

GRAEME IVES  
HERITAGE PLANNING

# Heritage Statement

Brunswick Dock, Liverpool

Maro Developments Limited

July 2018

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## 1.0 Introduction

1.1 This Heritage Statement has been prepared on behalf of Maro Developments Limited in respect to an application for full planning permission for a residential development of 552 apartments, associated parking and landscaping (the 'proposed development') at Brunswick Dock, Liverpool (the 'application site').

1.2 The full description of the proposed development is as follows:

*Erection of four interlinked blocks on the Brunswick Quay site, comprising a total of 552 mixed apartments and 669 sqm (gross) ground floor commercial falling within any combination of Class A1, A2, A3, A4 and / or D2, 307 car parking spaces, 552 cycle parking spaces, private communal piazzas / terraces and associated landscaping / boundary treatment and public realm works, all accessed via Atlantic Way.*

1.3 The application site is located near several listed buildings and structures in the southern part of the dock estate, which forms part of the vast setting of the Anglican Cathedral. The Liverpool Maritime Mercantile World Heritage Site (WHS) and associated Buffer Zone (BZ) are also located to the north of the site, incorporating the Albert Dock Conservation Area.

1.4 Liverpool City Council as Local Planning Authority (LPA), has a 'statutory duty' under the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any

features of special architectural or historic interest that they may possess.

1.5 National planning policy in respect to the conservation of the historic environment is set out in the National Planning Policy Framework (NPPF) and places the following requirements on applicants:

*"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 understanding the potential impact of the proposals on their significance."*

1.6 Given the above context Chapter 2 of this Heritage Statement identifies the relevant heritage assets that could be affected by the proposals, Chapter 3 describes the historic development of the site and adjoining area and Chapter 4 describes the significance of the heritage assets, proportionate to their importance and the potential impact of the proposed development.

1.7 Chapter 5 provides an assessment of the potential impact of the proposed development on the setting and significance of the identified heritage assets and Chapter 6 makes a series of conclusions with reference to the relevant legislation and policy requirements.

- 1.8 During pre-application consultations the City Council confirmed that due to the peripheral location of the application site in respect to the WHS a detailed ICOMOS style Heritage Impact Assessment was not required in this instance and therefore a proportionate description of the outstanding universal value of the WHS and southern part of the BZ has been included in this Heritage Statement.

## 2.0 The Relevant Heritage Assets

### Introduction

- 2.1 The NPPF defines a heritage asset as follows:

*“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and those identified by the local planning authority (including local listing).”*

### Designated Heritage Assets

- 2.2 The NPPF confirms that designated heritage assets comprise, World Heritage Sites, scheduled monuments, listed buildings, protected wreck sites, registered parks and gardens, registered battlefields and conservation areas.
- 2.3 The designated heritage assets that are relevant in considering the proposed development are identified below:

#### World Heritage Site

- 2.4 The Liverpool Maritime Mercantile City World Heritage Site was inscribed by UNESCO in 2004. The WHS Management Plan (2017) and Supplementary Planning Document (SPD) (2009) identify six separate character areas, including Character Area 2: Albert Dock

and Wapping Dock, which is located to the north of the application site.

- 2.5 The WHS is protected by a large BZ that extends south of the actual WHS boundary to include Queens Dock, but does not extend as far as Coburg Dock and Brunswick Dock.

### Listed Buildings

- 2.6 Listed buildings are designated for their special architectural or historic interest in accordance with the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 2.7 The listed buildings identified in Table 1 are relevant with respect to the proposed development.

**Table 1: Listed Buildings**

Listed Building:	Grade:
Bradbury House	II
Custom Depot	II
Gatekeeper’s Hut at Pierhead to south of Dock Entrance	II
Gatekeeper’s Hut at Pierhead to north of Dock Entrance	II
Carriage Ramp and Steps	II
Grapes Public House and Higson’s Brewery	II

45-51 Greenland Street	II
Anglican Cathedral Church of Christ	I
Wapping Warehouse	II*

### **Conservation Areas**

- 2.8 Conservation Areas are designated for their special architectural and historic interest the character and appearance of which it is desirable to preserve or enhance.
- 2.9 The nearest conservation area to the application site is the Albert Dock Conservation Area to the north of the site. The conservation area boundary extends as far south as Wapping Dock, which is approximately 1,200 metres north of the application site and a proportionate approach has been taken to describing its character and appearance for the purposes of the proposed development.

## 3.0 The Historic Development of the Application Site and Adjoining Area

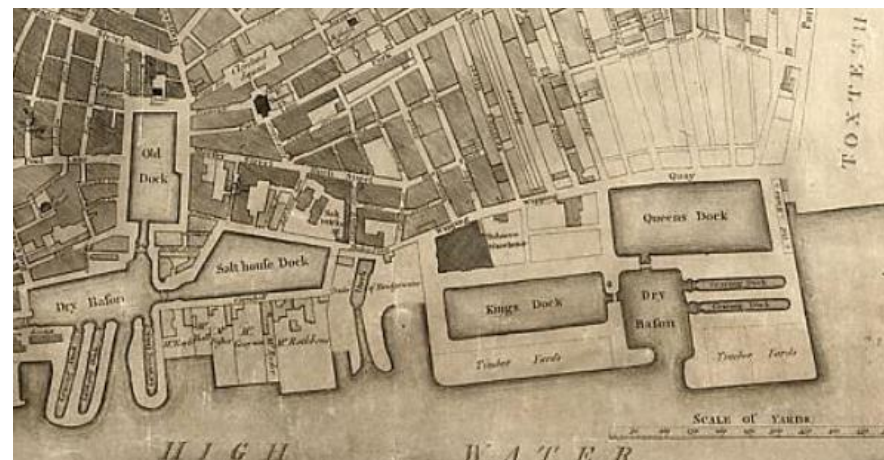
### Introduction

- 3.1 The historic development of the application site and adjoining area forms an important part of the evolution of the dock estate following the construction of Old Dock in the former 'Pool' of Liverpool in 1715. The process of reclaiming the land along the tidal margins of the Mersey continued throughout the remainder of the C18th and the C19th, resulting in the artificial landform of the South Docks that extended south as far as Brunswick Dock in 1832. An understanding of the historic development of the South Docks helps to provide a wider understanding of the context for the proposed development

### Historic Map Regression

- 3.2 The unprecedented construction of the artificial landform of the dock estate in Liverpool originated with Old Dock, the first commercial enclosed dock in the World in 1715. During the mid to late C18th the docks were extended into the tidal margins of the river.
- 3.3 John Gere's Map of 1796 illustrates the rapid expansion of the dock landform during the C18th, from George's Dock and Basin, to the north of Old Dock, to Queen's Dock and the associated basin and dry docks to the south. The landform of Coburg Dock and Brunswick Dock had yet to be constructed at that time.

**Figure 3.1:** Gere's Map 1796 illustrating the extent of the dock landform at that time



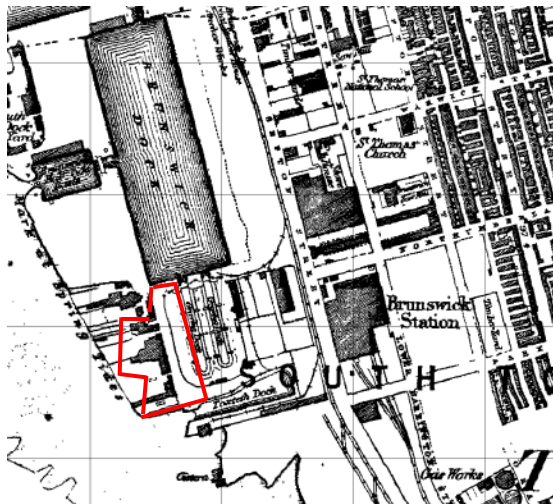
- 3.4 Brunswick Dock was constructed between 1827-36, which is confirmed on Gage's Map of Liverpool dated 1836 (Figure 3.2). By that time two dock basins had been constructed to the south of Queens Dock, one of which provided an access into the northern end of Brunswick Dock. A dock basin also provided river access into the western side of Brunswick Dock and two dry docks were located to the south of the dock. Further north, Old Dock had been infilled by this time and redeveloped for the Customs House.

**Figure 3.2:** Gage's Map of 1836



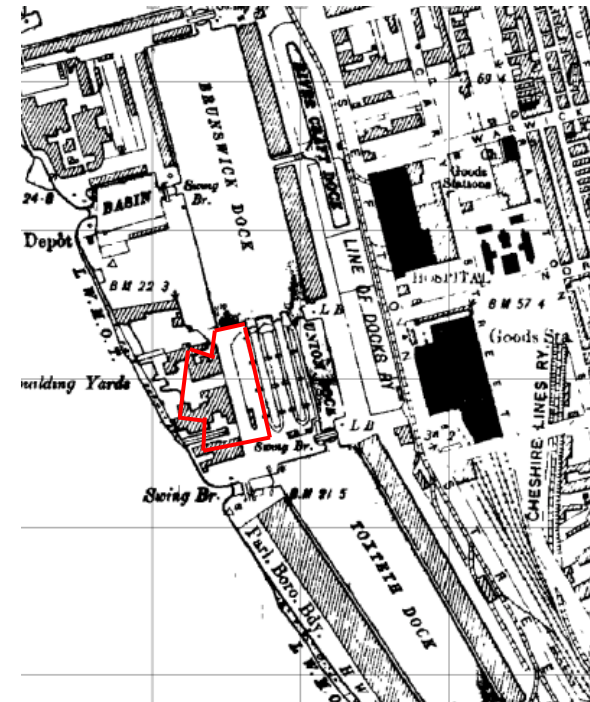
- 3.5 The 1850 Ordnance Survey Map confirms that the dock estate associated with Brunswick Dock remained undeveloped. The railway continued south, parallel with Sefton Street, with a branch line serving the southern end of Brunswick Dock.

**Figure 3.2:** Ordnance Survey Map 1850



- 3.6 By 1894 a series of significant changes had taken place. The two small dock basins immediately north of Brunswick Dock had been amalgamated to form Coburg Dock. A very narrow dock space had been constructed parallel to the eastern side of Brunswick Dock and a new dock basin had been constructed at the south-eastern corner of the dock, in place of the transit shed and warehouse, to connect Brunswick Dock to Toxteth Dock (1882-8) and Harrington Dock (1875-83) to the south, and ultimately to complete the interconnected South Docks by completing the connection from Canning Dock to Herculaneum Dock.

**Figure 3.3:** Ordnance Survey Map 1894



- 3.7 By 1894 the eastern and western sides of Toxteth Dock and Harrington Dock were enclosed by very substantial transit sheds. The eastern side of Brunswick Dock was also enclosed by a long transit shed, only severed by the entrance to the arrow parallel dock space to the east. Transit sheds also enclosed the north-western corner of the dock. The two dry-docks remained in place at this time and a series of boat yards occupied the artificial land between the dry docks and river.

**Figure 3.4:** Ordnance Survey Map 1908



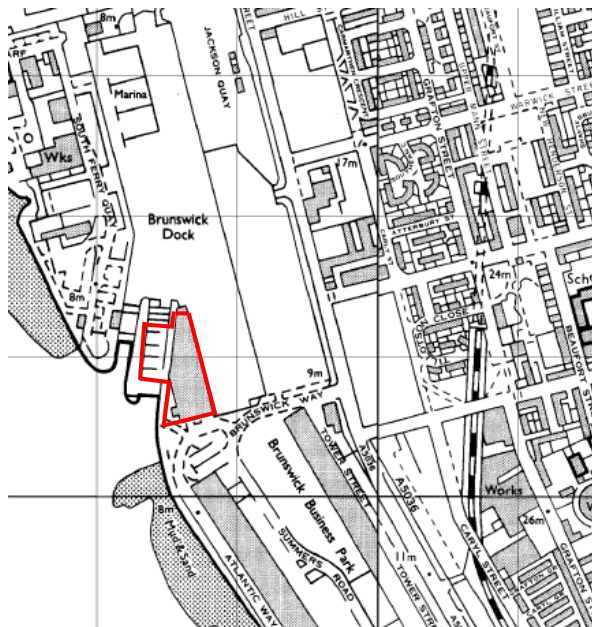
- 3.8 The 1908 Ordnance Survey Map confirms the next phase in the adaptation of Brunswick Dock as the requirements of shipping evolved. Two large adjoining river locks had been constructed to connect the south-western corner of the dock directly with the River Mersey, allowing the two dry-docks, incorporated into the southern retaining wall of the dock, to be retained. The narrow dock space, parallel to the eastern side of Brunswick Dock had been infilled and the full length of the both the eastern and western dock retaining walls had been enclosed by large building complex.

**Figure 3.5:** Ordnance Survey Map 1927



- 3.9 The 1927 Ordnance Survey Map confirms the removal of the two dry docks, originally accessed from the southern end of Brunswick Dock. The dock water space had effectively been extended to the south, creating a wider connection with Toxteth Dock. A further transit shed had been constructed within the triangular site adjoining the river entrance.
- 3.10 The 1989-91 Ordnance Survey Map confirms that Coburg Dock had been partly infilled and the easternmost of the two river locks, at the south-western corner of Brunswick Dock, had been infilled. The transit sheds on the western side of Brunswick Dock had been cleared by this time. Toxteth Dock has been infilled to the south.

**Figure 3.6:** Ordnance Survey Map 1989-91



- 3.11 Most of the Liverpool docks evolved during a process of adaptation during the late C19th and early C20th to accommodate the growing capacity of shipping. An understanding of the patterns of changes helps inform judgements regarding heritage significance. In addition to changes to the docks themselves the buildings and related townscape that developed within, and adjoining, the dock estate also changed. The currently undeveloped dock estate in parts of Kings Dock, creates an artificial impression of the dock townscape. Although the Toxteth Dock and Harrington Dock have been infilled the retention of their long transit sheds perhaps allows a more realistic impression to be gained of the original dock based townscape.

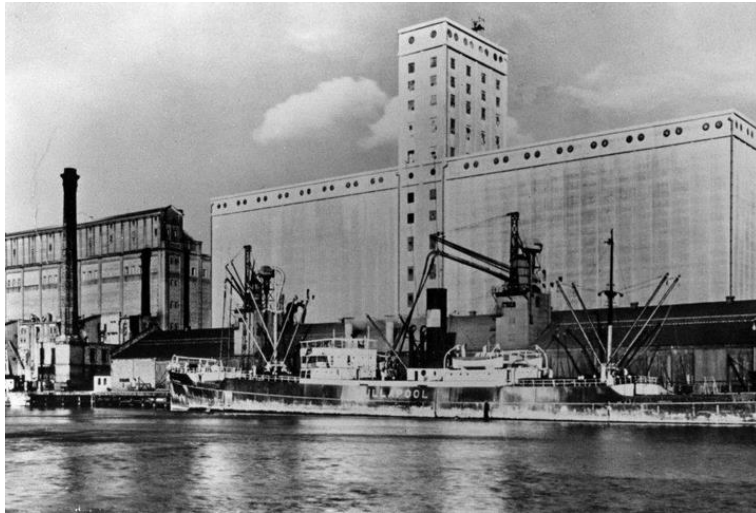
**Figure 3.7:** Gable of the transit shed to the western side of Brunswick Dock



- 3.12 In addition to the long transit sheds a series of much taller monumental structures punctuated the dock estate and hinterland

immediately to the east. Brunswick Dock provides a vivid example of the dramatic townscape changes experienced during the C20th. The enormous silo building that dominated the eastern side of Brunswick Dock was demolished as recently as the late 1970s. Large scale buildings including warehouses also dominated the area of Dingle east of the dock estate, standing well above the domestic scale of the residential streets that occupied the rising landform to the east.

**Figure 3.8:** The former silo to the eastern side of Brunswick Dock



**Figure 3.9:** Cheshire Lines warehouse, Sefton Street



## Summary

- 3.13 Brunswick Dock originally formed an early part of the South Docks, pre-dating Albert Dock and Wapping Dock. The original plan of the dock and river access was retained until the late C19th and a series of significant adaptations improved the river access and connectivity to the docks located further south.
- 3.14 The application site formed a triangle of land located between the new river access and earlier dry-docks, which were removed to improve the link to Toxteth Dock.

- 3.15 The current townscape of Brunswick Dock, unlike Toxteth and Harington Docks to the south, bears little resemblance to the operational era.
- 3.16 The monumental dock related buildings have been replaced with a domestic scale of residential development that lacks the monumentality of the historic dock structures. Key landmarks, such as the Brunswick Dock silo, that would have formed a major landmark on the southern edge of the City Centre have also been removed.

## 4.0 The Significance of the Heritage Assets

### Introduction

- 4.1 The NPPF defines the significance of a heritage asset 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. Significance derives not only from a heritage asset’s physical presence but also from its setting.” (NPPF 2012, Annex 2: Glossary)*

- 4.2 Designated heritage assets are defined by the NPPF as follows:

*“A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.”*

- 4.3 With respect to the consideration of ‘significance’ across a range of heritage asset types Historic England guidance in Managing Significance in Decision-Taking in the Historic Environment, Good Practice Advice in Planning: 2 (2015) confirms:

*“A variety of terms are used in designation criteria (for example, outstanding universal value for World Heritage Sites, national importance for scheduled monuments and special interest for listed*

*buildings and conservation areas), but all of these refer to a heritage asset’s significance.”*

### World Heritage Site

#### Criterion for Inscription

- 4.4 The application site is located to the south of the WHS, and the associated BZ, which was inscribed on the basis of the following criteria:

**Criterion (ii):** Liverpool was a major centre generating innovative technologies and methods in dock construction and port management in the 18<sup>th</sup>, 19<sup>th</sup> and early 20<sup>th</sup> centuries. It thus contributed to the building up of the international mercantile systems throughout the British Commonwealth.

**Criterion (iii):** the city and the port of Liverpool are an exceptional testimony to the development of maritime mercantile culture in the 18<sup>th</sup>, 19<sup>th</sup> and early 20<sup>th</sup> centuries, contributing to the building up of the British Empire. It was a centre for the slave trade, until its abolition in 1807, and for emigration from northern Europe to America.

**Criterion (iv):** Liverpool is an outstanding example of a world

mercantile port city, which represents the early development of global trading and cultural connections throughout the British Empire.

### **Statement of Outstanding Universal Value**

- 4.5 The Statement of OUV, required for all WHSs, describes the authenticity and integrity of the Liverpool WHS as follows:

#### **Integrity:**

*“The key areas that demonstrate OUV in terms of innovative technologies and dock construction from the 18<sup>th</sup> to the early 20<sup>th</sup> century and the quality and innovation of its architecture and cultural activities are contained within the boundaries of the six areas forming the property. The major structures and buildings within these areas are generally intact although some such as Stanley Dock and associated warehouses require conservation and maintenance. The historic evolution of the Liverpool street pattern is still readable representing the different periods, with some alteration following the destruction of WWII.”*

#### **Authenticity:**

*“Within the property, the major dock structures, and commercial and cultural buildings still testify to the OUV in terms of form and design, materials, and to some extent, use and function. Warehouses at Albert Dock have been skilfully adapted to new uses. Some new development has been undertaken since inscription and has contributed to the City’s coherence by reversing earlier fragmentation. No significant loss of historical authenticity has*

*occurred, as the physical evidence of the City and its great past remain prominent and visible, and in some cases has been enhanced. The main docks survive as water-infilled basins within the property and in the buffer zone. The impact on the setting of the property of further new development on obsolete dockland is a fundamental consideration. It is essential that future development within the World Heritage property and its setting, including the buffer zone, should respect and transmit its OUV.”*

### **Character Areas**

- 4.6 The WHS comprises six character areas, the boundaries of which are broadly consistent with the associated conservation area. The closest part of the WHS, approximately 1,200 metres north of the application site is Character Area 2: Albert Dock.
- 4.7 Character Area 2 comprises the area of South Docks between Mann Island the southern edge of Wapping Dock, which largely evolved during the C18th and C19th to form an important part of the integrated dock system.
- 4.8 The principal features of the Character Area are the dock water spaces themselves. The open aspect to the dock waterspaces to the eastern side of the Character Area is largely artificial as it resulted from the removal of the former transit sheds that operated alongside, for example, Salthouse Dock.
- 4.9 The warehouses at Albert Dock and Wapping Dock are also key attributes of the Character Area. The warehouses were built in brick, with minimal stone dressings and are typical of the work of Jesse Hartley. Albert Dock was the only dock in Liverpool to be enclosed by warehouses on all four sides, while plans to enclose

three sides of Wapping Dock were never realised. The southern end of Wapping Warehouse was removed as a result of WWII bomb damage, with the retained iron columns of the colonnade providing an indication of the original length of the building.

- 4.10 A series of ancillary features contribute to the character of the area, including the dock wall and policeman's lodge to Wapping Warehouse, and the swing bridge and octagonal gateman's shelters to Canning Half-Tide Dock. The dock boundary wall, associated with Wapping Warehouse also incorporates the stanchions of the Overhead Railway that was opened in 1893, but closed in 1956.
- 4.11 The area of BZ between Albert Dock and Queens Dock, closest to the application site, was subject to extensive change during the late C19th and early C20th as the Kings Dock was reconfigured to form two large arms to Wapping Dock and finally infilled and redeveloped with the Arena, Convention Centre and the associated residential and leisure developments.

### **WHS Attributes**

- 4.12 The OUV of the WHS is based on a series of attributes, including tangible and non-tangible attributes. The revised WHS Management Plan 2017-2024 describes the attributes on the basis of five themes:
- i. The spirit of **innovation** illustrated by the pioneering dock technology, architecture, engineering, transport, port management and labour systems created and developed in Liverpool.

ii. The buildings and monuments, stories and records that evidence Liverpool's central role in the development of the British Empire and **global trade**.

iii. The buildings and monuments, stories and records that evidence Liverpool's central role in global **migration**.

iv. The docks, warehouses, commercial buildings, cultural buildings and dwelling houses and their relationships to each other that illustrate Liverpool's development as a **port city** of global importance.

v. The tradition of **cultural exchange** exemplified by Liverpool's roles in the development of popular music and as a patron of the visual arts.

### **Contribution of the Application Site to OUV**

- 4.13 The application site is located well to the south of the WHS Boundary and BZ. The WHS Supplementary Planning Document (2009) (SPD) states that the OUV of the WHS extends beyond the boundary of the WHS into the buffer zone. Areas close to Lime Street Station; Great Howard Street and the Baltic Triangle are also referred to this context. The National Planning Policy Guidance (2014) (NPPG) advises that *"The UNESCO Operational Guidelines seek protection of 'the immediate setting' of each WHS, of 'important views and other areas or attributes that are functionally important as a support to the Property'"* (Paragraph 033).
- 4.14 There are no WHS attributes within the application site itself and the nearest recognised attribute is probably Wapping Warehouse,

located well to the north of the site. The lower part of the dock retaining walls are constructed of large red / brown sandstone blocks, which was the established form of dock construction before Hartley constructed Albert Dock with cyclopean style granite. In the 1840s. The original half-tide basin that connected Brunswick Dock to the river is largely infilled but remains legible. Parts of the original dock structure are therefore visible below the concrete retaining walls of the subsequent adaptation. The river lock, adjoining the application site was designed by G. Lyster, a notable successor of Hartley, although less value tends to be placed on the C20th adaptations of the dock system.

## Listed Buildings

- 4.15 Listed buildings are designated for their special architectural or historic interest under the statutory criteria and general principles, relating to age and rarity, aesthetic merits, selectivity, national interest and the state of repair, set out in the Principles of Selection for Listing Buildings (DCMS, 2010).
- 4.16 The assessment of the significance of the listed buildings, below, is proportionate to the potential impact of the proposals on the importance of the assets.

### Bradbury House (Grade II)

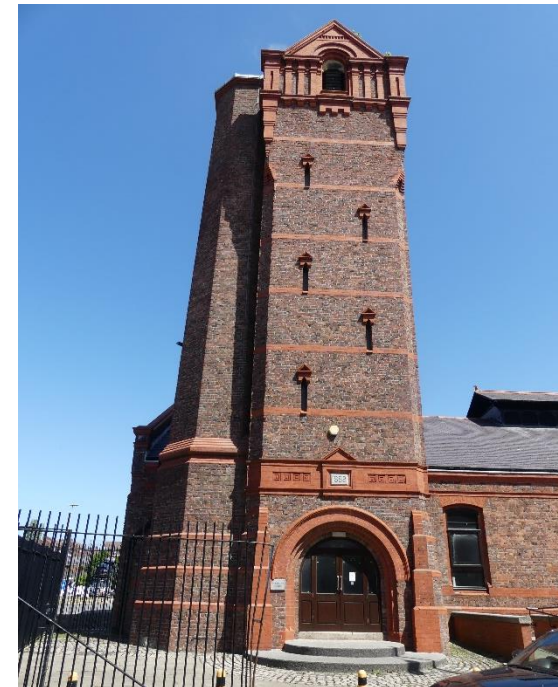
#### Summary of Special Architectural and Historic Interest

- 4.17 The list entry describes the building as follows:

*“Former hydraulic station (1889-90) for Toxteth Dock. Common brick with red brick dressings. Two-bay shed with accumulator tower with octagonal chimney. Shed has pedimented end gables and two timber louvres to roof. Tower has red brick decoration and saddleback roof.”*

- 4.18 The accumulator tower has a sculptural quality similar to others within the dock estate, such as Wapping Dock. Hydraulic power was utilised throughout the dock estate and the surviving accumulator towers tend to be listed.

**Figure 4.1:** Bradbury House Accumulator Tower



### **The Contribution of Setting and the Application Site to Significance**

- 4.19 The application site is located to the west of Bradbury House and is filtered in views from the listed building by trees that form part of the landscaping to the Deli Fonseca Food Hall. The accumulator tower forms a prominent landmark to the roundabout on Sefton Street that provides access into the former Toxteth Dock business park.
- 4.20 The Bradbury House structure has a clear association with the former Toxteth Dock transit sheds and the group value of the buildings makes a positive contribution to its significance despite the associated dock having been infilled.

**Figure 4.2:** The eastern transit shed to the former Toxteth Dock, Bradbury House and the Customs Depot



- 4.21 The application site makes a neutral contribution to the significance of Bradbury House. There are no structures associated with the accumulator tower within the site and the physical connection between Brunswick Dock and the former Toxteth Dock has been infilled.

### **Customs Depot (Grade II)**

#### **Summary of Special Architectural and Historic Interest**

- 4.22 The list entry describes the Customs Depot as:

*“Customs depot 1890. Common brick with red brick dressings, slate roof. Two storey with attic, two bays. First floor sill band. Windows are segmental headed with brick cambered arches and are sashed with glazing bars; attic gabled dormers. Central round headed entrance has doorcase and complete fanlight.”*

- 4.23 The Customs Depot was a functional part of the dock estate and despite the infilling of Toxteth Dock still retains some group value in combination with Bradbury House, the accumulator tower and adjoining unlisted transit shed, built soon after Toxteth Dock was opened.
- 4.24 The significance of the building is derived from the architectural detailing and original historic function that related closely to dock activity.

### **The Contribution of Setting and the Application Site to Significance**

- 4.25 The group value associated with the transit sheds, Bradbury House and the accumulator tower are positive aspects of setting that contribute to the significance of the Customs Depot. The location within the wider dock estate also makes a contribution to significance.

**Figure 4.3:** the western elevation of the Customs House



- 4.26 The mature landscaping on the western side of Sefton Road largely screens the listed building and the modern car sales room on the eastern side of Sefton Road creates a modern commercial setting on the edge of the former dock estate.

- 4.27 The listed building is partly screened from the application site by the northern end of the transit shed and adjoining accumulator tower and other than the common location within the former dock estate the application site makes a neutral contribution to the significance of the listed Customs Depot.

### **Gatekeeper's Huts at Pierhead to South and North of Dock Entrance (Brunswick Dock) (grade II)**

#### **4.28 Summary of Special Architectural and Historic Interest**

- 4.29 The north and south Gatekeeper's Huts are separately listed. The list entry for the southern hut describes it as follows:

*"Gatekeeper's hut. Perhaps 1832. Stone. Octagonal with deep eaves and corbelled roof with stone finial. 7 windows and entrance with no frames. Attached machinery and tin flue on urn finial. Brunswick dock dates from 1832 and was J. Hartley's 1st dock work."*

- 4.30 The Gatekeeper's Huts were designed to manage the lock gates at the river entrance into the dock basin between the Mersey and Brunswick Dock. They illustrate an interesting progression in the use of materials adopted by Hartley as the equivalent huts at Canning Half-tide Dock are constructed with cyclopean granite, matching the form of dock retaining wall construction that was synonymous with Hartley's work.

### **The Contribution of Setting and the Application Site to Significance**

- 4.31 The Gatekeeper's Huts retain considerable group value both as a pair of huts on the north and south sides of the dock entrance but also in respect to the retaining walls of the basin and original parts of Brunswick Dock, which are constructed with large red-brown sandstone blocks. This phase of dock construction is similar to the early phases of Duke's Dock prior to the use of granite construction that was typical of the Liverpool docks from the 1840s.

**Figure 4.4:** The south and north Gatekeeper's Huts and dock basin retaining wall against a residential backdrop



- 4.32 Despite the basin having been largely infilled the large coping stones and upper parts of the retaining walls are still legible and

help provide an understanding of the role of the Gatekeeper's Huts.

- 4.33 The Gatekeeper's Huts are screened from the application site by the intervening low density residential neighbourhood. The landform of the application site is associated with the early C20th adaptation of the southern part of Brunswick Dock and makes a neutral contribution to the significance of the listed huts.

### **Carriage Ramp and Steps (Grade II)**

#### **Summary of Special Architectural and Historic Interest**

- 4.34 The list entry describes the Carriage Ramp and Steps as follows:

*"Carriage ramp and steps to bridge over Cheshire Line Railway (now demolished) 1866. For Liverpool Health Committee. Rock faced stone. Carriage ramps are opposed, with C20th iron hand rails. Centre of ashlar has niche with horse trough and plaques recording erection and restoration (1984). Flanking small niches contain dog bowls. End projecting bays have round arched entrances to urinals, which have slate cladding to lower half of walls and slate partitions; C20th iron gates. Top balustrade has flanking panels with Liver Bird and lamp standards (no lamps)."*

- 4.35 The carriage ramps and steps are experienced as a monumental structure on the eastern side of Sefton Street. The physical surroundings of the structure are still associated with Brunswick Station on the current railway line. The level topography of Sefton Street, which forms an edge to the artificial landform of the dock

estate, allows the opposing ramps, a key element of the composition of the structure, to be appreciated.

**Figure 4.5:** Central ashlar bay and steps to Carriage Ramps



#### **The Contribution of Setting and the Application Site to Significance**

- 4.36 The listed structure is separated from the application site by Sefton Street and the business units, formed in the converted transit shed on the western side of the road. The setting of the ramp and steps has changed considerably as the townscape on the eastern side of Sefton Street became more fragmented during the second half of the C20th. The removal of the former overhead railway and alterations to the adjoining red sandstone bridge over the railway has also changed the setting of the asset.

- 4.37 In this context the application site makes a negligible context to the setting and significance of the listed structure, although the upper parts of the proposal may be visible to the north-west of the heritage asset. The significance of the carriage ramp and steps is principally derived from the architectural detail of the structure and the historic association with the Liverpool Health Committee and development of the railway infrastructure.

#### **Grapes Public House and Higson Brewery (Grade II)**

##### **Summary of Special Architectural and Historic Interest**

- 4.38 The list entry describes the listed pub and brewery as follows:

*“Brewery and public house. 1896-1902. J. Redford, architect for Robert Cain and Sons. Red brick and terracotta. Various ranges. Main street façade of 11 bays with round-arched and gabled east entrance to right. First 4 bays of 3 storeys, rest of one storey. First floor sill bands; bracketed cornice with consoles at bay intervals; tall parapet with coping. Windows above sill band in round-headed recesses with decorated spandrels. Much terracotta decoration including beer casks, hops, barley and inscriptions. Public house has windows and two entrances to the ground floor; terracotta panels between floors. 2 bay return to Grafton Street, then 5 storey 7 bay range. Tall rear range with corner tower and chimney. Courtyard range to right of this of 3 storeys and 4 bays with clock and date, 1887.”*

- 4.39 The public house element forms an integral part of the lower, three-storey, range of the brewery with a common eaves level and materiality and is only distinguished from the wider brewery

complex by the more domestic proportions of the openings. The brackets and consoles of the main brewery building are repeated, at a smaller scale, for the lower public house element.

**Figure 4.6:** The brewery complex and public house viewed from the south



#### **The Contribution of Setting and the Application Site to Significance**

- 4.40 Although the lower part of the brewery buildings and public house are obscured from the application site by intervening townscape,

the brewery tower is visible from the site and the proposals are likely to cause change with the wider setting of the tower, which forms a significant landmark to the south of the City Centre on the slightly higher ground that rises above the dock estate.

- 4.41 The special architectural interest of the complex is best experienced in the immediately adjoining streets, which allow an appreciation of the terracotta detailing and brewery related motifs. However, the tower provides one of the key landmarks on the southern edge of the City Centre, partly due to the location of the brewery on the rising ground between the Mersey and higher ridge occupied by the Cathedrals.
- 4.42 The expansive aspect overlooking the dock estate and river and generally lower domestic scale of buildings in adjoining streets, ensures that the potential setting of the brewery tower covers a vast area. In this context the application site makes a minor contribution to the setting of the listed complex, which can be experienced from the site, but makes a neutral contribution to its significance.

#### **45-51 Greenland Street (grade II)**

##### **Summary of Special Architectural and Historic Interest**

- 4.43 The list entry describes the warehouses as follows:

*“Warehouses. Late C19th. Red brick with blue brick dressings. 7 storeys, 14 bays, recessed loading bays have blue segmental heads, those to 6<sup>th</sup> floor are round headed. Entrances mostly round-*

*headed. Plain parapet. Returns have pilaster strips and corbelled parapet. Jamaica Street 2<sup>nd</sup> bay has been rebuilt."*

- 4.44 The architectural interest, particularly the recessed letting-in bays, is best experienced in Greenland Street and Parliament Street, immediately adjoining the listed building, where the 10 letting-in bays that extend the full height of the building can be appreciated.

**Figure 4.7:** 45-51 Greenland Street viewed from Jamaica Street



- 4.45 The layout of the warehouses comprised a back-to-back form with blocks of warehouses facing north and south onto Greenland Street

and Parliament Street respectively, although externally they appear as a single block.

- 4.46 The warehouses derive historic value from their association with the dock estate and would be considered as an attribute of the WHS and contribute to OUV.

#### **The Contribution of Setting and the Application Site to Significance**

- 4.47 The warehouses are located on the southern edge of the Baltic Triangle area in which the street pattern is formed by a grid of narrow east-west aligned streets that are bisected by the wider north-south aligned Jamaica Street and St. James Street. The southern part of the Baltic Triangle still retains a high proportion of the former storage and light-industrial premises that retain the character of the dock hinterland, although most of the C19th warehouses have been replaced with lower density development. In this context the warehouses at 45-51 Greenland Street form a prominent landmark.
- 4.48 The southern edge of the Baltic Triangle area extends as far south as Parliament Street, which is aligned with Queens Dock. The dock estate continues south with Coburg and Brunswick Docks and the application site is located approximately 800 metres south of the listed warehouses. The sense of separation is reinforced by the roofscape and topography on the eastern side of Sefton Street and the tall building and associated mid-rise development that is being constructed at the junction of Parliament Street and Sefton Street.

### The Anglican Cathedral Church of Christ (Grade I)

4.49 The Anglican Cathedral is located well to the east of the application site. However, given the monumental scale and height of the Cathedral, the contribution of topography to the way in which the Cathedral is experienced and the role of the Cathedral as a key landmark in a wide range of long distance views across the southern edge of the City Centre the grade I listed building can be experienced from the application site

4.50 The significance of the Cathedral is well document and the list entry summaries its significance as follows:

*“Anglican Cathedral, begun in 1904 and completed in 1978, by Sir Giles Gilbert Scott, brick with red sandstone facings, copper and reinforced concrete roofs, free and eclectic gothic style. Lady Chapel built 1906-10 under the influence of G.F. Bradley. Chancel and east transepts 1920-24, Central Vestry tower and west transepts 1924-42, the Nave 1945-78.”*

4.51 The Cathedral is listed for the following principal reasons:

- Architectural interest – a masterpiece of the Gothic style.
- The life’s work of an eminent C20th architect.
- Siting – set upon a raised plateau it forms a major landmark within Liverpool.
- Craftsmanship.
- Innovation – C20th construction techniques taking Gothic concepts to their limits.

### The Contribution of Setting and the Application Site to Significance

4.52 The Cathedral dominates many long-distance views, panoramas and more intimate views throughout the City Centre and beyond. The Cathedral provides a focal point in many of the strategic views, identified in the WHS SPD, and is prominent in long distance views from the Wirral and even parts of the coast in north Wales.

4.53 The Cathedral commands the elevated position on the ridge of higher ground to the east of the City Centre and forms an extremely prominent landmark in views from the South Docks, the perceived sense of separation being foreshortened by the monumental scale of the building.

**Figure 4.8:** The Anglican Cathedral viewed across the application site



4.54 Many informal and kinetic glimpses are gained of the Cathedral throughout the City Centre and the relationship with the Metropolitan Cathedral, at the northern end of Hope Street, is a further positive aspect of setting that contributes to the significance of the Anglican Cathedral.

4.55 In this context the application site makes a negligible contribution to the setting of the Cathedral. It forms a small part of the vast setting, is located approximately 1,200 metres south-west of the Cathedral and provides one of many locations in the City Centre and dock estate that affords a view towards the Cathedral.

#### **Wapping Warehouse (Grade II\*)**

4.56 The proposed development would form part of the backdrop to the warehouse in views from Gower Street bridge, between Wapping Basin and Salhouse Dock, although the site is approximately 1,200 metres south of the listed building.

4.57 The warehouse was completed in 1856 by Jesse Hartley in a more austere stripped back style in comparison to the earlier Albert Dock warehouses. The dock frontage incorporates a colonnade, similar to that at Albert Dock, which extends beyond the southern gable of the building following WWII damage that removed that part of the warehouse.

4.58 The warehouse is experienced within a group of related buildings and structures including the dock boundary wall, policeman's lodge, hydraulic power centre and accumulator tower and dock retaining wall, all of which contribute to the significance of the principal building. The warehouse and original phase of Brunswick

Dock have a common historic association as both were designed by Jesse Hartley.

#### **The Contribution of Setting and the Application Site to Significance**

4.59 Setting makes an important contribution to the II\* listed warehouse. It is clearly part of the wider dock estate, separated from the adjoining hinterland of the Baltic Triangle by the dock boundary wall. The function of the warehouse is clearly associated with the dock itself, which is connected to the wider South Docks system by Wapping Basin and Queens Dock.

**Figure 4.9:** Wapping Warehouse behind the accumulator tower and lodge



4.60 However, the setting of the warehouse has also changed significantly since the mid C20th. Kings Dock, to the west of Wapping Dock, was infilled, and subsequently developed with the Arena, Convention Centre and associated hotels, multi-storey car park and residential apartments. To the south, the setting is more open, due to the low rise suburban style of the residential developments. That setting creates an artificial aspect due to scale and grain of the existing residential areas in comparison with the former transit sheds that originally enclosed the docks.

4.61 In this context the application site makes a negligible contribution to the setting of the warehouse and neutral contribution to its significance. It forms part of the artificial landform of the dock estate and formed part of the integrated dock system of the South Docks the different forms of construction related to the original retaining walls adds to the interest of the two docks. However, both Wapping Dock and Brunswick Dock were reconstructed during the late C19th and C20th and the intervening landform of the dock estate has been largely redeveloped with residential and leisure developments.

### **Albert Dock Conservation Area**

4.62 The Albert Dock Conservation was designated in 1976 and includes Mann Island, to the northern boundary, and extends south to include Albert Dock, Salthouse Dock and Wapping Dock, with the associated warehouse. The area of the former Kings Dock, that now incorporates the Echo Arena and extends south towards the application site, was omitted from the conservation area.

4.63 The character and appearance of the conservation area is closely related to the flat artificial landform of the dock estate that was reclaimed from the tidal margins of the Mersey during the C18th and C19th. The large expanse of retained dock water is also fundamental to the character of the conservation area and the historic development of dock technologies and management systems.

4.64 The sense of enclosure and form of townscape varies greatly across the conservation area, from the highly enclosed space of Albert Dock to the artificially open aspect of Salthouse Dock, which has increased the prominence of the Albert Dock warehouse following the removal of the Salthouse Dock transit sheds.

**Figure 4.10:** The view south-east across Wapping Basin



- 4.65 The character and appearance of the conservation area is also derived from the various ancillary structures, including the swing-bridges, gateman's huts, hydraulic buildings, graving docks, lock gates and hard surfaces, although most of the historic surfaces have been replaced.
- 4.66 The distinctiveness of the conservation area is also reinforced by the contrast with adjoining character areas, particularly the Pier Head Group to the north and western edge of the Commercial District. The setting of the southern boundary of the conservation area has changed dramatically since it was first designated in the 1970s. Since that time the docks have closed for commercial purposes and the large expanse of former dock estate to the south of Duke's Dock and West of Wapping Dock has been regenerated with the key landmark developments of the Echo Arena and Convention Centre.
- 4.67 An area of low density residential development extends south from Wapping Dock to enclose Coburg Dock, Queens Dock and the western side of Brunswick Dock with the dock water spaces used as associated marinas.

## 5.0 Impact Assessment

### Introduction

- 5.1 The proposed development has been assessed in accordance with the relevant legislation, national and local planning policies. The assessment is proportionate to the potential magnitude of impact and the importance of the relevant heritage assets.

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

- 5.2 The 1990 Act incorporates several 'statutory duties' for decision-makers, including the following:

*"S. 66: In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall 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."*

*"S.72 (1) In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."*

- 5.3 Case law (South Lakeland, 1992) has determined that 'preserve' means 'to do no harm'.

### National Planning Policy Framework (2012)

- 5.4 Paragraph 129 requires LPAs to identify and assess the particular significance of heritage assets which may be affected by the proposals and to take this into account when considering the proposal to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposals.
- 5.5 Paragraph 131 requires that account is taken of the desirability of sustaining and enhancing the significance of heritage assets, the positive contribution that heritage assets can make to sustainable communities and the desirability of new development making a positive contribution to local distinctiveness.
- 5.6 Paragraph 132 requires 'great weight' to be given to the conservation of heritage assets and advises that harm can be caused by change within the setting of a heritage asset.
- 5.7 Paragraphs 133 and 134 provide mechanisms for providing a clear and convincing case and weighing the planning balance in circumstances in which substantial or less than substantial harm would be caused.

5.8 Paragraph 137 encourages LPAs to look for opportunities for new development within the settings of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

5.9 In applying the above policies the NPPF defines 'conservation' as

*"The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances significance."*

### **Liverpool City Council Unitary Development Plan (2002)**

5.10 The relevant heritage based policies in the UDP with respect to the application site, comprise:

5.11 HD5 Development Affecting the Setting of a Listed Building:

*"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:*

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

5.12 HD12 New Development Adjacent to Conservation Areas:

*"Development on land adjacent to conservation areas will only be permitted if it protects the setting of the conservation area and important views into and out of it."*

### **The Proposed Development**

5.13 The proposed development incorporates a mix of 552 one, two and three bedroom apartments. The accommodation would be arranged across four interlinked medium rise blocks ranging in height from six to eleven storeys above a ground floor mezzanine. The proposals include a series of raised landscaped gardens placed above the ground floor level car park, which would provide 307 car parking spaces and 552 cycle storage spaces.

### **Impact Assessment**

5.14 There are no heritage assets within the application site, and any heritage impacts would be indirect and relate to potential minor change within the setting of the heritage assets identified in Chapter 2. In this context Historic England advice in The Setting of Heritage Assets Historic Environment Good Practice Advice in Planning Note 3 (Second Edition) (2017) states that:

*"9. Setting is not itself a heritage asset, not a heritage designation, although land comprising a setting may itself be designated. Its importance lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance."*

5.15 The Historic England guidance provides a stepped approach to assessing the potential impact of a proposed development on

setting and the significance of heritage assets, which has informed this Heritage Statement and includes the identification of the relevant assets, an assessment of the degree to which setting contributes to their significance and an assessment of the potential effects of the proposed development.

5.16 Historic England also advise that:

*“5. Consideration of the contribution of setting to the significance of heritage assets, and how it can enable that significance to be appreciated, will almost always include consideration of views. The staged approach to taking decisions on setting given here can also be used to assess the contribution of a view, or views, to the significance of heritage assets and the ability to appreciate that significance.”*

## **View Analysis**

5.17 The form and massing of the proposed development has been informed by a detailed view analysis that includes viewpoint locations identified in the WHS SPD and a series of bespoke locations identified specifically for the proposed development.

5.18 A detailed Visual Impact Assessment has been prepared by Fletcher Rae Architects and illustrates the following heritage impacts:

### **View 1. Holt Hill (WHS SPD Distant View 8):**

5.19 The view from Holt Hill provides a limited opportunity to appreciate the OUV and setting of the WHS, associated attributes

and wider heritage assets. The foreground is dominated by the residential streetscape, affording glimpsed views towards the WHS and City Centre. The most prominent heritage assets within the view are the Liver Building and Anglican Cathedral, a glimpsed view is also gained of the Mersey and part of the associated river wall to the South Docks.

5.20 The proposed development would be located on the extreme right-hand edge of the view and would be mostly obscured by foreground buildings. However, the image confirms the degree of separation between the proposed development and Anglican Cathedral, which dominates the skyline due to its scale and elevated position.

### **View 2. Rock Ferry Pier**

5.21 The foreground is formed by the shoreline of the Mersey and the structure of the pier and associated infrastructure. The WHS, including key waterfront landmarks such as Pier Head and Albert Dock, is obscured by the pier structure in the left side of the view. The only buildings visible in the view that were associated with the dock estate are the long transit sheds that formerly enclosed Toxteth Dock.

5.22 The dark monumental form of the Anglican Cathedral is prominent in the view from Rock Ferry, with the cone of the Metropolitan Cathedral set back to the left and seen against the distant backdrop of the new hospital complex.

5.23 The proposed development would appear as a cluster of four buildings to the right (south) of the Anglican Cathedral. The

proposals would be separated from the Cathedral and would not obscure any part of the grade I listed building.

- 5.24 The proposed composition of blocks and use of materials creates a complexity that would sit comfortably within the grain of the historic urban landscape of the view. Care has been taken to fragment the mass of the proposed development to ensure that it does not visually compete with the Cathedral. The proposed blocks would generally sit below the distant skyline of the landform to the south of the Cathedral and would be consistent with the grain of the associated townscape.

### **View 3. Woodside Ferry Terminal (WHS SPD Distant View 3)**

- 5.25 The foreground is formed by the Mersey, which dominates the view and emphasises the relatively low landform to the south of the City Centre in the middle ground of the view. The consistent landform of the dock estate, south of Pier Head, can be appreciated in the view, reinforced by the structure of the river wall and the form of the Albert Dock Warehouses, Arena and Convention Centre.
- 5.26 The Anglican Cathedral is, again, the dominant landmark in the view from Woodside, however the skyline is also punctuated by a series of other structures, including St. John's Tower, the observation wheel, the Metropolitan Cathedral and the University's Victoria Building clock tower. The new residential tower to the western end of Parliament Street is also prominent in the view.
- 5.27 In this context the proposed development is peripheral to the heritage assets that contribute to the importance of the view. It

would be located between the large silos off Harlow Street in Dingle and the taller residential development located on the site of the former Harrington Dock, between Toxteth Dock and Herculaneum Dock.

- 5.28 The proposed development would be seen as part of the complex townscape immediately to the north of the long transit sheds retained as part of the former Toxteth Dock complex. The proposed development would be significantly distanced from the key heritage assets in the view, particularly the Anglican Cathedral and the attributes of the WHS, for instance Albert Dock.

### **View 4. South of Rock Ferry Pier**

- 5.29 The foreground is formed by the shoreline of the Mersey, with the river itself forming much of the middle ground. The consistent landform to the south of the City Centre and southern part of the dock estate are legible in the view.
- 5.30 The Anglican Cathedral forms the focal point of the view due to its monumental scale, dark colour and elevated position. However, a series of secondary features punctuate the skyline, including the silos and a residential tower in Dingle and Toxteth, the new tower at the western end of Parliament Street and St. John's Tower. The former transit sheds of Toxteth and Harrington Docks create a strong horizontal feature in the view.
- 5.31 The proposed development would be located to the left of the Anglican Cathedral. It would contribute to the complex roofscape in the foreground to the Cathedral and be clearly separate from the highly graded heritage asset. The tower of Higson's Brewery would

also remain visible to the right of the proposed development. Care has been taken with the combination of materials and form of the four blocks to add to the complexity of the townscape without dominating the skyline.

#### **View 5. Canning Dock**

- 5.32 The viewpoint is located close to the graving docks and is orientated south across Canning Dock towards Salthouse Dock and Albert Dock. It provides a general view of an historic dockland scene with specific heritage assets including the Albert Dock warehouses, the pump house and dock retaining walls.
- 5.33 Due to the distance to the application site and the scale and mass of intervening developments the proposals would not be visible from this viewpoint location.

#### **View. 6 Albert Dock**

- 5.34 The view is taken from near to the south-eastern corner of Albert Dock looking over the pedestrian footbridge that spans Duke's Dock.
- 5.35 The view is largely terminated by the mid-rise residential and commercial developments that enclose the eastern side of the Arena plaza area. The proposed development would not be visible from this location.

#### **View 7. Coburg Bridge**

- 5.36 The viewpoint is located on the bridge between Queens Dock and Coburg Dock orientated south towards the application site. The foreground and key heritage aspect of the view is the dock water space itself and the dock retaining walls.
- 5.37 The proposed development would be visible at the southern end of the dock system. It would be similar in scale to the approved residential development at the northern end of Toxteth Dock, which is illustrated in the view.
- 5.38 The proposed development would help to terminate the vista, which is enclosed to the east and west by low density residential properties.
- 5.39 The proposed development would not impact on the ability to understand the significance of the dock retaining walls and the contribution of Coburg Dock and Brunswick Dock to the integrated dock system of the South Docks.

#### **8. Riverside Drive**

- 5.40 The viewpoint is located between the former Garden Festival site and the southern end of the dock estate and is orientated north towards the application site.
- 5.41 The river and Wirral peninsular frame the left side of the view. However, there are no heritage assets visible within the view and the proposed development would be obscured by the landform of

Toxteth, rising up above the eastern side of the river, and the associated townscape.

#### **9. Anglican Cathedral (WHS SPD Distant View 6)**

- 5.42 The actual WHS SPD view is orientated north-west towards Pier Head, however in order to assess the potential impact of the proposed development the view is orientated south-west from the Cathedral towards the application site.
- 5.43 The foreground is largely enclosed by modern three storey residential apartments, which provide a glimpsed view of the tower of Higson's Brewery.
- 5.44 There are no other heritage assets in the view and the proposed development would be obscured by the landform that descends south-west from the Cathedral and the intervening townscape.

#### **10. Catholic Cathedral (WHS SPD Distant View 7)**

- 5.45 The view is located above the steps that rise up to the Cathedral from Brownlow Hill and provides an elevated vantage point to appreciate the view south along Hope Street towards the Anglican Cathedral. A series of important heritage assets contribute to the middle ground of the view, including the Liverpool Medical Institute.
- 5.46 The application site is obscured by the intervening townscape and topography and the proposed development would not be visible from this viewpoint location.

#### **Impact on the OUV of the Liverpool Maritime Mercantile WHS**

- 5.47 The application site is located well to the south of the WHS boundary and is also outside of the BZ. Although the application site comprises part of the artificial landform of the dock estate it has been subject to successive fundamental changes and has not been identified as demonstrating OUV in the Statement of OUV, WHS Management Plan or WHS SPD.
- 5.48 There are no attributes of OUV within the application site and the proposed development would be peripheral to key views of the WHS, such as the view from Woodside Ferry Terminal. In other important general views and vistas within the WHS, such as the view across Canning Dock, the proposed development would be obscured by intervening developments.
- 5.49 The views assessed from the Anglican and Metropolitan Cathedrals further emphasise the peripheral location of the application site in respect to the WHS.
- 5.50 In the above context the proposed development is assessed to have a neutral impact on the OUV, authenticity and integrity of the WHS.

#### **Impact on the Setting and Significance of the Listed Buildings**

- 5.51 The proposed development would be prominent in the setting of the Bradbury House and the Customs Depot (both listed grade II)

which are located to the south-east of the application site. However, the group value of the two listed buildings, in association with the undesignated transit sheds, would not be harmed. The ability to appreciate the architectural detailing and structure, and former function, of the accumulator tower would not be affected by the change proposed within the settings of those listed buildings. The impact on Bradbury House and the Customs Depot is therefore assessed to be neutral.

- 5.52 The setting to the east of the two Gatekeeper's Huts to the former river entrance to Brunswick Dock (both grade II) is largely formed by the low density residential neighbourhood to the western side of Brunswick Dock. The application site is screened from the listed structures. The historic association with Hartley and the origins of Brunswick Dock would be unaffected by the proposed development. Similarly, the ability to appreciate the relationship between the Gatekeeper's Huts, dock retaining walls and lock gates would not be harmed and the impact on the significance of the listed structures would be neutral.
- 5.53 The Carriage Ramp and Steps (grade II) to Sefton Street can be appreciated as impressive engineering structures related to the original Brunswick station. They are separated from the application site by the former transit sheds of Toxteth Dock. The proposed development would be partially visible, rising above the transit sheds, to the north of the listed structure and form part of their distant setting. However, the peripheral change in setting would not harm the ability to appreciate the special architectural or historic interest of the heritage asset and the impact of the proposed development on its significance would be neutral.

- 5.54 Higson's Brewery and the warehouse complex at 45-51 Greenland Street (both grade II) form two significant landmarks towards the southern edge of the Baltic Triangle, although their prominence has been eroded by the tall residential building at the western end of Parliament Street. The application site is located well to the south-west of the listed warehouse and brewery, which are understood to form part of the historic urban landscape that rises up to the east of the dock estate and are clearly separate from the waterfront.
- 5.55 Wapping Warehouse is located further to the north. The proposed development would be visible as part of the distant backdrop to the Wapping Dock complex and would be seen within the setting of the related listed buildings and structures. However, the proposed development represents a modest change to their setting. It would not affect the ability to appreciate the group value of the Wapping Dock structures, including the gatehouse, accumulator tower, dock boundary wall and dock retaining walls as well as the warehouse itself. The warehouse is clearly understood as a key attribute to the dock estate but is located on the edge of a modern city centre context. The setting of the warehouse, not least within the dock estate itself, changed fundamentally during the latter part of the C20th. The proposed development would be seen as part of the ongoing redevelopment of the South Docks, it would be of a scale and form that would not harm the setting of the warehouse and the significance of the grade II\* listed building would be preserved.
- 5.56 The Anglican Cathedral towers over the City Centre from its elevated position on the low ridge of higher ground to the east of the Baltic Triangle. The application site is located approximately 1,200 metres to the south-west of the Cathedral, which has a vast

and complex setting. In this context the proposed development would represent a negligible change within the setting of the listed building. The height, massing and configuration of the proposals have been carefully designed and assessed to ensure that the apartment blocks do not visually compete with the Cathedral in the foreground of key views, particularly those from the Wirral. The grain, materiality and complexity of the apartment blocks would sit comfortably in the complex cityscape and would form a subservient addition to the setting of the Cathedral in key views, including those identified in the WHS SPD. In this context the proposed development would have a neutral impact on the significance of the Cathedral.

#### **Impact on the character and appearance of the Albert Dock Conservation Area**

- 5.57 The southern edge of the Albert Dock Conservation Area is separated from the application site by Brunswick Dock, Coburg Dock and Queens Dock. The western part of the conservation area, comprising Albert Dock itself and Duke's Dock is obscured from the application site by the Arena and Convention Centre and the associated commercial and residential development.
- 5.58 The proposed development would contribute to the distant backdrop to the south of the conservation area and would be visible in views south, through the more open eastern part of the conservation associated with the dock water spaces. However, it would be seen as part of the on-going development of the former dock estate. It would be approximately 1,200 metres south of the southern boundary of the conservation area. It would represent a negligible change within the setting of the conservation area that

would not affect the ability to understand its character and appearance and the contribution of key attributes such as the docks and retaining walls, warehouses and associated buildings and structures. The proposed development would be entirely screened from key spaces such as Albert Dock and would have a neutral impact on the significance of the conservation area.

#### **The Planning (Listed Buildings and Conservation Areas) Act 1990**

- 5.59 The 1990 Act requires decision-makers to have special regard to the desirability of preserving listed buildings or their settings or any features of special architectural interest that they may possess. The Act also requires decision-makers to pay special attention to the desirability of preserving or enhancing the character and appearance of conservation areas. In this context 'preserve' has been established by caselaw to mean 'to do no harm'.
- 5.60 The assessment of the indirect impacts of the proposed development has concluded that the proposed change within the settings of the identified heritage assets would be of a negligible magnitude and due to the location of the application site, alignment of the adjoining street pattern, topography and context of adjoining development would not cause harm to the significance of the heritage assets.
- 5.61 The proposals would therefore preserve the special architectural and historic of the identified listed buildings and the character and appearance of the conservation area in accordance with Sections 66 and 72 of the 1990 Act respectively.

## **National Planning Policy Framework (2012)**

- 5.62 The application has been supported by a proportionate assessment of heritage significance (NPPF paragraph 128), which will assist the local planning authority to take account the significance of the heritage assets when considering the impact of the proposals.
- 5.63 The proposed development would not harm the ability to understand and appreciate the listed buildings and would sustain their significance. It would form part of the distant backdrop to the Albert Dock Conservation Area and would be peripheral to the WHS but would not impact on the character And appearance or OUV, authenticity or integrity of the respective heritage assets.
- 5.64 The proposed change to the setting of the identified heritage assets would be negligible and would have a neutral impact on their significance. The proposed development is therefore assessed to be in accordance with the relevant policies of the NPPF, particularly paragraphs 131 and 132. The proposed development would preserve the elements of setting that contribute positively to the significance of the heritage assets and therefore should be treated favourably (NPPF paragraph 137).

## **Liverpool City Council Unitary Development Plan**

- 5.65 The proposed development would preserve the setting of the identified listed buildings and important views to them, such as the long distance view across the River Mersey from Woodside Ferry Terminal, and would therefore be consistent with Policy HD5.

- 5.66 The application site is located approximately 1,200 metres south of the Albert Dock Conservation Area. The proposed development would be visible in views across the dock water spaces, for example looking south across Wapping Basin and Wapping Dock. However, it would represent a negligible, distanced, change within the setting of the heritage assets that would contribute to the on-going redevelopment of the South Docks and would preserve the character and appearance of the conservation area. The proposal is therefore assessed to be in accordance with Policy HD 12.

## 6.0 Conclusions

- 6.1 The proposed development comprises a residential apartment of 552 apartments with associated parking and landscaping. The application site is located at the southern end of Brunswick Dock, immediately adjoining the remaining early C20th lock system that provided a direct entrance into the dock from the river and formed the last of a sequence of adaptations that re-engineered the dock following its original construction in 1832.
- 6.2 The application site was previously occupied by a small transit shed, however the site is cleared and does not include any heritage assets or attributes of OUV. The application site is distanced from the WHS boundary and associated BZ, it is also peripheral to the WHS in key views, including from relevant viewpoint locations identified in the WHS SPD.
- 6.3 The proposed development has been subject to a thorough view analysis, which has been used to inform the grain, mass, height and appearance of the four apartment buildings. Care has been taken to review and refine the proposals with the benefit of the view analysis. In this context the proposed development would sit comfortably in the complex urban landscape below the Anglican Cathedral and would not visually compete with the Cathedral in the foreground of strategic views.
- 6.4 Several listed buildings are located close to the southern end of Brunswick Dock. The proposed development would cause most change within the setting of the Bradbury House the Custom Depot located at the northern end of the dock landform that was once occupied by Toxteth Dock, to the south of the application site. However, the ability to appreciate the special architectural interest and understand the functional role of the buildings would not be harmed. The physical surroundings of those listed buildings have changed considerably during the late C20th, however their group value continues to make a positive contribution to their significance and would be preserved by the proposed development.
- 6.5 The proposals are therefore in accordance with the relevant statutory duties of Section 66 and Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 6.6 The proposals would sustain the significance of the identified heritage assets and would therefore be consistent with the requirements of the NPPF and the Liverpool UDP.