

THE CITY OF LIVERPOOL  
UNITARY DEVELOPMENT PLAN

Adopted by Liverpool City Council in November 2002



The City of Liverpool

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## CHAPTER 3



## CORPORATE POLICY CONTEXT

## ECONOMIC, SOCIAL AND ENVIRONMENTAL CONDITIONS

### 3.1

The strategic objectives and policies of the UDP have been set within the context of the economic, social and environmental conditions which affect Liverpool and the corporate programmes designed to address the issues arising from these conditions.

## Population

### 3.2

The total population of Liverpool in 1991 was 479,000, compared with 516,700 in 1981. At 7%, this rate of population loss was considerably less than the 15% recorded in the previous decade (1971-1981). Outward migration of the younger and more skilled residents has been the main cause of the decline, which has resulted in a residual population heavily dependent upon local authority and other support services, and an urban infrastructure more appropriate in scale (and maintenance costs) to a much larger population.

### 3.3

The future size of the City's population will be largely determined by its relative economic, social and environmental attractions, as compared with other areas. If an optimistic view is taken of the success of regenerative initiatives, a continuing slowing down in the rate of loss – or even a stabilising in numbers – should occur.

### 3.4

Whatever the overall level of population change during the Plan period, some demographic trends are clearly marked: a general ageing of the population of working age, a sizeable fall in the number of pre-school children, and a substantial increase in the number of residents aged 85 years and over. Such changes have a significant impact on demand for services and, indirectly, implications for the allocation of land in the Plan for different uses.

## Employment

### 3.5

Population decline has been accompanied by a continuing fall in employment in Liverpool over many years, with the loss of 40% of all jobs in the City between 1972 and 1991 (compared with a marginal increase in total employment nationwide over the period). In the period 1981 to 1991, there was a decline of almost 40% in the total number of jobs in Liverpool, from 261,000 to 212,000. Most of these occurred during the recession in the first half of the decade, with the rate of decline slowing considerably in the late 1980s and early 1990s.

### 3.6

Losses have been sustained across many sectors, with manufacturing particularly affected. Expansion in financial and business services, which might have gone some way to offsetting these losses, has been significantly less marked than in the country as a whole. In such circumstances, consolidation and protection of existing job opportunities is as important as attracting new employment sources, if a net gain in available employment over time is to be achieved.

### 3.7

The unemployment rate in Liverpool has been consistently higher than the national average. In January 1996, among the population of working age, the unemployment rate in the City was approximately 17%, compared with 8% for Great Britain. Youth unemployment was also high with 31% of all unemployed in the City being under the age of 25 years old. Long term unemployment also represented a major problem with almost half of those unemployed and looking for work having been out of work for more than one year.

## Social Conditions

### 3.8

Poverty levels in Liverpool, as demonstrated by the 1989 'Quality of Life' survey, are twice the

national average, with 41% of households in the City living in poverty and 16% in intense poverty.

### 3.9

Other indicators reinforce the impact of impoverished living conditions on the general health of the City's residents (with comparatively high rates of long term illness and premature death) and suggest that the gap between the more affluent and poorer areas continue to widen.

### 3.10

The unemployed and their families form a large proportion of those living in poverty, along with the elderly, the sick and disabled, the low paid and lone parent families. The black population and other racial groups are particularly vulnerable to poverty, through a combination of higher than average unemployment and discrimination in a range of circumstances.

### 3.11

The most severe concentrations of social and economic deprivation continue to be found in particular areas of inner Liverpool and some of the outer Council estates. This is in spite of the substantial resources channelled into the inner Cities via a range of Government initiatives during the past two decades.

### 3.12

Car ownership in Liverpool has traditionally been very low. In 1991 the proportion of households with access to a car was 43%, compared with 68% nationally. Liverpool's population is therefore heavily dependent on public transport provision. However, low car ownership does contribute to lower levels of traffic congestion in the City than is found in other conurbations. Both of these considerations have implications for transport policy in the UDP and in other transport planning processes.

## Physical and Environmental Conditions

### 3.13

General deterioration in parts of Liverpool's physical fabric and public spaces is a visible result of economic and demographic decline. This detracts from the ability to attract potential investment offered by the City's architectural, maritime and cultural heritage. The general quality of both the built and open environment of the City must therefore, continue to be improved.

### 3.14

Inadequate maintenance and improvement of buildings, particularly the housing stock, has resulted in deteriorating living conditions for many of the City's residents: of nearly 200,000 dwellings, 35,000 Council homes and 68,000 private sector homes are considered unsatisfactory. These problems are being tackled through a series of comprehensive area regeneration initiatives which address improvements to both dwellings and the neighbourhood environment.

### 3.15

Declining productive and port related activity in Liverpool over many years has resulted in increasing amounts of vacant land in the City, with particular concentrations in the North Docks, Speke/Garston, Edge Hill/Wavertree/Toxteth and the City Centre. Much of this land (around 500 hectares) is derelict and suffers from a range of constraints which make its availability and appeal for redevelopment somewhat limited. Implementation of the development strategies of the Merseyside Development Corporation in recent years has had a significant impact on reducing levels of dereliction and vacancy in the waterfront and dockland areas of the City.

### 3.16

Potential investors have consequently been attracted elsewhere because the standard of accommodation in Liverpool and the quality of its general environment have not matched those

provided in competing areas. As with the housing renewal programmes, these problems must be tackled via a co-ordinated and comprehensive approach, which targets key areas by improving access, infrastructure provision and the operating environment of both the site and surrounding area.

## Competitive Advantages of Liverpool

### 3.17

Against the challenge presented by the problems which the City faces, there are significant and distinctive advantages which Liverpool can offer in helping secure economic and environmental renewal and it is these that the UDP aims to develop further. Chief amongst these assets are:

- the City's location at the heart of a major conurbation, with a unique architectural, cultural and economic identity and world renowned waterfront setting. Liverpool is already an established centre with a scale and breadth of activity which sets it apart from other centres, and has a wealth of attractions for residents and tourists alike;
- the function of the City Centre as a regional commercial, shopping and leisure centre, with an unrivalled range of business support services and opportunities for further expansion;
- its established economic infrastructure and development pattern which lends itself to sustainable development practices in the recycling of vacant land and premises within the built up area;
- the City's generous resources of green spaces and countryside areas, which together with the Mersey coast and estuary provide a wealth of recreation, leisure and nature conservation opportunities;
- the City's reputation as a centre of medical and educational excellence;
- its location within the North West, the UK's second largest domestic market;
- its relatively low cost base for land and property purchase and rental, and other developer costs, which substantially undercut those of similar centres;
- its relatively lack of traffic congestion and generally good transport links, particularly the Merseyrail system;
- the City's reputation for arts and culture;
- an adaptable and productive workforce; and
- significant levels of capital expenditure in key industries in recent years, and substantial investment in recent years, and substantial investment in 'flagship projects' to improve the environment of the City Centre – a part of the City crucial to the regeneration of the wider Merseyside area. Substantial improvements to the City's waterfront, through industrial/business, residential and leisure redevelopment in the Merseyside Development Corporation's operational area, have also contributed to this regeneration, as has the recent revival in the fortunes of the Port of Liverpool (see paragraph 6.39).

## CITY COUNCIL CORPORATE POLICY AND PROGRAMMES

### 3.18

The UDP has been prepared within the context of the City Council's own corporate policy objectives, which in turn, are designed to address the issues outlined above. A fundamental role of the UDP is to interpret the objectives of these corporate documents in terms of land use, development form, environmental condition and transportation, and provide the appropriate planning policy framework to achieve them.

### 3.19

A brief summary of the most relevant corporate strategies and policy statements is given below.

## Corporate Strategy Statement 1994/95

### 3.20

This document presents the visions of the City which the Council would like to see realised, and the Council's role in achieving that in particular strategic policy areas. Figure 3.1 presents a statement of this vision.

### Urban Policy: Looking to the Future

#### 3.21

The Urban Policy review, published in September 1993, provides five key principles to guide the development of City Council programmes to support achievement of the vision outlined in the Corporate Strategy:

- focusing resources on defined geographical areas;
- targeting priority groups (including the long term unemployed, the elderly, disabled people, the black community, women and young people);
- integrating economic, environmental, social and housing measures;
- co-ordinating public and private programmes; and

developing partnerships between public, private and voluntary sectors.

## Economic Development Plan 1994/95-1996/97

### 3.22

The problems of unemployment, low income and economic disadvantage facing the City's residents are severe. City Council involvement in this policy area is largely being progressed through the preparation of an Economic Development Plan.

### 3.23

The principal objective of the Economic Development Plan is to provide a secure and viable economic and employment base for the City's future which will provide a good quality of life for the City's residents and contribute to the regeneration of the wider Merseyside region.

### 3.24

More specific objectives of the Economic Development Plan are:

- to reduce levels of unemployment and poverty;
- to create and preserve jobs;
- to encourage the consolidation and expansion of indigenous economic activities; and
- to attract inward investment and promote the development of new economic activities in key growth areas.

### 3.25

The Economic Development Plan outlines a three year strategy to identify key issues in the local economy and develop a programme of action to regenerate Liverpool. A number of the issues raised are of particular relevance to UDP preparation:

- identifying key economic sectors to underpin a prosperous and sustainable local economy (including vehicles, telecommunications, pharmaceuticals, food and drink, the Port, Liverpool Airport, and the arts and media industries);
- providing an adaptable and efficient stock of high quality land and premises – including the promotion of the City's architectural heritage – to encourage new investment;
- targeting resources on areas and groups in greatest need, including economic regeneration areas;

**Figure 3.1: Corporate Strategy Statement  
Vision for the City**

<ul style="list-style-type: none"> <li>• An attractive place to live, work in and visit</li> <li>• A quality workforce and a good supply and choice of jobs</li> <li>• A more robust and diverse technology-based business sector</li> <li>• A rich and protected architectural heritage</li> <li>• An adaptable and efficient stock of land and buildings</li> <li>• A city which nurtures strong and stable communities</li> <li>• A vibrant multi-cultural community</li> <li>• Strong and durable partnership between government, citizens and business</li> </ul>	<ul style="list-style-type: none"> <li>• Equality of opportunity and access for all the city's residents</li> <li>• An attractive, safe and healthy environment</li> <li>• A variety and choice of affordable and high quality housing and other social infrastructure</li> <li>• A pride in Liverpool's people, culture, education and heritage</li> <li>• A growing international status and a positive image to the outside world</li> <li>• A high quality public and private transport system</li> <li>• A Gateway to regional, national and international markets</li> </ul>
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- developing infrastructure and services to attract mobile investment into the City;
- growing environmental awareness and pressure for sustainable development; and
- developing tourism as an important and growing sector within the local economy.

### 3.26

Further relevant corporate strategies include the Housing Investment Programme (HIP), Transport Programmes and Policies (TPP), the City Health Plan and the emerging Environmental Strategy. Specific reference to these strategies is made in the relevant General Policies in Chapter 5 and in the specific topic chapters in Part II of the Plan.

## Local Partnerships

### 3.27

As part of the European Community's Objective One Programme for Merseyside, 'Pathways' Partnerships areas have been designated with the aim of enhancing employment opportunities through 'bottom up' community based regeneration for the region's most deprived communities. Eleven 'Pathways' Partnership areas have been designated in Liverpool, see Figure 3.2. These are:

- Dingle
- Toxteth
- Queens (Norris Green)

- Netherley/Valley
- Speke/Garston
- The 580 Partnership (Gillmoss, Fazakerley)
- Stanley (Anfield, Kirkdale)
- North Liverpool
- Duke Street/Cornwallis
- Parks (Wavertree, Kensington, Fairfield)
- LEAP (Dovecot, West Derby)

### 3.28

In a separate but parallel initiative, a number of 'Pathway' Partnerships have been successful in attracting monies from the Government's Single Regeneration Budget (SRB). These include Speke/Garston, Dingle, North Liverpool, Liverpool East Area Partnership (LEAP) and Netherley/Valley. Other 'Pathways' Partnerships may also secure SRB funding during the period of this Plan. The SRB provides support for a wide range of economic, social and environmental initiatives. Consequently, the above 'Pathways' Partnerships have a broader urban regeneration remit.

### 3.29

All 'Pathways' Partnerships have developed area strategies, action plans and studies which identify problems/opportunities and priorities for action. Partnerships are working with the private sector, public and voluntary agencies and the local communities to achieve their objectives.

## THE MAJOR THEMES OF THE PLAN

### 3.30

Taking into account the challenges facing Liverpool and the programmes in place designed to meet these challenges, the UDP's overriding objective of urban regeneration is refined into the following themes.

## 1. Economic Regeneration

### 3.31

A primary objective of the Plan is to stem the decline in economic activity which Liverpool has experienced over many years. The UDP must effectively address the challenge of the

longstanding and severe economic problems which continue to face Liverpool.

### 3.32

The Plan will seek to exploit the City's distinctive advantages as a place to live, work, invest and visit, in securing its future economic growth. Policies for the development, improvement and management of the City's resources of land and buildings, transportation systems and general environment, must promote the creation and protection of employment opportunities. A key factor will be the impact of urban regeneration initiatives, such as those undertaken by the 'Pathways' Partnerships (see paragraphs 3.27 to 3.29). The North Liverpool Partnership, for example, aims to stabilise, and where possible, increase, population levels within its designated area.

### 3.33

Given the scale of economic decline, and the level of unemployed resources of people, land and buildings in Liverpool, concentrating on improving the economic prospects of the City and its people is the key concern of the City Council. This is reflected in the objectives and the policies of the UDP. New and existing employment generating uses must be encouraged to contribute to the development of a robust and dynamic economic environment.

## 2. Environmental Improvement

### 3.34

An attractive, high quality and well maintained environment in the residential, industrial and public areas of Liverpool, is essential both to improving the City as a place to live for all its residents and in attracting new investment. In providing the physical framework for the development and management of land use in the City, the Plan's policies must be designed to secure real improvements to both the built and open environment through protecting existing assets and addressing existing shortcomings.



**3.35**

Policies for environmental protection and enhancement in the Plan should address local concerns tackling litter, pollution and dereliction, and the wider, global issues raised by growing environmental awareness. Local authorities have a significant role in the achievement of sustainable development.

**3.36**

Management of the location of development and the regulation of environmentally damaging activities, particularly in relation to stabilising vehicle exhaust emissions through reducing the need to travel, are key elements of this role. The role of the UDP is to attempt to reconcile conflicts between facilitating beneficial development and protecting and improving the local and wider environment.

**3. Reduction of Inequality****3.37**

Equality of access to employment, housing, shopping, community and leisure opportunities is important to people's well being. Economic, social and personal disadvantage which restricts such access however, continues to be concentrated in particular areas of Liverpool (the inner City and parts of the outer Council estates), and within certain sections of the community (the unemployed and low paid, women, the unskilled, black population, elderly, sick and lone parent families and those with mobility and/or sensory impairments).

**3.38**

A key aim of the Plan is to seek improvement in the relative position of those currently disadvantaged in terms of employment prospects, housing and social provision and physical access to facilities, by protecting and enhancing their provision in appropriate locations. In so doing, it will support the City Council's Anti-Poverty and Equal Opportunities Strategies. Addressing the needs of disadvantaged groups can create a safer, more accessible environment for everyone.

**3.39**

The UDP contains policies designed to ensure that the benefits of improved performance and prospects in the local economy, and the creation of a safer, more accessible environment, are felt by all sections of the community. In addition, their successful implementation can contribute to real improvement in the relative position of disadvantaged areas and groups in the City. Figure 3.3 provides an assessment of policies in the Plan in terms of their contribution to reducing inequality.

**Figure 3.3: Equal Opportunities**

A key aim of the Plan is to reduce social disadvantage felt by some groups in the community by seeking to ensure that everyone has equal access to employment, housing, shopping, social and community facilities.

#### **ECONOMIC REGENERATION**

The Strategy for the Economic Regeneration chapter is to seek to direct regeneration and investment to identified parts of the urban areas, influencing the location for employment development to maximise physical access of disadvantaged groups to job opportunities. Policy GEN1 identifies five key employment areas which are generally well served by public transport and provide important sources of job opportunities in locations close to areas of high unemployment.

#### **OPEN ENVIRONMENT**

The main concern within the Open Environment chapter is the protection and enhancement of a network of green spaces and corridors that are attractive and useful to local residents for providing opportunities for both active and passive recreations such as cycling and walking. Such a provision of local green spaces benefits the whole community, in particular the less mobile such as the elderly, groups with special needs and those who do not have cars or the means to travel long distances to enjoy the countryside. In particular the Plan identifies and sets out policies for the protection of a large number of Sites of Nature Conservation Value, which brings wildlife as an invaluable recreational and educational resource into the heart of the city. Specific policies include: OE5, OE7, OE8, OE9, OE17 – policies which aim to protect and improve a network of readily available and accessible open space for all residents.

#### **TRANSPORT**

Access is a major problem in the city with relatively low private car ownership. The Transport Strategy's emphasis is on improving public transport, better management of traffic to protect the environment and improve safety, and support the role of walking and cycling. The strategy places particular emphasis on meeting the needs of people who experience mobility and sensory impairments and those who are economically disadvantaged. Policies for integrating the location of essential opportunities such as employment, housing, shopping, social and community facilities with the

provision of a safe and efficient transport system helps increase the accessibility of disadvantaged groups and areas, and reduces the reliance on private cars. Specific policies include: T1, T2 – designed to improve bus and rail facilities; T3 – investigating a new mode of public transport; T6 which seeks to make cycling a more convenient and safe method of transport; and policies T7, T8, T9 which seek to make the pedestrian environment more safe and convenient particularly for people who experience mobility and sensory impairments and carers with small children.

#### **SHOPPING**

The Shopping Strategy's primary objective is to maintain and enhance the provision of shopping facilities at locations throughout the city, which are accessible to all the city's residents. The concentration of retailing activity in existing district and local shopping centres and neighbourhood shopping parades is essential as these centres remain the most accessible to all sections of the community, especially those without access to a car. Specific policies include: S5, S6, S8, S9 which are designed to maintain and enhance local shopping needs and S3 and S7 – enhancing the shopping environment, improving access for the disabled, elderly, shoppers and carers with children.

#### **HOUSING**

Housing policies whilst catering for Liverpool's various requirements, also specifically provides for special needs accommodation for the elderly and disabled, affordable housing to people on low income through the support of housing associations, and proposals to improve older unsatisfactory housing areas through partnership agreements on programmes such as Estate Action and Vacant Dwellings Initiative. Specific policies include: H6 which addresses the housing needs of the elderly and disabled; H7 which provides guidance on houses in multiple occupation.

#### **COMMUNITY FACILITIES**

A diverse range of community services and facilities such as day centres, community centres, homes for elderly people, doctors and dentists are required to meet the education and health needs of the community. The main objective of the Community Facilities chapter is to support the provision of new facilities in locations accessible to all sections of the community. Specific policies include: C2, C3, C4, C5 and C10 which require that schools, health facilities and built recreation facilities will be located and designed for the maximum convenience and accessibility for the local community, children and people with disabilities.

#### **HERITAGE AND DESIGN IN THE BUILT ENVIRONMENT**

Policies have also been included throughout the Plan to seek to ensure that the pedestrian environment is made more safe and convenient for people who experience mobility problems and that all new developments will be accessible in terms of their facilities, access, car parking and that opportunities for improving access in and around existing buildings will be taken as opportunities arise. In the interests of providing a safer environment, requirements will be made to improve provision for personal safety and crime prevention. Specific policies include: HD19 which improves accessibility into buildings; HD20 which is designed to create a safe and secure environment and HD4 aiming to improve accessibility into Listed Buildings.

## CHAPTER 5



### General Policies

## GENERAL POLICIES

### 5.1

The Plan's three major themes – economic regeneration, environmental improvement and reduction of inequality – underpin the following strategic policies of the Plan.

## ECONOMIC REGENERATION

### GEN 1

The Plan aims to reverse the decline in economic activity, investment and employment which Liverpool has experienced in recent years through:

- i. the identification of Regeneration Areas in which available resources for regenerating the City's economy will be concentrated. These are:
  - City Centre, and in particular the Main Retail Area and the Paradise Street Development Area (PSDA)
  - Waterfront, Docks and Hinterland
  - Eastern Corridor
  - Speke/Garston
  - Gillmoss/Fazakerley/Aintree
- ii. the provision and servicing of sites for economic development and investment, and the protection of adequate reserves of industrial/business land from other types of development;
- iii. encouraging small scale economic development in appropriate locations throughout the City;
- iv. strengthening the commercial role of the City Centre;
- v. promoting and enhancing the role of Liverpool Airport and the City's docks;
- vi. promoting the principle of mixed use development in appropriate locations;

- vii. maximising the contribution of telematics to the securing of economic regeneration;
- viii. promoting the role of Liverpool as a regional retail, cultural and tourism centre;
- ix. encouraging leisure developments in locations which complement the economic functioning of existing shopping centres, or in other highly accessible locations where there will be no significant harm to vitality and viability elsewhere; and
- x. promoting regeneration within the City's most deprived communities by seeking, through policies within the Plan, to facilitate the work being undertaken by the Local Partnerships.

### 5.2

Land use policies in the Plan will facilitate both the attraction of inward investment into the City and the consolidation and expansion of indigenous enterprise. This will serve to help create and protect job opportunities, and promote the development of new types of economic activity and enterprise. At the same time, policies will reflect increasing public and Government concern with sustainable economic development and the integration of land use and transport planning.

### 5.3

In line with City Council policy on focusing resources to promote urban regeneration on priority areas, the Plan designates five key areas of the City in which policies and programmes designed to generate economic revival will be concentrated. Such prioritisation should serve both to maximise the impact of spending and to support sustainable economic development objectives. A particular example is Speke/Garston, where the Speke/Garston Development Company has been established to regenerate the area and will be the major delivery agency in the area because of its access to European funds.

**5.4**

Specific sites, suitable for attracting investment in employment generating development by both inward and indigenous companies, are identified, as is the role which tourism and leisure industries can play in securing urban regeneration.

**5.5**

Liverpool has a total of 306 hectares of land available for industrial and business development in the City. Of this, 250 hectares are currently derelict, with only a small amount readily available for use. The remainder is often on unattractive sites suffering from a range of problems including dereliction, vacant and under used buildings, poor access and difficult ground conditions.

**5.6**

The Merseyside Strategic Sites and Property Study (1995) categorised existing development sites in the metropolitan areas in terms of their attractiveness to inward and local investors. Within Liverpool, the former Northern Airfield, Gillmoss Business Park and Wavertree Technology Park were in the highest category, capable of successfully competing for mobile investment.

**5.7**

A similar picture emerges in relation to industrial and business premises. Liverpool has around 250,000 square metres of vacant industrial floorspace, but with very few large units (over 5,000 square metres) available to attract inward investment. Much of the existing accommodation is very old (60% of that currently vacant is pre-1970), and requires comprehensive refurbishment and alteration to allow its use for modern, high technology factory and office uses.

**5.8**

New build office accommodation is in short supply in the City, which has not achieved the high rentals necessary to attract the speculative development in this sector which competing commercial centres have enjoyed.

**5.9**

The Study also analysed demand for accommodation for industrial and business users. Local companies require sites of less than 2 hectares, while inward investors have particular interest in larger sites between 4 and 8 hectares. Developers requirements also included good access (particularly to the motorway network), an attractive and secure environment, public transport access and the availability of grant assistance.

**5.10**

Research carried out in connection with the development of Merseyside's Objective 1 programme, as set out in the Merseyside Economic Assessment (KPMG et al. January 1996) identified a number of "growth poles". These assets which are unique factor endowments of the region and enable firms in the City to compete more effectively. The Plan seeks to maximise the contribution these "growth poles" can make to the securing of economic regeneration.

**5.11**

In addition to the aforementioned strategic sites and premises, these poles include Liverpool City Centre, Liverpool Airport, the Port and related docks, and intellectual property and information transfer. The Plan sets out a series of policies designed to develop on the advantages offered by these growth poles.

**5.12**

The Merseyside Economic Assessment also identified a number of potential 'growth clusters' of related industrial sectors, which appear particularly suited to the local economy. The sectors identified include:

- Chemicals, pharmaceuticals
- Motor vehicles, mechanical engineering, metal goods
- Communications, electrical engineering
- Glass
- Media, arts, culture

- Tourism
- Insurance
- Food

### 5.13

In most instances, these industries are already established in the area, and can offer potential investors a skilled and experienced workforce, existing local supply and distribution channels, good communications and relatively low accommodation and other costs. Provided that substantial resources for preparation and improvement of suitable sites and surrounding areas are made available, these sectors (and related support services such as hotels, catering, distribution, financial services and computing) offer particular opportunities to lever large scale investment into Liverpool.

### 5.14

The Plan recognises the contribution which tourism and leisure make to the objectives of urban regeneration and contains policies to enhance and promote their role.

## OPEN ENVIRONMENT

### GEN 2

The Plan aims to protect and enhance a network of open space throughout the City, with emphasis placed on the following:

- protecting the City's strategic open land (Green Belt and Green Wedges) from inappropriate development;
- protecting areas of intrinsic landscape value;
- protecting ecologically important sites in the City;
- protecting the City's undeveloped coastal zone;
- enhancing open areas with potential for the development of countryside environments and pursuing opportunities to fulfil this potential;

- protecting open space for recreational use and maintaining the standards of provision set out in the Plan, whilst recognising that the nature of recreational activity may change;
- designating a hierarchy of public open space to ensure that there is a convenient and accessible network of quality open space for all residents of the City;
- protecting and enhancing the recreational, ecological and amenity value of green space in the City;
- encouraging community involvement and promoting educational opportunities in the protection and management of the open environment in the City;
- protecting and improving linear recreation routes through the City; and
- protecting and enhancing the landscape, heritage and wildlife value of the water courses in the City.

### 5.15

Protecting and enhancing the City's open environment is a central theme of the Plan. An attractive open space network makes a vital contribution to the quality of life, providing opportunities for recreation and supporting the regeneration of the City.

### 5.16

This policy provides the strategic context for those policies in the Open Environment chapter which provide detailed guidance on how the City Council will protect and enhance the open space network in the City. It takes account of both national and regional guidance which attach importance to the protection and enhancement of the natural environment, and provision for sport and recreation.

**5.17**

Planning Policy Guidance Note 12 (Development Plans) prioritises the conservation of wildlife habitats and green space generally in order to enhance the quality of life and public health of urban dwellers, and advises that attention must be given to the interests of future generations. Priorities include sustaining the character of the countryside and undeveloped coast including wildlife habitats, and defending Green Belts to check urban sprawl. Account must be taken of the impact of development on landscape quality and wildlife conservation and the aim should be to protect high quality environments, and improve poor environments by reclaiming derelict land to reduce pressure on greenfield sites.

**5.18**

Strategic Planning Guidance for Merseyside (PPG11) stated that provision for sport, recreation and leisure not only enhances the quality of life for residents and encourages new housing investment, but is good for the economy. A City with a pleasant, green environment will help to attract new investment and residents into the City, and encourage existing firms and residents to remain there. PPG11 advised that there was no need for a general review of the Green Belt, and that special attention should be given to Sites of Special Scientific Interest (SSSIs) in the area. It also stressed the importance of the Mersey Basin Campaign to the environmental and economic renewal of Merseyside.

**5.19**

The open environment makes a vital contribution to the quality of life in Liverpool. A framework of attractive greenspace provides opportunities for cycling, walking and informal recreation. It makes the built up area greener and more attractive, helping to support environmental upgrading and urban regeneration, and helps to improve the City's image. Recreational open space, in particular, forms one of the major land use components of the City, and the City Council believes that its protection is vital.

**5.20**

Liverpool's strategic open land/water comprises the Green Belt, Green Wedges and Mersey Estuary Site of Special Scientific Interest/Special Protection Area/Ramsar Site. Within the former there will be a very strong presumption against built development. Built development will also be carefully controlled in the Green Wedges so as to maintain the physical and visual separation these strategic open areas provide between major residential communities.

**5.21**

A second category of open land has, as its major components, those areas which have a biological and ecological value. On this land, development will be prevented that would harm the biological interest of the land. A third category comprises recreational open space and greenspace and the Plan contains policies designed to maximise the recreational potential of this resource.

## HERITAGE AND DESIGN IN THE BUILT ENVIRONMENT

**GEN3**

The Plan aims to protect and enhance the built environment of the City by:

- i. preserving and enhancing historically and architecturally important buildings and areas and, where appropriate, improving them through the leveraging of available funds;
- ii. encouraging a high standard of design and landscaping in developments;
- iii. improving accessibility for people with mobility and sensory impairments; and
- iv. creating an attractive environment which is safe and secure both day and night.

**5.22**

Liverpool enjoys a wealth of fine architecture characterised by a relatively large number of conservation areas and listed buildings. This

resource provides an irreplaceable record which helps inform our understanding of both the past and the future. Historic buildings and conservation areas are vitally important to our national identity and to the environmental quality of life. Such buildings and areas represent a finite resource and should receive special attention. The Plan contains policies which are designed to preserve and enhance these assets.

### 5.23

Government guidance in both Planning Policy Guidance Notes 15 (Planning and the Historic Environment) and 16 (Planning and Archaeology) reaffirm the importance of reconciling the need for economic growth with the need to protect the historic environment. They also highlight that successful conservation allows for change as well as protection.

### 5.24

A pleasant and attractive environment is an essential element in maintaining and improving the quality of life for the City's residents. The Plan contains policies aimed at improving the quality of the built environment, paying greater attention to the design of buildings, the spaces between buildings and the provision of trees and landscaping.

### 5.25

The built environment however, can possess physical barriers which make it difficult for many people to gain access to the City's full range of facilities. This is particularly the case for disabled people. A hostile environment can also adversely affect other groups of people through, for example, the fear of crime.

### 5.26

Policies set out in the Plan are aimed at remedying this situation, though it should be noted that while such benefits will be of benefit to certain groups, a safer and more accessible environment will be of benefit to everyone in the community.

## HOUSING

### GEN 4

The Plan aims to promote a good quality living environment for all Liverpool's residents by:

- i. ensuring that provision is made for 23,100 additional dwellings between 1986 and 2001 as required through Strategic Guidance for Merseyside;
- ii. improving the living environment of existing housing areas;
- iii. considering carefully the design and layout of housing proposals, in particular for those with special needs, including the elderly and the disabled.

### 5.27

Housing policies clearly have a major part to play in helping to achieve all three of the Plan's strategic objectives. In the first place, by encouraging the provision of a sufficient range of housing types to meet the requirements of all who wish to live in the City, the Plan addresses both the economic regeneration and equal opportunities objectives.

### 5.28

Moreover, given that housing already represents the largest single land use in the City and that issues of housing quality and condition have a significant bearing on the quality of life experienced by residents, the establishment and implementation of policies addressing housing improvement is essential if the Plan's environmental objectives are to be achieved.

### 5.29

The wider policy context is set, for the most part, by the Government's Planning Policy Guidance Note 3 (Housing), which states that development plans should show how future requirements for new housing can best be met, indicating the scale of new provision and balancing this against the need to preserve valuable open space. Significantly, given Liverpool's position at the



core of a major conurbation, it also stresses that full and effective use should be made of land within existing urban areas.

### 5.30

The Government's 1995 White Paper on housing, "Our Future Homes – Opportunities, Choice, Responsibilities", reinforces these concerns. The White Paper identifies a critical task for the land use planning system as that of reconciling the demand for more homes with the need to protect the environment, and advises local planning authorities to continue to place emphasis on reusing previously developed sites rather than greenfield sites.

### 5.31

Strategic Guidance for Merseyside provides the immediate context for UDP housing policies, particularly in respect of the overall direction of policy and in specifying the requirement for additional housing in Liverpool over the Plan period (see policy H1). It also emphasises the need to 'maximise housebuilding in urban areas as part of the drive for urban regeneration'.

### 5.32

At the local level there is a close relationship between the Plan's housing policies, especially those addressing housing renewal issues, and the City Council's strategy as a housing authority for identifying and tackling housing problems in the City, as set out in its Housing Investment Programme (HIP) submissions. The City Council is currently seeking to implement a wide ranging and long term HIP strategy which has important land use implications. The Plan seeks to demonstrate how a resource based strategy such as the HIP fits within a broader framework of land use policies.

### 5.33

In previous years the City Council has been able to implement many of its housing policies directly, largely by way of building new dwellings for rent and through the improvement and modernisation of Council estates. The Council has also worked closely with other agencies, encouraging and

stimulating investment in housing by, for example, the disposal of its own land and property to private developers and housing associations.

### 5.34

In future, the City Council will continue to ensure that sufficient land for housing is made available and will further seek the involvement of a range of partners and agencies, including local communities, in its housing programmes and initiatives. Key themes in future will include a commitment to ensuring the provision of low cost housing and encouragement for repopulating the City Centre.

### 5.35

As far as the provision of low cost housing is concerned, it is envisaged that housing associations and private developers will provide the key means of implementation – at least in the short to medium term – facilitated by the disposal for development of Council owned sites. The City Council has been extremely active in this respect in recent years, operating a high profile land release strategy in close co-operation with housing providers. This has generated a stream of sites for low cost housing linked, in many cases, to the decanting needs of the Estate Action programme.

### 5.36

The City Council has highlighted a need to develop closer working arrangements with housing association and the Housing Corporation in particular, in order to maximise resource opportunities for new housing development. The City Council is therefore establishing a Joint Housing Forum to address key housing association issues and to develop a more corporate housing association strategy.

### 5.37

It should be stressed that the extent of the need to provide new low cost housing will be dependent, to a large degree, on the success of measures to address problems of deterioration and disrepair in the extensive pool of existing

housing which already provides an important low cost housing resource.

### 5.38

This type of housing has suffered in recent years as a result of changes to the mandatory grants system which has made it impossible for the City Council to embark on large scale strategic area redevelopment in older private sector housing areas. It has also suffered because of difficulties experienced by housing associations in carrying out their street rehabilitation work. Currently, the City Council is investigating with local housing associations ways in which this essential renewal work can be targeted to previously declared Housing Action Areas and General Improvement Areas.

### 5.39

Affordable housing initiatives are also being pursued in the Council owned stock. For example, the Improvement for Sale Programme, at present in its initial stages, involves a local housing association in rehabilitating unfit, vacant Council owned dwellings for subsequent sale.

### 5.40

Although the City Council's Housing Needs Survey of December 1997 identified that over 7,200 concealed households required affordable housing, there is currently a considerable surplus of social housing within the city, and the work to date has not established that there is in fact a demonstrable lack of affordable housing. Against this uncertain background, there is no quota-style affordable housing policy within the UDP.

### 5.41

In seeking to maximise the contribution of housing to urban regeneration, there is considerable potential for providing additional new housing in mixed use areas and in change of use schemes, and by the introduction of residential uses into the upper floors of shop frontages. The City Council is keen to encourage innovative approaches which capitalise on such opportunities in any part of the City and enhance the prospects for re-population and regeneration.

### 5.42

The City Centre, in particular, represents an appropriate location for such initiatives, offering the prospect of increased diversity, security and a general revitalisation, especially at nights and weekends. The City Centre has the potential to provide unique housing opportunities which cannot easily be found elsewhere in the City, or indeed in the surrounding region. Such opportunities are likely to be particularly suitable for the young, single and students. All represent groups whose housing needs are projected to expand considerably during the lifetime of the Plan.

### 5.43

As a first stage in the development of a strategy for City Centre Living the City Council commissioned consultants to report on the potential for further residential development in the City Centre and the means by which it could be realised. It is widely recognised that the resolution of planning and land use issues will be central to the successful implementation of such a strategy.

### 5.44

The majority of planning applications received by the City Council are those for housing development. These vary from large housing schemes to minor extensions to individual properties. They also include schemes for specialist housing such as sheltered housing and the conversion of properties into smaller units. In total, such development can have a marked cumulative impact on the residential environment of the City, and the Plan will aim to ensure that schemes are satisfactorily designed.

## SHOPPING

### GEN5

The Plan aims 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 via:

- i. the concentration of retail investment in, or adjacent to, the City Centre Main Retail Area, the Paradise Street Principal Development Area as an extension to the Main Retail Area and in the designated District Centres;
- ii. permitting retail development in other local centres and in the established Retail Warehouse Parks and Shopping Parks so long as the vitality and viability of the City Centre Main Retail Area and any of the District Centres is not adversely affected;
- iii. securing, wherever possible, environmental and other general improvements to the City Centre Main Retail Area and the District Centres; and other local shopping centres; and
- iv. a strong presumption against permitting retail proposals outside these locations where there would be an adverse impact on their vitality and viability.

### 5.45

Shopping policies set out in the Plan are designed to ensure the provision of shopping facilities for all members of the community. The principle method of achieving this objective will be the maintenance and enhancement of shopping provision and facilities at locations throughout the City which are accessible to all the City's residents and meet their requirements.

### 5.46

To this end, retail development will be steered towards Liverpool City Centre's Main Retail Area and its designated extension on the Paradise

Street Principal Development Area and the District Centres. The maintenance of their vitality and viability will be a major priority. Retailing will also be permitted in other Local Centres, Shopping Parks and within the designated Retail Warehouse Parks.

### 5.47

It is important that the City Centre Main Retail Area and the District Centres are pleasant places to visit and to shop, in order to compete with out-of-centre developments. To this end, the City Council will secure improvements to these centres wherever possible. Where possible, similar improvements will be made to other local shopping centres in the City.

## TRANSPORTATION

### GEN6

The Plan aims to provide a balanced provision of transport infrastructure which:

- i. provides access to employment, leisure, retail and other facilities for all of the City's residents;
- ii. meets the transport needs of people who are economically and socially disadvantaged;
- iii. allows for the safe, efficient and easy movement of goods into and throughout the City, in order to help secure the regeneration of the local economy;
- iv. protects and enhances the environment through reducing the reliance on the private car.
- v. promotes, in conjunction with the Passenger Transport Authority, investment in the public transport network and associated facilities;
- vi. improves facilities for cyclists and pedestrians;
- vii. provides a framework for investment in the efficiency of the road system; and

- viii. reduces the availability of car parking facilities which would attract car borne commuters.

#### 5.48

The 1991 Census confirmed that the majority of households in Liverpool (56%) do not have access to a car. It also indicated that Liverpool is lagging behind much of the rest of Britain in terms of increasing car ownership. The Plan seeks to ensure that access to employment, social, community and cultural facilities in Liverpool is available to all the City's residents.

#### 5.49

Strategic Guidance for Merseyside emphasised the need to improve public transport as a priority, particularly given the relatively low level of car ownership in Merseyside. Government guidance also stresses the need for good road and rail links in seeking to secure urban regeneration.

#### 5.50

The deregulation of bus services in 1985/6 allowed for greater competition between bus operators. Deregulation however, severely reduced the ability of the Passenger Transport Authority (Merseytravel) to control the quality and quantity of bus services. The City Council similarly, is not able to play a central role in the co-ordination and integration of bus routes and services.

#### 5.51

Despite the City Council's limited influence on passenger transport service provision, it can nevertheless, help to make public transport a more attractive mode of travel for those living and/or working within the City. For example, by implementing traffic management policies designed to improve the frequency and reliability of bus services, and by supporting the work of Merseytravel in developing and implementing new strategies with these same objectives. The City Council can also assist in accomplishing these objectives, by acting in partnership with

Merseytravel on specific projects designed to provide necessary infrastructure.

#### 5.52

This approach has been underlined by the undertaking of the Merseyside Integrated Transport Study (MERITS), which was commissioned in March 1992 by the Merseyside Districts, including Liverpool City Council, Merseytravel, the Merseyside Development Corporation and the Merseyside Task Force.

#### 5.53

The brief for this study involved the preparation of a county-wide integrated transport strategy that assisted in achieving economic growth and urban regeneration, and better enables the Merseyside authorities to make the case for external funding for transport investment.

#### 5.54

A Strategy has been developed from the conclusions of MERITS based on the principle of maximising the performance of the existing transport system.

#### 5.55

MERITS highlighted the fact that the relatively low levels of congestion currently experienced on Merseyside present the opportunity to control traffic growth through measures designed to maximise the efficiency of the existing network, as opposed to a strategy dominated by a need to make significant investment in major new components of the network. The main elements of the Strategy have been incorporated into specific policies in the Plan.

#### 5.56

Following the MERITS strategy recommendations, and in keeping with the "Package approach" recently advocated by Central Government, the five Merseyside Districts and Merseytravel, have agreed a Merseyside Transport Strategy which identifies four main policy themes. The implementation of these four themes will help the conurbation to meet the

challenges posed by transport issues into the next century:

- to target additions to the transport network on schemes that are essential to support economic development and urban regeneration opportunities.
- to increase the relative attractiveness of public transport and non-motorised forms of transport as a means of moderating the upward trend in car use and securing a shift away from the private car.
- to secure the most efficient and effective use of the existing highway network through the application of measures appropriate to the defined function of each road.
- to give a high priority to safety and environmental schemes and measures aimed at reducing casualties and improving the quality of life for those living and working in Liverpool.

## COMMUNITY FACILITIES

### GEN7

The Plan aims to promote the satisfactory provision and distribution of community facilities – including recreational, leisure, health, education and social facilities – for all the City's residents.

#### 5.57

Community facilities, including those provided by the health and education sectors, are essential in order to sustain flourishing local communities throughout the City. The Plan deals with land use planning policies arising from future provision and geographical distribution of community facilities and services.

#### 5.58

A number of major institutions play an important role in the life of the City. These include the hospitals, universities, arts and cultural facilities and the professional football clubs. The Plan

aims to support the appropriate expansion of these organisations.

#### 5.59

Traditional facilities within the community such as child care, schools and facilities for the elderly need to be properly distributed and located to maximise their efficiency and to facilitate ease of access for their users. Sporting facilities also play an important role in providing leisure opportunities at a local level, and the Plan seeks to ensure that an adequate provision is maintained.

## ENVIRONMENTAL PROTECTION

### GEN 8

The Plan aims to protect and enhance Liverpool's environment by:

- promoting the recycling of land for productive use through the treatment of vacant, derelict and underused land;
- controlling uses which can contribute to the incidence of land, air, water pollution and light spillage;
- seeking to secure the efficient disposal of waste and to encourage recycling, reclamation and reuse of waste wherever possible;
- protecting land drainage and preventing flooding;
- investigating and promoting the concept renewable energy; and
- ensuring that all developments (including minerals operations) are carried out with due consideration for the environment and public health.

#### 5.60

This policy of the Plan deals with key components of the City Council's aim to promote a safe, clean and healthy environment for the

benefit of Liverpool's residents and businesses, and at the same time, help to reduce the harmful impact of the City's activities on the global environment.

#### 5.61

A new environmental agenda is being drawn up following the Rio summit. The public now have raised expectations of the need to protect their environment at a local level, and to reduce the waste of limited resources. The Plan accordingly seeks to address issues of waste minimisation, energy consumption, water quality, pollution, contamination and dereliction both through the control of development and through positive action where possible.

#### 5.62

The Plan accordingly seeks to address issues of waste minimisation, energy consumption, water quality, pollution contamination and dereliction. The Council also seeks to improve the environment of Liverpool through the control of development and through full use of its statutory powers. For example, it will undertake enforcement under Section 215 of the Town and Country Planning Act 1990 to improve the condition of neglected and unsightly land. It will also seek to improve its own land management service.

## LIVERPOOL CITY CENTRE

### GEN 9

The Plan aims to maintain and enhance the City Centre's role and function as a regional centre by:

- i. furthering economic development;
- ii. securing new retail investment in the Main Retail Area;
- iii. promoting the development of the Paradise Street Development Area;
- iv. improving access and circulation;
- v. enhancing the living environment;

- vi. improving the general physical environment; and
- vii. promotion, marketing and gathering of information.

#### 5.63

In terms of its catchment population, workforce, range of businesses, tourist attractions, shopping provision and educational facilities, the City Centre dominates the Merseyside region. It lies at the heart of the sub-regional communications network and is the area's most important destination for private and public passenger trips.

#### 5.64

The City Centre including its waterfront represents the economic, social and cultural focus for Liverpool residents. It also provides the region's most conspicuous physical image portrayed to investors and visitors from this country and abroad. Maintaining and enhancing the City Centre's regional role and function will be crucial to the future regeneration of Liverpool and is a major objective of the Plan.

#### 5.65

The City Centre has further functions. In particular it must:

- meet the needs of the community - ease of access and movement, safety and security are key concerns for businesses, visitors and residents. A successful City Centre will be one that is 'friendly' to all users at all times of the day. Particular regard must be given to the physical requirements of disadvantaged groups;
- have a good physical environment - the quality of the built and open environment will be a major determinant in decisions to fulfil its tourist potential or to invest or live in the City Centre; and
- provide opportunities for development - future decisions will depend heavily on the

**12.64**

The college occupies a 16 hectare site in Childwall. Its Strategic Estate Management Plan recognises the considerable benefits of a single teaching and administrative site.

**12.65**

Any opportunities for development of either teaching or residential facilities which do arise in the immediate neighbourhood, will be assessed against the other policies in the Plan. The City Council will liaise closely with the college in the implementation of their Strategic Estate Management Plan.

## THE FOOTBALL CLUBS

**C7**

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.

**12.66**

The stature and popularity of Everton and Liverpool Football Clubs is demonstrated by the consistently large crowds on match days. The success of both clubs over recent years has elevated Liverpool to its position as a premier football City, renowned throughout Europe and the World.

**12.67**

Both the Goodison Park and Anfield stadia represent major tourist and visitor centres – success on the pitch, combined with the increasing number of top class players at each club and the continued ground improvements, will further increase the attraction of the clubs. As

such, football continues to play an increasingly important role in the economy of the City.

**12.68**

The City Council is keen to maintain this position, accommodating the development plans of both clubs. Growth and development must, however, be carefully regulated, in order to protect residential amenity for those living in nearby areas. The location of both clubs, surrounded by high density housing, results in a number of problems which must be addressed.

**12.69**

Ongoing discussions between the Council, local residents and the football clubs will continue, in an attempt to provide adequate and effective solutions. In addition, a comprehensive transportation study will be undertaken (with the support of both clubs), which will focus on many of the problems outlined in this policy.

## Football Traffic

**12.70**

One area of particular concern to the Council is the problem of football related traffic in the City. Many more supporters now travel to matches by car, resulting in congestion on local roads and an excessive demand for the limited car parking spaces available. Many of the narrow residential streets surrounding the stadia are unable to cope with the large volume of traffic attracted to them. This clearly has an adverse impact upon the lives of local residents.

**12.71**

The volume of match day traffic also has wider implications for the road network, as the principal routes leading to the area become heavily congested. Non football related traffic is inevitably caught up in this.

**12.72**

The City Council is keen to try to resolve these problems through the implementation of appropriate traffic management schemes and other measures. Ideally, the number of supporters travelling to matches by car should be

minimised, thereby reducing congestion and car parking demand, and at the same time protecting residential amenity for local people.

#### 12.73

The forthcoming transportation study will reveal possible solutions to these problems, which might include any or all of the following:

- the extension of the Residents Parking Scheme;
- the provision of more and better quality public transport services (including a possible new rail link);
- the identification of sites for Park and Ride facilities;
- increased parking provision in appropriate locations;
- improvements to and provision of facilities for those walking and cycling to matches; and
- the closure of streets to through traffic and the implementation of other traffic calming measures.

### Non-Football Related Activities

#### 12.74

Improvements to the grounds and facilities of both clubs have resulted in an increase in the use of facilities for non-football related purposes, often on days and at times when no matches take place. Activities include evening functions and other visitor attractions such as the new museum at the Anfield stadium.

#### 12.75

The increase in night time activities is of particular concern, and the Council is determined to protect the residential amenity of local residents, many of whom already suffer unduly from the problems occurring on match days.

### Community Involvement

#### 12.76

Both clubs have a history of working with the local community, and while this has yielded mixed results in the past, all parties have expressed a willingness to continue this work in the future. These ongoing discussions will hopefully result in better understanding, better decision making and a better relationship between the clubs and local residents. The Council will therefore encourage and support community involvement in the formulation of plans and proposals for the development and expansion of both football clubs.

### INDOOR SPORTS FACILITIES

#### C8

1. The City Council will aim to provide a sufficient level and distribution of indoor sports facilities guided by local assessments of sporting and recreational need which will include:
  - i. rationalising swimming pool provision through the provision of new, or replacement of older pools; and
  - ii. improving access for all to existing and new facilities.
2. An appropriate location for a new major indoor sports arena of regional importance will be sought, with initial consideration being given to Kings Dock.
3. The City Council will aim to increase the provision of specialist sports facilities to support local and regional sports development programmes.

### Local Indoor Facilities

#### 12.77

There has been a significant increase in the levels of participation in indoor sports over the last fifteen years, and this trend looks set to continue. New facilities will be needed to meet this demand, particularly as many of the existing facilities are coming to the end of their lifespan. This is a particular problem with the Victorian and Edwardian swimming pools in the City. In some



planning. Established locations and space requirements for certain activities could be subject to change. For instance, the system developments will lead to a growth in the multi media industries and a demand for small office units, whilst the demand for large accommodation associated with banking and other financial services may decline. This may require planning policies to be flexible in allowing the reuse of redundant buildings. The impact of telematics may also reduce the need to travel, by moving information rather than people, and this may have an impact on the local and wider environment.

#### 6.122

Employment losses might be reasonably anticipated in the financial sector. However, it is far from clear whether these losses will damage City Centres in overall terms. Outlying bank branches, for example, are likely to be replaced by automatic teller machines and telephone or internet services. Residual services needing face to face contact, particularly personal financial services and financial planning, could be centralised in the City Centre.

#### 6.123

The impact of information technology is difficult to predict. However, it does seem clear that although demand for routine information processing and clerical activity may fall, demand for more highly skilled creative and professional activity is more likely to rise. City Centres will continue to have a competitive advantage simply because they can give employers access to an extremely large pool of highly skilled labour. This will be particularly important as skilled labour shortages develop and as the growth of dual income family units make it more difficult for skilled people to relocate.

### Implications for Liverpool

#### 6.124

Merseyside and Liverpool are well placed to take advantage of the “information society” as a key element in the economic regeneration of the area. Major projects getting underway include CONNECT, an Internet Centre for promoting the

area as a place to invest and work; the proposed media factory at Chavasse Park, and the Regional Telematic Support Centre. Telematic applications in the field of traffic management, also fundamental to supporting economic development, are also under discussion.

#### 6.125

Extensive areas of Liverpool have already been provided with the fibre optic cabling essential for participation in telematics operations. Further connections to these networks should ensure that Liverpool becomes one of the best equipped cities in the UK in this field. The City Council will support further development of the infrastructure required to enable the City to exploit these advantages, and to ensure that infrastructure is suitably linked to businesses and schools.

#### 6.126

Telematics may provide opportunities to promote jobs in areas of high unemployment in the City, for example, the Local Partnership Pathway areas. This may bring people, aided by cheap technology and the opportunity to work from home, into the job market who were previously excluded. It may also have implications on the need for “electronic village halls” for example, local premises located in District Centres where information can be accessed.

## TOURIST ATTRACTIONS AND FACILITIES

### E8

The City Council will support the development of tourism in Liverpool by:

- i. protecting and improving visitor attractions;
- ii. promoting and encouraging the development of new tourist attractions and accommodation, particularly within the City Centre;
- iii. improving visitor support facilities;
- iv. ensuring that all visitor attractions are properly signed;

- v. carrying out environmental improvements to key visitor linkages;
- vi. improving promotion and information facilities; and
- vii. establishing links with other tourist attractions throughout the North West.

**6.127**

Liverpool is well placed to capitalise on the growth areas of tourism. The City enjoys a high national and international profile, most of which is built on positive aspects of the City's past and present achievements. The wide range of cultural facilities; waterfront location; historic maritime links; magnificent architectural heritage; strong reputation for sporting achievements; shopping; and the excitement and buzz that the City has to offer, all highlight what a good basis for tourism Liverpool has, offering 'something for everyone'.

**6.128**

The Plan seeks to ensure that Liverpool builds on this tourism base which has the potential to:

- create and support employment and generate local income (Employment in tourist related activity in Liverpool in 1991/92 was estimated to be 7.9% of the working population);
- establish a flourishing economic sector, diversifying, complementing and strengthening the City's economy;
- enhance the image of the City as a place to visit, live, work and invest in;
- stimulate improvements to the physical environment and infrastructure by revitalising and regenerating key areas and buildings, for example, the Bold Street/Duke Street area, which is being gradually transformed into the creative industries quarter; and
- help support many of the facilities which are provided primarily for use by the local

community such as public transport, shops, recreation and entertainment facilities.

**Visitor Attractions****6.129**

A major feature of Liverpool is the number, diversity and quality of tourist attractions based on the City's architecture, arts and culture, and entertainment facilities. The City is well endowed with many visitor attractions of national stature, including the Pier Head and Mersey Ferries, Croxteth Hall and Country Park, Speke Hall, Bluecoat Chambers Arts Centre, the Cathedrals, Cavern Walks, Chinatown and the Albert Dock which is now Britain's most visited free heritage attraction. Table 6.1 below shows the number of visitors to attractions in Liverpool in 1994.

**6.130**

Liverpool has a long standing tradition of arts and cultural facilities within the City which continue to act as a major pull to tourists. These facilities, including the Playhouse, Empire, Neptune and Everyman Theatres, the Liverpool, Maritime and Labour History Museums, the Walker Art Gallery and Tate Gallery, and the recently refurbished Philharmonic Hall and St George's Hall, help to maintain Liverpool's role as the Regional Centre for arts and cultural facilities.

**6.131**

The City is endowed with open space and recreational facilities, being blessed by a legacy of fine Victorian parks and associated palm houses (Princes, Sefton, Calderstones, Newsham and Stanley Parks) which require improved facilities and management.

**6.132**

In addition to these more obvious attractions, the numerous events, festivals, arts and sporting fixtures such as the Tall Ships Race and the Mersey River Festival, also play a significant role in attracting and adding to the enjoyment of visitors and raising interest in the City.

**Table 6.1: Visitor Figures for Attractions in Liverpool (1994)**

Attraction	Visitor No's
Albert Dock	5,300,000*
Croxteth Hall & Country Park	750,000*
Bluecoat Chambers Art Centre	650,000
Mersey Ferries	647,924
Tate of the North	551,678
Liverpool Museum	497,225
Pleasure Island	365,000
Maritime Museum	364,932
Walker Art Gallery	259,539
C of E Cathedral	250,000*
Beatles Story Exhibition	119,000
Museum of Liverpool Life	107,034
Croxteth Hall Home Farm	69,000*
Speke Hall	62,753
Open Eye Photography Gallery	31,034*
Sudley Art Gallery	26,849
Croxteth Hall Walled Gardens	22,000*
University Art Gallery	3,500*
Source: North West Tourist Board	* estimated

**6.133**

In sporting terms, Liverpool has a busy calendar of spectator sporting events at regional, national and international standard, being renowned as the home of two of England's premier football clubs, Everton and Liverpool, (see Figure 6.3) the world famous Grand National Steeple Chase at Aintree

and one of the venues for the 1996 European Football Championships at Anfield.

**6.134**

Tourist attractions add to the enjoyment of the visitor's stay, encourage longer stays and help disperse the benefits of tourism around the City. The City Council recognises the important role that visitor attractions play as many benefit from national publicity and interest which help raise the profile of Liverpool as a tourist destination, and generate visits in their own right. The City Council will therefore seek to steer available resources into the upgrading and protection of these assets from encroaching and/or unsympathetic development.

**6.135**

There are four particular tourism areas which are undergoing major environmental improvements. These are Chinatown, the Cavern Quarter, the Creative Quarter and the Hope Street Quarter.

**6.136**

**Liverpool Chinatown**, the centre of the oldest Chinese community in Europe, is set to become one of Liverpool's major tourist attractions through the implementation of a regeneration strategy which will help bring new life back into this part of the City.

**6.137**

The first phase of proposals include the establishment of gateway features to announce the start and end of Chinatown; the resurfacing of Nelson Street to give pedestrian priority, whilst allowing vehicle access for servicing and parking; and a Chinese ceremonial archway which will form the key part of the regeneration of Chinatown and act as key focal point for the area.

**6.138**

**The Cavern Quarter** is a valuable tourist asset which helps draw visitors into the City. However, to fully exploit this asset, certain environmental improvements are proposed which will help create strong visual images and enhance the attractiveness of the area for visitors and shoppers.

**6.139**

The first phase of enhancement measures will include a walk of fame, which will comprise a set of plaques embedded into the paving to commemorate the hit records of the Beatles; new screens surrounding the Cavern Quarter car park, the original site of the cavern club which will be decorated with associated artwork; the restoration of the Arthur Dooley sculpture of the Beatles; and traffic management proposals which will ensure that the area becomes a traffic-free zone for pedestrians during the day.

**6.140**

**The Creative Quarter**, situated in the Bold Street/Duke Street area, has an important role to play as a focal point for the City's arts and entertainment activities. Therefore, the City Council will continue to promote the creative quarter as a mixed use area catering especially for pubs, clubs, restaurants and artistic and cultural activities. Environmental measures have included the resurfacing of Bold Street, restoring a more traditional feel to the area, and the enhancement of Concert Square. However, considerable potential still remains to improve the quality of the area, particularly in the Duke Street area.

**6.141**

**The Hope Street Quarter** is bounded by Brownlow Hill to the north, Upper Parliament Street to the south, Catharine Street and Roscoe Street to the east and west. The Quarter contains a diverse range of cultural and tourist related attractions including the City's two cathedrals, the Everyman and Unity theatres and the Philharmonic Hall, as well as a vibrant array of restaurants, pubs and clubs. Recent improvements to the area include the refurbishment and extension of the Philharmonic Hall and a pavement widening scheme to turn Hardman Street into a continental style boulevard with new street furniture and pavement cafes. The City Council will continue to support the growth of cultural and tourist related activities in this area.

**6.142**

Further growth is expected in the evening entertainment sector, which caters for pubs, clubs and restaurants particularly in Chinatown and the Cavern and Cultural Quarters. The City Council will promote the potential for growth and development within these areas. Such uses operating outside business hours will generally be encouraged, helping Liverpool to become a 24 Hour City, providing conflicts with residential amenity are minimised and personal safety and security are ensured.

**New Tourist Attractions****6.143**

The development and expansion of visitor attractions and events can help secure improvements to the City's environment and facilities, so benefiting visitors and residents alike.

**6.144**

The City Council will seek to guide the development of visitor attractions to appropriate locations, especially within the City Centre e.g. the Waterfront area, St George's/William Brown Street area, Chinatown, Bold Street/Duke Street area, Cavern Quarter and the Hope Street Quarter.

**6.145**

The City Council will continue to encourage and promote the use of the waterfront, and therefore, will consider favorably proposals which exploit the tourist and visitor potential of the docks and the riverside (particularly the development of the Kings Dock for multi purpose sports and recreational facilities capable of serving local, regional or national needs, and a National Sports Museum), subject to the other policies in the Plan.

**6.146**

By encouraging proposals for a wide range of improved visitor attractions, the City Council will aim to maximise the contribution made by arts and cultural, leisure and tourism industries towards the economic and physical regeneration of the City.

**6.147**

However, any environmental, traffic, or residential conflicts which may arise will need to be minimised if the developments are to be acceptable. Large scale tourist and visitor attractions which generate increased traffic and noise disturbance must have regard to:

- accessibility by public transport;
- ease of access for all within the development; and
- the requirement to provide environmental improvements to lessen any impact on nearby residential areas.

**Tourist Accommodation****6.148**

The accommodation stock is an important element in the City's tourist infrastructure, given the role of tourism in the local economy. The City Centre, although containing five major hotels as well as many smaller ones, does not have an internationally recognised luxury five star hotel. This restriction in the choice of accommodation for high spending executives and overseas visitors has resulted in some loss of potential business to the City Centre.

**6.149**

High occupancy rates in existing hotels suggest a demand for additional accommodation, particularly at the higher end of the market. Therefore, the City Council will seek to exploit Liverpool's ideal location for business tourism, by encouraging hotel development on suitable sites close to the motorway network, near business parks, and in the City Centre, particularly in the Duke Street, Mount Pleasant and Waterfront areas.

**Budget Accommodation****6.150**

There is a marked shortage of budget accommodation in Liverpool, particularly in the City Centre, where there is a high demand for

establishments which cater for young people. In addition, much of the existing two and three star accommodation requires upgrading to keep abreast of rising standards and expectations of staying visitors.

**6.151**

The Plan will facilitate the development of budget accommodation, including self catering and youth hostel accommodation. Appropriate locations again include Duke Street and Mount Pleasant.

**Camping Facilities****6.152**

There are no caravan/camping sites in Liverpool, the nearest facility being located on the Wirral. There is a healthy demand for this type of facility, particularly in association with major events which are regularly held in the City.

**6.153**

As it is unlikely that a suitable site would be available in the long term in the City Centre, the availability of sites catering for up to fifty pitches elsewhere will be considered, such as Otterspool at the edge of the City Centre.

**Conference Facilities****6.154**

Business and conference visitors are an important market for Liverpool and make a significant contribution to the local economy. Existing facilities at the universities, maritime museum and hotels, together with the proposed additions at the Town Hall, Philharmonic Hall and St George's Hall are relatively small, and the absence of a large conference exhibition venue which is capable of accommodating over 600 delegates is a major gap in the City's range of conference facilities. The number of business trips is forecast to increase by 10-15%, so providing a potential lucrative growth area for tourism in Liverpool.

**6.155**

The City Council will assist in the development of modern flexible conference and exhibition accommodation to meet high profile conferences

of over 600 people. Suitable locations will include the Kings Dock, the Office Expansion Areas and the rear of the Britannia Adelphi Hotel, providing that the development accords with the other policies in this Plan.

## Visitor Support Facilities

### 6.156

Visitor facilities are the means by which visits are made more enjoyable but which are not attractions in themselves. Such ancillary facilities include:

- clean and adequate toilet provision;
- a safe, litter free and well maintained setting;
- clearly identified opening periods;
- adequate, secure car parking and public transport access; and
- information on display about other attractions.

### 6.157

A major threat to developing tourism in urban areas is the lack of adequate support facilities and the poor quality of the environment. The City Council will therefore seek to encourage the development of Liverpool's tourism potential by raising standards and by encouraging a range of facilities that will help support tourism assets and enhance the range of amenities available to the local population, provided that they do not conflict with other policies in the Plan.

## Visitor Car Parking

### 6.158

Existing multi-storey car parks in the City Centre are often under utilised because of security problems and their poorly maintained condition.

### 6.159

This acts as a major disincentive to people visiting the City Centre, especially in the evenings. Furthermore, the distribution of car parking facilities is not balanced across the City Centre and tourism areas such as William Brown Street and St George's Hall are not adequately served at

present. The City Council will therefore seek to rationalise visitor parking, ensure adequate access by public transport and improve directional signage.

## Key Visitor Linkages

### 6.160

Liverpool's City Centre is spread over a wide geographical area, with a number of areas of differing character serving various sectors of the tourism market (i.e. the Waterfront, Bold Street/Duke Street, Cavern Quarter, Hope Street Quarter, St George's Hall/William Brown Street area, and Chinatown). The pedestrian routes through the City to the various attractions are often unattractive because of poorly maintained street environments, presence of derelict land and buildings, inadequate signposting and physical barriers which restrict pedestrian movement. This deters visitors to the Albert Dock, for example, from walking into the City Centre and then to other attractions such as the cathedrals on the same day trip.

### 6.161

In order to encourage the greater movement of pedestrians and to provide pleasant, safe and well defined tourist routes, it is important that the existing pedestrian signing system (e.g. Heritage Walk) is better maintained and extended to include all visitor attractions. Priority will be given to key links between different magnet areas, which individually attract substantial numbers of people but are physically remote from each other.

### 6.162

Improvements to the key visitor links will include enhanced signage, street furniture, improved lighting and pavements, the introduction of landscaping, tackling barriers to movement and removing bottlenecks and conflict with traffic. This is especially crucial in the Paradise Street/Strand Street area, in order to establish a physical and visual link between the waterfront and the City Centre. In addition, the City Council will re-establish a system of signs on buildings of historic interest and importance.

**6.163**

Straddling an improved pedestrian route between the main retail areas and the Albert Dock is Paradise Street/Strand Street. The development form of this area is crucial to the establishment of a physical and visual link to encourage tourists to move between the Albert Dock, the Waterfront area and the attractions in the City Centre.

**Information Facilities****6.164**

The provision of tourist information to visitors is a key service and the City Council will seek to improve the effectiveness and coverage of information provision for visitors as well as residents. Suitable tourist information points will be developed at strategic locations such as bus and rail stations; motorway service stations and airports; hotels and other accommodation; and other key tourist attractions. Tourist information points will also be encouraged at key arrival points into the City and within major pedestrianised areas where there is a particular shortage at present.

**Links with the Wider Region****6.165**

The North West is a very varied region, offering a wide range of experience to the visitor with major Cities and small industrial towns, upland and lowland countryside, historic towns and villages, seaside resorts and an undeveloped coastline. Liverpool is well located as a holiday centre with easy access to these attractions (e.g. North Wales, Lake District, Blackpool). The City Council will seek to take advantage of the wider tourism potential in the Merseyside area and the North West in terms of overseas visitors, domestic holiday visitors, domestic business tourism, visits to friends and relatives and day visits to the region.

**LEISURE DEVELOPMENT****E9**

1. Planning permission will be granted for leisure development (as defined below) in the City and District Centres, on those sites listed in Schedule 6.4 and in other locations including edge of centre sites provided:

- i. the applicant clearly demonstrates that there is a need for the proposal and that a sequential approach to site selection has been adopted;
- ii. the design and scale of the proposal is appropriate to the particular location and the surrounding area;
- iii. residential amenity is not adversely affected;
- iv. highway, traffic and servicing matters are addressed to the satisfaction of the local planning authority;
- v. it is demonstrated by the applicant that the proposal, either by itself or in conjunction with other proposals, will not undermine the vitality, viability or predominant retail function or evening economy of any nearby Town, District or Local Centre;
- vi. the site is, or will be made, highly accessible to modes of transport other than the car; and
- vii. the proposed development would not prejudice or undermine other Plan policies or objectives.

**6.166**

The purpose of this policy is to establish a clear framework against which planning applications for leisure development can be assessed. The policy is in line with recent Government guidance to planning authorities, particularly Revised PPG6 on "Town Centres and Retail Developments" and PPG13 on "Transport".

**6.167**

The Town and Country Planning (Use Classes) Order 1987 categorises various land uses into a number of "Use Classes". Use Class D2 corresponds to "Assembly and Leisure" uses, which include cinemas, bingo halls, casinos and sports facilities. The term "leisure" is used to cover all land uses falling within Class D2 of the Town and Country Planning (Use Classes) Order 1987, and any other leisure, recreation or entertainment use which is likely to attract significant numbers of visitors, unless specifically excluded below. For the avoidance of all doubt, the term "leisure" includes all of the following: cinemas, bingo halls, casinos, sports centres, sports stadia, swimming pools, skating rinks, bowling alleys, theatres and adventure/theme parks/venues. For the purposes of this policy, the term "leisure" does not include Use Class A3 (Food and Drink) uses or amusement arcades, for which there are other specific Plan policies (Policies S14 and S15).

**6.168**

Among the objectives outlined in Revised PPG6, the Government wishes to sustain and enhance the vitality and viability of City and District Centres, and to ensure the availability of a wide range of shops, employment, services and other facilities to which people have easy access by a choice of means of transport. Leisure development is viewed as a means of securing economic regeneration. The guidance states that City and District Centres should be the preferred locations for all developments that are likely to attract many trips, and that planning authorities should adopt policies which seek to locate such development within existing centres.

**6.169**

Revised PPG6 suggests that a "sequential approach" to site selection should be applied to all land uses which attract a lot of people, including leisure uses. The sequential approach means that first preference for leisure development should be City and District Centre sites, followed by edge-of-centre sites (within 200-300 metres, or "easy walking distance", of the centre boundary),

and only then out-of-centre sites (beyond 300 metres) in locations that are accessible by a choice of means of transport.

**6.170**

In accordance with Revised PPG6 this policy seeks to locate, wherever possible, leisure developments within the City or District Centres and those sites listed in schedule 6.4. In all other locations the applicant will need to demonstrate need and that the sequential approach has been adopted. Leisure uses will normally be viewed as complementary to existing shopping locations, but it is essential that such developments do not undermine the predominant retail function. Criterion 1(v) will ensure that this will not occur.

**6.171**

The City Council wishes to promote Liverpool as a 24 hour city, offering a diverse range of City Centre activities, including leisure, throughout the day and night. It will therefore, consider any proposals for out-of-centre leisure development in the context of their possible adverse effect on the evening economy in the City/District Centres. As such, development proposals and other initiatives which progress this will be supported and encouraged, provided that acceptable levels of health, safety and amenity are maintained, particularly the amenity of residents who choose to live in the City Centre.



**9.61**

The role of Liverpool's higher education establishments has assumed increasing importance over recent years as the number of students has grown significantly, and this trend is expected to continue in the future. This reflects the attraction of Liverpool to young single people, many of whom wish to live close to the hub of the city, with its array of pubs, clubs, restaurants, shops and other cultural and leisure facilities.

**9.62**

Students contribute to the life and vitality of Liverpool City Centre. To maintain and develop this it will be necessary to provide appropriate student housing within the City Centre. The Council will therefore encourage proposals which contribute to the City Centre housing stock aimed at the student population, such as the refurbishment of the North Western Hotel on Lime Street.

**9.63**

While recognising the actual and potential contribution of the universities and students to Liverpool City Centre, the Council is conscious of the need to provide a balanced range of accommodation in the city. The creation of student "ghettos" or large scale residential schemes, which are poorly related to the established patterns of city life and activities, would conflict with the spirit of the City Centre Living policy, which promotes a more flexible and holistic approach to city planning.

**PRIMARILY RESIDENTIAL AREAS****H4**

Within the Primary Residential Areas defined on the Proposals Map, planning permission will be granted for:

- i. new housing development that satisfies other Plan policies;
- ii. new industrial and business development, subject to policy E5 and where there will be no

detrimental effect on the amenities and character of the residential area;

- iii. new and improved community facilities, providing there is no adverse impact on residential amenity, traffic generation and car parking; and
- iv. other forms of development, redevelopment or changes of use, provided there is no adverse impact on residential amenity or the character of the area and subject to other policies of the Plan.

**9.64**

The Primarily Residential Areas shown on the Proposals Map occupy the major part of the urban area. Within these areas the effect of development, redevelopment or change of use on residential amenity will be a key issue against which to assess the acceptability of development proposals. There will be a general presumption in favour of residential development in these areas.

**9.65**

This policy accords within one of the Plan's general principles of protecting and improving the physical environment. However, in doing this, the City Council is aware of the importance of a host of small businesses who operate within the primarily residential areas, and provide important locally based job opportunities and shopping facilities. Every encouragement will be given to small-scale businesses to locate or expand, provide those operations do not cause a nuisance to local residents or harm the residential character of an area.

**9.66**

A whole range of community uses will continue to be located in the primarily residential area, out of a need to serve a local population. Whilst the community benefits from such facilities, those in closest proximity could be subject to inconvenience from noise, litter, traffic movement and on-street parking. Any proposals for community facilities in these areas will, therefore, need to be assessed as to their effect on the environment and amenity of the residential area.

care is needed to ensure their survival. Planning Policy Guidance Note 16 (Archaeology and Planning) advises that preservation in situ of important archaeological remains is always to be preferred.

#### 7.127

The collection and management of archaeological information is essential in formulating policies for the archaeological resource and its future protection. The Merseyside Sites and Monuments Record (SMR) is the inventory of known archaeological sites within the five Districts of Merseyside. About 2000 archaeological sites in the City have been included in the Record, held by the National Museum and Galleries on Merseyside at the Liverpool Museum. However it is likely that not all important remains have yet been identified.

### Archaeological Remains and Development Proposals

#### 7.128

The needs of archaeology and development can be reconciled and potential conflict very much reduced, if developers discuss their preliminary plans for development with the planning authority at an early stage. The first step will be to contact the holder of the SMR, who can provide information about locations where archaeological remains are known or thought likely to exist, enabling assessment of the archaeological sensitivity of a site.

#### 7.129

The preferred option is preservation of significant archaeological features in situ. Developers may be able to achieve this through sympathetic designs using, for example foundations which avoid disturbing the remains altogether or by the careful siting of landscaped or open areas.

#### 7.130

On sites where it can be justified that preservation in situ is not warranted then archaeological remains faced with destruction must be preserved by record through adequate recording or

excavation. In these circumstances the City Council will require the developer to enter into a legal agreement or impose conditions on the planning consent to require them to fund and allow adequate archaeological investigation and recording to be made before building works commence. In appropriate cases, the management, display and enhancement of sites will be promoted.

#### 7.131

The City Council will continue to support the Sites and Monuments Record (within the National Museums and Galleries on Merseyside) to identify, record and protect sites and monuments where appropriate and any other historic landscape features within the City of Liverpool. The Council will consult the curator of the Sites and Monuments Record, English Heritage, the Council for British Archaeology and local interest groups in determining applications for development on sites of archaeological interest.

## GENERAL DESIGN REQUIREMENTS

### HD18

When assessing proposals for new development, the City Council will require applications to comply with the following criteria, where appropriate, to ensure a high quality of design:

- i. the scale, density and massing of the proposed development relate well to its locality;
- ii. the development includes characteristics of local distinctiveness in terms of design, layout and materials;
- iii. the building lines and layout of the development relate to those of the locality;
- iv. external boundary and surface treatment is included as part of the development and is of a design and materials which relate well to its surroundings;

- v. all plant machinery and equipment are provided within the building envelope or at roof level as an integral part of the design;
- vi. the development pays special attention to views into and out of any adjoining green space, or area of Green Belt;
- vii. the development has regard to and does not detract from the city's skyline, roofscape and local views within the city;
- viii. the satisfactory development or redevelopment of adjoining land is not prejudiced;
- ix. there is no severe loss of amenity or privacy to adjacent residents;
- x. in the case of temporary buildings, the development is of a suitable design and not in a prominent location;
- xi. adequate arrangements are made for the storage and collection of refuse within the curtilage of the site and the provision of litter bins where appropriate;
- xii. the exterior of the development incorporates materials to discourage graffiti; and
- xiii. adequate arrangements are made for pedestrian and vehicular access and for car parking.

## Good Design

### 7.132

Revised PPG1 places renewed emphasis on the importance of good design. It states that 'Good design should be the aim of all those involved in the development process and should be encouraged everywhere'. Accordingly, the City Council will expect the design, layout and treatment of all new development to be of good design and make a positive contribution to the city's environment.

### 7.133

Urban design is defined as including the complex relationship between all the elements of built and unbuilt space. As such, the appearance and treatment of spaces between and around buildings is of comparable importance to the design of the buildings themselves, and the City Council will expect new development proposals to demonstrate that this has been taken into account.

### 7.134

Whilst the City Council will be focusing on guiding the broad issues of scale, density, massing, height, landscaping, access and materials for new development, it will promote and reinforce more detailed design advice on local distinctiveness where appropriate and intervene in detailed design matters where these have a significant effect on the character or quality of an area or neighbouring buildings. As advised in revised PPG1, the City Council will consider the appearance of proposed development and its relationship to its surroundings as material considerations in determining planning applications and appeals.

### 7.135

New development should respect, complement and contribute to the character of the area, and make an improvement to areas where this is required. Creative, imaginative and contemporary designs which provide visual interest will be encouraged and, in appropriate cases, support

will be given to designs which reflect the ethnic and cultural background of the various groups of people living in Liverpool. New development should avoid unusable or inappropriate pockets of open land on street frontages by following the grain of the street pattern.

#### **7.136**

Policy HD18 requires certain basic standards of design that should be adhered to in any development. The policy should be read in conjunction with other detailed policies and additional guidance elsewhere in the Plan.

### **Development Adjoining Green Space**

#### **7.137**

Development of adjoining open spaces may have a significant effect on the amenity value of those sites by way of their additional impact on the public domain. It is particularly important that such developments take advantage of opportunities for good townscape design and layout by making positive use of a green space or Green Belt setting. Particular attention will be paid to the use of boundary treatments which allow for open views into green spaces and onto open countryside and to avoiding designs which provide a poor face to them.

### **Tall Buildings**

#### **7.138**

Many of the approaches to the city and areas within the city offer attractive views, particularly of the cathedral and the City Centre skyline, and of wooded areas in the south of the city, such as at Childwall and Allerton ridge. Views of landmarks contribute to the strength of character of the city, and are valued by local people and visitors. Tall buildings can block or spoil these views.

#### **7.139**

New development will pay regard to the height of its neighbours unless the architecture is such that the building would make a positive contribution to the City's skyline. Particular attention will be paid to large new developments in the City Centre,

where the interplay between the historic street pattern and buildings of major importance is most acute.

### **Neighbouring Uses**

#### **7.140**

In order to assess properly the impact of a proposal on a particular area, drawings which show any major proposal in its local context will need to be provided as part of any planning application. The quality of life of neighbouring occupiers should not be harmed unnecessarily by new development through overshadowing and loss of privacy or visual amenity.

### **Temporary Buildings**

#### **7.141**

Temporary buildings can sometimes serve a valuable purpose but they are often unattractive and less durable. Therefore, they are not appropriate in prominent locations and are not an acceptable alternative to permanent buildings. Where they are deemed to be appropriate, consent will normally only be given for a period of two years.

### **Litter**

#### **7.142**

Litter is a particular environmental nuisance in Liverpool. Litter nuisance tends to be worse in shopping areas, and particularly where there are a number of take-away food shops. The planning system cannot tackle the litter problem directly. However, it can ensure that basic arrangements are set up for the storage of waste on site until collection, thus reducing refuse on pavements and the City Council will use Section 106 Agreements if necessary.

## Graffiti

### 7.143

Graffiti contributes to the unsatisfactory public face of the city. The exteriors of new or refurbished buildings which front the highway, or are otherwise readily accessible and visible from public areas, should be clad with materials that are difficult to deface or from which graffiti and fly-posting can readily be removed, or finished with material which will achieve the same end.

## ACCESS FOR ALL

### HD19

1. In accordance with its equal opportunities policy, and in order to achieve a fully accessible environment for everyone, the City Council will ensure that:
  - i. all new non-residential development proposals provide suitable provision for disabled people, both as employees and customers;
  - ii. access to and egress from existing buildings and their surroundings is improved as opportunities arise through alterations, extensions and changes of use; and
  - iii. consideration is given to the need to ensure ease of access and movement for disabled people between and within public areas by the careful provision, siting and design of parking areas, paths, dropped kerbs, pedestrian crossings, street furniture and open space.
2. Where the City Council considers there to be evidence of local need, it will negotiate with developers for an element of housing to be accessible to disabled people to facilitate independent living where this is reasonable and realistic.

### 7.144

The Chronically Sick and Disabled Persons Act 1970, incorporated into the Town and Country Planning Act 1990 under Section 76, requires developers of specified types of buildings to provide suitable means of access, parking and toilet facilities to meet the needs of people with mobility and sensory impairments. The types of building to which the Act applies are those premises open to the public (for example, shops, restaurants, hotels, places of entertainment, leisure and community buildings), places of employment, and education buildings, in fact most types of buildings other than residential.

### 7.145

British Standards Institution Code of Practice for Access for the Disabled to Buildings: BS5810 and Part M of the Building Regulations set out the minimum standards with which access provision should comply. However the City Council is committed to ensuring that new developments go beyond ensuring technical compliance with the minimum standards. Supplementary Planning Guidance Note 5 (Access For All) provides detailed guidance on incorporating accessibility into site layouts and the approaches to buildings, and sets out further standards the City Council will expect.

### 7.146

Alterations to existing buildings and changes of use will be expected to incorporate full access provision unless the applicant can effectively demonstrate that this is neither practicable nor reasonable.

### 7.147

Good planning and design of new development should help create a more accessible environment for all people. PPG1 emphasises that, the development of land and buildings provides the opportunity to secure a more accessible environment for everyone. Disability is not just limited to wheelchair users, or those with sight and hearing problems. It also applies to those who suffer from chronic illness, those with artificial

limbs or walking aids, pregnant women, elderly people and people with children in prams.

#### 7.148

The Council believes that provision of disabled facilities, access and parking should be designed into a development at an early stage. Design 'added on' at the last minute is rarely as effective and can be much more costly. Ensuring that people have adequate access to new buildings is a material consideration and must be taken into account in determining planning applications.

#### 7.149

The Council is currently working with other Merseyside Authorities in producing a county-wide Code of Practice on Access and Mobility. In preparing the Code, the Councils involved have established mechanisms to enable consultation with disabled people's organisations (locally and nationally).

### Pedestrian Environments

#### 7.150

Improving access to buildings is of limited value if people with disabilities are unable to get to them. Ensuring that the pedestrian environment, streets and the spaces around buildings are accessible is an essential element of a comprehensive access programme.

#### 7.151

Careful design of the pedestrian environment is particularly important for people with disabilities. Poorly maintained pavements constitute obstacles and are dangerous to everyone and particularly people with disabilities. Street furniture that clutters the footway rather than being consistently positioned can be a hazard to people with visual impairment, while crossing roads is made easier by the installation of tactile services to locate the crossing.

### Residential Development

#### 7.152

The needs of people with particular housing and support requirements are often not met by private developers building for the open market. This is particularly true when considering the needs of disabled people and the elderly.

#### 7.153

Standard house designs can be adapted to suit the requirements of disabled people or the changing needs of people as they become older and less mobile. Where this issue is addressed at the design stage, the future adaptation of housing can normally be met at minimal cost. This is preferable to having to make costly alterations in the future because the original design was too restrictive.

#### 7.154

In addressing this issue the City Council has for its own part, adopted 'Lifetime Homes' standards in its Estate Action housing improvement schemes. The Council wishes to encourage the provision of houses constructed to Lifetime Homes Standards wherever this is reasonable and realistic.

### CRIME PREVENTION

#### HD20

1. The City Council will encourage developers, in the design and layout of new developments, to incorporate measures which reflect the need to make proper provision for personal safety and crime prevention, paying particular attention to:
  - i. increase the overlooking of public areas;
  - ii. incorporate the use of hard and soft landscaping arrangements in ways which do not create hiding places;
  - iii. the design and relationship of car parking, particularly its lighting and visibility, from buildings;

- iv. the design and location of entrances and pedestrian circulation within and out of the site; and
  - v. making a clear distinction between public and private space and providing 'defensible space'.
2. The City Council will seek to create a safer environment by:
- i. providing and maintaining adequate street lighting;
  - ii. discouraging pedestrian underpasses and improving those that remain;
  - iii. improving security in council owned car parks;
  - iv. examining the feasibility of extending Closed Circuit Television to other problem areas of the city;
  - v. tackling problems of defensible space in problem council estates with extensive common areas through the Estates Action programme; and
  - vi. encouraging the creation of lively and varied environments, to increase activity and passive surveillance.

## Designing-out Crime

### 7.155

Fear of crime is much higher among certain groups in society, in particular women, ethnic minorities and the elderly. A perceived lack of security can restrict the areas and times in which people move about the city. The design of buildings, streets, housing estates and parks can all affect the sense of safety and security which people have when using them.

### 7.156

The City Council believes that good planning and environmental design can contribute to reducing the opportunity for crime to occur, and people's fear of crime. The government advises that the

design and layout of new development should make crime more difficult to commit, increase the risk of detection for potential offenders and help to reassure the public.

### 7.157

A number of general principles are identified on key issues including natural surveillance, privacy, definition of boundaries, landscaping, lighting, access and parking. Addressing these issues should help lessen the potential for crime, for example by routing footpaths so that no part of them is hidden from public view.

## Liaison with the Police

### 7.158

Personal safety and crime prevention should be considered at the outset of the design process. The City Council will liaise with the Police Architectural Liaison Officer in order to improve the personal safety aspect of the design and layout of development proposals. Developers will be expected to take into account the guidelines contained within the police manual 'Secured by Design'.

## ENERGY CONSERVATION

### HD21

In order to conserve energy resources the City Council will expect developers to minimise the overall demand for energy arising from their development proposals by taking into account the need for energy sensitive siting, orientation and layout in the design of new developments.

### 7.159

Energy efficiency improvements can help to combat acid rain and reduce the emission of gases which contribute to global warming through the greenhouse effect. These international problems require action at a local level, and energy efficiency improvements benefit the city's residents and businesses through lower fuel bills.

**7.160**

The City Council wishes to see that all development contributes to the efficient use of scarce natural resources. Apart from designing for reduced energy consumption, the orientation of buildings to face south, the provision of shelter belts and encouraging journeys by public transport, bicycle or foot can contribute to the same aim.

**EXISTING TREES AND LANDSCAPING****HD22**

1. In order to protect and integrate existing trees and landscape features within new developments, the City Council will:

- i. require the retention of key ecological and natural site features, such as trees, hedges, walls and ponds;
  - ii. require the submission of a full independent tree survey to enable the effect of the proposal on the trees to be fully assessed;
  - iii. refuse planning permission for proposals which cause unacceptable tree loss, or which do not allow for the successful integration of existing trees identified for retention following consideration of the tree survey;
  - iv. require layouts to provide adequate spacing between existing trees and buildings, taking into account the existing and potential size of trees and their impact both above and below ground level; and
  - v. require retained trees and woodland to be protected and managed during construction, preventing all site works within the branch spread of any retained tree.
2. The City Council will protect existing trees and woodland areas by:
- i. making tree preservation orders on trees or groups of trees, where appropriate;

ii. only allowing the removal of any protected tree in exceptional circumstances, such as where the tree is a danger to public safety or is diseased, and on condition that appropriate replacement planting takes place;

iii. ensuring the proper and beneficial management of trees and woodland areas in its ownership; and

iv. carrying out a review of existing Tree Preservation Orders.

**7.161**

Trees and landscaping make a very important contribution to the city's environment and are a vital habitat for wildlife. Visually, trees can be attractive in their own right and soften an otherwise harsh urban environment. Trees also improve the local climate and reduce pollution by absorbing carbon dioxide and by producing oxygen.

**7.162**

Liverpool possibly has a higher number of street trees than any other English provincial town or city. In 1974, the Tree Council identified 150,000 trees on the highway network of Liverpool. If trees in parks, other council property and private property are also considered, the city's stock probably totals over one million trees.

**7.163**

A large concentration of the city's trees are in the south of the city, where the stock is mature/late mature, and many trees are in need of replacement. In the north, the stock is predominantly mature and the need is to increase the overall coverage. The city's trees are a valuable asset which the Council will seek to protect and enhance through its planning powers and beneficial management of its own stock, particularly by carrying out a programme of replacing old or diseased street trees.



**7.164**

On development sites, there will be a presumption in favour of retaining existing trees, even where such trees are not subject to a preservation order nor within a Conservation Area. Existing trees provide an immediate landscaped setting for new development and help to integrate new development into the surrounding environment. This policy should be read in conjunction with Supplementary Planning Guidance Note 6: Trees and Development. This guidance note supplements the policy and provides information and advice to developers on the standards the City Council will expect from new development to ensure that existing trees are protected and integrated into new development. In particular SPG6 provides advice on:

- the information that should be submitted as part of the tree survey
- factors that should be considered when planning a site layout containing existing trees
- advice and information on the standards for the protection and management of trees during development construction

**7.165**

A developer needs to consult an independent arboriculturalist at the outset, to produce a full survey identifying any valuable trees on the site. This should be submitted as an integral part of the planning application showing the location of the trees and the proposed development.

**NEW TREES AND LANDSCAPING****HD23**

All new development proposals should make proper provision for the planting and successful growth of new trees and landscaping, including any replacement planting provided as compensation for the loss of any trees due to development and in particular should:

- provide high quality landscaping and boundary treatment including the submission of

such details as part of any full planning application; and

- promote nature conservation through the use of native species and the creation of wildlife habitats where appropriate.

**7.166**

The design for external space, hard and soft, is as fundamental to the character, context and quality of buildings as urban design. Revised PPG1 stresses that 'the appearance and treatment of spaces between and around buildings is often of comparable importance to the design of the buildings themselves'. As such, the City Council considers that to be successful, the detailed design of hard and soft landscaping needs thorough consideration as part of the overall design of the development.

**7.167**

The landscape setting of a building can help to improve the character of the area to the benefit of both its users and local residents or visitors. Careful landscaping can reduce the impact of new development and screen parking areas. To be successful the detailed design of hard and soft landscaping needs thorough consideration as part of the overall design of the development.

**7.168**

Landscaping schemes should take advantage of opportunities for nature conservation through the creation of new habitats, and the planting of native trees and shrubs, which are generally of more value to wildlife than non-native 'exotic' species. Native plants and new habitats will be of particular value in wildlife corridors where links between existing habitats can be reinforced.

**7.169**

Section 197 of the Town and Country Planning Act 1990 places a duty on local planning authorities to ensure that adequate provision is made for the preservation and planting of trees. In certain circumstances, for example on cramped inner city sites, or schemes involving underground parking, the City Council accepts that it may not

be practical or appropriate to achieve intensive planting and boundary treatment. In such cases, the City Council will expect appropriate compensatory landscaping measures. However, in other cases, more extensive planting may be required to lessen the impact on nearby residents and workers.

#### 7.170

It is also essential that due care is taken to protect trees during construction and to provide adequate management and aftercare during the landscape establishment period after completion of construction. Supplementary Planning Guidance Note 6 sets out the standards the City Council will expect to ensure that new planting is carried out successfully.

#### 7.171

Applicants will also be required, through the attachment of a condition on the planning approval, to ensure the establishment of the planting proposals by replacing all dead, diseased or dying stock for a period of five years from the date of completion of the development.

### PUBLIC ART

#### HD24

The City Council will:

- i. encourage the provision of appropriate new works of art, including the visual arts, crafts and landscape design, within public places and as part of new development proposals. Such works of art will be expected to contribute to their surroundings and the amenity of the wider area; and
- ii. protect and maintain in good condition, including their re-siting where appropriate, the City's stock of statues.

#### 7.172

Liverpool has a rich legacy of arts and crafts which have enhanced the image of the City and given character to its urban landscape. However, since the 19th and early 20th centuries the

contribution of public art and crafts in the city has been limited.

#### 7.173

There is now a growing recognition that artists and crafts people need to be given the opportunity to regain their role in shaping the environment and to give new expression to community and cultural identity. The City Council wishes to encourage good design in the form of new works of art, as an integral part of new developments.

#### 7.174

Public art is defined as work by artists and crafts people that can be viewed from external or internal public spaces. This is a broad definition that includes, for example: art work incorporated into building facades and public interiors, landscaping, sculpture, railings and other street furniture in public spaces. It also includes community arts projects, schools and educational activities. Public art can be permanent or it can be temporary as part of a festival or as a feature for enhancing vacant land for construction sites.

#### 7.175

Public Art also has an important role to play in urban regeneration. It can promote the identity of a location, develop local pride and encourage community involvement in development schemes. The City Council will therefore pursue this policy through negotiations with developers on individual development proposals, as well as through its own Public Art Strategy.

#### 7.176

In support of its commitment to public art the City Council is producing a Public Arts Strategy identifying potential opportunities for public art projects. The Council is currently developing measures to secure the operation of the Strategy and has commissioned the first new major piece of public art for the City titled, 'The Great Escape' to be exhibited in Church Street.

#### 7.177

The Strategy recognises the potential of artworks in reinforcing tourism and cultural industries and

complementing environmental improvements designed to stimulate confidence and investment in the City Centre. Potential locations identified for public art projects include Williamson Square, the Cavern Quarter, Clayton Square, Bold Street/Duke Street and the Office Quarter. In order to pursue further projects for public art, the City Council will be investigating potential sources of funding.

#### 7.178

The city owns over a hundred statues and monuments, over half of which are listed, yet many are in storage. The Council will protect and maintain in good condition the city's stock of statues, and seek to return those currently in storage to their original or a new location.

## ADVERTISEMENTS

### HD25

1. Consent will not be granted for advertisements which by virtue of their size, siting, proliferation, or method of display, including illumination would:

- i. be a hazard or distraction to road users to the detriment of public safety; or
- ii. dominate or otherwise adversely affect, the amenity of an area.

#### 7.179

Signs and advertisements are important to the commercial life of an area and can make a contribution to their character or appearance, as recognised in Planning Policy Guidance Note 19 (Outdoor Advertisement Control). However, careful control is necessary to ensure that they do not adversely affect visual amenity or public safety. The size and scale of advertisements should be in keeping with their surroundings. In particular, advertisements above ground floor level on buildings or those sited in predominantly residential areas would normally be considered inappropriate. A co-ordinated approach to signage on buildings in multiple occupation will be required.

#### 7.180

The number and arrangement of adverts should not cause distraction or confusion to traffic (either vehicular or pedestrian), particularly at junctions. Advertisements should not unduly dominate either individual buildings or the area generally. Excessive numbers of adverts and signs in close proximity can lead to visual chaos and clutter in the street scene. The Council wishes to avoid this by restricting the number of adverts and signs to a level appropriate to the character of the area.

#### 7.181

In the case of illuminated signs, luminance conditions will normally be imposed to ensure their brightness does not cause a traffic safety hazard or a nuisance to neighbours.

#### 7.182

On the Environmental Improvement Corridors (see Policy OE15), the City Council will refuse advertisement consent for, and issue discontinuance notices against, hoardings, signs and other advertisements which by reason of their size and situation detract from the appearance of the corridor.

## SATELLITE DISH AERIAL/TELECOMMUNICATION INSTALLATIONS

### HD26

1. Applications for satellite dish aerials and associated telecommunications equipment will be determined taking into account the following guidelines, that they:

- i. are located as unobtrusively as possible, usually on the rear elevation of buildings or on the ground;
- ii. are adequately screened by appropriate landscaping and walls if they are located on the ground;
- iii. are shared by as many users as is feasible;

- iv. do not have a detrimental effect on the character or appearance of a listed building or a conservation area;
- v. do not have a detrimental effect on the amenity of adjoining premises or on the visual amenity or character of an area; and
- vi. are coloured or painted or of a material so as to be less visually obtrusive in relation to the background against which they are to be installed.

2. Any application which is granted will, where appropriate, be conditional that the equipment must be removed when it is no longer required.

### 7.183

The Town and Country Planning General Development Order 1987 sets out conditions in which planning permission is required for satellite dishes and antennae. Such telecommunications equipment can have a significant effect on the local environment, and the City Council will use its planning powers to minimise their impact in accordance with Planning Policy Guidance Note 8 (Telecommunications).

## TELECOMMUNICATIONS CODE SYSTEMS OPERATORS

### HD27

Proposals for masts or other structures by telecommunications code systems operators will be considered having regard to the visual impact on the built and natural environment and the technical and operational requirements of the equipment and will normally be permitted provided that:

- i. there is no suitable alternative site, structure or building that can be satisfactorily used for the purpose and that there is no reasonable possibility of sharing existing facilities;
- ii. the proposal does not have a detrimental effect on the amenity of adjoining premises or on the overall visual amenity or character of an area.

Particular attention will be paid to the character or appearance of a listed building or a conservation area;

- iii. the proposal is designed, landscaped and screened to minimise their effect on the appearance and amenity of its surroundings; and
- iv. the proposal will replace existing masts or structures or will facilitate future network development by reducing the need for additional masts or structures.

### 7.184

In considering proposals from a licensed telecommunications operator for telecommunications apparatus the need to protect amenity whilst addressing operational and technical requirements will be important considerations. Careful siting design and screening may remove concerns about the visual impact of such apparatus. The Council will pay attention to such matters in dealing with proposals and in particular the advice in PPG8 that operators should bear in mind the environmental implications of their appearance and consider the use of materials, colours and design which would minimise obtrusiveness.

### 7.185

Where the Council believes the siting or appearance of a telecommunication operators apparatus would have a serious impact on local amenity or other issues of acknowledged importance, the operator will be required to consider alternative arrangements or planning permission will be refused.

## LIGHT SPILLAGE

### HD28

The City Council will require developers to take account of the following principles in schemes where external lighting is required;

- i. the lighting scheme proposed is the minimum required for security and working purposes to undertake the task, and

ii. light spillage and potential glare is minimised particularly to:

- residential and commercial areas;
- areas of wildlife interest; and
- areas whose open landscape qualities would be affected, particularly those open areas on the urban fringe.

#### **7.186**

More and more lighting is being used in developments and along roads, and our lighting is becoming increasingly bright. Lighting is needed in many areas in the interests of public safety and it can enhance the appearance of some public buildings. But a lot of lighting is poorly designed and misdirected.

#### **7.187**

Outdoor lighting can cause intrusive and unnecessary pollution of our countryside. Poorly designed or badly aimed lights are responsible for 'skyglow'. This scattered light spills into and colours the night sky and reduces the visibility of the stars. Illuminated skies blur the separation between country and town. They reduce the feeling of remoteness in rural areas and introduce a suburban character deep into the countryside.

#### **7.188**

This policy is aimed at encouraging developers to give greater attention to the siting and type of lighting used both in the country and in towns, in order to reduce wasted light and to seek guidance on the most efficient and effective lighting systems, in particular systems which limit upward light spill. Encouraging developers to use modern, good quality lighting will save energy and therefore financial resources.

## Introduction

### 7.1

Liverpool enjoys a wealth of fine architecture characterised by a relatively large number of conservation areas and listed buildings. The City Centre in particular is possibly unrivalled in this respect in comparison with most other English provincial cities. The waterside setting, flanked by several important buildings, gives the river approach a unique and world renowned frontage.

### 7.2

In recent years the importance of pursuing proactive conservation action and the significant role it can play in urban regeneration has been realised. It has clearly been demonstrated that conservation programmes aimed at the repair and enhancement of historic buildings and areas can have a significant impact in attracting both additional public sector funding and, perhaps, more importantly substantial private investment into the regeneration of the city.

### 7.3

Government guidance, in both Planning Policy Guidance Notes 15 (Planning and the Historic Environment) and 16 (Archaeology and Planning) confirms the importance of reconciling the need for economic growth with the need to protect the historic environment, and highlights that successful conservation allows for change as well as protection. The emphasis is on controlled and positive management of change.

### 7.4

Policy GEN 3 in Part I of the Plan sets out the strategic objectives for this chapter and forms the context for its policies. The first part of this chapter deals with those policies designed to ensure that the primary objective, to preserve and enhance the city's historically and architecturally important buildings and areas, is successfully achieved.

## Design of the Urban Environment

### 7.5

A pleasant and attractive environment is an essential element in maintaining and improving the quality of life of people living and working in the city. It is also central to people's image of a place. A high quality environment is therefore a significant factor in helping to attract new investment, vital to the regeneration of the city and has been identified as one of the three main objectives of the UDP strategy.

### 7.6

The second part of this chapter includes policies aimed at encouraging a better standard of design for all those components that make up the built environment. Good urban design can reinforce a sense of community. A depressing environment can adversely affect local pride, attracts crime, deters investment and leaves people feeling powerless. More attention to urban detail is needed, both in the design of buildings, design of the public space between buildings including road design and traffic management and in the treatment of open spaces and landscaping.

### 7.7

The built environment has physical barriers which make it difficult for many people to gain access to jobs and the city's full range of facilities and housing. This is particularly the case for disabled people. This chapter aims to address the needs of disadvantaged groups in particular, by improving accessibility for people with mobility and sensory impairments and by creating an attractive environment that is safe and secure both day and night. Whilst these improvements will be of particular benefit to certain groups, a safer and more accessible environment will be of benefit to everyone in the community.

## LISTED BUILDINGS

### HD1

The City Council will take positive action to secure the retention, repair, maintenance and continued use of listed buildings and will:

- i. seek support and funding from all available sources to set up grant and repair schemes;
- ii. use its available powers to take action in the case of derelict buildings;
- iii. relax planning and other City Council policies in order to secure the retention of a building of special architectural or historic interest, subject to reasonable standards of health and safety being ensured; and
- iv. provide guidance and advice to owners and developers.

### 7.8

Listed buildings are vitally important to our national identity and form a central part of our cultural heritage. They provide an irreplaceable record which helps to inform our understanding of both the past and the present. Once lost, individual listed buildings and the essential fabric of historic areas cannot be replaced.

### 7.9

Listed buildings contribute to the economic development of the city by attracting tourism and providing floorspace for businesses. The continued repair and maintenance of listed buildings creates demand for craft skills which helps to train and keep a pool of skilled labour in the city. PPG15 emphasises the contribution that historic buildings can make to the economy of an area.

### 7.10

The City Council will therefore take a pro-active approach to ensuring the continued use and repair of listed buildings, using its available powers.

### 7.11

Whilst the majority of the City's buildings are in good repair, a 'Buildings At Risk' Register compiled in 1990, to English Heritage's standards, identified that 12% of the listed buildings in the city were in severe disrepair. Action targeted at these buildings has already started to have an impact in reducing the number of derelict listed buildings and needs to be continued.

### 7.12

Schemes, such as Conservation Area Partnerships, offering grants for the repair of historic buildings, have proved successful in attracting private investment into listed buildings and have assisted the regeneration of the city through preserving its heritage and improving its image. The City Council will encourage owners of derelict buildings to secure their repair and reuse by offering assistance in seeking resources for repairs and refurbishment. However, the Council will also be prepared to make use of its powers available, such as Repairs and Emergency works notices, if an owner consistently fails to carry out essential repairs to a listed building. The City Council will also consider taking action to compulsorily purchase buildings from owners who cannot or will not repair them, in order to hand them onto new owners who will carry out the works.

### 7.13

In support of this work, the Council will encourage the setting up of Building Preservation Trusts in the City, as they can attract funding not available to other organisations. Building Preservation Trusts can be essential partners when Repairs Notices are being considered as they can enter into back to back arrangements with the City Council.

## STATUTORY LIST

### HD2

The City Council will request the Department of Culture, Media and Sport to keep the Statutory List of Buildings of Architectural and Historic Interest in Liverpool under review and will draw the Department's attention to buildings which appear to merit listing or upgrading.

### 7.14

Buildings are included in the statutory list because of their special architectural or historic interest. They are graded I, II\* or II depending on their relative importance.

### 7.15

Inclusion in the list means that consent is required for the demolition of a building, in whole or in part, or for any works of alteration or extension, either internal or external which would affect its special interest. It is a criminal offence to carry out works to a listed building without consent from the local planning authority.

### 7.16

Responsibility for keeping the lists up to date lies with the Department of Culture, Media and Sport, who are advised by English Heritage. The last complete re-survey of Liverpool was carried out in 1985, but the Department of Culture, Media and Sport does from time to time add or delete buildings, or upgrade them, if they consider it appropriate.

### 7.17

Their priorities in the future will be on more precisely targeted research based studies of particular building types which are known to be under represented in the list. For example, there is increased emphasis on 20th Century buildings, industrial buildings and buildings forming groups in parks and gardens.

### 7.18

The City Council has a duty to notify the Department of Culture, Media and Sport of any building which they consider listable, if it is affected by development proposals, including their own. The Council may also suggest any building for listing or upgrading which they consider to be of special interest. There are buildings in the city which may merit inclusion in the statutory list and listed buildings which may merit upgrading. The City Council will bring these to the attention of the Department for consideration.

## DEMOLITION OF LISTED BUILDINGS

### HD3

1. There will be a presumption in favour of the preservation of listed buildings. Consent for demolition will not be granted other than in the most exceptional circumstances, and in any case, not unless the Council is satisfied that every possible effort has been made to continue the present use or find a suitable alternative use.
2. Applications for demolition must contain full justification for their proposals and provide all the information necessary to judge the application against the following criteria; including fully detailed plans for any redevelopment. Applications for demolition will be assessed against the following criteria:
  - i. the importance of the building, its intrinsic architectural and historic interest and its contribution to the local scene;
  - ii. the condition of the building and the cost of repairing and maintaining it in relation to its importance;
  - iii. the adequacy of efforts made to retain the building in use; and
  - iv. the merits of alternative proposals for the site.



details will help alterations to blend in, but sometimes, alternative access arrangements may have to be considered.

## DEVELOPMENT AFFECTING THE SETTING OF A LISTED BUILDING

### HD5

Planning permission will only be granted for development affecting the setting of a listed building, which preserves the setting and important views of the building. This will include, where appropriate:

- i. control over the design and siting of new development;
- ii. control over the use of adjacent land; and
- iii. the preservation of trees and landscape features.

### 7.32

Listed buildings make an important contribution to their surroundings and are in turn affected by them. The Town & Country Planning (Listed Buildings and Conservation Areas) Act 1990 requires local authorities to have special regard to the desirability of preserving the setting of listed buildings when considering development proposals which affect a listed building or its setting.

### 7.33

The setting of a listed building is more extensive than its curtilage. The setting could be its garden, grounds, open space or the general street scene and, in the case of a particularly prominent building such as a church with a tower, may cover an extensive area. In such cases the siting of buildings even at some distance may need careful control in order to protect important views.

### 7.34

It is therefore essential to consider the impact of development and other proposals within the vicinity of listed buildings. Development proposals will be given careful appraisal to ensure that the

harmony produced by particular groupings of buildings and the quality of the spaces and views between them is not adversely affected. The preservation of nearby trees and landscape features and close control over the quality of design of new development in close proximity to a listed building will be essential to protect its setting.

## CHURCHES AND CATHEDRALS

### HD6

1. The City Council will work with Church Authorities of all denominations and expects them to carry out alterations and repairs to listed churches and churches within conservation areas to the highest standards.
2. The City Council will assist Church Authorities of all denominations to secure the appropriate resources to maintain listed churches and churches within conservation areas and cathedrals in a good state of repair.
3. Where ecclesiastical exemption applies, the City Council will still expect work to be carried out in accordance with the guidelines for all listed buildings and to respect the character and integrity of the building.

### 7.35

Church buildings form an important part of the architectural history and built environment of Liverpool. Seventy-seven church buildings are included in the statutory list of buildings of architectural or historic interest, and 37 of these are in conservation areas. Many are exceptionally fine buildings whose demolition or deterioration would be detrimental to the image of the city. The City Council has a role, not only in providing advice on the work carried out to churches, but in positively assisting the Church Authorities to maximise the grant aid that they can attract for the repair of church buildings.

### 7.36

Section 60(1) and 75(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990

## HISTORIC PARKS, GARDENS AND CEMETERIES

### HD15

1. The City Council will take positive action to protect and enhance the character and setting of Historic Parks, Gardens and Cemeteries and will:

- i. prepare strategies for their management and maintenance;
- ii. seek funding from all available sources for their restoration, repair and enhancement; and
- iii. provide advice and information to promote their greater use and encourage understanding and interest.

2. The City Council will not grant planning permission for development in or adjacent to a Historic Park, Garden or Cemetery which would adversely affect their character and setting and in particular will:

- i. resist the removal of features such as buildings, walls and planting which are an integral part of their character and setting;
- ii. resist development or landscape change which would adversely affect their character and setting;
- iii. resist development for uses not related to their original function; and
- iv. ensure that any new development in or adjacent to the site, is of the highest standard of design and materials appropriate to their historic character and setting.

### 7.118

The Historic Buildings and Monuments Commission for England (English Heritage) has compiled a national register of gardens and parks with historic features from before 1939. The following in Liverpool are included:

- Anfield Cemetery, Grade II
- Prince's Park, Grade II
- Sefton Park, Grade II\*
- Stanley Park, Grade II
- Croxteth Park, Grade II

### 7.119

These open spaces, which are identified on the Proposals Map, have been listed for their historic layouts and features, with Sefton Park being declared 'outstanding' by English Heritage in 1992. The impact of development proposals on a registered park or garden, or its setting, is a material consideration in the determination of a planning application.

### 7.120

The City Council will ensure that any proposals affecting these areas are consistent with their designation. Consultation with English Heritage and the Garden History Society is required for proposals affecting Grade I or II\* parks and the City Council will seek expert opinion on any proposals for development in any registered historic park.

### 7.121

The City Council will assist English Heritage in identifying other parks and gardens which may be worthy of inclusion on the register. Those which are being considered at present include:

- St. James Cemetery
- Wavertree Botanic Gardens
- Allerton Towers
- Woolton Hall

### 7.122

As well as being recognised and protected through registration other historic parks, gardens and cemeteries are also protected by other designations such as Green Wedge, Conservation areas, Green Space or Nature Conservation Value. Policy HD15 will be implemented alongside other policies for these areas.

and flood defence, water quality, nature conservation, the built environment, port development, economic regeneration, tourism and recreation. Where relevant to Liverpool, the UDP policies are consistent with the objectives of the Estuary Management Plan.

## PROTECTION OF NATURE CONSERVATION SITES AND FEATURES

### OE5

1. The City Council will seek to protect the nature conservation interest of open land and the water environment in the City by not permitting development which would:

- i. destroy, fragment or adversely affect directly or indirectly a designated or proposed Special Protection Area (SPA), Ramsar site, or Site of Specific Scientific Interest (SSSI), unless the City Council is satisfied that there is no alternative solution and there are imperative reasons of overriding public interest;
- ii. destroy, fragment or adversely directly or indirectly affect a Site of Nature Conservation Value as identified by the City Council unless it can be clearly demonstrated that there are reasons for the proposal including benefits to the community, which outweigh the need to safeguard the substantive nature conservation value of the site;
- iii. destroy, fragment or adversely directly or indirectly affect a Regionally Important Geological/Geomorphological Site (RIGS) unless it can be demonstrated that the benefits of the proposal to the community outweigh the need to safeguard the geological value of the site; or
- iv. have an adverse affect on legally protected wildlife species.

2. In assessing criteria ii to iv full account will be taken of proposed mitigation measures.

## Nature Conservation

### 8.54

Planning Policy Guidance Note 9 (Nature Conservation issued in 1994), advises that one of the essential tasks for all public agencies concerned with the use of land and natural resources is to make adequate provision for development and economic growth whilst ensuring effective conservation of wildlife and natural features. It attaches importance to meeting the international obligations for nature conservation. The guidance recognises the importance of non-statutory sites in helping to form a network necessary to protect nature conservation interests. A Development Plan should identify key sites of nature conservation importance. Nature conservation should be a material consideration in determining planning applications, however planning permission should not be refused if development can be subject to conditions that will prevent damaging impacts.

### 8.55

People in Liverpool need wildlife not just in isolated nature reserves but as an accessible part of their everyday lives. It is the totality and variety of wildlife which adds to people's experience, as well as the individual plants and animals.

### 8.56

The retention of natural features can help improve Liverpool's image. By creating a place in which people want to live and work, nature conservation can assist in attracting inward investment and contribute to Liverpool's regeneration.

### 8.57

As the countryside has been altered to accommodate modern agriculture, the relative value of sites with nature conservation value in urban areas has increased. It is now widely recognised that wildspaces in towns and cities are important to the quality of urban life. These sites can bring pleasure and inspiration at a personal level. They are accessible to people without cars and those on low incomes. They contribute to

emotional and psychological well being, recreational value and are an invaluable resource for education.

## Mersey Estuary

### 8.58

A large area of the Mersey Estuary, including part of the banks, is designated as a Site of Special Scientific Interest (SSSI) (see the Proposals Map and Figure 8.3). This is the only SSSI in Liverpool. This part of the estuary which has large expanses of intertidal mudflats and saltmarshes, is of international importance for passage and wintering wildfowl and waders. It is of such importance that it is designated as a Special Protection Area (in accordance with the EC directive 79/409 on the Conservation of Wild Birds) and as a Ramsar site (in accordance with the Convention on Wetlands of International Importance especially as Waterfowl Habitat).

### 8.59

Development proposals which may affect directly or indirectly the Mersey Estuary must be assessed according to their implications for the sites conservation objectives. The development will only be allowed if the assessment demonstrates that there will be no adverse affect on the integrity of the natural interest of the site. If there is a negative impact the scheme may be allowed only if there is no alternative solution and if there are imperative reasons of overriding public interest. These would include those of a social and economic nature, although such reasons would need to be sufficient to override the ecological importance of the designation. This is in accordance with the EC Habitats Directive and international obligations which the UK Government and Liverpool City Council are bound by.

## Sites of Nature Conservation Value

### 8.60

Protecting the City's Sites of Nature Conservation Value (SNCV), which are listed in Schedule 8.1 and shown on the Proposals Map and Figure 8.3,

will help to protect a new and greener image to the outside world and improve the quality of life for residents.

### 8.61

In the late 1980s, technical surveys were carried out in the City which identified Sites of Nature Conservation Value. The basic evaluation of a site's importance to the City was based on its habitat and species composition and how these compared with the best examples of the same habitat on other sites in the City.

### 8.62

It became increasingly apparent that this survey needed updating as considerable ecological change was likely to have occurred in the interim. In recognition of this, a Phase One Habitat Survey of sites was undertaken in the City between June and September 1995, providing up to date ecological information for the sites.

### 8.63

Each site was then evaluated against a set of criteria in order to establish their designation as an SNCV in the Plan. The sites have been designated because of their botanical importance and are considered to be of the highest ecological value in the context of Liverpool. They will be protected from development, which would have a direct or indirect effect on the site's nature conservation value, unless the benefits to the community arising from any proposed development outweigh the need to protect the nature conservation interest of the site. Any development permitted will be governed by the criteria set down in policy OE6. It is recognised that the ecological value of sites changes over time and that new sites may come forward. Such sites may be designated as a result of their faunistic as well as botanical importance, should adequate survey information exist. This policy will therefore allow for newly identified sites of nature conservation value to be given immediate protection.

## Regionally Important Geological / Geomorphological Sites

### 8.64

The City Council will keep a register of Regionally Important Geological / Geomorphological Sites (RIGS). The sites currently designated are listed in Schedule 8.2 and are shown on the Proposals Map and Figure 8.4. Most geological sites, with features such as rock outcrops or cuttings, are robust enough to allow for the potential to integrate development and conservation, and secure provision for public access and interpretative displays.

### 8.65

RIGS will be protected from development, which would have a direct or indirect effect unless benefits to the community arising from any development outweigh the conservation value of the site. Any development permitted will be governed by the criteria set down in policy OE6.

## Protected Species

### 8.66

Part 1 of the Wildlife and Countryside Act 1981 (as amended 1985) makes provision for the protection from disturbance of specified breeding birds and other wild animals and plants. Some other animals are protected under their own legislation, for example the Protection of Badgers Act 1992. Some of the species occur within the Liverpool boundary. The presence of a protected species, such as barn owls and bats, is a material consideration when considering a planning application for development which could result in harm to that species. English Nature will be consulted over any such planning application. The City Council will seek to draw up guidelines in consultation with relevant organisations for developments which might affect protected species.

## DEVELOPMENT AND NATURE CONSERVATION

### OE6

In the circumstances where development is permitted on or adjacent to any sites covered by policy OE5, which in the case of the Mersey Estuary will be subject to the most rigorous examination, the City Council will seek to minimise potential damage by:

- i. requiring developers to undertake a site investigation to identify the nature conservation interest of the site;
- ii. requiring developers to set out proposals for the protection and management of the nature conservation value of the site; and
- iii. considering the use of conditions and/or planning obligations to safeguard the nature conservation interest and/or provide compensatory measures for any nature conservation interest damaged or destroyed during the development process.

### 8.67

Development proposals should cause minimum damage and disturbance to wildlife and natural habitats. In determining planning applications, or adjacent to a site with identified nature conservation value, the City Council will have regard to the impact on the nature conservation interest of the site and where necessary, will require developers to submit ecological site details.

### 8.68

Where development is permitted on a site which is of value for nature conservation as designated under policy OE5 (and in the case of the SPA and Ramsar site this would only be in very exceptional circumstances), developers should set out proposals for the protection and management of the nature conservation interest of the site. Sensitive design and landscaping can allow features to be retained. An informed and

sensitive approach can achieve an integration of economic and ecological objectives.

### 8.69

Where wildlife features are likely to be damaged or destroyed by a development proposal, the City Council will consider using a condition or planning obligation designed to safeguard any nature conservation interest, ensure its incorporation in the scheme and to provide compensatory measures for any features lost.

## HABITAT CREATION AND ENHANCEMENT

### OE7

1. The City Council will seek to enhance the nature conservation interest of open land and water courses in the City by:

- i. supporting and initiating proposals for habitat creation and enhancement particularly within Sites of Nature Conservation Value and those other sites which, although do not meet the criteria required to be designated as an SNCV, are considered to be of value for nature conservation;
- ii. supporting proposals which strengthen and enhance wildlife corridors in the City;
- iii. managing its own land, and particularly the City's parks, in a manner more positively beneficial to wildlife and encouraging other landowners to do the same where appropriate;
- iv. encouraging the reopening of culverted water courses where opportunities arise and supporting the Alt 2000 initiative;
- v. encouraging developers to undertake landscaping in an ecologically sensitive manner; and
- vi. encouraging and supporting community groups, schools and other organisations to work in partnership with the City Council on habitat creation and enhancement initiatives.

2. In addition to the designation of Mull Wood Local Nature Reserve at Croxteth Park, the City Council will seek to designate further Local Nature Reserves (LNRs) in the City and secure appropriate management regimes with initial consideration being given to:

- Mill Wood
- Otterspool Gorge
- Childwall Woods and Fields
- Land adjacent to Garston Gas Works
- Hillfoot Road and Simpsons Pavilion
- Melrose Cutting
- Mersey Estuary
- Croxteth Country Park (extension to existing Local Nature Reserve)

## Habitat Creation and Enhancement

### 8.70

Both the White Paper on the Environment ('This Common Inheritance') and the recent 'Sustainable Development – The UK Strategy' (Department of the Environment; 1994) point to the importance of nature conservation. The White Paper says that the wildlife of Britain is an integral part of its countryside, towns and cities, whilst the UK Strategy says that the Government's aim is to contribute to the diversity and abundance of wildlife. In addition to protecting the existing wildlife resource in Liverpool, opportunities exist to add to the nature conservation resource through habitat creation and enhancement. The intrinsic nature conservation interests of a site will be a key consideration in any proposal for habitat creation and/or enhancement on a site.

### 8.71

Policy OE5 identifies those sites considered to be of highest ecological value in the context of Liverpool and which warrant a strong level of protection. The City Council will support measures which enhance these sites through appropriate management techniques.

### 8.72

In addition to the SNCV's, potential exists on other open land to enhance the City's nature

conservation interest through appropriate management techniques and habitat creation. The Phase One Habitat Survey and evaluation identified a number of sites which although they did not meet the criteria required to be designated as an SNCV, are considered to be of value for nature conservation. These potential sites of nature conservation value are Allerton Cemetery, Jericho Lane, Princes Park, Everton Cemetery/Jewish Cemetery, Walton Cemetery and Allerton Golf Course. These sites are shown on Figure 8.3. The City Council will seek to manage these sites for nature conservation, with the eventual aim of designating them as SNCVs, providing they meet the criteria for designation.

### 8.73

Opportunities will be sought to create further wildspaces in the City for people to enjoy and participate in their management. Some of the sites could also be used as an educational resource. Schools, for example, could adopt a site for use as a school wildlife area. Enormous scope also exists for habitat creation within the City's parks, and within housing developments, around factories, in technology parks and other business and industrial estates, for the benefit of people using them and to extend the wildlife resource in the City.

### 8.74

The enhancement of sites within the City is a continual process and will be taken forward in the City Council's Parks Strategy and forthcoming Nature Conservation Strategy. As the ecological value of sites changes over time other sites may, through enhancement and management, warrant protection under policy OE5.

## Wildlife Corridors

### 8.75

Wildlife Corridors are an important element in the network of nature conservation sites. They are an important linear feature allowing both flora and fauna to migrate easily within the City, increasing the richness and diversity of nature conservation habitats. It is important to maintain these linear

features. Within the corridors, the City Council will encourage appropriate management of open spaces, railway embankments and roadside verges to allow wildlife to flourish, and will seek opportunities to create new habitats. The most significant wildlife corridors throughout Liverpool are shown on Figure 8.5.

## Management of Land

### 8.76

The City Council, through the management of its own land, can enhance the wildlife resource of the City. This would require sympathetic management regimes which would reduce routine maintenance costs and produce attractive wild areas. Changes in the design and management of public open space is one of the easiest ways of introducing wildlife interest. The Parks Strategy for Liverpool is aiming to achieve this, with a principle objective being to progressively improve the nature conservation value of open spaces.

### 8.77

The City Council will also encourage other major landowners and institutions to adopt nature conservation practices. For example, industrial land often contains areas of importance or potential importance for nature.

## Water Environment

### 8.78

Liverpool's streams, rivers, lakes and canals are important for nature conservation and make a significant contribution to the City's landscape. Rivers are a natural resource and are of value and attraction to all the City's residents. New development should not place these aspects at risk but should provide an opportunity to improve these features.

### 8.79

The reopening of culverted watercourses can recreate valuable open water and bankside habitats, removing or alleviating a barrier to the movement of aquatic life and recreating attractive or landscape features.

**8.80**

The Alt 2000 initiative is a project born in the voluntary sector and now being carried forward in the Mersey Basin Campaign. It aims to build a partnership between voluntary organisations, the local community, public bodies, landowners and occupiers to develop a strategic approach and bring about co-ordinated improvements within the whole of the River Alt catchment. It will seek to develop the river into a valuable asset and amenity for the region by improving water quality and the landscape, tackling neglect, creating public access and encouraging wildlife. The City Council has already indicated its support in principle for the initiative, for those parts of the Alt catchment within the City.

**Community Involvement****8.81**

The success of nature conservation in Liverpool will also depend upon support of local people. It is important to involve community groups in the management of sites and inform local people of nature conservation schemes. Public awareness of the wildlife resource needs to be promoted.

**8.82**

Nature conservation in the City is not just about protecting wildlife, it is also concerned with protecting wild places which are important to the local community, by providing places in which to relax and experience nature. Enhancing small sites in the City can provide local communities with access to these “natural areas”. It is important in developing these to involve the local people. These objectives will be taken forward in the Nature Conservation Strategy.

**Nature Conservation Strategy****8.83**

A Nature Conservation Strategy is to be produced for the City which will provide a mechanism for implementing the nature conservation policies of the Plan. It will set out objectives and action to enable nature conservation to make its full

contribution to the life of the City and to the Council’s environmental, social and economic aims.

**8.84**

The main aims of the Strategy will be:

- to identify, protect and enhance the City’s wildlife resource;
- to identify opportunities for nature conservation and habitat creation;
- to increase the accessibility of nature sites to all the citizens of Liverpool;
- to promote a number of Local Nature Reserves in the City and promote their management by local wildlife groups and communities;
- to develop the nature conservation value of parks and open spaces in Liverpool;
- to generate interest in natural history and promote community involvement in the creation, management and enjoyment of nature conservation sites;
- to optimise opportunities for a high quality landscape based on ecological principles within new developments;
- to promote ecological landscaping across the City, which can provide an opportunity to develop landscapes that are characteristic of different areas of the City; and
- to support and encourage schemes related to the Mersey Forest, as a way of improving the landscape and wildlife resource of the City.

**8.85**

The eventual aim will be to provide the people of Liverpool with a network of wildlife sites throughout the City which are an accessible part of their everyday lives, and providing a living educational facility.



strategy for planting in Liverpool, as shown on Figure 8.7. The guiding principles of the strategy are to:

- extend the Mersey Forest into the City from the urban edge by planting on all appropriate and available sites;
  - provide a woodland framework for the redevelopment of derelict and neglected land;
  - use corridors of open land along the Mersey Coast, within Fazakerley, Croxteth and along the Loop Line to create 'green fingers' bringing the Forest into the heart of the City; and
  - protect, manage and, where appropriate, extend the existing woodland on the main sandstone ridge in south Liverpool.
- support the completion of the Loop Line and integrate and create woodlands at appropriate sites adjacent to the line;
  - support the management of existing woodland at Childwall and extend planting;
  - promote tree planting in Netherley;
  - support the management of existing woodland and increase woodland cover at Calderstones and Woolton;
  - manage existing woodlands and increase woodland cover at Otterspool and Festival Gardens;
  - protect appropriate areas of woodland in future development at Garston Dock;
  - seek extensive woodland planting as part of any scheme to develop the Northern Airfield;
  - expand and manage Mill Wood to create a woodland park to serve Speke; and
  - seek opportunities to establish new areas of temporary and permanent woodland on appropriate cleared and open land within the inner areas.

### 8.132

These principles have been taken forward in the designation of the New Countryside Areas (see policy OE8), which are seen as the most appropriate areas for introducing forest planting in the City. It is important that the intrinsic nature conservation value of a site is not destroyed when creating new habitats and/or planting trees.

### 8.133

The detailed proposals set out in the Mersey Forest Plan for Liverpool are shown on Figure 8.7. These are to:

- create a woodland corridor along Fazakerley Sidings;
- support the development of Fazakerley Ecology Park as a major area for wooded open space;
- support the management of existing woodland at Croxteth Country Park;

## PROTECTION OF GREEN SPACE

### OE11

Planning permission will not be granted for built development on part or all of any green space unless the proposed development can be accommodated without material harm to:

- i. the recreational function of the green space, unless:
  - the development is ancillary to the use of the site for active or passive outdoor recreation and enhances its value for these activities;

- the site does not lie in an area of open space deficiency or its development would not create an area of open space deficiency;
  - a replacement facility of at least equal quality and suitable size is provided at an appropriate location to ensure that an area of open space deficiency would not otherwise be created ;
  - in the case of green space in educational use, the development is specifically required for educational purposes and that suitable and convenient alternative recreational facilities are available.
- ii. the visual amenity value of the green space in terms of:
- important vistas into and across the site;
  - key frontages which are visible from a main road;
  - important trees and landscape features, and the character of the site within the surrounding area; or
  - its importance as open land in an otherwise closely developed area;
- iii. its relationship to adjoining green spaces, particularly whether the development might destroy a valuable link between areas of green spaces; and
- iv. any known nature conservation value as identified in policy OE5.

## Value of Green Space

### 8.134

Liverpool has a wealth of green space which contributes significantly to the character and environmental quality of the city. Green space can be important in maintaining an open feel in the built-up environment and provides breaks in the urban fabric for the benefit of the city's residents.

The existence of attractive open areas along transport corridors can also enhance the overall image of the city.

### 8.135

Green spaces may have obvious amenity value in their own right, but even seemingly nondescript open areas may still be important because they represent a limited provision of open space in an otherwise heavily built up area. Once developed, such areas can only be replaced at great cost, while the overall density of development in the neighbourhood is further increased, thus adding to the recreational pressure on a dwindling stock of green space. This concern is reflected in the Government White Paper 'This Common Inheritance' and in PPG3, which state that planning policies should recognise the need to retain valuable amenity space within the urban environment.

### 8.136

Green space has a positive, and very important, role in providing opportunities for outdoor sport and recreation and PPG17 - Sport and Recreation (September 1991) attaches great importance to the retention of recreational and amenity open space in urban areas. It stresses that "Local authorities need to take full account in their development control decisions of the community need for recreational space, to have regard to current levels of provision and deficiencies and to resist pressures for the development of open space which conflict with the wider public interest" (paragraph 3).

## Green Space in Liverpool

### 8.137

Green spaces over 0.5 hectares have been identified on the Proposals Map following a city-wide survey. The survey excluded sites where the open space element comprised less than 50% of the site (i.e. the site being predominantly covered with buildings).

**8.138**

The City's green space resource (see Figure 8.8) includes land in both public and private ownership and comprises land used principally for informal or formal recreation such as parks, playing fields, sports grounds, golf courses and allotments, as well as school sites set in large grounds. Other important green spaces include church grounds, cemeteries and institutions set in landscaped grounds.

**8.139**

There are also many small but important green spaces of less than 0.5 hectares that are too small to identify in the Proposals Map. These may often represent a valuable local amenity that is of cumulative importance to the city's landscape framework and are therefore also protected under the auspices of policy OE11.

### **Criteria for Assessing Development Proposals on Green Spaces**

**8.140**

No qualitative assessment was carried out when identifying green space and as such green space is a descriptive term which does not ascribe functions or values to each space. Some open spaces have recreational value, nature conservation value, visual value or structural value, or a combination of any of these - which all form part of its "overall" amenity value. The overall value of the site and the importance of the various elements within it are also likely to change with time, particularly as circumstances in the surrounding area change for example.

**8.141**

Indeed there may well be instances when upon detailed examination of a proposal it is concluded that the identified area has no inherent value worthy of conserving, and consequently there will be no conflict with the aims of the policy. Therefore in order to find the right balance between preserving urban green space and releasing land for development, a policy framework is required which allows development

proposals to be assessed in terms of their effect on the value of individual green spaces. In this sense, policy OE11 is not intended as a restrictive block on the development of green space in all cases, but allows the merits of a proposal to be considered against the intrinsic value of the particular green space in question, bearing in mind that the presumption will always be in favour of retaining the amenity value of the overall stock of green space.

**8.142**

With the primary objective being to retain the overall amenity value of green spaces for the communities in which they are located, all development proposals will be evaluated in terms of the following factors, as set out in policy OE11:

- **Visual Value:** the need to protect important landscaped areas, vistas and frontages. Links between other green spaces are important to the landscape framework in 'greening' the image of the city. Open space can help to give a suburb identity, reflecting the importance of the openness of the site;
- **Recreational Value:** whether the development would result in the loss of the site's recreational function;
- **Wildlife Value:** the need to retain the nature conservation value of the green space as identified in policy OE5, avoiding disturbance, pollution or other physical effects to important habitats.

**8.143**

Some individual or groups of green spaces have also been designated as Green Belt or Green Wedge and thereby have strong protection against built development in order to maintain their existing open character. These policies will therefore override Policy OE11. Green spaces within the Green Belt are not indicated on the Proposals Map.

## Standards of Provision for Recreational Open Space

### 8.144

The National Playing Field Association's (NPFA) current standard of outdoor playing space is 2.4 hectares (6 acres) per 1,000 population. This figure is regarded as providing a valuable overall target for assessing the adequacy of existing provision for the population it is intended to serve, or in arriving at an appropriate scale of provision for new developments.

### 8.145

The NPFA standard for playing pitch provision is 1.2 hectares per 1,000 population. For a population the size of Liverpool's, 579.59 hectares of pitches would be required using the NPFA standard. The quality of some of Liverpool's pitches is poor, and the demand and interest of local football leagues is very high.

### 8.146

A considerable proportion of the city's playing field resource is owned by a variety of bodies, some of which lease sites to sporting organisations and to the City Council. In the absence of these facilities, teams would require pitch provision elsewhere and it may not be possible to meet that demand. As these sites contribute to meeting the city's overall standard of provision, the City Council considers it to be fair and reasonable to designate these playing fields as sites for which Policy OE11 will apply. Some of these facilities are amongst the best in the city. Therefore, if key sites become surplus to the requirements of any particular institution the City Council will consider acquiring them in appropriate circumstances.

### 8.147

The City Council's own playing pitch resource comprises the detached playing fields, school playing fields and pitches located within existing public parks. Currently over 50 of the football pitches are located in parks. This causes a number of problems in terms of maintenance requirements and pitch capacity, and reduces the

area of parks available for laying out for informal recreation. It is therefore the aim of the City Council to work towards replacing pitches in parks with playing fields in more appropriate locations. This will make maintenance of pitches and parks easier, will allow for higher quality pitches with increased capacity, and release land in parks for landscaping and informal recreation. This will therefore increase the number of free-standing pitches needed to meet the demand in the future (see Schedule 8.4 for a list of sites containing playing fields).

## Park Hierarchy

### 8.148

The City Council has adopted the following standard of provision of public open space. This three tier hierarchy addresses the provision of open space for informal/passive recreation, taking into account equal access and distribution:

- Neighbourhood Parks are between one and five hectares and serve a catchment of 1/4 mile (400m). These have an important children's play function.
- District Parks are between five and fifty hectares and serve a catchment area of 3/4 mile (1200m). These will operate as local parks for those within 1/4 mile.
- City Parks covering over 50 hectares, serve as city-wide attractions. All residents should be within 2 miles (3.2km) of a City Park. City Parks will also serve as District Parks for those living within 3/4 mile and as Neighbourhood Park for those living within 1/4 mile.

### 8.149

Liverpool has a relatively large supply of public open space for its resident population. This is partly due to the nature of the city's development in the 19th century, and partly due to the population decline in the latter half of the 20th century. This resource is a great asset to the city, as these sites are the most accessible form of

urban green space for the majority of the city's residents.

### 8.150

The park sites designated within the park hierarchy are identified on the Proposals Map and in Schedule 8.3 and will be reviewed every five years. There will be a strong presumption against the loss of these designated public open space sites. Although new sites may be designated and accordingly, some sites may be removed.

## Areas of Open Space Deficiency

### 8.151

When assessing proposals for development on open space, the local planning authority will assess whether or not there is a deficiency of recreational open space in the locality or whether or not a deficiency would be created. An area of open space deficiency can be determined by assessing both outdoor playing pitch and park deficiencies.

### 8.152

**Park Deficiency Areas:** To ensure an adequately distributed level of local open space provision, all residents should be within 1/4 mile of a Park (see Schedule 8.3 for a list of parks). Figure 8.9 shows a simplified map of the areas that fall outside this target, and these are identified as park deficiency areas. A larger scale map with these areas, calculated using distance along the road network, will be used to determine park deficiency areas, and this map will be available for inspection at the Planning and Building Control office.

### 8.153

The provision in the 1980s of two very large parks at Everton and Dingle/Otterspool has meant that all Liverpool residents are within an acceptable distance of a City Park. District Parks are also fairly well distributed. It is with Neighbourhood/Local Park provision that there are deficiencies. Those deficiency areas located in residential areas of the city will be given priority for new park provision. There will also be a presumption in favour of retaining any open space

in an open space deficiency area for informal/formal recreation.

### 8.154

In evaluating development proposals involving the loss of a site designated in the park hierarchy, the local planning authority will in particular consider:

- whether the loss of the site would create a park deficiency area;
- whether the site is also within a playing field deficiency area and would have potential for such recreational purposes.

### 8.155

**Playing Pitch Deficiency Areas:** In considering whether a site is located in an area deficient in playing pitch facilities, the Council will have regard to the NPFA standard of pitch provision of 1.21 hectares per 1,000 population and any local assessments of need carried out.

### 8.156

In evaluating development proposals involving the loss of formal playing pitch facilities, the local planning authority will in particular consider the following;

- the overall supply and distribution of playing fields/sports pitches within the locality;
- the quality of the fields/pitches and associated facilities and their significance for the sport in question;
- the level and demand for pitch sports including the past level of use sustained by the site, and those sustained by other sites within the area;
- the effect on displaced teams and the potential effect of their relocation on existing playing fields and facilities;
- whether the site is within a park deficiency area and would have potential for such recreational purposes.

**8.157**

There will be a strong presumption against the loss of recreational green space which makes up the NPFA and City Council's standards of provision. Special circumstances may apply and development be permitted however, where a site, in the opinion of the City Council, is no longer capable of performing a satisfactory recreational function or where this could be provided elsewhere on a more suitable site within the vicinity, at no loss to the city's overall facilities and at no cost to the City Council.

**8.158**

Although the provision of adequate land for outdoor sport and recreation is a vital requirement, it is not, on its own, the complete answer. To be used effectively, proper distribution and location, ease of access and reasonable quality are all essential. If the facilities are too far from the homes of would-be users, or only accessible to those members of the community who have access to a car, there could still be a shortage of provision. These factors will also be taken into account when assessing the effects of development proposals involving the loss of recreational open space.

**Development on School Playing Fields****8.159**

School playing fields are often set in extensive grounds which form an essential part of the educational resource, but which are also of amenity value to those who live in surrounding areas. Many school sites are identified as green space where the open land, being at least 0.5 hectares in size, formed more than 50% of the site area. The City Council recognises the need to allow developments for educational purposes on school sites zoned as green space. The development of educational facilities will normally be allowed within school grounds provided the school can best meet its requirement for provision of outdoor playing space without having to bus children to alternative recreational facilities

elsewhere and that the provisions of other policies in the Plan can be complied with.

**8.160**

Any other development proposals for the whole or part of sites (i.e. where open land has been declared surplus to educational requirements) will be assessed according to the criteria set out in Policy OE11.

**8.161**

The single campus siting operations of a number of Liverpool's schools will obviously have implications for the future of a number of school playing fields and the City Council wishes to ensure that any proposals to build on or dispose of these sites takes account of the wider needs of the community.

**The Relocation of Sports or Recreational Facilities****8.162**

Any proposals which involve the development of a recreational green space by relocating the recreational facility, must take into account suitable location, ease of access for its existing users and type of facility required when considering possible alternative sites. The City Council will also expect the proposed site to be of an appropriate size for its intended use, to take into account the needs of its users and utilise the opportunity for providing improved facilities.

**ENHANCEMENT OF GREEN SPACE****OE12**

The City Council will seek to enhance the overall stock of publicly accessible green space by:

- i. improving the quality and management of existing parks, playing fields, golf courses and cemeteries;
- ii. pursuing opportunities for new recreational provision in areas of local open space deficiency as identified in this Plan, particularly on green

spaces surplus to the City Council requirements for other purposes; and

iii. providing new parks as identified on the Proposals Map.

## Quality of Provision

### 8.163

In Liverpool, the quality of the open space provision is more of an issue than its quantity. As the City Council has limited resources for maintenance and improvement, sites will be prioritised for improvement. Enhancement will also be sought through the implementation of Policy OE14.

### 8.164

The City Council is currently preparing a Parks Strategy. This will consider the more detailed issues of management, maintenance and where appropriate nature conservation of these sites designated as recreational open space in this Plan. A key concern will be the issue of quality in addition to the provision of facilities, access, security, enhancing nature conservation, and opportunities for the involvement of partnerships with the community in the form of sponsorship and the setting up of 'Friends' organisations. The provision of a ranger service will be a crucial factor in the improved maintenance of the city's parks.

## Proposed Parks

### 8.165

Many of the deficiency areas occur in the inner parts of the city, and it is here that efforts will be concentrated to create new open space and upgrade existing facilities. The City Council will seek opportunities to create new open space in the priority deficiency areas through:

- reclamation of vacant and derelict sites
- use of surplus school sites that may become available

- use of private open land that may become available

### 8.166

A number of proposed parks have been identified on the Proposals Map at the following locations:

- Loop Line Extension - Hartley's Village to Seeds Lane. Remaining completion of this part of the long distance Trans Pennine Trail.
- Fazakerley Sidings - Reclamation of this derelict site provides opportunity for enhancing the wildlife interest on this site creating an area for informal recreation.
- Fazakerley Ecology Park - Details are provided in policy OE9.
- Melrose Cutting - As a logical extension to the Canalside Park, the nature conservation value of this derelict site provides the opportunity creating a local nature reserve.
- Land Adjacent to Garston Gas Works, Banks Rd - The nature conservation value of this site and the expensive cost of land reclamation provides the opportunity for creating an attractive and interesting piece of public open space.
- Finch Lane / Lordens Road - New neighbourhood park will be provided to serve the adjacent new housing developments.
- Kensington Community Park - Reclamation of former derelict North West Water land to form a new neighbourhood park.
- Muirhead Ave / Meadow Lane - New neighbourhood park formed in association with the new housing development on former playing field site.
- Mill Wood, Speke - This site of ancient woodland and nature conservation value provides the opportunity for establishing a

local nature reserve with the adjoining woodland area in Knowsley.

### 8.167

Any open land that may become available within deficiency areas will be considered for recreational open space uses before being released for other uses. In some instances, it may be more appropriate to upgrade an existing site, and opportunities to do this will be sought by the Council. The deficiency areas will be amended as new open space is created, with updated versions of Figure 8.9 being used to determine areas of deficiency. The consideration of children's play areas, although also an issue of local open space provision, is dealt with in chapter 12.

## PROTECTION OF ALLOTMENTS SITES

### OE13

1. Planning permission for the development of existing allotments sites will only be granted where:

- i. the allotments no longer fulfil a local need, and there is unlikely to be a future demand for the plots; or
- ii. a suitable replacement allotment can be provided in the locality of at least equivalent size and quality.

2. Where surplus allotment sites are located within or adjacent to an area of open space deficiency, or are within or adjacent to existing open space, then these sites will, where appropriate, be landscaped and retained in open space use.

3. In reviewing allotment provision the City Council will promote the provision of allotment sites where they are likely to fulfil a local need.

### 8.168

Allotments represent one of the most intensive recreational uses of open land in the city. The overall level of allotment provision generally matches demand on the majority of City Council

owned sites, although there are a number of particular sites with higher than average vacancy rates. The City Council will therefore, undertake a review of allotment sites to establish whether any rationalisation may be appropriate and seek to identify appropriate sites where there is an identified need for additional allotment facilities.

### 8.169

A number of allotment sites are adjacent to, or form part of a wider framework of green spaces. If these sites, or allotment sites in open space deficiency areas become available, then they will be retained as open space. However, if surplus sites are located in areas where open space use may not be appropriate, for example on backland sites surrounded by residential properties then other more suitable uses of the land will be sought.

## OPEN SPACE IN NEW RESIDENTIAL DEVELOPMENTS

### OE14

1. When granting planning permission for new residential developments exceeding 25 family dwellings, the City Council will normally require developers to make appropriate provision for recreational open space to meet the needs generated by the development.

2. Priority should be given to on-site provision on the basis of 50 square metres per dwelling, laid out in a single plot as an integral part of the housing layout. However if on-site provision cannot appropriately be achieved, the City Council will consider off-site provision or a commuted sum to enhance an existing open space situated within easy walking distance which could serve the development, as an alternative.

3. Outline planning permission will usually be granted subject to a condition or section 106 agreement to ensure that the detailed scheme complies with the policy.



## TAXIS

### T4

Developments which are likely to be used by the public will be required to incorporate provision for taxi and Hackney Carriage facilities where there are no existing facilities in close proximity to the site, or where the scale and nature of development will generate a demand for taxi and Hackney Carriage facilities.

### 11.45

Liverpool has one of the largest fleets of licensed taxis in England. They are a particularly important form of transport for people who experience mobility impairments, as the majority of Hackney Carriages have been suitably modified.

### 11.46

It is, therefore, important to provide taxi/Hackney Carriage ranks at appropriate locations in the City – particularly in the City Centre and District Centres, or at locations which generate trips – for example large retail stores and tourist attractions.

## CROSS RIVER FERRIES

### T5

The City Council will support proposals which will maintain, improve or develop cross river services operating from Pier Head/Princes Landing Stage.

### 11.47

In recent years, patronage of the Mersey Ferries as a means of cross river transport and a way of commuting into Liverpool City Centre has declined. As a consequence their role has been re-evaluated and their services refocused to serve additional markets, in particular leisure and tourism.

### 11.48

The ferries represent a relatively environmentally friendly form of transport. They are especially beneficial for those people living in Wirral who wish to cycle into Liverpool – the ferries currently represent the only means of transporting bicycles

across the river during peak times. Strategic Guidance for Merseyside emphasises the importance of cross river transport links, and the ferries represent an important element of this.

### 11.49

A number of recent initiatives have been undertaken, designed to enhance the Mersey Ferry service. The most notable of these has been the redevelopment of the Pier Head to create a high quality environment for tourists and visitors. Further initiatives to improve facilities for ferry passengers at the Pier Head will be supported – including improved bus facilities. The possible introduction of a Merseyside Rapid Transit system (see policy T3) would link the various areas of the City Centre (including the Waterfront), thereby increasing accessibility to the ferries for commuters and tourists alike.

## CYCLING

### T6

The City Council will promote and support initiatives designed to maximise the role of cycling as a transport mode by:

- i. adopting a Cycling Strategy for Liverpool which will include the formulation of a Strategic Cycle Route Networking and the setting of targets regarding cycle use;
- ii. improving the condition of designated cycle routes in the City;
- iii. catering for cyclists' needs in the design of all new highway improvement schemes, traffic management schemes, road safety schemes, the road maintenance programme, and giving consideration to the provision of safe cycling routes through all major development and redevelopment sites;
- iv. improving road signage, road conditions, junction priorities and carriageway crossings where cycle routes join highways;

- v. introducing appropriate traffic calming and speed reduction measures on designated cycle routes and areas of high cycle usage; and
- vi. ensuring that secure cycling parking facilities are provided at locations regularly visited by the public and requiring new developments to provide secure cycle parking facilities.

## Benefits of Cycling

### 11.50

In recent years, increased emphasis has been placed on the need for more sustainable modes of transport and to reduce reliance on the private car. Cycling is being identified as an increasingly important mode of transport especially for short trips, particularly for those up to 5 kilometres.

### 11.51

Cycling has the advantage of being cheap and efficient. It is a social, flexible, time saving and environment friendly means of transport which has no adverse affect on its surroundings or atmospheric pollution levels. In this sense it helps to achieve Government promoted health and environmental targets and reduces congestion levels.

### 11.52

Initiatives to promote cycling will therefore, have positive effects on health, the environment and the reduction of energy consumption, carbon dioxide and other vehicle emission levels.

## Cycle Ownership and Use

### 11.53

While the total modal number of trips being made continues to rise, the proportion of cycle trips remains static at around 1% of all weekday trips. This is in contrast to the level of cycle ownership which has risen substantially throughout the last decade, due mainly to the increasing use of cycles for recreation and leisure purposes.

### 11.54

As part of the strategy to reduce reliance on the private car, the City Council is keen to encourage the use of cycles for shopping, education and work related journeys. This can only be achieved by making it a more attractive and convenient mode of transport.

## A Cycling Strategy

### 11.55

In March 1996, the City Council appointed consultants to assist in the development of a cycling strategy for Liverpool, and to co-ordinate and develop measures which will form the basis of a programme of implementation for the next 5-10 years. The principle objectives of the cycling strategy are to:

- maximise the role of cycling as a transport mode, in order to reduce the use of private cars;
- increase the overall modal share of cycle trips from 1.5% to 4% by 2001, and to seek to increase this to 8% by 2007 and 12% by 2012;
- seek to increase the modal share of cycling to at least 50% of all non walk journeys to school by pupils of 10 years or older, by 2012; and
- seek to reduce the casualty rate for pedal cyclists per kilometre cycled by 20% by 2002, by 55% by 2007 and by 85% by 2012 compared to 1996 casualty rates.

### 11.56

The consultant study will entail the formulation of a Strategic Cycle Route Network, by upgrading and linking together existing routes and extending them where feasible. Cycling "support" facilities, such as parking facilities, will be improved and new facilities will be introduced.

**11.57**

The study will also consider the feasibility of a cycle complex which will be situated in the City Centre. The cycle complex will accommodate a host of facilities, including cycle parking, showers, cycle hire, cycle repair and accessory shop, a café and training courses in conjunction with the City Council's Road Safety Unit.

**11.58**

In implementing a cycling strategy, the City Council will seek to make Liverpool's highway network more accommodating for cyclists and other vulnerable road users alike. Cycle promotion measures which raise awareness and influence behaviour will play an important role.

**11.59**

The City Council will also ensure that the needs of cyclists are catered for from the outset in the design of all new highway improvement schemes, road safety and traffic management schemes, and road maintenance wherever relevant. The Council will also ensure that developers are fully aware of the needs of cyclists in planning new developments. To this end, the Council will seek to arrange a programme of seminars for appropriate Council staff in order to highlight the needs of cyclists in new highway improvement schemes.

**11.60**

The Council will introduce traffic calming and speed reduction measures on those routes heavily used by cyclists, to help make cycling a safer mode of transport.

## Existing Cycle Routes in Liverpool

**11.61**

Although the Cycling Strategy will involve the provision of new cycling routes and support facilities, there are existing routes in the city which will be the subject of improvement and will form the basis of a Strategic Cycle Route Network. These are shown on Figure 11.4.

**11.62**

There are two principal national and/or regional cycle routes which come into Liverpool. These are:

- The Trans Pennine Trail
- The National Cycle Network

**11.63**

The Trans Pennine Trail runs from Liverpool to Hull. When completed it will run for 240 kilometres. The Trail uses disused railways, canal towpaths, existing rights of way and riverside paths and will provide a unique route for cyclists and walkers.

**11.64**

Local Authorities in the North West are planning and developing the route which will give cyclists and pedestrians the opportunities to cycle or walk from Warrington to Southport, via Liverpool. Within Liverpool, the Trans Pennine Trail consists of the Loop Line Nature Park and the Mersey Way (see Chapter 8).

**11.65**

The National Cycle Network has been the subject of a submission to the Millennium Commission by Sustrans. It is proposed that the North Wales Coastal Route will link into Liverpool at the Pier Head. The route will then continue southwards along the Mersey to Speke linking up with the Trans Pennine Trail (Loop Line). The later section of the route is subject to review.

**11.66**

In addition to the two principal national cycle routes which run into and through Liverpool, there are a number of cycle routes located in the City. These are:

- University Cycle Route
- Sefton Park Cycle Routes
- Speke Boulevard Cycleway
- Vauxhall Road

**11.67**

Remedial work is required to bring these routes up to an acceptable standard. Measures which need to be implemented include removing blockages on the University and Sefton Park cycle routes, completing the Speke Boulevard Cycleway and implementing general improvements to Vauxhall Road.

**11.68**

The University Cycle Route is approximately 5 kilometres long and is managed by the City Council. It links the Carnatic Halls of Residence to the University campus in the Abercromby area.

**11.69**

Sefton Park Cycle Routes are managed by Liverpool City Council and comprise four short advisory routes which serve parts of Garston, Allerton, Otterspool and link into the University Cycle Route. There are proposals to extend the Garston leg of these routes to link into the Speke Boulevard Cycleway.

**11.70**

The Speke Boulevard Cycleway is adjacent to the main primary route into the City from the south which carries heavy traffic volumes at relatively high speeds, and represents quite a hostile environment for cyclists

**11.71**

As part of the structural maintenance programmes along the A561, existing cycle tracks have been resurfaced and extended. Further measures will be implemented in order to bring them up to an acceptable standard. It is intended that the route will link up with the Trans Pennine Trail. This facility will be extended westwards, to link into the advisory route in Garston, and eastwards to the Liverpool City boundary.

**11.72**

There are proposals to extend the new shared use facility on Vauxhall Road between Burlington Street and Boundary Street to the junction of Commercial Road/Stanley Road. The proposed

extension is likely to be a kerb segregated facility with the cycle track (segregated) adjacent to the carriageway. . The Council recognises that the facility on Vauxhall Road requires extensive remedial work before it can be satisfactorily used. Measures will be implemented designed to achieve this.

**Cycle Parking****11.73**

A vital component in encouraging people to travel by bicycle is the provision of support facilities including conveniently situated cycle parking facilities. The City Council will seek to provide such facilities at strategic locations throughout Liverpool – particularly in the City Centre and the District Centres. Cycle parking will be provided, wherever possible, at Merseyrail stations. This will build on Merseytravel's 'bike and ride' initiative.

**11.74**

New developments will be required to provide cycle parking facilities to the standards set out in Supplementary Planning Guidance Note 8.

**11.75**

The contents of the City Council's cycle training scheme are being reviewed, in line with the recommendations in the revised national guidelines; a whole range of connected issues will also be addressed. The use and increase in awareness of the benefits of cycle helmets amongst all cyclists (especially child cyclists) will be encouraged through training courses and publicity campaigns.

**WALKING AND PEDESTRIANS****T7**

The City Council will implement measures to encourage walking as a mode of transport and to make the pedestrian environment safer and more convenient by:

- i. improving signing, lighting, surfaces, visibility and crossing places throughout the City and

particularly within the City Centre, District Centres and other shopping centres;

- ii. eliminating pedestrian subways and footbridges where safe alternative ways of crossing roads can be provided;
- iii. improving access and mobility for all pedestrians, and particularly disabled people and carers with small children;
- iv. developing safer routes to schools, play areas, parks and other community facilities;
- v. investigating the feasibility of formulating a Walking Strategy which will include the designation of a Strategic Pedestrian Route Network;
- vi. catering for pedestrians' needs in the design of all new highway improvement schemes, traffic management schemes, the road maintenance programme, and giving consideration to the provision of safe and convenient walking routes through all major development and redevelopment sites; and
- vii. investigating the possibility of introducing traffic calming measures and speed reduction measures in areas where heavy pedestrian flows are experienced or can be anticipated.

## **Pedestrian Improvements throughout the City**

### **11.76**

Walking, particularly over shorter distances, is an important mode of transportation for journeys such as visiting shops and going to school. It is beneficial to personal health and is environmentally friendly. There is a need to ensure that routes for pedestrians are pleasant and direct as well as safe. Encouraging walking can reduce the number of car journeys made and thus contribute to reducing congestion and pollution levels.

### **11.77**

The City Council aims to provide a "barrier free" environment for pedestrians in all areas of the City. Due attention will be given to the convenience, safety and security of pedestrians, which is seen as an integral part of improving the living environment for the City's residents. The Council recognises the importance of Rights of Way in the City. To this end it is undertaking a Survey with the objective of identifying Rights of Way and producing a definitive map to depict them.

### **11.78**

Facilities and provision for pedestrians will be improved, and appropriate and relevant measures, initially in the City Centre and the District Centres, will be implemented. These measures will help reduce pedestrian vehicle conflict, improve road safety and help make the City Centre and District Centres more accessible places to visit, particularly for those people who are disabled or have visual impairments.

### **11.79**

In residential areas, improvements will be undertaken where necessary to improve conditions for pedestrians and residents. Such measures could include traffic calming, improved lighting and footway improvements.

### **11.80**

Footpaths used primarily for recreational purposes are an important aspect of the City's open land hierarchy as considered in policy OE17.

## **Pedestrian Improvements in the City Centre**

### **11.81**

Within the City Centre, there is a network of pedestrian routes that link main visitor attractions with existing or proposed transport termini and commercial areas. Apart from being important routes, they are a vital component of the public environment. Their attractiveness and improved maintenance are an important element of the

visitor experience of the City Centre. However, at a number of points on this network, pedestrian movement is deterred by factors such as high vehicle speeds, wide roads and poor crossing facilities. Improvements to the pedestrian environment and linkages within the City Centre will make for a safer and more pleasant environment for shoppers and tourists.

### 11.82

The Plan proposes to:

- improve the walkway system by selective demolition of those upper level walkways which bear little relation to surrounding development, and where alternative ground level crossings can be provided;
- discourage the construction of any further subway crossings and improve the small number of those that remain (such as that between Lime Street and St Johns Centre), or replace them with suitable surface crossings;
- improve ground level crossings at Lime Street, Roe Street, and in particular across The Strand to the Waterfront;
- implement measures to assist those with mobility difficulties, including dropped kerbs, level surfaces, and suitably spaced seating areas, and provide high standards of lighting and textured finishes to assist people who have a visual impairment; and
- remove obstacles to movement, such as obstructive planting boxes, or relocate activities, such as street trading to areas where conflict between static users and pedestrian flows is avoided.

### 11.83

Many of the main pedestrian links are in a poor physical condition. As a result they tend to hamper or deter movement and encourage single purpose rather than multi purpose trips. Greater and more convenient use of the pedestrian

network will be encouraged by the implementation of comprehensive schemes such as those recently carried out in Bold Street and Church Street.

## Pedestrian Improvements in District Centres and Other Local Centres

### 11.84

Within certain district and other local shopping centres, conflict between pedestrians and vehicles can be a major problem. This is often as a result of many of these centres being on radial routes which are heavily used by through traffic. Where these problems are particularly evident, improvements designed to improve pedestrian convenience will be given a high priority. Other destinations which are visited by a large number of pedestrians, such as schools, will be a priority for environmental improvements. These will include better lighting and improved surfaces.

### 11.85

These improvements to the pedestrian environment will be of a type which will benefit all members of the community, especially those who experience mobility and sensory impairments, and carers with small children. Particular improvements will include dropped kerbs, level surfaces, improved lighting and textured finishes.

## TRAFFIC MANAGEMENT

### T8

1. Priority for investment in roads will be given to the maintenance and enhancement of the Primary and Strategy Route Network. Schemes will be implemented which:

- improve public transport facilities and services;
- improve road safety;
- protect and improve the environment, particularly for local residents;

- improve conditions for pedestrians and cyclists;
- open up or improve access to areas of employment; and
- optimise the efficient operation of the highway network.

2. A series of appropriate traffic calming measures will be implemented in particular residential areas and local and district shopping centres.

#### 11.86

Although Liverpool does not suffer from the levels of traffic congestion which characterise many other major British Cities, severe problems do occur at particular times and locations which need to be resolved. Roads which carry large volumes of traffic to the City Centre from the motorways will be targeted for traffic management measures, as well as other routes through the City and District Centres.

#### 11.87

While Liverpool is generally well served by the designated Primary and Strategic Route Network and Motorway links, there is a need to ensure that the efficiency of these is maximised for the benefit of the local population, workforce and economy. The nature and extent of the classified road network within the City will be reviewed and revised as required, in order to ensure that road and route classification accurately reflect their roles.

#### 11.88

The transport strategy of the Plan aims to maximise the efficiency of the existing highway network infrastructure and secure the most effective use of the existing network. This can be achieved through the application of measures appropriate to the defined function of each road, limiting additions to those locations where they can be justified on economic and/or road safety and environmental grounds.

#### 11.89

The priority for highway investment in the Plan period is to improve the efficiency of the Primary and Strategic Route Network as shown on the Proposals Map. Particular emphasis will be placed on alleviating traffic problems at the worst affected locations. Measures designed to achieve this include junction improvements, highway repairs and road safety measures.

#### 11.90

Investment in Liverpool's road network will not only improve traffic conditions for private motorised vehicles. Many of the measures proposed will benefit the cleaner and more environmentally friendly modes of walking, cycling, bus and Rapid Transit. Highway efficiency relates as much to these modes of travel as to cars and lorries.

#### 11.91

While Liverpool's roads have limited spare capacity to accommodate additional car traffic, there is potential for alternative travel modes. It is appropriate, therefore, to target the limited resources at improving road conditions for these modes of travel. Where necessary and feasible such works will be completed by the implementation of traffic calming measures, particularly in the worst affected residential neighbourhoods and local and district shopping centres. Finance for traffic calming measures has already been targeted at a number of specific priority areas, through the Urban Regeneration Strategy, Estates Action and the Local Safety Schemes Programme. Traffic calming measures have complemented the overall strategies by improving the environment and safety for local residents.

#### 11.92

The phrase "traffic calming" encompasses a range of measures designed to control and regulate traffic on roads, specifically where the dominance of the motor vehicle creates a nuisance or a danger. Traffic calming measures are normally carried out on minor and major roads in residential, shopping and similarly sensitive areas.

The measures target particularly busy and dangerous parts of the road network, and aim to protect and improve conditions for local residents, pedestrians and cyclists. The implementation of traffic calming measures in appropriate locations represents a key element of the City Council's Transport Strategy and TPP as detailed in policy GEN 6. The aim is to create a safer, cleaner and more attractive environment and improve quality of life for all who live in, work in and visit the area.

### 11.93

Traffic calming measures include simple and relatively inexpensive works such as road humps, blocking off residential streets to through traffic, the reduction of street widths to accommodate one car only and the narrowing of points along roads to create "chicanes". Measures which create difficult and awkward driving conditions result in lower speeds, less traffic using the road, and safer and more pleasant living conditions.

## Football Traffic

### 11.94

One area of particular concern to the City Council is the problem of football – and football club event - related traffic, particularly car parking on match days. Policy C7 deals specifically with these issues, identifying traffic management measures which might alleviate the problems.

## ROAD SAFETY

### T9

1. Road safety measures will be implemented with the aim of:
  - i. reducing the number of road accident casualties in Liverpool, by 890 per year within the Plan period;
  - ii. reducing the proportion of fatal and serious road traffic accidents in Liverpool; and
  - iii. minimising the risk of accidents on new roads, and reducing accidents wherever changes are made to the existing highway network.

2. Particular attention will be given to reducing the risk of accident and injury to the more vulnerable road users, including children, the elderly and cyclists.

### 11.95

Under Section 39 of the Road Traffic Act 1988, all local authorities have a statutory duty to prepare and carry out a programme of measures designed to promote road safety.

### 11.96

An annual Road Safety Plan is produced by the City Council. This is in response to a specific recommendation of the Local Authority Association's Road Safety Code of Practice, and a Department of Transport (DoT) request that a Road Safety Plan be produced in support of the annual Transport Policies and Programmes submission.

### 11.97

The Road Safety Plan addresses the issue of local casualty reduction targets, and how the Council intends to meet these. It identifies the road safety activities in which the Council is currently involved, as well as those envisaged for 1996 and beyond.

### 11.98

Throughout the 1980s and early 1990s, road casualty levels in Liverpool rose steadily. It is pleasing to note, therefore, that in 1994 and 1995 there have been significant reductions in accident and casualty levels. The aim of the City Council is to continue this recent downward trend throughout the lifespan of the Plan.

### 11.99

Education, Training and Publicity (ETP) initiatives have an important part to play in any road safety strategy. Initiatives include road safety education programmes (aimed primarily at schools), cycle training and drink/drive, seatbelt and similar safety campaigns. The City Council will continue to implement its own ETP programmes, and will offer



## North East Corridor (A59)

### 11.117

This corridor passes through Walton Vale and County Road District Centres. Both of these centres experience severe traffic congestion as the route connects the City Centre to the M58.

### 11.118

High priority is attached to providing a means of relieving the A59 Walton Vale of the high volume of through traffic. This traffic runs through the heart of the centre, causing unacceptable levels of congestion and road safety problems at most times of the day. Various solutions are being considered, including improvements to Hall Lane and Long Lane, and the possible construction of a new road link to the south of the District Centre (on the north side of Rice Lane Recreation Ground).

### 11.119

Along the A59 Scotland Road, key locations are to be upgraded, particularly those junctions which experience severe or worsening traffic problems. The quality of pedestrian crossing facilities will be reviewed.

## City Orbital Corridor

### 11.120

The A5058 Queens Drive is the major orbital route in the City. Certain sections exhibit considerable peak hour traffic delays. This results in traffic 'rat running' through adjacent residential streets. Statistics suggest that certain parts of Queens Drive are accident problem sites. The route will be reviewed as a whole, and a programme of appropriate traffic management schemes will be implemented in order to improve safety and residential amenity.

## CAR PARKING PROVISION IN NEW DEVELOPMENTS

### T12

All new developments including changes of use, which generate a demand for car parking will be required to make provision for car parking on site, to meet the minimum operational needs of the development. Additional space for non operational car parking will be permitted up to a maximum standard. This will be determined by:

- the nature and type of use;
- whether off-site car parking would result in a danger to highway and pedestrian safety;
- whether the locality in which the proposed development is located is served by public car parking facilities;
- whether off-site parking would result in demonstrable harm to residential amenity; and
- the relative accessibility of the development site by public transport services.

2. The City Council will investigate the feasibility of levying commuted sums from developers in lieu of car parking provision for developments within the City Centre controlled parking zone.

### 11.121

Car parking is an essential element in the overall strategy for transport and for the proper functioning of land use development. In accordance with Government guidance as expressed in PPG13, the car parking policies set out support the overall locational and transport objectives of the Plan.

### 11.122

Government guidance states that the availability of car parking has a major influence on the choice of means of transport, even to the extent that levels of car parking can be more significant than

levels of public transport provision in determining means of travel. Moreover car parking also takes up a large amount of space within developments and reduces densities.

#### 11.123

The City Council operates a series of car parking standards. In considering any new development (including new build, refurbishment, redevelopment or conversion), provision must be made for related car parking and for servicing requirements of new developments to be achieved off the highway network.

#### 11.124

In accordance with Government guidance, the Council's car parking standards are expressed as an operational minimum and maximum car parking standard. The principal reason for this is to reduce the availability of private long stay car parking provision which can attract car borne commuters. It is increasingly being recognised that the volume of car commuting and congestion is at least partly determined by the amount of affordable and available long stay parking space.

#### 11.125

Liverpool City Centre is the focus for many of the public transport services in Merseyside. As such, it is highly accessible by both bus and train. It is considered therefore, that given this level of accessibility, the imposition of maximum car parking standards for non residential development will, together with the improvements being undertaken to public transport facilities and interchanges, affect a real modal shift in commuting patterns into the City Centre. This measure will complement the aim of the City Centre Car Parking Strategy which intends to maintain the current supply of public long stay car parking facilities (see policy T14).

#### 11.126

Within the controlled parking zone of the City Centre, it may not be possible for a development to include car parking provision. Where this is the case, it may be appropriate for a commuted sum to be levied in lieu of such provision. The sums

raised could be used to improve public car parking in the near vicinity and public transport facilities for example. The feasibility of introducing a commuted sums scheme will be the subject of investigation and detailed guidelines will be published.

#### 11.127

Outside the City Centre, operational minimum standards are set down in order to ensure that on-street car parking with the associated problems this can cause pedestrians, traffic and residential amenity is avoided. Parking provision over and above the operational minimum will be permitted in so far that it does not breach the maximum standard set down in SPG8.

### CAR PARKING FOR THE DISABLED

#### T13

Car parking for the disabled should be provided in accordance with the following specific standards:

- i. a minimum of 6% of the first hundred parking spaces in a development should be reserved for Orange Badge holders. Thereafter, the number of spaces will be negotiable;
- ii. parking bays should be wide enough to facilitate the easy transfer of a wheelchair to and from a car;
- iii. disabled parking bays should be clearly marked as such and be located close to the point of access to and from the development served; and
- iv. within multi-storey car parks, disabled parking bays must be adjacent to lifts.

#### 11.128

For many disabled people and others with limited mobility, the private car is their only means of travel. It is very important therefore that adequate provision is made in terms of the number, type and position of parking spaces.

**11.129**

The standards outlined in policy T13 are designed to ensure that access is provided to all new developments through the incorporation of an adequate number of conveniently located parking spaces specifically designated and designed for the use of disabled car drivers and passengers.

## **CITY CENTRE CAR PARKING STRATEGY**

**T14**

The City Council will:

- i. ensure that adequate parking facilities are provided to meet the needs of residents, shoppers and visitors;
- ii. limit the provision of new long stay parking in the City Centre, by both the City Council and the private sector, to that required only to replace existing spaces lost through redevelopment;
- iii. implement a short stay parking strategy in the City Centre aimed at maximising the use of existing facilities and providing new facilities at appropriate locations;
- iv. undertake a full review of car parking control within the City Centre and will bring forward proposals to extend the controlled parking zone outward from the City Centre; and
- v. ensure provision of disabled car parking, in accordance with policy T13.

**11.130**

In April 1994, the City Council adopted the City Centre Parking Strategy. This was based on the car parking policies put forward in the City Centre Plan (1993). This Strategy envisages that there will be no net increase in long stay car parking provision, either private or Council owned. Much of the existing provision is on cleared sites which may well be developed throughout the lifetime of the Plan. Therefore, new long stay provision will

only be permitted in order to replace those spaces lost through development.

**11.131**

A good supply of short stay parking spaces close to the main retail, office and leisure areas is vital to commercial vitality. In 1994, it was estimated that some 46% of all trips to the City Centre were made by car and whilst the majority were work/education based, there were significant numbers of trips made for shopping, recreational, social and cultural trips.

**11.132**

The poor quality of existing car parks is recognised and the City Council, through the co-ordination of public and private sector resources, will seek to implement environment and security improvements, particularly to multi-storey car parks. Complementary to this is are initiatives designed to improve publicity and car park signing.

**11.133**

With regards to on-street parking provision, existing provision will remain largely unaffected by the Plan. A full review however, will be undertaken of current parking control within the City Centre and detailed proposals will be brought forward on extending the controlled parking zone outward from the City Centre core. Measures will be examined for example, in the Hope Street and Canning areas to control commuter parking, ensure that there is a supply of accessible on-street parking and the removal of extraneous parking from residential streets.

**11.134**

An adequate number of spaces will continue to be reserved for people with mobility problems where space is rationalised as part of the improvements to the pedestrian environment.

## TRAFFIC IMPACT ASSESSMENT

### T15

1. Where planning permission is sought for new development which is likely to result in a material change in the character or volume of traffic on the surrounding highway network, the applicant will be required to submit a full Traffic Impact Assessment (TIA). Proposals which exceed any of the following parameters will generally require a TIA as part of the planning application:

- i. residential developments in excess of 200 units;
- ii. business development (Use Classes B1 and B2) in excess of 5,000 square metres gross;
- iii. warehousing development (Use Class B8) in excess of 10,000 square metres gross;
- iv. retailing development (Use Class A1) in excess of 1,000 square metres gross;
- v. 100 trips in/out combined in the peak hour; and/or
- vi. 100 on-site parking spaces.

2. Where extra traffic generated by a proposed development requires road or public transport improvements in the vicinity of the scheme (or beyond), to the extent that works are necessary to enable the proposed development to proceed, conditions may be imposed on any planning permission making its implementation subject to the completion of the works. Where transport improvements will be needed to enable the proposal to go ahead, these should be provided first.

### 11.135

The Highways Agency (an Executive Agency of the Department of Environment and Transport and the Regions) is responsible for the motorway and all purpose trunk road network, whilst the City

Council is responsible for all other roads within the City boundary.

### 11.136

Although there are no trunk roads within the City boundary, the Council does nevertheless recognise that certain developments (particularly those of a large scale or high density) may generate or attract large volumes of road traffic. In accordance with the General Development Procedure Order 1995 Article 10, any planning application for a development likely to result in a material increase in the volume or a material change in the character of traffic entering or leaving a trunk road, will be the subject of a consultation with the Secretary of State.

### 11.137

The Government have suggested that as a broad guide, an increase in the volume of traffic in the order of five percent as being material in most cases, though where the capacity of the road is, or is near to being exceeded, a smaller percentage may well be material. Where such a development is proposed the applicant will be required to assess the traffic impact of the proposed development fifteen years after opening, in accordance with the Department of Transport's policy on the Control of Development Adjacent to Trunk Roads.

### 11.138

The Institute of Highways and Transportation (IHT) Guidelines for Traffic Impact Assessment currently recommend that a TIA should be produced where one or other of the following thresholds are likely to be exceeded:

- traffic to and from the development exceeds 10% of the existing two way traffic flow on the adjoining highway; or
- traffic to and from the development exceeds 5% of the existing two way traffic flow on the adjoining highway, where traffic congestion exists or will exist within the assessment period or in other sensitive locations.

**11.139**

The planning and highway authority has a duty to ensure that the highway is not adversely affected by traffic generation from the new development. To avoid this situation, the Council may only grant planning permission subject to a condition that any development should not proceed or be occupied until the necessary works are carried out. Such conditions may be necessary where the works must be carried out on the highway network in order to safely and efficiently accommodate traffic generated by a development. The City Council is keen to ensure that the full costs of such highway works will be borne by the development to which these conditions apply.

**PARK AND RIDE****T16**

1. The City Council will seek to identify sites for the development of Park and Ride facilities which will have easy access to the Primary, Strategic and Motorway Route Networks and from which Rail, Bus or Rapid Transit Services could be provided into the City Centre.

2. In this respect the City Council will support initiatives designed to provide car and cycling facilities at rail stations. Initially new car parking facilities will be provided at Fazakerley and Hunts Cross.

Plan's transport objectives. It is likely that such sites will have easy access from the primary, strategic and motorway route network and from which bus, rail and/or rapid transit services could be run into Liverpool City Centre. The Council will work in conjunction with Merseytravel in this respect.

**11.142**

The provision of smaller car and cycle parking facilities at rail stations in Liverpool can help to increase rail patronage and reduce traffic on the roads. The continued provision of these facilities will be provided at the following stations:

- Fazakerley – where Merseytravel will provide a 60 space car park alongside the Liverpool bound platform, with access served from Longmoor Lane, and
- Hunts Cross – consisting of a 40 space car park on land between the railway line and the rear of Tudor Road.

**11.143**

The Council recognises that a significant number of car journeys into the City Centre originate from outside the City. The provision of park and ride facilities in neighbouring authorities will be welcomed by the Council, and will complement the provision of such facilities within the City itself.

**11.140**

The concept of park and ride involves the provision of car and cycle parking to serve public transport nodes and interchanges, in locations where they will provide an alternative to using the private car. The provision of cheap and efficient services from park and ride locations can serve to attract those people who would have otherwise travelled by car into the City Centre.

**11.141**

The Council will seek to identify sites for development of park and ride facilities at locations where it can be shown that the provision of such facilities would contribute to the serving of the

## POLLUTION

### EP11

1. Planning permission will not be granted for development which has the potential to create unacceptable air, water, noise or other pollution or nuisance.
2. Where existing uses adversely affect the environment through noise, vibration, soot, grit, dust, smoke, fumes, smell, vehicle obstruction or other environmental problems, the City Council will:
  - i. seek to reduce the problem on site;
  - ii. refuse planning permission for development which would result in a consolidation or expansion of uses giving rise to environmental problems;
  - iii. impose appropriate conditions on any permission which may be granted and/or obtain legal agreements in relation to such a permission, in order to regulate uses;
  - iv. take enforcement action where appropriate; and
  - v. in appropriate circumstances, compulsorily acquire the premises whilst endeavouring to assist in the relocation of the firm, where resources permit.
3. In the case of new development close to existing uses which are authorised or licensed under pollution control legislation, and which are a potential nuisance to the proposed development, planning permission will not be granted unless the City Council is satisfied that sufficient measures can and will be taken to protect amenity and environmental health.

## Control of Pollution

### 13.98

Developments which cause noise, smell, smoke, soot, grit, dust, vibration or other forms of disturbance can damage the health of people,

animals and plants and lead to a deterioration of building materials.

### 13.99

The Government White Paper 'This Common Inheritance' attaches great importance to controlling and minimising pollution. It advises that relevant agencies should aim to prevent pollution, minimise risk to human health and the environment, and encourage and apply the most advanced technical solutions.

### 13.100

There are a number of agencies which have responsibilities for the regulation and control of pollution. The City Council in its role as the environmental health authority has an important role to play in monitoring and enforcing standards of environmental control. This Plan however, is concerned with the role of the City Council as the local planning authority and the control it exercises over pollution and nuisance, primarily through development control and enforcement.

### 13.101

Planning Policy Guidance Note 23 specifies that planning authorities should not seek to duplicate pollution controls, as these are the responsibility of the pollution control authorities. The role of the planning system is to regulate the location of development, to control operations in order to avoid or minimise adverse effects on the use of the land and the environment, and to regulate what happens to land after development, ensuring the land is restored to a condition suitable for the agreed after use.

## Unacceptable Levels of Pollution

### 13.102

The City Council will consult with the Environment Agency on any planning applications it considers might have significant pollution implications. Applications which are likely to give rise to unacceptable levels of pollution or nuisance will be refused, and a precautionary approach will be adopted where scientific knowledge is inconclusive.

**13.103**

In determining whether a development is likely to cause unacceptable levels of pollution, the City Council will consider:

- national and international standards and regulations;
- the advice of the pollution control authorities;
- Government guidance;
- neighbouring land uses; and
- the cumulative effects that may result, i.e. where emissions, noise, discharge or nuisance from the development would combine with those already existing to reach unacceptable levels.

**13.104**

In considering planning applications for potentially polluting development, the City Council will also have regard to the need to transport polluting substances or waste through areas surrounding the site. Where such development is to be permitted, the City Council will seek to control operations, where appropriate, through conditions or legally binding arrangements in respect of levels and methods.

**13.105**

Some commercial operations, such as car repairs and scrap metal merchants can cause environmental problems and harm residential amenity. Where such uses commence without planning permission, the City Council will undertake enforcement action. Some of the longer established businesses may have 'lawful use rights'. The City Council has little or no control over these businesses through planning powers, other than to encourage relocation to a more suitable area or to improve operations on site. The City Council will also control the effects of such uses through the implementation of environmental health legislation where appropriate.

**13.106**

PPG23 advises of the need to separate potentially polluting uses from other land uses. Where there are existing sources of pollution, it may be necessary to control the development of nearby sites in order to avoid future conflict.

### **Development Close to Existing Pollution Sources**

**13.107**

The City Council will discourage encroachment by housing and other developments which cannot reasonably co-exist with facilities that are already authorised. In such cases, failure to prevent such encroachment could lead to pressure for the imposition of higher standards at an unreasonable cost to the industry. Where planning permission is likely to be refused in such circumstances, the applicant may submit proposals to mitigate the effects of the existing authorised uses. The developer will be encouraged to negotiate with the City Council to find an acceptable solution.

## **PROTECTION OF WATER RESOURCES**

**EP12**

1. Planning permission will not be granted for development which, in the opinion of the City Council following consultation with the Environment Agency, would adversely affect the quality or supply of surface water or groundwater as a result of:

- i. the nature of the surface or waste water discharge; or
- ii. unsatisfactory arrangements for the disposal of foul sewage, trade effluent or surface water; or
- iii. the disturbance of contaminated land; or
- iv. the spillage or leakage of stored oil or chemicals.

2. Planning permission will not be granted for developments involving local abstraction of surface or ground water which in the opinion of the City Council following consultation with the Environment Agency would:

- i. increase requirements for water, unless an adequate water supply already exists or would be provided in time to serve the development; or
- ii. pose an unacceptable risk to the current supply of water users.

### 13.108

Planning Policy Guidance Note 12 advises that particular attention should be paid to the protection of groundwater resources and water quality. Specific guidance on considerations affecting the acceptability of development from a groundwater protection viewpoint has been published by the former National Rivers Authority (NRA) in 'Policy and Practice for the Protection of Groundwater'.

### 13.109

The City Council will have regard to guidance relating to Liverpool which has been published by the former National Rivers Authority and the Environment Agency. This includes the Summary Groundwater Vulnerability Map with Explanatory Notes, the Policy and Practice for the Protection of Floodplains, the Catchment Management Plan for the River Alt and the Local Environment Agency Plan (LEAP) for the Lower Mersey.

### 13.110

On 1 April 1996, the NRA became part of the Environment Agency. The City Council will consult the Environment Agency about all applications that could have a detrimental impact on, or would otherwise significantly affect, water supply or quality. Any development involving potential groundwater abstractions will be referred to the Environment Agency. In determining applications, the City Council will be guided by the technical advice of consultees and by the guidance given in PPG12 and PPG23.

### 13.111

Liverpool lies over a major aquifer and its principal recharge area. Generally it contains high quality groundwater which, because of its geographical extent and high permeability, has been exploited extensively in the past for both public water supply and industrial purposes. Heavy industrial abstraction close to the Mersey has, however, resulted in localised areas of saline water intrusion. In addition, reduced abstraction in recent years is allowing water levels to recover pre-pumping conditions, which could create localised problems, for example, in excavations in low lying areas.

### 13.112

Deteriorating water quality can affect the supply of water for industry, general amenity, water-based recreation and nature conservation. The City Council will therefore, restrict developments which threaten the quality of coastal water, rivers, canals, lakes and ponds.

### 13.113

Where there are sandstone outcrops, the aquifer will be particularly vulnerable to pollution resulting from urban development since rainfall infiltration is reduced and recharge of the aquifer is slowed down. Waste disposal activities, quarrying and other operations which result in physical disturbance to the main aquifer will, therefore, be discouraged.

## Merseyside Estuary Pollution Alleviation Scheme (MEPAS)

### 13.114

As part of its commitment to the Mersey Basin Campaign, the City Council will support initiatives which lead to improvements in the quality of surface water. Current initiatives in support of the campaign include the Alt 2000 initiative and the Mersey Estuary Pollution Alleviation Scheme (MEPAS).

### 13.115

The MEPAS scheme will provide for the conveyance and treatment of sewage collected from a large part of Liverpool's sewerage network.



As a result, there should be a significant improvement in the water and aesthetic quality of the Mersey estuary. This improvement will enhance the recreational and development potential of the waterside area.

## Water Pollution

### 13.116

Adequate sewerage should be available to serve any new development. Private sewage plants require regular maintenance to ensure that the effluent meets their discharge consent. Failure to reach the required standard can result in inadequate dilution of effluents and pollution of the ground or surface water. All development proposals should be connected to the foul sewer, wherever possible.

### 13.117

Some activities, such as the disposal of effluent in soakaways, the landfilling of unsealed sites over permeable bedrock, the disturbance of contaminated sites, or the inappropriate storage of chemicals can result in the pollution of groundwater. Unless carefully designed and implemented, development which disturbs contaminated ground can cause pollution of surface waters.

### 13.118

Contaminated sites should therefore be adequately sealed against the leakage of polluted matter, while surface drainage should be directed away from the source of contamination. The clean-up of contaminated groundwater or the restoration of quantities or flows is difficult and very expensive. The City Council, in consultation with the Environment Agency will, therefore; refuse planning consent for developments which it considers pose an unacceptable risk of groundwater pollution, depletion or obstruction.

## Water Supply

### 13.119

An adequate water supply is essential for the City's sustainability. The supply of water for

industry, commerce and housing depends on various sources. Any development proposals which would have a significant impact on these resources because of the amount of water to be abstracted, will be referred to the Environment Agency for consultation. New development must have an adequate means of water supply and must not derogate existing users, cause low river flow, or adversely interfere with groundwater recharge.

## FLOOD PREVENTION

### EP13

1. Unless appropriate alleviation or mitigation measures are carried out, planning permission will not be granted for development which would:
  - i. be at direct unacceptable risk from flooding;
  - ii. be likely to increase the risk of flooding elsewhere;
  - iii. cause loss of access to watercourses for future maintenance;
  - iv. result in an adverse impact on the water environment due to additional surface water run off; or
  - v. have adverse effects upon the integrity of tidal and fluvial defences.
2. All works in, under, over or adjacent to water courses, waterbodies and the coast will need to be approved by the Environment Agency's Environmental Appraisal Procedure. Culverting and diversion will not be permitted except to enable reasonable access over a watercourse.

### 13.120

Planning Policy Guidance Note 12 advises that policies should reflect flood defence and land drainage issues, ensuring that proper precautions are taken against risks posed by coastal erosion

and flooding. Further guidance on the protection of the flood plain is contained in DoE Circular 30/92 'Development and Flood Risk'. This policy aims to protect the land drainage function of the natural watercourse system and prevent flooding.

### 13.121

Figure 13.3 shows the non-coastal floodplain in Liverpool. The City Council has been advised by the National Rivers Authority (now part of the Environment Agency) that there are no areas of the City at risk from coastal flooding.

### 13.122

New development, redevelopment and land-raising (usually associated with landfill) can increase the risk of flooding by reducing the storage capacity of the floodplain and impeding flows. In these circumstances, compensatory storage may be required.

### 13.123

Development schemes may also result in a substantial increase in surface water run-off since permeable surfaces are replaced by impermeable surfaces such as roofs and paving. This may increase the risk of flooding downstream to an unacceptable level and reduce infiltration to groundwater. Other consequential effects include increased pollution, silt deposition, damage to watercourse habitats and river channel instability, as well as reduction in both river base flows and aquifer recharge.

### 13.124

These effects can often occur at some considerable distance from the new development. Therefore, new development within the Upper Alt, Tue Brook and Croxteth Brook catchment areas, see Figure 13.4, will only be permitted where the City Council is satisfied that suitable measures, designed to mitigate the adverse impact of surface water run-off, are included as an integral part of the development. Where appropriate, the development should include provision for the long term monitoring and management of these measures.

### 13.125

The former National Rivers Authority identified channel inadequacies in the River Alt. Therefore, the Environment Agency and the City Council will recommend to developers that all developments within the upper Alt catchment will be required to restrict surface water run-off rates to existing levels or less. Mitigation measures will be required to balance any adverse impacts. The culverting of watercourses will not be permitted since it results in a break in the continuity of the river corridor and may also have serious implications for safety, maintenance and flooding.

### 13.126

At sites suspected of being at risk from flooding, but for which adequate flood risk information is unavailable, developers will be required to carry out detailed technical investigations to evaluate the extent of the risk. They will be required to assess surface water drainage impacts, and identify, implement and cover the costs of any appropriate mitigation works, including their long term monitoring and management. Mitigation measures are to be approved by the City Council in consultation with the Environment Agency.

### 13.127

Uncontrolled works in the vicinity of watercourses may lead to problems such as an increased risk of flooding, erosion of the beds and banks of watercourses, waterbodies and the coast, restricted access for maintenance and damage to the water environment generally.

### 13.128

The granting of planning permission does not remove the need to obtain relevant statutory consents or licences from the Environment Agency, for which implications for the water environment will be assessed.

## DEVELOPMENT BY PUBLIC UTILITY COMPANIES

### EP14

1. Planning permission will be granted for proposals which improve existing operational



**Halton Council, Knowsley Council,  
Liverpool City Council, Sefton Council,  
St.Helens Council and Wirral Council**

# **Joint Waste Local Plan 2013**





**5.11** Despite the importance of waste prevention in reducing the amount of waste that needs to be managed within the sub-region, there are limited opportunities for the planning system through the Waste LP to influence it. One of the key ways it can assist is through the requirement for planning applications to consider waste management at the planning, design and construction phases. This principally influences the amount of construction, demolition and excavation waste produced and the way it is managed. Policy WM8 for Waste Prevention and Resource Management is shown below.

## Policy WM 8

### Waste Prevention and Resource Management

Any development involving demolition and/or construction must implement measures to achieve the efficient use of resources, taking particular account of:

- Construction and demolition methods that minimise waste production and encourage re-use and recycling materials, as far as practicable on-site;
- Designing out waste by using design principles and construction methods that prevent and minimise the use of resources and make provision for the use of high-quality building materials made from recycled and secondary sources;
- Use of waste audits or site waste management plans (SWMP)<sup>6</sup>, where applicable, to monitor waste minimisation, recycling, management and disposal.

Evidence demonstrating how this will be achieved must be submitted with development proposals of this type.

### Explanation:

**5.12** Current Government Planning Policy requires sustainable waste management to go beyond the traditional remit of land use planning for waste management and address waste prevention in a more integrated way. The development management process is a key mechanism for delivering waste prevention and resource management practices on development sites. This can be achieved through binding legal agreements, use of waste audits, or the adoption of SWMPs.

**5.13** Although there are limited opportunities for planning to influence waste prevention and resource management, it is considered important for the Waste LP to act as a signpost for waste prevention issues including:

- Raising general awareness and understanding of waste issues;
- Raising the profile of waste prevention and the need to reduce the amount of waste produced across all activities and not just land use planning;
- Making the link between waste prevention and business resource efficiency.

**5.14** Further benefits of the Waste Prevention and Resource Management policy include:

- Improving the rate at which material can be diverted away from landfill (which is particularly important for the sub-region);
- Promoting waste prevention and resource management to the widest possible audience, and not just those developers who are covered by the SWMP Regulations.

**5.15** The adoption of more sustainable waste management practices is an increasingly important consideration in terms of improving business performance and efficiency. It is fast becoming financially essential for competitive businesses to make better use of resources and spend less money on waste disposal. Examples include reducing the consumption of raw materials, manufacturing aggregates from waste materials and lowering transport and waste collection costs.



**5.16** Evidence of how proposals are going to deliver the requirements of policy WM8 need to be submitted with any planning application. There are several mechanisms for doing this such as the Design and Access Statement, the SWMP (where applicable) or in a separate report.

### Policy and Evidence Base References:

PPS10, Waste Strategy 2007, Site Waste Management Plan Regulations 2008, Needs Assessment, Issues & Options Report, Preferred Options Report, Sustainability Appraisal Scoping Objectives and Report.

## 5.3 Design and Layout for New Development

### Sustainable Design of New Developments

**5.17** National and regional guidance identifies that waste management must be considered in any new development alongside other planning issues, and therefore policy areas in the Waste LP must be integrated with all the Districts' LDF documents. With respect to good design of new development, PPS10 requires the Waste LP to consider two distinctly different elements:

- Detailed consideration of waste management in design and layout of all new development;
- Design and construction of high quality waste management facilities that not only manage waste in a safe and responsible manner but also carefully consider their impact on, amongst others, amenity, townscape, landscape and transport.

### Integrating Sustainable Waste Management in the Design and Layout of New Development

In terms of influencing the design and layout of new development from a waste perspective this policy should help to move waste up the waste hierarchy in a local context by applying a best fit solution for each individual development, and by making it easier to recycle without having a negative effect on the street scene.

**5.18** Policy WM9 for Sustainable Waste Management Design and Layout for New Development is shown below.

### Policy WM 9

#### Sustainable Waste Management Design and Layout for New Development

The design and layout of new built developments and uses must, where relevant, provide measures as part of their design strategy to address the following:

1. Facilitation of collection and storage of waste, including separated recyclable materials;
2. Provide sufficient access to enable waste and recyclable materials to be easily collected and transported for treatment;
3. Accommodation of home composting in dwellings with individual gardens;
4. Facilitate small scale, low carbon combined heat and power in major new employment and residential schemes, where appropriate.

### Explanation:

**5.19** A significant proportion of Merseyside and Halton's population live in flats and terrace houses, or properties which were not constructed with multi-bin LACW<sup>6</sup> collections in mind. Further to this, the size of the average household is decreasing, with the number of single person households set to rise. The 2001 National Census figures indicated that approximately 33% of Merseyside households were single occupancy. This change in occupancy level is being reflected in the types and designs of new houses, with smaller properties and more apartments being built. This creates an ongoing challenge for sustainable urban design and modern sustainable waste management practices, particularly in terms of storage and collection of waste.



**5.20** However, it is not just design and layout of new residential development which needs to consider these issues. It is equally important for new commercial and industrial developments and other employment ventures to consider opportunities for incorporating sustainable waste management principles into their proposals. This is particularly important as the larger the development, the greater the opportunities for incorporating and maximising sustainable waste management practices. However, given that the majority of private sector employment in Merseyside and Halton is in SMEs, it is also important to ensure that sustainable waste management is promoted with all businesses irrespective of size.

**5.21** It is important to note that the type of recyclables collected and the method of collection is different in each district. Some districts have already expanded to cover kitchen food waste collections, and this may be rolled out more extensively as the targets to divert more waste from landfill increase. Therefore, reference should be made by the developer to the relevant Waste Collection Authority at the planning application stage, to ensure that proper consideration is given to the number and types of receptacle needed for waste collection.

**5.22** The inclusion of space for home composting will not be appropriate in all developments, for example communal apartments/flats due to insufficient space or management implications. However, where possible home composting should be encouraged, as this is another means by which the Waste LP can influence the amount of waste entering the waste stream.

**5.23** It is important that measures incorporated to meet the requirements of this policy are practical and capable of implementation in order to maximise the benefits that can be achieved by non-waste development in delivering sustainable waste management.

## Policy and Evidence Base References

**5.24** PPS10, Waste Strategy 2007, District UDPs, Emerging Local Plan Core Strategies, Issues & Options Report, Preferred Options Report, Sustainability Appraisal Scoping Objectives and Reports.

## 5.4 Design and Operation of New Waste Management Facilities

**5.25** The general negative, public perception of waste management facilities stem, in part, from the fact that in the past they were constructed with pure function in mind, and they were seen as poor quality, low technology development with little integration within their local setting, leading to a prevailing view that waste management uses are bad neighbours. This is understandable as significant impacts and amenity issues have arisen in the past and the negative perceptions continue to create issues and concerns.

**5.26** It is therefore, considered important to the communities, businesses and local authorities of Merseyside and Halton that the Waste LP specifically addresses the design and operational issues associated with waste management infrastructure.

**5.27** Design is more than just the way something looks or whether it works, and there is no prescriptive approach to follow. Good design needs to be forward-looking and flexible to respond to future policy and legislative requirements, as well as advances in technology. This is particularly important for waste management facilities as technologies rapidly change and market demand for re-usable and recyclable resources grows. Merseyside and Halton also needs to maximise the employment and economic opportunities that waste management facilities offer within the context of a highly restricted supply of land for employment uses.

**5.28** Policy WM10 covers the High Quality Design and Operation of New Waste Management Facilities.