



# **Liverpool City Region**

## **Statement of Cooperation on Local Planning**

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## Executive Summary

- 0.1 This document has been prepared by the Liverpool City Region District Planning Officers and Planning Policy Managers Groups on behalf of the Liverpool City Region Combined Authority Housing and Spatial Planning Board<sup>1</sup> with aims of helping to fulfil the Duty to Cooperate by:
- Providing an agreed position of how strategic planning is currently being undertaken;
  - Providing a description of those strategic thematic topics affecting the city region;
  - Providing an approved mechanism for future and ongoing strategic planning; and
  - Identifying those areas of joint working that will be required in the period 2016 to 2021
- 0.2 Chapter 1, the introduction, provides a discussion about the background to the Liverpool City Region<sup>2</sup>, the legal and policy requirements regarding joint working and an overview of how the Liverpool City Region currently operates. Chapter 2 provides a position statement of statutory development plan status for each participating authority when this document was prepared.
- 0.3 Chapters 3 through to 9 provide a discussion on the key topics and themes that have been screened as having strategic cross boundary issues. For each of these chapters, the current position in the Liverpool City Region is described and the key cross boundary strategic issues identified. Each chapter also identifies future approaches to working and provides a closing summary of key actions (including their timescales and who is undertaking them) and who the key prescribed and other bodies for the topic area would be. Chapter 10 provides a brief summary of the existing key documents which are shaping the Liverpool City Region.
- 0.4 The Liverpool City Region planning authorities view this Statement of Cooperation on Local Planning as an important element of strategic planning which will assist future joint working and act as a useful tool for all the individual authorities to shape their approaches to working with benefits for not only individual plan making but also the future place shaping of the Liverpool City Region.

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<sup>1</sup> The LCR H&SPB comprises Councillors representing the six LCR Combined Authority members of Halton, Knowsley, Liverpool, Sefton, St.Helens and Wirral, with West Lancashire Borough Council attending by request as an Associate Member of the Combined Authority. It is supported by an Officer Coordination Group.

<sup>2</sup> For the purposes of this Statement of Cooperation, the Liverpool City Region (LCR) is taken to be the area of the six LCR Combined Authority member Councils plus West Lancashire Borough Council

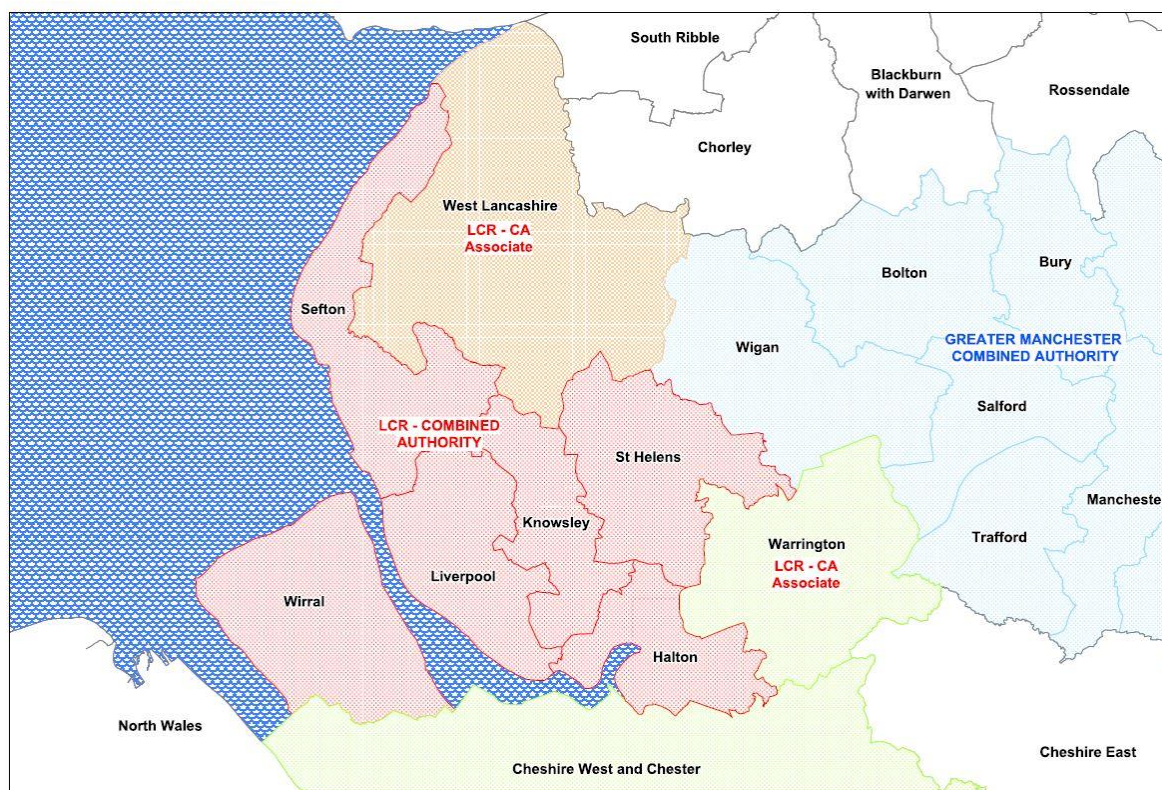
# 1. Introduction

- 1.1. The Duty to Cooperate became a statutory requirement on the 15th November 2011. It is a legal duty on Local Planning Authorities and certain public bodies to engage constructively, actively and on an on-going basis to maximise the effectiveness of Local Plan preparation relating to strategic cross boundary matters.

## *The Liverpool City Region*

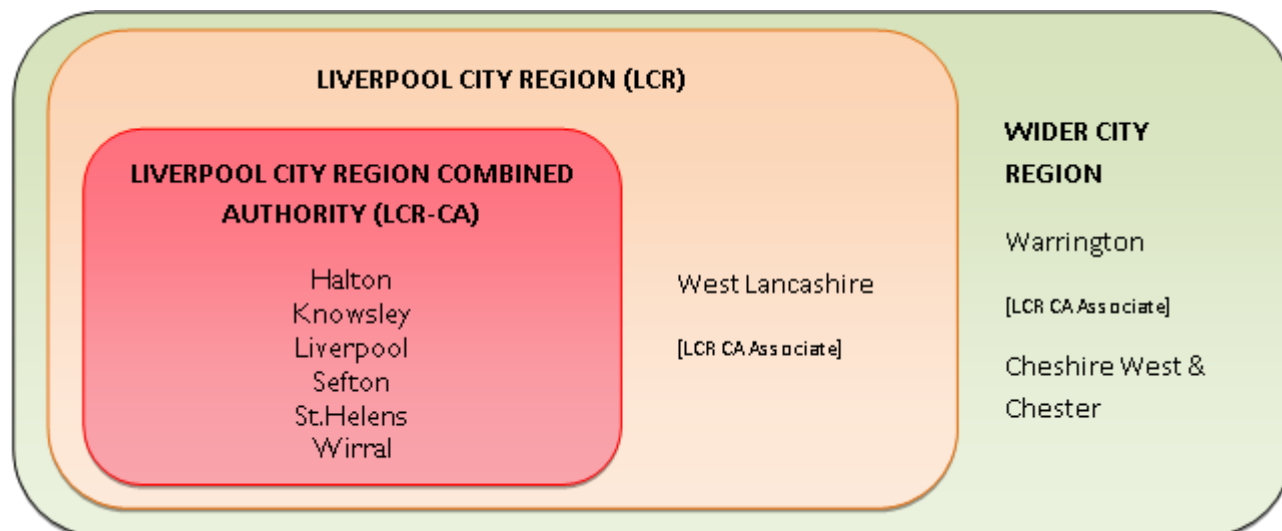
- 1.2. The Liverpool City Region (LCR) Combined Authority comprises the local authorities of Halton, Knowsley, Liverpool, Sefton, St. Helens, and Wirral. Warrington and West Lancashire are also associate members of the LCR Combined Authority. For spatial planning matters West Lancashire are seen as part of the LCR whilst Warrington position themselves with the former Cheshire authorities, Greater Manchester and the LCR.

*Figure 1 – The Liverpool City Region Context and Setting*



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Figure 2 – Authorities comprising the Liverpool City Region Combined Authority and those associated with it.



- 1.3. The Liverpool City Region local authorities have a long history of collaboration on spatial planning and economic issues and have well-established partnership arrangements. Examples of past joint planning work include joint research and policy development for the Regional Spatial Strategy for the North West (RSS) through the Merseyside Policy Unit and the Merseyside Partnership, and currently through the Combined Authority<sup>3</sup> Housing and Spatial Planning Board (H&SPB), the H&SPB Officer Coordinating Group, Planning Officer level groups (District Planning Officers, Planning Policy Managers and Development Management Officers) and through the Liverpool City Region Local Enterprise Partnership (LCR LEP)<sup>4</sup>.

#### *Statement of Cooperation*

- 1.4. This Statement of Cooperation has been produced, and will be kept up to date by the Planning Policy Managers Group, with approval by the District Planning Officers Group. It has been prepared to help to outline the practical steps that are being taken to meet the Duty to Cooperate.
- 1.5. The aim of this document is as follows:
- To document how co-ordination on strategic planning matters is currently being undertaken;
  - To provide a description of the strategic thematic topics affecting the Liverpool City Region;

<sup>3</sup> West Lancashire Borough Council (WLBC) is an Associate member of the LCR Combined Authority

<sup>4</sup> WLBC is a corporate member of the LCR LEP

- c. To provide an approved mechanism for future and ongoing strategic planning; and
- d. To identify those areas of joint working that will be required in the period 2016 to 2021.

1.6. This document forms part of the evidence base and support for each authority's requirement to meet the statutory Duty to Co-operate established through the Localism Act 2011 and required through the National Planning Policy Framework (NPPF).

#### *Overview of Duty to Cooperate requirements*

1.7. The Localism Act (2011) and the National Planning Policy Framework require local planning authorities specifically to cooperate with other planning authorities, public bodies and stakeholders on strategic planning matters affecting two or more planning areas.

#### *The Localism Act 2011*

- 1.8. The key legislation governing the Duty to Cooperate is the Planning and Compulsory Purchase Act 2004 (PCPA 2004), as amended by the Localism Act 2011. Section 33A of the PCPA 2004 (as amended) requires local planning authorities to “.....*engage constructively, actively and on an on-going basis.....*” with other local planning authorities, County Councils and other prescribed public bodies when preparing development plan documents and other local development documents. The Duty to Cooperate also includes supporting activities, such as the preparation of the evidence base, and the consideration of preparing agreements on joint approaches to strategic planning.
- 1.9. The Duty to Cooperate should be applied to any ‘strategic matter’ related to the preparation of the document. A strategic matter is defined as “*sustainable development or use of land that has or would have a significant impact on at least two2 planning areas including (in particular) sustainable development or use of land for or in connection with infrastructure that is strategic and has or would have a significant impact on at least two planning areas*” ( PCPA 2004 section 33A (4) (a)). The aim of such cooperation is to maximise the effectiveness of the documents. It is worth noting that whilst Combined Authorities are not specified as organisations to which the duty applies, the LCR authorities consider that they fall within the definition of ‘other bodies’ carrying out the activities in s33A (PCPA 2004) relating to ‘strategic matters’.

### *National Planning Policy Framework*

- 1.10. Paragraphs 178-181 of the National Planning Policy Framework (NPPF) provide guidance on planning strategically across local boundaries. Paragraph 181 states that:

*“Local planning authorities will be expected to demonstrate evidence of having effectively cooperated to plan for issues with cross-boundary impacts when their Local Plans are submitted for examination. This could be by way of plans or policies prepared as part of a joint committee, a memorandum of understanding or a jointly prepared strategy which is presented as evidence of an agreed position. Cooperation should be a continuous process of engagement from initial thinking through to implementation, resulting in a final position where plans are in place to provide the land and infrastructure necessary to support current and projected future levels of development”.*

- 1.11. Paragraph 178 of the NPPF also states that *“public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities ...”* The NPPF (paragraph 156) states that such priorities should include strategic priorities to deliver:
- a. the homes and jobs needed in the area;*
  - b. the provision of retail, leisure and other commercial development;*
  - c. the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);*
  - d. the provision of health, security, community and cultural infrastructure and other local facilities; and*
  - e. climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.*

- 1.12. The NPPF, however, makes it clear this list is not exhaustive.

### *The Liverpool City Region in Context*

- 1.13. Wirral and Halton share a boundary with Cheshire West & Chester, to the south of the LCR. St Helens and West Lancashire share a boundary with Wigan, to the east of the LCR. Additionally West Lancashire shares a boundary with Chorley and South Ribble, who along with Preston form the Central Lancashire spatial planning area. The boundary between Wirral and Wales (Flintshire) is formed by the River Dee. These adjacent authorities will, therefore, be engaged closely on strategic, cross boundary issues for the LCR under the Duty to Co-

operate, especially given the significant economic links these authorities have with the LCR.

1.14. The borough of Warrington, whilst outside the Liverpool City Region, forms part of the Mid-Mersey Strategic Housing Market Area with Halton and St.Helens and therefore has strong links to the City Region authorities.

1.15. Looking wider, the LCR represents one of two major metropolitan areas in the North West of England, and so engagement and co-operation with the Greater Manchester authorities will be an important cross-boundary issue, especially in light of the move towards a 'Northern Powerhouse' and the 'One North' agenda for transport infrastructure. The LCR also has significant linkages to North East Wales, with Wirral and Cheshire West and Cheshire forming part of the Mersey Dee Alliance, which addresses shared economic, social and environmental issues.

### *Governance Structures*

1.16. The LCR Combined Authority was established on 1<sup>st</sup> April 2014 covering the authorities of Halton, Knowsley, Liverpool, Sefton, St.Helens and Wirral. In late 2014 West Lancashire became an associate member of the Combined Authority and in mid-2015, Warrington also became an associate member. The remit of the LCR Combined Authority are the strategic economic development, regeneration, transport, strategic housing and employment and skills functions that can be better delivered collaboratively across the Liverpool City Region.

1.17. A Liverpool City Region Devolution Agreement was signed on 17<sup>th</sup> November 2015 between Halton, Knowsley, Liverpool, Sefton, St.Helens, Wirral and the Government, under which a new, directly elected Liverpool City Region Mayor will act as Chair to the Liverpool City Region Combined Authority. The Mayor will exercise the following powers and functions devolved from central government:

- Responsibility for a devolved and consolidated local transport budget, with a multi-year settlement to be agreed at the Spending Review.
- Responsibility for franchised bus services.
- Powers over strategic planning, including the responsibility to create a Single Statutory City Region Framework, a Mayoral Development Corporation and to develop with government a Land Commission and a Joint Assets Board for economic assets.

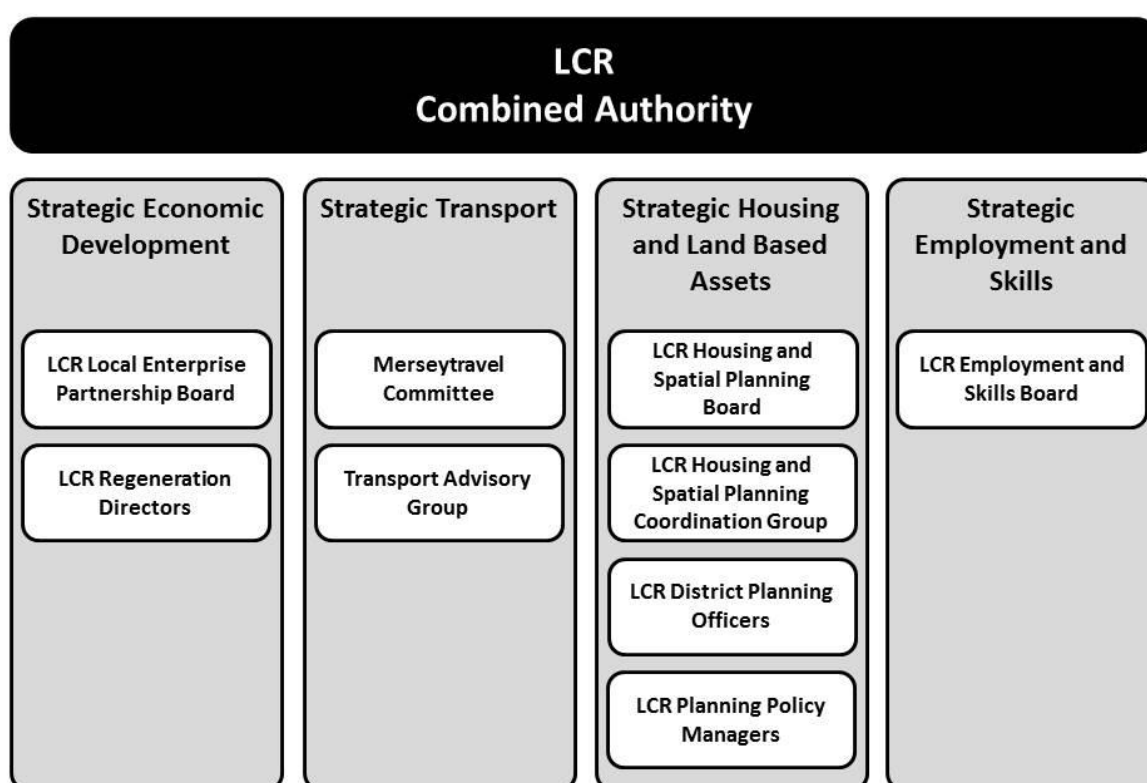
1.18. The Liverpool City Region Mayor will be required to consult Combined Authority Members on his/her strategies and spending plans, which the Combined Authority may reject if two-thirds of the constituent council members agree to



do so. A further Devolution Deal was announced on 16 March 2016 with further (non-planning) powers being devolved.

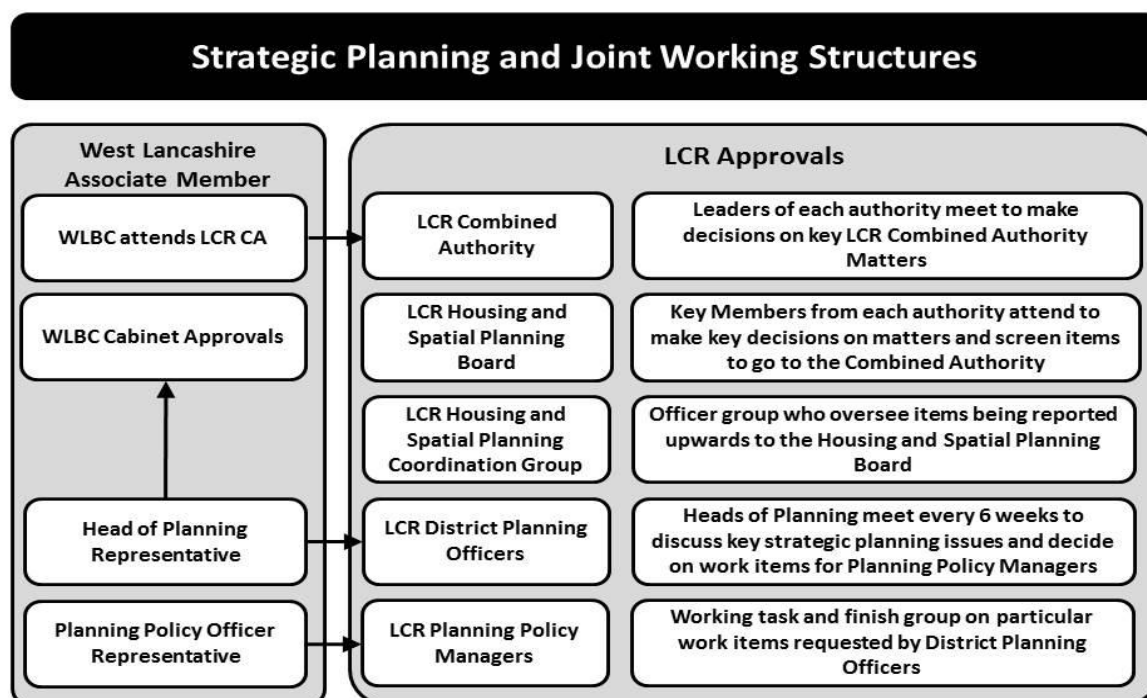
- 1.19. The development of a Single Statutory City Region Framework is intended to support the delivery of strategic employment and housing sites throughout the City Region. It will be focussed on high priority sites and schemes across the LCR CA area and the policies that are necessary to deliver these. Districts will still have their own plans to deal with detailed policies and allocations. The agreement states that the Framework would require approval by a unanimous vote of members appointed to the Combined Authority by the constituent councils, and that the LCR SSF approach must not delay the development of local plans. The Local Authorities within the LCR CA committed to delivering local plans by early 2017, pooling resources across the city region as necessary to do so, and these will support development of the single City Region Framework. The Statement of Cooperation will aid the process of preparing the SSF by identifying where joint work is required and will be updated when necessary to reflect emerging actions identified for the delivery of the SSF.
- 1.20. The Combined Authority discharges the thematic functions through the following arrangements:

*Figure 3 – LCR Themes and Governance*



- 1.21. Of particular relevance to joint strategic planning is the role of the Housing and Spatial Planning Board. This Board has been in operation since 2008 with a focus on looking at joint housing and planning matters. On the strategic planning side the work of the Housing and Spatial Planning Board is supported by LCR District Planning Officers (DPO) which itself is supported by the LCR Planning Policy Managers (PPM) group. Whilst both DPO and PPM primarily consist of representatives from the LCR authorities, papers are circulated to partners in the wider area who also have an open invite to attend meetings as and when particular issues arise.
- 1.22. Both LCR DPO and PPM Groups have been meeting for in excess of 10 years prior to the establishment of the Combined Authority. LCR DPOs comprises each authority's Head of Planning (or equivalent) with the Chair also attending the Housing and Spatial Planning Board as a key link officer. The DPOs provide a strategic level of discussion with additional attendees from Merseytravel<sup>5</sup>, Merseyside Environmental Advisory Service (MEAS)<sup>6</sup> and the LCR Local Enterprise Partnership (LEP). DPOs delegate items to the PPMs group who operate as a working level group on particular tasks. Additionally groups of Development Control Officers and Conservation Officers also meet regularly.

Figure 4 – Joint Working Structures



<sup>5</sup> Merseytravel – the Integrated Transport Authority for the LCR

<sup>6</sup> MEAS – provide environmental, ecological, waste and minerals advice to the LCR

*Agreeing a List of Relevant Strategic Cross Boundary Issues*

- 1.23. The LCR authorities have been undertaking a focused piece of work on how best to work together and fulfil the Duty to Cooperate. This work commenced more formally in June 2014 where the LCR authorities (and others) participated in a workshop facilitated by the Planning Advisory Service. This workshop provided an initial methodology for identifying cross boundary issues. Since then the work has continued and has been refined through the LCR PPMs group which has culminated in the production of this Statement.
- 1.24. The key strategic issues requiring co-operation at the City Region level which are covered in the following sections include:
- Housing
  - Economic Development (including Superport)
  - Transport
  - Infrastructure (Utilities and Community)
  - Environment
  - Retail, Leisure and Tourism
- 1.25. Other cross-boundary issues may exist between individual City Region authorities or between City Region authorities and neighbours or partners elsewhere that will be addressed individually between these authorities without the need for City Region wide agreement or working.

## 2. Local Planning

2.1. The current local planning position will be kept up to date on an annual basis. As of 1<sup>st</sup> March 2016, four of the authorities within the LCR have an adopted 'post 2004' development plan. Halton, Knowsley and St. Helens have each adopted a Core Strategy and West Lancashire a new style Local Plan. Additionally a Joint Waste Local Plan covering the LCR Combined Authority<sup>7</sup> was adopted in 2013. These Plans completed their examinations and were adopted post introduction of the NPPF and the Duty to Cooperate. In that respect they are considered up to date. The table below summarises the position of adopted Development Plans as of March 2016.

*Table 1 – Summary of Adopted Development Plans at March 2016*

<b>Local Planning Authority</b>	<b>Pre 2004 Development Plans Part Saved</b>	<b>Post 2004 Adopted Development Plan</b>
<b>Halton</b>	Unitary Development Plan 2005	Core Strategy 2013
<b>Knowsley</b>	Unitary Development Plan 2006	Core Strategy 2016
<b>Liverpool</b>	Unitary Development Plan 2002	-
<b>Sefton</b>	Unitary Development Plan 2006	-
<b>St. Helens</b>	Unitary Development Plan 1998	Core Strategy 2012
<b>Wirral</b>	Unitary Development Plan 2000	-
<b>West Lancashire</b>	Replacement Local Plan 2006	Local Plan 2014
<b>LCR Combined Authority</b>	-	Joint Halton & Merseyside Waste Local Plan 2013

2.2. All of the authorities are working on new Development Plans either whole new Local Plans or separate documents to support the delivery of adopted Core Strategies.

- Halton is working on a Delivery and Allocations Local Plan to supplement its Core Strategy and has undertaken a Regulation 18 consultation.
- Knowsley adopted their Core Strategy in 2016 and are updating their evidence base;
- Liverpool is preparing a Local Plan and has undertaken a Regulation 18 consultation.
- Sefton is preparing a Local Plan, this was submitted to the Secretary of State in August 2015, and has been subject to Examination. The Council are now preparing Modifications to the Plan;

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<sup>7</sup> West Lancashire is covered by the Lancashire Minerals and Waste Local Plans

- e. St Helens is preparing a Local Plan and has undertaken a Regulation 18 consultation.
- f. Wirral is preparing a Core Strategy Local Plan and has undertaken consultation on a proposed Submission Draft, however a further consultation is expected on a revised proposed Submission Draft later in 2016.

2.3. The LCR authorities will continue to ensure that any studies or other research being produced for the LCR area for planning, housing, economic development and transport (and others) will be publicised to relevant LCR authorities and groups so they can have input and ensuring the resulting evidence can inform multiple work streams and ensure consistency. The H&SPB Coordinating Group, Regeneration Directors Group, DPOs and PPMs groups will notify each other of any such opportunities. An example of this in practice is the Economic Forecasts being produced in 2016 by the LEP and Merseytravel for the LCR area. These forecasts will inform the LEPs' Single Growth Strategy, Merseytravel's strategies and the LCR SHELMA and potentially other work, ensuring a consistency of approach.

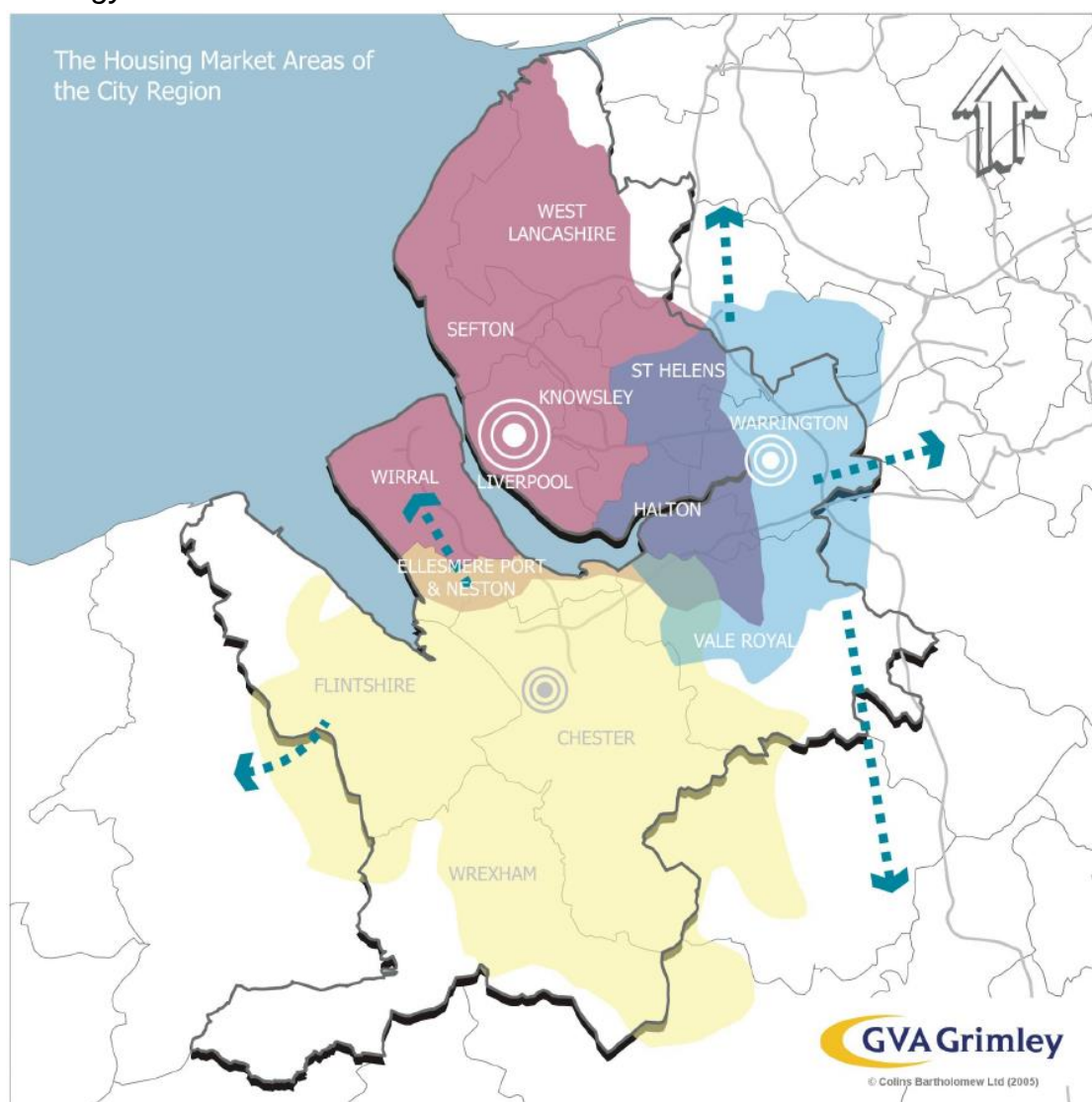
### 3. Housing

#### *Current Position*

#### *Housing Market Areas*

3.1. The Liverpool City Region Housing Strategy of 2007 identified two key Housing Market Areas (HMAs). Firstly, a Northern Liverpool Housing Market Area – incorporating Knowsley, Liverpool, Sefton, West Lancashire and Wirral. Secondly, an Eastern Liverpool Housing Market Area – incorporating Halton, St Helens and Warrington, and also known as the Mid-Mersey HMA. Such HMAs do not adhere neatly to local authority boundaries and there was significant overlap between the two HMAs and those outside the LCR. These are illustrated in the plan below from the 2007 Strategy.

*Figure 5 – LCR Housing Market Areas from Liverpool City Region Housing Strategy 2007*



- 3.2. Data from the 2011 Census indicates that the Mid-Mersey area still represents a logical Housing Market Area (with 75% of local moves being within or between the three authorities). Whilst initial analysis of migration data supports the fact that Liverpool, Sefton and Wirral could each be considered a self-contained housing market area given that each show a greater than 70% self-containment in terms of migration<sup>8</sup>. However, neither Knowsley nor West Lancashire can show such high levels of self-containment, and so a future Strategic Housing Market Assessment (SHMA) will need to define the most appropriate housing market area(s) so that the housing market area(s) identified can show greater than 70% self-containment.
- 3.3. It should also be noted that some LCR authorities also have housing market links with surrounding HMAs outside the LCR, including HMAs covering Wigan (West Lancashire, St Helens and Warrington) and Cheshire West & Chester and Wales (Wirral, Halton and Warrington).
- 3.4. Within any HMA there are localised housing markets as well, with some authorities having a stronger level of self-containment in housing market terms as a result (for example Wirral) and others having particularly close housing market ties between parts of their authorities (for example between North Sefton and western West Lancashire). These factors will be taken account of when agreeing the appropriate geographies of housing markets in the LCR going forward.

#### *Household Projections*

- 3.5. National Planning Practice Guidance (PPG) emphasises the use of official population and household projections as a starting point for assessing housing need, as these are based on nationally consistent assumptions and methodology. The 2012-based Household Projections for the Liverpool City Region are set out in Table 3.

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<sup>8</sup> National Planning Practice Guidance, Reference ID: 2a-011-20140306

*Table 2 - Household Projections*

<b>Local Authority</b>		<b>2012-based Household Projections (average annual housing projection) (2012~37)</b>
<b>Knowsley</b>		233
<b>Liverpool</b>		1,238
<b>Sefton</b>		533
<b>West Lancashire</b>		140
<b>Wirral</b>		610
<b>“Northern HMA” Total</b>		2,754
<b>Halton</b>		235
<b>St Helens</b>		450
<b>Warrington</b>		826
<b>“Eastern HMA” Total</b>		1,511
<b>LCR TOTAL</b>		4,265

*Objectively Assessed Need*

- 3.6. The Mid-Mersey SHMA (January 2016) identifies an Objectively Assessed Housing Need (OAN) for Halton, St Helens and Warrington of 1,756 homes per year. Knowsley’s Local Plan found an Objectively Assessed Need (OAN) of 450 homes per year and the Sefton Local Plan Inspector’s Initial Findings (February 2016) supported an OAN of 640 homes per year.

*Provision for Travellers and Travelling Show People*

- 3.7. In relation to provision for Travellers, the authorities of Knowsley, Liverpool, Sefton, St Helens, West Lancashire and Wirral recently completed a Merseyside and West Lancashire Gypsy & Traveller Accommodation Assessment (GTAA) that identified the specific need for Gypsy, Traveller and Travelling Showpeople provision within each authority to 2033. It is agreed between the six authorities that this is the need for each authority, to be taken forward in each authority’s Local Plan. The Assessment identified the need for 42 permanent pitches for Gypsy and Travellers and 1 plot for Travelling Showpeople, as well as 22 transit pitches across the study area.
- 3.8. Halton has previously worked with the former Cheshire authorities on gypsy and traveller matters, and it was deemed appropriate (cost, methodology, timing) to continue to work on this basis for the latest Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTTSA) covering the period 2012 to 2028. This quantified the needs of the Gypsy, Traveller and



Travelling Showpeople community arising in Cheshire, the study area, as an additional 175 pitches for Gypsy and Travellers and 44 plots for Travelling Showpeople.

### *Emerging Evidence Base*

- 3.9. The seven Liverpool City Region authorities are preparing a Strategic Housing and Employment Land Market Assessment (SHELMA). This will consider what Housing Market Area(s) and Functional Economic Market Area(s) exist in the Liverpool City Region and set out the Objectively Assessed Need within the area of the seven City Region authorities in terms of housing numbers and employment land. It will take account of economic forecasts for the Liverpool City Region being prepared by the LCR LEP and other economic factors, such as the impact of SuperPort and other significant economic impacts. The SHELMA will inform the emerging LCR Housing Strategy, LCR Single Spatial Framework and Local Plans in the LCR area. Work has commenced in early 2016 and it is due to complete in Autumn 2016.

### *Strategic Cross Boundary Issues*

- 3.10. While the previous section demonstrates that the LCR authorities have co-operated on the strategic, cross-boundary issue of housing delivery in the preparation of the current iteration of Local Plans, it is recognised that even closer co-operation will be required to prepare future iterations of Local Plans across the LCR in order to ensure the delivery of sufficient new housing to meet the needs and growth aspirations of the LCR overall.
- 3.11. Several Liverpool City Region authorities have reviewed and amended, or are currently reviewing, their Green Belt boundaries in order to address their housing (and in some cases employment) requirements. Even where authorities have not had to do this, it is likely that the supply of land suitable for housing that is not within the Green Belt will be limited and may not be sufficient to meet housing requirements (collectively) across the LCR in the next iteration of Local Plans. For this reason, the LCR authorities recognise the need to continue their commitment to co-operate on this key issue in line with Policies in the National Planning Framework (NPPF).
- 3.12. Where strategic Green Belt release is necessary now or in the future, the LCR authorities are committed to considering the review and amendment of Green Belt boundaries in a consistent manner in accordance with NPPF and with regard to the impact on the wider Merseyside Green Belt as a whole.
- 3.13. With regard to provision for Travellers, all authorities involved have accepted the findings of the Merseyside and West Lancashire GTAA and will seek to

address their need for Traveller provision within their boundaries subject to the Local Plan preparation process and appropriate evidence gathering. This is with the exception of West Lancashire, who, though they accept the findings of the GTAA, are unable to identify sufficient sites to meet their full need at this time.

- 3.14. Halton have accepted the findings of the Cheshire, Halton and Warrington GTTSA and will seek to address their need for Gypsy and Traveller provision within the borough.

#### *Future Co-operation, Joint Work and Monitoring*

- 3.15. The LCR authorities are committed to working together on the LCR SHELMA. The SHELMA will inform the emerging LCR Housing Strategy, LCR Single Spatial Framework and Local Plans in the LCR area.

## Housing Summary

Action	Timescale	Who
Prepare a LCR SHELMA to determine HMA(s) and identify OAN within the LCR area	Ongoing, due to complete September 2016	All LCR authorities (Halton, Knowsley, Liverpool, Sefton, St Helens, Wirral and West Lancashire)
Relevant Prescribed Bodies to consult (as appropriate)	Other key stakeholders to consult (as appropriate)	
Neighbouring Authorities (especially Wigan, Flintshire, Warrington and Cheshire West & Chester); Lancashire County Council; Homes and Communities Agency; LCR LEP; Lancashire LEP; and Cheshire and Warrington LEP.	Housing Developers Registered Providers	

## 4. Economic Development

### *Current Position*

#### *Functional Economic Market Area*

- 4.1 A Functional Economic Market Areas (FEMA) relates to the actual area that an economy operates within rather than simply looking at areas in terms of their administrative boundaries. Defining FEMAs is important to ensure that decisions and interventions on the economy are undertaken at the right spatial level. There is no universally agreed approach to defining FEMAs and no definitive map of FEMAs. They vary in size and boundary, depending on the issue under consideration (e.g. retail catchments, travel to work areas) and the criteria used to define them.
- 4.2 In 2004 the Northern Way defined the LCR (comprising of Halton, Knowsley, Liverpool, Sefton, St. Helens and Wirral) as was one of eight city regions within the North of England, based on an analysis of FEMAs. The defined extent of the LCR FEMA was informed by an analysis of travel-to-work data to major employment nodes (Liverpool)<sup>9</sup>. Liverpool was found to be the main driver and employment centre in a typical polycentric city region structure. This methodology was adopted as the best indicator available for an economically based definition, i.e. the flow of labour. It was accepted that the boundaries of city regions are 'fuzzy' and that the analysis of different geographical relationships, such as for example travel-to-shop, travel-to leisure or housing markets, gave rise to different geographies, but an economically based approach was considered most suited to a strategy aimed at enhancing economic performance.
- 4.3 A 2007 Local Government Association Study called 'Thriving Local Communities – Mapping Sub Regions' sought to map sub-regional economies. It considered travel-to-work data and sensitivity to different criteria, such as self-containment and minimum size (100,000 jobs), and took account of migration flows from the 2001 Census and markets for Goods and Services using the Annual Business Inquiry. This produced many different possibilities, split by catchment size, catchment self-containment, professional class, markets and migration. The preferred sub-regional economies showed were a Merseyside and Chester sub-regional economy, which included the authorities of Halton, Knowsley, Liverpool, Sefton, St. Helens, West Lancashire and Wirral, and also parts of the former

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<sup>9</sup> Moving Forward: The Northern Way First Growth Strategy Report (2004)

Chester, Ellesmere Port and Neston Council and Vale Royal local authority areas (now within Cheshire West and Chester), alongside some of Warrington and Wigan local authority areas.

- 4.4 The North West Regional Spatial Strategy (RSS) (2008) did not define a FEMA for the LCR, but did define the LCR for "the purposes of articulating RSS policy" as covering six local authorities<sup>10</sup> and also stated that the LCR "extends as far as Chester, Ellesmere Port and Neston, Vale Royal and West Lancashire." Similarly a 2011 report, 'Liverpool City Region - Building on its Strengths', stated that the LCR has a population of around 1.5 million, but when catchment areas of "Liverpool city centre shops, and of specialist health and education facilities... the spread of the Merseytravel train network, travel to work flows, the spread of housing markets, and the areas served by sports, entertainment and cultural facilities" are considered, an urban region centred on Liverpool that spreads from Wrexham and Flintshire to Chester, Warrington, West Lancashire and across to Southport with a population of 2.3 million can be identified.

#### *Joint Working*

- 4.5 Liverpool City Region Development Programme was agreed in 2005 by The Mersey Partnership and its private, public and third sector partners, including the Merseyside local authorities. The LCR CA authorities collaborated on the production of a Regional Economic Strategy (2006) through the North West Regional Assembly and this informed various successful European Union funding bids.
- 4.6 The LCR local authorities have previously worked together to produce joint Local Plan evidence based studies in relation to economic development including the Merseyside Employment Land Study (2004), Merseyside Green Belt Study (2004), 2010 Joint Employment Land and Premises Study (Halton, Knowsley, Sefton and West Lancashire Councils) and the 2011 Housing and Economic Development Evidence Base Overview Study (all LCR authorities). .

#### *Travel to Work*

- 4.7 Travel-to-work data from the 2011 Census was released in 2014 and will be used to inform future work to define FEMA(s) within or covering the LCR area as part of the SHELMA.

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<sup>10</sup> Halton, Knowsley, Liverpool, Sefton, St. Helens and Wirral

*Liverpool City Region Local Enterprise Partnership (LEP)*

4.8 The LCR LEP has responsibility for strategic economic development in the LCR CA and is the principal structure for economic development cooperation in the LCR CA area. West Lancashire is part of the Lancashire LEP but also a Corporate member of the LCR LEP.

4.9 The EU Structural and Investment Funds Strategy 2014-2020 (SIF Strategy) forms a key part of the LEP's Strategic Economic Plan. Development of the SIF Strategy included the integration of wider City Region strategies including the Liverpool City Region Employment and Skills Strategy (2010). With an EU funding allocation of £190m, City Region partners have prepared a programme to maximise investment opportunities and tackle barriers to growth.

*Emerging Evidence Base*

4.10 The Liverpool City Region is preparing a Strategic Housing and Employment Land Market Assessment (SHELMA). This will set out the Objectively Assessed Need for the City Region in terms of housing and employment land requirements, including the anticipated economic growth generated through the Superport proposals (where appropriate). The SHELMA will review the FEMA geography for the LCR using the latest Travel to Work data from the 2011 census, which was released in 2014. Initial analysis by LCR planning officers indicates that past linkages remain broadly the same. More detailed analysis of this data is required to confirm the FEMA. The SHELMA will also take account of new economic forecasts being prepared by the LCR LEP.

4.11 Pending the outcome of the SHELMA, the LCR area will continue to be recognised as the FEMA within which the LCR local authorities sit for planning purposes, however it is recognised that commuting patterns and business catchment areas do not stop at the LCR FEMA boundary and that there are important economic linkages to parts of Cheshire, North Wales and Warrington. Equally it is also recognised that the LCR is not an island economy and has significant economic linkages with other city regions in the North West, including Greater Manchester and Central Lancashire.

*Strategic Cross Boundary Issues*

4.12 The LCR LEP Strategic Economic Plan (2014) has identified an £8.2bn output gap between the LCR and the national average, with average GVA per head in the City Region at 75% of the national average. To tackle this gap, the Strategic Economic Plan indicates that the LCR needs:

- 18,500 businesses to match the UK average business density
- An additional 35,000 individuals to be economically active to match the national average
- An additional 46,200 individuals in employment
- Respond to the shortfall of 90,000 jobs in our economy
- Increase household income– the deficit is equivalent to £1,700 per head

4.13 The Liverpool City Region Spatial Investment Plan Liverpool City 2014-2017 (2013) found there to be a rapidly diminishing supply of available and good quality land for industrial and distribution type uses across the LCR. The Investment Plan indicated that this land shortfall should be recognised as an urgent economic development priority for the City Region.

4.14 The Liverpool City Region Partners Housing and Economic Development Evidence Base Overview Study (2011) also found there to be a long term employment land undersupply of 386 hectares to 2031 across the LCR. This undersupply was based on employment land requirements identified at the local authority level, which were identified using both take-up based and labour demand based calculations, with the preferred models identified based on local justification and relevance.

### *SuperPort*

4.15 SuperPort is the name given to the cluster of projects, investment and activity across and beyond the Liverpool City Region to develop a multimodal freight hub. The vision of SuperPort is to bring together and integrate the strengths of the ports, airports and freight community to create a SuperPort for freight and passenger operations within the Liverpool City Region. Superport is one of the LEP's four "transformational priorities" and a major part of the Growth Deal with Government and is recognised as a key opportunity to stimulate growth in the region. Superport, the Port of Liverpool and transport infrastructure implications are discussed in more detail in chapter 5, and the potential implications for employment land demand are discussed here.

4.16 The growth of the Port of Liverpool, which spans areas in Sefton, Liverpool and Wirral, will be greatly enhanced by the construction of the Seaforth River Terminal (Liverpool 2), a deepwater container terminal in Sefton. It is due to open in Summer 2016 and will enable the Port to accommodate container ships more than three times the size of those which can currently use the Port (13,500

TEU<sup>11</sup> as opposed to 3,500 TEU). Port expansion will create significant job opportunities for communities across the Liverpool City Region, both directly at the Port and through a wide range of other businesses which depend on goods brought in and out of the Port, and it will impact on the demand for employment land.

- 4.17 In March 2014 the LCR LEP published a study on SuperPort<sup>12</sup>, which assessed the overall demand and supply of land for logistics and manufacturing up to 2034. Demand from three sources was assessed: that derived from economic activity; additional demand from changes to the Port of Liverpool; and secondary demand generated through multiplier effects. The projected long term demand for logistics and manufacturing facilities was estimated at 634 hectares (net) up to 2034. This implies that annual average take up of logistics space will almost double over a twenty year period. The study indicates a shortfall of suitable available land, and does not indicate where the land should be provided. Also, the employment land targets for each LCR authority have not yet taken account of the additional demand created by the SuperPort. The LCR Authorities consider that the SHELMA should consider the implications of the Superport for employment land requirements in the LCR, and so the SHELMA will review the impact of the Superport on the demand for employment land.

#### *Future Cooperation, Joint Working and Monitoring*

- 4.18 The LCR authorities are committed to working together on the LCR SHELMA, which will take account of employment land needs, including the implications of Superport. The SHELMA will inform the emerging LCR Single Spatial Framework and Local Plans in the LCR area.

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<sup>11</sup> TEU stands for a "Twenty-foot Equivalent Unit", the standard 20 feet long, 8 foot tall shipping container.

<sup>12</sup> LCR LEP and Superport partners: Superport: Global Freight & Logistics Hub, May 2014

<sup>12</sup> Liverpool City Region, SuperPort. An Analysis of the Supply Of, And Demand For, Distribution Space within the Liverpool City Region (NAI Haywards, March 2014)

Action	Timescale	Who
Prepare a LCR SHELMA to review FEMA for the LCR and determine employment land requirements for the LCR area	Ongoing, due to complete September 2016	Halton, Knowsley, Liverpool, Sefton, St Helens, Wirral and West Lancashire
<b>Relevant Prescribed Bodies to consult</b> (as appropriate) Neighbouring Local Authorities ((including Lancashire County Council, Warrington, Wigan, Flintshire and Cheshire West & Chester) Liverpool LEP Cheshire and Warrington LEP Lancashire LEP Homes and Communities Agency		<b>Other key stakeholders to consult</b> (as appropriate) Port of Liverpool and ABP and associated shipping lines, logistics companies, hauliers, warehousing and distribution centre operators Liverpool John Lennon Airport Land agents Key LCR employers Business community Universities and colleges Utility providers Chambers of Commerce The Mersey Dee Alliance



## 5. Transport

- 5.1. Transport infrastructure and networks are key enablers of economic growth and prosperity and are essential to the quality of life of the city region. The transport network supports the economic growth of the City Region by providing the necessary transport conditions for inward investment and business relocation, through improved connectivity to local and national destinations. Crucially the transport network supports the movement of goods and people, enabling them to access work, training, shopping and leisure opportunities.

### *Current Position*

- 5.2. The Merseyside Local Transport Plan 3 provides a long-term strategy and delivery programme of transport investment and service improvements. It aims to give Merseyside a safer, sustainable, efficient and integrated transport network, accessible to all. The Plan is operational from 2011 until 2024 and covers Knowsley, Liverpool, Sefton, St Helens and the Wirral. The Local Transport Plan 3 for Halton (2011 to 2025) provides the long term strategy for transport in Halton and provides the detail of how the strategy will be delivered in the shorter term. The LCR CA now has statutory responsibility for LTPs, and as such has adopted the Merseyside and Halton LTPs as the policy position. The Local Transport Plan 3 for Lancashire (2011-2021) provides a similar role for West Lancashire, with a West Lancashire Highways & Transport Masterplan (2015) providing more detail on how Lancashire County Council and West Lancashire Borough Council see transport infrastructure evolving in West Lancashire in the future.
- 5.3. The Liverpool City Region Combined Authority document 'A Transport Plan for Growth' (March 2015) aims to improve the social, environmental and economic wellbeing of the city region, by delivering a world-class transport network. Recognising the policy position set by the LTPs, the Transport Plan for Growth guides a single strategic investment framework and delivery plan to support the long term LTPs. The Transport Plan for Growth has been developed to provide a clear vision for a successful transport provision in the city region, and act as an investment plan to promote and support economic growth. The LCR CA authorities and Merseytravel will continue to work together to deliver the LTPs and the Transport Plan for Growth, monitoring progress on an annual basis and producing updates to the TPfG when necessary.
- 5.4. Historical partnerships with Lancashire, Cheshire, Wales and Warrington still exist, covering areas such as road safety, policing and long term maintenance contracts, those wider partnerships are understood to be likely to continue into the foreseeable future.

- 5.5. Under the Localism Act, 2011 the Liverpool City Region Combined Authority assumed the role of the Integrated Transport Authority. The Transport Authority will continue with and develop the various relationships required to deliver the vision for transport in the Liverpool City Region Combined Authority area which cover the following areas:
- a. Freight and logistics
  - b. Housing and land-use planning
  - c. Economic development and regeneration
  - d. Employment and skills
  - e. Health and wellbeing
  - f. Carbon reduction and air quality
  - g. Connecting Communities
  - h. Visitor Economy
- 5.6. Work conducted on behalf of the Combined Authority with regard to Transport matters include:
- a. Long Term Freight Strategy;
  - b. Rail North Strategy
  - c. Electric Vehicle Strategy

#### *Emerging Evidence Base*

- 5.7. Each local authority, as part of the preparation of its Local Plan, has produced an Infrastructure Delivery Plan (IDP), within which the key issues relating to transport infrastructure within the relevant district are highlighted, alongside the presentation of on-going and forthcoming infrastructure developments. The LCR authorities have engaged with key stakeholders, with each other and with other adjoining authorities outside the LCR, in preparing their IDPs.

#### *Strategic Cross Boundary Issues*

- 5.8. Transport networks do not generally finish at the edge of the Liverpool City Region and the wider links across the country will need consideration. The key issues for the City Region are set out below:

#### *Mersey Gateway*

- 5.9. The Mersey Gateway will provide a new crossing of the Mersey between Widnes and Runcorn (both in Halton) and could have significant impacts on the traffic movements within the sub-region. It will provide a second road crossing of the Mersey and will continue to provide, alongside the Silver Jubilee Bridge, an important alternative to the M6. The bridge is currently under construction, and is expected to be completed in 2017.

*Sea ports and SuperPort*

- 5.10. Superport is the name given to the cluster of projects, investment and activity across and beyond the Liverpool City Region to develop a multimodal freight hub. The vision of Superport is to bring together and integrate the strengths of the ports, airports and freight community to create a SuperPort for freight and passenger operations within the Liverpool City Region.
- 5.11. The expansion of the Port of Liverpool is one of the key elements of the Liverpool City Region Local Enterprise Partnership (LEP)'s vision for a Superport, a global freight and logistics hub across the City Region.
- 5.12. The Port of Liverpool spans areas in Wirral, Liverpool and Sefton. It is one of the busiest and most diverse ports in the UK, handling over 30million tonnes of cargo every year and serving more than 100 destinations around the world. Associated British Ports (ABP) operates the Port of Garston at Garston in South Liverpool, which handles around 500,000 tonnes of cargo each year.
- 5.13. The growth of the Port of Liverpool and its integration with the Manchester Ship Canal (to Salford) should bring major economic benefits for the Liverpool City Region and the wider national economy by increasing opportunities for trade with the rest of the world, including key markets in the Far East and the Americas. Taking advantage of its central location in the UK, and being situated in the largest economic region in the UK outside of London, the Port of Liverpool is ideally located to move people and freight both at the lowest possible cost and with fewest carbon emissions.
- 5.14. The growth of the Port of Liverpool will be facilitated by the construction of the Seaforth River Terminal (Liverpool 2), which is currently underway and is due to be completed in Summer 2016. This will deliver a deepwater container terminal with the ability to accommodate some of the world's largest container ships (13,500 TEU as opposed to the maximum 3,500 TEU the Port can currently accommodate).
- 5.15. The City Region is working with the Government and Highways England to identify appropriate solutions to increase highway capacity to and from the Port, and wish to see the project included within national infrastructure planning. Improving access to the Port involves the delivery of packages of measures to improve access to the Port across all modes. Different modes impact on different authorities. For example, inland shipping, along the Manchester Ship Canal has specific implications for Warrington (where road swing-bridges are required to 'open' to allow ships to pass, causing traffic congestion). Strategic rail aspects may impact more on Liverpool or Sefton, while improved road access is likely to have the greatest impact on Sefton and Knowsley.

5.16. The following table provides a summary of the port and port-related infrastructure located within each authority in the City Region.

*Table 3 – Ports and port-related infrastructure in the LCR*

<b>Local Authority</b>	<b>Sea Ports (Ports of Liverpool and Garston)</b>	<b>SuperPort</b>
Knowsley		<ul style="list-style-type: none"> <li>• Potter Logistics Rail Freight Terminal</li> <li>• M57 Motorway</li> <li>• M62 Motorway</li> </ul>
Liverpool	<ul style="list-style-type: none"> <li>• Princes Dock</li> <li>• Port of Garston (ABP)</li> </ul>	<ul style="list-style-type: none"> <li>• Garston Freightliner Terminal</li> <li>• Liverpool John Lennon Airport</li> </ul>
Sefton	<ul style="list-style-type: none"> <li>• Seaforth Dock</li> </ul>	<ul style="list-style-type: none"> <li>• The Seaforth Rail Freight Terminal</li> </ul>
West Lancashire		<ul style="list-style-type: none"> <li>• M58 Motorway</li> </ul>
Wirral	<ul style="list-style-type: none"> <li>• Birkenhead Dock Estate – including Mersey Waters Enterprise Zone and International Trade Centre</li> <li>• Twelve Quays Ro-Ro</li> <li>• Cammell Laird</li> <li>• Tranmere Oil Terminal</li> <li>• Bromborough Wharf</li> </ul>	<ul style="list-style-type: none"> <li>• Manchester Ship Canal</li> <li>• Twelve Quays</li> <li>• M53 motorway</li> </ul>
Halton		<ul style="list-style-type: none"> <li>• Mersey Gateway</li> <li>• The Mersey Multimodal Gateway (3M)</li> </ul>
St Helens		<ul style="list-style-type: none"> <li>• M62 Motorway</li> <li>• M6 motorway</li> </ul>
Warrington		<ul style="list-style-type: none"> <li>• M62 motorway</li> <li>• M6 motorway</li> </ul>

### *Links into High Speed Rail*

5.17. There is a need for co-operation within the Liverpool City Region and wider to ensure that the area can capitalise on Government investment in High Speed 2 (HS2). HS2 should provide fast rail links between the North West, the Midlands and the south east and London. HS2 provides the opportunity to improve the business and tourism connectivity of the region and increase freight capacity by freeing capacity on the West Coast Main Line for freight services. Across the City Region, that will mean planning development to make the most of potential links to HS2 and to potential for increased levels of freight.

5.18. There may also be a need for co-operation in relation to High Speed 3 (HS3), to support any additional proposed improvements to the rail network incorporate links to the Liverpool City Region, and to ensure that they are well planned for. HS3 is a proposal to link the northern cities of England together with fast rail connections.

#### *Liverpool John Lennon Airport*

5.19. Liverpool John Lennon Airport has the potential to be a key driver in the local economy. Providing jobs, attracting businesses and delivering visitors to the area. The operational area of the airport is within Liverpool but is also in close proximity to Halton and Knowsley.

5.20. National Aviation Policy published in March 2013 makes it clear that land outside existing airports which may be required for airport development in the future needs to be protected against development which would be incompatible with the potential development of future runways.

5.21. The Liverpool John Lennon Airport Masterplan (November 2007) looks to provide further airport infrastructure improvements including a runway extension, the development of enhanced freight facilities and a new eastern access road. The Airport Surface Access Strategy (2011) looks to strengthen services between key interchanges and improve access to passenger transport facilities.

5.22. Liverpool John Lennon Airport Masterplan considers the potential to provide a new Eastern Access Road to serve the airport. Although this is mostly located within Halton, it is considered that it is likely to be necessary to co-operate with the wider City Region to ensure that the appropriate route is identified and any impacts are mitigated appropriately. The Masterplan is due to be updated in 2016.

#### *Connectivity*

5.23. It is expected that there will be a need for the Liverpool City Region to co-operate internally and externally in relation to other strategic elements of transport infrastructure, which will help to improve local, regional and national connectivity of the City Region. This will encompass projects and schemes such as the Borderlands Line enhancement, Halton Curve, Skelmersdale Rail Link, Burscough Curves, Rail Electrification, motorway junction improvements on the M56 and M58 and improved walking and cycling routes as part of Green Infrastructure across the region and beyond.

*Future Co-operation, Joint Work and Monitoring*

- 5.24. The LCR authorities will continue to liaise and cooperate on cross boundary transport issues through planning policy officers sharing information at DPOs and PPMs meetings, which Merseytravel attend. The LCR CA authorities and Merseytravel will continue to work together to deliver the LTPs and the Transport Plan for Growth, monitoring progress on an annual basis and producing updates to the TPfG when necessary.
- 5.25. On-going review of transport infrastructure provision will be undertaken on a local authority basis, through the preparation and review of Local Plans and supporting IDPs.

Action	Timescale	Who
Take account of Superport in LCR SHELMA study	SHELMA due to complete in September 2016	All LCR Authorities
Deliver the LTPs and the Transport Plan for Growth, monitoring progress on an annual basis and producing updates to the TPfG when necessary	Ongoing	All LCR CA Authorities
<b>Relevant Prescribed Bodies to consult</b> (as appropriate) Merseytravel Neighbouring Highways Authorities (especially Warrington, Wigan and Cheshire West & Chester) Neighbouring Local Authorities (especially Warrington, Wigan and Cheshire West & Chester) Civil Aviation Authority Office of Rail and Road (ORR) Network Rail Highways England Department for Transport Marine Management Organisation Liverpool City Region LEP Cheshire and Warrington LEP Lancashire LEP Lancashire County Council Welsh Government (Transport)	<b>Other key stakeholders to consult</b> (as appropriate) Port of Liverpool and associated shipping lines, logistics companies, hauliers, warehousing and distribution centre operators Liverpool John Lennon Airport Rail North Canal and River Trust Atlantic Gateway Land agents Key employers The Mersey Dee Alliance	

## 6. Utilities Infrastructure

6.1. In order to deliver successful new development, it is essential to ensure adequate provision of utilities infrastructure. This includes: water; waste water; electricity; gas; renewables; decentralised energy; waste collection, recycling and disposal; and, telecommunications infrastructure. Waste is also discussed in the Environment chapter. The need to ensure the alignment of the City Region's investment and growth plans with the plans of utility providers is highlighted within the Liverpool City Region Growth Plan.

### *Current Position*

6.2. Utilities infrastructure can operate at a range of different geographies:

- a. Water and waste water infrastructure operates across the North West region and Wales. Water supply for the Liverpool City Region comes from a range of local and more distant sources, including most significantly sources in Cumbria and North Wales.
- b. Waste water infrastructure has a drainage function, which should be considered alongside the geography of flood catchment areas, flood plains and river drainage channels, as well as the physical location of waste water treatment works. The main river catchments affecting the Liverpool City Region include the Mersey Basin catchment and the River Alt catchment, with the River Douglas catchment also affecting a large part of West Lancashire and the River Dee catchment affecting parts of Wirral. The Sankey Brook covers most of St. Helens and north west Warrington, draining into the River Mersey.
- c. The high voltage electricity transmission networks are operated nationally by National Grid and provide grid connection points at Prenton (Wirral) and Lister Drive (Liverpool). The electricity is distributed locally in the Liverpool City Region by two Distribution Network Operators (DNO) at 132kV and below. Scottish Power Energy Networks covers the core of the City Region, specifically Halton, Knowsley, Liverpool, Sefton and Wirral and parts of St. Helens, Warrington and West Lancashire. Electricity North West is the DNO that covers the periphery of the City Region, specifically most of West Lancashire and parts of St. Helens and Warrington.
- d. National Grid owns and operates the national transmission system for gas throughout most of the UK, and also operates the low and medium pressure local gas distribution network across the whole of the Liverpool City Region.
- e. Telecommunications have a fluid geography, dependent on technology, particularly given the prevalence of broadband facilities in the City Region and increased reliance on wireless technologies.



- f. Decentralised energy production by definition is located close to the load it serves, rather than being part of the centralised transmission network. This can include renewable energy or other small scale energy generation.
- g. District heating is a system for distributing heat generated in a centralised location for residential and commercial heating requirements within a particular defined area. The heat generation can be from local scale fossil fuel burning or renewable technologies.
- h. The location of renewable energy technology is dependent on the type of technology employed. Wind farms can only successfully be located in on or off shore areas prone to high levels of wind, similarly, solar panels are best deployed on south facing slopes and roofs. Tidal technologies can clearly only be located in coastal areas, and geothermal technologies can only be deployed in areas of suitable geology. There is scope for a variety of these technologies within the Liverpool City Region. Electricity generation from these technologies are either used on or near to sites, but can also be related back to distribution networks.
- i. Waste collection is dealt with by individual authorities with disposal and recycling coordinated by the Merseyside Recycling and Waste Disposal Authority (MRWA). There is an existing network of waste management facilities, both publicly and privately owned, all of which are required to manage the identified waste management needs for Merseyside and Halton. The Merseyside and Halton Joint Waste Local Plan identifies the need for additional waste management facilities up to 2027.

### *Emerging Evidence Base*

- 6.3. Each local authority, as part of the preparation of its Local Plan, has produced an Infrastructure Delivery Plan (IDP), within which the key issues relating to utilities infrastructure within the relevant district are highlighted, alongside the presentation of on-going and forthcoming infrastructure developments. The LCR authorities have engaged with key utilities infrastructure partners, with each other and with other adjoining authorities outside the LCR, in preparing their IDPs.
- 6.4. These partners have primarily been engaged through meetings with local authorities to discuss investment plans. Utilities partners have also directly approached local authorities in relation to specific projects, e.g. by United Utilities in relation to its Water Resources Management Plan.
- 6.5. The co-operation between local authorities and utilities infrastructure providers has been positive. Examples of evidence or joint projects completed include:

- a. **Infrastructure Delivery Plans:** All Local Authorities have produced an IDP to support Local Plans which has been prepared in consultation with utilities providers.
- b. **Water Cycle Studies:** Wirral Council and Liverpool City Council commissioned a joint Water Cycle Study to identify capacity and constraints to growth that may be imposed by the water cycle and how these can be resolved. The study demonstrated that while there are some potential local limitations to achieving growth, no show-stoppers have been identified. Cross boundary issues were identified for the Sandon dock waste water treatment works and associated sewer network, as the catchment also includes parts of neighbouring Sefton Council and Halton Borough Council. A Mid-Mersey Water Cycle Study was prepared in 2011 for the Halton, St.Helens and Warrington Council areas. The Study concluded that there are no major constraints to growth within the Mid-Mersey area, however issues related to wastewater infrastructure capacity and water quality issues will need to be addressed.
- c. **Water Infrastructure:** Water Treatment & Water Supply Local Authority Sub-regional Working (Duty to Cooperate) meeting held on 30th January 2014.
- d. **Electricity Infrastructure:** A meeting was held between Electricity North West and Scottish Power and representatives of the LCR LPAs on 15th August 2013 to assist in the preparation of Local Plans and also to influence the provision of infrastructure improvements by electricity distributors
- e. **West Lancashire Statement of Common Ground with United Utilities:** A statement was jointly drafted in advance of the Local Plan Examination hearings setting out the up to date position in respect of water utilities infrastructure capacity and how this can accommodate planned growth.
- f. **Liverpool City Region Renewable Energy Capacity Study:** This joint commission provided the technical evidence base to support local planning authorities in setting out a policy framework for low and zero carbon development. It identified priority zones and projects for different types of renewable energy infrastructure to be included in Local Plans.
- g. **Merseyside Connected:** aims to bring Superfast Broadband and improved broadband speeds to businesses and communities across Merseyside. The project is a collaboration between Knowsley, Liverpool, Sefton, St Helens and Wirral Councils, with a total budget of £5.46 million in phase 1 and £700,000 in phase 2, funded by Broadband Delivery UK (BDUK).
- h. **Waste:** Merseyside and Halton Waste Local Plan 2013 (see chapter 8 for more detail) and the Joint Recycling & Waste Management Strategy (2011-2041), produced by the Merseyside Recycling & Waste authority (MWRA).

*Strategic Cross Boundary Issues*

- 6.6. The effective operation of utilities infrastructure which serves the Liverpool City Region's communities must be an on-going strategic priority for all local authorities. All authorities must recognise and respond to the additional pressure placed on utilities infrastructure facilities as a result of new development.
- 6.7. Key issues affecting all local authorities include:
- a. Waste water management capacity:** United Utilities have informed local authorities about capacity of selected waste water treatment works, and the need to ensure that surface water drainage from new development is minimised through the use of Sustainable Drainage Systems.
  - b. Potable water supply:** The North West is classed as water neutral in that as much water is used as is received. Consequently the City Region does not currently suffer from water stress in terms of supply. However, this could change as a result of climate change, the Habitats Directive effects and the demand of local development which are predicted to diminish the yield of drinking water resources in the region.
  - c. Utilities provision for large development sites:** Major development sites, particularly those at the edge of the existing urban area, need to be supported by suitable utilities infrastructure, including District heating Schemes (where feasible).
  - d. Coordinating with utilities companies asset management plans:** All areas must continue to maximise opportunities to align Local Plan preparation with the preparation of (typically) 5-year asset management and infrastructure investment programmes of utilities providers.
  - e. Digital infrastructure:** Digital infrastructure is key to the success of growth sectors across the City Region.
  - f. Waste:** implementing, monitoring and reviewing the Joint Waste Local Plan
- 6.8. Key issues affecting selected local authorities include:
- a. Renewable energy take up:** Opportunities for the take up of renewable technology will need to be considered as part of the preparation and implementation of Local Plans. Strategic infrastructure such as wind farms, solar farms and tidal schemes will only be feasible in certain parts of the City Region.
  - b. Electricity distribution capacity:** Scottish Power Energy Networks Manweb is responsible for the distribution of electricity across much of the Liverpool City Region. Whilst capacity of the network is, in the main, good, there are a couple of areas where capacity is less than 2 MVA and deemed to be under pressure. These areas include the Sefton Coast, Ainsdale to

Southport along the West Lancashire boundary and Kirkby and Simonswood in Knowsley and West Lancashire and parts of Bromborough in Wirral.

- c. **Implementation of district heating schemes:** There may be significantly greater opportunities for district heating schemes in areas where there is a sufficient market for heat and power, e.g. industrial parks or major new mixed use schemes, such as Wirral Waters.
- d. **Waste water management capacity:** This issue needs to be considered on a cross-boundary basis, as waste water treatment works catchments do not align with local authority boundaries. Given links to flood risk, drainage and river courses, this can affect different combinations of authorities, requiring careful joint working.
- e. **Major new development:** Where a local authority is planning a major development within its Local Plan, or there is a major development proposal, whether this is a regeneration scheme, urban extension or infrastructure project, there will be a need to consider impacts on utilities provision in that district, but also potentially in neighbouring districts where the development is close to a local authority boundary, e.g. electricity and gas network capacity.

#### *Future Co-operation, Joint Work and Monitoring*

- 6.9. On-going review of utilities infrastructure provision will be undertaken on a local authority basis, through the preparation and review of Local Plans and supporting IDPs. Regular review of the type, location and geographical catchments of utilities infrastructure across the city region can be a key part of this work.
- 6.10. It is expected that as existing evidence begins to age, e.g. Water Cycle studies or Renewable energy feasibility evidence, this will be reviewed on a sub-regional or joint authority basis, where appropriate.

## Utilities Infrastructure Summary

Action	Timescale	Who
Review of utilities infrastructure provision: liaison with infrastructure providers and neighbour LPAs when there are cross-boundary issues, preferably on a service catchment basis	On-going annual review	All LCR Authorities
Review of existing evidence base studies: Liaison with appropriate partners when there are cross-boundary issues	On-going annual review	All LCR Authorities
Individual Infrastructure Delivery Plans: Liaison with appropriate partners when there are cross-boundary issues	On-going annual review	All LCR Authorities
<b>Relevant Prescribed Bodies to consult</b> (as appropriate) Neighbouring Authorities (especially Wigan, Flintshire and Cheshire West & Chester) Lancashire County Council Environment Agency Natural England Marine Management Organisation Nature Connected (the Local Nature Partnership for Merseyside)	<b>Other key stakeholders to consult</b> (as appropriate) Merseyside Recycling & Waste Authority Natural Resources Wales Mersey Dee Alliance Utility Providers <i>Strategic utilities infrastructure partners include the following:</i> United Utilities – water and waste water Dwr Cymru Welsh Water – waste water National Grid – Gas transmission and distribution, electricity transmission Scottish Power – Electricity distribution Electricity North West – Electricity distribution Environment Agency Mobile Operators Association BT - telecommunications Virgin – telecommunications Strategic pipeline operators	

## 7. Community Infrastructure

7.1. Community infrastructure is at the heart of successful places. It ensures provision of critical services including healthcare and education. Its importance is reflected in the Liverpool City Region Growth Plan, which emphasises the role of different elements of community infrastructure in facilitating economic growth. Institutions such as universities, colleges and hospitals are identified as strategic assets in supporting key growth sectors.

### *Current Position*

- 7.2. Community infrastructure can operate at a range of different geographies:
- a. The geography of school education infrastructure is defined at the strategic level by the formal Local Education Authority (LEA) boundaries (i.e. unitary or county council boundaries), and more locally, by school catchment areas.
  - b. Similarly, the geography of primary care infrastructure is formally defined, for example by NHS England, Clinical Commissioning Groups (CCGs) and NHS Foundation Trusts. CCG boundaries generally follow those of Local Authorities, whereas NHS Foundation Trusts have varied geographies, including across Local Authority boundaries. These organisations are complemented by local health centres, GP surgeries, dentists and pharmacists.
  - c. Emergency services infrastructure was traditionally aligned to the previous County boundaries, for example the Fire and Rescue and Police Services which operate across Merseyside, Cheshire and Lancashire, with localised community stations located across the geographical area. The Ambulance Service has been re-organised and now operates across the North West of England region.
  - d. Prison and probation services may be located in a particular area, but do not necessarily serve that geographical catchment, due to the way prison and probation spaces are allocated. It is therefore helpful to consider this infrastructure within the national operation of the Prison Service.
  - e. Social care geography is defined by the geography of the relevant local authorities, which hold statutory responsibility for care. Many additional types of local community infrastructure are operated by local authorities, including libraries, community centres, community safety services, parks, leisure and sports facilities, cemeteries and crematoria.
  - f. The geography of cultural infrastructure is more loosely defined, and may operate at a local community level, such as a church or community centre, or a more strategic level across the City Region, for example, the large museums, galleries and other visitor attractions within Liverpool city centre and other locations.

- g. Higher education institutions, including the several major Universities in the City Region serve national and international communities of students and researchers. There are other major cultural and leisure attractions, such as football stadia, which also attract a wider international audience.
- h. Private sector providers of community infrastructure, for example private hospitals and schools, may have greater freedom to define their own catchment areas in comparison to public services. This issue also relates to newly privatised services such as the Royal Mail.

### *Emerging Evidence Base*

- 7.3. Each local authority, as part of the preparation of its Local Plan, has produced an Infrastructure Delivery Plan, within which the key issues relating to community infrastructure within the relevant district are highlighted, alongside the presentation of on-going and forthcoming infrastructure developments. The LCR authorities have engaged with key community infrastructure partners, with each other and with other adjoining authorities outside the LCR, in preparing their IDPs.

### *Strategic Cross Boundary Issues*

- 7.4. The effective operation of community infrastructure which serves and supports the Liverpool City Region's communities must be an on-going strategic priority for all local authorities. All authorities must recognise and respond to the additional pressure placed on community infrastructure facilities as a result of new development.
- 7.5. Community infrastructure which operates on a geographical basis greater than an individual local authority area, which operates across authority boundaries or utilises built infrastructure located on or near to local authority boundaries can present strategic cross boundary issues. Key issues affecting all local authorities, that affect the whole City Region or that have cross-boundary implications include:
  - a. **Education:** ensuring successful delivery of pre-school, primary and secondary schooling services, working with private sector and academy partners where appropriate.
  - b. **Higher Education:** working with colleges and Universities to deliver higher education facilities which service a local, national and international audience. (affects universities / campuses in Liverpool, Halton and West Lancashire).
  - c. **Strategic cultural infrastructure:** maintaining and developing major museums, galleries and other tourist attractions and working with private sector providers e.g. football clubs operating stadia.

- d. **Local authority services:** ensuring successful delivery of key statutory and optional community infrastructure services run by local authorities, accounting for the financial issues associated with continued funding of these.
  - e. **Health services:** working with NHS and CCG partners to ensure successful delivery of primary care and other health services for communities within the City Region and working with NHS foundation trusts to ensure that specialist services associated with particular hospitals are delivered for the benefit of communities across the City Region (e.g. affects all authorities with specialist hospitals and those where hospital services are provided across a number of authorities).
  - f. **Emergency services:** working with police, fire and rescue and ambulance service providers to ensure successful delivery of emergency services across the City Region.
- 7.6. Two of the four key priority areas identified in the LCR's Growth Deal relate directly to community infrastructure, and must therefore be considered as strategic cross-boundary issues, as follows:
- a. **Skills and Education:** the provision of skills to enable economic growth including education and apprenticeships, not just at the higher education level but at further education level and through specialist colleges in the SuperPORT/logistics, Advanced Manufacturing, Visitor Economy and Low Carbon, Financial and Professional Services and Life Sciences sectors.
  - b. **Visitor Economy:** Building on the revival of Liverpool city centre as a world class business and leisure destination – i.e. Visitor attractions, museums, galleries, cultural offers, leisure facilities and other aspects of the visitor economy, such as hotels and restaurants, must be considered as an offer across the sub-region, as any visit to the sub-region may call on facilities in a number of different local authority areas.

*Future co-operation, joint work and monitoring*

- 7.7. On-going review of community infrastructure provision will be undertaken on a local authority basis, through the preparation and review of Local Plans and supporting IDPs, including liaison with appropriate partners when there are cross-boundary issues. Regular review of the type, location and geographical catchments of cultural infrastructure across the city region can be a key part of this work.



## Community Infrastructure Summary

Action	Timescale	Who
Review of community infrastructure provision: Liaison with appropriate partners when there are cross-boundary issues	On-going annual review	All LCR Authorities
Review potential to expand the scope of existing meetings to consider community infrastructure issues	Complete by end of May 2016	All LCR Authorities via DPOs/PPMs
<b>Relevant Prescribed Bodies to consult</b>		<b>Other key stakeholders to consult</b>
Neighbouring Education Authorities (including Lancashire, Wigan and Cheshire West & Chester)		Education Authorities
Neighbouring Authorities (especially Wigan and Cheshire West & Chester)		Higher Education Institutions
Lancashire County Council		Health Services (Including NHS England and relevant CCGs and NHS Trusts)
Primary Care Trusts(now replaced by NHS England and Clinical Commissioning Groups (CCGs)		Emergency Services
LCR LEP		National Museums Liverpool
Lancashire LEP		Religious organisations
		Tourism Boards (including Visit Liverpool)
		Prison Service (as part of Ministry of Justice)
		Visitor Attractions

## 8. Environment

- 8.1. The local planning authorities of the City Region have a history of working together to identify and jointly address strategic environmental issues. One of the principle means available to them in this regard is the jointly-funded Merseyside Environmental Advisory Service (MEAS) which provides local planning authority-specific services and collaboration across administrative boundaries for plans and projects. MEAS plays a role in joint commissioning and joint evidence base work for biodiversity and nature conservation, waste, minerals, contaminated land, renewable energy and the historic environment.

### *Current Position*

- 8.2. The Liverpool City Region has a rich and varied Natural Environment, including important natural habitats and a range of urban parks, designed landscapes and other features important for amenity purposes. Green Infrastructure and its natural environment benefits are both a local and strategic issue for the City Region and links to a number of key agendas including health and well-being, biodiversity, visitor economy and historic environment.
- 8.3. The Liverpool City Region also has a coastline and contains a number of rivers, canals and water bodies. By their nature, watercourses do not respect administrative boundaries and the current national approach is to manage them on a catchment basis under the leadership of the Environment Agency. The City Region contains four coastal or estuarine authorities (Halton, Liverpool, Sefton and Wirral) associated with the Rivers Mersey and Alt and West Lancashire has the Ribble estuary as one of its boundaries. Wirral is also bounded by the River Dee estuary.
- 8.4. A particular area for co-operation has been the management of flood risk, particularly given the naturally trans-boundary nature of river basins and the additional responsibilities recently given to Councils by the Flood and Water Management Act. With the exception of West Lancashire (who come under Lancashire County Council's authority on this matter), all the LCR authorities are now Lead Local Flood Authorities for their areas. The City Region is potentially vulnerable to flooding events from tidal sources, watercourses and groundwater sources, as well as from blocked, damaged and overloaded drainage infrastructure and failure of canal and reservoir structures.
- 8.5. The proximity of strategic urban redevelopment areas to European Natura 2000 nature conservation sites and their supporting habitat has rendered the Habitats Regulations of particular importance for the City Region. Following the

Habitats Regulations amendment, which explicitly identified the requirement for assessment of Local Plans, an approach across the LCR was explored and implemented from 2006. The number and importance of internationally designated sites in the city region relates directly to the need for a consistent approach across authority boundaries. The LCR CA authorities (except St.Helens) have contracted specialist consultants through MEAS to look at HRA matters in the area.

- 8.6. The local authorities of Knowsley, Liverpool, Sefton, St. Helens and Wirral jointly support the Merseyside Historic Environment Record (HER), which came under the management of MEAS in April 2014. Halton and West Lancashire are part of the Cheshire HER and Lancashire HER respectively. The HER is a key information source for the historic environment evidence base, covering both built and archaeological heritage, and provides a co-operation mechanism with other historic environment services in Cheshire, Greater Manchester and Lancashire through participation in the regular regional HER Working Group and Association of Local Government Archaeology Officers meetings.
- 8.7. Information provided by the HER informs both Local Plan and development management processes, though there are a limited range of strategic matters requiring action through the Duty to Co-operate, as most issues are site and District specific matters.
- 8.8. Halton, Knowsley, Liverpool, Sefton, St. Helens, Warrington and Wirral are Minerals Planning Authorities. West Lancashire is a two-tier authority area, where Lancashire County Council is the Mineral Planning Authority. As a heavily developed urban area, Merseyside is a significant consumer of aggregate minerals. The area is not a significant producer of land-won minerals but its port facilities are important for the landing and transhipment of minerals from marine and other sources and the area is a significant market for recycled and secondary aggregates. This includes participation in the Managed Aggregate Supply System (MASS) by monitoring activity in the LCR area and by participating in the work of the local Aggregate Working Party (AWP). In addition, the NPPF requires MPAs to produce an annual Local Aggregate Assessment for their area. The Liverpool City Region Authorities (excluding West Lancashire) are grouped together with Warrington and the 10 Greater Manchester authorities for the purposes of the MASS aggregate apportionment set out by Government, and have chosen to work jointly to produce a Local Aggregate Assessment for the whole of the apportionment area, which covers 17 local authorities. LAAs, which are subject to robust consultation through the AWP, have been completed on this basis in 2013 and 2014. This work is led on behalf of the LCR authorities by MEAS.

- 8.9. Each of the unitary authorities of the City Region is a Waste Planning Authority. As a two-tier authority area, Lancashire County Council is the Waste Planning Authority covering West Lancashire. Waste matters have strategic implications beyond individual authority boundaries and need to be considered accordingly, particularly as the Merseyside Recycling and Waste Authority (MRWA) exists to implement waste management across the City Region (excluding West Lancashire). The Joint Merseyside and Halton Waste Local Plan, which was adopted in 2013, provides a common policy and evidence base for the management of waste developments to 2027. The principal forum for co-operation is the District Planning Officers Group but additional requirements for co-operation with MRWA and authorities outside the city region will be needed from time-to-time.

### *Joint Working*

- 8.10. There are a number of areas of existing and emerging joint working in relation to environmental matters in the City Region. Examples include:
- a. Support for Merseyside Biobank and Cheshire rECOrd (the local record centres).
  - b. Contributing to the development of the North Merseyside Biodiversity Action Plan and an emerging Ecological Framework for the City Region.
  - c. A series of joint training events for LCR planners in Local Plans and Development Management on the Habitats Regulations and implications for future timescales, outputs and integration of Habitats Regulations Assessment into decision-taking across the LCR. MEAS also facilitate two joint contracts for provision of Habitats Regulations advice to Local Plan teams, providing a shared approach with reduced costs and enabling a consistent approach to be taken.
  - d. The Regional Flood and Coastal Committee (RFCC), which is a committee established by the Environment Agency under the Flood and Water Management Act 2010 that brings together members appointed by Lead Local Flood Authorities (LLFAs) and independent members with relevant experience.
  - e. Engagement with the statutory undertaker, United Utilities, through existing mechanisms such as the Environment Agency's River Basin Management Plans, to develop Local Flood Risk Management Strategies and to discharge the duties of Sustainable Drainage (SUDS) Approval Bodies and a consenting role for works to Ordinary Watercourses.
  - f. The establishment of the Merseyside Strategic Flood and Coastal Risk Management Partnership, which comprises representatives of the local authorities of Knowsley, Liverpool, Sefton, St Helens and Wirral.
  - g. The Merseyside Flood Risk Co-ordinator, which is a multi-disciplinary role that, in addition to supporting the Merseyside Flood & Coastal Risk Management (FCRM) Partnership, also supports the Strategic and

Tactical groups of elected members and officers in the management of Flood and Coastal Erosion Risks on Merseyside.

- h. Engagement with the North West England and North Wales Coastal Group, which was set up to bring together experts from a number of organisations across the region with coastal defence responsibilities.
- i. Joint working with Natural England, partly through the LCR Deal with Government and the Local Nature Partnership (Nature Connected), which has enabled progress to be made on the identification of future evidence and research related to functionally-linked habitats that support the internationally designated sites.
- j. Continued participation in the Managed Aggregate Supply System (MASS) by monitoring activity in the LCR area and by participating in the work of the local Aggregate Working Party (AWP).
- k. A Merseyside and Halton Joint Waste Local Plan - the Liverpool City Region authorities (excluding West Lancashire) have worked together to develop and adopt a joint Waste Local Plan and are continuing to work together on its implementation, monitoring and review arrangements.
- l. Engagement with the Cheshire and Merseyside Contaminated Land Officers Group (CLOG), which includes representatives from the LCR authorities (excluding West Lancashire), the Cheshire authorities, the Environment Agency and Public Health England.

### *Emerging Evidence Base*

8.11. The LCR CA authorities are currently working together on an Ecological Framework.

### *Strategic Cross Boundary Issues*

8.12. The environment presents a number of planning issues for all of the City Region, particularly given the proximity of and ease of travel from strategic urban redevelopment areas to European Natura 2000 nature conservation sites and their supporting habitat, the presence of protected species in the City Region, and broader aspirations to improve environmental quality for both ecological and social benefit. Although many issues can be managed locally by individual authorities, issues affecting key sites and their connectivity often require trans-boundary approaches.

8.13. The main strategic cross-boundary issues are:

- a. Increasing recreational pressure on HRA sites from residents visiting from all LCR authorities and areas further afield;
- b. In combination harm to designated sites through water abstraction and/or water discharge;

- c. Implementation of the relevant River Basin Management Plans and Shoreline Management Plan – both of which are currently managed and operated under different regimes; and
- d. The management of flood risk and flooding, including:
  - the development of Local Flood Risk Management Strategies for each authority),
  - discharging the duties of the SuDS Approval Bodies, and
  - management of coastal protection (including the implementation of the SMP) for the coastal authorities.
- e. Ongoing co-operation both within LCR and beyond (e.g. North West Waste Network) on management of strategic cross border waste movements and monitoring and review of the Joint Waste Local Plan;
- f. Continued ongoing co-operation on production of Local Aggregates Assessment both within LCR and with Warrington and Greater Manchester.

#### *Future Co-operation, Joint Work and Monitoring*

8.14. Given the strategic cross-boundary issues relating to the environment, there are several areas of potential future co-operation and joint working for the LCR authorities. These could include:

- a. Development of a joint LCR SuDS SPD
- b. Development of a Coastal Strategy for each individual coastal authority which implements the Shoreline Management Plan
- c. Continuing co-operation on flooding and flood risk issues
- d. Cooperating with neighbouring (and more distant) authorities to safeguard important minerals and aggregates
- e. Safeguarding of wharfrage and other facilities for the transport and processing of minerals and aggregates
- f. Monitoring of site requirements for built waste and recycling facilities within each authority area in line with the agreed Local Plan, which reflect other assumptions about how each waste stream will be managed in the future, including improvements in recycling and re-use
- g. Assessment and annual monitoring of joint Waste Local Plan
- h. Complete preparation of LCR Ecological Network as part of Local Plans evidence base.

8.15. In addition, the LCR authorities, MEAS, Natural England and Natural Resources Wales will need to work together to identify and deliver mitigation measures to protect HRA sites, potentially including enhanced access and habitat management, the provision of alternative recreational space away from the sensitive European sites and consideration of any potential water-related HRA issues.

## Environment Summary

Action	Timescale	Who
Continuing co-operation on flooding and flood risk issues across catchment areas (where appropriate)	On-going	All LCR authorities
Cooperating with neighbouring (and more distant) authorities to safeguard important minerals and aggregates resources and associated port, transport and processing infrastructure	On-going	All LCR authorities (Halton, Knowsley, Liverpool, Sefton, St Helens, Wirral through MEAS)
Working with neighbouring (and more distant) authorities to monitor the sales and movement of aggregates and to produce a joint Local Aggregate Assessment	Ongoing	All LCR authorities (Halton, Knowsley, Liverpool, Sefton, St Helens, Wirral through MEAS)
Monitoring of site requirements for built waste and recycling facilities	On-going	All LCR authorities (Halton, Knowsley, Liverpool, Sefton, St Helens, Wirral through MEAS)
Assessment and annual monitoring of joint Waste Local Plan	On-going	Halton, Knowsley, Liverpool, Sefton, St Helens, Wirral through MEAS
Complete LCR Ecological Network as Local Plan evidence base	March 2016	Halton, Knowsley, Liverpool, Sefton, St Helens, Wirral through MEAS
<b>Relevant Prescribed Bodies to consult</b> (as appropriate) Natural England Historic England Nature Connected (the Local Nature Partnership for Merseyside) Natural Resources Wales Neighbouring Authorities including Flintshire, Chester & Cheshire West and Warrington The Environment Agency Marine Management Organisation Merseyside Recycling and Waste Authority Forestry Commission	<b>Other key stakeholders to consult</b> (as appropriate) Lancashire Wildlife Trust Wirral Wildlife Natural Resources Wales United Utilities Dwr Cymru Welsh Water Merseyside Strategic Flood and Coastal Risk Management Partnership The Mersey Dee Alliance North West England and North Wales Coastal Group Cheshire Local Nature Partnership Cheshire Wildlife Trust Aggregates Working party North West Waste Network	

## 9. Retail, Leisure and Tourism

### *Current Position*

- 9.1. Retail catchment areas within the sub-region are dependent upon the type and nature of the retail offer. Comparison goods shopping generates a wider catchment area as shoppers are prepared to travel further afield, whereas convenience shopping is more localised in nature. Retail is a continuously changing area as markets develop and approaches to retail change such as the rise of internet shopping.
- 9.2. Liverpool City Centre is the Regional Centre and is fundamental to the economic growth of the City Region. It forms a strategic hub with significant comparison retail floorspace, leisure, cultural and tourist facilities. It is the primary retail centre within the sub-region and is therefore the highest level of centre both within the City and sub-region hierarchy of centres. The City Centre is one of 4 key priorities in the LEP Strategic Economic Plan.
- 9.3. Birkenhead (Wirral), Southport (Sefton) and St Helens form the second tier of sub-regional centres across the City Region, which sit below and complement Liverpool City Centre as the Regional Centre. Below these centres, each borough has a range of other centres including town, district and local centres which meet localised needs within the area.
- 9.4. As retail catchment areas do not adhere to local authority boundaries it is recognised that there are overlapping catchment areas within the region with regard to these centres, with a number meeting some of the needs of communities in adjoining boroughs. This includes the following:
- Liverpool City Centre – meets some of the comparison shopping and leisure needs of the whole LCR
  - Southport – serves North Sefton and much of West Lancashire
  - St Helens – catchment area extends into Halton, Knowsley and Wigan
  - Bootle – serves the needs of residents in North Liverpool as well as South Sefton
- 9.5. Centres outside the Liverpool City Region will also meet some of the shopping and leisure needs of LCR residents, in particular including Manchester City Centre, the Trafford Centre, Warrington, Cheshire Oaks, Chester and Wigan.



*Leisure, Tourism and the Visitor Economy*

- 9.6. The Liverpool City Region has a strong leisure and tourism (visitor economy) sector, with 58.7million day and staying visitors in 2015 to the LCR CA area in 2014. Significant visitor attractions include:
- built heritage and architecture (including the UNESCO World Heritage site Liverpool Waterfront),
  - museums and heritage assets such as National Museums Liverpool, Beatles related tourism and industrial heritage e.g. Catalyst Widnes
  - theatres, art galleries and music venues
  - conference facilities including ACC Liverpool and Southport Classic Resort
  - sports stadia such as Everton FC, Liverpool FC, St.Helens RLFC, Tranmere FC and Widnes Vikings RLFC,
  - race courses at Aintree and Haydock
  - the extensive coastlines of Sefton and Wirral,
  - golf tourism (especially the Golf Coast in Sefton and the Wirral),
  - country parks and countryside recreation (e.g. Knowsley Safari Park, Bold Forest Park and Dream, St.Helens, Spike Island, Halton)
  - Liverpool One retail and leisure
- 9.7. The visitor economy is recognised in the LCR Growth Plan as one of the key growth sectors for the LCR. It is worth around £3.8bn to the economy and supporting around 49,000 jobs directly and indirectly in the accommodation, food and drink, recreation, shopping and transport sectors<sup>13</sup>. There were 192 hotels with 11,902 rooms in the LCR-CA area, with 68 and 7,847 in Liverpool alone, by the end of 2015. The LEP acts as the official Tourist Board or Destination Management Organisation (DMO) for Liverpool City Region. The LCR-CA and the LEP intend to strengthen and expand the Visitor Economy, and the LEP produced a Visitor Economy Strategy and Destination Management Plan in November 2014 for the period 2015-2020. This aims to increase visits to attractions, overnight stays, visitor rankings, value of tourism, and jobs supported.
- 9.8. The visitor economy is recognised in the LCR Growth Plan as one of the key growth sectors for the LCR. It is worth around £3.8bn to the economy and supporting around 49,000 jobs directly and indirectly in the accommodation, food and drink, recreation, shopping and transport sectors . There were 192 hotels with 11,902 rooms in the LCR-CA area, with 68 and 7,847 in Liverpool alone, by the end of 2015. The LEP acts as the official Tourist Board or Destination Management Organisation (DMO) for Liverpool City Region. The LCR-CA and the LEP intend to strengthen and expand the Visitor Economy, and the LEP produced a Visitor Economy Strategy and Destination

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<sup>13</sup> LCR LEP Tourism Data Summary, February 2016, based on 2014 STEAM data

Management Plan in November 2014 for the period 2015-2020. This aims to increase visits to attractions, overnight stays, visitor rankings, value of tourism, and jobs supported.

- 9.9. Strategic planning helps deliver many of the drivers of the visitor economy, such as safeguarding and enhancing the built heritage and natural environment, built attractions, hotels and infrastructure. Existing cultural infrastructure (also covered in chapter 7, Community Infrastructure) plays an important role in the visitor economy. The implications of the visitor economy for cross boundary planning has not been significant in the past, but the implications of future developments and the need to cooperate in planning for future visitor economy development will be kept under review and liaison promoted.

### *Emerging Evidence Base*

- 9.10. With regard to objectively assessed need for retail, each local authority has conducted its own studies as set out in the table below, many of which also consider the need for commercial leisure.

*Table 4 – Retail Evidence*

<b>Local Authority</b>	<b>Retail Evidence Studies</b>
<b>Liverpool</b>	<ul style="list-style-type: none"> <li>• District and Local Centre Study (2009)</li> <li>• Quantitative Retail and Commercial Leisure Study (2011)</li> <li>• Liverpool Retail and Leisure Study Update 2015 (in preparation)</li> </ul>
<b>Wirral</b>	<ul style="list-style-type: none"> <li>• Wirral Town Centre Retail and Leisure Study (2009)</li> <li>• Integrated Retail Study for Birkenhead and Wirral Waters (2010)</li> <li>• Wirral Town, District and Local Centre Study and Delivery Framework (2011)</li> <li>• Retail Study Update (2012)</li> <li>• Retail and Leisure Study Update 2016</li> </ul>
<b>Sefton</b>	<ul style="list-style-type: none"> <li>• Retail Strategy Review (2012)</li> <li>• Sefton District Centres, Local Centres and Shopping Parades Study</li> <li>• Bootle and Southport Health Checks (2012)</li> </ul>
<b>Knowsley</b>	<ul style="list-style-type: none"> <li>• Knowsley Town Centres and Shopping Study - Stage 1 (2009)</li> <li>• Knowsley Town Centres and Shopping Study - Stage 2 (2010)</li> </ul>
<b>St Helens</b>	<ul style="list-style-type: none"> <li>• St Helens and Earlestown Retail and Town Centre Uses Study (2012)</li> <li>• St Helens District &amp; Local Centres Study (2006)</li> </ul>
<b>West Lancashire</b>	<ul style="list-style-type: none"> <li>• Retail and Leisure Study (2011)</li> </ul>
<b>Halton</b>	<ul style="list-style-type: none"> <li>• Halton Retail and Leisure Study (2009)</li> <li>• Halton and Local Centres Review (2015)</li> <li>• Halton Retail Study (2016)</li> </ul>

### *Strategic Cross Boundary Issues*

9.11. Retail habits tend to be personal with shoppers rarely considering whether they remaining within one local authority or shopping across multiple boundaries. Other factors more likely to contribute to shop locational choice such as goods to be purchased, access to parking or transport hubs, social activities, range and variety of goods available and the weather on the day.

9.12. Key issues for the City Region are likely to be:

- a. Ensuring a **vibrant Liverpool City Centre**, given its importance to the sub-region as the primary economic driver and its role in meeting a proportion of comparison and leisure needs across the City Region.
- b. The **vitality and viability of other centres** across the sub-region and their ability to meet more localised shopping needs.
- c. Considering the implications of **large scale retail and leisure developments**.
- d. Considering the implications of **development that is located close to authority boundaries**.

### *Future co-operation, joint work and monitoring*

9.13. On-going review of retail and leisure provision will be undertaken on a local authority basis, through the preparation and review of Local Plans. Regular review of the type, location and geographical catchments of retail centres across the city region can be a key part of this work.

Action	Timescale	Who
Review of retail and leisure provision studies by individual LPAs, liaising with neighbouring LPAs when catchments overlap	On-going annual review	All LCR Authorities
Cross-boundary implications of the visitor economy to be kept under review	On-going	All LCR Authorities
<b>Relevant Prescribed Bodies to consult</b> (as appropriate) Neighbouring Authorities (especially Warrington, Wigan and Cheshire West & Chester) LCR LEP (as the Tourist Board) Lancashire LEP	<b>Other key stakeholders to consult</b> (as appropriate) Tourism Boards (including LEP / Visit Liverpool) Visitor Attractions	

## 10. Implementation

### *Strategic Planning Within the LCR*

10.1. In the process of developing individual Local Plans the authorities will ensure engagement with their neighbours on two levels. Firstly, through PPMs and DPOs broad strategies for Local Plan development will be tabled so that all in the LCR are appraised on what each other is doing and the need for any joint evidence base work identified and commissioned. Secondly, the individual authorities will engage with their neighbours through focused one-to-one meetings and discussions on cross boundary strategic issues.

10.2. Where agreement cannot be reached through the focused meetings and there are outstanding matters then the concerns will be escalated referred to DPOs level for the Heads of Planning for discussion. If there are still outstanding matters of disagreement then the authorities will agree to undertake to prepare a joint statement identifying the outstanding issues which can be tabled to a Planning Inspector at any relevant Local Plan Examination.

### *Strategic Planning Outside of the LCR*

10.3. The LCR is not a standalone area and it interacts with other areas beyond on many issues. To the north it interacts with Central Lancashire, to the East with

the Greater Manchester area and Warrington, to the south and west with two Cheshire authorities and Wales. The nature of the relationship varies dependent on the topic. The LCR outer authorities relate particularly to their neighbouring areas, for example, St.Helens has close links with Wigan and Warrington.

- 10.4. On most topics the individual authorities concerned will liaise with their neighbours on particular cross boundary strategic issues. Where this occurs, they will keep the rest of the LCR authorities apprised of discussions through the PPMs group. Any more serious issues will be fed up through DPOs and above where necessary. MEAS also provide joint responses to neighbouring authority consultations where appropriate on strategic environmental matters including waste, minerals and ecology.

## Appendix 1 – Action Plan for Continued Joint and Strategic Working

Item and Description	Timescale and Status	Who
<b>Housing</b>		
Prepare a LCR SHELMA to determine HMA(s) and identify OAN within the LCR area	Ongoing, due to complete September 2016	All LCR authorities (Halton, Knowsley, Liverpool, Sefton, St Helens, Wirral and West Lancashire)
<b>Economic Development</b>		
Prepare a LCR SHELMA to review FEMA for the LCR and determine employment land requirements for the LCR area	Ongoing, due to complete September 2016	Halton, Knowsley, Liverpool, Sefton, St Helens, Wirral and West Lancashire
<b>Transport</b>		
Take account of Superport in LCR SHELMA study	SHELMA due to complete in September 2016	All LCR Authorities
Deliver the LTPs and the Transport Plan for Growth, monitoring progress on an annual basis and producing updates to the TPfG when necessary	Ongoing	All LCR CA Authorities
<b>Utilities Infrastructure</b>		
Review of utilities infrastructure provision: liaison with infrastructure providers and neighbour LPAs when there are cross-boundary issues, preferably on a service catchment basis	On-going annual review	All LCR Authorities
Review of existing evidence base studies: Liaison with appropriate partners when there are cross-boundary issues	On-going annual review	All LCR Authorities
Individual Infrastructure Delivery Plans: Liaison with appropriate partners when there are cross-boundary issues	On-going annual review	All LCR Authorities
<b>Community Infrastructure</b>		
Review of community infrastructure provision: Liaison with appropriate partners when there are cross-boundary issues	On-going review	All LCR Authorities
Review potential to expand the scope of existing meetings to consider community infrastructure issues	Complete by end of May 2016	All LCR Authorities via DPOs/PPMs
<b>Environment</b>		
Continuing co-operation on flooding and flood risk issues across catchment areas	On-going	All LCR authorities

(where appropriate)		
Cooperating with neighbouring (and more distant) authorities to safeguard important minerals and aggregates resources and associated port, transport and processing infrastructure	On-going	All LCR authorities (Halton, Knowsley, Liverpool, Sefton, St Helens, Wirral through MEAS)
Working with neighbouring (and more distant) authorities to monitor the sales and movement of aggregates and to produce a joint Local Aggregate Assessment	On-going	All LCR authorities (Halton, Knowsley, Liverpool, Sefton, St Helens, Wirral through MEAS)
Monitoring of site requirements for built waste and recycling facilities	On-going	Halton, Knowsley, Liverpool, Sefton, St Helens, Wirral through MEAS
Assessment and annual monitoring of joint Waste Local Plan	On-going	Halton, Knowsley, Liverpool, Sefton, St Helens, Wirral through MEAS
Complete LCR Ecological Network as Local Plan evidence base	March 2016	Halton, Knowsley, Liverpool, Sefton, St Helens, Wirral through MEAS
<b>Retail, Leisure and Tourism</b>		
Review of retail and leisure provision studies by individual LPAs, liaising with neighbouring LPAs when catchments overlap	On-going annual review	All LCR Authorities
Cross-boundary implications of the visitor economy to be kept under review	On-going	All LCR Authorities
<b>Other Items</b>		
Annual review of Statement of Cooperation on Local Plans	Annual	District Planning Officers and Planning Policy Managers
Maintain updated list of evidence base studies produced by LCR Local Planning Authorities	Ongoing	Planning Policy Managers

## Appendix 2 – Prescribed Bodies Involvement

<b>Prescribed Body In Act and Regulations<sup>14</sup></b>	<b>Relevant Body within LCR</b>	<b>Relevant Body Outside of LCR</b>	<b>Relevant Issues</b>
Neighbouring authorities (as appropriate)	All LCR LPAs	As appropriate: Cheshire West and Chester Chorley Flintshire Lancashire CC South Ribble Warrington Wigan	Various (as appropriate): Housing Economic Development Transport
Environment Agency	Environment Agency	Environment Agency	Utilities Infrastructure Environment
Historic Buildings and Monuments Commission for England (Historic England)	Historic England (North West)	Historic England (North West)	Environment
Natural England	Natural England (North West)	Natural England (North West)	Environment
The Mayor for London	N/a	N/a	
Civil Aviation Authority	Civil Aviation Authority	Civil Aviation Authority	Transport
Homes and Communities Agency	Homes and Communities Agency	Homes and Communities Agency	Housing Economic Development
Clinical Commissioning Group (replacing CCGs)	All CCGs operating in LCR	All CCGs operating adjacent to LCR	Community Infrastructure
NHS England (replacing CCGs)	NHS England	NHS England	Community Infrastructure
Office of Rail and Road	Office of Rail and Road	Office of Rail and Road	Transport
Transport for London	N/a	N/a	
Integrated Transport Authority	Merseytravel	Transport for Greater Manchester Lancashire ITA Cheshire ITA	Transport
Highway Authority	Each LCR authority Highways England Department for Transport	Neighbouring Authorities (including Lancashire CC) Highways England	Transport
Marine Management Organisation	Marine Management Organisation	Marine Management Organisation	Transport
Local Enterprise Partnerships (LEP)	Liverpool City Region LEP	Cheshire & Warrington LEP Lancashire LEP	Housing Economic Development Tourism
Local Nature Partnership (LNP)	Nature Connected (Merseyside's LNP) Cheshire LNP (Halton)	Cheshire Local Nature Partnership Lancashire Local Nature Partnership	Utilities Infrastructure Environment

<sup>14</sup> Town and Country Planning (Local Planning) Regulations (2012)



## Appendix 3 – Other key stakeholders to be involved as appropriate

Relevant Issue	Relevant Body to LCR
Housing	Housing Developers Registered Providers
Economic Development & Superport	Port of Liverpool and ABP and associated shipping lines, logistics companies, hauliers, warehousing and distribution centre operators Liverpool John Lennon Airport Land agents Key LCR employers Business community Universities and colleges Utility providers Chambers of Commerce The Mersey Dee Alliance
Transport	Department for Transport Network Rail Welsh Government (Transport) Port of Liverpool and associated shipping lines, logistics companies, hauliers, warehousing and distribution centre operators Liverpool John Lennon Airport Rail North Canal and River Trust Atlantic Gateway Land agents Key employers The Mersey Dee Alliance
Utilities Infrastructure	Merseyside Recycling & Waste Authority Natural Resources Wales Mersey Dee Alliance Utility Providers, including: United Utilities – water and waste water Dwr Cymru Welsh Water – waste water National Grid – Gas transmission and distribution, electricity transmission Scottish Power – Electricity distribution Electricity North West – Electricity distribution Mobile Operators Association BT - telecommunications Virgin – telecommunications Strategic pipeline operators
Communities Infrastructure	Education Authorities Higher Education Institutions Health Services (Including NHS England and relevant CCGs and NHS Trusts) Emergency Services National Museums Liverpool Religious organisations Tourism Boards (including Visit Liverpool) Prison Service (as part of Ministry of Justice) Visitor Attractions

Environment	Natural Resources Wales Merseyside Recycling and Waste Authority Forestry Commission Lancashire Wildlife Trust Wirral Wildlife Natural Resources Wales United Utilities Dwr Cymru Welsh Water Merseyside Strategic Flood and Coastal Risk Management Partnership The Mersey Dee Alliance North West England and North Wales Coastal Group Cheshire Local Nature Partnership Cheshire Wildlife Trust Aggregates Working party North West Waste Network
Retail, leisure & tourism	Tourism Boards (including LCR LEP / Visit Liverpool) Visitor Attractions

## Appendix 4 – Key Sub Regional Policy Documents

Given the historic and ongoing working relationships there are already a suite of documents pertaining to the Liverpool City Region. Most of these have a relevance to joint Strategic Planning Matters. These documents are summarised below but this list is by no means exhaustive and will continue to change over the next five years.

### LCR Devolution Agreement

See chapter 1 for details of the LCR Devolution Agreements.

[LCR Devolution Agreement](#)

### LCR Growth Deal

The LCR Growth Deal was awarded to the LCR LEP on 7<sup>th</sup> July 2014 allocating over £232 million of funding to the LCR CA sub-region. A further £31.6 million was given in January 2015. The Growth Deal focuses on four priority areas:

- Creating a **freight and logistics hub** which will put the city region in the best place to respond to changes in the UK and international logistics market
- Building on the revival of **Liverpool city centre** as a world class business and leisure destination
- Driving the transfer of the city region's energy supply to **low carbon** and renewable sources as part of the LCR2Energy initiative
- Skills and business support to enable growth

The Growth Deal award is supported by the Liverpool City Region Growth Plan and Strategic Economic Plan (SEP) which, provide the strategic framework for interventions to drive new job creation and growth in the City Region. The Growth Plan and SEP articulate the ambitions of the City Region in terms of stimulating job creation as well as providing the rationale for intervention with a particular emphasis placed on enabling private sector investment and growth.

Liverpool City Region's Growth Plan takes a twin-track approach. First, where the City Region has genuine comparative strengths and competitive advantages investment will be prioritised and targeted to drive economic growth. Second, and across all aspects of the economy and in all sectors, the City Region will ensure that it creates an environment that supports growth and that will see all people and places benefit in a sustainable way.

[LCR Growth Deal](#)

## **LCR Spatial Investment Plan**

LCR Spatial Investment Plan was prepared in November 2013 with the aim of:

- Spatially mapping and categorise different types of employment sites
- Providing a market summary that assesses the prospects for different types of commercial investment
- Spatially mapping all the current housing sites under construction in the City-Region
- Identifying the short and medium term housing supply
- Identifying the potential constraints that could limit the speed and scale of private sector investment in new housing stock
- Making some initial policy recommendations based on the assessment of demand constraints and site availability
- Making some initial recommendations to help shape a future delivery strategy

The report was intended to contribute both to the investment planning of the LEP and the emerging strategic role of the Combined Authority.

[LCR Spatial Investment Plan](#)

## **LCR Local Investment Plan**

The LCR Local Investment Plan 2 (LIP2) was completed and approved by the City Region Cabinet in November 2011 with three primary aims:

- A prospectus for housing and regeneration investment in the LCR
- To clarify LCR's priorities to support economic growth while maintaining the momentum of regeneration
- Inform Homes and Community Agency's (HCA) business plan by setting clear priorities for future investment in the LCR

[LCR Local Investment Plan 2](#)

## **Local Transport Plans / Plan for Growth**

Prior to the establishment of the Liverpool City Region Combined Authority in April 2014, Halton was a separate Integrated Transport Authority (ITA) from MerseyTravel who act as the ITA for the Merseyside authorities, with each preparing its own separate (though closely aligned) Local Transport Plans (LTPs). Lancashire County Council is the ITA for their area including West Lancashire.

- The Merseyside Local Transport Plan 3 provides a long-term strategy and delivery programme of transport investment and service improvements. It aims to give Merseyside a safer, sustainable, efficient and integrated transport network, accessible to all. The Plan is operational from 2011 until 2024 and covers Knowsley, Liverpool, Sefton, St Helens and the Wirral.
- The Local Transport Plan 3 for Halton (2011 to 2025) provides the long term strategy for transport in Halton and provides the detail of how the strategy will be delivered in the shorter term.
- The Local Transport Plan 3 for Lancashire (2011-2021) provides a similar role for West Lancashire, with a West Lancashire Highways & Transport Masterplan (2015) providing more detail on how Lancashire County Council and West Lancashire Borough Council see transport infrastructure evolving in West Lancashire in the future.

The Liverpool City Region Combined Authority document 'A Transport Plan for Growth' aims to improve the social, environmental and economic wellbeing of the city region, by delivering a world-class transport network. The Transport Plan for Growth has been developed to provide a clear vision for a successful transport provision in the city region, and act as an investment plan to promote and support economic growth.

[Merseyside LTP3](#)

[Halton LTP3](#)

[Lancashire LTP3](#)

[A Transport Plan for Growth](#)

In West Lancashire transport infrastructure is governed through Lancashire County Council. The West Lancashire Highways and Transport Masterplan was issued in October 2014 and outlines the ambitious and wide-ranging vision to transform the transport network in West Lancashire over the coming decades.