



# PUMPFIELDS DEVELOPMENT FRAMEWORK

**DRAFT – May 2018** 



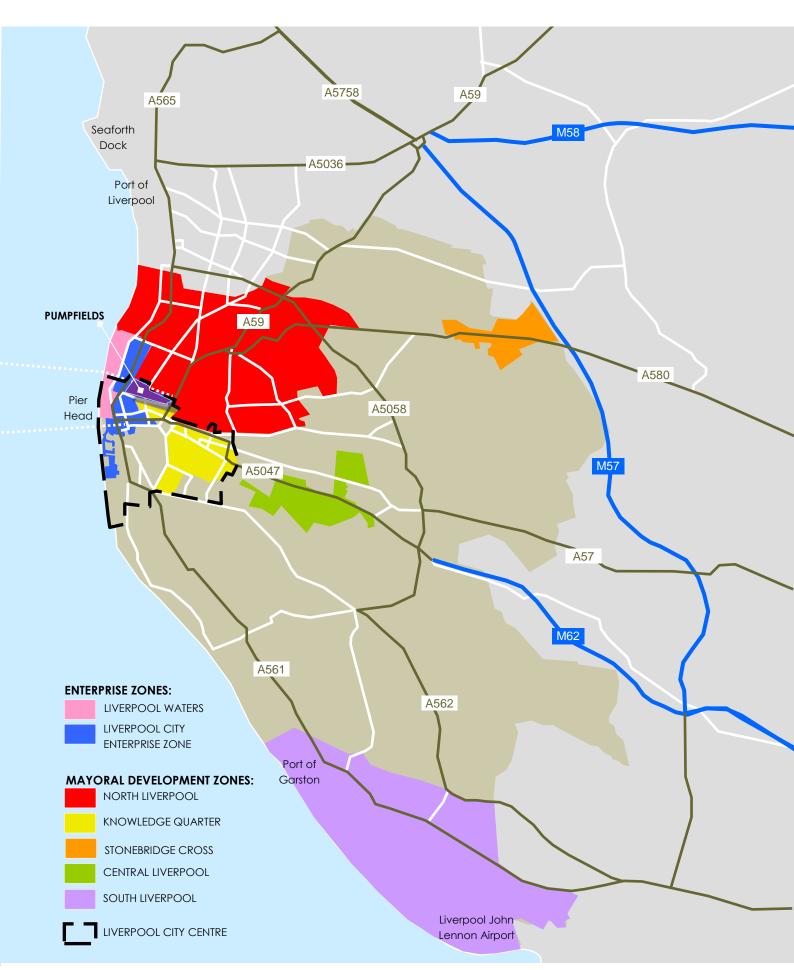
## PUMPFIELDS DEVELOPMENT FRAMEWORK

The purpose of the Pumpfields Development Framework is to articulate a vision of what the area will be like in the future. It provides the overarching context for regeneration and establishes principles for development – sitting above the detailed site-level proposals. The strategy will seek to ensure that development proposals in the area relate well to one another and create synergies that will deliver the best possible outcomes for Pumpfields.

This development framework responds to the increasing demand for residential development in what is an area designated for employment uses. The document supports the diversification of uses in Pumpfields and sets the basis for this position in relation to an analysis of the spatial characteristics of the area, national and local planning policy and evidence of market demand.

This document is a **draft for consultation** – the views of some landowners, developers, local authority departments and ward councillors have informed the current draft – which is now considered to provide a suitable basis for wider and more detailed consultation including with local businesses and residents. The strategy will be revised to reflect the outcome of consultation and finalised in autumn 2016.

It is intended that this document will be endorsed by the City's Cabinet to guide regeneration and development in Pumpfields. It will be used to demonstrate the aspirations for the area, help lever in funding, and guide the use of limited public sector resources. It is also intended to form a material consideration in the determination of planning applications.



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# **MEET THE NEIGHBOURS**

Pumpfields lies on the north edge of the City Centre only a few hundred metres away from the Commercial Quarter, the Atlantic Gateway Corridor and Liverpool Waters. As part of the Liverpool City Enterprise Zone (EZ) it is a focal point for investment and is well positioned to benefit from the major schemes proposed in its immediate vicinity:



## **Central Business District**

The Central Business District, centred on Old Hall Street, is the hub of the city's commercial office market - Pumpfields lies just to the north — only minutes' walk across Leeds Street. The expansion of the Central Business District through the Pall Mall scheme and Liverpool Waters will bring this commercial activity even closer to Pumpfields and increase the opportunities for spin-off investment in the area.



# **Atlantic Gateway Corridor**

The Atlantic Gateway Corridor lies immediately to the west of Pumpfields. This corridor straddles the A565 which is the key arterial route into the city from the north and connects the city centre with the Port of Liverpool. The Atlantic Gateway Corridor is a major industrial area comprising a varied mix of traditional red-brick warehouses, purpose built industrial units, open storage and trade retail. The iconic Stanley Dock Warehouse complex is a major landmark and its refurbishment is catalysing the rejuvenation of the Ten Streets area which lies between it and the city centre and is gradually becoming known as Liverpool's answer to New York's Meat Packing District.



# **Liverpool Waters**

The £5.5 billion Liverpool Waters scheme is less than 1km from Pumpfields. This massive scheme to transform the North Liverpool Docks will facilitate the expansion of the city centre and will create new communities and employment opportunities in easy reach of Pumpfields. A new access road is proposed to connect Liverpool Waters with Leeds Street which will improve integration and further catalyse development opportunities.

# **Higher and Further Education**

Liverpool is home to over 50,000 students and the student market is an important influence in Pumpfields. Pumpfields is just minutes' walk from Liverpool John Moore's University Byrom Street Campus which lies on the opposite side of Scotland Road. The city's Knowledge Quarter – the central campus of the University of Liverpool and the City's hub of knowledge-based institutions and companies - is just 2km away. The City of Liverpool College's Vauxhall Road campus lies within the heart of Pumpfields.



#### **Port**

The Port of Liverpool which is located the north of Pumpfields is expanding with the development of Liverpool2. The Port currently handles in excess of 40 million tonnes per annum this is predicted to grow by 70% to 70 million tonnes, increasing the Port's contribution to GVA by over £2.5 billion by 2030. The investment generated by the expansion of the Port will be an important influence on further investment particularly on the city's northern fringe.



## **Eldonians Community**

The Eldonians community lies immediately north of Pumpfields. The Eldonians is a multi award-winning Community Based Housing Association which, since the early 1990s, has redeveloped former industrial land for a mixture of homes both for rent and sale for local people. In 2004, the community won a UN World Habitat Award, and it has won praise from the Prince of Wales.



# **CONTEXT**

Pumpfields is located on the northern edge of city centre and less than a quarter of mile inland from the River Mersey. It is bounded to the south and east by major arterial routes into the city - Leeds Street to the south and Scotland Road to the east. It is bounded to the west by Pall Mall and the northern line railway line, and to the north by Chisenhale Street and Ford Street. Pumpfields is bisected by Vauxhall Road which provides an important north-south route into the City from North Liverpool.

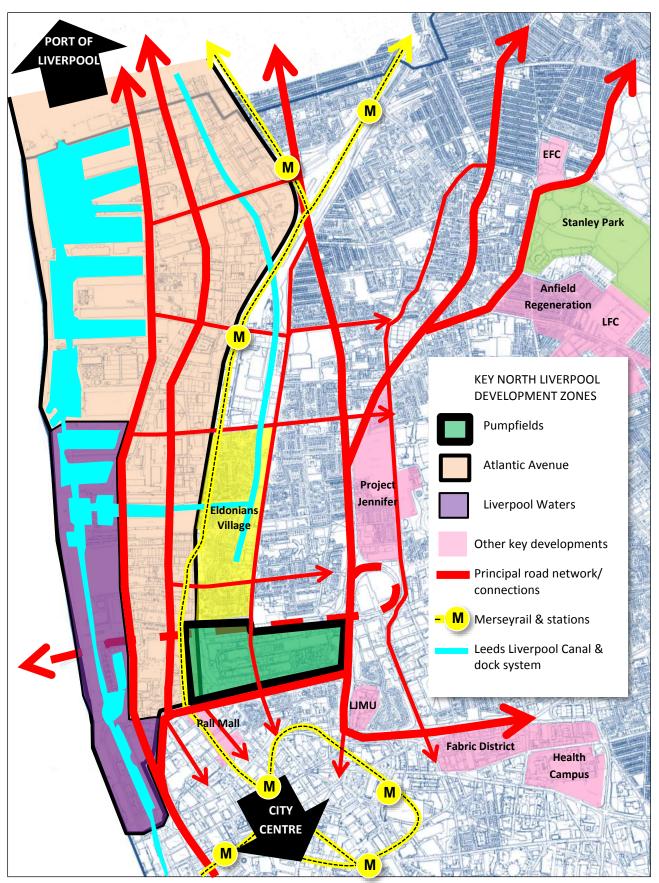
Pumpfields lies in a position where land-uses are in transition from the relatively high density commercial and residential uses of the city centre, to commercial and light industrial uses traditionally located on the periphery of the city centres, through to the predominantly residential areas of

north Liverpool, and in particular the communities of the Eldonians and Vauxhall.

Although designated for industrial uses in the city's Unitary Development Plan (UDP), this area has seen little in the way of new employment development in the last decade. However, there has been growing interest in residential development.

This development framework supports the diversification of land uses in Pumpfields and establishes a vision for the future of Pumpfields supported by a series of development principles which will ensure that future developments will be well integrated and contribute to realising this vision.





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# **Pumpfields Today**

Pumpfields today comprises a mix of employment uses, residential uses, surface car parks and vacant land and premises. The area lacks a clear role and has little identifiable sense of place. It does not integrate well with the city centre or with the residential communities that border it to the north.

Increasing development pressure in the city centre is pushing developers and investors towards opportunities in the peripheral areas leading to a growing interest in Pumpfields. The challenge is to ensure that Pumpfields becomes a successful area in its own right and makes a positive contribution to the growth and vibrancy of the wider city.



35% residential

30% vacant

21% operating business

10% surface car parking



VACANT SITE BETWEEN LEEDS STREET AND GASCOYNE STREET IN INTERIM USE FOR COMMUTER PARKING



TYPICAL VACANT AND DERELICT WAREHOUSE PROPERTIES ON BLACKSTOCK STREET



MERCEDES-BENZ CAR DEALERSHIP FRONTING LEEDS STREET

# **Evolution of Pumpfields**

The series of historic maps below shows the evolution of Pumpfields from around 1849 to the 1980s.

The infilling and diversion of the Leeds Liverpool canal and its basins, the development of and alterations to the railway line (Great Howard Street Station and subsequently the Merseyrail Northern Line) and the construction of the Kingsway tunnel have been major influences on how Pumpfields has evolved. The central 'grid' road network is readily recognisable with Vauxhall Road bisecting the area. The presence of the canal and railway line mean that east-west connectivity between Pumpfields and the waterfront has always been limited.



#### 1849

- Prior to the development of the railway line.
- Canal arms visible along alignment of what is now Pumpfields Road and Gascoyne Street.
- High density housing and industrial development.
- Prison at south west of Pumpfields



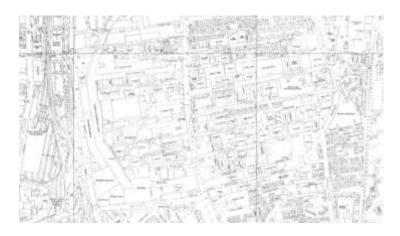
## 1891-1912

- Railway line and Great Howard Street station now developed
- Pall Mall warehouse clearly visible between the railway and canal
- Nature of industrial uses apparent from annotation – tanneries, workhouses, rice and flour mills, coal yards and wharfs between Phillips Street and Leeds Street.
- Hospital at south west of Pumpfields



#### 1904-39

- Little change since 1891-1912
- Railway line also visible along Vauxhall Road
- Similar types of uses Corporation Yards, soap works



## 1950s-60s

- Wharfs and canal arm parallel to Leeds Street have now become warehousing
- Phillips Street diverted



## 1960s-70s

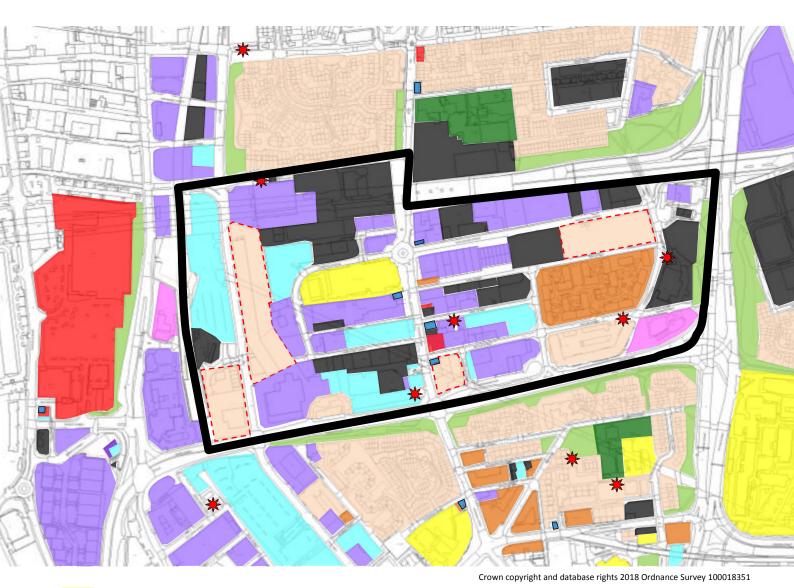
- Waterloo Tunnel alignment is now visible
- Canal arm north of Carruthers Street has been infilled for development



# 1970s-80s

- Kingsway tunnel now visible
- Areas of cleared land apparent
- Site between Blackstock Street and Paul Street now cleared
- Also large areas of housing and industrial uses cleared uses between Marybone /Bevington Bush and **Scotland Road**
- Scotland Road now a more significant arterial route

# **Current Land Uses**



Education Charity or similar organisation Industry/Commercial Parkland/open space or other landscaped/maintained land Community facilities/Place of Worship Car parking Derelict/Vacant Retail Café/Public House Scheme currently on site (as at April 2018) Residential

Student accommodation

Electricity substation

# **Employment**

Pumpfields is currently designated as an employment area in the City's UDP (further information in the policy context is provided in the following section).

It is estimated (from site observations, cross referenced against business rates information) that there are approximately 50 businesses operating in the area – the majority located in the LCC owned industrial units on Paul St/Blackstock Street.

The businesses comprise a mix of manufacturing and services, activities include: car repair, stone masonry, conservatory manufacture, furniture sales, marine products, accountancy.

The main employers in the area are the City of Liverpool College, Downland Bedding, St John Ambulance, and several car dealerships including Williams BMW.

The Paul Street/Blackstock Street industrial estate comprises 22 units ranging from 100sqm - 450sqm with rental levels between £27sqm and £52sqm. The units are considered to be popular due to competitive rents and proximity to the city centre and experience a high level of occupancy despite limited investment and basic facilities. Most units have no dedicated yard space and only limited parking in front of the units. As a result vehicles making deliveries and parking obstruct the footpath and carriageways, making the area difficult to walk around safely and frustrating day-to-day business of occupiers.

Vauxhall Business Centre includes a Paintball Centre, gym, car repairs garage and café. There also appear to be several vacant units.

The Lanyork Industrial Estate is situated on Lanyork Road off the west side of Pall Mall. This small estate comprises 6 industrial units.



THE COUNCIL OWNED PAUL STREET/BLACKSTOCK STREET INDUSTRIAL ESTATE



WILLIAMS BMW PARTS AND SERVICE IS ONE OF A NUMBER OF CAR DEALERSHIP/ REPAIR FIRMS LOCATED IN PUMPFIELDS AND THE SURROUNDING AREA

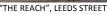


VAUXHALL BUSINESS CENTRE, VAUXHALL ROAD



ST JOHN AMBULANCE CENTRE, EDGAR STREET







ATLANTIC POINT", NAYLOR STREET



YMCA, LEEDS STREET

#### Residential

There are three main existing residential schemes in Pumpfields.

- The Reach is a 7 storey scheme comprising 273 x 1 and 2 bedroom apartments. The block, alongside Leeds Street, was built by Moorfield Group and completed in 2006. The complex is reportedly well occupied and comprises a mix of both tenants and owner occupiers. The south-eastern corner has a small convenience store on the ground floor.
- Atlantic Point is a student accommodation scheme which was completed in 2000 and is now managed by Liberty Living. It is located between Paul Street and Naylor Street and comprises a series of 4 storey blocks, arranged around internal car parking area with limited landscaping. Atlantic Point comprises a total of approximately 900 bedrooms with communal facilities. It is reportedly popular with students due to its proximity to LJMU Byrom Street campus.

 The YMCA was completed in 2006 and comprises 141 bedrooms. It provides residential accommodation, training and support services for people in need.

The £90 million North Point scheme, commenced although currently stalled, will feature 366 residential units split between studio, one and two-bedroom apartments, and live/work units, as well as ground, first and second floor offices, ground floor retail space, ground floor cafe/bar, a fifth/sixth floor restaurant and terrace, a third floor gym and external paddle court and a tenth/eleventh floor spa with an external terrace. The developer has abandoned the half built scheme; the City Council is currently seeking an alternative developer to complete it.

There are also a number of other sites either on site or with planning permission for residential development, or the subject of live planning applications. These are considered in the "Pipeline Development" section later in this document. The recent heightened interest in bringing residential developments to Pumpfields demonstrate its current attractiveness based on its proximity to the City Centre, and the emerging Liverpool Waters scheme.



CITY OF LIVERPOOL COLLEGE: INSTITUTE OF TECHNOLOGY, VAUXHALL ROAD/PUMPFIELDS STREET

## **Education**

The City of Liverpool College Vauxhall Road campus is located at the junction of Vauxhall Road and Pumpfields Road. The City of Liverpool College operates from 6 campuses across the city, with this particular premises branded as the "Institute of Technology".

This modern, purpose built facility provides technical and enterprise courses and includes fully equipped workshops and laboratories for a number of trades such as furniture making, bricklaying, painting and decorating, joinery, plastering, plumbing, electrical/gas installation and heating and ventilation workshops. The campus also houses motor vehicle repair workshops. In early 2016 the college was awarded a grant of £100,000 from property industry charity LandAid to open a Construction Skills Centre which enables young people from disadvantaged backgrounds to receive vocational training and prepare for the workplace.

The college also has a 195 space car park located on the opposite side of Pumpfields Road.

Pumpfields is only a few hundred metres from Liverpool John Moore's University's (LJMU) City Campus – one of the university's three campus hubs. The City Campus is focussed around the Vauxhall Road/Great Crosshall Street junction (south of Pumpfields) and around Byrom Street (just across the busy Leeds Street/ Scotland Road junction southeast of Pumpfields). The student market is a major driver of residential demand in the vicinity of the campus.



CONSTRUCTION-BASED TRAINING COURSES AT THE CITY OF LIVERPOOL COLLEGE

## **Retail and Leisure**

There is limited retail and leisure provision in Pumpfields. Provision is concentrated on Vauxhall Road and comprises just three café's and a betting office.

Leeds Street is a primary route passing through the north of the City Centre, and as such has a highly visible frontage that is attractive to car dealerships. Both Mercedes-Benz and BMW have showrooms off Leeds Street/Great Howard Street within the Pumpfields area, with the Williams Motor Group (BMW) having extensively refurbished and enlarged its showroom premises at a cost of £1.5million in 2014.

The nearest district centre is at Great Homer Street. Known as "Project Jennifer", its new £75 million stores opened towards the end of 2017 and transformed the area's retail offer by providing a Sainsbury's superstore, Home Bargains and complemented by a variety of other smaller outlets.

The redeveloped 'Greatie' market - located at the southern end of Great Homer Street – is already open and trading well.

Everton Park Leisure Centre on Great Homer Street is the main focus for leisure in the area.

There are a wide variety of retail and leisure uses within the city centre – immediately south of Leeds Street.



THE "GOODNESS" GRILL AND JUICE BAR ON VAUXHALL ROAD. (IN SEPTEMBER 2015 ITS UPPER FLOORS WERE CONVERETD TO FORM ONE 3 BED AND TWO 4 BED APARTMENTS).



THE WILLIAMS GROUP (BMW) SHOWROOM ON LEEDS STREET/GREAT HOWARD STREET



COMPLETED: PROJECT JENNIFER, TO THE EAST OF PUMPFIELDS, NOW PROVIDES THE AREA WITH A MAJOR NEW DISTRICT CENTRE FOR SHOPPING AND LEISURE PURPOSES



ORIEL STREET CAR PARK



WEEKDAY COMMUTER PARKING, NAYLOR STREET



PALL MALL/LANYORK ROAD CAR PARK

# **Car parking**

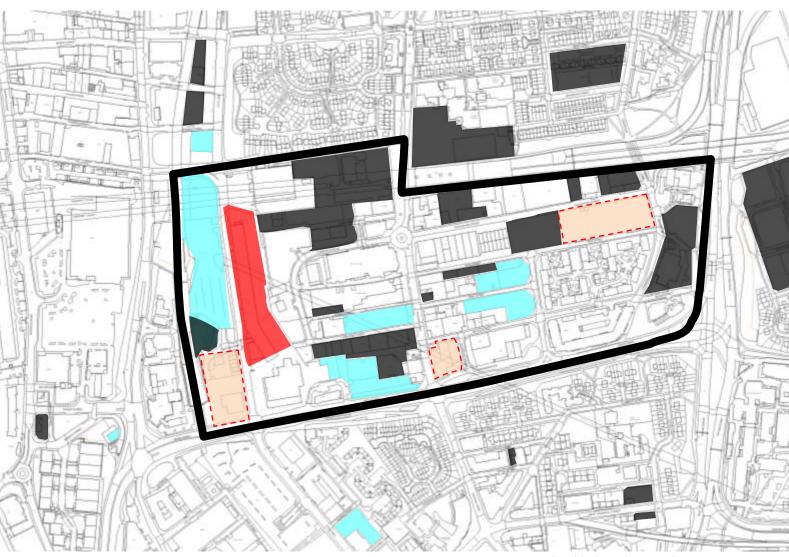
There are 5 surface car parks in Pumpfields:

- Fort Knox, Vauxhall Road (c. 160 spaces)
- Oriel Street (c.100 spaces)
- Naylor Street (c.100 spaces)
- Leeds Street car park (c.140 spaces)
- Pall Mall/Lanyork Road car park (no. spaces tbc)

These car parks amount to approximately 9.8 hectares. As development pressure mounts it is likely that these surface car parks will be redeveloped for alternative uses. It will be important to find a solution to meet parking demand resulting from the loss of these car parks and the generation of additional demand from new developments is important.

Many of the roads in Pumpfields are used for onstreet car parking by commuters and college students as the majority have no parking restrictions.

A temporary Traffic Regulation Order was enacted in June 2016 to limit on street parking in streets to the east of Vauxhall Road. The aim of this TRO is to prevent all-day commuter parking and make it easier for business to operate. The TRO will be monitored until December 2016.



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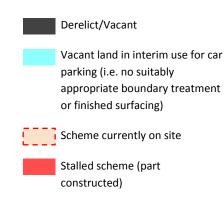
# **Derelict/vacant land and buildings**

There is a significant amount of derelict land and buildings in Pumpfields as shown on the map above.

The total amount of derelict and vacant land is estimated to be in excess of 6 hectares. This figure rises to 9.8 hectares if the land in temporary use car parking is included.

There are also significant tracts of vacant land just outside the Pumpfields boundary which are illustrated on the plan above – notably the former Trinity School site and Eldon Grove (a Grade II listed but derelict premises).

The prevalence of vacant land contributes to poor image of Pumpfields. It is also a valuable under used resource.



#### **Public realm**

The quality of public realm in Pumpfields is very poor. There are no areas of green space and the only notable area of hard landscaping is in front of the College entrance where there are benches, smoking shelter and cycle parking. A notable feature is a memorial, on Vauxhall Road, to the 90 victims of a WW2 bomb which fell on an air-raid shelter containing residents of Blackstock Gardens which stood nearby.

The Vauxhall Road/Pumpfields Road roundabout features a spiralling steel sculpture installed by the now defunct Merseyside Development Corporation over twenty years ago. The landscaping around it, although featuring an attractive collection of flowering shrubs and plants, is in need of improved maintenance.

The land immediately above the Kingsway tunnel to the east of Vauxhall Road is currently used for photovoltaics and includes some small scale, attractive landscaping on the Vauxhall Road frontage.

The Greenprint for Growth strategy shows how green linkages could improve connections between the city, north Liverpool and waterfront and these pass on the northern and southern edges of Pumpfields.

The nearby Leeds Liverpool canal runs through the Eldonians, through Liverpool Waters site towards the Pier Head and provides an important connection and environmental corridor.

There have been some improvements to landscaping, pedestrian and cycle facilities along Leeds Street and Freemasons Row associated with highway improvements.

The proliferation of on-street parking and industrial uses 'spilling' over into the carriageway also has a negative impact on the amenity of public realm.



THE VAUXHALL ROAD/PUMPFIELDS ROAD ROUNDABOUT



WARTIME MEMORIAL TO VICTIMS OF THE BOMBING OF BLACKSTOCK GARDENS



PUBLIC REALM IMPROVEMENTS ALONG LEEDS STREET



LEEDS STREET – A SIGNIFICANT BARRIER ISOLATING PUMPFIELDS FROM THE REST OF THE CITY CENTRE

#### **Movement and Connections**

Pumpfields is well positioned to benefit from the strategic road and public transport network. Its location on the northern periphery of the city centre means that it benefits from the transport networks that service the city. Local accessibility is however, relatively constrained – the key elements are outlined below.

#### **Existing Road Network**

The road network is illustrated on the map opposite.

Pumpfields effectively operates as an 'island', constrained on each side by Scotland Road, Leeds Street, railway line/A565 and Kingsway tunnel/ Chisenhale Street. These constraints severely limit permeability through the area - there is no eastwest link through the area and Vauxhall Road provides the only north/south link though the area.

Chisenhale Street forms the northern boundary of Pumpfields and links Vauxhall Road and Pall Mall. This connects to Chadwick Street (under the railway arches) and on to Great Howard Street (A565). However, a narrow section on Carruthers Street and the junction arrangement with Vauxhall Road makes it unsuitable for large/heavy vehicles or as a main route to/from A565.

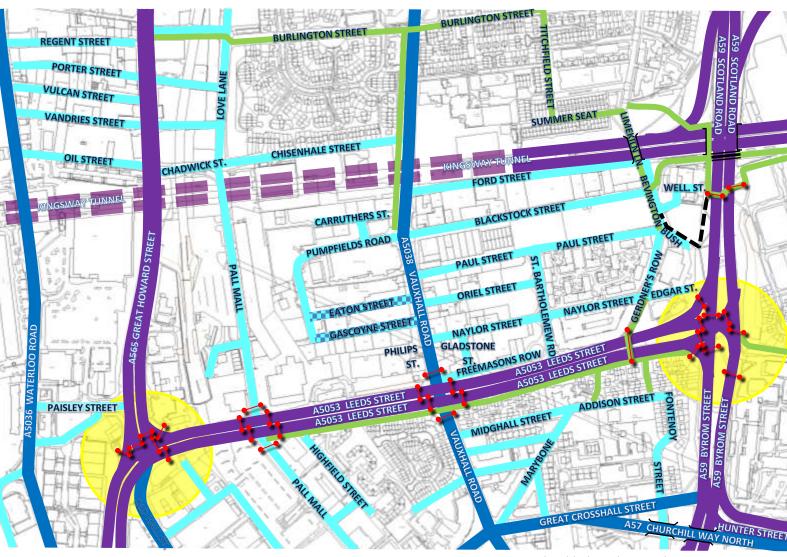
The internal road network resembles an incomplete grid system.

To the east of Vauxhall Road:

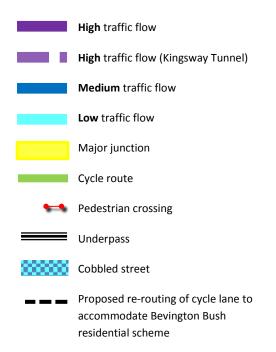
- Bevington Bush/Gardners Row, St Bartholomew Road and Gladstone Street provide partial north-south connections.
- Ford Street, Blackstock Street, Paul Street, Naylor Street provide east-west connections between Vauxhall Road and Bevington Bush/ Gardner's Row/Limekiln Lane with Oriel Street and Freemasons Row providing partial east-west connections.
- Edgar Street, Nicholas Street, Aldersley Street and Wellington Street are minor roads that spur off Bevington Bush.
- Gladstone Street provides a north-south connection between Freemasons Row and Navlor Street.

## To the west of Vauxhall Road:

- Pumpfields Road and Gascoyne Street form a loop from Vauxhall Road, which is bisected by Eaton Street.
- Carruthers Street spurs from Pumpfields Road
- Phillips Street is a minor road off Vauxhall Road which provides access to a business premises



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#### **Public Transport**

The closest train station to Pumpfields is Moorfields (approximately 1km) which provides access to Merseyrail services. Merseyrail has a long-term aspiration to build a new station on the Northern Line between Sandhills and Moorfields; the exact site for this station has not been determined, but it is likely to be close to the northern end of Love Lane.

Lime Street station (approximately 1.5km) provides connections to mainline overland services.

The main bus station at Queen Square is also only approximately 1.5km away. Buses operate along Leeds Street, Scotland Road and Great Howard Street connecting the north of Liverpool with the city centre and beyond. There are more limited services along Vauxhall Road providing linkages into north Liverpool and beyond.

The narrow carriageway width of streets within Pumpfields are insufficient road width for buses to circulate.

#### **Pedestrian and cycle links**

The quality of the environment for pedestrians in Pumpfields is mixed.

Many of the roads in Pumpfields are narrow and have no (or very narrow) footpaths. On-street parking and servicing on industrial premises contributes to creating a poor pedestrian experience and creates a hazard where pedestrians are forced onto the carriageway.

There are major vehicular junctions controlled by traffic lights where Leeds Street crosses Scotland Road and Great Howard Street and significant junctions where Leeds Street intersects with Pall Mall and Vauxhall Road. All the pedestrian crossings across Leeds Street, Scotland Road and Great Howard Street are staggered - meaning they cannot be crossed in a single phase. This increases the efficiency of traffic flow, but impacts upon the pedestrian experience.

There are two recognised cycle routes in Pumpfields:

- East-West: the local route from "Everton Park to Mersey" crosses Scotland Road and joins Bevington Bush/Limekiln Lane to cross the footbridge over the Kingsway tunnel before joining Summer Seat/Titchfield Street/ Burlington Street and on to Great Howard Street (A565). This route has on-road and off-road sections.
- North-South: the local route between the city centre and north Liverpool runs along Vauxhall Road with on-road and off-road sections.

There is also a segregated cycle lane along the south side of Leeds Street between Scotland Road and Pall Mall with cyclist priority at the traffic lights along this section of highway.

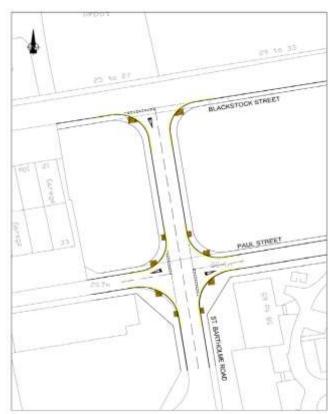
#### **Proposals for Improvements Road Network**

There are several significant proposals to improve the road infrastructure in the vicinity of Pumpfields. These proposals form part of the North Liverpool Key Corridors scheme and are due to delivered between 2017 and 2018:

- The A565 will be upgraded to dual carriageway along its full length.
- The Regent Road (A5036) corridor will be improved to provide enhanced pedestrian and cycle facilities.

The King Edward Street junction will be improved and facilitate the creation of a new road to connect the Liverpool Waters Enterprise Zone to Leeds Street.

In addition, there are is a long standing aspiration to extend St Bartholomew Road between Paul Street and Blackstock Street to improve permeability. This emerged from a study conducted on behalf of the HCA in 2012 which reviewed potential accessibility improvements and considered alterations to circulation patterns in order to contribute to the regeneration of the area. The plan below provides an indicative proposal for this link.



DRAFT SCHEMATIC ILLUSTRATING HOW ST BARTHOLOMEW ROAD COULD BE EXTENDED TO CONNECT TO BLACKSTOCK STREET.



THE KINGSWAY TUNNEL APPROACH ROAD, LOOKING WE ST. INDUSTRIAL UNITS ON FORD STREET FORM THE NORTHERN BOUNDARY OF PUN

## **Physical Constraints**

The main physical constraints on development are as follows:

- Kingsway tunnel
- Waterloo tunnel (disused)
- Ground conditions and contamination

The Kingsway Tunnel runs parallel to the north boundary of Pumpfields – it passes underneath Vauxhall Road and emerges within the eastern side of Pumpfields. The alignment of the tunnel constrains development as it is not possible to build directly above the tunnel within Pumpfields due to the shallow depth of the tunnel at this point.

The disused Waterloo tunnel runs on a diagonal alignment roughly southeast-northwest, from the junction of Freemasons Row and Leeds Street underneath Vauxhall Road, Gascoyne Street, Eaton Street, Pumpfields Road and Pall Mall. It is not possible to build conventional structures directly on top of the tunnel – developments must bridge the alignment to minimise loading.

The historic uses in the Pumpfields area mean that there are likely to be issues associated with abnormal ground conditions and contamination on some sites. Ground investigations will be required for sites to inform detailed planning applications.

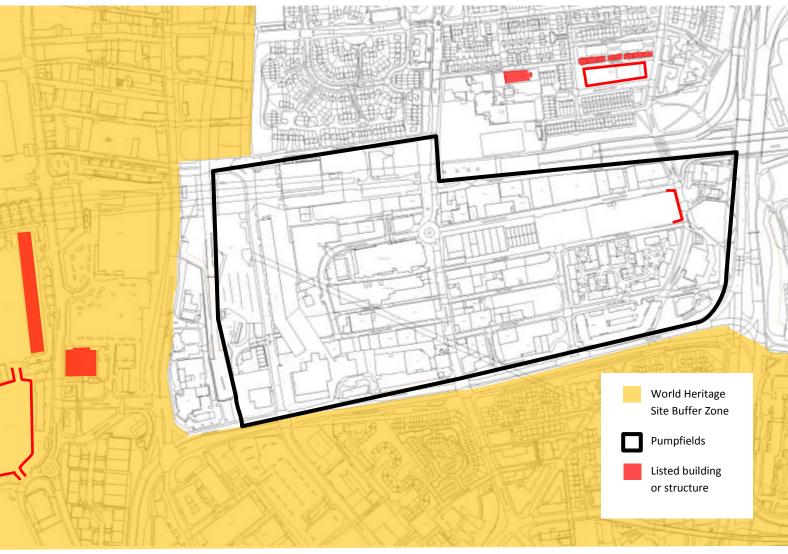
# **Building Heights**



At present Pumpfields is predominately low level with the majority of buildings between 1-3 storeys in height. The residential areas of Eldonians to the north and Marybone to the south are also predominantly low level. The Reach and the YMCA provide more significant scale on the prominent Leeds Street frontage. The scale and height of buildings increases significantly in the area of the city centre that border Pumpfields to the south.

New developments proposed in an adjacent to Pumpfields will significantly increase the height and scale of the urban form. For example: North Point (currently underway) will create a significant tall landmark tower near the Pall Mall/Leeds Street junction; the residential developments fronting Scotland Road will range between 8 and 16 storeys providing a significant scale at this gateway site; proposals for Pall Mall will introduce tall buildings on the opposite side of Leeds Street; other schemes (not yet submitted as formal planning applications) are also reportedly targeting significant tall developments.

## **Historic Assets**



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The Pumpfields area lies just outside the World Heritage Site (WHS) Buffer Zone. The railway arches from Chadwick Street northwards along the western side of Love Lane fall within the Buffer Zone. The Policy Content section summarises the pertinent elements of the WHS SPD guidance.

There are no listed buildings in Pumpfields other than the remaining wall of a former school at Bevington Bush. 70-90 Pall Mall is a locally significant building (although not listed). The railway arches (noted above) also have historic importance (but are not listed). The other buildings in the study area are not considered to have any special architectural or historic merit.

# **POLICY CONTEXT**

#### **Local Planning Policy**

The Unitary Development Plan (UDP) (2002) forms current local planning policy. This designates Pumpfields as a 'Primarily Industrial Area', just beyond the boundary of the city centre.

An emerging Local Plan has reached the final consultation draft stage. The submission draft will be submitted to the Secretary of State Spring 2018. This emerging plan will replace and update the current UDP. The emerging plan identifies Pumpfields as a 'Mixed Use Area' and mix use schemes will be supported to create a vibrant extension to the City Centre.

Policy CC2 of the emerging plan relates to Pumpfields. It states that residential led mixed use development will be supported on land to the East of Vauxhall Road and along the frontages of Leeds Street and Pall Mall. The land to the West of Vauxhall Road will be protected for employment uses. There will be continued support for the operation of the City of Liverpool Collage.

A series of baseline evidence reports were undertaken on a range of topics to inform the new Local Plan. The most relevant for Pumpfields is the **Employment Land Study (ELS).** 

The draft ELS recognised that land in Pumpfields has not come forward for employment development in recent years, but is experiencing pressure for residential development. The emerging Local Plan must consider the outcome of the ELS to form a city wide perspective and translate the findings into policy (i.e. whether some allocations should protected, de-allocated, or whether any new allocations should be made). The consultation on the emerging Local Plan will explored these issues.

## **Liverpool Maritime Mercantile City World Heritage** Site - Supplementary Planning Document (Oct 2009)

The SPD identified the boundary of the World Heritage Site (WHS) and the World Heritage Buffer Zone. The Pumpfields area lies just outside the World Heritage Site Buffer Zone. The railway arches from Chadwick Street northwards along the western side of Love Lane fall within the Buffer Zone.

The WHS provide guidance for protecting and enhancing the outstanding universal value of the WHS, whilst encouraging investment and development which secures a healthy economy and supports sustainable regeneration.

The SPD notes that the Buffer Zone contributes to the visual character and setting of the WHS and often have a positive role in views to, from and within the WHS. Specifically, the railway line to the east of Stanley Dock Conservation Area is identified as dating from the mid-19th century and considered to form part of the Victorian landscape around Stanley Dock.

The most pertinent elements of the SPD to the Pumpfields Development Framework are; general design guidance, guidance on public realm and views to, from and within the WHS. In addition the identification of a dominant cluster of tall buildings (focussed around the Central Business District) and a secondary cluster of tall buildings (focussed around the Central Docks) provides important context for the scale of development.

#### City Centre SIF (Strategic Investment Framework)

The City Centre SIF was produced in 2012 to provide a 15 year blueprint for the continued regeneration of the city centre. The SIF identifies a number of key projects that will drive the future economic growth of the city. It emphasised the importance of expanding the city centre towards Liverpool Waters, better connecting the city's neighbourhoods and improving the integration of the city centre and the waterfront. The SIF re-drew the city centre boundary to include Pumpfields and highlighted the area as having "potential for new development to provide supporting services for the Commercial District".

## North Liverpool and South Sefton SRF (Strategic Regeneration Framework)

North Liverpool and South Sefton Strategic Regeneration Framework (2011) provides an overarching vision and long term strategy to deliver change across six wards in North Liverpool and South Sefton. Pumpfields is identified as one of eight character areas, and as particular priority for attention. It notes that "it contains significant areas of underutilised land and poor quality industrial



THE PUMPFIELDS SIDE OF LEEDS STREET – A MIX OF USES AND BUILDING HEIGHTS ALONG ONE OF THE KEY ROADS SKIRTING THE NORTHERN EDGE OF LIVERPOOL CITY CENTRE

premises, but has the opportunity to become a vibrant residential led mixed-use area which helps makes linkages between the city centre and the residential communities of North Liverpool".

The SRF considers Pumpfields as a residential led, mixed use area and identifies the need for high profile development along the key road frontages, creating modern business environments and implementing a landscaping strategy to improve the appearance of the area.

## **Liverpool City Enterprise Zone (EZ)**

The majority of Pumpfields falls within the Liverpool City Enterprise Zone (EZ). The EZ was established in 2012 and will run for 25 years until 2037. The zone aims to exploit the economic assets and opportunities to deliver future growth across the City Region.

## **Pumpfields Development Framework (2007)**

The Pumpfields Development Framework was produced in 2007 and set out a strategy to enhance part of the Pumpfields area (west of Bartholomew Road) as a mixed use employment and residential area. It analysed existing land uses and identified proposals for development, public realm and movement. The objectives of this framework remain relevant, however, the market content and baseline conditions have changed over the past 9 years triggering the need to revisit and refresh the strategy and approach to this area.

# **ECONOMIC DRIVERS**

It is imperative to understand the wider economic forces that drive and shape the future of Pumpfields in order to plan effectively to support sustainable economic growth.

#### **Economic Trends<sup>1</sup>**

#### Overview

Liverpool City Region is a major economy with a large number of international firms, annual Gross Value Added (GVA) of £23.1bn and 574,500 jobs. The City Region is home to world leading companies, including Unilever, Jaguar Land Rover, Maersk, NSG (Pilkington) and Novartis attracted by the business friendly and cost competitive environment.

The City Region has inherent sector strengths in Advanced Manufacturing, Life Sciences, Low Carbon and Renewables, Financial and Professional Services, Digital and Creative, Maritime and Logistics and Visitor Economy.

Liverpool City Region has a population of 1.5 million covering the local authority areas of Halton, Knowsley, Liverpool, Sefton, St Helens and Wirral. Most areas have recorded an increase in population since 2006. Currently there are over 37,000 businesses.

Liverpool acts as the City Region hub and will drive local growth and underpin national economic performance. Over recent years the City Region's economy has grown and improved its relative economic performance, however it remains behind the national average on key indicators.

#### **Economic Profile**

Currently in Liverpool City Region the largest sector in terms of employment is Human Health & Social Work representing 18.1% of total employment. Wholesale & Retail, nationally the largest sector in terms of employment, is the second largest employment sector in the City Region with 14.9% of employment. Other large employment sectors include Education (9.2%), Manufacturing (8.1%),

Administrative & Supportive Services (7.2%) and Public Admin (7.1%).

Currently the largest sector in terms of GVA in the City Region is Manufacturing, contributing 12.8% of total GVA. The second largest is Human Health & Social Work (11.5%), Wholesale & Retail (11.2%), nationally the largest sector in terms of GVA, contributes the third largest amount in the City Region. Other large GVA sectors include Real Estate (10.9%), Education (7.6%) and Public Admin (7.4%).

Currently over a third of employment is in Liverpool City Region growth sectors. Financial & Professional Services represent 13.8% of employment, followed by Visitor Economy (7.1%) and Low Carbon (6.5%). In GVA terms Financial & Professional Services account for 23.0% of total GVA followed by Low Carbon (6.9%) and Visitor Economy (4.4%).

All growth sectors, apart from SuperPORT, experienced productivity growth between 2001 and 2011. Digital & Creative recorded the largest per annum growth, followed by Advanced Manufacturing and Life Sciences; a pattern also recorded nationally. City Region productivity increases in three growth sectors were above the national averages, Digital & Creative, Financial & Professional Services and Low Carbon.

Analysis of employment and GVA change in growth sectors between 2011 and 2030 in the City Region highlights that all are expected to record GVA growth. All sectors, apart from Advanced Manufacturing and Life Sciences are expected to experience an increase in employment.

All growth sectors are expected to experience productivity growth between 2011 and 2030. Digital & Creative is forecast to record the largest per annum growth, followed by Life Sciences and Advanced Manufacturing; a pattern also recorded nationally

#### **Economic Challenges**

Despite its strengths, Liverpool City Region faces considerable challenges which highlight the need for co-ordinated intervention and investment to ensure the City Region's latent potential is exploited.

<sup>&</sup>lt;sup>1</sup> Liverpool City Regional Growth Plan: sectoral composition, socioeconomic profile and SWOT assessment

Notwithstanding progress to date, Liverpool City Region's economy continues to struggle to punch its economic weight. Average GVA per head, the broadest indicator of economic performance, is only 75% of the national average and this gap has remained largely unchanged over the last decade. As a result the City Region suffers from an £8.2bn output gap compared to nationally.

Although over 31,000 private sector jobs have been created since the recession, job density figures show that the City Region is not creating enough jobs for its resident population. To achieve this, the City Region would have to create approximately 90,000 jobs.

The differences in economic output performance are, at the most fundamental level, a result of variations in demographics, labour market participation and unemployment and productivity.

#### Socio-economic challenges

The Liverpool City Region population has suffered long-term decline, and whilst it has recorded growth over recent years, this has failed to match the national average.

The population structure highlights a deficit of 30-44 year olds relative to the national average and particularly London and the South East. Migration patterns show that younger people have been moving out of the City Region to areas of greater job potential or career progression. Significantly this age group plays an important role in terms of driving economic growth; it is often the group that starts successful growth businesses. The City Region needs to accelerate job creation, particularly high-skilled opportunities to encourage population retention, especially among graduates.

Like many European regions, Liverpool City Region continues to record growth in its population aged over 65 years. This trend has implications for the labour market, but also for infrastructure, culture, housing and public service requirements.

Liverpool City Region continues to face higher underlying economic inactivity than nationally, to an extent impacted by higher deprivation and poorer health levels. Currently the City Region has 35,000 more inactive individuals than on average across the country. Of particular concern is inactivity among

young people, which is particularly prevalent in Liverpool.

#### **Economic Opportunities**

Over the period 2010 to 2020 baseline projections indicate that the City Region economy, on its recent economic trajectory, could grow by £4.7bn. Key sectors are forecast to be essential for this growth in the City Region, with the potential to contribute £3.2bn of output growth and create 35,000 additional jobs.

Recent investments and major development opportunities in the City Region an in specifically in Liverpool – most notably 'Liverpool 2' port (£340m), redevelopment of Royal Liverpool University Hospital (£430m), the Cruise Liner Terminal and Liverpool Waters (£6bn) - will collectively drive forward economic growth.

#### Office and Industrial Market Trends

#### Office Market<sup>2</sup>

Liverpool City Centre is the key focus of the City Region's office market with the majority of office stock and concentration of transactions. The wider office market also comprises the out-of-town markets including Wavertree, South Liverpool, Bootle, Knowsley and St Helens.

The overall take-up of office space in the City Region has increased year on year since 2011 - with 563,034sqft take up recorded in 2015 demonstrating a growing confidence in the commercial property market.

City Centre office take-up stood at 383,023 sqft in 2015 down 15% on 2014, but up 1.3% on 2013. The number of transactions has increased steadily over the past 5 years. In 2015 there were 156 deals, but none were over 20,000sqft – over half were less than 1,000sqft. This reflects the continued trend for larger floorplates to be converted into smaller suites (such as Exchange Flags, Cotton Exchange and Graeme House and Tempest). Almost half of transactions related to Grade B space. Only 3% (2 transactions) related to Grade A space - both on the ground floor of No. 4 St Paul's Square - an indication of the shortage of Grade A supply.

<sup>&</sup>lt;sup>2</sup> Liverpool Commercial Office Market Review 2015 – Professional Liverpool and Liverpool BID Company

The supply of city centre office space is decreasing. There was 1,577,022sqft of available space in 2015 compared to 2,046,255sqft in 2014. 56% of available stock is categorised as the poorer quality Grade C and D categories. The decreasing supply is in part attributable to the conversion of offices into hotels, serviced apartments and residential uses (such as Martin's Bank, Orleans House and Mersey House). It is also due to the lack of new build activity in the city centre. There are no new office developments under construction in the city centre and the only grade A office space in the pipeline is at Liverpool Waters.

Rental values have remained largely constant over recent years with headline rents at £20.50 per sqft for Grade A city centre space. Out of town and North Liverpool rents stand at around £11.00 per sqft.

#### **Industrial Market**

The industrial market is continuing to grow across the City Region driven by occupier demand. There is a shortage of prime stock across the region.

The main focal points for the industrial market in Liverpool lie largely within the Enterprise Zones (EZs) and Mayoral Development Zones (MDZs) - the Liverpool City EZ (which includes the Atlantic Gateway Corridor and most of Pumpfields), the South Liverpool MDZ (which includes Liverpool International Business Park, Estuary Commerce Park and Venture Point), Stonebridge Cross MDZ (which straddles the A580) and Central Liverpool EDZ along Edge Lane (which includes Liverpool Innovation Park and Wavertree Technology Park).

There has been c.£792 million of (non-residential) investment in these areas since 2012, creating over 5,000 new homes and safeguarding over 3,000 existing jobs. Recent developments include B&M's retail warehouse 'The Cube' completed in January 2014 (500,000sqft) and Johnson Control's £9m new headquarters both on Liverpool International Business Park, DPD depot at Stonebridge Cross (70,000sqft).

Prime rents in Liverpool stand at around £5.25 for small units (under 20,000sqft), £5.00 for mid-range units (20-50,000sqft) and £4.75 for large units (+50,000sqft). The rental values for sub-prime stock is much more variable depending upon size and specification.

The Atlantic Gateway Corridor is particularly relevant to the industrial market context of Pumpfields – this is a traditional industrial and warehouse area

stretching alongside the docks and railway corridor, it includes some heavy plant, recycling, open storage and manufacturing businesses with some trade retail along the main road frontages.

Within the exception of Wellington Business Park there has been little new development of industrial space in Atlantic Gateway Corridor. However, the success of this scheme indicates that where supply is improved there is demand from occupiers.



CANADA DOCK EXCHANGE, COMPLETED 2017

There is, however, an appetite for speculative development where public sector funding is available to bridge the funding gap. This is indicated in Atlantic Gateway by the Redsun Development at Canada Dock Exchange, the only new build industrial scheme currently under construction in this area. The first phase of 30,000sqft completed in July 2016, whilst the second phase of 39,000 sq ft completed in March 2017.

Liverpool 2, the new deep-water container handling facility completed in 2017 is helping to reinforce and stimulate investment in the Atlantic Gateway corridor, ensuring that the regional economy makes the most of the infrastructure assets that form part of the Port of Liverpool and the Manchester Ship Canal.

#### Office and Industrial Market and Target Market in Pumpfields

There has been no new build office or industrial development in Pumpfields in recent years and very little within the adjacent areas of the city centre (in relation to offices) or Atlantic Gateway (in relation to industrial use).

The area is however, included in the Liverpool City Centre Enterprise Zone and there is a need ensure sufficient employment land to meet the City's economic needs particularly in growth sectors. The policy section notes the potential for Pumpfields to supporting the expansion of the Commercial District and Liverpool Waters. It also notes the likelihood of a deficit of employment land across the city as a whole.

There is anecdotal evidence reported by commercial agents of demand for small-medium sized (100-3,000sqm) modern industrial units in Pumpfields. However, due to the relatively low rents that are achievable and poor covenant strength of small/medium sized businesses, schemes for new industrial space have not proved to be sufficiently financially viable for the market to deliver without public sector financial assistance. This is due to a combination of factors, in particular:

- limited financial viability (the cost of building new industrial units outweighs the financial returns);
- fragmented ownership of sites which means that site assembly would be necessary to create sites of suitable size;
- access and limited road frontage;
- high land value aspirations of some landowners which have been driven by aspiration for residential values.

Sites that have been on the market in Pumpfields have generated little interest for employment use. This raises the question of whether it is feasible or indeed desirable to retain sites for employment use and this argument has been presented to justify proposals for recent residential development.

#### **Residential Market**

The residential sector in Liverpool has picked up significantly in recent years following the slow-down during the recession.

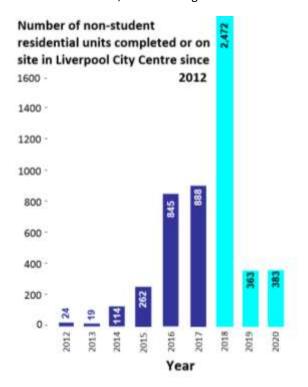
In 2017, approximately 1,610 new homes (nonstudent) were completed citywide. Following current government expectations, the city has a target of needing to build an average 1,740 units per annum between 2013 and 2033.

As at May 2018, some 8,000 units are currently on site, of which over 2,500 are currently expected to complete by the end of this year. There is a further pipeline of 24,000 across the city either with or seeking planning permission but not yet commenced. Liverpool City Council alone has

recently formed 'Foundations', a new company that will bring a further 10,000 new and refurbished homes to add to that.

Residential values in Liverpool remain significantly below the national average - the citywide average price in 2015 was £118,000 compared to £174,000 for England and Wales. The citywide average masks a fluctuations across the local authority area with the highest average prices in £185,000 in Woolton standing at more than three times than the ward with the lowest average price (Anfield at £55,000).

Pumpfields is located in Kirkdale ward, close to the city centre and to Everton ward. The average prices in these areas ranged from £115,000 in city centre and Everton to £102,000 on average in Kirkdale.



Everton and Kirkdale wards have experienced significant increase in the average price of the past 5 years (58% and 27% respectively) which reflects the increase in higher quality and higher value new build property coming onto the market. The city centre picture is more varied with an overall 8% reduction in average city centre values over the past 5 years compared to a 5% increase city-wide. This is likely to reflect the volume of smaller properties (studios and 1 bedroom apartments) and the more competitively priced student accommodation transacting in the market place.

**City Centre (non-student)** 

The non-student residential schemes in the city centre show a particular trend towards studio apartments (no separate bedroom) aimed at young professionals and for private rented schemes (PRS). The arrival of major investment funds backing the private rental sector in the city centre is improving the residential offer. In this sector investors/ developers retain ownership of their properties as a result developments tend to be associated with higher quality design, larger units and better management regimes.

Some 20 residential schemes were completed in the city centre in 2017, bringing a total of 846 units. Amongst the largest were "The Cargo Building" at Hurst Street (324 units); Falkner Place (109 units); Vine Square, Vine Street (97 units); Orleans House (71 units); and Harrington House, Harrington Street (33) units.

There are 25 schemes (with 4,243 units) currently under construction, with the largest ("Infinity" with 1,002 units) actually being in the Pumpfields area itself. Other large schemes include "One Wolstenholme Square" (447 units); "Strand House" (383 units); "The Metalworks" (312 units); "The Tower at X1 the Quarter" (196 units); Silkhouse Court (193 units); "Parliament Residences", 12-30 parliament Street (145 units); and "Reliance House", Water Street (140 units).

The hot spot areas in the city centre are currently the Historic Downtown, Ropewalks, Hope Street, Fabric District and now Pumpfields.

#### Neighbourhoods (non-student)

The residential market outside the city centre (in the neighbourhoods) has shown strong signs of growth over the past few year in particular. Private sector development has been supported by activity under the City's Housing Delivery Plan (whereby private developers and Housing Association partners are delivering schemes with significant public sector assistance).

During 2017 approximately 1,178 new homes were built by the private sector, with a further 1,867 currently on site. As part of the Housing Delivery Plan a further 431 homes were built, with some 1,300 remaining under construction. The Mayor's target of 5,000 set in 2012 has already been exceeded, and – by continuing the programme – is set to surpass 7,500 within the next 2 to 3 years.

Residential development activity in Kirkdale ward is most relevant, as it is in this ward in which Pumpfields sits. During 2017 two schemes were



NEW HOMES AT TETLOW STREET

completed: "Sandhills Village" off Stanley Road (30 houses); Latimer House at 29 Silvester Street (34 flats); Tetlow Street (16 houses by LMH).

Meanwhile, David Wilson Homes' "Claremont Gardens" has now almost completed its 271 homes which have been on site since March 2011; the last will be completed this coming autumn.

As for Kirkdale schemes which are on site, "The Metalworks" and "Infinity" are within Pumpfields, whilst outside Pumpfields the most significant new schemes on site are Tobacco Warehouse at Stanley Dock (538 apartments); and "Quay Central" (237 apartments), the first major scheme in the Central Docks area of the much anticipated Liverpools Waters. There is also a scheme on site at 285-289 Vauxhall Road providing a total of 58 apartments on the bank of the Leeds-Liverpool Canal opposite Eldonian Village.

Fourteen schemes are either seeking or have planning permission in Kirkdale. The largest scheme proposed is for 177 units at Whittle Street/Smith Street/Kirkdale Road, and off Commercial Road where Trophy Homes Ltd plan to build 100 new homes. New Regen Ltd are also seeking permission to build 80 homes on land bounded by Heriot Street/Lemon Street/Great Mersey Street.

The residential development recently completed and in the pipeline in the neighbourhoods that border Pumpfields comprises a wide mix of units types spanning apartments, 2, 3 and 4 bedroom houses and bungalows. The level of market activity indicates a good degree of confidence by developers and investors in these north Liverpool neighbourhoods.



YOUNG STUDENT VILLAGE, PAUL STREET, COMPLETED SEPTEMBER 2015

#### Student Market

The student market is strong in Liverpool with particular growth in the city centre. The number of student schemes has increased over the past 5 years with a significant peak in applications for purpose built schemes over the past 2 years. During 2017, approximately 1,259 student bedrooms were completed in the city centre (of which 772 were in the St Luke's View development between Leece Street and Oldham Street), whilst 3,287 are currently on site. A further 3,800 student bedrooms either have or are seeking planning permission.

The schemes under construction and proposed (either with or seeking planning permission) show a more focussed geographic concentration with clear clusters around Islington/London Road and Ropewalks.

An independent review which examined the supply, demand and impact of student accommodation was published in October 2015. This identified that Liverpool is one of the UK's most popular places to study with over 50,000 students and 16,000 of whom choose to live in the city centre. The student sector contributes £1billion to the city's economy. The review concluded that there is no need for a moratorium on new schemes because the growth currently being witnessed is part of the natural development cycle. The report made a series of recommendations to act as a framework for influencing future developments, including:

- Introducing 'zones of opportunity' in the city centre to direct student schemes to and discourage them in less appropriate locations.
- Using planning powers to make sure proposals for student accommodation have viable alternative uses in the event that demand falls.

A range of measures to ensure good quality management of student lettings and encourage a positive relationship between students and local communities.

The conclusion of the review and these recommendations are pertinent to Pumpfields and will be reflected in this strategy.

However, interestingly, although Pumpfields already has a sizeable student population (923 bedrooms at Atlantic Point), the two schemes currently proposed at Bevington Bush by Bevington Developments originally came in as applications for student accommodation, but were subsequently changed to residential apartments (albeit mostly smaller sized, 1 bedroom units) perhaps to cater more for key worker and recently qualified graduates, giving them their own separate bedroom, kitchen and bathrooms, and moving away from the shared facilities/shared communal areas of student living.

## Residential Market and Target Markets in Pumpfields

The location of Pumpfields on the periphery of the city centre and close to established communities makes it attractive to several potential target markets. The quantum and variety of residential accommodation recently completed and in the pipeline in the vicinity of Pumpfields - comprising conversions, new build, studio apartments to 4 bed family homes, properties to buy and to rent - reflects the diversity of this relatively small geographic area and illustrates the breadth of the potential market.

This provides a good context to promote a mix of unit types and tenures in Pumpfields. Mixed communities are sustainable communities – a proliferation of a single type of accommodation can render the market vulnerable to fluctuations in demand and can create a mono-culture. There is an opportunity in Pumpfields to create a sustainable mixed community, characterised by quality developments with attractive landscaping, good connections with the surrounding area and supported by an appropriate range of facilities and services. The potential target markets for Pumpfields include:

- Professionals attracted by the proximity to the city centre and competitive prices compared to other parts of the city.
- Students attracted by proximity to higher education institutions in particular LJMU.
- Young families looking for access to community facilities and schools, but still within easy reach of the city centre.

# PIPELINE DEVELOPMENT

There are several significant developments in the pipeline in Pumpfields and in the immediate surrounding area. The table and map at the end of this section summarises them. Detail is provided for the more significant schemes below.

#### **Schemes On-Site**







# "Infinity", Leeds Street/Pall Mall

Work on the Elliot Group's £250 million "triple tower" complex started in April 2018. "Infinity" is a landmark development at the junction of Pall Mall and Leeds Street featuring three buildings of 27, 33 and 39 storeys, with views over the River Mersey, historic docks and the city centre. The tallest tower will be the third-highest in Liverpool, behind the Radio City Tower and the 40-storey West Tower nearby.

In total the scheme is set to include 1,002 apartments as well as a "triple-height luxury spa, gym and pool"

In November 2017, the Elliot Group reported that it had already sold half of the apartments in the first tower (160 out of 382) with a further 50 reservations already made through sales agent Experience Invest. Sales have reportedly been predominantly to overseas investors who continue to view Liverpool as



All communal facilities for the towers with be on a podium at the base of the towers with landscaped gardens, a residents' gym and cinema and a number of resident lounges and meeting rooms.

The three towers are due to be completed across the next 3 years with a mixture of 1, 2 and 3 bedroom apartments and penthouses.







# "The Metalworks", 60 Vauxhall Road

The former Lawtons office building at the junction of Vauxhall Road, Leeds Street and Freemasons Row has been demolished and is currently being replaced with Pumpfields Regeneration Company Ltd's 11 and 13 storey linked parallel buildings containing 312 x 1 and 2 bedroom apartments.

There will be 20 studios, 280 one-bedroom apartments and 12 two-bedroom apartments across the development. 1 bedroom apartments are being marketed from £99,000 with the 2 bedroom apartments from £133,000.

The £40 million scheme is expected to complete in Summer 2019.



# Stalled scheme partially completed







## North Point (60-90 Pall Mall)

Although commenced in August 2015, this much anticipated residential led scheme stalled in early 2017 when relations between the Council and the developer, North Point Global, deteriorated over issues relating to the New Chinatown project which the developer was also progressing. Some of the steel and concrete work to the northern end of the site is standing, awaiting further progress.

The unfinished mixed use scheme occupies a high profile site on the west of Pumpfields. It was to have comprised a residential tower grounded by a retail unit, commercial spaces, a broad range of city centre living accommodation accompanied by sports, leisure and hospitality facilities within. It would contain a total of 426 apartments. The historic red-brick façade of an existing warehouse on the site was being retained.

As with other stalled schemes across the city centre, the City Council is actively working to find an alternative developer to take on and complete the project.





### **Schemes with Planning or Seeking Planning Permission**



#### **Bevington Bush/Aldersey Street**

The proposal is for three new buildings (9-17 storeys) of residential accommodation containing 614 apartments with ground floor communal space, gym, and commercial unit.

The site is currently under-utilised and comprises a single storey partly derelict industrial building which has been vacant for 6+ years.

Developer Bevington Developments Limited originally submitted and were granted permission for a student accommodation scheme, but subsequently re-submitted a revised proposal for non-student use.

There has been a resolution to grant planning permission for this £65 million scheme, subject to signing of a Section 106 agreement.







#### "The Tannery", Bevington Bush/ **Gardner's Row**

This is a £40 million residential scheme at the north west corner of Pumpfields. The scheme, put forward by Jamworks, proposes 381 apartments in three buildings of 7, 9 and 15 storeys high, consisting of 279 studios, 80 x 1 bedroom and 22 x 2 bedroom apartments.

At ground floor level will be communal space, a central courtyard, parking for 55 cars at basement and ground level, and ground floor retail space.

The site is currently under-utilised and comprises two industrial buildings one of which is occupied and one which has been vacant for some time.

Jamworks have been active in the city for several years, and have a number of schemes completed in the city centre and North Liverpool which cater for key city centre workers and students.

Permission was granted in May 2016.











#### Freemason's Row, Leeds Street

The Leeds Street frontage of Pumpfields is set to become a prestigious address. Not only does it have "Infinity" and "The Metalworks" on site, plans have also been approved for the Vinco Group's 656-unit residential scheme at Freemasons Row.

The £80 million scheme will see the construction of four separate towers of 16 storeys around three courtyards where £1.2million is to be spent on high quality landscaping.

The development will provide a mix of high quality one and two-bedroom apartments, studios and three-storey, two-bed townhouses which the developer hopes will appeal to both first time buyers and professionals.

Designed by Falconer Chester Hall, the building will be finished concrete and glazed façade offering a light and fresh structure enhanced by a lantern effect to the upper floors of each of the towers. Between each block there will be a communal garden on the ninth floor creating an open communal space and with cascading greenery hanging gardens.



The scheme comes with car parking for 92 cars and 248 spaces for cycle storage though its proximity to the city centre and Moorfields train station make the site highly sustainable.

On the ground floor are a number of commercial spaces that will be marketed to fill the needs of the local community as well as owners of the homes. There will also be a ground floor gym and business centre.

Planning approval was granted in September 2017.



#### **Paul Street/Oriel Street**

Vauxhall Developments Ltd originally submitted proposals in July 2016 for 20 three storey town houses in the middle of the former industrial site between Paul Street and Oriel Street. However, in March 2018 they superceded this with an application for the first of four phases showing 69 apartments with ground floor commercial units in a part 7/part 8 storey block. The scheme also proposes a 16 space car park for residents.

The second application was soon followed by a third – although outline – application for the remainder of the site (phases 2 to 4) for a maximum of 219 residential apartments also with ground floor commercial units. This would bring the total number of apartments on the scheme to 288.





#### Paul Street/Oriel Street/Naylor Street

A rival developer (who currently wishes to remain anonymous) has recently submitted alternative plans for the eastern end of the Paul Street/Oriel Street block, covering part of the previous application by Vauxhall Developments Ltd and extending south across Oriel Street onto the adjoining site.

This alternative scheme would see eight buildings, ranging in height from 5 to 12 storeys, containing 427 apartments consisting of 108 studios, 167 onebedroom flats; and 152 two-bedroom flats, including eight duplex units and 21 'fully accessible' units. Most apartments will benefit from private balconies and residents will also have access to communal roof terraces.

The upper floors of each building will contain the residential accommodation, with 14 lower ground and ground floor units totalling 13,928 sq ft earmarked for a range of commercial uses.

The site, to the west of St. Bartholomew Road, to the south of Paul Street, and to the north of Naylor Street, is currently used as surface level car parking with Oriel Street running centrally between.

The creation of piazzas and other areas of hard and soft landscaped public realm fronting onto Naylor Street to the south, Paul Street to the north, and along Oriel Street, is also envisaged in the plans.





PAUL STREET

#### Paul Street/Blackstock Street

Under construction since January 2017, this £25 million scheme will provide a five to eight-storey, U-shaped, residential building comprising 200 units (46 one bedroom and 154 two bedroom units). The scheme is orientated towards Paul Street with a central area of landscaped car parking.

Access to the site will be from Paul Street through two entrances into surface car parking areas with additional undercroft parking forming the ground floor of the building providing 140 spaces.



Perimeter wall/fencing is proposed around the boundary of the site.

The site is a vacant former industrial site and is bounded by 4 metre brick walls.

The application was granted in February 2014 (approval of reserved matters (13RM/2633) following outline approval (100/2038).

#### **Schemes at Planning Application Stage**



#### "The Northern Quarter" (former Via Verde)

Mees Demolition Group has cleared the 700,000 sq ft "Via Verde" site in Liverpool to make way for more than 1,300 apartments, with a revised planning application due to be submitted later this year.

Back in 2008, Eldonian Property were awarded permission to build than 400 homes and office space. However, the scheme - known as "Via Verde" - remained unbuilt. In 2016, they submitted a second application which had 914 apartments across 5 blocks ranging between 4 and 12 storeys. Again, however, the legal agreement was never signed and the scheme never saw the light of day.

The latest proposals due to be submitted imminently by Eldonian Projects includes 1,308 apartments across five blocks varying between 18 and 21 storeys in height. There will be 468 onebed apartments, 468 two-beds, 234 studios, 78 three-beds and 60 town houses.



As well as residential accommodation, the development will also provide 55,000 sq ft of commercial space at ground floor and mezzanine level, spread across all five blocks, and 682 parking spaces.

#### **Issues Raised by Pipeline Schemes**

#### **Principle of residential development**

Justification for the principle of residential development on employment land has been made with reference to three main strands:

- Limited demand for existing employment land/premises - drawing upon evidence of marketing the site/premises with no resultant interest; emphasising the stance of NPPF which directs against protecting land for employment uses where there is no realistic prospect of it being developed for such uses; and referencing the absence of up-to date local policy - Local Plan based on recent Employment Land Study.
- Demand and need for new housing development - with reference to the need to maintain a 5 year supply with an appropriate 'buffer' and new homes to meet the city's economic growth targets.
- Argument that residential development on the subject site would not prejudice adjacent land being used or developed for employment uses.

This justification has been found to be generally sound in the schemes considered to date however this does not necessarily mean this position would be accepted across the entirety of Pumpfields.

It is intended that this document addresses these issues comprehensively across the area to avoid the need for a 'reactive justification' and allow planning for the area to take place from a much more proactive and positive footing. Furthermore, a more up to date policy and evidence base is emerging (through the Employment Land Study and the emerging Local Plan) and these document will have more weight in the determination of planning applications.

#### Car parking

The Council's parking standards for residential development Pumpfields is 70-100% of the number of units proposed as this is classified as a peripheral City Centre location.

Recent proposals have tended to include very limited car parking provision. This low provision tends to be justified with reference to low car ownership figures and low rates of car trips in travel to work data. However, such statistics can be interpreted in several ways and can mask the true demand likely to be generated by a scheme, especially where the new residents do not match the socio-economic and car use/ownership profiles of the statistical cohort applied.

Pumpfields lies just outside of the City Centre CPZ (Controlled Parking Zone) and consequentially onstreet car parking demand is already high with commuter and student parking adding to the pressures generated by demand from established businesses and existing residents. This demand will only grow as more development come on-stream and in particular if sites in use for temporary car parking are developed for alternative uses.

The strategy to date has been to request applicants to:

- make a financial contribution towards a strategy for rationalising on-street parking in this area in the form of an expansion of the City Centre CPZ.
- implement the sustainable travel measures submitted in a Transport Statement and Travel Plan in support of the planning application
- fund any appropriate additional off-site highway improvements, such as enhanced cycle routes, pedestrian links and crossings

It is important that a degree of consistency is adopted across the area to ensure a fair approach and to lead to a comprehensive solution to the issues of car parking in Pumpfields.

#### Mix of residential unit types

The schemes in the planning pipeline in Pumpfields comprise a large proportion of small units – studios or one bedroom apartments. This reflects a wider trend in the market place providing low-cost accommodation to cater for young professionals and students. However, a proliferation of a single type of accommodation

can render the market vulnerable to fluctuations in demand and can create a mono-culture.

The Economic Drivers section of this report notes that as Pumpfields is located on the periphery of the city centre and close to established communities (Vauxhall, Marybone and Eldonians) - it is attractive to several potential target markets which is reflected by the diversity of residential accommodation recently completed and in the pipeline in the vicinity. A wider mix of unit types should be encouraged in the interest of achieving a sustainable community and a location that remains attractive to residents in the long term.

### Need to appropriate residential management

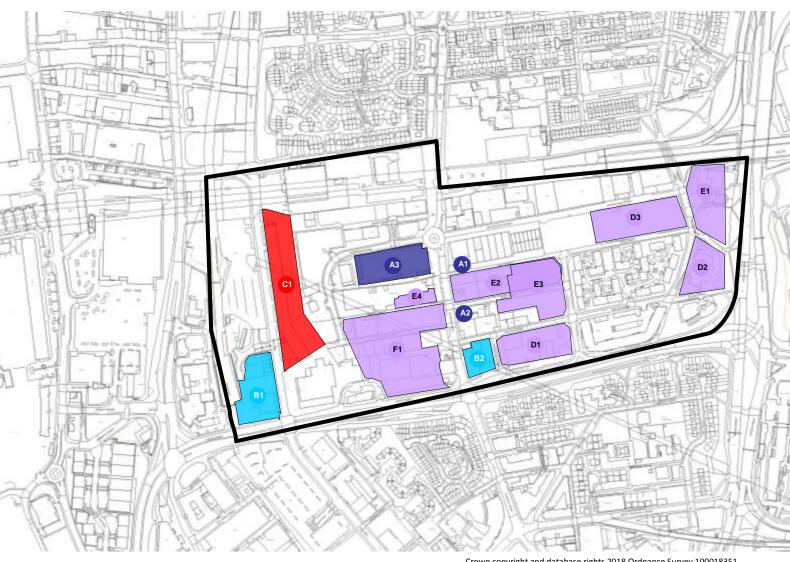
It is important that residential blocks benefit from good management. This is becoming more prevalent in the market place through higher quality student schemes and private rented schemes.

#### Landscaping and public realm

Pumpfields has very little quality landscaping and public realm. The schemes permitted to date focus upon provision of private amenity space (with financial contributions to wider landscaping proposals). A comprehensive approach to development will allow the opportunity for a more structured approach to the delivery of meaningful landscaping and public realm and associated arrangements for ongoing maintenance.

### The map and table below show the schemes in the area that have recently completed, are currently on-site, have planning permission or are emerging proposals.

MAP REF	ADDRESS	DESCRIPTION	DEVELOPER	STATUS	COST	COMPLETION
COMPLETE	D SINCE JANUARY 2015					
A1	"Young Student Village", 1 Paul Street	New 4 storey building with ground floor commercial space and 50 student bedrooms above	Peter Young	Completed	£1m	September 2015
A2	86 Vauxhall Road	Conversion of upper floors from offices to 1 x 3 and 2 x 4 bedroom apartments	Mr S Latham	Completed		September 2015
A3	North Liverpool Community College	Refurbishment of part of building as construction training centre	North Liverpool Community College	Completed	£0.1m	January 2016
ON SITE						
B1	"Infinity", Leeds Street/Pall Mall	Three towers of 39, 33 and 27 floors to include 1,002 apartments	The Elliot Group	On site	£250m	June 2021
B2	"The Metalworks", Land bordered by Vauxhall Road, Freemason's Row, Gladstone Street, Naylor Street and 60 Vauxhall Road (Lawtons)	To erect two linked blocks of 11 and 13 storeys creating 312 apartments, ground floor commercial space, together with associated new vehicular access, car parking for 53.	Pumpfields Regeneration Company Ltd	On site	£40m	Winter 2018
STALLED -	as at 27 April 2018					
С1	"North Point", 70-90 Pall Mall, L3	New 4 to 19 storey mixed use development with 366 live/work units studios, one and two bedroom apartments, a 515 space multi-storey car park, ground floor retail units, restaurants, gym, spa and commercial offices with public/private gardens at third/fourth floor level	Alternative developer sought	Stalled.	£90m	Not Known
PROPOSED	(WITH PERMISSION GRANTI	ED – as at 27 April 2018)				
DI	9-27 Freemasons Row	To demolish existing building and erect four 11-15 storey interconnected blocks of residential apartments containing 656 units with ground floor commercial unit, residents' gym, parking and landscaping	Vinco Group Limited with John and Elaine Sutch	Permission granted September 2017	£80m	Not known
D2	"The Tannery", Bevington Bush/ Gardners Row	To demolish existing buildings and erect 3 new buildings (7, 9 & 15 storey) for 381 residential flats.	Jamworks	Permission granted May 2016	£40m	Not known
D3	Blackstock Street/ Paul Street	New 5 to 8 storey building comprising 200 flats and parking.	W.F. Doyle and Co. Ltd.	Permission granted February 2014	£20m	Not known
PROPOSED	(APPLICATIONS SUBMITTED	BUT NOT YET DETERMINED)				
El	Bevington Bush/ Aldersley Street	To demolish existing buildings and erect three 9-17 storey blocks of 614 residential apartments with ground floor communal space, gym, commercial unit and parking	Bevington Developments Limited	Application 17F/1911 awaiting signing of legal agreement	£65m	Not known
E2	Paul Street/Oriel Street	To erect 288 residential apartments in 7/8 storey blocks	Vauxhall Developments Limited	Applications 18F/0585 and 18O/0548 submitted March 2018	£30m	Not known



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MAP REF	ADDRESS	DESCRIPTION	DEVELOPER	STATUS	COST	COMPLETION				
PROPOSED (APPLICATIONS SUBMITTED BUT NOT YET DETERMINED) continued										
E3	Paul Street/Oriel Street/ Naylor Street/St Bartholomew Road	To erect 8 combined buildings ranging from 5-12 storeys, 427 apartments on upper floors, two basement car parks (140 spaces), cycle spaces. Lower ground/ground mixed commercial uses in 14 units.	To be announced	Application 18F/1035 submitted April 2018	£50m	Not known				
E4	Vauxhall Business Centre, 131 Vauxhall Road	To convert former offices to two houses in multiple occupation (educational institution), each consisting of 16 ensuite student bedrooms with communal kitchen areas.	Stone Maker Properties	Application 17F/2720 submitted January 2018	£lm	Not known				
PROPOSED – PRE APPLICATION STAGE										
F1	"The Northern Quarter" (former Via Verde), Leeds Street/Vauxhall Road/ Pumpfields Road	1,308 apartments across five blocks varying between 18 and 21 storeys in height. There will be 468 one-bed apartments, 468 two-beds, 234 studios, 78 three-beds and 60 town houses.	Eldonian Projects	Planning application imminent	£100m	Not known				

# **VISION**











Pumpfields will be a vibrant extension to the city centre comprising a mix of residential and employment uses, carefully designed to create a distinct and attractive sense of place.





#### **DEVELOPMENT PRINCIPLES**

The following principles are proposed to guide proposals for investment and development in Pumpfields.

#### 1. Development Plots

- Avoid incremental development by ensuring developments comprise entire blocks
- Encourage larger development plots to be assembled where this will enhance quality of design and connections.

#### 2. Land-Uses

- To function as a vibrant mixed use extension to the city centre.
- Promote residential-led mixed use development to the east of Vauxhall Road, along the Leeds Street frontage and along Pall Mall/Love Lane.
- Protect land west of Vauxhall Road (beyond the Leeds Street frontage) for employment uses and support delivery of modern employment premises.
- Promote Vauxhall Road as the focus for supporting neighbourhood uses (retail, leisure and community uses)
- Support the continued operation City of Liverpool College.

# 3. Road network, pedestrian and cycle connections

- Promote walking and cycling by creating a conducive environment with appropriate infrastructure and facilities in new developments.
- Enhance the road network by providing suitable carriageway and footpath widths in new developments.
- Improve pedestrian and cyclist linkages through the area to improve integration with the city centre, waterfront and surrounding communities.

#### 4. Car parking

- Ensure new developments are self-sufficient with regard parking provision so that the impact of traffic flow, safety and amenity is minimised.
- Rationalise on street parking to manage parking and improve the streetscape.

# 5. Design quality, height and scale

- Minimise potential for conflict between residential and employment uses and protect the amenity of existing and future residents through providing adequate landscaping, parking, servicing and separation between uses.
- Create attractive, high profile frontages along Scotland Road and Leeds Street
- Promote active frontages within development, in particular along main routes, to ensure that the street scene is animated and opportunities for natural surveillance are maximised.

# 6. Public realm and landscaping

 Enhance public realm through encouraging high quality landscaping, the creation of green corridors and green spaces.

#### 7. Marketing

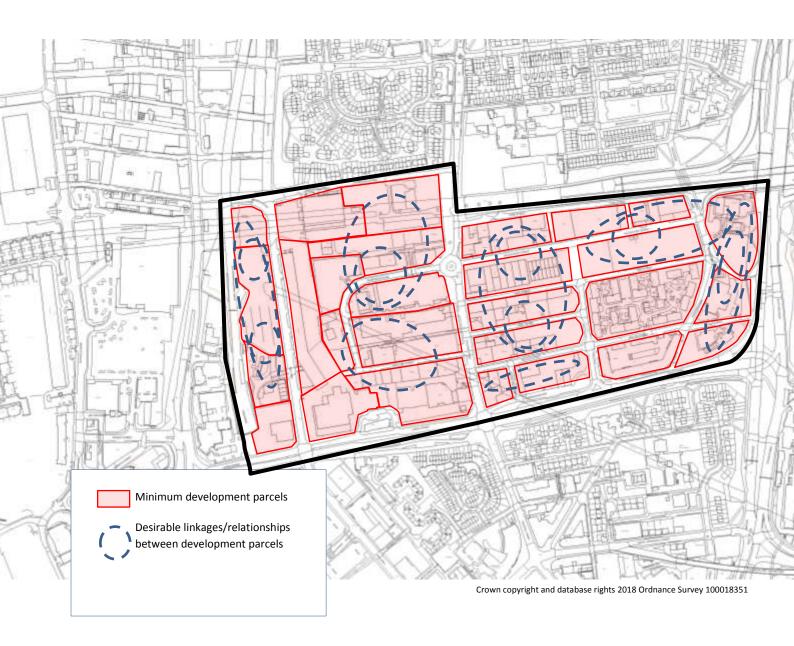
• Encourage positive branding and recognition of Pumpfields

# **DEVELOPMENT PRINCIPLES**

#### **Development plots**

The principle that future development should be based upon coherent blocks is absolutely critical to the successful regeneration and development of Pumpfields. Fragmented patterns of ownership tend to lead to incremental developments which often fail to achieve the best outcomes for the site and fail to contribute effectively to the wider sustainable regeneration of the area. The development plots in Pumpfields are defined with

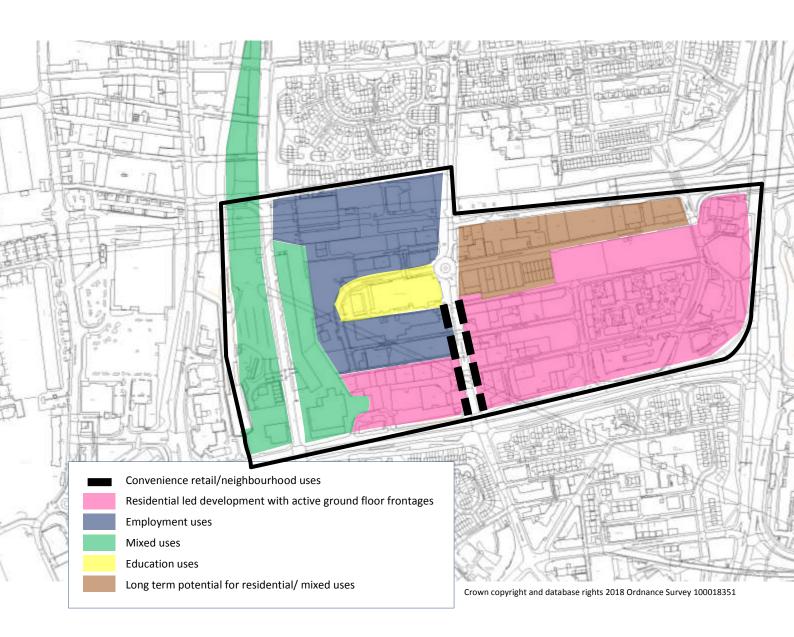
reference to the network of roads and connections and to existing or proposed developments. Some plots may be combined to provide greater flexibility in design and layout. However, the subdivision of development plots illustrated in the plan below will not normally be endorsed as this is considered likely to compromise the ability to deliver comprehensive development in the area.



#### **Land-uses**

This Development Framework recognises the importance of providing a mix of residential-led and employment uses; firstly to support the creation of a distinctive and vibrant neighbourhood in Pumpfields and secondly to provide employment space in order to accommodate economic growth whilst being pragmatic about the emerging residential development pipeline and the spatial characteristics of the area. It is not the intention to be overly prescriptive in this Development Framework - the exact mix of uses and design will evolve as the wider regeneration occurs. However, it is proposed to protect some parcels of land for

employment-only uses in order to ensure a suitable quantum of employment uses are delivered and provide flexibility in terms of the format of those employment uses. The split of uses illustrated on the plan below will safeguard just over 4 hectares of land for employment uses. Employment generating uses will also be promoted within the residential components especially at ground floor to create active frontages.



#### Residential

The market review section suggests that there is further scope for residential development activity to contribute towards the City's housing supply targets and support of the City's continued economic growth. It is clear that there is already significant development interest and activity in the residential development sector, with a significant number of schemes at or approaching the preapplication stage.

It is important that residential development is attractive and sustainable in the long term and therefore the quality, size, layout and environmental sustainability of schemes will be key considerations. In particular, it is important that schemes targeting the student market incorporate the ability to diversify and appeal to non-student market should demand profile in that sector change.

It will be also be essential for any residential planning application coming forward within Pumpfields to demonstrate the contribution made to the wider objectives identified in this document, for example; public realm, infrastructure, car parking, and the incorporation of employment uses - either through cross-funding or direct delivery.

In the long term, residential development could come forward between Ford Street and Paul Street. However in the short to medium term it is more realistic that employment space will

continue to cater for the demand from existing businesses and act as a buffer to the Kingsway Tunnel.

As and when the market evolves, schemes which incorporate appropriate landscape buffer to the tunnel and which offer suitably high quality design and layout will be considered proving they address any requirement to decant displaced businesses.

#### **Employment**

It is not possible to predict the precise levels of demand of employment uses (industrial/office) even in the short term, due to the wide range of influencing factors. However, Pumpfields is well positioned to capture the opportunities that may be generated by the expansion of the city centre, Liverpool Waters and other developments as they come to fruition. It is not envisaged that Pumpfields would be a focus for commercial office development of significant scale but the area could be attractive to indigenous business, start-ups and small businesses looking to capitalise on proximity to the city centre and cheaper rental costs in compared to central parts of the City Centre.

Employment uses should be designed to meet the needs of modern potential occupiers. Employment uses may be incorporated in two main ways in Pumpfields; firstly within the lower floors of the residential blocks, to form part of a horizontally layered, mixed use environment and secondly through freestanding employment premises.



Free standing employment space may be suitable for a wider range of business uses. Plots of land are identified for such uses to the west of Vauxhall Road between Gascoyne Street and Chisenhale Street and along the north boundary of the study area along Ford Street. New employment space must be laid out to meet occupiers needs for example with good access, ample yard/servicing space and parking.

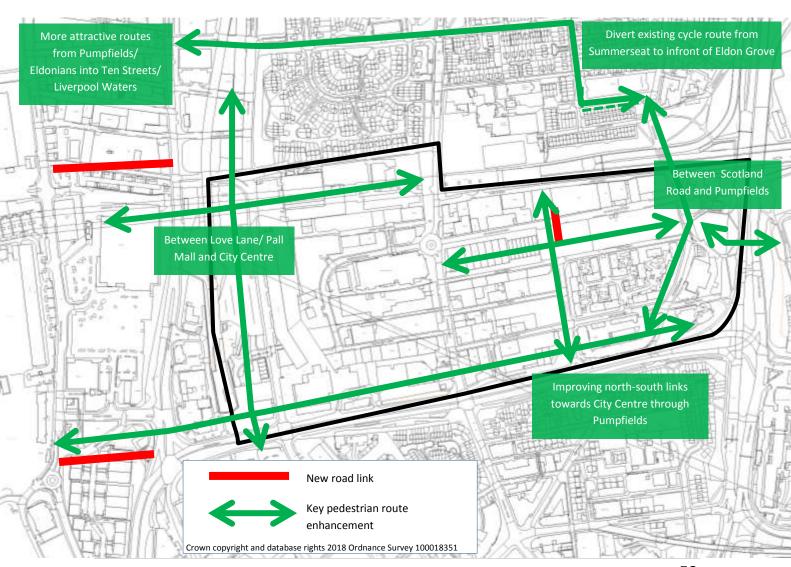
The critical successful factor will be ensuring residential, employment and other supporting uses sit comfortably next to each other.

# Road network and pedestrian connections

New developments should enhance the road network and pedestrian connections by providing suitable carriageway widths and dedicated footpaths. In particular, development should seek to create and reinforce the links identified in the plan below:

- Attractive pedestrian links from the Eldonians and Pumpfields towards the Ten Streets and Liverpool Waters via Chisenhale Street and Burlington Street
- Enhanced pedestrian route linking the Pall Mall developments in Pumpfields and the city centre, either side Leeds Street
- Enhanced pedestrian east-west link from Scotland Road into the heart of Pumpfields via Paul Street
- Enhanced pedestrian north-south link between city centre, Pumpfields and beyond
- New vehicular link between Paul Street and Blackstock Street (though extending St Bartholomew Street)

Environmental buffer zones should be provided to mitigate the adverse environmental conditions of heavily trafficked routes – Scotland Road, Leeds Street and Kingsway Tunnel.



#### **Car parking**

New development proposals should be accompanied by a car parking strategy which must demonstrate the ability to meet the potential demand generated by the scheme. Pumpfields is considered an out-of-centre location in terms of the City Council's car parking standards. This means that residential developments must provide a 70-100% spaces per unit. Student accommodation requires lower provision.

This Development Framework promotes the use of ground floor or undercroft spaces wrapped within the buildings on site to meet car parking requirements in a manner that does not create inactive frontages.

There may be potential for a multi-storey car park to be accommodated to cater demand from two or more for neighbouring schemes - the City Council will endeavour to facilitate such approaches where it is considered appropriate and beneficial in design terms. A multi-storey car park could also comprise or incorporate spaces for commuters/general use.

There is latent demand for car parking in Pumpfields, detailed market analysis and financial viability is necessary to determine whether there is sufficient commuter demand to support the development of a new multi-storey car park – the existing car parking is free or low cost.

#### Design quality, height and scale

New buildings should be designed to support active streets and frontages. Along key vehicular edges this may be in the form of ground floor active commercial uses, which could include social and evening uses such as retail (Use Class A1) and restaurants and cafés (Use Class A3) provided that such uses are managed in a way that does not conflict with residential amenity. Equally, ground floor units may also include office space aimed at start-up businesses (Use Class B1) or even uses such as gyms or crèches (Use Class D1 or D2). Retail, leisure and community uses should be focussed along Vauxhall Road to reinforce its role as the heart of the area. Uses should be of a neighbourhood scale and not compete with the city centre or Great Homer Street (District Centre). The height of new development should be appropriate to its setting and context. Pumpfields lies outside of the WHS area but is largely adjacent to the WHS buffer zone boundary (the north part of Love Lane falls within the buffer zone). The important distant views of the WHS (no2. From Wallasey Town Hall and no.5 from Everton Park) include Pumpfields.

The WHS SPD identifies opportunity for a dominant cluster of tall buildings in the CBD southwest of Pumpfields and a secondary cluster of tall buildings in Central Dock at Liverpool Waters to the northeast of Pumpfields.

In general, the height of development should step up from the north towards the south. This will make an appropriate transition from the suburban scale of residential communities of the Eldonians to the tall buildings in the CBD. Also, the scale of development should be greatest along the main frontages (Leeds Street and Scotland Road).

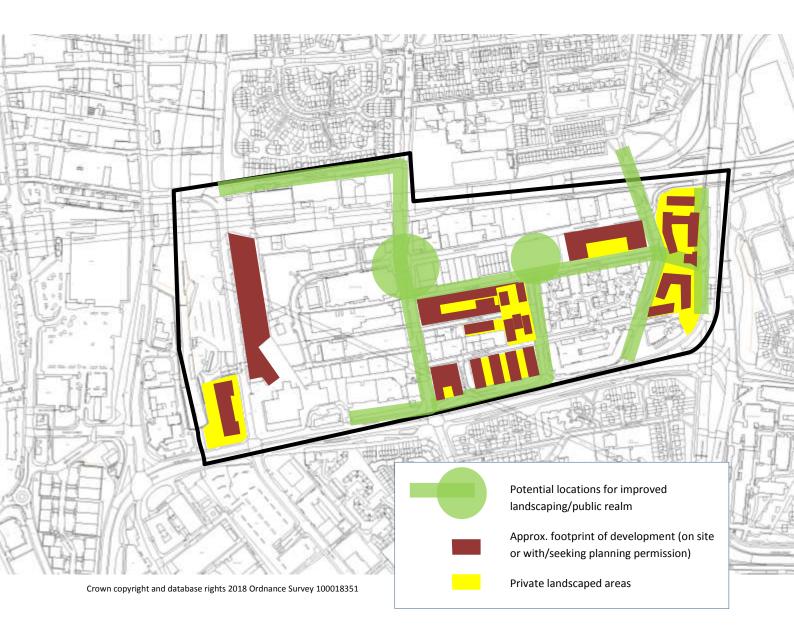
#### Public realm and landscaping

New areas of public realm and enhanced landscaping should provide amenity for residents and employees, contribute to creating a sense of place and encourage movement through the area.

Areas of private landscaping within proposed developments should be connected through landscaping of public space and more emphasis should be placed on publicly accessible spaces rather than gated private spaces.

There is potential for a series of high quality areas of public realm to punctuate the streetscape west of Vauxhall Road - potentially around the Paul Street/St Bartholomew Street junction and the Edgar Street/Naylor Street junctions. The public realm along the Kingsway Tunnel and Vauxhall Road roundabout should be improved.

Public realm and landscaping should be delivered through financial contributions from developments in the area.



# **DELIVERY**

The vision set out in this Development Framework is not prescriptive, because it is important that the sites are flexible to respond to market demand and investment opportunities as they arise. It is therefore possible to achieve the objectives of the vision in different ways depending upon what happens on key sites.

Public sector resources are limited - this strategy will rest to a large extent on influencing and shaping private sector developments

A delivery strategy based upon short, medium and long term actions will be developed to support the final Development Framework.

