
Report to: Planning Committee **Date of Meeting:** 8th February 2012

Subject: Liverpool Waters Planning Application – Neighbouring Authority Consultation

Report of: Jane Gowing **Wards Affected:** Linacre, Derby, Head of Planning Services Litherland, Church, Netherton & Orrell

Is this a Key Decision? No **Is it included in the Forward Plan?** No

Exempt/Confidential No

Purpose/Summary

To advise Members of a recent neighbouring authority consultation by Liverpool City Council on an outline planning application for ‘the comprehensive redevelopment of up to 60 hectares of former dockland at Liverpool Waters to provide a mixed use development of up to 1,691,100 sq m’. To suggest an appropriate response to this consultation for endorsement by Members and to be submitted by the agreed extended consultation deadline.

Recommendation(s)

That the report be noted and the suggested officer comments at paragraph 3.1 to 3.6 and 4.1 of this report be endorsed and submitted to Liverpool City Council by the extended consultation deadline.

How does the decision contribute to the Council’s Corporate Objectives?

	<u>Corporate Objective</u>	<u>Positive Impact</u>	<u>Neutral Impact</u>	<u>Negative Impact</u>
1	Creating a Learning Community		✓	
2	Jobs and Prosperity		✓	
3	Environmental Sustainability		✓	
4	Health and Well-Being		✓	
5	Children and Young People		✓	
6	Creating Safe Communities		✓	
7	Creating Inclusive Communities		✓	
8	Improving the Quality of Council Services and Strengthening Local Democracy		✓	

Reasons for the Recommendation:

Necessary to secure Member endorsement of a proposed consultation response.

What will it cost and how will it be financed?

(A) Revenue Costs

The decision to agree with these developments could help bring some indirect long-term economic benefits to Sefton, but similarly could also have some longer-term resource implications (e.g. infrastructure, population change, effects on local businesses etc). These, however, must be tempered by the wider benefits to Merseyside as a whole. Through our own strategic planning functions, through the Core Strategy in particular, we will need to monitor and address infrastructure requirements and population change, for the longer term, within Sefton.

(B) Capital Costs

N/a

Implications:

The following implications of this proposal have been considered and where there are specific implications, these are set out below:

Legal		
N/a		
Human Resources		
N/a		
Equality		
1.	No Equality Implication	<input checked="" type="checkbox"/>
2.	Equality Implications identified and mitigated	<input type="checkbox"/>
3.	Equality Implication identified and risk remains	<input type="checkbox"/>

Impact on Service Delivery:

None

What consultations have taken place on the proposals and when?

The Head of Corporate Finance (FD1277/11) and Head of Corporate Legal Services (LD665/12) have been consulted and any comments have been incorporated into the report.

Are there any other options available for consideration?

None

Implementation Date for the Decision

Following the decision of Planning Committee.

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Background Papers:

The following papers are available for inspection by contacting the above officer(s).

Liverpool City Council, Outline Planning Application Consultation, Ref LPA Ref:
100/2424

Liverpool Waters Planning Application – Neighbouring Authority Consultation

1. Background

- 1.1 Liverpool City Council has consulted the Council on the above planning application (received on 9th January 2012). The original 21-day deadline for response was set at 31st January 2012 but by agreement with Liverpool City Council officers an extended deadline for response has been set at mid February 2012.
- 1.2 The planning application can be inspected in the Liverpool City Council website under the following web link:

<http://northgate.liverpool.gov.uk/PlanningExplorer17/ApplicationSearch.aspx>
- 1.3 The planning application, which is a resubmission of an earlier undetermined application with amendments, has been submitted by Peel Land and Property (Ports) Ltd. It is in outline with all detailed matters reserved for subsequent approval. Members will be aware that Liverpool Waters is a major regeneration project at the heart of the city of Liverpool on the eastern bank of the Mersey and is intended to complement Wirral Waters, which was granted planning permission in November 2010.

2. Details of Scheme

- 2.1 The application is for a mixed use development and is worded as follows:

Site:

Liverpool Central and Northern Docks (Bramley Moor, Nelson, Salisbury, Collingwood, Trafalgar, Clarence Graving, West Waterloo, Princes Half Tide and Princes Docks, Liverpool L3

Proposal:

The comprehensive redevelopment of up to 60 hectares of former dock land to provide a mixed use development of up to 1,691,100 sq.m comprising: up to 733,200 sq.m residential (Class C3) (9,000 units), up to 314,500 sq.m business (Class B1), up to 53,000 sq.m of hotel and conference facilities (Class C1 (654 rooms), up to 19,100 sq.m of comparison retailing (Class A1), up to 7,800 sq.m of convenience retailing (Class A1), up to 8,600 sq.m of financial and professional services (Class A2), up to 27,100 sq.m of restaurants and cafes (Class A3), up to 19,200 sq.m of drinking establishments (Class A4), up to 8,900 sq.m of community uses (Class D1), up to 33,300 sq.m assembly and leisure (Class D2), up to 17,600 sq.m for a cruise liner terminal and energy centre (Use Sui Generis), up to 35,900 sq.m for servicing (Sui Generis), and up to 412,800 sq.m for parking (Sui Generis) together with structural landscaping, formation of public spaces and associated infrastructure and public realm works (Outline Application).

- 2.2 The background Planning and Regeneration Statement accompanying the planning application states at paragraph 1.1.2 that:

“Liverpool Waters is a major regeneration project involving sixty hectares of redundant docks in the heart of the city of Liverpool. Liverpool Waters seeks to create a unique sense of place, taking advantage of the site’s cultural heritage and integrating it with exciting and sustainable new development. Liverpool Waters will contribute substantially to the growth and economic development of the city, allowing ease of movement and strong connections between Northshore, its hinterland and the city centre. It will accommodate new and existing residents, attract national and international business and encourage a significant increase in the number of visitors to the city, adding to Liverpool’s cultural offer and providing a new and complementary destination.”

2.3 In terms of the scale of development, the planning application and supporting information specifies the following:

- up to 733,200 sq.m residential (Class C3) comprising some 9,000 units
- up to 314,500 sq.m business (Class B1),
- up to 53,000 sq.m of hotel and conference facilities (654 rooms), (Class C1),
- up to 8,600 sq.m of financial and professional services (Class A2),
- up to 27,100 sq.m of restaurants and cafes (Class A3),
- up to 19,200 sq.m of drinking establishments (Class A4),
- up to 19,100 sq.m of comparison retailing (Class A1) up to 7,800 of convenience retailing (Class A1)
- up to 8,900 sq.m of community uses (Class D1)
- up to 33,300 sq.m assembly and leisure (Class D2)
- up to 17,600 sq.m for a cruise liner terminal and energy centre (Use Sui Generis)
- up to 35,900 sq.m for servicing (Sui Generis); and
- up to 412,800 sq.m for parking (Sui Generis)

2.4 The two elements of particular interest to Sefton are residential and retail development and these are briefly addressed below:

(i) Residential Development

2.5 Specifically in terms of residential development proposed, the current planning application has slightly scaled down the level of housing to be delivered from the previous planning application, from some 9,400 units down to 9,000 units. These

dwellings are intended to be delivered within the five Liverpool Waters designated 'Neighbourhoods' and will comprise a mix of dwelling types and sizes comprising 40% 1 bedroom, 50% two bedroom and 10% 3 bedroom units. The majority of dwellings, although not all, will be delivered at high densities.

2.6 Broadly speaking development will take place in a south to north direction over a thirty years period, starting in 2012 and with the last dwelling completed in 2041. With the level of public sector/housing association properties in Liverpool significantly above national and regional averages, the applicant is not proposing that any large numbers of affordable housing will be provided, although it is intended that this will be reviewed over time in the light of new evidence on housing/affordable need as it emerges.

(ii) Retail Development

2.7 Specifically, in terms of retail development the applicants are proposing up to 19,100 sq.m of comparison retailing and up to 7,800 sq.m of convenience retailing to be delivered over the period to 2041. This development will be delivered by the five 'neighbourhoods' and by phasing periods as shown in the supporting information to the application, as follows:

Use Class	Neighbourhood (sq.m)					Total
	Princes Dock (A)	King Edward Triangle (B)	Central Docks (C)	Clarence Docks (D)	Northern Docks (E)	
	2012-2016	2016-2029	2021-2036	2031-2036	2036-2041	
A1 Shops (Comparison Retailing)	0	826	8,685	5,668	3,910	19,100
A1 Shops (Convenience Retailing)	100	1,000	4,168	1,500	1,000	7,800

2.8 Importantly, from the above, as a minimum 50% of comparison retail development will be delivered after 2031. Similarly, as a minimum 32% of convenience retail development will be delivered after 2031.

2.9 In assessing the trade impact of the proposed retail development on Bootle Town Centre over the time period to 2041, the assessment undertaken by the applicants planning consultants, WYG, has looked at a number of different scenarios. The baseline scenario, which they consider most likely, assumes that the expenditure generated by the expected new residential population over the period to 2041 will enable Liverpool Waters to be self sufficient in terms of retail provision. Further, as the bulk of retailing will come on board after 2021, they consider that there may be some potential for any surplus or residual expenditure to contribute towards neighbouring centres, including Liverpool City centre and to a lesser extent other centres, including possibly Bootle, in the period to 2021.

2.10 Notwithstanding the above, they have also assessed alternative impacts on centres in central and north Liverpool to 2041 utilising a range of trade diversions, which WYG consider will model differing impacts on the centres, including Bootle Town Centre.

The sensitivity scenarios consider high, medium and low trade from the city centre as follows:

- City Centre High – 90% from City Centre and 2.5% from Bootle
- City Centre Medium – 70% City Centre and 5% from Bootle
- City Centre Low – 50% City Centre and 10% from Bootle

2.11 Based on the scenarios above they have calculated that the worst case the impact on Bootle would range from -4.7% to -8.2% respectively. These figures are not considered sufficient to have an adverse impact on the future viability and viability of Bootle Town centre. Furthermore, it should be stressed again that these worst case scenarios would only occur if the retail elements were delivered at Liverpool Waters without the supporting residential and business uses, which is very unlikely, as the residential development is the prime driver of the development.

2.12 Furthermore, it is understood from WYG that the applicants have proposed a condition that will require any future applicant to submit a retail impact assessment for the specific blocks that contains any retail floorspace. This will help ensure that relevant tests, at that time, can be assessed appropriately against relevant national or local planning policy requirements. This provides a reassurance that any future retail development will still need to be assessed thoroughly in the light of any policy and capacity/need situation which will apply at that time the specific blocks are being promoted for development.

3. Head of Planning Services' Comments

3.1 The Regional Spatial Strategy for the North West is clear that priority should be given, in locational choices and investment decisions, to linking areas of economic opportunity with areas of greatest need of economic, social and physical restructuring and regeneration. This planning proposal offers a key opportunity to achieve such outputs by delivering, among other things, new housing new employment opportunities, new leisure and tourism facilities. Further to this, the Liverpool UDP (adopted in November 2002) and its saved policies firmly support the principle of such development, as does the emerging Liverpool LDF Core Strategy, which is currently at Revised Preferred Options Stage and in respect of which Liverpool Waters would appear to be of central importance in delivering key components of Liverpool's housing and employment needs in the years ahead.

3.2 The planning application is without doubt of key importance to Liverpool and the surrounding sub regional area. It offers the opportunity to transform a key part of the North Liverpool Dock system, bringing much needed and significant investment and jobs, new housing and creating a new high quality commercial, cultural and leisure destination to be delivered over a 30 to 40 year timescale. In this regard, it offers the potential to bring back into beneficial use an underused brownfield resource to the benefit of the wider sub regional area. In this sense, the proposal

should be strongly supported.

3.3 In terms of the wider housing perspective the development of this site has been scaled down significantly from the original scale of proposed development that was of the order of 23,000 dwellings when first suggested in 2006/2007. Furthermore, it is important to note that the 9,000 dwellings are intended to be delivered in a phased manner over a 30-year timeframe.

3.4 We have previously been concerned about the scale and timing of new housing development at the Liverpool Waters site. Given that the [former] HMRI NewHeartlands area was characterised as being a weak housing market area, there was the potential for overdevelopment and competition between developments at Liverpool Waters and other housing schemes in the HMR (particularly South Sefton part) area. Having read the applicants own assessment in their Housing Statement report, which states as follows:

- 5.1.4 In this regard the scheme will not have an impact on the viability or deliverability of alternative development sites and housing led regeneration schemes elsewhere in Liverpool.

- 5.1.7 Again, this demonstrates that whilst Liverpool Waters will make a significant contribution in bringing new housing and resident population to the local area, the phased approach to delivery will also ensure that there is sufficient opportunity and need for alternative sites within the City Centre and North Liverpool to come forward for development. As such the Liverpool Waters proposal will complement rather than compete with alternative sites and regeneration schemes. In particular, this controlled rate of development will ensure that there is no impact on the delivery of the HMR and any successor schemes within North Liverpool.

3.5 I would tend to concur that the Liverpool Waters scheme poses no immediate threat to the viability of the current HMR programme. In this regard, Members will be aware that key, new, HMR housing developments are taking place at Bedford-Queens and Klondyke. It is anticipated that the Bedford-Queens development will be completed within the next 3 years. While the redevelopment of the Klondyke will take a few more years to complete, it has sufficient market momentum, and is geographically further away from the Liverpool Waters site to be largely unaffected by the Liverpool Waters development.

3.6 In terms of the scale and nature and anticipated phasing of retail development proposed, I am not able to take our retained retail consultants' WYG's normal advice on this proposal as they are acting for the applicants in this instance. That said, bearing in mind the scale of retail development proposed, its close linkage to predominantly meeting needs identified by the residential and other development which is proposed, and its long lead in time to completion in 2041, I am content that there will be no significant retail implications for Sefton in general, and Bootle Town centre in particular, arising from this proposal. However, in order to protect Sefton it is important that we have sight of any planning conditions drafted to ensure that the retail element of the scheme can be adequately controlled and delivered in the phased manner proposed.

4. Conclusion

- 4.1 Taking account of all relevant factors, I would therefore suggest that Sefton raises no objections to Liverpool City Council with regard to these proposals providing: (i) the scheme does not materially change from what is currently proposed; and (ii) that we have the opportunity to comment on planning conditions relating to the phasing of the proposed retail development and how it is linked to the wider development of the site.
- 4.2 Accordingly, Members are asked to formally endorse these officer comments and agree that they be sent to Liverpool City Council as the Council's formal consultation response to the neighbouring authority consultation.

5. Financial Implications

- 5.1 The scale of the Liverpool Waters scheme, and its proximity to South Sefton, will inevitably have other implications for Sefton in terms of infrastructure (e.g. roads, services etc) and potentially on population. These may have long-term financial consequences for Sefton. However, at this stage it is difficult to quantify these or to say whether they will be offset by the benefits such a high profile regeneration scheme will bring. Through our own strategic planning functions, through the core strategy in particular, we will need to monitor and address infrastructure requirements and population change, for the longer term, within Sefton.