



PALL MALL LIVERPOOL

DESIGN AND ACCESS STATEMENT

June 2019

Allies and Morrison

on behalf of Kier Property Developments Limited and CTP Limited



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1

INTRODUCTION



LEEDS STREET

PALL MALL

EDMUND STREET

BIXTER STREET

THREARN STREET

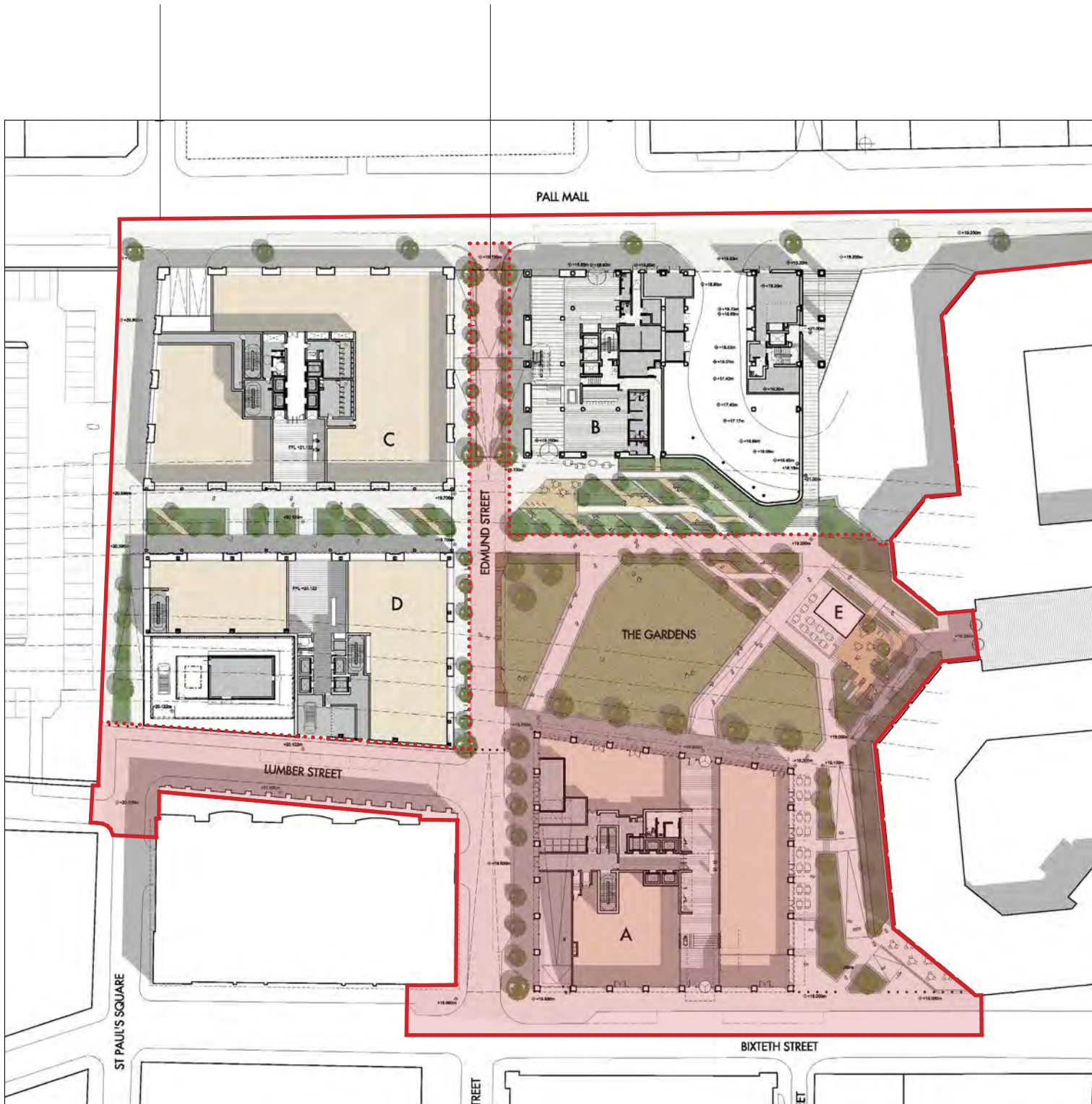


1.1 INTRODUCTION

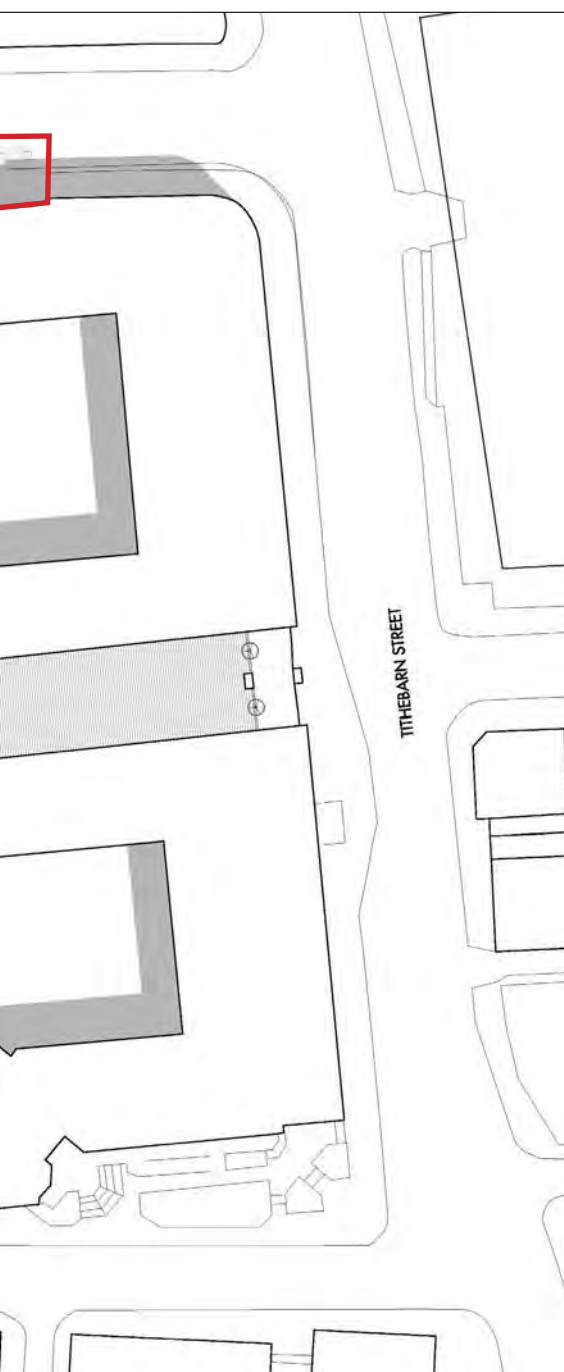
This Design and Access Statement has been prepared by Allies and Morrison on behalf of Kier Property Developments Limited and CTP Limited in support of a planning application for the development of the land owned by Liverpool City Council at Pall Mall. The application consists of outline proposals for the whole site together with a full planning application for the first office building, Office A, and associated public realm. The report also illustrates how this development might link to a more comprehensive redevelopment of the wider site between Leeds Street and Tithebarn Street known as the Pall Mall car park.

Outline application boundary

Detailed application boundary



1.2 HYBRID PLANNING APPLICATION



Together with the application drawings and supplementary reports included in the application, this Design and Access Statement describes a hybrid application consisting of an outline application for the development of four new commercial buildings and public landscape at Pall Mall, together with a full planning application for one of the commercial buildings facing onto Bixteth Street and associated public realm. The outline application is defined by a series of Parameter Plans, Design Codes and other illustrative material. The full application includes plans, sections, elevations and other Consultants reports and documents as defined later in this document and listed below.

- Planning drawings (inclusive of parameter plans relating to the outline application and drawings for the office building on plot A and the landscape relating to the full application)
- Landscape Design and Access Statement (included in this document)
- Design Codes (inclusive of buildings and landscape)
- Planning Statement
- Health and Wellbeing Statement
- Phase 1 ground survey
- Daylight Sunlight Assessment
- Energy Statement (included in this document)
- Drainage Strategy
- Flood Risk Assessment
- Heritage Statement
- Landscape and Townscape Visual Impact Assessment
- Lighting Assessment
- Minimum Accessibility Standard Assessment
- Statement of Community Engagement
- Wind Microclimate Assessment
- Transport Assessment and Travel Plan



1.3 OVERVIEW OF PROPOSALS

The application consists of proposals for the entirety of the site between the existing NCP surface car park and Exchange Station comprising comprehensive designs for the landscape and public realm in addition to detailed proposals for one commercial office buildings plus parameters for a further two commercial office buildings, a hotel and a pavilion in the landscape.

The proposed masterplan will deliver a significant addition to Liverpool's commercial district and, more widely, make a major contribution to the city's public realm. The scheme is also intended to act as a catalyst for the development of the car park site extending northward toward Leeds Street, consistent with Liverpool City Council's Commercial Quarter SPD (2006) and the draft SPD published for consultation in summer 2019.

The masterplan and the detailed proposals for the landscape and office building A have been developed with close consideration to the site's inclusion with the Liverpool Mercantile Maritime City World Heritage Site buffer zone and proximity to the Castle Street Conservation Area. The proposed architectural approach has been conceived as a contribution to the existing character and scale of Liverpool's mercantile commercial architecture in both its material palette and composition.

Key objectives of the masterplan are as follows:

- Provide clear parameters for the development of the site to ensure that proposals connect well to areas of the city adjacent to the site
- Encourage high quality design for all phase of delivery for both buildings and public realm
- Set out new site levels which ensure ease of connection and accessibility to future phases of development
- Create a new public space for the city of Liverpool which is accessible to all users and encourages a variety of activities at different times of the day

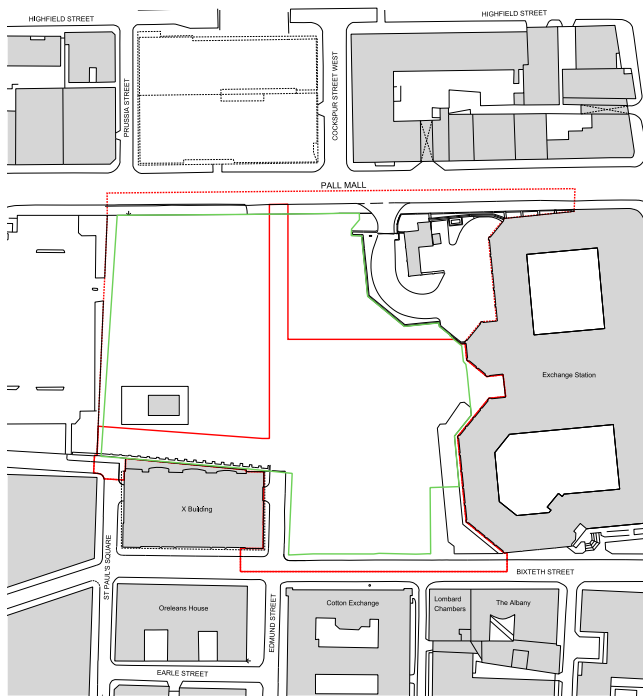
Opposite: an indicative view of the illustrative masterplan

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THE SITE AND IT'S
CONTEXT



2.1 SITE LOCATION AND DESCRIPTION



KEY

- Liverpool City Council ownership
- - - Outline application boundary
- Detailed application boundary

The site is located at the southern end of the land previously occupied by the Exchange Station terminus and is in the ownership of Liverpool City Council.

2.1.1 Land ownership and use

The land is divided into two principal ownerships: Liverpool City Council owns the land forming Bixteth Gardens and also a section of surface car parking and the Commercial Estates Group own Exchange Station at the southern end. This Design and Access Statement describes outline proposals that covers both land parcels. The high voltage substation owned by Scottish Power Energy Networks which sits within the LCC land is expected to be relocated to a new location adjacent to the reinstated section of Lumber Street as part of the enabling works that are currently on site at the time of preparation of this report. The car park land is well used given its proximity to both the city centre and the historical river frontage.



Map data (c) OpenStreetMap contributors. License details available at <http://www.openstreetmap.org/copyright> – Data via USGS National Elevation Dataset (NED). All NED data are in the public domain. – Data via N

2.2 TRANSPORT LINKS AND PEDESTRIAN ROUTES

The site is very well served by public transport and pedestrian connections to the wider city and national transport networks. There are several bus routes that pass close to the site: the 58A stops on Tithebarn Street, and the 54 and 136 on Moorfields in front of the Moorfields Merseyrail station a block to the south. The site is also a short walk from nation rail connections at Lime Street and Liverpool Central stations

Please refer to the Transport Assessment for full details of local transport in relation to the proposed development described in this application.



ASA Shuttle Radar Topography Mission (SRTM). All SRTM data are in the public domain.

KEY



Site Boundary



Train Stations



Primary Pedestrian Routes



Bus Stop

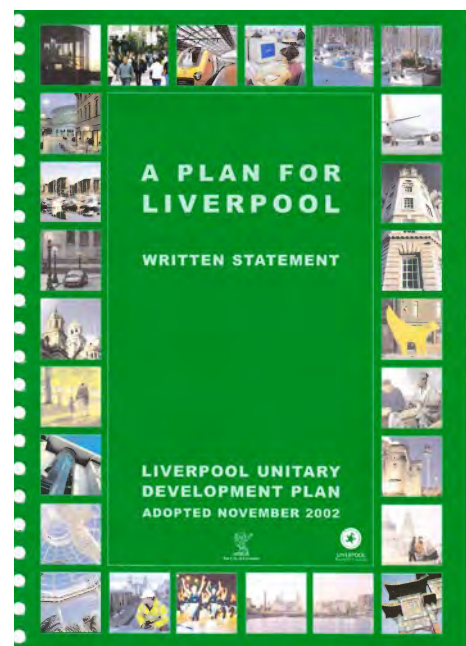
The Pall Mall site is of strategic importance to the city of Liverpool and the wider city region. As a new local policy framework emerges in the city, the National Planning Policy Framework is of particular relevance. Please refer to the Planning Statement for further detail of national policies relevant to the proposals described in this document.

The planning policy context is formed principally from relevant policies from the existing adopted and saved UDP. However, the Council has resolved that material weight in making planning decisions should be given to the Submission Draft of the Liverpool Core Strategy of 2012 and the emerging Liverpool Local Plan which, when adopted, will form the comprehensive planning policy framework for the city. The strategies and studies identified over the following pages are also directly relevant.

2.3 POLICY AND DEVELOPMENT CONTEXT

Liverpool City Council UDP, 2002

Dating from 2002, the Pall Mall site falls within the designated 'Main Office Area' of the city. The site is allocated for office development under Policy E2 Office Development and Site Allocation OF1. Whilst the plan is out of date it has been 'saved' by the City Council and represented the current adopted planning policy position.



Liverpool Core Strategy Submission Draft, 2012

Strengthening the City's economy was one of the primary strategic objectives of the Core Strategy with Strategic Objective One being "To support the City Centre's role as a regional centre for office, commercial, retail, leisure and tourism and other visitor economy uses and as the primary economic driver for the sub-region". Strategic Policy 4 confirms the Pall Mall area as being the primary location for new financial and professional services industries.



Draft Liverpool Local Plan, September 2016

The site falls within the Commercial Quarter character area as defined in Figure 1 of the Draft Liverpool Local Plan September 2016. Within this area, a tighter 'Commercial District' is further defined within which the Pall Mall site sits. The Draft Plan acknowledges the growing demand and tightening of supply of Grade A office space in the city and the central role the Commercial District will play in meeting this demand. The Draft Plan outlined 'Area Specific Policy Approaches for the city's character areas including the Commercial District. Under Draft Policy CC1, the provision of high quality office space to meet current and future office, financial and professional business needs is identified as the key issue. Policy EC2 regarding Employment Areas goes on to confirm that "Use of the site for non-B purposes should not adversely affect the City's overall capacity to meet future demand for employment land" and set out a series of criteria against which proposals for other uses within designated and allocated locations should be considered. Some flexibility in terms of land uses is given under the final criteria in this policy which states that "Use of the site for other purposes would bring wider economic, social or environmental regeneration benefits which outweigh the economic impact of the loss of employment land", then giving a range of relevant sub-criteria.

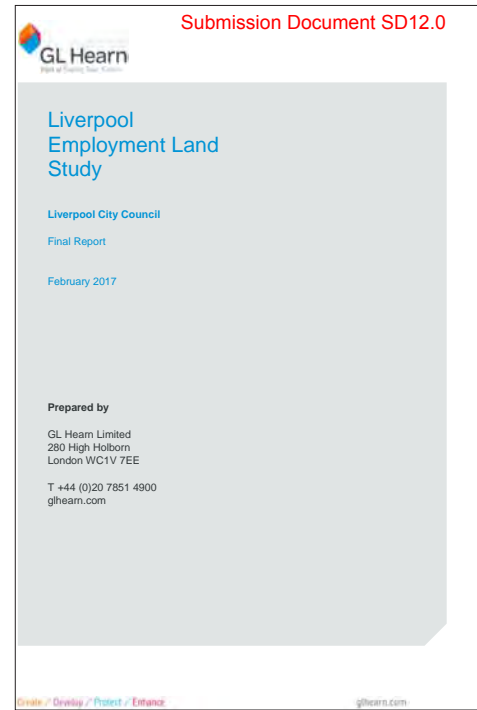


Liverpool Employment Study, GL Hearn, February 2017

The recently completed Liverpool Employment Study post-dates the Draft Liverpool Local Plan and its recommendations will be used to inform the further refinement of the draft emerging policies. The Study forms a key piece of evidence which will underpin the emerging Local Plan. In relation to the City Centre office market, the Study notes that "There has been considerable investment in the Old Hall Street and Pall Mall area which effectively functions as the City Centre commercial office core. The largest development site in the City Centre is at Pall Mall/ Exchange which covers an area of just under 2.5 hectares and is currently principally occupied by surface car parking. This is identified as a major new mixed-use development to provide office floorspace with ground floor retail/restaurant uses, residential units, basement car parking, multi-storey car park, landscaped open space. The redevelopment of the site is to be supported by a Supplementary Planning Document". The Study recommends that sites which are suitable for supporting B1 office uses in the city's commercial office core should be protected for such uses and development for alternative uses at such sites should be resisted.

Liverpool City Enterprise Zone

Liverpool City Region is unique in that our LEP area includes three Enterprise Zones, one of which is the City Centre E.Z. Recognizing Liverpool City centre as a key driver in the revitalisation of the city region, this zone aims to exploit the economic assets and opportunities to deliver future growth. Liverpool City region is a distinctive brand with a vibrant cultural, heritage and leisure offer. The visitor economy has performed strongly over recent years supported by continued investment in our assets. Liverpool City EZ aims to support and bring forward continued business expansion and investment into Liverpool capitalising on its business clusters and centres of excellence and help develop new employment opportunities. The zone was established in 2012 and run for 25 years until 2027. The ambitions for the Pall Mall development will pay an important role in the implementation of the Enterprise Zone.





Swire's 1824 map with the outline of the contemporary site overlaid



1893 OS map showing Exchange Station and surrounds with the outline of the contemporary site overlaid

2.4 HISTORICAL CONTEXT



Liverpool Exchange Station was constructed during the almost manic expansion in railway building during the 1840s and first opened in May 1850. It was further extended and enlarged with more platforms to cope with demand and reopened in 1888. The ten platforms were positioned under four long glass roofs with a road access between platforms 3 and 4, and provided services to Manchester, Blackpool, Leeds, Bradford and eventually all points north to the Lake District and Glasgow.

Parts of the shed were destroyed by bombs in May 1941 and were never rebuilt. Following publication of the Beecham Report in 1963, the long distance services were diverted to Lime Street and operations from the station were reduced to provide local services only. When these were transferred to the new station at Moorfields operated by the newly formed Merseyrail the redundancy was complete. The station was finally closed in 1977.



Apart from the retained frontage on Tithebarn Street and sections of the retaining walls and arches on Pall Mall and Bixteth Street, the remainder of the site was cleared and used for surface car parking. With the redevelopment of Exchange Station constructed behind the retained facade of the old station some access and public use has returned to the site including an area to the southern end laid out as a public garden.

Prior to the construction of the first Exchange rail station, the site was subdivided into a number of smaller building plots separated by relatively narrow streets which formed part of the wider urban grain. As part of the proposed scheme's intention to reintegrate the site into the city, some of these connections have been restored, including Lumber Street, which runs from north-west to South-east in the proposed masterplan.

Please refer to the Heritage Statement and Townscape Visual Impact Assessment for more detailed analysis of the scheme's relationship to heritage assets, the Castle Street conservation area and the World Heritage Site.

2.5.1 Pall Mall

The historic footprint of the old station terminus remains legible on Pall Mall to the east of the site. As the road falls away along its length towards the north the enclosing brick wall emerges, first strengthened by relieving arches, then by full arches and finally by archways towards Leeds Street that once accessed an under croft below the railway tracks.

In the wider proposal for the whole site including the NCP car park site (outwith the application boundary), we have suggested that Pall Mall becomes a much stronger connection between the ring road at Leeds Street to the north and the city centre at Tithebarn Street to the south. This connection could be weighted in favour of pedestrians and cyclists by introducing an enhanced public realm: a narrower carriageway and wider pavement on one side and a clearly defined cycle way, and by the introduction of an avenue of trees. Retail and small artisanal work units could be retrofitted into the viable arches to help animate and add interest to the newly rejuvenated city capillaries. The bus route along Pall Mall is currently not in use.

New connections to the existing station level, aligned with the existing city grid to the west would, along the length of Pall Mall, become achievable so that at the southern end a shared surface road could link through to the public square surrounded by a group of new commercial buildings.



2.5 PHYSICAL CONTEXT

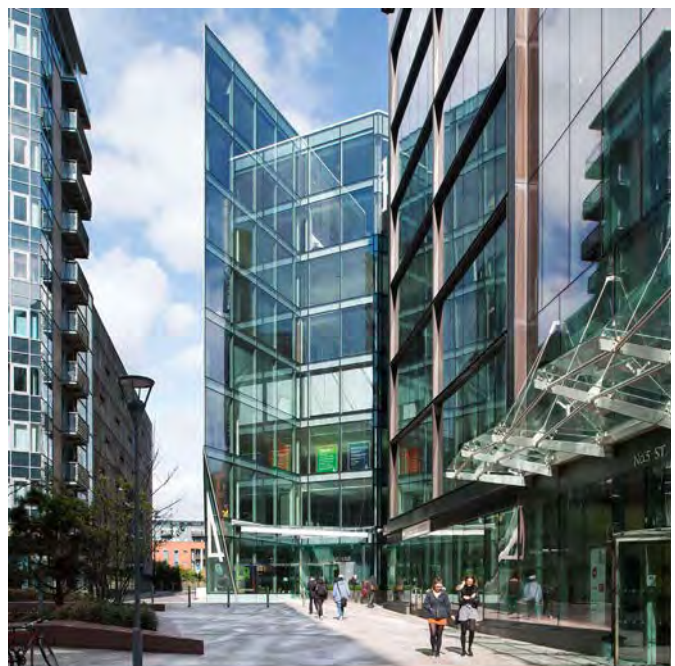
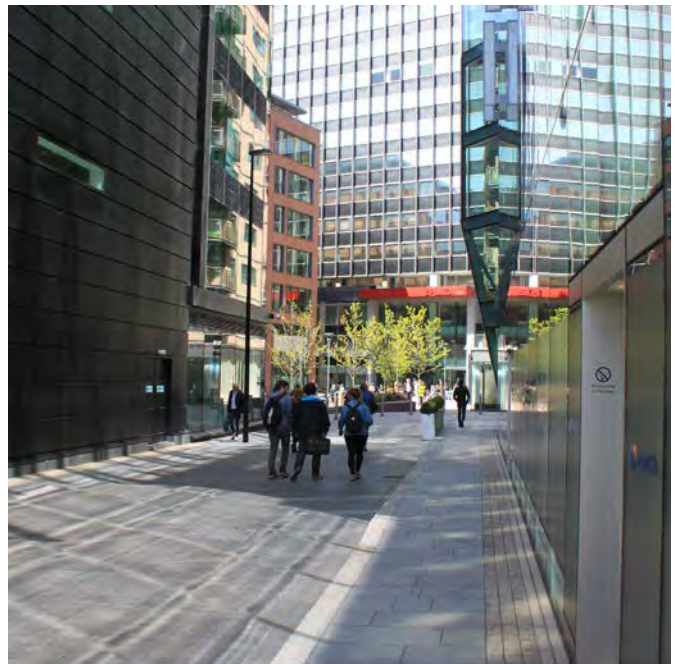
2.5.2 Bixteth Street

Bixteth Street is a short street that connects Tithebarn Street with St Pauls Square and is subdivided by three streets on its west side forming distinct urban blocks. The most northerly of these, Edmund Street, which itself has undergone recent improvements with the introduction of wider pavements and street trees, extends across Bixteth Street as a cul-de-sac and forms the northern return to the development site frontage. The proposals will further extend this route across the site and connect it to Pall Mall.



2.5.3 St Paul's Square

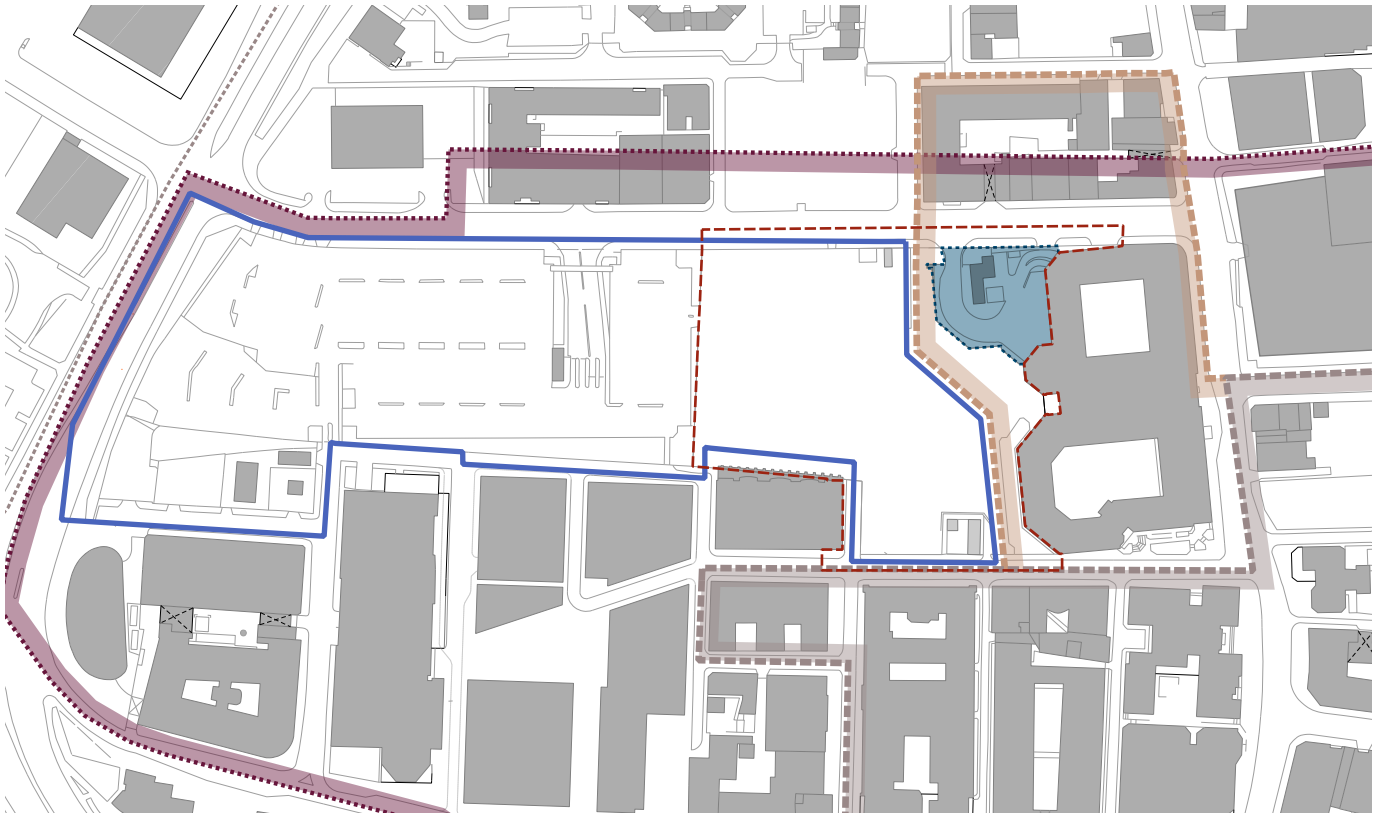
At the top of Bixteth Street is St Paul's Square a mixed use development that was completed in 2011. This comprises five buildings consisting of offices and residential uses on the upper floors above retail ground floors and a multi storey car park arranged around a central vehicle free square that is well used as a lunchtime destination.



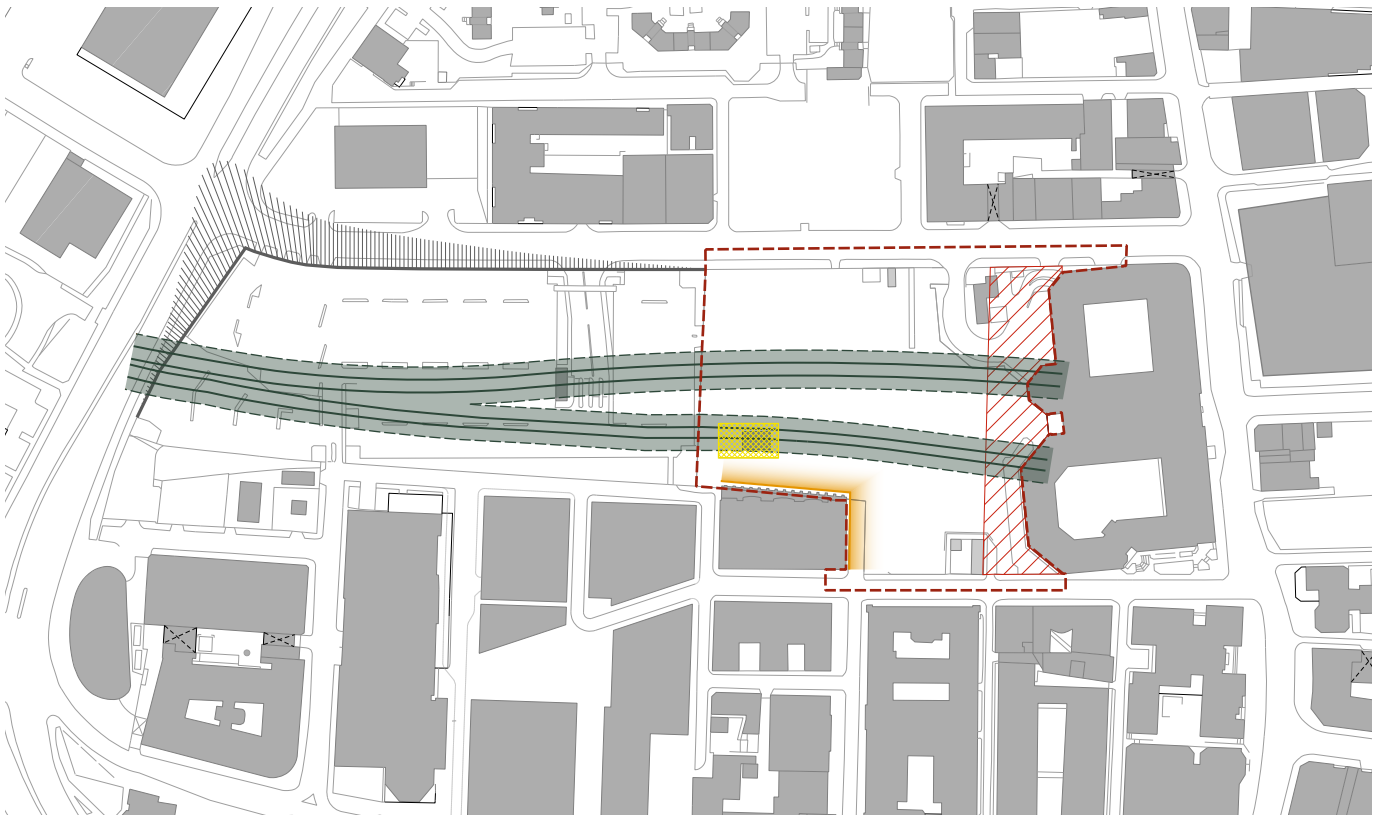
2.5.4 East Street and the NCP surface car park

East Street is a narrow street forms the western boundary of the wider site and has a pedestrian access into the NCP car park at its most southerly end, and a vehicular access to the car park at its most northerly end. For most of its length the east side has no pavement being a battered bank, retaining wall with shrub planting.



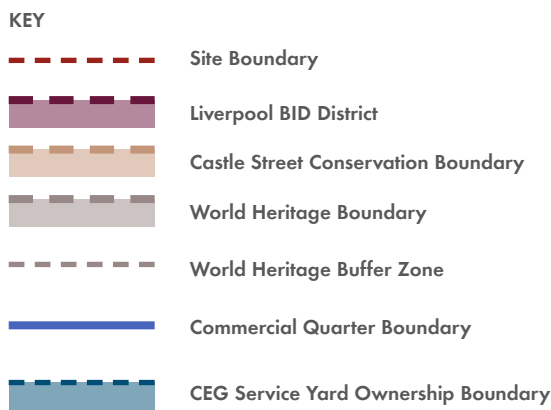


Legal, Legislative & Landownership Constraints



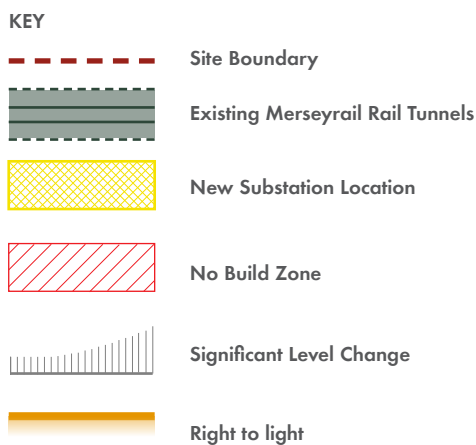
Physical Constraints

2.6 CONSTRAINTS AND OPPORTUNITIES

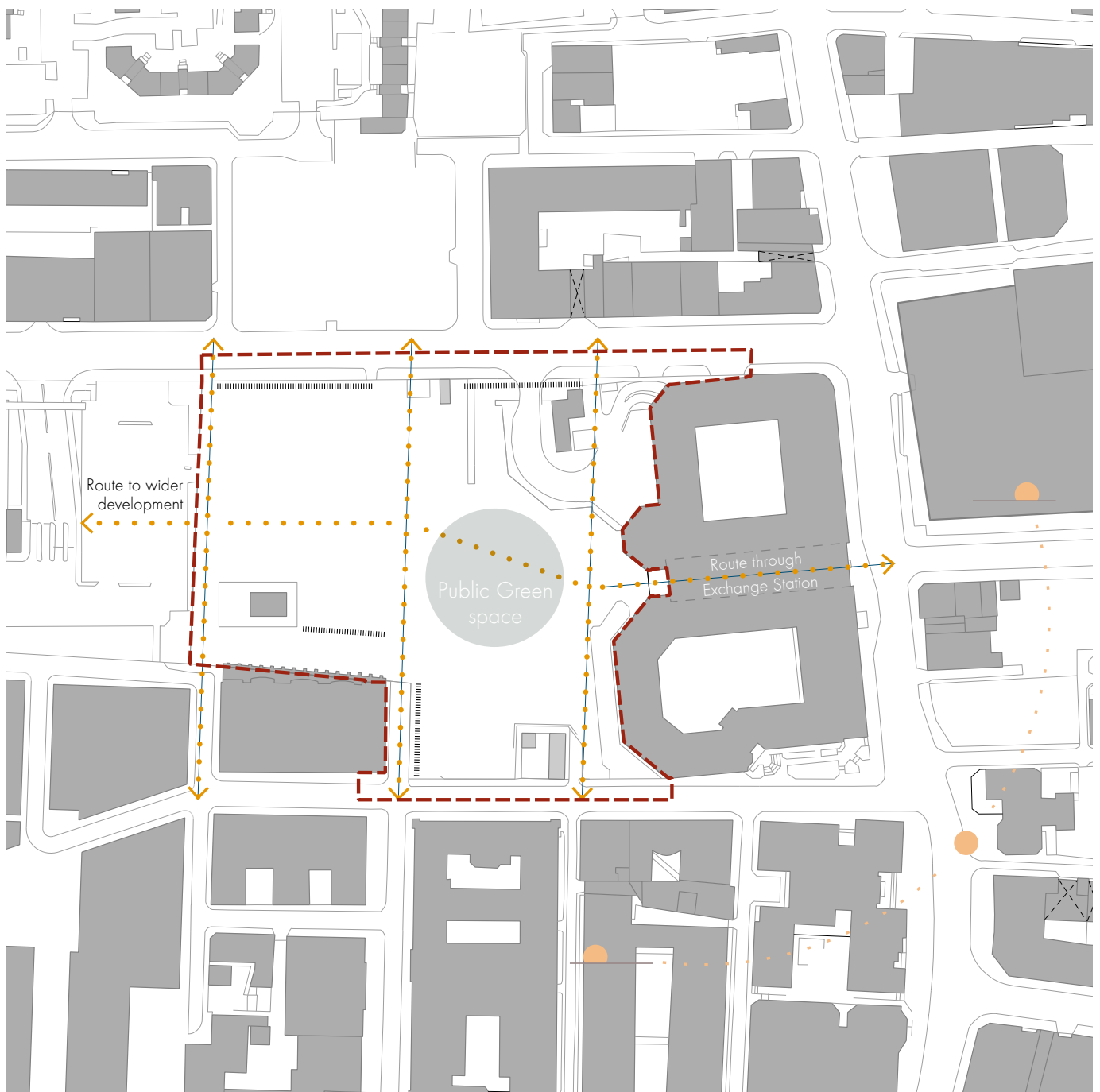


Our design proposals take account a number of existing physical constraints that have up until now discouraged the development of the former railway lands including: an area of land immediately adjacent to the northern elevation of Exchange Station cannot be built on; a reasonable zone adjacent to an existing residential building to the west of the site on Bixteth Street needs to be kept clear; and the existing HV electrical substation restricts the opportunity for positioning a new building facing on Bixteth Street.

However, the biggest constraint is an invisible one. A number of the Exchange Station platforms were closed to allow a route for the twin bore railway tunnels to be installed in the 1970s with the portal located to the north of Leeds Street. These two running tunnels run the entire length of the site and include additional exclusion zones to either side where foundations for new buildings are either not permitted or restricted. The foundations for any new superstructures will be required to bridge across these zones resulting in a premium on the construction cost of the buildings. There are also changes in level ranging between zero and five metres between the current elevated site and the two roads to either side, Pall Mall to the east, and Bixteth Street and East Street to the west.



Planning policy identifies the site as a key component of the Central Business District, and it also lies in the buffer zone of the UNESCO World Heritage Site adjacent to the river Mersey and next to the Castle Street Conservation Area. The scale of any new buildings needs to be sensitive to the statutory protections in place.



Opportunities

There are a number of opportunities that the redevelopment of this site would bring: The most important being the construction of a number of new high quality commercial offices that are not currently available in the market in Liverpool that will also consolidate the range and scale of building stock within the designated Commercial Business District of the city. These will help to stimulate regional investment and encourage the relocation of professional businesses into the city to boost the economy and employment opportunities.

As urban regeneration the scheme will reconnect the city streets particularly east to west across the site with permeable edges, desire lines and open access to all through the introduction of a new public realm and central square at the heart of the development. In the wider context the establishment of a vibrant piece of new city will stimulate the development of the remainder of the site to the north to be brought forward and bring this brownfield land that has remained underused for more than forty years back into use. The overall piece would reinvigorate this city district, provide both a destination and enhance Pall Mall as a connection for pedestrians and cyclists entering the city centre from the north, celebrating and integrating where possible the remaining historic architectural features of the old station into the new development.

KEY



Site Boundary



Potential Pedestrian Routes



Potential Servicing Access



Central Public Green Space