

12. Built Heritage

Appendix 12.1

HERITAGE STATEMENT

Everton Stadium Development Limited
The People's Project
Goodison Park Legacy Project

Heritage Statement

December 2020

Consultancy for the
Historic Built Environment

KMHeritage

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1 Introduction

- 1.1 This Assessment has been prepared by KMHeritage to support the revised outline planning application submitted on behalf of Everton Stadium Development Limited for the Goodison Park Legacy Project.
- 1.2 The proposal includes demolition of the existing stadium and the construction of residential, retail, commercial units and community uses and forms part of The People's Project.
- 1.3 'The People's Project' comprises:
1. The development of a new 52,888 seated capacity stadium predominantly for football use (with the ability to host other events) at Bramley-Moore Dock with associated facilities and infrastructure (applied for under a separate full planning application); and
 2. Demolition of the existing Goodison Park stadium (post relocation) and redevelopment of the site for a mixed-use development, including housing, commercial space, community use and open space, referred to as the 'Goodison Park Legacy Project' (GPLP).

Purpose

- 1.4 The purpose of the report is to provide a background understanding of the heritage context of the site, assess the impact of the proposal on built heritage assets and identify the national and local policies and guidance relating to the historic built environment and for architectural and urban design.

Format of Report

- 1.5 In Chapter 2 the report describes the site and its surroundings. Chapter 3 specifically identifies the heritage assets being considered as part of this Assessment and discusses the heritage significance of these heritage assets. This includes the methodology for assessing significance and the guidance that has been used to establish it. Chapter 4 identifies the key legislation, national and local policy and guidance and Chapter 5 discusses the proposed scheme and its effect on identified heritage significance. Chapter 6 considers the proposals' compliance with the legislation and policy.

Study Area

- 1.6 The study area comprises a radius of approximately 250m from the application site to the north and west and a radius of approximately 500m from the site to the south and east. Due to the tight-knit, dense nature of the existing residential development to the north and west of the application site and that the maximum building heights proposed at the site are only medium rise at their highest, it is not considered that the proposed development would have a significant impact on any heritage assets beyond 250m from the site to the north and west.
- 1.7 To the south and east of the site lie Stanley Park and Anfield Cemetery. These areas are lower lying and, as such, the scheme has the potential to be visible at a greater distance from the site. Both the Park and the Cemetery are heritage assets which also contain a number of further, individually identified, assets that relate to the spaces within which they sit. To ensure that the assessment follows a conservation approach, all of the heritage assets identified within the park and cemetery have been considered within this Chapter, even though some are up to 500m away from the application site.

Heritage Assets

- 1.8 Heritage Assets can either be 'designated' or 'non-designated'. The heritage assets considered in this assessment are identified in Chapter 2 and their significance discussed in Chapter 3. The difference between these assets is explained in more detail in Chapter 3.

Nomenclature

- 1.9 In 2015 English Heritage changed its name to 'Historic England' and a new charity, officially called the English Heritage Trust, took the name of English Heritage and responsibility for managing the National Heritage Collection of more than 400 state-owned historic sites and monuments across England. In this report reference is made both to 'English Heritage' and 'Historic England'.

Organisation

- 1.10 This introduction is followed by a description of the history of the site. Section 3 analyses the built heritage significance of the site and its context. Section 4 sets out the national and local policy and guidance relating to the built environment that is relevant to this matter. An analysis is provided in Section 5 of the proposed development and its effect in built heritage assets. Section 6 contains a Visual Impact Assessment in respect of the proposed scheme. Section 7 examines the proposal in terms of policy and guidance, and Section 8 is a summary and conclusion.

Authorship

- 1.11 The author of this report is Nick Collins BSc (Hons) MSc MRICS IHBC. Nick has twenty years' experience in the property sector, including most recently as a Director of the Conservation Team at integrated design consultants, Alan Baxter & Associates. Nick spent nine years at English Heritage as Principal Inspector of Historic Buildings & Areas where he led a specialist team of historic building inspectors, architects, and archaeologists on a wide range of heritage projects in East & South London. Previously Conservation Officer at the London Borough of Bromley, Nick began his career at international real estate consultancy Jones Lang LaSalle as a Chartered Surveyor. This experience has given Nick an in-depth understanding of the property industry, listed building and planning process, heritage policy and guidance and funding bodies.

Updates for Revised December 2020 Submission

- 1.12 In response to the revised December 2020 design, this Heritage Statement has been reviewed and it was confirmed there have been no relevant changes to the baseline data and therefore no required changes to this report in that regard.
- 1.13 However, in accordance with the methodology outlined in ES Chapter 2, a Level 2 update has been undertaken due to the relevance and scale of the proposed development amendments (including amendments to the plot locations, heights and location of land uses), and the potential for this to alter the assessment conclusions previously reported.
- 1.14 The sections that have been updated are:
- Section 5 : The Proposed Scheme and its Effect
 - Section 6: Compliance with Policy & Guidance

2 The site and its surroundings

The Site

- 2.1 The site is bounded by Goodison Park to the west, Spellow Lane to the south-west, Walton Lane to the south, Bullens Road to the east, Gwladys Street to the north and Goodison Place and Church of St Luke the Evangelist to the north-west.
- 2.2 The area surrounding the site is characterised primarily by terraced residential properties.
- 2.3 Stanley Park is separated from the application site by Walton Lane to the south. Anfield Cemetery adjoins the park to the north-east. Both Stanley Park and Anfield Cemetery are Grade II* registered on the National Register of Parks and Gardens.
- 2.4 Other land uses in proximity to the site include schools, places of worship, shops, bookmakers, public houses, hot food take-aways and hotels.
- 2.5 Anfield, the stadium which hosts Liverpool Football Club, is located beyond Stanley Park, approximately 750m to the south-east of the application site.

Historical Background

- 2.6 A review of historic maps indicates that the site was under agricultural use in 1850. By 1890, much of the site remained open ground, except for the south western portion, where a line of terraced residential properties with gardens are indicated. At this time, residential areas surrounded much of the site and roads bounding the site to the south and west are in similar arrangement to the present day.

The Football Stadium

- 2.7 Everton Football Club began life as St Domingos FC in 1878, with a pitch in Stanley Park, between Anfield and Goodison Park. After just one season they changed their name to that of the district – Everton – and soon began drawing sufficient crowds to warrant an enclosed ground where admission could be charged. Initially this was at Priory Road, then Anfield Road, before a permanent site was found in 1892 on the north side of Stanley Park, called Mere Green (Fig. 1). Little more than an abandoned field Gibson and Pickford's Book of Football, 1906, described the site as having 'degenerated from a nursery into a howling desert',¹ Everton quickly transformed it into what 'can justifiably claim to be the first major football ground in England'.²

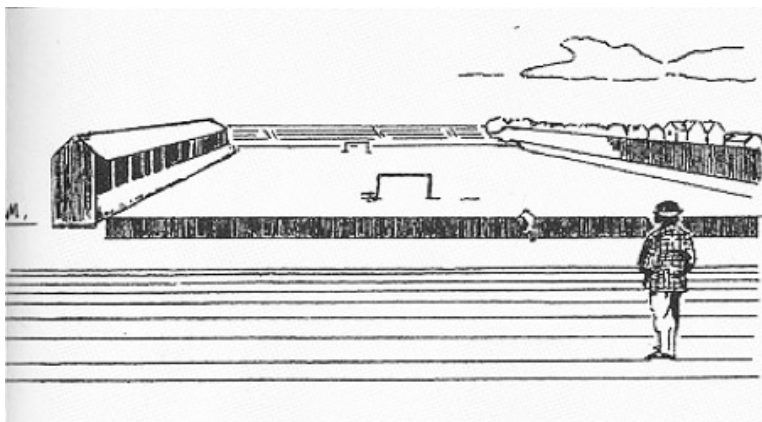


Figure 1: The first known image of Goodison Park. Published by the Liverpool Echo in August 1892

¹ as quoted in Simon Inglis, Football grounds of Britain (3rd ed; Collins Willow, 1996), p.155

² Simon Inglis, op.cit., pp.155-56

([www.wikiwand.com/en/Goodison Park](http://www.wikiwand.com/en/Goodison_Park))

- 2.8 Renaming it Goodison Park (the entrance was on Goodison Road), Everton built two uncovered stands, each of 4,000 capacity, and one covered one seating 3,000. An athletics meeting, concert and fireworks display accompanied the formal opening on 24 August 1892, and the first football match – a pre-season friendly against Bolton – followed on 1 September, watched by 10,000 spectators.
- 2.9 By 1894 Everton was the wealthiest club in the country, and the following year it built a new Bullens Road Stand.
- 2.10 By 1905 Everton had spent a total of £27,000 on the ground, which by then could accommodate an estimated 55,000 spectators. The capacity increased further in 1907, when soon after the cup final of that year, a new, two-tier stand was erected at the Park End, designed by local architect Henry Hartley (fl.1861-1914).³
- 2.11 Whilst impressive in size, the sightlines were poor (requiring the goal to be moved northwards by seven feet), and the Corporation's Building Surveyor and Health Committee quibbled over barriers, handrails, staircases and toilets.⁴ But as Simon Inglis points out, Hartley's Park End Stand 'was football's first large scale double decker', and was the blueprint upon which Archibald Leitch was to develop his own form on even larger scales.

1909-1938: The Archibald Leitch era

- 2.12 Acclaimed Scottish engineer Archibald Leitch had already, in 1906, designed a Main Stand and the Kop at Liverpool's ground, Anfield, and was to continue working for both Liverpool and Everton almost until the Second World War. Not to be outdone by its rivals, Everton engaged Leitch to design its own Main Stand, opened in 1909 (Fig. 2).



Figure 2: Leitch's Main Stand as it looked shortly after its completion in 1909 (Athletic News, 1 November 1909)

- 2.13 This double-decker stand was then the largest Leitch had built, rising to a height of five storeys above the terraced houses on Goodison Road. Its pitched roof vaulted a central gable, and the balcony featured open-lattice girders, both of which were to become his leitmotifs.
- 2.14 The second phase of Leitch's development of Goodison Park came in 1926, when another double-decker, the Bullens Road Stand, was built at a cost of £30,000. Almost identical to one he designed for Twickenham the year before, it was 432 feet long and its upper deck was provided with numbered tip-up chairs and served by large stairs at either end and 'a distributing passage carried

³ The RIBA Directory of Architects 1840-1914 v1, p. 859, notes that he commenced private practice in Liverpool in 1870, and was based at Bristowe Chambers, 8 Harrington Street, Liverpool from 1889-1914.

⁴ Simon Inglis, Engineering Archie: Archibald Leitch – football ground designer (English Heritage, 2005), p.100

along the full length of the building'.⁵ The addition of this third two-tier stand meant that Goodison Park could accommodate 41,800 spectators under cover, and brought the total capacity up to 69,950, 11,550 of which were seated. And uniquely, it made the ground the only one in the country that had double-decker stands along three sides.⁶

- 2.15 In 1938 the diminutive Gwladys Street Stand – the only single-tier stand, dating from the beginning of the century – and an entire row of terraced houses was torn down and replaced by another Leitch double-decker (Fig 6). As Simon Inglis notes, this was of 'the standard Leitch design, hardly an advance from his Main Stand of 30 years earlier'.⁷ But it did mean that Goodison became the first ground to have double-decker stands on all four sides.

1939-1969: minor alterations and additions

- 2.16 Apart from £5,000 worth of repairs following war-time bomb damage, few alterations were made during the mid 20th century. These were of a relatively minor or ephemeral nature, including the introduction of floodlight pylons in 1957,⁸ and the installation of defensive barriers behind the goals in 1963.⁹ More significantly, in the same year, the pitched roof of Leitch's 1926 Bullens Road Stand was replaced by an upturned canopy roof which cantilevered forward from the original columns, providing some shelter to the paddock.¹⁰

1970-2000: Further replacement and expansion

- 2.17 In 1969 Leitch's double-decker Main Stand of 1909 was demolished and replaced in 1970-71 by the present Goodison Road stand – a three-level welded-steel cantilevered structure nearly twice the size. When completed it could accommodate 10,045 seats on the upper two tiers and 4,900 standing on the lower terrace - making it by far the largest stand in Britain until Chelsea opened its enormous East Stand in 1974.
- 2.18 In 1981, following precedents set at Ipswich and Birmingham, 12 lean-to executive boxes were added to the rear of the Main Stand Paddock. In 1986, a cantilevered canopy roof was added to the Gwladys Street Stand, replacing Leitch's pitched roof of 1938 and in 1989, following the Taylor Report, the Goodison Road stand was made all-seated. By 1990, Goodison could accommodate 41,266 spectators, of which 29,396 were seated.
- 2.19 In c1994 the Club demolished the only surviving Edwardian structure - Henry Hartley's Park End Stand ('football's first large scale double decker') and replaced it with a single tiered stand – thus breaking the multi-tiered tradition of Goodison Park (fig.10). This was primarily to adhere to the Taylor Report. This phase of construction entailed the demolition of virtually the whole of Walton Lane (of which the club had previously owned many of the houses, renting them to players).
- 2.20 The new stand opened on 17 September 1994 with a capacity of just 5,750 and remains the smallest extant stand at Goodison Park.
- 2.21 Much of the land that was cleared for Park End Stand, including the original training area, is now an open car park for the club and its fan zone on a match day.

⁵ Athletic News, 25 October 1926, p. 1

⁶ Ibid.

⁷ Simon Inglis, *Football grounds of Britain*, op. cit., p156

⁸ The first floodlit match – against Liverpool – was on 9 October 1957.

⁹ Designed to protect goalkeepers from darts and other thrown objects these temporary, scaffold-tube structures extended 16 feet into the terracing. *The Illustrated London News*, 30 November 1963, p. 913.

¹⁰ Simon Inglis, *Engineering Archie*, op. cit., p.104



Figure 4: Main entrance to Goodison Park

Stanley Park¹¹

- 2.22 Immediately to the south of the application site is Stanley Park.
- 2.23 The idea for a chain of boulevards and parks around the City of Liverpool was first proposed during the 1850s but the Corporation of Liverpool did not begin acquiring land for the purpose until the 1860s. Stanley Park was formed from one of three parcels of land bought by the Corporation at that time; the other becoming Sefton Park (by Lewis Hornblower and Edouard Andrew, 1867-72) and Newsham Park (by Edward Kemp).
- 2.24 Stanley Park is situated c.3km north-east of Liverpool City Centre in a predominantly late 19th/early 20th century residential area characterised mainly by dense terraced housing. The c.45 hectare site slopes down from its highest point on the southern boundary to its northern boundary.

History

- 2.25 Stanley Park was designed by Edward Kemp (1817-91) in 1867 and was laid out in 1867-70. It was named after Lord Stanley of Preston, a former Lord Mayor of Liverpool. The park's original architectural features were designed by the Corporation Surveyor, ER Robson and the total cost, including the purchase of the land and the costs of the architectural features was £154,398. Plots of land to the south of the park were sold off for housing in order to fund the project. The opening of the park in May 1870 attracted 25-30,000 people and was recorded in the Illustrated London News.
- 2.26 The park consisted of three main areas: a formal terraced area, an informal 'middle ground' and a 'picturesque' area containing a lake. A fourth area characterised mainly of open grassland to the south-east end of the park was provided for sports. The lake was originally ornamental but in 1900-10 boating was introduced. In the late 19th/early 20th centuries the eastern section of the lake was drained and turned into a sunken garden, and in the early-to-mid 20th century the north-east section of the lake was also drained and landscaped. In 1923 two swimming pools were created in part of the lake, and these remained in use until August 1960 when they closed and were subsequently demolished.
- 2.27 Like other Liverpool parks, Stanley Park was adopted as a training and parade ground for the newly established local 'Pals' regiments during World War One. During World War II the park was used

¹¹ <https://historicengland.org.uk/listing/the-list/list-entry/1001000>

for growing vegetables and defences were inserted. The park's iron railings were also removed for the war effort (replaced during the park's 2007-9 restoration) and the east lodge was destroyed in a bombing raid during the Blitz of 1940/1.

- 2.28 Throughout the late 19th and 20th centuries numerous features were added to the park as fashions in sport and recreation changed, such as the introduction of the Grade II listed conservatory and bandstand (both added in 1899); the insertion of lowing greens in the early and mid 20th century (now removed); a short lived open-air theatre introduced in the 1940s; and Vernon Sangster Sports Centre, which was constructed in the eastern section of the park in the 1970s and was demolished in c.2002.
- 2.29 In 2000 restoration work was carried out on the central and western sections of the lake, including rebuilding the lake wall, creating lakeside edge paths, and restoring the irregular northern shoreline, which had been given a straight edge following its incorporation into a swimming pool in 1923.
- 2.30 Following decades of alteration, neglect and the dilution of Kemp's original design a major restoration programme took place within the western half of the park in 2007-9. This saw the reinstatement and restoration of many of Kemp's original features, including the reinstatement of the eastern section of the lake, and the removal of later unsympathetic additions.

Edward Kemp (1817-1891)

- 2.31 Edward Kemp was a landscape gardener who trained under Joseph Paxton at Chatsworth House, Derbyshire and went on to become one of the leading park and garden designers of the 19th century, working on both public and private commissions.
- 2.32 Between 1842 and 1845 Paxton designed Birkenhead Park (opened 1847) and entrusted the park's construction and development to Kemp by installing him as the head gardener (superintendent), a post he held for forty years. In 1850 Kemp produced his seminal work, 'How to Lay Out a Small Garden' of which the third edition published in 1864 set out his division of landscape styles: the formal or geometrical style, the mixed, middle or irregular style, and the picturesque.

Description of the park

- 2.33 The park is enclosed by cast-iron railings (reinstated in 2007-9 in the style of the originals) set upon a stone plinth and its boundaries are formed by Walton Lane to the west and north, Priory Road to the north-east and Arkles Lane to the south-east. The park's southern boundary is defined partly by Anfield Road where it is enclosed at the western end by the same stone plinth surmounted by railings. The rest of the park's southern boundary is formed by the gardens of Victorian villas that lie along Anfield Road, and which are divided from the park by a high red sandstone screen wall.
- 2.34 Immediately bordering the north side of Priory Road is Anfield cemetery (also designed by Edward Kemp) which forms part of the setting for the park. The park is also flanked to the north and south by the football stadiums of Goodison Park and Anfield respectively.
- 2.35 There are eight formal entrances to the park: three lie on Walton Lane, two on Priory Road and one on Arkles Lane, with circular and square stone gate piers and conical and polygonal caps. Another much smaller, an entrance in the same style lies on Anfield Road and is associated with a west lodge designed by Robson (grade II listed). An entrance to the east of the lodge originally led to the nursery yard, which is now a car park. Another entrance with stone gate piers is formed by an alley leading north off Anfield Road, which becomes Mill Lane and runs in a straight line north-east-south-west through the park to join Priory Road. Two further mid-20th century entrances at the south-east end of Priory Road lead into a car park, which occupies the eastern extreme of the park.

Gardens and Pleasure Grounds

- 2.36 The park falls into three distinct areas: a strongly formal terraced area, which is situated on the

highest ground along the south-west boundary; a middle ground composed of soft, informal landscaping set below the terrace; and a picturesque area in the north corner of the park which is formed of a structured series of walks and lakes. Trees and shrubs border the west, north, north-east and south-east boundaries, as well as the junctions of sinuous paths that can be found throughout the park. An additional fourth area of open grassland at the south-east end of the park was provided for sports. Football and other sports were prohibited in many other parks, including Sefton Park, but they were encouraged in Stanley Park as healthy pursuits for the working classes. Everton played their earliest matches in the late 1870s/early 1880s in the eastern section of the park before moving to neighbouring Anfield in 1884, and eventually to Goodison Park.



Figure 5: Listed terrace along the south-west boundary today

Formal Landscape

- 2.37 The dominant feature of the western part of the park is a top walk with a high red sandstone screen wall (Grade II listed), which runs alongside the southern boundary and is canted into three sections with blank arcading, gabled buttresses and Gothic pinnacles. The first section of the wall is located within the south-west corner of the park and runs north-east-south-west. It is c.105m long and adjoins a walk which terminates at the south-west end by the west lodge. Centrally placed alongside the north-west edge of the walk is a large, rebuilt and altered conservatory supplied by Mackenzie and Moncur of Edinburgh in 1899 (Grade II listed), which was the gift of the city elder, Henry Yates Thompson. The conservatory is now known as the Isla Gladstone Conservatory. C.20m to the north-west of the conservatory is a cast-iron bandstand by W. Macfarlane & Co. of Glasgow, which was also added in 1899 (grade II listed). About 100m north of the bandstand is a children's play area and paths leading to the picturesque area c.35m to the north-east of the conservatory and adjacent to the walk is a heavily planted areas containing statues that once decorated a late-19th/early 20th century garden in the northern section of the park.



Figure 6: Listed conservatory and bandstand

- 2.38 The central section of the wall is approximately 190m long, incorporates a large central pavilion flanked by two smaller pavilions and with two detached octagonal pavilions at each west and east end (all grade II listed); the latter managing the wall's changes in axis and framing views of the park and areas beyond. All are constructed of red sandstone with open arcades and are in Gothic Revival style. The pavilions were designed by Robson and were originally used for shelter and refreshments. The screen wall has a number of functioning and blocked-up doors, which originally gave access from the private gardens of houses behind. The top walk overlooks a formal terrace with geometric beds and a lower walk, which runs alongside the parapet of a red sandstone retaining wall (grade II listed) which is constructed in the style of a fortress wall with bastions. Three fountains that were introduced to the terrace in the early 1900s, and were aligned with the pavilions above, were removed in the 1970s. Set towards each western and eastern end of the terrace are stone stair flights and paths, which connect the top and lower walks. Long views to the north (originally reaching Snowdon, the Isle of Man, and the Lake District before being largely obscured by Liverpool's later urban sprawl and mature planting) are obtained from the terrace and walks, and the lake can once again be observed following the removal of later 20th century planting.
- 2.39 The last section of the screen wall is c.150m long. Alongside is a walk (known as the Rose Walk) flanked by heavily-planted rose beds enclosed by box hedging to the south-west side, and lawn to the north-east side with interspersed rose beds and conifer topiary. A low conifer hedge forms a north-east boundary to the walk. An east lodge, which was originally sited at the south-east end of the rose walk was destroyed by bombing in 1940/1.

Middle Ground

- 2.40 The middle ground allows views from the formal terrace to the picturesque area, and originally complemented the distant natural landscape that existed before the park was encroached by later development. Two sinuous paths lead down from each end of the formal terrace through the undulating landscape of the middle ground towards the picturesque area. A later path has been inserted that crosses the middle ground diagonally from the south-east – north-west. A later cast-iron pavilion (grade II listed), which was introduced to the southern end of the middle ground as part of a late 19th/early 20th century bowling green terrace has been removed. The terrace has also been removed and the soft landscaping of the middle ground restored.
- 2.41 The middle ground in front of the rose walk has lost one of its original sinuous paths and now has a later inserted path along the south-western edge. The open grassland is mainly flat and contains a series of football pitches.



Figure 7: Looking across the open space from the formal terrace with Goodison Park in the backdrop.

Picturesque Area

- 2.42 The park's 'picturesque' area comprises a large lake in the north corner of the park with an irregular, sinuous shoreline that forms the focus of carefully constructed views from the terrace. The lake is divided into four separate sections by planted islands and a series of four cast-iron and stone bridges situated at the east and north-east ends of the lake and a large ornamental, Gothic-style stone bridge towards the western end (all Grade II listed). The eastern section of the lake was turned into a sunken garden in the late 19th /early 20th century with two short-lived canals, but was restored in 2007-9. Overlooking this section of the lake and located on a former island (now the northern shore) is the stone base of a boathouse (grade II listed) with an arched boat entrance at ground level on the south-west side accessed internally via a descending stair flight on the north-east side. A wooden Gothic Revival style superstructure above was destroyed by arson in the 1990s and the platform now acts as a viewpoint. The fourth and smallest section of the lake set to the north-east of the boathouse was drained and turned into a landscaped area in the early 20th century and remains as such. The original paths encircling the lake survive and have since been complemented by lakeside edge paths, which were created around parts of the central and eastern sections of the lake in 2000. Two swimming pools inserted into the north-east corner of the lake's central section in 1923 and demolished in 1960 had resulted in an unsympathetic straight edge to the northern shore, but this was restored to its original irregular form in 2000.
- 2.43 Naturalistic planted mounds and banks exist along the northern boundary of the picturesque area and also around parts of the lake edge so that views of the lake are screened and different scenes unfold as the paths are followed around the lake.
- 2.44 Set to the north-west corner of the picturesque area is a large circular gravel island containing mature trees, which is encircled by a path. Four paths lead off at each 90 degrees; that to the north-west accesses one of the formal entrances on Walton Lane, those to the north-east and south-west sides access the lake paths, and that to the south-east leads to the main stone bridge. At the south-eastern end of the main bridge is a hexagonal Gothic-Revival-style shelter by ER Robson (grade II listed, drinking fountain removed), which provided a focal point where the paths divided to provide walks around the lake perimeter.



Figure 8: Looking south-west across the lake. Both bridge structures are Grade II listed.

Informal South-Eastern Section

- 2.45 The south-eastern section of the park is characterised by open grassland, which rises very gently from the northern to the southern boundary. Running alongside the north-eastern perimeter is a sinuous path whilst along the south-western edge is a straight walk with mature planting and a low hedge along the north-east side with views out to the distant hills. The whole of the extreme south-eastern end of the park is occupied by a large tarmac car park constructed in c.1964 to serve the 1966 World Cup matches played at Goodison Park. A serpentine path that originally diagonally transected the area from the south-west – north-east has been lost along with a grade II listed cast-iron shelter.

Other designated heritage assets within the park

- 2.46 There are a number of designated heritage assets listed in their own right within the park, all of which form part of the overall plan and structure of the park – including: bandstand; shelters; terraces; conservatory; lodges; pavilion; boathouse; and bridges. These were designed by the architect Edward Robert Robson (ER Robson), an eminent architect in his own right.
- 2.47 Edward Robert Robson (1836-1917): Edward Robert Robson was an architect and surveyor who was first articulated to John Dobson and then subsequently worked as a draughtsman for George Gilbert Scott. After setting up a private practice with JW Wilson Walton (later Walton-Wilson) in 1859 he was appointed architect to Durham Cathedral until 1864 when he became the architect and surveyor to the Corporation of Liverpool. In 1871 Robson went to London, becoming the surveyor and later architect for the newly-created School Board for London, and then architect for the Education Department, during which time his rules for school buildings, published in his influential book 'School Architecture' (1874) were issued nationally and influenced Board School designs throughout the country. Although most of his buildings were produced for the public sector, Robson also worked on a number of private commissions during his career with a series of different partners.

Anfield Cemetery¹²

- 2.48 Anfield cemetery is a municipal cemetery also designed by Edward Kemp with buildings by Lucy & Littler which was laid out 1856-63. It is located to the east of the application site. Similar to Stanley Park, a number of structures are listed in their own right within the Cemetery (the majority being

¹² <https://historicengland.org.uk/listing/the-list/list-entry/1000993>

all those designed by architects, Lucy & Littler).

- 2.49 In 1854 Liverpool Corporation issued an order prohibiting any further burials in the city's overcrowded cemeteries. Land was subsequently obtained so that a new cemetery could be formed. The total cost, including the purchase of the land, came to more than £150,000 and the first interment in Anfield cemetery, sometimes known as Liverpool cemetery, took place in 1863. The layout was designed by Edward Kemp, though TD Barry won the original competition. A crematorium was built near the southern edge of the site in 1894-6. Two of the three original cemetery chapels have been demolished and one of the pair of Priory Road Lodges has also been lost.
- 2.50 The c.57 hectare site is on a diamond-shaped piece of land lying north-west/south-east. The setting is generally residential with a railway line to the north. To the south of the site, on the other side of Priory Road, Stanley Park, also by Kemp, forms part of the setting. The site is bounded by a railway embankment along the north side, private gardens to houses on Ince Avenue on the east side, Priory Road on the south side and Walton Lane on the west side. The boundary is generally formed by a red sandstone wall which is treated decoratively along Priory Road and more simply elsewhere. There is fencing instead of a wall in the north-east corner of the site extending for some 200m from the Cherry Lane entrance.
- 2.51 There are four entrances to the cemetery. The main entrance (listed grade II) is situated on the corner of Priory Road and Walton Lane and consists of a pair of stone lodges and a screen with ornate cast-iron gates on either side of a tall clock tower. To the north on Walton Lane is another stone lodge (listed grade II) and there is a third lodge (listed grade II) of similar design on Priory Road. All these buildings are in Gothic Revival style.



Figure 8: Looking out of the cemetery at the main entrance with the listed lodge and clock tower and Goodison Park beyond.

- 2.52 The entrance at the north-east corner of the site is formed by an elaborate bridge carrying the railway line and has a central arched tunnel flanked by subsidiary tunnels, all with ornate cast-iron gates (listed grade II). This is known as the Cherry Lane entrance after the road with which it connects. A lodge formerly situated at this entrance has been demolished.
- 2.53 There is a separate entrance to the crematorium, also with a lodge, on Priory Road. A former Registrar's Office on Priory Road has its own entrance as does a works yard on Walton Lane.
- 2.54 The layout of the cemetery is based on a system of interlocking circular and curved paths arranged about an east/west axial path running between the Cherry Lane entrance and the main entrance. This is crossed by a north/south axial path at a point close to the centre of the site. Although the

system of paths is near-symmetrical about these axes, the crossing point, and therefore the central emphasis of the design is to the north-west of the centre of the site. The north side of the site was designated for Roman Catholic burials, and the south-east side for Nonconformist, with the remainder for Episcopalians or Anglicans. The areas are now treated as interdenominational though the older memorials preserve the distinctions.



Figure 9: Looking south west down the main axis towards the main entrance. Goodison Park visible to the right

- 2.55 The focus of the site, where the axial paths cross, is a sunken rectangular area with apsidal ends to north and south. Ramps and steps with stone balustrades lead down to this area which has low stone bollards marking the intersections of the paths. The three cemetery chapels were positioned overlooking this feature, at the centre of the north side (Roman Catholic), the east side (Anglican) and the south side (Nonconformist), but only the latter survives (listed Grade II).



Figure 10: Surviving Grade II listed chapel

- 2.56 Buildings situated on each side of the site of the Anglican chapel are called the North Catacomb and the South Catacomb respectively (both listed grade II). They are of identical Gothic Revival design with memorial plaques set into blind arcading in the walls. Inside them steps, now blocked, led down to the crypts below.
- 2.57 There are internal views along the axial paths to the clock tower at the main entrance on the western side of the site.
- 2.58 The neo-Perpendicular crematorium buildings (listed grade II) are thought to have been designed by James Rhind (Pevsner 1969) and are a particularly early example of this building type. They are situated in a wall area off Priory Road near the south-east end of the site; the forecourt to the west of the buildings is used as a garden of remembrance. The former Registrar's Office (listed grade II), now used as offices and known as Lansdowne House, is situated on Priory Road and there is a small car park next to it. The works yard consists of a number of buildings around a courtyard near the north-west end of the site, off Walton Lane. Immediately to the north of the yard but outside the site boundary a brick wall encloses a late 20th century police station which has encroached into the north-west corner of the cemetery.
- 2.59 Most proximate to the application site is the Main Entrance on Walton Lane and the gate lodges. A prominent red sandstone clock tower stands in the middle of the entrance, flanked by the two neo-gothic lodges marking this entrance. In the cemetery the south chapel, catacombs and a number of monuments are also listed.

Immediate Setting to the Application Site

- 2.60 As described earlier, the application site is surrounded to the north and west primarily by terraced residential housing, however immediately on the north west corner stands:

St Luke the Evangelist Church

- 2.61 St Luke's Church is an Anglican Church whose foundation stone was laid in 1899, completed in 1901. The church was designed by the architect James Francis Doyle, a Liverpool architect, who also designed St Barnabas Church, Mossley Hill¹³.
- 2.62 The church is built of brick with red brick and terracotta detailing in a simple Early English gothic style, with the adjacent church hall on its northern side, siding Gwladys Street.
- 2.63 The church has always had a tight relationship to the stadium effectively sitting 'within' (though not in the ownership of) the natural boundary of the football ground, especially as it has grown around it – now dominating it to the south and east.
- 2.64 The church is not listed, locally listed or within a conservation area but is identified on the Merseyside Historic Environment Record.

¹³ <http://www.stlukeswalton.org/history/>



Figure 11: The church surrounded to its south and east by the stadium

- 2.65 To the east of the stadium is the Gwladys Street Community Primary and Nursery School. This would appear to have been built in part around the turn of the 19th/20th century with further additions in the post-war-later 20th century. The site comprises school buildings surrounded by open hard-surfaced space for play and parking.
- 2.66 These structures are not listed, locally listed or within a conservation area and not identified as being of any heritage interest.

Wider Setting

- 2.67 Stanley Park and Anfield Cemetery provide the wider setting to the site to the south and east, while St Luke's Church and the residential streets enclose the site to the west and north.



Figure 12: Goodison Park with its terraced setting to the west.

- 2.68 The linear terraces that stretch from Goodison Road link through to County Road some 250m to the west. The residential terraces are interspersed with a number of former or existing commercial buildings, including shops and public house/hotels, usually on the corners. This includes The

Winslow Hotel on Goodison Road and also 87 Langham Road – one of a pair of mid-19th century semi-detached houses, the southern dwelling of the pair having been converted into the Stanley Park Hotel by the end of the 19th century.

- 2.69 Close by, both Spellow Lane Church – built in a similar style to St Luke's Church also at the end of the 19th century – sits amongst the terraced houses at a more modest scale to St Luke's, and the Salop Chapel – built by the Welsh Methodists in 1908 sits close to the junction of Spellow Lane and Goodison Road.
- 2.70 Views along Oxton, Winslow and Eton Streets look straight down towards the stadium which looms large at the end of the vistas. However, otherwise, the dense nature of the urban development to the north and west means there is little intervisibility or connection between the application site and other heritage assets.
- 2.71 Further to the north, on City Road, the former Coliseum Cinema still remains, amongst the terraced housing. Opened in 1922 and closed in 1956 it was used as the Everton Football Club supporters club until 1994 and has since been a social club. It is a relatively plain building, with simple classical detailing on the front elevation typical of the 1920s with two pedimented bays at either end. The ground floor elevations are largely bricked up, with closed roller shutters over entrances when not open making it an inhospitable contribution to the street scene.

3 The heritage context of the site and its surroundings

- 3.1 This section of the report describes the heritage context of the site and its surroundings.

The heritage context

- 3.2 The Liverpool Maritime Mercantile City World Heritage Site (WHS) Core Area and associated Buffer Zone are both located approximately 2km from the site. There is virtually no intervisibility between the site and the WHS or buffer zone¹⁴ and considering this and the distance from the site, they are not considered further within this Assessment.
- 3.3 The site does not lie within a conservation area and contains no listed buildings. Goodison Park Football Stadium is subject to a Certificate of Immunity, granted in March 2019.
- 3.4 The study area comprises a radius of approximately 250m from the application site to the north and west and a radius of approximately 500m from the site to the south and east. Due to the tight-knit, dense nature of the existing residential development to the north and west of the application site and that the maximum building heights proposed at the site are only medium rise at their highest, it is not considered that the proposed development would have a significant impact on any heritage assets beyond 250m from the site to the north and west.
- 3.5 To the south and east of the site lie Stanley Park and Anfield Cemetery. These areas are lower lying and, as such, the scheme has the potential to be visible at a greater distance from the site. Both the Park and the Cemetery are heritage assets which also contain a number of further, individually identified, assets that relate to the spaces within which they sit. To ensure that the assessment follows a conservation approach, all of the heritage assets identified within the park and cemetery have been considered within this Chapter, even though some are up to 500m away from the application site.
- 3.6 The most important designated heritage assets close by are Grade II* Registered Stanley Park and Anfield Cemetery, both of which also contain a number of separately Grade II listed structures. These are identified below.
- 3.7 Approximately 100m to the south of the site on Walton Lane is a Grade II listed milestone.
- 3.8 The Merseyside Historic Environment Record identifies a number of non-designated heritage assets nearby that remain extant. Of these, Goodison Park itself lies within the boundary of the application site, whilst the church of St Luke the Evangelist is immediately adjacent. The others include: 87 Langham Street, Walton-on-the-Hill; 38 City Road, Walton-on-the-Hill; Spellow Lane Church; Salop Chapel.

Heritage significance

Assessing heritage significance: definitions

- 3.9 Listed buildings and conservation areas are 'designated heritage assets', as defined by the National Planning Policy Framework (the NPPF, 2019). Other buildings and structures identified as having heritage significance can be considered as 'non-designated heritage assets'.
- 3.10 Heritage 'significance' is defined in the NPPF as 'the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic' (pg. 71). The Historic England 'Historic Environment Good Practice Advice in Planning Note 2' (2015) puts it slightly differently – as 'the sum of its archaeological, architectural,

¹⁴ As assessed in the Townscape Visual Impact Assessment (WYG) prepared and submitted as part of this application.

historic, and artistic interest' (para. 4).

- 3.11 'Conservation Principles, Policies and Guidance for the sustainable management of the historic environment' (Historic England, 2008) describes a number of 'heritage values' that may be present in a 'significant place'. These are evidential, historical, aesthetic and communal value.
- 3.12 The Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets provides guidance regarding the setting of heritage assets and how to assess the effect of change on that setting
- 3.13 Within the context of Environmental Impact Assessment, the scale of sensitivity/significance of the heritage assets has been assessed based on the following criteria¹⁵:

Sensitivity/Significance Value	Description
Very High	<ul style="list-style-type: none"> Sites or structures of acknowledged international importance inscribed as of universal importance as WH property. Individual attributes that convey OUV of the WH property. Other buildings or urban landscapes of recognised international importance
High	<ul style="list-style-type: none"> Nationally-designated structures with standing remains. Other buildings that can be shown to have exceptional qualities in their fabric or historical associations not adequately reflected in the listing grade. Conservation Areas containing very important buildings. Undesignated structures of clear national importance.
Medium	<ul style="list-style-type: none"> Designated buildings. Historic (unlisted) buildings that can be shown to have exceptional qualities or historical associations. Conservation Areas containing buildings that contribute significantly to its historic character. Historic townscapes or built-up areas with important historic integrity in their buildings or built settings
Low	<ul style="list-style-type: none"> "Locally Listed" buildings. Historic (unlisted) buildings of modest quality in their fabric or historical associations. Historic Townscape or built-up areas of limited historic integrity in their buildings, or built settings
Negligible	<ul style="list-style-type: none"> Buildings or urban landscapes of no architectural or historical merit; buildings of an intrusive character

¹⁵ The methodology used for the evaluation of heritage resources is consistent with the linked Bramley Moore Dock application.

Goodison Park, HER No. MME17858

- 3.14 The heritage significance of Goodison Park was fully considered by Historic England in early 2019, which led to the granting of the Certificate of Immunity from listing.
- 3.15 Goodison Park was the first major football stadium built in England (only Scotland's Ibrox Park was more advanced at the turn of the 20th-century).¹⁶ It encompassed 'football's first large scale double decker' (Henry Hartley's Park End Stand of 1907), Leitch's largest double-tier stand erected before the 1910s (the Main Stand, opened in 1909), and was the first ground in the country to have double-decker stands along three sides (in 1926), and then four sides (in 1938). Goodison Park also sported Britain's first three-tier stand, which was also the largest for three years until Chelsea opened their triple-decker in 1974.
- 3.16 However, the most significant structures no longer survive: Henry Hartley's Park End Stand of 1907 was demolished in 1994 and Archibald Leitch's Main Stand of 1909 was pulled down in 1969. The two surviving Leitch structures – the Bullens Road Stand of 1926, and the Gwladys Street Stand of 1938 – both date from the mid-to-latter period of the designer's career, and evince only minor refinements to the standard double-decker design that he evolved in the Edwardian era.
- 3.17 In effect, what survives is the less innovatory, identikit descendants of the more innovatory progenitors. The Gwladys Street Stand, erected a year before Leitch's death, was, in all probability, designed by his son or another designer within the firm, working to a tried-and-tested standard blueprint. Furthermore, both structures survive in a structurally and visually compromised form, both having lost their original, distinctive hipped-and-gabled roof forms to later 20th-century cantilever-style canopies. Whilst Goodison Park might have read unambiguously as 'a Leitch ground, through and through' in the mid 20th-century, the same cannot be said today.
- 3.18 In the context of Leitch and other football grounds it has been recognised that Goodison Park does not meet the standards of 'special' interest required for national protection. Whilst of some historical interest, the structures do not possess the necessary technological innovation or virtuosity or sufficient originality or coherency to warrant inclusion on the Statutory List.
- 3.19 The stadium is identified as a non-designated heritage asset on the Merseyside Historic Environment Record. This means that it is recognised that the stadium has some heritage value. However, we believe that this is due primarily to its historical association with the area and the communal value that it has within the local community and fan base. As well as being embodied in the physical presence of the structure, this is also embodied in, for example, the memorial plaques at the entrance to the stadium.
- 3.20 Even in the event that the Football Club moved location, (and this value would be considerably diminished), elements such as the plaques – that associate with the football club – and the Ralph 'Dixie' Dean statue could remain at the site – ensuring a continuity of this element of the significance of the site in the community.
- 3.21 On balance it is regarded that the Stadium is of low value. It is a recognised non-designated heritage asset with important historical associations and communal value for the local community and fan base, however its architectural interest is only of modest quality in terms of fabric.

Stanley Park Grade II List Entry Number 1001000*

- 3.22 The significance of Stanley Park is identified in its list description as follows:
- 3.23 Stanley Park, laid out in 1867-70 is designated at Grade II* for the following principal reasons:
- 3.24 Designer: it was designed by the nationally renowned landscape designer, Edward Kemp and is one his major works, forming part of an important chain of late-19th century parks in Liverpool which

¹⁶ <http://www.evertonfc.com/content/history/history-of-goodison-park>

also includes the Grade II* registered Prince's Park (1842 by Joseph Paxton) and Sefton Park (1867-72 by Edouard Andrew), and the Grade II registered Newsham Park (1864-8 and also by Kemp) and Wavertree Botanic Garden and Park (1836 & 1856).

- 3.25 Landscaping: Stanley Park's design represents a distillation of Kemp's gardening theory in creating three separate but complementary zones that maximise the natural topography of the site and are lined by sinuous paths and key views – a formal landscape at the top of the park, an informal middle ground intended as a neutral foil, and a picturesque landscape incorporating a large lake.
- 3.26 Intactness: the major elements of Kemp's original design survive or have been successfully restored, and remain clearly legible.
- 3.27 Architecture: Stanley Park's design reflects Kemp's change in philosophy from the late 1850s onwards where he integrated architecture with the landscape. The park contains numerous listed structures and buildings by the notable architect, ER Robson, including bridges spanning the lake and a top walk with a series of Gothic pavilions and a high screen wall, as well as the Isla Gladstone Conservatory by Mackenzie & Moncur of Edinburgh and a bandstand by M Macfarlane & Co of Glasgow.
- 3.28 Socio-historic interest: Stanley Park is an early example of a true public park, with its design being tailored to meet the needs of the local working-class population
- 3.29 Sporting interest: the park's large areas of open grassland reflect the wider sporting history of the working classes in being expressly designed to provide space for football and other contact sports, rather than the tennis and cricket of most other parks of the period, which catered primarily for the middle classes.
- 3.30 Group value: it has a strong historic visual, and physical relationship with the neighbouring Grade II* registered Anfield cemetery (opened 1863), which was also designed by Kemp.
- 3.31 As such the Park is of high value. It is a nationally important Registered Historic Park and Garden in its own right.

Other listed structures within the park

- 3.32 As referenced above, within the park the majority of the structures that are separately listed relate to the formal layout of the park. Many of them are by ER Robson and include bridges, shelter and terraces. Each is identified below:

Bridge Over Lake: Grade II List Entry Number 1359844

- 3.33 A late 19th century stone bridge over the lake that forms part of the planned picturesque area of Stanley Park. It is made up of 6 segmental arches on stone piers. It has group value with Edward Kemp's Grade II* registered park in which it sits and with the other Grade II listed structures in the park, most of which were also designed by ER Robson. It is of high value.

Shelter to South East of Lake: Grade II List Entry Number 1218067

- 3.34 Designed by ER Robson in 1870. Hexagonal in form, it is built of stone with pointed arches on round columns. The roof is of timber with a raised 6-sided lantern with pyramid roof. The structure forms part of the planned picturesque area of Stanley Park and has group value with Edward Kemp's Grade II* registered park and with the other Grade II listed structures in the park, most of which were also designed by ER Robson. It is of high value.

Bridge at East End of Lake: Grade II List Entry Number: 1292166

- 3.35 Designed by ER Robson c.1870. Stone abutments support iron girders with iron rails and stone piers at either end. The bridge forms part of the planned picturesque area of Stanley Park and has group value with Edward Kemp's Grade II* registered park and with the other Grade II listed structures in the park, most of which were also designed by ER Robson. It is of high value.

Bridge at North East End of Lake: Grade II List Entry Number: 1063333

- 3.36 Designed by ER Robson c.1870. Iron girders with iron rails and stone piers at either end. The bridge forms part of the planned picturesque area of Stanley Park and has group value with Edward Kemp's Grade II* registered park and with the other Grade II listed structures in the park, most of which were also designed by ER Robson. It is of high value.

Bridge to North West of Pavilion to East of Lake: Grade II List Entry Number 1063297

- 3.37 Designed by ER Robson c.1870. Iron girders with iron rails and stone piers at either end. The space under the bridge has now been filled in. The bridge forms part of the planned picturesque area of Stanley Park and has group value with Edward Kemp's Grade II* registered park and with the other Grade II listed structures in the park, most of which were also designed by ER Robson. It is of high value.

Boathouse on east side of Lake: Grade II List Entry Number 1292134

- 3.38 Designed by ER Robson c.1870 in the Gothic Revival style. Although the pavilion like timber shelter on the roof is no longer extant, a substantial part of the original structure survives. The boathouse forms part of the planned picturesque area of Stanley Park and has group value with Edward Kemp's Grade II* registered park and with the other Grade II listed structures in the park, most of which were also designed by ER Robson. It is of high value.

Bridge to East of Pavilion: Grade II List Entry Number 1063334

- 3.39 Designed by ER Robson c.1870. Iron girders with iron rails and stone piers at either end. The bridge forms part of the planned picturesque area of Stanley Park and has group value with Edward Kemp's Grade II* registered park and with the other Grade II listed structures in the park, most of which were also designed by ER Robson. It is of high value.

Bandstand in front of Conservatory: Grade II List Entry Number 1292149

- 3.40 Designed by ER Robson c.1870. Octagonal roof with decorative iron crest on its peak with 8 iron columns with ornamented braces and open sides. The structure has group value with Edward Kemp's Grade II* registered park and with the other Grade II listed structures in the park, most of which were also designed by ER Robson. It is of high value.

Conservatory: Grade II List Entry Number 1359843

- 3.41 By Mackenzie and Moncur, the conservatory was added to the park in 1899. It is an iron and glass structure on a stone base with a hipped roof and clerestory. Despite being a later addition, the structure has group value with Edward Kemp's Grade II* registered park and with the other Grade II listed structures in the park. It is of high value.

Lodge on Anfield Road: Grade II List Entry Number 1063332

- 3.42 The Lodge was designed by ER Robson and dated 1868. Built in snecked red sandstone with slate roofs it is in the Gothic Revival style that typifies Robson's structures within Stanley Park and thus has group value with both the Park and the other listed structures within it. It is of high value.

Pavilion at West End of Main Section of Screen Wall: Grade II List Entry Number 1218013

- 3.43 Designed by ER Robson c.1870. It is an octagonal stone structure with a slate roof and 2 bay arcade to each side. The roof has a lantern with 5 segmental-headed lights on each side. The structure has group value with Edward Kemp's Grade II* registered park and with the other Grade II listed structures in the park, most of which were also designed by ER Robson. It is of high value.

Terrace to North of Screen Wall: Grade II List Entry Number 1218028

- 3.44 Designed by ER Robson c.1870. The terrace, above bowling greens, has a long sandstone wall with rusticated base and small buttresses. Overlooking the middle ground of the park, the structure has

group value with Edward Kemp's Grade II* registered park and with the other Grade II listed structures in the park, most of which were also designed by ER Robson. It is of high value.

Pavilion at East End of Main Section of Screen Wall: Grade II List Entry Number 1063330

- 3.45 Designed by ER Robson c.1870. Similar to that at the west end, it is an octagonal stone structure with a slate roof and 2 bay arcade to each side. The roof has a lantern with 5 segmental-headed lights on each side. The structure has group value with Edward Kemp's Grade II* registered park and with the other Grade II listed structures in the park, most of which were also designed by ER Robson. It is of high value.

Screen Wall: Grade II List Entry Number 1359842

- 3.46 Designed by ER Robson c.1870. Central section runs for approx. 188.5m and is built in a dressed stone with blind arcading interrupted at 3-bay intervals by gabled buttresses ending in conical pinnacles (top stones missing). Central section has central pavilion with 3-bay front, canted corner bays and 1-bay returns, arcading with round columns to front, arched openings to sides and slate roof. 2 smaller pavilions to east and west have canted angles and 5-bay arcade. Forming south eastern backdrop to the park, the structure has group value with Edward Kemp's Grade II* registered park and with the other Grade II listed structures in the park, most of which were also designed by ER Robson. It is of high value.

Shelter at East End of Park: Grade II List Entry Number 1063298

- 3.47 Designed by ER Robson in c.1870. The shelter is of cast iron with canted corner bays. Iron columns support pierced arch braces supporting the hipped roof. The shelter has group value with Edward Kemp's Grade II* registered park and with the other Grade II listed structures in the park, most of which were also designed by ER Robson. It is of high value.

The setting of Stanley Park and the other designated heritage assets within it

- 3.48 The Park has always been part of Liverpool's urban environment – designed as a place of green refuge for city residents – and therefore its wider context and setting has always been an urban one.
- 3.49 At the time the Park was created there were far reaching views to the north (originally reaching Snowdon, the Isle of Man, and the Lake District), however these have been largely obscured by Liverpool's later urban sprawl and mature planting on and around the Park.
- 3.50 The setting of the Park already contains glimpses of the city and urban activity outside its boundary – including the two football stadiums at Goodison Park and Anfield. Seeing urban form outside of the boundaries forms part of its setting and does not affect an ability to appreciate its significance – arguably it further reinforces its significance as an important purpose-designed urban park.
- 3.51 The setting of the individual designated heritage assets identified above relates entirely to their role as structures within the Park and their relationship to the overall landscape and plan of the Park itself. Even those structures on the edge of the Park, such as the Entrance Lodge on Anfield Road, were designed to be seen in the context of the Park behind them rather than a wider urban context.



Figure 13&14: Goodison Park visible beyond the Park to the north.



Figure 15: Anfield Stadium and housing visible to the south-east of the Park

Anfield Cemetery

- 3.52 Anfield Cemetery is included on the Register of Parks and Gardens of Special Historic Interest at Grade II* for the following principle reasons:
- 3.53 An outstanding example of an extensive, early High Victorian (1856-63) public cemetery for a provincial city.
- 3.54 It was designed by a prolific and renowned designer, Edward Kemp, based on nearby Birkenhead Park, who contributed to several other cemeteries including Flaybrick (Birkenhead). The extensive layout makes unusual use of a geometric path patterns to enclose sunken central panels, giving subtle relief to an otherwise level site.
- 3.55 The ensemble of grand buildings by noted Liverpool cemetery architects Lucy & Littler was widely spaced across the site with many forming focal points for the landscape design including three chapels (two of which have been demolished), four gateways (one including a clock tower) and a single and pairs of lodges, two ranges of catacombs, Registrar's Office and boundary wall and railings. This was complemented by a 1930s crematorium in similar style. All were built in the rich red local sandstone.
- 3.56 The two striking free-standing ranges of catacombs are of unusually late date (1856-63) and are used as focal points for axial paths, although these are in poor condition.
- 3.57 It has an artistically rich variety of 19th century monuments including for many Liverpool worthies.
- 3.58 The cemetery layout survives relatively intact despite the loss of two of the original three chapels and much 19th century planting.
- 3.59 The Cemetery is regarded as having high value.

Other listed structures within the Cemetery

- 3.60 As with the Park, there are a number of structures listed in their own right. They are all Grade II listed and all regarded as being of high value.

No.302, Lodge to Anfield Cemetery: Grade II List Entry Number 1062568

- 3.61 Designed by Lucy and Littler, the lodge to the north of the main entrance was built in 1862. It is of snecked stone with a slate roof in a Gothic Revival style and is one storey with tall attic floor and prominent stone chimneys. The lodge has group value with the other listed structures at the main entrance to the cemetery and also with the other structures designed by Lucy and Littler

throughout the cemetery.

No. 242, Lodge to Anfield Cemetery: Grade II List Entry Number 1365823

- 3.62 Designed by Lucy and Littler, the lodge to the south of the main entrance was built in 1862. It is of snecked stone with a slate roof in a Gothic Revival style and is one storey with tall attic floor and prominent stone chimneys. The lodge has group value with the other listed structures at the main entrance to the cemetery and also with the other structures designed by Lucy and Littler throughout the cemetery.

Main Entrance to Anfield Cemetery: Grade II List Entry Number 1025284

- 3.63 Designed by Lucy and Littler in 1862, the entrance screen is of red sandstone, with a central octagonal clock tower with Gothic details and gabled pinnacled top. Iron gates sit either side of the tower to carriage drives, with 2 square gate piers each side of these. The iron gates to the pedestrian ways have iron canopies over. The main entrance forms the centrepiece of the entrance ensemble which includes the two lodges and has group value with the other listed structures designed by Lucy & Littler throughout the cemetery.

Lansdown House: Grade II List Entry Number 1072971

- 3.64 Designed by Lucy and Littler in 1862. Built as the registrar's office the building is of snecked stone with a banded slate roof. It is two storeys in a Tudorbethan style with hipped and gabled roof. The building has group value with the other listed structures designed by Lucy & Littler throughout the cemetery. 4 gate piers, c.1862. Lucy and Littler.

Priory Road Entrance to Anfield Cemetery: Grade II List Entry Number 1365824

- 3.65 4 gate piers, c.1862. Lucy and Littler. Stone. Moulded base, nook shafts, weathered cap and pyramidal finial. Richly ornamented wrought iron gates, 2 leaves to the central opening, single leaves to the outer opening. The lodge has group value with the other listed structures in the cemetery and also with the other structures designed by Lucy and Littler throughout the cemetery.

No.238, Lodge to Anfield Cemetery: Grade II List Entry Number 1025267

- 3.66 Designed by Lucy and Littler, the lodge to the south of the main entrance was built in 1862. It is of snecked stone with a slate roof in a Gothic Revival style and is one storey with tall attic floor and prominent stone chimneys. The lodge has group value with the other listed structures in the cemetery and also with the other structures designed by Lucy and Littler throughout the cemetery.

Crematorium at Anfield Cemetery: Grade II List Entry Number 1072972

- 3.67 The Crematorium was built 1894-6, probably by J Rhind and is of snecked sandstone with a slate roof. It is a T-plan building with a large south porch in the Gothic Revival style. Its tower has angle buttresses supporting niches and its top has louvred bell openings. There is a 20th century extension on its east side.

South Chapel: Grade II List Entry Number 1356295

- 3.68 Designed by Lucy and Littler in 1862. Built of snecked red sandstone with banded slate roofs. The chapel has a prominent tower and spire. The main body of the building comprises a Nave with apse, aisles under pitched roofs ending in gabled porches at west ends. The chapel is the only remaining of originally three and has group value with the other listed structures in the cemetery and also with the other structures designed by Lucy and Littler throughout the cemetery.

South Catacomb: Grade II List Entry Number 10668391

- 3.69 Catacomb. c.1863. Lucy and Littler. Stone with slate roof. 9 bays. Weathered buttresses and corbelled parapet with gargoyles. Bays have 3 trefoil-headed panels, some inscribed with names. Central through passage has segmental arches on wall piers with angel corbels. The catacombs have group value with the other listed structures in the cemetery and also with the other structures

designed by Lucy and Littler throughout the cemetery.

McClennan Monument to North West of crossing of Main Paths: Grade II List Entry Number 1205269.

- 3.70 Monument in form of Egyptian Pylon. Alexander McLennan (died 1893) and Isabella McLennan (died 1896). Grey granite. Clasp buttresses and frieze with coving over. Raised slab above, also with coving. Sides have rectangular recesses and engraved Egyptian-style decoration.

North catacomb: Grade II List Entry Number 1068390

- 3.71 Catacomb. c.1863. Lucy and Littler. Stone with slate roof. 9 bays. Weathered buttresses and corbelled parapet with gargoyles. Bays have 3 trefoil-headed panels, some inscribed with names. Central through passage has segmental arches on wall piers with angel corbels. The catacombs have group value with the other listed structures in the cemetery and also with the other structures designed by Lucy and Littler throughout the cemetery.

Walton Lane Entrance to Anfield Cemetery: Grade II List Entry Number 1062570

- 3.72 Entrance gate piers and gates. C.1862. Lucy and Littler. 4 stone gate piers with moulded bases, nook shafts, weathered caps and pyramidal finials. Central 2-leaf gate and flanking gates of wrought iron with rich ornament. The entrance has group value with the other listed structures in the cemetery and also with the other structures designed by Lucy and Littler throughout the cemetery.

No. 304, Lodge to Anfield Cemetery: Grade II List Entry Number 1062569

- 3.73 Designed by Lucy and Littler, the lodge to the south of the main entrance was built in 1862. It is of snecked stone with a slate roof in a Gothic Revival style and is one storey with tall attic floor and prominent stone chimneys. The lodge has group value with the other listed structures in the cemetery and also with the other structures designed by Lucy and Littler throughout the cemetery.

Cherry Lane Entrance to Anfield Cemetery: Grade II List Entry Number 1280396

- 3.74 Entrance and tunnel under railway. Dated 1864. Lucy and Littler. Snecked stone. 3 segmental pointed arches with gates, the central and left hand one now blocked. Central arch has arms of Liverpool with supporters, under 3 canopies. Side arches have drip moulds and date plaque and Liverpool arms over. Tunnel vault in centre with open arcading at sides to pedestrian aisles which are also segmental tunnel vaulted. Octagonal turret on angle with moulded base on squat column. Lancet and short spire with gablets at base. Other angle has parapet carried on squinch. Cemetery facade similarly treated. The entrance has group value with the other listed structures in the cemetery and also with the other structures designed by Lucy and Littler throughout the cemetery.

- 3.75 In most immediate proximity to the application site, are the two lodges and entrance to the cemetery on Walton Lane at the cemetery's north west corner, giving the entrance a dramatic and imposing arrival point directly opposite the site. From within the Cemetery the Stadium can be seen beyond these assets (fig.16).

- 3.76 Otherwise, the other listed structures are primarily within the cemetery behind the sandstone wall and hedge that encloses it along Walton Lane and Priory Road.

- 3.77 These assets are regarded as having high significance.

The setting of Anfield Cemetery and the designated heritage assets within it

- 3.78 Similar to Stanley Park, Anfield Cemetery was designed specifically as an urban/city cemetery and thus has always had an urban context. Except for the main entrances, the cemetery has an enclosed feel, surrounded by a sandstone wall and hedge, however there are places where the city beyond is visible. A sense of tranquillity is an important aspect of the overall setting of the cemetery however the visibility of the 'city beyond' does not affect an ability to appreciate the significance of the cemetery itself or the listed structures within it. The lodges around the edge of the

Cemetery were designed as part of a family of buildings 'within' the cemetery and to mark a point of entrance into the tranquillity of the cemetery, and thus it is their relationship to the landscape behind, rather than their relationship with the 'outside world' that is most important to their significance.



Figure 16: The stadium beyond the cemetery and listed gatehouse

Milepost on corner of Tetlow Street: Grade II List Entry Number 1062571

- 3.79 The only other designated heritage asset in close proximity to the site is the Grade II listed milepost located c.100m to the south of the site on Walton Lane. Dated 1865, it was erected by Liverpool Health Committee. Cast iron. Base has plaques, 2 plaques to sides remain (2 missing). Cap has one remaining plaque. Records the exact distance from Liverpool Town Hall and height above Old Dock Sill. As a listed structure, the Milepost has high value.

St Luke the Evangelist Church: HER No. MME16142

- 3.80 Identified on the Merseyside Historic Environment Record, the church is recognised as being a non-designated heritage asset.
- 3.81 Even at the time of its construction, Everton Football Club were already located on the adjacent site. As the Club and stadium have grown in status and size the church has always remained the constant presence to the north west corner.
- 3.82 Today, whilst the architectural form of the church is still clearly recognisable – not least due to its style and materials – it is completely overwhelmed physically by the presence of the stadium – and this now forms the dominant element of its setting.
- 3.83 The church is regarded as having low significance, as a recognised non-designated heritage asset of modest architectural and historical interest.

Other non-designated heritage assets

- 3.84 The other non-designated heritage assets close to the site are primarily located to the west and north of the stadium within the surrounding residential terraced streets. In the case of 87 Langham Street, its setting has been severely compromised by the large single-storey shop unit that has been built in front and engulfs the ground floor, however it does sit prominently to the west of the site in views from the south along Walton Lane.
- 3.85 The Salop Chapel (HER No. MME19234), Spellow Lane Church (HER No. MME18435), and 38 City Road (HER No. MME15242) sit within their residential context and do not relate visually to the application site. The associative relationship between 38 City Road and the Football Club was

severed in 1994 when the Supporters Club moved to new premises. All of these assets are regarded as being of low significance, being of modest, local interest.

4 The legislative, policy and guidance context

Introduction

- 4.1 This section of the report briefly sets out the range of national and local policy and guidance relevant to the consideration of change in the historic built environment.

The Planning (Listed Buildings and Conservation Areas) Act 1990

- 4.2 The legislation governing listed buildings and conservation areas is the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act'). Section 66(1) of the Act requires decision makers to 'have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses' when determining applications which affect a listed building or its setting. Section 72(1) of the Act requires decision makers with respect to any buildings or other land in a conservation area to pay 'special attention... to the desirability of preserving or enhancing the character or appearance of that area'.

The National Planning Policy Framework

- 4.3 The revised version of the National Planning Policy Framework (NPPF) was published in February 2019.

- 4.4 Chapter 12 of the National Planning Policy Framework deals with design: Achieving well-designed places. It begins:

'The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process' (paragraph 124).

- 4.5 Paragraph 127 advises that 'planning policies and decisions should ensure that developments:

a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

- 4.6 Chapter 16 of the National Planning Policy Framework: 'Conserving and enhancing the historic environment' deals with Heritage Assets describing them as 'an irreplaceable resource' that 'should

be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations' (para. 184).¹⁷

Proposals affecting heritage assets

- 4.7 Paragraph 189 brings the NPPF in line with statute and case law on listed buildings and conservation areas. It says that:

'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.'

- 4.8 In terms of the local authority, paragraph 190 requires that they 'identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.'

- 4.9 Further, '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 (paragraph 191).

- 4.10 Paragraph 192 states that in determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Considering potential impacts

- 4.11 Paragraph 193 advises local planning authorities that 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

- 4.12 Paragraph 194 continues, 'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.'¹⁸

- 4.13 In terms of proposed development that will lead to substantial harm to (or total loss of significance

¹⁷ The policies set out in this chapter relate, as applicable, to the heritage-related consent regimes for which local planning authorities are responsible under the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as to plan-making and decision-making.

¹⁸ Non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.

of) a designated heritage asset, paragraph 195 states that 'local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use'.

- 4.14 The NPPF continues 'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use' (paragraph 196).
- 4.15 In taking into account the effect of an application on the significance of a non-designated heritage asset the local authority should employ a 'a balanced judgement' in regard to the scale of any harm or loss and the significance of the heritage asset (paragraph 197).
- 4.16 The NPPF introduces the requirement that 'Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred (paragraph 198).
- 4.17 Where a heritage asset is to be lost, the developer will be required to 'record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible' (paragraph 199).¹⁹
- 4.18 In terms of enhancing the setting of heritage assets the NPPF states that 'local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, 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 the asset (or which better reveal its significance) should be treated favourably. (paragraph 200).
- 4.19 It goes on however that 'Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole' (paragraph 201).
- 4.20 Finally, paragraph 202 requires that the onus will be on local planning authorities to 'assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies'.

Planning Practice Guidance

- 4.21 Planning Practice Guidance provides streamlined guidance for the National Planning Policy Framework and the planning system. It includes guidance on matters relating to protecting the historic environment in the section entitled 'Conserving and Enhancing the Historic Environment'. It is subdivided into sections giving specific advice in the following areas:

¹⁹ Copies of evidence should be deposited with the relevant historic environment record, and any archives with a local museum or other public depository.

- Historic Environment Policy and Legislation
- Heritage in Local Plans
- Decision-taking: Historic Environment
- Designated Heritage Assets
- Non-Designated Assets
- Heritage Consent Processes and
- Consultation Requirements

Historic England's Good Practice Advice in Planning Notes (GPAs)

- 4.22 Historic England provide guidance regarding the setting of heritage assets and how to assess the effect of change on that setting. They provide information on good practice to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the Planning Practice Guide (PPG).
- 4.23 These notes are:
- GPA 1: The Historic Environment in Local Plans (2015);
 - GPA 2: Managing Significance in Decision-Taking in the Historic Environment (2015); and
 - GPA 3: The Setting of Heritage Assets (2nd ed., 2017).
- 4.24 This last piece of guidance is addressed separately below.
- 4.25 Historic England's 'Conservation Principles, Policies and Guidance for the sustainable management of the historic environment' (2008) is referred to in the previous section of this report.
- 4.26 Historic England also publishes Advice Notes (HEANs), and these are discussed below.
- Historic England guidance on the setting of heritage assets (GPA3) (2017)
- 4.27 Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets provides guidance regarding the setting of heritage assets and how to assess the effect of change on that setting.
- 4.28 The guidance echoes the definition of 'setting' in the NPPF as 'the surroundings in which [the asset] is experienced' and continues: 'its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral'.
- 4.29 The guidance provides, at Paragraph 12, a step-by-step methodology for identifying setting, its contribution to the significance of a heritage asset, and the assessment of the effect of proposed development on that significance:
- Step 1: identify which heritage assets and their settings are affected;
 - Step 2: assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s);
 - Step 3: assess the effects of the proposed development, whether beneficial or harmful, on that significance;

- Step 4: explore the way to maximise enhancement and avoid or minimise harm; and
- Step 5: make and document the decision and monitor outcomes.

4.30 The document then sets out how the step-by-step methodology is used and considers each step in more detail.

Local Policy: Statutory Development Plan

4.31 Liverpool is preparing a new Local Plan, which has been submitted for examination (May 2018). However, the new Local Plan is yet to be formally adopted and therefore the statutory development plan covering the city remains the Unitary Development Plan ('UDP' adopted 2002).

4.32 Whilst the UDP was adopted a significant period of time ago (18 years), it is not out-of-date relative to the NPPF simply due to the time-lapse. It is however noted that the heritage / conservation policies within the UDP are based on PPG15 – *Planning for the Historic Environment (1994)* and do not reference the 'balancing' exercise which NPPF permits. Therefore, whilst the report ultimately goes on to conclude on the compliance of the application proposals against the statutory development plan policies relating to heritage, the consideration of the overall compliance of the proposed development with the statutory development plan is set out in the Planning Statement prepared by CBRE.

Policy HD5 – Development affecting the setting of a listed building

4.33 Planning permission will only be granted for development affecting the setting of a listed building, which preserves the setting and important views of the building. This will include, where appropriate:

- i) Control over design and siting of new development;
- ii) Control over the use of adjacent land; and
- iii) The preservation of trees and landscape features.

Policy HD15 – Historic parks, Gardens and Cemeteries

1. The City Council will take positive action to protect and enhance the character and setting of Historic Parks, Gardens and Cemeteries and will:

- i) Prepare strategies for their management and maintenance;
- ii) Seek funding from available sources for their restoration, repair and enhancement; and
- iii) Provide advice and information to promote their greater use and encourage understanding and interest.

2. The City Council will not grant planning permission for development in or adjacent to a Historic Park, Garden or Cemetery which would adversely affect their character and setting and in particular will:

- i) Resist the removal of features such as buildings, walls and planting which are an integral part of their character and setting;
- ii) Resist development or landscape change which would adversely affect their character and setting; resist development for uses not related to their original function; and
- iii) Ensure that any new development in or adjacent to the site, is of the highest standard of design and materials appropriate to their historic character and setting.

Liverpool Local Plan 2013-2033 Submission Version, May 2018

- 4.34 In accordance with NPPF paragraph 48, the submission version plan has substantial but not full weight in decision-taking as it is yet to be adopted. The draft heritage / conservation policies of relevance are set out below.
- 4.35 Policy HD1 Heritage Assets: Listed buildings; conservation Areas; Registered Parks and Gardens; Scheduled Ancient Monuments.
- 4.36 In part, this states:
1. *The City Council will support proposals which conserve or, where appropriate, enhance the historic environment of Liverpool.*
 2. *Particular consideration will be given to ensure that the significance of those elements of its historic environment which contribute most to the City's distinctive identity and sense of place are not harmed. These include: the docks, warehouses, ropewalks, shipping offices, transport systems and other maritime structures associated with the City's role as one of the World's major ports and trading centres in the 18th, 19th and 20th centuries.*
 3. *Proposals affecting a designated heritage asset and its setting should seek to conserve the significance of the heritage asset. Substantial harm to or total loss of the significance of a designated heritage asset and its setting will be permitted only in exceptional circumstances, where it can be demonstrated that the harm is necessary to achieve substantial public benefits that outweigh the harm or loss. Where less than substantial harm is proposed, it will be permitted only where this is clearly justified and outweighed by the public benefits of the proposal. Substantial harm or total loss to the significance of a designated heritage asset will be permitted only where it can be demonstrated that, either, there are substantial public benefits which outweigh the harm or there are other convincing circumstances to justify granting permission.*
 4. *Proposals which would remove, harm or undermine the significance of a non-designated heritage asset will only be permitted where the benefits are considered sufficient to outweigh the harm to the character of the local area having regard to the scale of the harm and the significance of the heritage asset.*

5 The proposed scheme and its effect

Introduction

5.1 The description of development is as follows:

Application for Outline Planning Permission for the demolition of existing buildings and redevelopment of the site for a mix of uses, comprising residential units (Use Class C3); residential institution (Use Class C2); shops (Use Class A1); financial & professional services (Use Class A2); food and drink use (Use Class A3); drinking establishments (Use Class A4); hot food takeaways (Use Class A5); business use (Use Class B1); non-residential institutions (Use Class D1); and open space, with associated access, servicing, parking and landscaping. All matters (Access, Appearance, Landscaping, Layout and Scale) are reserved for future determination.

5.2 The proposals are outlined in more detail in the submitted plans, the Design & Access Statement (DAS) and DAS Addendum prepared by Planit-IE Ltd Architects and further illustrated in the Townscape and Visual Impact Assessment prepared by WYG, which is also included in the ES appendices in ES Volume III (Appendix 11.1), alongside this report.

Scheme Impact

5.3 The magnitude of impact of the proposals has been carried out using the following criteria²⁰.

Magnitude	Description
Very Large	<ul style="list-style-type: none"> Change to key historic building element that contribute to OUV such that the resource is totally altered Comprehensive changes to the setting
Large	<ul style="list-style-type: none"> Changes to many key historic building/landscape elements, such that the resource is significantly modified
Medium/Small	<ul style="list-style-type: none"> Change to key historic building/landscape elements, such that the asset is slightly different Change to setting of an historic building/landscape, such that it is noticeably changed
Negligible	<ul style="list-style-type: none"> Slight change to historic building/landscape elements or setting that hardly affect it
No Change	<ul style="list-style-type: none"> No change to fabric or setting

The proposed scheme

5.4 The revised proposals seek to build on the work already carried out by 'Everton in the Community' in the Goodison Park area. The redevelopment of Goodison Park would create a dynamic and high-profile mixed-use development, which could provide a wide range of services including education, housing, health, employment, retail and well-being opportunities, all of which would ensure a

²⁰ The methodology used for the magnitude of impact is consistent with that used in the linked Bramley Moore Dock application.

highly positive social and economic impact on the local community and beyond.

- 5.5 The proposals have been revised to take into consideration comments received during the application process – with regard to heritage, primarily relating to the height of building plots along Walton Lane. This has been addressed as part of these revisions.
- 5.6 The proposals continue to recognise the importance of the history of the site and the regional significance of the football stadium by the retention of a significant portion of the pitch area.
- 5.7 Along with retaining some of the pitch area to connect with the historical legacy of the site, the proposals also aim to create the sense of enclosure felt within the existing stadium and reflect a 'memory' of what was there before.
- 5.8 Goodison Park is a large, bulky development block set within a fine grain neighbourhood of narrow terraced streets. The proposals seek to repair these connections with new east-west streets supplemented by landscaped north-south routes which will connect Walton Lane to the new central Park.
- 5.9 The proposals aim to recreate a street scene that reflects the existing residential terrace street along Gwladys Street as well as within the site itself.
- 5.10 Apartments are mixed into the illustrative masterplan to ensure a range of units are provided and are distributed across the site – illustratively shown fronting Walton Lane as well as overlooking the new central Park.
- 5.11 The proposed townscape takes precedent from the scale, roof form and materials of the surrounding neighbourhood.
- 5.12 Massing across the masterplan follows the general principle rising from 2 storeys in the north to respect the proximity to St Luke's Church and the close residential frontages, to the tallest elements in the south-eastern corner – whilst remaining considerate to Stanley Park.
- 5.13 St Luke's Church is one of the most recognisable buildings immediately adjacent to Goodison Park and a key focal building within the urban fabric and the proposals will ensure that its setting is respected.
- 5.14 A 3-storey datum has been applied along the majority of Goodison Road to enhance the existing enclosure of the street and ensure the masterplan does not overbear St Luke's Church in the north-western corner.
- 5.15 The size of the Park enables further scale to provide enclosure onto it. Walton Lane provides the opportunity for additional height, focussed around the gateway corner with Spellow Lane and the south-eastern corner onto Stanley Park which is currently seen as the main frontage of the stadium as viewed from Walton Lane.
- 5.16 Over the years the existing site has seen an incremental increase in the height of the stands from the back edge of the pavement to the three residential streets that border it. The stadium clearly dominates the area in terms of scale and this is also very apparent in longer views from both Stanley Park and Anfield Cemetery, as well as County Road to the west. The external elevations of the stadium, in particular, are functional in their form and materials – these elevations cannot be regarded as 'polite' architecture and do not display high quality detailing or finish. The stadium overwhelms the housing to the immediate north and west and presents a bulky mass when glimpsed from the south and east.
- 5.17 The proposed development aims to knit the site into its residential context with development that relates more closely in purpose, massing and scale. Gaps between the buildings and open space and landscaping will break down the mass in comparison to the existing stadium.

Impact on Heritage Assets

- 5.18 The proposals will not have a direct impact on any designated heritage assets, however it will lead to the loss of the Stadium, which has been identified as being a non-designated heritage asset.
- 5.19 Although the physical structure will be lost, the significance embodied in the memorials and statues on the site that relate to its historical and communal value will be retained. We therefore believe that the magnitude of impact of the demolition of the stadium is Large. In the context of the stadium's significance, the demolition will lead to significant modification of its value (be that this value is regarded as modest).
- 5.20 The proposals aim to ensure that this historical and community link is retained through both the active presence of Everton in the Community and also the retention of a significant portion of the stadium pitch as a park with development around the edge – providing a tangible memory of the past.
- 5.21 This should ensure that heritage value still remaining at the site after the Football Club have vacated is celebrated in a community led regeneration of the site – rather than left dormant in the 'former' club stadium.
- 5.22 As a consequence, whilst the loss of the stadium would be total, and considered 'adverse', both the design intention and also the mitigation offered through the proposals as outlined above should ensure the remaining modest significance attributed to the Stadium should be retained.

Impact on the setting of Heritage Assets

- 5.23 The proposals will be visible in the setting of a number of nearby designated and non-designated heritage assets. The impact of the proposals has been assessed using the visualisations prepared as part of the Townscape and Visual Impact Assessment, which is also included in the ES appendices in ES Volume III (Appendix 11.1).

Stanley Park

- 5.24 The significance of Stanley Park and the role that its setting plays in understanding that significance is discussed in Chapter 3 of this report.
- 5.25 This identifies the fact that part of its importance is as an example of an 'urban park' designed specifically for the surrounding working-class population. It also recognises that seeing the city beyond the park boundaries is already a feature of its setting.
- 5.26 Views 3 & 4 of the TVIA show how the existing stadium forms part of the existing backdrop to the Park, and thus setting, as well as Anfield Stadium to the east (figure 15).
- 5.27 The TVIA views show that between the Park edge and the stadium is a large area of mature planting and trees which screen the majority of the stadium at lower level, leaving just the mass of the roof and the lettering of the stadium name prominent above the tree line.
- 5.28 The revised TVIA visualisations illustrating how the mass of the proposals has been reduced and would now sit in those views - demonstrate that the proposed new development would have less impact than the existing stadium. The majority of the new development would be entirely hidden by the existing dense mature planting and it will be lower, in these views, than the existing stadium. Further, the massing will be broken up in a way that will reduce its visual bulk in comparison to the existing – providing an opportunity for buildings of an architectural quality that would enhance the view.
- 5.29 The ability to appreciate the special interest of Stanley Park, including the different landscape elements, as well as the individually listed structures within it, will remain intact, and enhanced by the new proposal over the existing situation. We therefore believe that the proposals will have a Negligible impact on the setting of the Park and that the proposals will have a Minor Beneficial

effect on its significance.

Designated Heritage Assets within Stanley Park

- 5.30 These assets are detailed in Chapter 3. All listed Grade II, they are of high value. However, as discussed in that section, their setting and significance relate primarily to their contribution to the Park and any proposals outside the Park boundary will not affect an ability to appreciate their significance – even if the proposed development could be glimpsed in the same context.
- 5.31 As a consequence, we believe that the magnitude of impact of the proposals on these heritage assets is Negligible and the effect on their significance similarly Negligible.

Anfield Cemetery

- 5.32 From within Anfield Cemetery Viewpoint 10 of the TVIA shows how the space is filled with mature trees and planting that break up the sense of openness and provides a layered screen to the city behind, but nevertheless the stadium is clearly visible beyond its boundary and forms part of its backdrop.
- 5.33 The revised image illustrating the proposed mass of the new proposal shows that it would further considerably reduce the visual impact on the cemetery providing an opportunity for an architectural backdrop that is superior to the blank massing of the stadium structure.
- 5.34 View 1 of the TVIA – looking south west along one of the main axes of the cemetery, towards the site also demonstrates how the existing stadium is hidden by the existing dense foliage and planting, and that this would be the same with the proposals.
- 5.35 The ability to appreciate the special interest of the cemetery, including the different landscape elements, as well as the individually listed structures within it, will remain intact, and enhanced by the new proposal over the existing situation. We therefore believe that the proposals will have a Negligible impact on the setting of the Cemetery and that the proposals will have a Minor Beneficial effect on its significance.

Designated Heritage Assets within Anfield Cemetery

- 5.36 Similar to those in Stanley Park, these assets are detailed in Chapter 3. All listed Grade II, they are of high value. However, as discussed in that section, their setting and significance relate primarily to their contribution to the Cemetery and any proposals outside the Cemetery boundary will not affect an ability to appreciate their significance – even if the proposed development could be seen in the same context. There a number the heritage assets where the proposals will not be visible at all and there will be No Change.
- 5.37 As a consequence we believe that the magnitude of impact of the proposals on the majority of these heritage assets is either No Change or Negligible and the effect on their significance similarly Negligible or No Change.
- 5.38 The two Entrance Lodges and Main Entrance to the Cemetery on Walton Lane are the closest individual heritage assets to the site and will be seen in the context of the new proposals. In this case we believe that the magnitude of impact will still be Negligible but that the Effect will be Minor Beneficial, with reduced massing and lower height than the existing stadium.

Other heritage assets

- 5.39 As identified in section 3 of this report there are a number of other structures, identified as non-designated heritage assets, that are close to the stadium.
- 5.40 Those in closest visual proximity to the site are St Luke's Church, Salop Chapel, 87 Langham Street and Spellow Lane Church.
- 5.41 Whilst the proposals will be close by, we do not believe that they will have a detrimental impact on

the significance of these non-designated heritage assets. Any architectural qualities that the buildings possess will still be legible, and much of their interest comes from their role as community buildings, located tightly within their community. This will not alter, and the intention of the new development is to further galvanise and enhance the sense of community in the immediate vicinity – therefore making the buildings and their uses even more vibrant and relevant to the neighbourhood.

5.42 Using the criteria outlined earlier in the assessment we believe that the following impact and effect will be caused by the proposals:

5.43 St Luke the Evangelist Church: Despite being built just after the football club came to Goodison Park, its setting has been increasingly compromised as the stadium has expanded and the size of the stands immediately adjacent have grown larger. It is now overwhelmed by the mass of these stands to its south and east. The proposals will replace the stands with plots that by virtue of their height and position will improve the setting of the church. It will also open up views to the rear from the proposed new open space in the centre of the development. Therefore, magnitude of impact will be Large due to the proximity of the proposals, but the impact on its significance will be Minor Beneficial.

38 City Road: Due to the density of tightly packed residential streets surrounding the building, its setting relates primarily to this residential environment. The proposals will not affect the building's setting or an ability to appreciate its modest interest. The magnitude of impact will be Negligible and the effect on its significance will be Negligible.

Spellow Lane Church sits amongst the terraced houses, at a more modest scale to St Luke's Church and the nearby Salop Chapel, on the northern side of Spellow Lane. The site is visible at the top of Spellow Lane with the high wall and railings to the car park and the white canopy roof. View 9 of the TVIA illustrates how the mass of the proposed new development would appear at the top of Spellow Lane. Whilst the proposal will be visible in the setting of the church, in the distance, it will not affect an ability to appreciate the modest interest of the church. The magnitude of impact is regarded as Small, however the effect on its significance will be Negligible.

87 Langham Road: The proposals will be close to the building and the magnitude of impact will be Large as the setting of the building will be considerably altered. However, the effect on its significance will be Minor Beneficial. The proposals offer an opportunity to enhance its setting as described above.

Salop Chapel sits in an open space at the junction of Spellow Lane and Goodison Road, opposite the application site. Although it is relatively close, due to the road layout its setting relates primarily to the residential housing to the west of Goodison Road with the wide road junction at Walton Lane/Spellow Lane and Goodison Road creating a visual and physical separation. As a consequence the proposals would not have a detrimental impact on the setting of the church, and its modest interest would still be fully appreciable. As previously identified, the existing mass of the stadium is large and bulky and of low architectural quality and materials. The proposals provide an opportunity for an architectural backdrop that is superior to the existing stadium structure. Therefore, the magnitude of impact is regarded as Medium and the effect on significance Minor Beneficial.

6 Compliance with policy and guidance

- 6.1 This report has provided a description and analysis of the significance of the site and its heritage context, as required by Paragraph 189 of the National Planning Policy Framework. In addition, the report also describes how the revised proposed scheme will affect that heritage significance.

The Planning (Listed Buildings and Conservation Areas) Act, 1990

- 6.2 The conclusion of our assessment, contained in previous sections in this report, is that the proposed scheme preserves the special architectural and historic interest of the nearby listed buildings. The proposed development thus complies with S.66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

The National Planning Policy Framework, 2019

- 6.3 In respect of Paragraph 192 of the NPPF, the proposed scheme can be described, even at an outline stage as 'making a positive contribution to local character and distinctiveness' by proposing a community-focused regeneration scheme for the site that sustains and enhances the history and role that Everton Football Club, and thus Goodison Park, has played in the local community for over 120 years.
- 6.4 The proposed scheme complies with Paragraph 195 of the NPPF - it certainly does not lead to 'substantial harm to or total loss of significance of a designated heritage asset'. It also complies with Paragraph 196 for the reasons given in detail earlier in this report – the scheme cannot be considered to harm the setting of the registered park/cemetery or the listed buildings within them, but rather alters it in a fashion that has a positive effect on overall heritage significance through a reduction in visible massing, as well as the potential of the proposals to deliver a high quality architectural contribution to the city and backdrop to the registered spaces and other listed structures, superior to the existing stadium.
- 6.5 Paragraph 197 of the NPPF requires the decision maker to make a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset. In this case, it is recognised that the proposals require the demolition of the existing stadium. However, as is discussed earlier, the significance of the stadium is not only limited primarily to a historical and communal value, but will be further diminished if Everton Football Club do not play there. This will need to be balanced with the aim for the historic significance of Goodison Park to be embodied within and throughout the proposed new development in both its form, layout and also the uses proposed – all designed to celebrate Everton Football Club's role in the local community.
- 6.6 The substantial regenerative public benefits of the proposal are outlined in the planning statement that also accompanies the planning application.

Local Policy: City of Liverpool Unitary Development Plan, 2002

- 6.7 As described earlier in this report, the current policies relating to the historic environment are contained in the Unitary Development Plan which was adopted in 2002. As such the policies do not reflect the same processes of consideration and 'balancing exercise' that is advocated in the NPPF. Nevertheless, with regard to Policy HD5 relating to development affecting the setting of a listed building; we believe that the analysis provided in this report demonstrates that the proposals will preserve the setting of the listed buildings and spaces and important views of them for the reasons given earlier in the report.
- 6.8 In respect of Policy HD15, as described earlier, the revised proposals will not adversely affect the

character or setting of either the Registered Park or Cemetery. Instead, with the benefit of a Design Code, as established in the Design & Access Statement Addendum, there is an opportunity to enhance the setting of both Stanley Park and Anfield Cemetery, over the existing situation. The Design Code offers the opportunity to ensure that the final development 'is of the highest standard of design and materials appropriate to their historic character and setting'.

Liverpool Local Plan 2013-2033 Submission Version, May 2018

- 6.9 With regard to the Submission Version Local Plan, and Policy HD1; the revised proposals will ensure that the significance of those elements of its historic environment which contribute most to the City's distinctive identity and sense of place are not harmed. In this case, the proposals will conserve those elements of the nearby designated heritage assets which contribute to their significance. The proposals will ensure that whilst the loss of the stadium represents the physical loss of a non-designated heritage asset, much of its significance will be retained and celebrated in the proposals. In addition, it is anticipated that the GPLP will deliver substantial regenerative public benefits to the community, as detailed in the Planning Statement.



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