consistent with Paragraphs 37 and 38 of the Framework to promote sustainable transport.

Delivering a Wide Choice of Quality Homes

- 7.19 Paragraph 47 of the Framework states that to “*boost significantly*” the supply of housing, local planning authorities should use their evidence base to ensure their local plan meets the full objectively assessed needs for market and affordable housing; this includes identifying key sites which are critical to the delivery of the housing strategy over the plan period. In addition they should identify and up-date annually a supply of specific and immediately deliverable sites, with a further supply to meet the requirement of years 6 – 10. The recently published PPG indicates that empty homes may make a contribution to housing supply.
- 7.20 The application proposals will contribute, indirectly, to meeting this objective of the Framework through increased confidence in the area resulting in the acceleration of the housing regeneration proposals to the south of Walton Breck Road (Keepmoat); and LCC /YHG proposals to improve dwellings in the Anfield Village / Rockfield areas and bring vacant properties back into use.
- 7.21 In the circumstances, the proposals are consistent with the objectives of paragraph 47 of the Framework.

Requiring Good Design

- 7.22 The development proposals for the Main Stand expansion have been through a rigorous design process involving LCC planning, design, access and highways officers, English Heritage, the design review panel (Places Matter!) and key stakeholders including the Hillsborough Families Support Group (HFSG) and the Liverpool Disabled Supporters Association (LDSA); details are set out in the Design and Access Statement (**Document D1/1**).
- 7.23 The application proposes a development of high quality design and materials demonstrated throughout the Main Stand expansion and the associated extensive areas of open space. The development has been designed as an integrated whole with common design themes (e.g. ‘the scarf’), and complementary materials. The quality of design and finish has been extended to all aspects of the development, including proposals for improvements to Alroy Road, and the Hillsborough Memorial Garden which will be subject to further detailed design with the assistance of a local artist.
- 7.24 While full details have not yet been submitted for the Anfield Road Stand expansion, sufficient information has been provided to demonstrate that this part of the

development will also be of a high standard of design and materials as befitting its location in close proximity to a number of heritage assets.

- 7.25 On the basis of the details of the Main Stand proposals, including the high quality public realm, and information that has been submitted for the Anfield Road Stand development, it is reasonable to conclude that a high quality design is proposed for the development in its entirety, consistent with paragraphs 56 – 68 of the Framework.

Promoting Healthy Communities

- 7.26 Healthy communities are those that interact and are cohesive. The stadium expansion proposes extensive new areas of public realm that not only serves the stadium expansion, but will also result in significant improvements to pedestrian and cycle connectivity within the area. In particular, it will provide both a visual and functional connection between Walton Breck Road and Stanley Park, with links into the surrounding residential areas.
- 7.27 The open space has been specifically designed at various levels to encourage interaction and movement, particularly on a non-match day. The 'community garden' and 'Linear Grove' provide those links at a more domestic scale.
- 7.28 The large open spaces of the fan zones will provide opportunities for community use on non-match days, such as open markets and festivals, and the Outside Broadcast area will be marked out as an informal playing surface for community use. Low plinth walls around the OB area and within the 'community garden' will provide seating to encourage further use and activity in the open space.
- 7.29 The proposals for expansive open space around the stadium and 'blurring' of the edges between the stadium, community and Stanley Park will result in better physical and functional integration of the stadium with the local area and improve cohesion in accordance with this objective of the Framework. This has been specifically identified by some members of the local community as positive benefits arising from the development.
- 7.30 The development will directly provide high quality open spaces and improve connectivity to existing open space (Stanley Park) enhancing the opportunities for community use in accordance with paragraph 73 of the Framework.

Meeting the Challenge of Climate Change

- 7.31 Chapter 18 the ES and the related Flood Risk Assessment at **Appendix 5.1** of **Document B4/5** confirm that the stadium expansion complies with the sequential test for directing development towards sites that are at low risk from flooding and has limited potential to impact on flooding of adjacent / nearby areas.
- 7.32 The Sustainability Statement (**Document E1/1**), with related Energy Statement and BREEAM Assessment demonstrate that the stadium expansion includes measures that would support a low carbon future as directed by paragraph 96 of the Framework and would accord with the terms set out for meeting the challenge of climate change.

Conserving and Enhancing the Natural Environment

- 7.33 The habitat and species surveys prepared to support chapter 16 of the ES demonstrate that the site is of extremely limited natural or ecological value. The development can be achieved without any harmful impacts on the natural environment or ecological interests; thereby meeting this objective of the Framework.

Conserving and Enhancing the Historic Environment

- 7.34 The design of the stadium proposal has evolved following extensive discussion with LCC planning and design officers and English Heritage to ensure that the heritage impact of the scheme is limited. Details are set out in the Heritage Statement (**Document G1/1**); the heritage chapter of the ES, and paragraphs 6.108 -6.111 above.
- 7.35 In particular, the Heritage Statement demonstrates that the less than substantial harm arising needs to be balanced against the overall benefits of the development in accordance with paragraph 134 of the Framework. That paragraph also indicates where a development will result in 'less than substantial harm' to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. Public benefits are defined in the Planning Practice Guidance as follows:

"...public benefits may follow from developments and could be anything that delivers economic, social or environmental progress as described in the NPPF. Public benefits should flow from the proposed development. They should be of a nature or scale to be of the benefit to the public at large and should not be just be a private benefit. Benefits do not always have to be visible or accessible to the public in order to be genuine public benefits and may include heritage benefits"¹⁴

- 7.36 The less than substantial harm that has been identified in relation to Stanley Park, Anfield Cemetery, No.s 35 – 45 Anfield Road and the non-designated Stanley House is decisively outweighed by the depth and breadth of heritage and other public benefits that will be delivered by the development

Plan Making

- 7.37 The Framework reiterates and emphasises the importance of the development plan in decision making, encouraging Local Planning Authorities to maintain an up-to-date and pro-active development plan for their area that promotes the principles of sustainable development.
- 7.38 The Liverpool UDP is out-of-date in the context of the Framework, having been prepared and adopted in accordance with the Town and Country Planning 1990, rather than the Planning and Compulsory Purchase Act 2004. While the majority of policies in the UDP have been 'saved', many are not fully compliant with the Framework (e.g. the Heritage policies – see paragraphs 6.78 – 6.96 above) and/or do not meet current requirements. This is acknowledged in the introduction to the Anfield SRF which has

¹⁴ Paragraph: 020 Reference ID: 18a-020-20140306, PPG (2014)

been positively prepared to inform some of the policies in the UDP and provide a positive framework for the comprehensive regeneration of the Anfield area.

- 7.39 The Anfield SRF has been prepared and adopted in consultation with the local community and key stakeholders, as required by the Framework; it contains a vision that has received majority (75%) support.¹⁵

“Anfield will be a vibrant, attractive and successfully place to live, work, visit, invest and stay. The area and its people will benefit from high quality new and improved housing, stronger community, increased investment, access to jobs and facilities in a pleasant and safe environment. At its heart will be a revitalised high street, a stadium integrated with its community, attractive public spaces and a fully restored and active historic park”¹⁶

- 7.40 The proposed expansion of the Anfield stadium makes a significant contribution to delivery, either directly or indirectly as described in this statement, of all aspects of that Vision and is explicitly supported by the SRF [parameter SRF14].
- 7.41 Compliance with the up-to-date Anfield SRF supplementary planning document demonstrates consistency with paragraphs 150 – 185 of the Framework.

Decision-Taking

- 7.42 The chapter on decision-taking in the Framework reinforces the requirement for the local planning authority to take a positive and pro-active approach that looks for solutions rather than problems [paragraphs 186, 187, 190]. It reaffirms that applications should be determined in accordance with the development plan unless material considerations indicate otherwise and that the Framework is a material consideration in planning decisions [paragraph 196]. In assessing and determining proposals LPAs should apply the presumption in favour of sustainable development [paragraph 197].
- 7.43 The foregoing assessment confirms that the proposals comprise sustainable development in accordance with the definition set out in the Framework; in particular it:
- Will assist in building a strong and competitive economy through direct and indirect job and wealth creation, drawing visitors to the city and the Anfield area; there is a national recognition that Premiership football clubs do make an important contribution in accordance with Government objectives for economic growth
 - Sits at the heart of proposals for the regeneration of the Anfield area and will assist in delivering an invigorated ‘high street’, improved confidence in the housing market and enhanced community infrastructure and facilities contributing to the social and economic well-being of the area
 - Is in sustainable location that is accessible by public transport and other sustainable means

¹⁵ Report to Cabinet, 28 April 2014

¹⁶ Anfield Spatial Regeneration Framework : The Vision (April 2014)

- Is of a high quality design that will deliver significant environmental improvements to the area, including completion of the restoration and enhanced use of Stanley Park.

Conclusion

- 7.44 The scheme does not result in harm to any specific policies in the Framework which indicate that the proposed development should be restricted. In the circumstances, the presumption in favour of sustainable development as set out at paragraph 14 of the Framework applies. This is a material consideration of considerable weight in favour of a grant of planning permission in this instance.

The Stadium in Stanley Park

- 7.45 Section 2 of this Statement sets out the background to this planning application. In particular it refers to the previous proposals by LFC to construct a new stadium in Stanley Park. Two separate planning permissions for a stadium in the Park were granted by LCC and a material start on site was made for the earliest of those permission [LPA ref: 03F/3214]. While LFC has stated its preference for an expansion of the existing Anfield Stadium, the permission for a new stadium in Stanley Park is protected in perpetuity; it offers a fall-back position that is material to the council's consideration of the current application.
- 7.46 The 'Stadium in the Park' establishes the following key principles, that:
- The Anfield area is capable of accommodating up to 60,000 spectators at a football match, subject to appropriate transport measures designed to minimise the number of trips by private car and enhance sustainable modes of travel to the stadium
 - A 60,000 capacity stadium may have some adverse impacts on the amenities of the occupiers of some dwellings and that needs to be weighed in the balance of the overall (positive and negative) impacts on residential amenity and the wider public benefits of the development as a whole
 - The contribution that an enlarged stadium makes to the physical (environmental), social and economic regeneration of the wider area is a significant material consideration to be weighed in the balance
 - A stadium having a direct impact on a heritage asset (Stanley Park) is acceptable, subject to appropriate mitigation – in that case the Stanley Park Regeneration Plan and, in particular, its long term management and maintenance; and
 - Even where there is conflict with specific policies, the development may be acceptable and consistent with objectives of the development plan as a whole leading to a grant of planning permission.
- 7.47 Having regard to those principles and the analysis set out in the earlier sections of this statement, the current application is assessed as follows:

Transport and Access

- 7.48 The submitted Transport Strategy demonstrates that since the previous permission for the new stadium there has been a change in the transport modal split for persons attending matches at the stadium, with less reliance on the private car and a significantly greater use of taxis and public transport. This is likely to be primarily due to the success of the extended FMPZ which was one of the key measures proposed to accommodate the increase in capacity arising from the new stadium development.
- 7.49 The new stadium permission includes a condition which sets out a 'transport matrix' indicating how the increased capacity of the new stadium could be incrementally implemented based upon the provision of new FMPZ areas and the provision of Park and Ride sites. All of the FMPZ areas have now been put in place (funded by LFC) resulting in a theoretical capacity according to that matrix of 51,900. In addition, LFC has funded off-site highways improvements pursuant to that earlier planning permission, thereby improving highways capacity in the area.
- 7.50 Notwithstanding the above, the Transport Strategy takes a robust approach and demonstrates that the number of car entering the Anfield area on a match day is predicted to continue to be lower than that previously accepted and agreed as a consequence of the proposals for a new stadium in Stanley Park. The Transport Strategy also proposes measures to positively affect a model shift towards public transport and a further reduction in the use of private cars for access to the stadium.

Impact on Residential Amenity

- 7.51 The Environmental Statement prepared for the new stadium in Stanley Park demonstrated that there would be a combination of positive and negative impacts on the amenities of local residents. Generally, those living in closest proximity to the new stadium would experience a small number of adverse effects, principally noise, general disturbance and visual impact, arising from the physical presence and operation of the new stadium. Those adverse impacts were balanced against the positive benefits to the residential amenities of properties lying in close proximity to the existing stadium, particularly improvements to their visual amenities, and the reduction in general disturbance. The planning officer's report to committee acknowledged those impacts stating:

"Many of the match day problems associated with the existing activities of the Football Club will remain although there will be improvements overall in Visual Impact and in the activity being less restricted and generally further away from residential properties"¹⁷

- 7.52 The Council, therefore, concluded that the new stadium development would not conflict with relevant policies C7 and H4 of the UDP.
- 7.53 The analysis set out at paragraphs 6.11 – 6.74 above demonstrate that the considerations relating to the residential amenity impacts of the expanded stadium are largely the same as assessed for the new stadium in the park. While a small number of dwellings will be adversely affected by the physical scale of the development and match

¹⁷ Officer's report to planning committee, paragraph 10.18 (July 2008)

day activity, the effects are limited and generally off-set by improvements to visual amenity, environmental improvements (open space and landscaping) and the provision of space for fans to congregate away from residential properties. The overall impacts on residential amenity do not result in conflict with the development plan as determined by LCC in respect of the earlier application(s).

Regeneration Benefits

- 7.54 The new stadium in Stanley Park was seen, at that time, as central to achieving the regeneration of the Anfield/Breckfield area by contributing significantly to environmental improvements, and offering direct and indirect social and economic benefits. Those factors were material to the council's consideration of the new stadium development and the decision to grant planning permission for that scheme.
- 7.55 Similarly, the expanded stadium is now central to delivering the wider regeneration of the Anfield area as set out in paragraphs 6.106 - 6.123 above and in the Anfield SRF. While the range of benefits that will be delivered by the stadium expansion are now different, they still comprise a mix of direct and indirect economic, social and environmental benefits that will lead to the holistic regeneration of the area. As previously accepted by the council, those benefits are a significant material consideration to be weighed in the balance of the current application.

Heritage Impacts

- 7.56 The fallback position is for the construction of a new stadium in Stanley Park, having a direct impact on the heritage asset. For that reason, and due to loss of protected open space, LCC previously determined that the new stadium application represented a significant departure from the development plan (UDP Policies HD15 and OE11). Notwithstanding this, the overall planning balance was in favour of granting planning permission due to the mitigation afforded by the Stanley Park Regeneration Plan and long term management and maintenance of the restored Park (see paragraph 2.53 above).
- 7.57 The current proposals for expansion of the stadium do not make any encroachment into Stanley Park nor does it have a direct impact on any heritage assets. In the circumstances, the relevant tests of Policy HD15 need to be applied only in respect of setting, and in the context of the most up-to-date guidance in the Framework.
- 7.58 The Heritage Statement clearly demonstrates that the degree of harm to heritage assets arising from the stadium expansion is 'less than substantial' and significantly less than the construction of a new stadium in the park. This has been informally agreed in pre-application discussions with English Heritage.
- 7.59 The Framework indicates that where a development will result in 'less than substantial harm' a balancing exercise is required taking into account other wider planning benefits arising from the development. In this case, those benefits are considerable and include significant regeneration, economic and environmental benefits in the public good and completion of the restoration of Stanley Park to the East of Mill Lane (see paragraph 6.110 – 6.111 above); in the context of the Framework there is no conflict with policy HD15 and this is an improvement on the fallback position.

Planning Balance

- 7.60 In considering the application for the 'stadium in the park', LCC were of the view that the development would result in a '*significant departure from the Unitary Development Plan*'.¹⁸ Nevertheless, LCC went on to balance that conflict with other development plan policies, benefits and material considerations concluding that planning permission should be granted.
- 7.61 The analysis set out in section 6 of this statement concludes that the development will not result in any direct conflict with those policies of the UDP that are relevant and up-to-date. Notwithstanding this, even if LCC does conclude there is conflict with specific policies, a balancing exercise would then be required to assess the proposals against the policies and objectives of the UDP as a whole.

Conclusion

- 7.62 The planning permission for a new stadium in Stanley Park sets a fallback position and establishes a number of key principles against which this application for expansion of the Anfield Stadium can be assessed. The current proposals perform at least as well, and in some cases better, against those principals. This is a material consideration that adds weight to a grant of planning permission in this instance.

Anfield SRF

- 7.63 The Anfield SRF sets out a number of general parameters and guidance for development within the SRF area relating to its key principles and specific matters including: design quality, amenity and community safety, improvements to the public realm and sustainable transport [SRF1 – SRF 9]. It also provides site specific guidance in relation to the proposed stadium expansion [SRF14]. The chapters of the ES and supporting technical appendices confirm that the development proposals are consistent with those policies; the stadium expansion and associated open space will:
- Assist in the delivering the transformation and regeneration of the Anfield area and positively addresses the SRF principles [SRF1];
 - Deliver a high quality proposal in design terms which positively contribute to the area's identity whilst preserving prevailing special historic interest [SRF2; SRF 9 and SRF14 (c and f)];
 - Ensure that the proposals will have a significant adverse impact on the amenities of residents living in the area [SRF3 and 14 (a)];
 - Provide a legible and permeable network of public realm and open space in the area in accordance with SRF 4 and SRF 14 (c and d);
 - Improve the visual and functional relationship of the stadium between with Stanley Park, Walton Breck Road and the wider neighbourhood [SRF 14 (c)]

¹⁸ Report to planning committee, paragraph 10.5 (July 2008)

- Includes an Arts Strategy that proposes the appointment of an artist to provide input to the detailed design of the open space, particularly in the location of the Hillsborough Memorial Garden, in accordance with the requirements of Policy HD24
- Provide a balanced provision of transport infrastructure for the development which includes enhanced public transport provision and facilities for taxi use, while reducing reliance on the private car for access to the stadium. The development will also improve facilities for pedestrians and cyclists, including signage and way-finding, improved public realm and cycle parking facilities in accordance with the objectives of SRF 8 and SRF 14 (e);
- Will be constructed in accordance with the principles to achieve the efficient use of resources and sustainable waste management principles in accordance with SRF 5

7.64 The SRF positively supports the redevelopment of Anfield stadium; indeed it identifies the proposal as a corner-stone to deliver the comprehensive regeneration of the Anfield area. An assessment of the proposals against SRF guidance confirms that the proposals fully comply with the Supplementary Planning Document and is a strong material consideration in support of the proposals.

Emerging Liverpool Local Plan

7.65 The Liverpool Local Plan is at a very early stage of preparation. The plan is likely to be informed by the draft strategic policies of the (now abandoned) Core Strategy. Draft Strategic Policy recognises the significance of the football clubs to the economy of the city and provides explicit support for their sustainable development or redevelopment subject to environmental and amenity considerations.

7.66 While the emerging plan is at a very early stage of preparation and can be afforded only limited weight in the determination of this application it is, nevertheless, a material consideration in support of the proposals.

Ministerial Statements and Other Documents

7.67 Section 4 of this statement summaries a range of Ministerial Statements and other non-statutory documents that provide strong support for developments that deliver economic growth generally, acknowledge the economic and tourism benefits of Premiership Football Clubs to the economy and tourism industry; and, specifically, identify LFC's development proposals as central to the regeneration of Anfield and North Liverpool.

7.68 The stadium expansion proposals are clearly consistent with those statements and documents which are material considerations providing further support to the application.

Conclusion re Material Considerations

7.69 The application proposals are consistent with the principles of sustainable development as set out in NPPF, and receive additional support from other material considerations,

particularly the protected permission for a new stadium in Stanley Park, the Anfield SRF, and the emerging development plan and ministerial statements.

- 7.70 Significant benefits will arise from a grant of planning permission. In accordance with the second part of paragraph 14 of the Framework, the development should only be refused if the adverse impacts of doing so would significantly and demonstrably outweigh the benefits.

8. The Planning Balance

- 8.1 The case set out in this Planning Statement and the suite of supporting application documents, demonstrates the case in support of the proposals consistent with the economic growth agenda, regeneration and the range and scale of local, city (and national) benefits it will deliver.
- 8.2 It has been demonstrated that the proposals are in accordance with those policies of the development plan that are relevant and up-to-date, and will amount to sustainable development in accordance with the Framework. This section of the Planning Statement now considers the overall planning balance having regard to the development plan and all other material considerations, and identified harm.

Harm

- 8.3 The suite of technical evidence supporting the planning application demonstrates the degree to which the stadium expansion proposals have been designed and configured to minimise harm through the iterative master-planning process and engagement with key stakeholders.

Impact on Residential Amenity

- 8.4 The physical expansion of the Main Stand will have some limited adverse effects on the residential amenities of a small number of dwellings lying to the west of the stadium; the ES cumulative impacts chapter identifies those impacts as permanent minor-adverse. Some short-term adverse effects, in terms of general noise and disturbance, are also identified during the operation of the stadium, principally arising from the movement of fans through the 'V-streets' and congregating on Robson Street to gain access to public transport facilities post-match.
- 8.5 The overall effects are however limited, and not of a scale or significance to result in harm to outweigh the presumption set out in the Framework.

Impact on Heritage Assets

- 8.6 The development will result in 'less than substantial' harm to the significance of Stanley Park, Anfield Cemetery and listed buildings on Anfield Road. When balanced against the significant wider benefits of the proposal that are in the public interest, as required by paragraph 134 of the Framework, the development will not result in 'significant and demonstrable harm' to outweigh the presumption in favour of sustainable development.

Other Environmental and Technical Matters

- 8.7 The application proposals constitute sustainable development and fully embrace its economic, social and environmental dimensions in accordance with the objectives set out at paragraph 7 of the Framework and its core planning principles.

- 8.8 The ES and its associated technical appendices confirm that all impacts can be satisfactorily mitigated to reduce the significant of effects such that there is no other resulting harm from the development to be weighed in the planning balance.

Other Material Considerations

- 8.9 The development will result in significant local benefits in terms of direct and indirect economic, social and environmental regeneration. Those benefits need to be weighed in the balance and provide significant support for the proposals.

The Overall Planning Balance

- 8.10 Taken together, the significant benefits of the Anfield Stadium expansion proposals are judged clearly to outweigh the limited harm to the residential amenities of a small number of dwellings in the Rockfield Area and less than substantial harm to the significance of heritage assets.
- 8.11 The development is considered to be in accordance with the adopted development plan as a whole and, therefore, enjoys a S38(6) presumption in favour of a grant of planning permission.
- 8.12 The development is also compliant with the Framework, in that it comprises sustainable development and would not give rise to adverse impacts which significantly and demonstrably outweigh the benefits when assessed against the Framework as a whole. Other material considerations, including the extant consent for a new Stadium in Stanley Park, and Government policy objectives for economic growth, add further weight to a grant of planning permission in the overall planning balance.

