

29-35 PEMBROKE PLACE LIVERPOOL

HERITAGE STATEMENT



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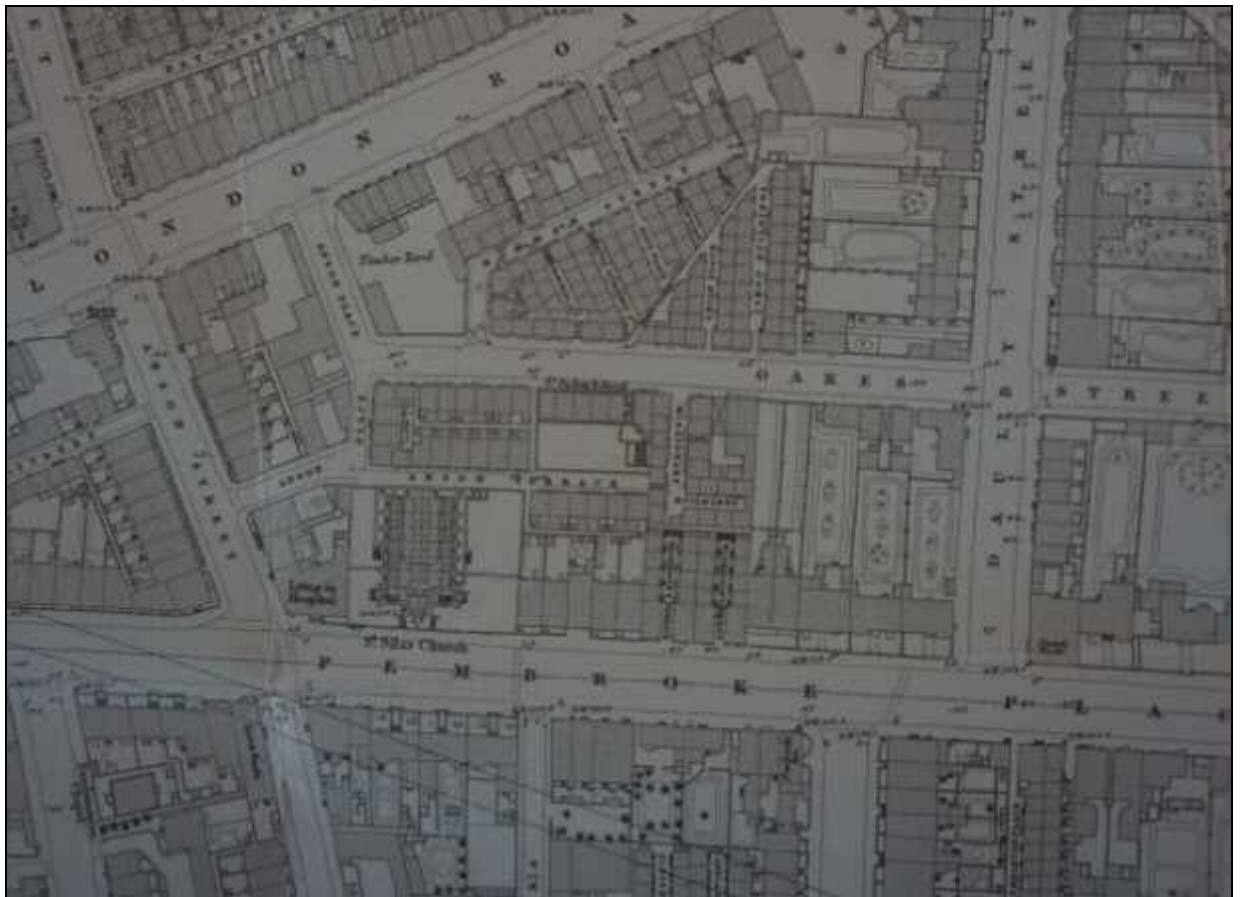
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1 INTRODUCTION

- 1.1 This report considers a proposal for redevelopment of Nos. 29-35 Pembroke Place for the Liverpool School of Tropical Medicine (LSTM). The site includes two separate Grade II listed buildings – No. 29 and No. 35 Pembroke Place – and the report provides an assessment of the potential impact of development on these heritage assets.
- 1.2 No. 29 dates from c.1820. It was built as a private residence, one of a terrace of five houses situated on the north side of Pembroke Place, which was then one of the main roads leading out of the town. It later became a hardware shop and a furniture store. From 1907 the property was used as a kosher butcher's shop, established by Percy Galkoff, a Jewish émigré from Poland, in what was then the principal Jewish neighbourhood. In the 1930s the shop was remodelled and fitted with a new shop front in green faience tiles, with integral lettering in both English and Hebrew.
- 1.3 The Galkoff family continued trading until 1963, when the business was closed and the property was acquired by the City Council. In 1990 it was sold by the Council for renovation as a shop and apartments, but the scheme did not secure Council support, and was never carried out. The building has since fallen into disrepair.
- 1.4 No. 29 Pembroke Place was listed at Grade II on 4 April 2007. The list entry states that it is 'listed principally for the survival of a nationally unique Jewish butcher's shop front' and that 'the explicit display of Hebrew lettering in such a context is very unusual and is an eloquent reflection of Jewish identity in Liverpool at this time'.
- 1.5 Nos. 35 to 39 are also listed at Grade II as a rare survival of court dwellings, a once numerous but now near-extinct building type in Liverpool. They are almost certainly the last remnants in the city and are very rare elsewhere.
- 1.6 In recent years, No. 29 to 35, together with the adjoining Anson House, have all been acquired by LSTM for expansion of their main premises which are located on the opposite side of Pembroke Place. The first phase of works involving the conversion of Anson House is already underway. The next phase is intended to incorporate Nos. 29, 31, 33 and 35 into this development. A later phase will see redevelopment of the land at the corner of Pembroke Place and Moss Street. The total scheme is one of the major strategic initiatives in the development of Liverpool's Knowledge Quarter.
- 1.7 In accordance with the National Planning Policy Framework (NPPF), this report provides a historical and architectural analysis of the listed buildings that would potentially be affected by the proposal, taking account of documentary evidence and on-site investigation; and a comprehensive assessment of its heritage significance. The assessment has informed the process of design development, which has involved an options appraisal, as referenced in the document. The report also provides an assessment of the impact of the proposed scheme on the significance of the listed buildings, taking account of relevant national and local planning policy and guidance.

2 HISTORY OF THE SITE

- 2.1 Pembroke Place was established from the 18th century as an offshoot of London Road and was the principal route out of the city to Prescott and beyond. It was developed first as an affluent residential district with large Georgian houses and substantial rear gardens. From the early 19th century, the area began to change with the introduction of smaller dwellings on the former gardens and court developments. The transition can be seen in the OS plan of 1848 below. On the north side of Pembroke Place, on the site of the present Anson House, stood the church of St Silas, which was erected in 1841. On the south side was built the former Royal Infirmary in 1887-90 to the design of Alfred Waterhouse.
- 2.2 No. 29 Pembroke Place dates from c.1820. It was built as a private residence, the middle one of a terrace of five late-Georgian houses on the north side of the street (seen on the map below opposite the B and R of Pembroke). It was later a hardware shop and then a furniture store, before becoming a kosher butcher's shop in 1907.
- 2.3 Nos. 35 Pembroke Place dates from the early to mid 1840s. Together with nos. 37 and 39, it is all that survives of an integrated block of court dwellings, consisting originally of four frontage houses to Pembroke Place, and four ranges of small single aspect houses fronting onto a pair of shared courts.



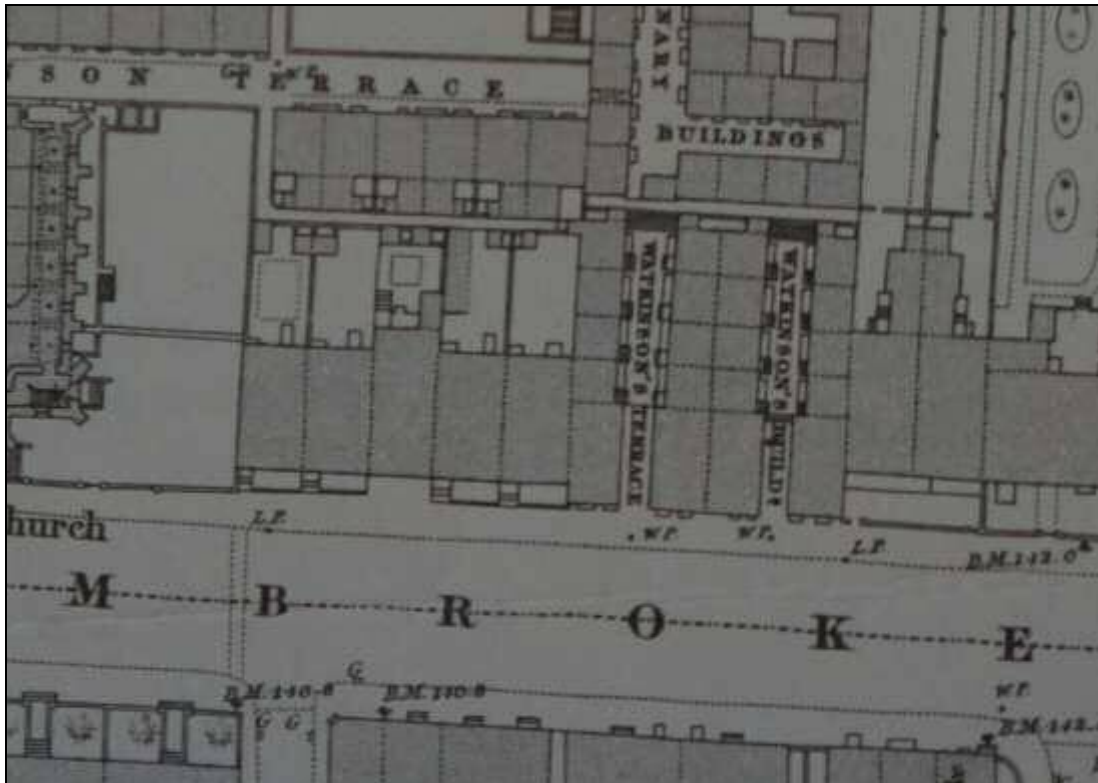
OS map 1848

29 Pembroke Place

- 2.4 Liverpool has one of the oldest Jewish settlements in Britain. The first settlers came from Germany in the early 18th century and lived in the area around the Old Dock. The first synagogue was formed in 1756 in a house in Cumberland Street, and others followed in Turton Court near the Custom House in 1775, and 133 Upper Frederick Street in 1789. In 1807 the first purpose-built Jewish place of worship was built in Seel Street, designed by the Neo-Classical architect Thomas Harrison. Jews became integrated into Liverpool society at an early date, being accepted as members of the Athenaeum Club which they helped to found in 1797, and founding the Liverpool Hebrew Philanthropic Society in 1811. The number of resident Jews increased from approximately 100 in 1789 to over 400 in 1810, and nearly 1000 in 1825.¹
- 2.5 Between 1875 and 1914 Liverpool was a major transport interchange on the migration route from Eastern Europe to the Americas, and many Jewish refugees fleeing persecution in their home countries of Russia, Austria, Romania and Poland passed through the city. Although the great majority crossed the Atlantic, at least 5,000 remained in Liverpool, settling around Brownlow Hill, Pemberton Place and Islington. The Jewish community made a significant contribution to the social, economic and cultural life of the city, playing a role in establishing libraries, music festivals, institutions and businesses, and a number of Jews became Lord Mayor.
- 2.6 One of those Jewish émigrés was Percy Galkoff (originally Gelkopf), who was born in Schertz, Poland in 1879. He was conscripted into the Russian army, but fled Poland in 1904, arriving at Hull, and moving on via Birmingham to Liverpool where he met his future wife Bertha Grossman, who had also emigrated from Poland. He opened his first kosher butcher's shop on Brownlow Hill in 1905.
- 2.7 In 1907 Percy Galkoff took a 75 year lease on 29 Pembroke Place and transferred his business to the thriving Jewish neighbourhood around London Road. The family lived over the shop, bringing up their six children. In 1928 he expanded the business to Wallasey, and three years later his son Sydney took over the running of the shop, living there with his bride Celia.
- 2.8 Galkoffs made a variety of kosher foods on the premises, and also attracted custom from the non-Jewish community. The basement was equipped for the manufacture of wurst and cooked meats, and chickens were kept in the yard. They had contracts to supply kosher foods to the White Star Line, Cunard and other shipping companies, whose passenger ships transported Jewish immigrants to America and the New World. It is claimed to have been the first domestic butcher's shop in the city to have installed a walk-in cold store, cooled by blocks of ice delivered daily.
- 2.9 In the 1930s the shop was re-fitted internally and fronted with a green tiled shop front. The work was carried out by the Liverpool contractor Wm Tomkinson and Sons.

¹ Rob Ainsworth, *History*, December 3, 2007; eppylover.livejournal.com/480798.html

- 2.10 The business continued until 1963, when Sydney Galkoff retired and the freehold of 29 Pembroke Place was sold to Liverpool City Council. In 1990 the property, which had by then become empty, was acquired by the local historian and campaigner, Rob Ainsworth, whose intention was to restore it for retail and residential use. The scheme did not receive Council support and was never carried out, during which time the building continued to deteriorate. After the death of Mr Ainsworth in 2012, no. 29 was acquired by LSTM, which had already purchased nos. 31 and 33 in 2009 to facilitate their planned expansion.



OS map 1848 showing No. 29 at the centre of the terrace of five houses opposite the B and R of Pembroke, and No 35 being the left hand dwelling making up the front section of the west court

35 Pembroke Place

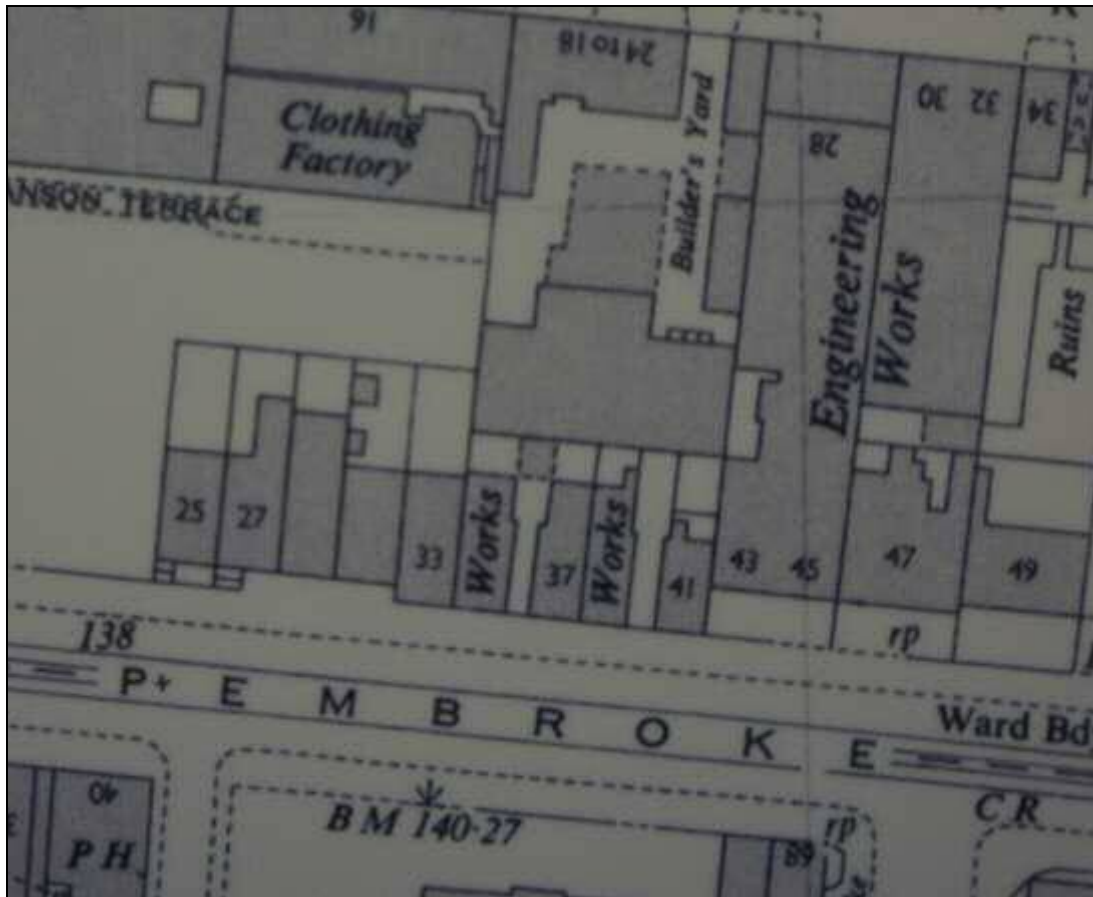
- 2.11 Nos. 35 to 39 Pembroke Place do not appear on Gage's map of 1841, but are shown on the OS first edition of 1848. They were originally part of a symmetrical group of four houses comprising nos. 37 and 39 as a semi-detached pair, flanked by single houses. Between them were the entrances to two narrow courts, Watkinson's Terrace and Watkinson's Buildings, each lined by ranges of four dwellings abutting the frontage buildings to Pembroke Place. Those to the rear of the central pair were back-to-backs, and the outer ranges had single aspects only. At the northern ends of the two courts were a pair of communal privies, which were emptied from a rear passageway. Behind no. 35 is the sole surviving unit of the west side of Watkinson's Terrace. Behind nos. 37 and 39 respectively are the first unit of the east side of Watkinson's Terrace and its back partner which looked onto the west side of Watkinson's Buildings. No. 41 Pembroke Place and the east side of Watkinsons Buildings have been demolished.

- 2.12 Court construction was prolific between 1820 and 1840 as a response to the massive economic growth of the city and its port, which attracted an influx of poor unskilled workers. Some 86,000 people were housed in courts by 1840, by far the largest area of purpose-built working-class housing in England. Liverpool had some of the worst housing conditions in the country, including courts, back-to-back housing and cellar dwellings, all of which suffered from poor light, ventilation and overcrowding, with single houses frequently occupied by several families. Sanitation consisted of shared pumps and privies, and diseases such as cholera and typhus were endemic.



Typical court dwellings in Liverpool c.1910

- 2.13 By the time that Watkinson's Terrace and Watkinson's Buildings were erected, the problems of insanitary housing were gaining public attention, and in Liverpool, encouraged by the research of Dr William Henry Duncan (1805 -63). His experience as a Liverpool GP, which led to the publication of an influential pamphlet *The Physical Causes of the High Mortality Rate in Liverpool*, led to his appointment as the city's Medical Officer of Health in 1847, the first such appointment in Britain. Liverpool procured the Health of Towns and Building Act (1842), prohibiting courts that were inadequately lit, and it is likely that those in Pembroke Place were amongst the last to be built in the city. The combination of court dwellings with the more salubrious houses fronting Pembroke Place show how different classes of dwelling sometimes co-existed in densely built-up urban areas in the early 19th century.
- 2.14 The court dwellings off Pembroke Place were demolished in the early-mid 20th century, with the exception of the first units. No. 35 was last used as a bookshop, but has been vacant for several years. It was acquired by LSTM in October 2008. Nos. 37-39 are privately owned and remain in use as a tailor's premises. The vacant land east of No. 39 is also in the ownership of LSTM.



OS map 1953 showing Nos.25-33 and 35-41 still standing, but by that time the court dwellings had been demolished

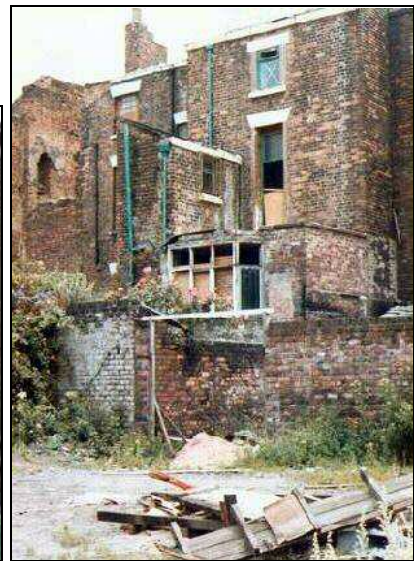
3 ARCHITECTURAL ANALYSIS

No. 29 Pembroke Place

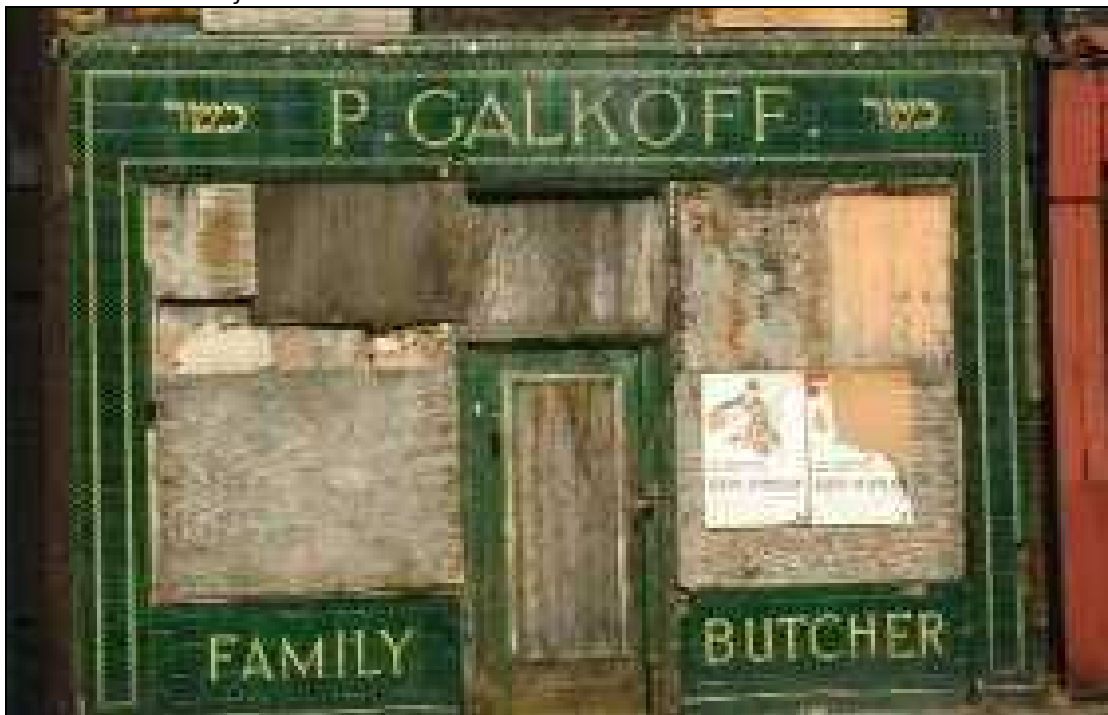
- 3.1 No. 29 Pembroke Place is a late Georgian town house dating from c.1820. It is three storeys high with a 1930s shop front on the ground floor and two windows to each of the upper floors. It is built of brick with stone lintels, sills and eaves cornice. The windows have been blocked, but retain large pane late Victorian or Edwardian sashes. The shop front is faced in dark green tiles with yellow lettering and decorative borders bearing the inscription P GALKOFF FAMILY BUTCHER and the Hebrew letters denoting kosher status. The fascia is capped by an egg and dart moulding to the upper course, and is probably applied to an earlier timber boxed framework to the shop front opening. At the centre is a timber panelled door flanked by large window openings to each side, and the return flanks to the side walls are faced internally in white tiles with a green chequer pattern border. Two cast iron columns, set behind the shop front and an iron or steel beam support the front facade.
- 3.2 The rear facade was much altered in the mid 20th century with ground and first floor extensions, and is now ruinous.



29 Pembroke Place – front elevation



Rear elevation



Shop front

- 3.3 The interior has also been substantially altered, with the result that its original plan form at ground level is no longer evident. The ground floor level over the front of the building has been dropped, probably when the shop front was first installed, as the houses were originally entered from a flight of external steps as seen on the 1848 OS map. All internal partition walls have been removed to open it up as a single space, and the staircase has been removed and replaced in a different position. Some limited sections of plain white tiling remain on the side front walls, probably dating from the 1930s fit-out, but all the finishes have otherwise been stripped off. A marble counter on red-painted timber supports is fixed to the left side wall just inside the shop.



Shop front from interior showing cast iron columns and white tiled reveals



Marble counter to former butcher's shop

- 3.4 The first floor is more intact, although the insertion of the new staircase has caused the loss of a section of the rear room and its original doorway. The front room retains a crudely detailed moulded plaster cornice with an anthemion pattern, a timber skirting, and original panelled door and architraves. A series of amateur mural paintings of sea or riverbank scenes dating from the Edwardian period or the 1920s line the walls. The paintings, which appear to have been executed in distemper, have flaked and perished to an extent that they are beyond conservation. The original staircase to the top floor survives, but is too dangerously decayed to allow an inspection above first floor level.



Plaster ceiling to first floor front room



Remains of original first to second floor staircase



Mural paintings to first floor front room



First floor rear room

No. 35 Pembroke Place

- 3.5 No 35 is three storeys high and one bay wide. It has stone lintels and sills to windows and a moulded stone eaves cornice. The upper window openings are boarded but sashes survive behind. The shop front is modern. The east elevation has bricked up window openings at the upper levels. The attached dwelling to the rear is also three storeys, but is lower and narrower than the frontage house. It is one bay wide and has blocked openings. The doorway is round headed with a brick arch, and the windows have stone sills and lintels and an eaves cornice matching the frontage. Originally there was a basement although this has now been infilled.



No. 35 Pembroke Place (The Book Shop), also showing nos. 37-39 (John E Monk)



Three views of entrance side of No. 35 from rear court with surviving court dwelling to right



Remains of staircase to No. 35 Ground floor front room

- 3.6 The internal plan of the front house is two rooms deep with the stair compartment placed between the front and rear rooms. Part of the staircase remains and has turned newels, stick balusters and winders. Sections of a plain plaster cornice survive in the front room, together with internal doors and architraves. The plan of the rear house consists of one room per floor with a narrow winding stair against the rear wall. Interiors are sparse, with an absence of any decorative detail.

4 ASSESSMENT OF SIGNIFICANCE

No. 29 Pembroke Place

- 4.1 No. 29 Pembroke Place is a Grade II listed building. The summary of importance which forms part of the listing entry states that:

'It is listed principally for the survival of a nationally unique Jewish butcher's shop front, set within a late Georgian house: the explicit display of Hebrew lettering in such a context is very unusual and is an eloquent reflection of Jewish identity in Liverpool at this time. It is one of the last survivors of the initial late Georgian development of this area of Liverpool, along an important arterial road which has undergone considerable redevelopment. The internal survivals, particularly the painted decoration and plasterwork to the first floor front, are of some interest but the plan form and internal fixtures in general have been compromised.'

- 4.2 It is clear from this description that the shop front with its Hebrew lettering is the chief aspect of significance. Without this feature, the building would not have been listed. This is evident from the fact that no. 31 was not listed, for it is otherwise identical. Indeed apart from the shop front, the significance of the building is very slight, for it is architecturally unremarkable, and has been seriously compromised by major alterations in the 20th century.
- 4.3 Although the list description suggests that it is one of the last survivors of the late Georgian development of the area, there remain a significant number of houses of this period in the surrounding streets, largely unlisted, if often substantially altered.

- 4.4 Of its late Georgian character, the front facade of no. 29 survives only above first floor, and even the windows are not original. The rear facade has been much altered. The internal plan has been seriously compromised, and few features remain from the original period. The staircase survives only from first to second floor, and even this has lost its newels, balusters and handrail. The surviving plasterwork in the first floor front room is of poor quality and the remaining joinery uses standard mouldings.
- 4.5 Apart from the tiled shop front, the items that date from the Galkoff family's occupation are the marble butcher's counter, and the mural paintings in the first floor room. The counter is made of a single piece of white marble without any mouldings or embellishment. It is fixed to the wall and the front edge rests on three red-painted machine-turned table legs. Although another piece of marble lies on the floor unfixed, the counter does not appear to have been part of a significant shop fitting, and makes no special contribution to the interior, which otherwise has walls stripped back to plain brickwork. The first floor murals have been painted by an amateur, and have no artistic merit. The landscape design incorporates no overt Jewish symbolism. Some of the panels have been damaged by interventions, and all have seriously flaking paintwork, which renders them beyond conservation.
- 4.6 The principal significance of the building is therefore historic and communal. It relates to the Jewish identity of the property as a kosher butcher's shop during the period after 1907, when Percy Galkoff acquired the lease, as manifested by the tiled shop front, probably installed by his son Sydney in the 1930s. This bears witness to the once-thriving Jewish community in the surrounding neighbourhood.

No. 35 Pembroke Place

- 4.7 Nos. 35-39 Pembroke Place are listed Grade II. The summary of importance forming part of the listing entry states that they are designated for the following reasons:
- *'They have special architectural interest as individual survivals of court dwellings, a once-numerous but now near-extinct building type. They are almost certainly the last remnants in Liverpool, and are very rare elsewhere.'*
 - *'They have special historic interest in the context of Liverpool's massive early-mid C19 growth as a port city, and beyond as documents of early-C19 urban vernacular at its near-humblest, poignant testimonies to the realities of working-class urban living. While the frontage houses are of lesser intrinsic interest, they form an integral and important part of the group, an arrangement which was planned not incidental.'*
- 4.8 It is the small court dwellings, one at the rear of no. 35 and the pair that stand back to back at the rear of nos. 37 and 39, that provide the special interest, without which the frontage houses would not be listed. These court dwellings only survived by being adapted as extensions to the frontage houses, with their independent doorways and most of their window openings blocked up. That they remain the only survival in Liverpool, however, gives the group exceptional interest from a social historical and architectural perspective, as well as for their communal value.

5 HERITAGE PLANNING CONTEXT

5.1 National Planning Policy and Guidance

Planning (Listed Buildings and Conservation Areas) Act 1990

- 5.1.1 Statutory protection for built heritage is principally provided by the Planning (Listed Buildings and Conservation Areas) Act 1990.

National Planning Policy Framework

Planning Practice Guidance: Conserving and Enhancing the Historic Environment (April 2014)

- 5.1.2 Historic Environment Policies included in the National Planning Policy Framework (March 2012) replaced Planning Policy Statement 5 (PPS5). Planning Practice Guidance: *Conserving and Enhancing the Historic Environment* (April 2014) has recently replaced the Historic Environment Planning Practice Guide, which accompanied PPS5.
- 5.1.3 The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The Government sees three dimensions to sustainable development: economic, social and environmental, and these roles should be regarded as mutually dependent. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities. The planning system is therefore expected to play an active role in guiding development to sustainable solutions. Policies 126-141 are related to conserving and enhancing the historic environment.
- 5.1.4 The NPPF describes the historic environment in terms of “*heritage assets*.” It defines the significance of a heritage asset as its value ‘*to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.*’
- 5.1.5 Paragraphs 128 and 129 of the NPPF require planning applicants and local planning authorities to assess the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be appropriate to the assets’ importance and no more than sufficient to understand the potential impact of the proposal on their significance. Local planning authorities should take this assessment into account when the potential impact of proposed development to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal.
- 5.1.6 Paragraph 130 of the NPPF states that where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.

- 5.1.7 Paragraph 131 states that local planning authorities should take account of the desirability of new development sustaining and enhancing the significance of heritage assets; the positive contribution that heritage assets can make to sustainable communities; and the desirability of new development making a positive contribution to local character and distinctiveness.
- 5.1.8 Paragraph 132 sets out policy principles guiding the consideration of impact of development on the significance of a designated heritage asset. The more important the asset, the greater the weight should be given to the asset's conservation. Any harm to or loss should require clear or convincing justification.
- 5.1.9 Paragraph 133 provides a series of tests which should be applied in cases where substantial harm to or total loss of significance will be caused. In the case of development proposals which will lead to less than substantial harm, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 5.1.10 Paragraph 134 states that where a development proposal will lead to less than substantial harm to the significance of a heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 5.1.11 Paragraph 137 states that local authorities should look for opportunities for new development within Conservation Areas and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.
- 5.1.12 Policy 141 states that local planning authorities should make information about the significance of the historic environment gathered as part of the development process publicly accessible, and should require developers to record and advance understanding of the heritage asset before it is lost.

Conservation Principles: Policy and Guidance (English Heritage) 2008

- 5.1.13 The English Heritage document *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* is intended to guide conservation thinking and practice in England. It states that development need not devalue the significance of the place, both its tangible values, such as historic fabric, or its associational values, such as its place within the landscape, provided the work is done with understanding.
- 5.1.14 The *Principles* state that new work or alteration to a significant place should normally be acceptable if:
- There is sufficient information comprehensively to understand the impacts of the proposal on the significance of the place;
 - The proposal would not materially harm the values of the place, which, where appropriate, would be reinforced or further revealed;

- The proposals aspire to a quality of design and execution which may be valued now and in the future;
- The long-term consequences of the proposals can, from experience, be demonstrated to be benign, or the proposals are designed not to prejudice alternative solutions in the future.

5.1.15 The *Principles* state that there are no simple rules for achieving design quality in new work, which could involve working in a traditional or a contemporary manner. The important factor is to respect the values established through an assessment of the significance of the building and its setting.

5.1.16 It is also suggested that features of lesser significance offer opportunities to create heritage values of tomorrow, which can be achieved if the quality of the new work is of a high standard of design, materials, detailing and execution.

5.1.17 The Planning Practice Guidance: Conserving and Enhancing the Historic Environment contains helpful advice on decision-taking, including assessing significance, and how to assess where there is 'substantial harm' in accordance with paragraphs 132 and 133 of the NPPF.

5.2 Local Policy and Guidance

Liverpool Unitary Development Plan Saved Policies

5.2.1 Policy HD3: Demolition of Listed Buildings

The policy states that:

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

5.2.2 Policy HD4: Alterations to Listed Buildings:

The policy states that consent will not be granted for:

- i. extensions, external or internal alterations to, or change of use of, or any other works to a listed building that would adversely affect its architectural or historic character;*

ii. applications for extensions, alterations to, or the change of use of a listed building that are not accompanied by the full information necessary to assess the impact of the proposals on the building;

iii. any works which are not to a high standard of design in terms of form, scale, detailing and materials.

Where the adaptive reuse of a listed building will be used by visiting members of the public, the needs of disabled people should be provided for in a manner which preserves the special architectural or historic interest of a building.

5.2.3 Policy HD8: Preservation and Enhancement of Conservation Areas

The policy states that:

The City Council will take positive action to secure the preservation or enhancement of conservation areas and will:

i. seek support and funding from all available sources for the repair of buildings and environmental improvements;

ii. prepare action plans for priority areas;

iii. use its available powers to secure the removal of features which significantly detract from the character of the area; and

iv. provide planning guidance and advice to owners and developers.

6 THE PROPOSAL

6.1 The proposed scheme involves extending the remodelled Anson House to include nos. 29-35 Pembroke Place. Nos. 29 and 35 are both listed buildings as described in sections 3 and 4 above; no. 31 is an unlisted building; and no. 33 is a vacant site. It is proposed to replace nos. 29 and 31, and to conserve no. 35. In the process of taking down no. 29, the tiled shop front will be carefully dismantled and re-erected on an adjoining site which is proposed to be used as public realm in the later phase of the LSTM's strategic development. No. 35 will be fully repaired for future occupation and its history interpreted, and will form an integral element of the LSTM premises.

6.2 The proposal has been developed during extensive pre-application consultation with helpful advice from Liverpool City Council and English Heritage. The scheme is explained in the Design and Access Statement and shown on the project drawings. A Method Statement is set out for taking down and re-erecting the shop front as a free-standing art work, complete with interpretation explaining its historic significance.

6.3 At present the site is part of a shattered townscape, and one of the primary objectives is to enhance the character of the area. The architectural principles adopted in the preparation of the scheme have included:

- Creation of new frontages to enhance and respect the streetscape of Pembroke Place
- Respecting the setting of the retained no. 35 Pembroke Place
- Respecting the scale and massing of other adjoining and adjacent developments

- 6.4 The decision to replace no. 29 was taken only after the preparation of a detailed options appraisal, which was carried out to explore the possibility of retaining no. 29 Pembroke Place. The results of this are considered in the following section.

7 OPTIONS ANALYSIS

7.1 Basis of the Options Analysis

- 7.1.1 A comprehensive viability analysis of options to retain and reuse the listed no. 29 Pembroke Place has been carried out. The brief for this study was agreed with Liverpool City Council and English Heritage, and involves four options:

- *Option 01 - retention/restoration of the whole of the existing building, including the existing floors, external and internal walls, roof, window openings and shop front*
- *Option 02 - retention of external walls, including window openings and shop front, and roof, but with new floors at different levels and new internal walls (if required)*
- *Option 03 - retention of front wall only, with all new fabric otherwise*
- *Option 04 - demolition and replacement of the listed building, salvaging the shop front for re-erection as a free-standing piece of public sculpture*

- 7.1.2 The options analysis draws together data from the following evidence base:

- **Curtins Structural Assessment:** This study provides a structural survey of the existing building, identifying any structural defects and assesses the feasibility of necessary remedial works involved in the four options.
- **Broadway Malyan Architecture Options Study:** The architectural feasibility of the four options has been considered, taking account of practicality, accessibility, floor space, and usability.
- **WYG Cost Analysis:** Project construction costs for the four options have been developed taking account of the structural information, demolition and architectural works. The QS has prepared Development Appraisals for each of these options and assessed them for financial viability.

- 7.1.3 The findings of each of the technical studies is summarised in the paragraphs below.

7.2 Conclusions of Curtins Structural Assessment

7.2.1 The Curtins report assesses the structural condition of the building and confirms that there are significant structural constraints and challenges to delivering and retaining the existing building on the site. In summary, the report states:

- The structure is three storeys above ground and includes a basement. The walls are load bearing brickwork. The shop front was installed later and rests on slender cast iron columns.
- The internal structure comprises timber floors at each level. There is a step across the full width in the middle of the floor, caused by lowering the front floor, probably when the shop front was installed. Within the basement this required modifications to the central pier and a floor beam, and the floor joists have been supported on a central beam which in turn is supported on a brick pier which is in poor condition.
- The staircase between first and second floors is in poor structural condition due to water ingress and is considered to be too dangerous to access the second floor.
- There is a wide opening in the original rear wall leading to a modern outrigger. Steel beams have been installed to trim the opening and support the concrete flat roof. The beams are severely corroded and there is damage to the concrete due to lack of cover and carbonation.
- There are areas of poorly bonded brickwork to the gable/party wall at ground floor level. Some are due to past alterations including the removal of the chimney stack.
- At first floor level there is diagonal cracking that extends across the gable/party wall to Anson House. This is likely due either to outward movement of the facade to Pembroke Place due to lack of restraint at floor and roof levels, or to movement associated with the installation of the shop front beams and columns.
- There has been movement of the brickwork around the bearing to the main shop front which has resulted in the installation of galvanised straps on the external corner adjacent to the shop front beam.
- At first floor level there is a gap between the floor boards and the plaster, indicating outward movement of the wall.
- The first and ground floor structure comprises timber joists spanning onto iron/steel beams. The joists and boarding are in reasonable condition where the structure has been dry, but areas are very wet, particularly towards the

rear of the ground floor. Joist bearings built into external walls are very vulnerable to decay and repairs or treatment should be expected.

- The basement is damp although areas of the floor appear dry. There is a vaulted brick coal chute that extends under the pavement to Pembroke Place – the walls appear to be very damp and there was slight movement of the vaults.
- The slate clad roof is generally intact but damage to flashings;/waterproofing is to be expected and there are gaps between slates and wall through which rain may be entering. The roof has a slight hollow indicative of long term deflection of supporting purlins. The roof is likely to need replacement.

7.2.2 The major works needed in the four options are as follows:

Option 01 - retention/restoration of the whole of the existing building, including the existing floors, external and internal walls, roof, window openings and shop front

- a. The variation in floor levels requires a series of ramps which not only occupy floor space, but will apply additional dead load. The existing first and second floors will require strengthening.
- b. At the rear of the property the floors are saturated and will require replacement.
- c. There are a series of defects on the walls, particularly at ground floor level where past alterations have been made. Local rebuilding and strapping is required. The chimney breast will need rebuilding.
- d. The front gable wall will require strapping. The straps will obliterate one of the paintings at first floor level. A door opening to Anson House is also required at this point.
- e. Any basement structure at nos. 31 and 33 will need infilling or venting, which will affect new build foundations.
- f. The sequence of operations will need careful consideration to ensure structural stability during the works.
- g. Assessment of the condition and adequacy of the beam at first floor level over the shop front will be required.
- h. The extensive structural alterations that have been made since construction, and the general condition of the building will require that the floor boards will have to be lifted to allow for new restraint straps to be fixed to preserve the stability of the masonry walls; the floor joists are likely to need strengthening to suit the change

of use of the upper floors; some of the paintings will be damaged by strapping repairs; and an assessment will be required of the columns and basement level pier to ensure that they are capable of supporting the increased load in their current positions.

Option 02 - retention of external walls, including window openings and shop front, and roof, but with new floors at different levels and new internal walls (if required)

- a. Removal of floors will need temporary lateral support to ensure structural stability.
- b. Items c – e and g in option 1 will apply, as well as most of the items in h .

Option 03 - retention of front wall only, with all new fabric otherwise

- a. Removal of floors and load bearing walls other than front elevation will need temporary lateral support to the roadside wall .
- b. Consideration of the lateral stability of no.35 will be required when other structures are removed.
- c. Items c and e in option 1 will apply, as well as most of the items in h .

Option 04 – demolition and replacement of the listed building, salvaging the shop front for re-erection as a free-standing piece of public sculpture

- a. the tiled shop front will need to be carefully removed. A reinforced concrete structure that is preferably demountable from its foundation will be needed if the item is to be temporarily located because relocation elsewhere along Pembroke Place.

7.3 Conclusions of the Broadway Malayan Architectural Options Study

Option 01 - retention/restoration of the whole of the existing building, including the existing floors, external and internal walls, roof, window openings and shop front

- 7.3.1 In this option it is proposed to retain existing fabric where possible. However in parts water ingress has severely damaged areas of flooring, walls and ceilings that will have to be replaced. Roughly 50% of the existing floor structures would have to be replaced. Moreover, the strengthening of those sections of flooring that could be retained in order to accommodate the change of use would involve significant alterations. This would lead to questions about the practicality of retaining the original fabric.

- 7.3.2 The ground floor level is significantly higher at the rear of the building than at the front, which requires the installation of a ramp that negates roughly half of the floor space. The difference in level between the ground floor and the existing floor level of Anson House necessitates an additional ramp. Similar differences in level exist at first and second floor levels with a loss of floor space to achieve access.
- 7.3.3 The existing staircases between ground and first floor level and between first and second floor level are not DDA compliant and would not be usable should they be refurbished. This would further reduce the available floor space.
- 7.3.4 The second floor has insufficient headroom over part of the floor area, which will reduce the usable space for office staff. Retention of existing fabric means that the open-plan working arrangement required by LSTM would not be achievable.
- 7.3.5 No. 29 was built as one of a terrace of houses. Its retention as a single dwelling within the frontage of a new and much larger building would appear discordant. The set back of the elevation and the break in the roof line would be visually disruptive and the retention of the shop front would cause confusion for visitors, since no. 29 could not act as the entrance to the building.
- 7.3.6 In summary, although this option has the merit of retaining the existing shop front in situ, and what can practically be retained of the existing undamaged fabric, the loss of floor space to provide access and the inconvenience of the layout would make the building unviable. It would not meet the requirements of LSTM.

Option 2 - retention of external walls, including window openings and shop front, and roof, but with new floors at different levels and new internal walls (if required)

- 7.3.7 In this option all internal fabric including internal walls and floors would be removed and replaced by new floors at the same level as Anson House.
- 7.3.8 Retention of the existing building fabric means that the required open plan working arrangement would not be achievable across the full floor plate.
- 7.3.9 As with option 1, the reduced headroom at second floor level would restrict the amount of usable space.
- 7.3.10 No. 29 was built as one of a terrace of houses. Its retention as a single dwelling within the frontage of a new and much larger building would appear discordant. The set back of the elevation and the break in the roof line would be visually disruptive and the retention of the shop front would cause confusion for visitors, since no. 29 could not act as the entrance to the building.
- 7.3.11 In this option, other than the retention of the shop front, most of the remaining fabric is of little interest, and the structural implications of retaining the fabric while replacing the floors is extensive and would not achieve a full, open and flexible working space. It would not meet the requirements of LSTM.

Option 3 - retention of front wall only, with all new fabric otherwise

- 7.3.12 In this scheme only the front facade will remain.
- 7.3.13 This option would provide a full open plan working area, and removes the physical separation between Anson House and the new development so that greater openings can be created with original fabric now removed. There is also no requirement for internal ramps. The second floor would be installed to match Anson House, so that there would be no loss of space at second floor level, and new concrete floor construction would remove the headroom and acoustic issues encountered with previous schemes.
- 7.3.14 However, due to the poor condition of the facade, significant structural remediation and stabilisation would be needed to ensure safety during demolition and reconstruction.
- 7.3.15 The integrity of the listed building would be significantly diminished by the retention of the facade alone. Facadism is little better than total demolition, and the visual isolation of no. 29 identified in the two previous options would still have a negative impact on the streetscape.
- 7.3.16 Although this option has more positive outcomes than options 1 and 2, the negatives still outweigh the positives, and the scheme is considered to be unviable.

Option 4 - demolition and replacement of the listed building, salvaging the shop front for re-erection as a free-standing piece of public sculpture

- 7.3.17 In this option the existing building will be replaced, but the shop front including the tiled fascia, pilasters and stall riser, the reveals and the cast iron columns will be carefully dismantled and re-erected as a free-standing art work on the adjoining allocated site.
- 7.3.18 The scheme allows for a full open plan arrangement at all levels. It removes any physical separation to Anson House and maximises usable floor space for office accommodation. There would be no need for ramps at any levels and no loss of floor space at second floor level.
- 7.3.19 The disbenefits are the loss of all historic fabric with the exception of the shop front, but this is the feature of greatest significance, and it will be retained, conserved and given a suitable setting, with appropriate access and interpretation. In options 2 and 3 the value of what is otherwise retained is minimal.
- 7.3.20 Additionally, it will be possible to resolve the aesthetic issues highlighted in relation to the other options where no. 29 would be retained as an isolated element in the streetscape.

7.3.22 Option 4 is therefore considered to be the only viable option.

7.4 Conclusions of the WYG Cost Analysis of Options

7.4.1 The construction costs and the development value of the three architectural options have been calculated as follows:

	Option 1	Option 2	Option 3	Option 4
Build Cost	£1,439,000	£1,431,000	£1,549,000	£1,528,000
Internal gross usable Floor area	501 m ²	612 m ²	631 m ²	649m ²
£/m ²	2,872	2,338	2,455	2,354

7.4.2 The costs and development value of each scheme option shows that the internal gross usable floor area of Option 1 is by far the lowest, while the cost is the highest. Option 4 provides the highest internal gross usable floor area, and the second lowest cost after Option 2. While overall cost is not the most critical factor, the low level of usable internal floor area in the case of Option 1 is a critical disadvantage, and makes it poor value for money.

7.5 Overall Conclusions of Options Appraisal

7.5.1 Drawing on the results of the four technical studies, an analysis has been made of each of the options which identifies both positive and negative aspects. In summary, the feasibility studies confirm that in all but option 4, which involves the replacement of no. 29, there are significant structural, architectural and economic challenges that would impede the successful regeneration of the site. Flexible and open working is crucial to the operation of LSTM, and only Option 4 would achieve this objective.

8 HERITAGE IMPACT ASSESSMENT

8.1 Assessing Impact on Significance

8.1.1 Paragraph 128 of the NPPF states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made to their setting. Paragraph 129 requires that local planning authorities should take any assessment of significance

into account when considering the impact of a proposal on a heritage asset to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

8.1.2 A detailed analysis of the significance of the proposed development site is set out in this report. There are two separate listed buildings within the site, nos. 29 and 35 Pembroke Place. Nos. 37 and 39 Pembroke Place are just outside the site and are in separate ownership, and are not therefore directly considered in this report.

8.1.3 The two listed buildings are significant for different reasons:

- No. 29 for the survival of a nationally unique Jewish butcher's shop front with Hebrew lettering, dating from the 1930s, set in a late Georgian house, which bears witness to a once-thriving Jewish community in this neighbourhood of Liverpool.
- No. 35 (together with nos. 37 and 39) is almost certainly the last remnant of the system of court dwellings in Liverpool and is of great rarity nationally. It is a poignant testimony to realities of working-class urban living in the early-mid 19th century.

Both these buildings are thus significant for what they tell us about social history, and past communities in the city.

8.1.4 In the case of no. 29 it is chiefly the 1930s shop front which gives it special interest. The house itself is unremarkable, and has lost most of its architectural integrity as a result of alterations and structural decay. It was designed as the central unit of a terrace of five identical houses, of which only two survive (no. 31 which is unlisted) is in an even worse state of repair), and it lacks special aesthetic value. The shop front, however, is a powerful reminder of the Jewish community which occupied this area in the late 19th and early 20th centuries.

8.1.5 In the case of nos. 35-39 the totality is of much greater consequence, for it is the survival of the three frontage properties with the remnants of court dwellings at the rear as an integral element that gives it such interest.

8.1.6 Taking account of the Statement of Significance in Section 4 above, and relevant policies of the NPPF, the impact of the proposal on the aspects of significance and setting of the listed buildings is considered below.

8.2 Impact on Significance

No. 29 Pembroke Place

8.2.1 The proposal will involve the loss of the listed building. As stated in paragraph 132 of the NPPF, '*substantial harm to or loss of a grade II listed building should be exceptional*'. In such cases, the NPPF requires that '*the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply*:'

- i. *The nature of the heritage asset prevents all reasonable uses of the site; and*
- ii. *No viable use of the heritage asset can be found in the medium term through appropriate marketing that will enable its conservation; and*
- iii. *Conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible, and*
- iv. *The harm or loss is outweighed by the benefit of bringing the site back into use.'*

Although it is normally accepted that the loss of a listed building represents substantial harm, in this case, the item that gives the building its significance – the shop front – will be retained. The recently published Planning Practice Guidance: *Conserving and Enhancing the Historic Environment* (April 2014) states that:

'In determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed.'

Indeed English Heritage has confirmed that government policy and guidance *'represents a fundamental shift away from protecting the fabric of a building to regulation by architectural significance'*.²

In these circumstances, the fact that the chief aspect of significance will be preserved and enhanced might reasonably lead to the view that the potential impact would be 'less than substantial harm'.

- 8.2.2 Nonetheless, for the purposes of this impact assessment, it has been considered against the four tests set out in the NPPF, and the following conclusions have been drawn:

8.3 NPPF Paragraph 133 (i): The nature of the heritage asset prevents all reasonable uses of the site

Suitability of conversion of existing buildings

- 8.3.1 There has been general recognition for some years that the poor condition of no. 29 Pembroke Place and its physical form makes it unsuitable for general commercial or residential use. Although Rob Ainsworth purchased it in 1990 with the intention of converting it for a mix of retail and apartments, he was unable to secure either the Council's support for the project or funding to carry out any works, and the economic climate since then has made it less likely that there would be any market for refurbishment. The condition of the building has also deteriorated.
- 8.3.2 All other attempts to use the building for a variety of retail uses have failed, and the only viable future for the property is for it to be incorporated into LSTM's Anson House development. Indeed the site is vital for the School in order to realise the full

² Speech by Simon Thurley, Chief Executive of English Heritage introducing the heritage provisions of the *Enterprise and Regulatory Reform Act 2013*.

potential of its development programme. The options appraisal as reviewed in section 7 of this report demonstrates that refurbishment of the existing building (option 1) would not be feasible, since the necessary adaptation to achieve accessible standards would render the building largely redundant.

- 8.3.3 Options 2 and 3, which involve varying degrees of demolition, would permit greater use of the building, but the limited retention of historic fabric in both options would leave it with limited historical and architectural integrity.
- 8.3.4 Discussions have been held with the Galkoff family and the Jewish community in Liverpool to explore possible funding, but have not resulted in any initiative coming forward. Only option 4, which is the preferred scheme, provides a viable solution for LSTM, and there is no practical possibility of another developer coming forward to convert the building to an alternative use.

Structural condition of existing buildings

- 8.3.5 The Curtins structural condition report demonstrates that the building is in an exceptionally poor state. There is structural movement in the party walls, movement associated with the installation of the shop front, and the integrity of the floors and roof has been affected by water ingress and consequent timber decay. The upper floors are in a dangerous condition.

8.4 NPPF Paragraph 133 (ii): No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation

- 8.4.1 Before the site was acquired by LSTM, it had become vacant and redundant. LSTM acquired it to facilitate its programme of expansion and to regenerate the area. The site had previously been marketed with no significant interest either in the mixed-use scheme promoted by Rob Ainsworth or in any other of the options that had been considered.
- 8.4.2 There has been much publicity in the local media and amongst the Jewish community, but no new initiatives have come forward. No interest in the site has been shown and no viable use has been found or is likely to be found for the existing building.

8.5 NPPF Paragraph 133 (iii): Conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible

- 8.5.1 The Anson Court Development scheme, which is currently on site, is supported by grant aid from the ERDF, the Regional Growth Fund and the Wolfson Foundation. Additional funding is required to complete the scheme, including the extension to incorporate 29-35 Pembroke Place, for which an appeal has been launched. The development will house 180 staff and aims to become a centre of excellence for maternal and child health. It will also provide additional space for transnational research projects, allowing LSTM to further develop a multinational, multi-

disciplinary team of experts, delivering a range of research, teaching and technical assistance programmes that will save lives in low income countries.

- 8.5.2 In response to the requirements of LSTM, the proposed scheme involves the full redevelopment of the site, allowing only for the retention of no. 35 Pembroke Place. Reconfiguration of the proposals to allow for the retention of no. 29 would not satisfy the requirements of LSTM, and could affect the overall success of the scheme.
- 8.5.3 In order to address the issue of alternative grant funding for the retention and refurbishment of no. 29 Pembroke Place posed by Criterion (iii) of Paragraph 133 of the NPPF, an assessment of funding options has been carried out by LSTM. The study concludes that there would appear to be very few alternative funding sources for the redevelopment, and in the case for example of ERDF, grant funding is dependent on delivering new employment. The retention would have the effect of reducing the floor space and therefore resulting in a smaller number of jobs than if the building were replaced. This would adversely affect the possibility of funding.
- 8.5.4 The principal funding source for major capital investment projects involving heritage assets is the HLF. Securing HLF support will be dependent on developing a scheme that delivers 'people' and community outputs, alongside heritage outputs. Funding would also be dependent on establishing a long term strategy for the heritage management of the premises. Further to this, it is likely that an application for such a grant would involve a two stage process which could take more than 24 months to complete, with no certainty of securing support.
- 8.5.5 In conclusion, LSTM has explored the ability to secure alternative sources of funding to identify grant funding that may support the retention and continued conservation of the existing buildings in accordance with NPPF Paragraph 133 (iii), and all indications are that securing such funding would prove extremely challenging.
- 8.6 NPPF Paragraph 133 (iv): The harm or loss is outweighed by the benefit of bringing the site back into use**
- 8.6.1 LSTM is a registered charity and has a successful track record in regeneration. The delivery of the CTID main building and the Anson Court Development have created more than 350 jobs and made a major contribution to the success of the Liverpool Knowledge Quarter. The proposed development site has also been a regeneration priority for many years. No. 29 Pembroke Place had previously been in the ownership of Liverpool City Council, which disposed of a number of assets in the area in the expectation that it would lead to regeneration. Such aspirations for the area now rely almost wholly on LSTM, which has secured ownership of the available land on the north side of Pembroke Place. Previous proposals for the regeneration of the site have been constrained by viability issues, but now, through the efforts of LSTM, there is an opportunity to deliver important economic and social benefits through the redevelopment of the site. Should the opportunity offered by LSTM be lost, it is probably that the site would remain vacant for many years into the future.

8.6.2 The benefits offered by the proposed scheme are as follows:

- The proposal will bring an important area of vacant and redundant land and property back into productive use
- The proposal will further strengthen and consolidate the Liverpool Knowledge Quarter, which is one of the greatest contributors to the regional economy
- It will advance the important work carried out by the school and its international activities in the field of medical research and treatment of diseases in low-income countries
- It will ensure regeneration of the site, and retention of a high profile local employer within the city, which is likely to lead to further employment growth, safeguarding existing jobs and create new jobs at the UK level
- Without this committed developer and end user, and in the absence of any other alternative uses for the buildings and land, the site will remain vacant, continuing to blight this part of the city
- Grant of permission will generate further economic benefits via direct employment in construction and development and deliver other indirect employment opportunities
- The character and appearance of the site will be significantly enhanced through development, which will act as a catalyst for further regeneration of the area, providing additional confidence as a location for investment in health and knowledge-based activities

8.6.3 These benefits are considered to substantially outweigh any disbenefits associated with the loss of the existing building at 29 Pembroke Place.

9 MITIGATION

9.1 The loss of no. 29 Pembroke Place will be substantially mitigated by the retention, conservation and interpretation of the tiled shop front, which is the principal aspect of significance.

9.2 The proposal will result in the safeguarding of this feature and its display as an art work and the centrepiece of a planned area of public realm to be created immediately to the east of no. 39 Pembroke Place. The shop front will be dismantled, conserved and re-assembled on a reinforced concrete frame as shown in the proposal documents, with integrated interpretation displays.

9.3 In addition, the scheme makes provision for the full repair and conservation of no. 35 Pembroke Place pending its use as an integral part of the extended Anson Court Development. The works will include repair of any damaged stone or brickwork, and re-pointed in accordance with best practice and in consultation with the Council's Conservation Officer. The roof will be overhauled, re-using the existing slate and replacing leadwork as necessary. Original windows will be repaired and refurbished. Unsympathetic modern windows will either be retained or replaced with windows to match the original style. External rainwater goods will be repaired or replaced as necessary.

- 9.4 In the future it is intended to allow public access to the court dwelling and its interpretation.

10 CONCLUSION

- 10.1 The proposed development site contains two listed buildings, both of which have long been vacant, and are in a state of serious disrepair.
- 10.2 The site is owned by the Liverpool School of Tropical Medicine, which purchased it to provide for the expansion of its international research and educational work, and to facilitate the regeneration of the Pembroke Place area.
- 10.3 The proposed scheme involves the demolition of no. 29 Pembroke Place, safeguarding the 1930s kosher butcher's shop front which is its principal aspect of significance. This will be carefully dismantled and re-erected as a free-standing public art work for display and interpretation in the public realm. The scheme also provides for the repair and conservation of no. 35 Pembroke Place, which is part of the last remnant of court dwellings in Liverpool, a once-numerous but now near-extinct building type.
- 10.4 Government policy set out in *the National Planning Policy Framework* (NPPF) requires that proposed changes to the historic environment are based on a clear understanding of significance of any heritage assets and their setting that are affected, providing information so that the likely impact of proposals can be assessed. The statement of significance provided in this report is carried out in accordance with the historic environment policies in the NPPF and local planning policy, and is intended to aid the assessment of the planning application. It addresses the historical development of the Pembroke Place area, and in particular its Jewish community in the late 19th and early 20th centuries, as well as the character and appearance of the two listed buildings.
- 10.5 The Statement of Significance demonstrates that the principal aspect of significance of no. 29 Pembroke Place relates to the survival of a unique Jewish butcher's shop which operated during the period after 1907, when Percy Galkoff acquired the lease, as manifested by the tiled shop front, probably installed by his son Sydney in the 1930s. This bears witness to the once-thriving Jewish community in the surrounding neighbourhood. The shop front itself is therefore the chief feature of significance and a unique item in what is otherwise a building that has been seriously altered and is of limited interest. LSTM is committed to the protection of the shop front.
- 10.6 The significance of no. 35 (together with nos. 37 and 39) is its status as almost certainly the last remnant of the system of court dwellings in Liverpool and an item of great rarity nationally. It is a poignant testimony to the realities of working-class urban living in the early-mid 19th century. Its material fabric is therefore important to its heritage identity, and LSTM is keen to preserve it as an integral part of its proposed development scheme in association with the Council and English Heritage .

- 10.7 Although both these buildings are thus significant for what they tell us about social history and past communities in the city, the significance of no. 29 is focussed on the meaning that is conveyed by the tiled shop front, while that of nos. 35-39 is holistic, and depends on the conservation of the entirety of the building fabric. These values are reflected in the scheme proposals, to which LSTM is wholeheartedly committed.
- 10.8 In order to explore the re-use and adaptation of no. 29 Pembroke Place, a detailed options appraisal was carried out. One of the options seeks to retain the building in its entirety. The detailed feasibility studies confirm that in each of the three options involving retention of elements of the existing building, there are significant structural, architectural and economic challenges to delivering these alternative options. The analysis concludes that the only viable development option is the proposed scheme. Flexible and open working is crucial to the operation of LTMS, and the alternative options do not deliver this. Accordingly the use of the Anson House development would be seriously hampered or not be deliverable.
- 10.9 The impact of the proposed scheme has been considered in accordance with the NPPF, Planning Practice Guidance: *Conserving and Enhancing the Historic Environment* (April 2014) and local planning policy. The recently-published Planning Practice Guidance states that:
- 'In determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed.'*
- While demolition of a listed building would normally be considered to represent 'substantial harm', the fact that the chief aspect of significance will be preserved and enhanced means that the potential impact might reasonably be considered to be 'less than substantial harm'.
- 10.10 Nonetheless, a review against policy tests required under paragraph 133 of the NPPF in relation to 'substantial harm' has been carried out. These confirm that detailed efforts have been made to find alternative options for the retention and reuse of the building, but that no genuine interest in the site has been shown and no viable use has been found.
- 10.11 In regard to alternative sources of funding that may support the retention and continued conservation of the existing buildings, the conclusion is that there are no other funding sources realistically available for projects involving heritage assets, and that the proposed scheme offers the only opportunity to secure the redevelopment of the site in such challenging economic times.
- 10.12 The crucial test contained in the NPPF is whether the harm or loss to heritage assets is outweighed by the benefit of bringing the site back into use. The proposed development site has been a regeneration priority for many years. Previous

proposals for regeneration have been constrained by viability issues, but now, through the enterprise of the LSTM there is an opportunity to deliver important economic and social benefits through the redevelopment of the site. Should the opportunity offered by this initiative be lost, it is probably that the site will remain vacant for many years into the future.

10.13 The benefits offered by the proposed scheme are as follows:

- The proposal will bring an important area of vacant and redundant land and property back into productive use
- The scheme makes provision for the full repair and conservation of no. 35 Pembroke Place, which is a grade II listed building, pending its use as an integral element of Anson Court, which will be a major heritage benefit
- The proposal will further strengthen and consolidate the Liverpool Knowledge Quarter, which is one of the greatest contributors to the regional economy
- It will advance the important work carried out by the school and its international activities in the field of medical research and treatment of diseases in low-income countries
- It will ensure regeneration of the site, and retention of a high profile local employer within the city, which is likely to lead to further employment growth, safeguarding existing jobs and create new jobs at the UK level
- Without this committed developer and end user, and in the absence of any other alternative uses for the buildings and land, the site will remain vacant, continuing to blight this part of the city
- Grant of permission will generate further economic benefits via direct employment in construction and development and deliver other indirect employment opportunities
- The character and appearance of the site will be significantly enhanced through development, which will act as a catalyst for further regeneration of the area, providing additional confidence as a location for investment in health and knowledge-based activities

10.14 These benefits are considered to substantially outweigh any disbenefits associated with the loss of the existing building at 29 Pembroke Place. Moreover, there will be mitigation in the form of salvaging the tiled shop front, conservation and re-erecting it as a work of art and as the centre piece of the public realm and an integral part of the overall project. The re-assembly will include interpretation.

11 RECORDING

11.1 A detailed photographic survey of no. 29 Pembroke Place should be undertaken for record purposes prior to commencement of any works on site. Copies of this should be lodged with the National Buildings Record, the local Historic Environment Record, and Liverpool City Council.