

2-6 CHEAPSIDE, 87-95 DALE STREET

CITY OF LIVERPOOL



HERITAGE ASSESSMENT

GARRY MILLER
HISTORIC BUILDING CONSULTANCY

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Cover image: top, 87-95 Dale Street circa 1990s; below, the proposed Dale Street elevation

1: KEY DATA

Heritage assets: 2-6 Cheapside, 87-95 Dale Street

Location: Liverpool city centre

Designation: 2 Cheapside, 87-95 Dale Street Grade II; 4-6 Cheapside undesignated

Date: circa 1819

Development proposal: revision to consented scheme (dismantling, reinstatement and conversion of the buildings to ground floor offices and apartments above) involving introduction of a floor within the roofspace to increase the number of apartments from 12 to 18

2: EXECUTIVE SUMMARY

This report supports proposed development affecting a group of modest late Georgian terraced properties located in Liverpool city centre. The site is located at the junction of Dale Street and Cheapside and contained, before their demolition, the Grade II-listed 2 Cheapside and 87-95 Dale Street, along with the adjoining unlisted 4-6 Cheapside. The site is a prominent location on one of the city centre's main streets and falls within the Castle Street Conservation Area, a designated character area of the Liverpool Maritime Mercantile City World Heritage Site.

In January 2014 Liverpool City Council granted planning and listed building consent for the dismantling, reinstatement and extension of the buildings and their conversion to commercial units at ground floor level and 12 residential apartments above. During dismantling it was subsequently discovered that the buildings were in an unsafe condition throughout, necessitating their entire demolition and rendering the original scheme unviable. A revised proposal has now been submitted, following discussions with Liverpool City Council planning and conservation officers, to ensure the viability of the scheme by raising the number of apartments from 12 to 18. The additional apartments are to be incorporated within the roofspace, resulting in alteration of the roof and introduction of contemporary-styled dormer windows. The scope and purpose of this report is to examine the impact of the revised proposal upon the significance (i.e. heritage interest and value) of the listed buildings and conservation area.

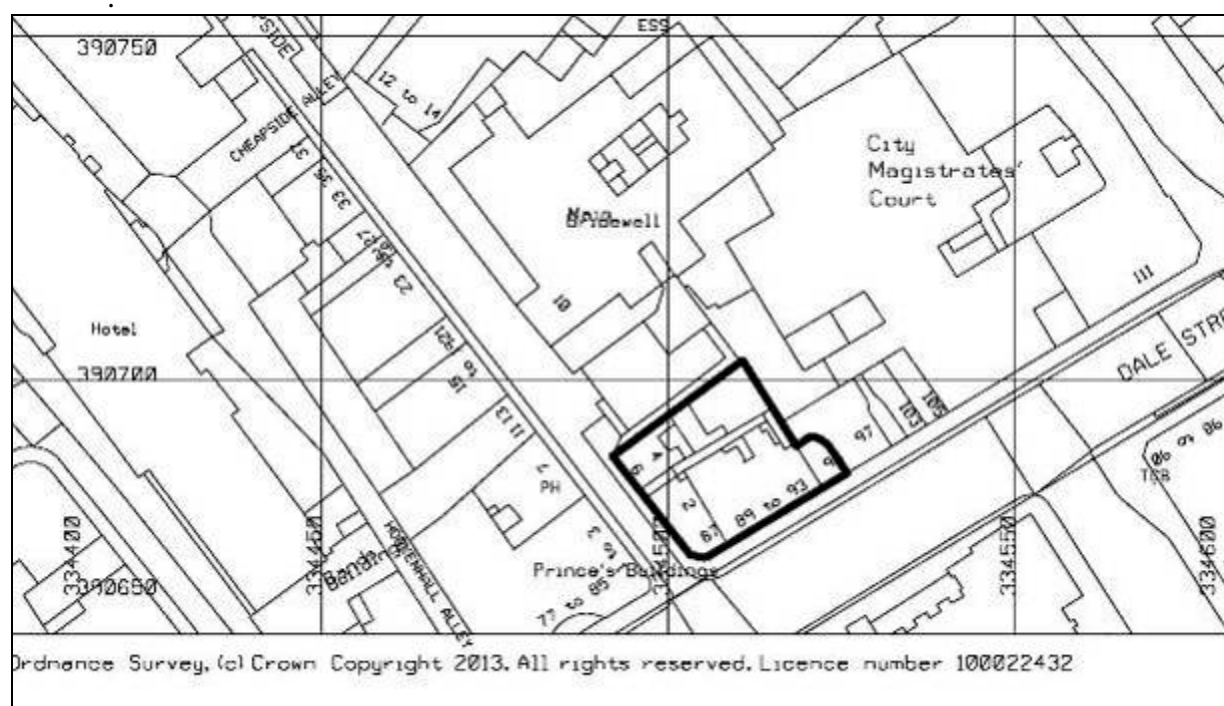
The buildings date from around 1819. The listed elements comprise five three-storey terraced properties which are of national importance as a building type of considerable rarity. They were purpose-built as *shop-houses*, each with an open-plan ground floor forming commercial space and with residential accommodation above, the latter reached by staircases in outriggers to the rear. Essentially the significance of the buildings derives from the special architectural and historic interest which has warranted their designation. This special interest stems primarily from their intrinsic merits as modest, purpose-built shop-houses, a type rare outside London. The buildings furthermore make an important visual and historical contribution to the character of the conservation area, and the setting of its heritage assets within, as a unique survival of the lost Georgian character of Dale Street.

The revised proposal will secure the viability of the scheme and thus allow the reinstatement of the facades of the buildings. While the appearance of the roofs will undergo a degree of alteration resulting from the introduction of the apartments, including contemporary-styled dormer windows, the buildings will otherwise be rebuilt to their original external appearance. It is considered therefore that this alteration amounts to less than substantial harm to the significance of the listed buildings and to the conservation area and WHS. In these circumstances, national policy requires this harm to be weighed against the public benefits of the proposal. The benefits in this case are securing the reinstatement, as far as possible, of the fabric and significance of the listed buildings and restoring their important contribution to the conservation area and WHS, where since demolition began more than two years ago the site has formed a negative feature. It is considered the harm is outweighed by these benefits and therefore consents for the proposal should be granted.

3: THE SITE

3.1 Location

The application site is located in Liverpool city centre, on the north side of the eastern end of Dale Street, east of its junction with Cheapside.



Map 1. Location of the site

3.2 Setting

The site is a highly-prominent city centre location at the east end of Dale Street, amid a streetscene dominated by prestigious commercial, judicial and municipal buildings, products of a mid-late 19th century regeneration of what was formerly an area of modest shops and inns interspersed with industrial premises. The buildings which occupied their site, before their recent demolition, are a rare survival of this earlier period, and were the only Georgian terrace to remain on Dale Street. Their modest scale and appearance contrasts with adjoining late Victorian shops and offices and the imposing civic/judicial trio comprising the Municipal Buildings of 1862 directly opposite, the Grade II listed City Magistrates Court of 1857 to the east, and to the north the Grade II* former Bridewell, also 1857. The Cheapside streetscene however contains a number of modest early 19th century buildings similar in scale and character to the application group.



1. Setting: looking west along Dale Street with the application site indicated



2. Looking north into Cheapside from its Dale Street junction, with the shrouded buildings on the right

4: PLANNING CONTEXT

4.1 Designation

2 Cheapside and 87-95 Dale Street are Grade II listed, and therefore considered of national importance for their special architectural and historic interest. 4-6 Cheapside, along with its associated single-storey outbuildings to the rear, are undesignated. The site stands within the Castle Street Conservation Area, a designated character area of the Liverpool Maritime Mercantile City World Heritage Site.

4.2 Previous planning history

Liverpool City Council granted planning and listed building consents on January 12 2014 (13F/2986 and 13L/2993) for the dismantling and rebuilding of the terrace, with remodelled rear elevations and roof plans, a four-storey extension and reuse of the ground floor as financial and professional offices (use class A2) and the upper floors as 12 residential units.

4.3 Present proposal

During site works the buildings were found to be unsafe in their entirety, requiring their total demolition and rendering the consented scheme unviable. Following discussions with Liverpool City Council, planning and listed building consents are now being sought for a revised scheme involving incorporating a floor within the roofspace to increase the number of apartments from 12 to 18. The ground floor use of the buildings remains the same as in the previous application.

4.4 Heritage impact

The heritage issue raised by the proposal is its impact upon the significance (i.e. heritage interest and value) of the listed buildings along with that of the Castle Street Conservation Area, and therefore the Outstanding Universal Value of the World Heritage Site. The proposal will thus be determined in the context of relevant planning policies governing the historic environment. The national context is established by Section 12 of the National Planning Policy Framework (March 2012), which sets out

the government's planning policy for England and how it is expected to be applied. Locally the governing policies are those retained from the 2002 Liverpool Unitary Development Plan. The policy context is examined further in Section 9 of this report.

4.5 Objective and methodology of this assessment

Paragraph 128 of the NPPF states that in determining applications, local planning authorities should require an applicant to describe the particular significance of the heritage assets affected, including the contribution made by their setting. The scope and purpose of this report is therefore to evaluate the significance of 2-6 Cheapside and 87-95 Dale Street, along with that of the Castle Street Conservation Area, and to examine the impact of the proposal upon this significance.

. The methodology employed was as follows:

1. An account of the historical background of the site, taken from the original Heritage Assessment produced in December 2013 by Garry Miller Historic Building Consultancy to support the previous application (Section 6); sources are listed in Appendix 1
2. A description of the buildings, before their demolition (Section 7)
3. A summary of the significance of the buildings and the Castle Street Conservation Area (Section 8)
4. Evaluation of the impact of the revised proposal upon this significance (Section 9)

5: ELEMENTS OF THE SITE

Before demolition of the buildings, the site comprised:

- 1** The designated 2 Cheapside and 87-95 Dale Street, a late Georgian terrace of five shop-houses, purpose-built circa 1819 as ground floor shops with dwellings above and thus a rare building type of national importance
- 2** The undesignated 4-6 Cheapside, a late Georgian terrace, much rebuilt, with associated single-storey outbuildings to the rear

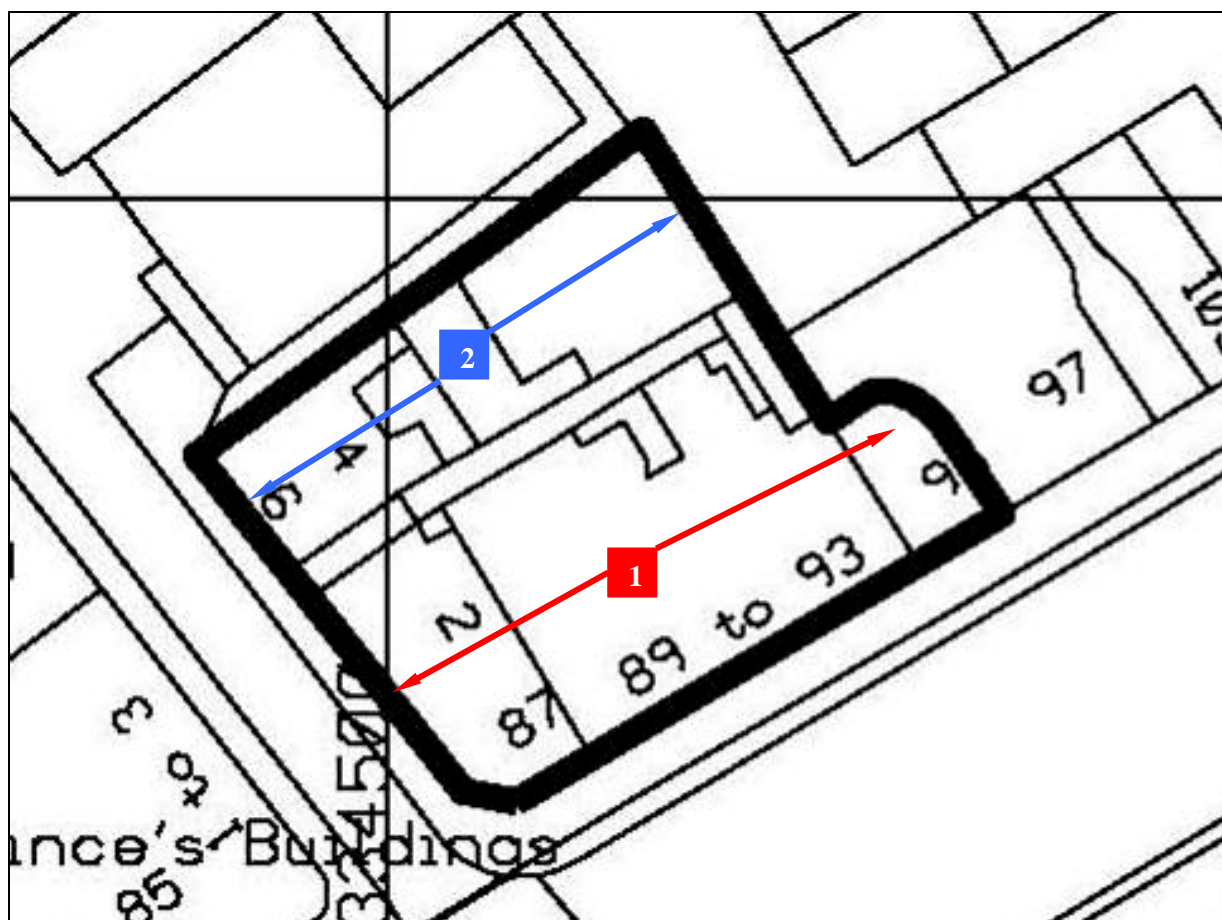
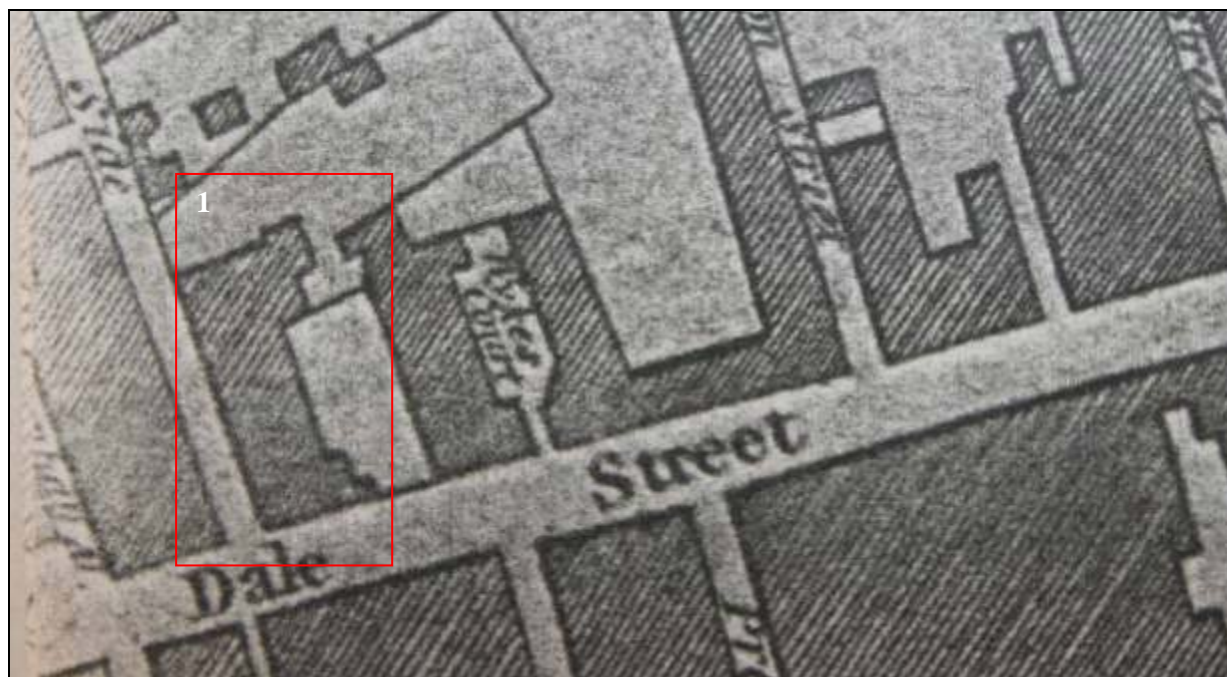


Figure 1. Elements of the site

6: HISTORICAL CONTEXT

6.1 *The site and its development*

Dale Street has ancient origins as one of the seven streets of medieval Liverpool and until the 18th century, constituted the only route into the town from Manchester and London. Its antiquity is today reflected in the pattern of closely-built narrow streets on either side, Cheapside among them, which testify how the lines of medieval burgage plots governed subsequent urban development. The Dale Street/Cheapside junction was already developed by the mid-1780s (see Map 2, below). Widening of the street in 1818 seems likely to have generated the building of the present structures soon afterwards, as evidenced by the 1819-dated rainwater hopper that formerly stood on 2 Cheapside. A general uniformity of appearance suggests all the buildings of the group are of similar date. This is corroborated by the map sequence below, which demonstrates that a building pattern similar to the present had emerged by the early 1820s.



Map 2. Charles Eyes' map of 1785 shows earlier buildings upon the site, with a range facing Cheapside and a walled courtyard to the rear adjoining the buildings of Wykes Court, the residence and workshop of the noted Liverpool and Prescott clockmaker John Wyke



Map 3. A different pattern is depicted by Richard Horwood's map of 1803, showing a number of small narrow-fronted buildings populating the site and two gaps or alleys leading off Dale Street



Map 4. William Swire's map of 1823-24 suggests the present buildings had now appeared, although a gap in the Dale Street frontage is shown; this may indicate one of the houses had yet to be built

6.2 The buildings in 1848

The premises are depicted in detail by the five-foot Ordnance Survey map surveyed in 1848 (Map 5, below). This clearly shows their narrow-fronted footprint with rear outriggers behind 89-93. The map also shows a passage now within 4-6 Cheapside that led to what was named Walton Court at the rear, with a further court, Woods Court, to the north. The presence of these courts, a notorious unsanitary form of housing for the poorer classes, implies that behind the Dale Street shops was an area whose respectability was distinctly faded.



Map 5. The buildings as depicted by the 1848 OS mapping

6.3 Historic function of the buildings

2 Cheapside and 87-95 Dale Street have been identified as a terrace of purpose-built *shop-houses*, essentially dual-function buildings comprising a large open commercial space on the ground floor with residential accommodation above. Within, the standard domestic terrace house arrangement of a hallway behind the entrance has been abandoned to maximise commercial space, and the staircase, normally at the end of the entrance hallway, is relegated to an outshut at the rear - a feature which usually accommodated service functions. Nationally this is a rare building type, especially outside of London, and has been cited as illustrating the development of new forms of retail premises in late Georgian England, spurred on by changes in shopfront design following the introduction of plate glass in the late 18th century; at nearby St Helens, the Ravenhead works of the British Plate Glass Company were established in 1773. Although late 18th century shops survive on Mount Pleasant (97-107, listed Grade II)

these have been altered and the Cheapside/Dale Street group are the only known shop-houses surviving in Liverpool.

6.4 Occupants and status

Prior to the rebuilding of Dale Street which began in the mid-19th century, this was a thoroughfare populated by shops, inns and occasional industrial premises. The shops were modest, family-run concerns probably of lower middle class status and the appearance and scale of the Dale Street/Cheapside buildings is in accordance with this. This is borne out by documentary evidence from the 1840s, which allows us to trace the occupants of the buildings with some certainty. The street listings of Slater's *Directory of Liverpool and its Environs* for January 1844 reveals a slightly-different numbering system existed along Dale Street, and states (Page 15) that Cheapside began after 79 Dale Street. This means the present 87 was then number 81, and so on. The directory gives the occupant of 81 as pawnbroker Edward Byford, who also occupied 2 and 4 Cheapside. At 83 Dale Street was clockmaker Gerard Donking; china dealer William Massey occupied 85; ironmonger Thomas Roberts 87 and hatter William Brown 89. 6 Cheapside meanwhile was the premises of shopkeeper Alice Taylor. Figure 2 (overleaf) plots the premises and their occupiers, using the 1848 mapping.

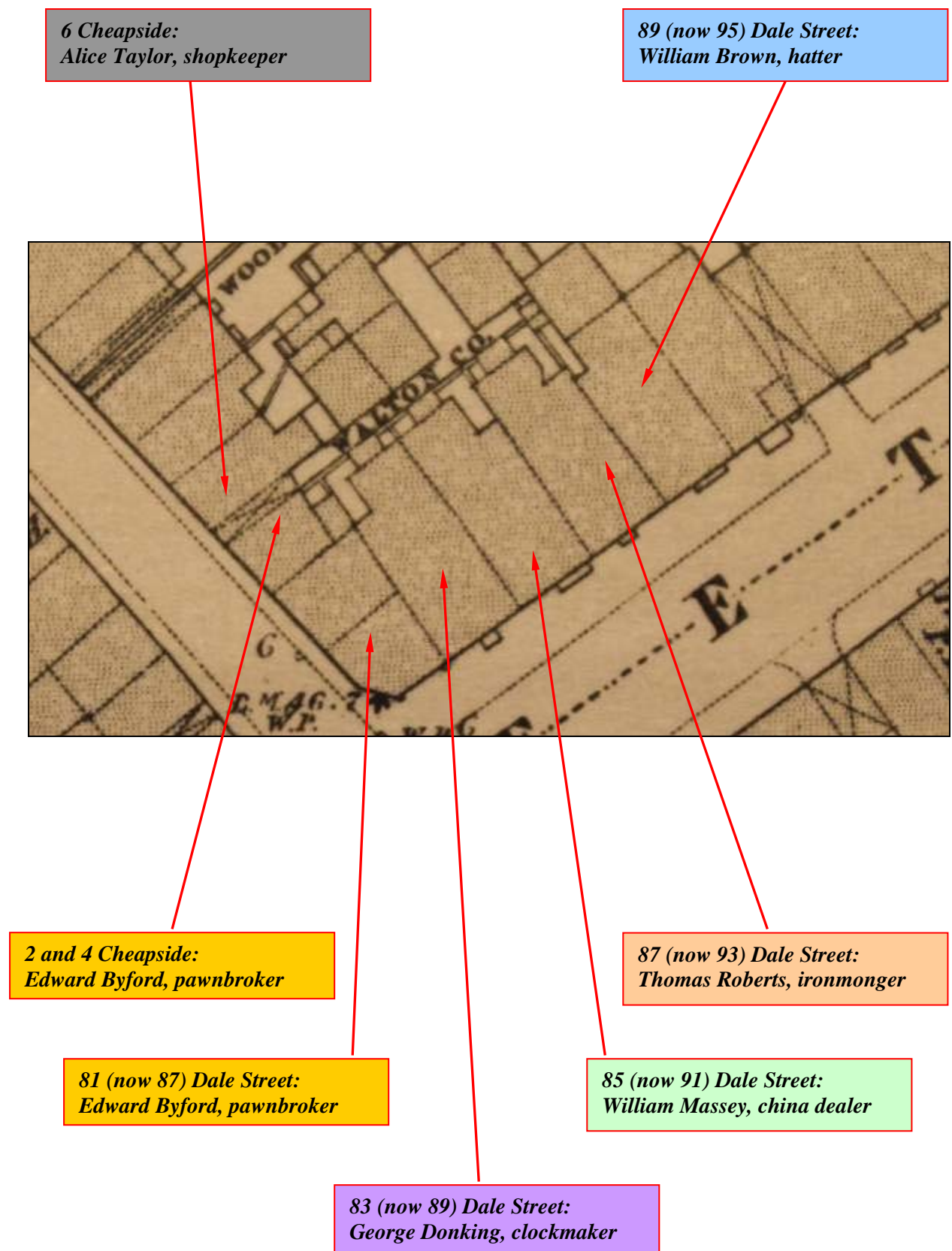


Figure 2. Graphic showing likely occupants of the building in 1844, plotted upon 1848 OS map

7: DESCRIPTION AND ANALYSIS OF THE TERRACE

7.1 Introduction

This section is drawn from the Heritage Assessment produced in December 2013 to support the original application. Prior to this time, the corner house (2 Cheapside/87 Dale Street) had already been demolished for safety reasons. The account is largely based upon surveys made before the demolition and which now constitute the principal descriptive records of the buildings (1).

1. These are the 2007 Historic Building Survey of 87-95 Dale Street by Stephen Corbett, former Liverpool City Council Conservation Officer, and the listing description of 2008, which is reproduced in full as Appendix 1 of this report.

7.2 Form of the buildings

- a. **87-95 Dale Street:** single-bay terraced shop-houses of three storeys plus basement, with (except 95) narrow staircase outriggers to the rear
- b. **2 Cheapside:** the narrow two-bay three-storey residential element of 87 Dale Street, with stair in outrigger
- c. **4-6 Cheapside.** A narrow two-bay three-storey building, the internal arrangement of which is unknown, incorporating an entrance to a passage leading to outbuildings at the rear

7.3 Exterior Description

- a. **Materials:** The walling is handmade brown brick in Flemish bond on the principal elevations and English bond to the rear; the roof is of slate.
- b. **87-95 Dale Street.** The buildings share the typical, virtually standardised, appearance which characterises Liverpool terraces of the late Georgian-early Victorian period. Their narrow-fronted, modestly-detailed appearance and single-bay facades are in accordance with their lower middle class standing, and thus the buildings are akin with houses of this status found in the Georgian residential districts fringing the city centre (e.g. those in Mount Street and Bold Place). At the Cheapside/Dale Street junction, 87 had, before its demolition, a distinctive splayed corner containing the shop entrance; its neighbours 89-95 have ground floor shop fronts, that of 91 appearing original while 93 and 95 retain original/early fascia detail including corbels (Plate 13). To the rear 89-93 have narrow staircase outriggers of distinctive bullnosed form projecting into small yards bounded at the north end by the passage from 4-6 Cheapside. The yard of 95 has been lost, and

there is no outrigger (the stair is within the main body of the house). Windows were originally sashed, those of the main elevations with the plain wedge-shaped stone lintels typical of late-18th-mid-19th century Liverpool terraces.

- c. **2 Cheapside:** Before demolition, its two-bay front elevation was entirely of domestic appearance, incorporating a narrow doorway with small semicircular fanlight with radiating cast iron glazing bars in typical late Georgian 'sunburst' pattern (Plate 9) along with a hopper dated 1819 (Plate 8)
- d. **4-6 Cheapside:** a much-rebuilt structure whose two-bay frontage incorporates an entrance to the passage which formerly led to Walton Court as depicted in the 1848 mapping (Plate 7). The rear has two full-height outriggers with single-storey outshut between them (Plate 6).



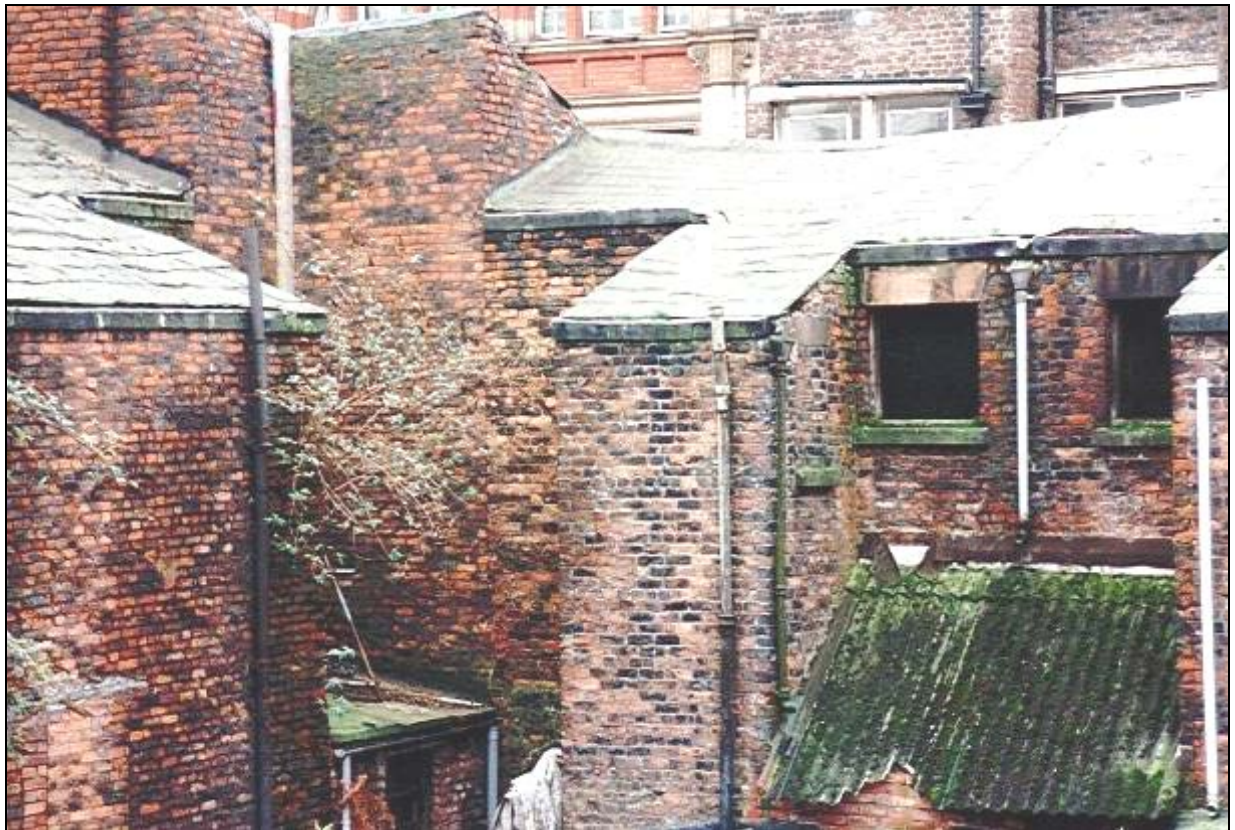
3. Circa 1990s view of the buildings when intact



4. Dale Street elevations of 87-93, showing ground floor shop fronts and residential appearance above



5. 91-95 Dale Street, showing corbels remaining from 19th century shop fronts; again circa 1990s



6. Probably 1990s view of rear, showing junction of Dale Street (on left of image) and Cheapside ranges, with single-storey and full-height outriggers behind 4-6 Cheapside (right)



7. 2 Cheapside, with 4-6 on left (Corbett, 2007)



8. Dated hopper on 2 Cheapside (Corbett, 2007)



9. Cast iron fanlight on 2 Cheapside (from Corbett, 2007)

7.4 Interior layout and features

- a. **2 Cheapside/87-95 Dale Street.** The original plan form survived with little alteration at the time of the 2007/2008 surveys, although some internal partitions had been introduced into the ground floor of 87 and 89 and doorways inserted between 89-93 to connect the properties. The ground floor consisted of a single open room, used as commercial space, with outrigger staircases leading to residential rooms on the floors above, accessed via a narrow hallway. Floor plans (Figures 3-5, below) are reproduced from the 2007 Stephen Corbett survey report. A curving dog-leg stair survived in the now-demolished 87 Dale Street/2 Cheapside and 89, although other staircases had been replaced or altered. Number 95, which lacks an outrigger, is understood to retain an internal staircase of early 19th century appearance, its presence suggesting this element deviated from the layout of the other shop-houses; this building was inaccessible at the time of the 2007 survey. All fireplaces have been lost although chimneybreasts remain in the party walls; a modest cornice survived in the hallway of 2 Cheapside. Access to cellars was via a trapdoor.
- b. **4-6 Cheapside.** The building was not included in the 2007 survey and it is understood that few features of interest remained at the time of the 2013 application.

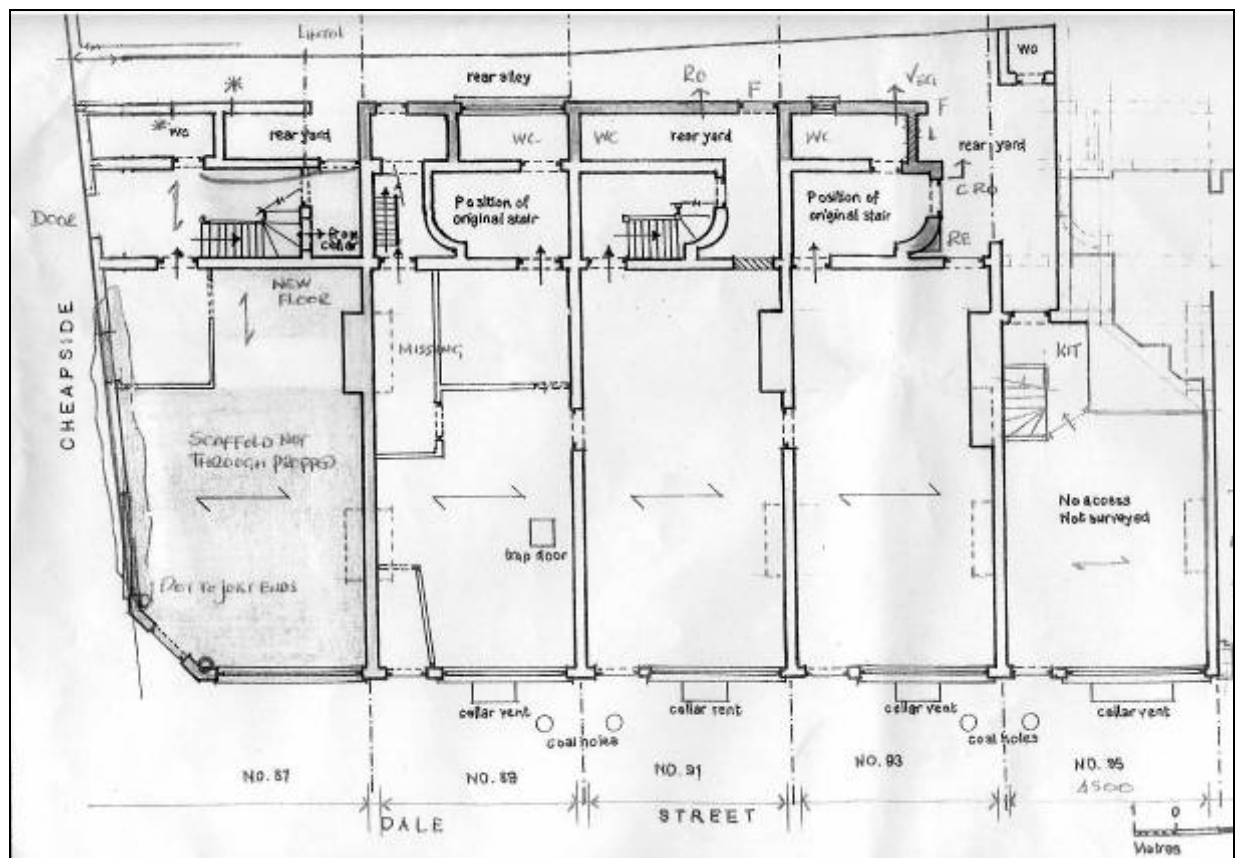


Figure 3. Ground floor plan showing large undivided commercial spaces (adapted from Corbett, 2007)

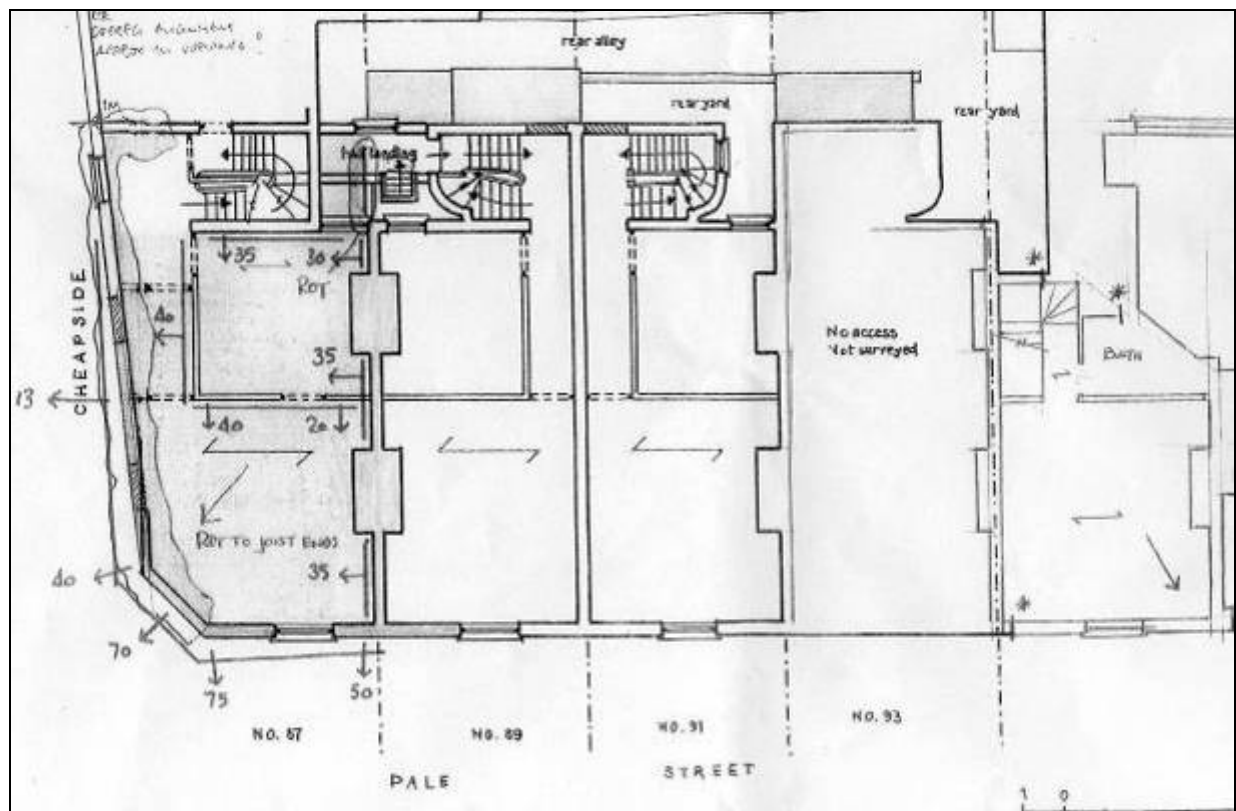


Figure 4. First floor showing rooms reached by hallway from staircase (adapted from Corbett, 2007)

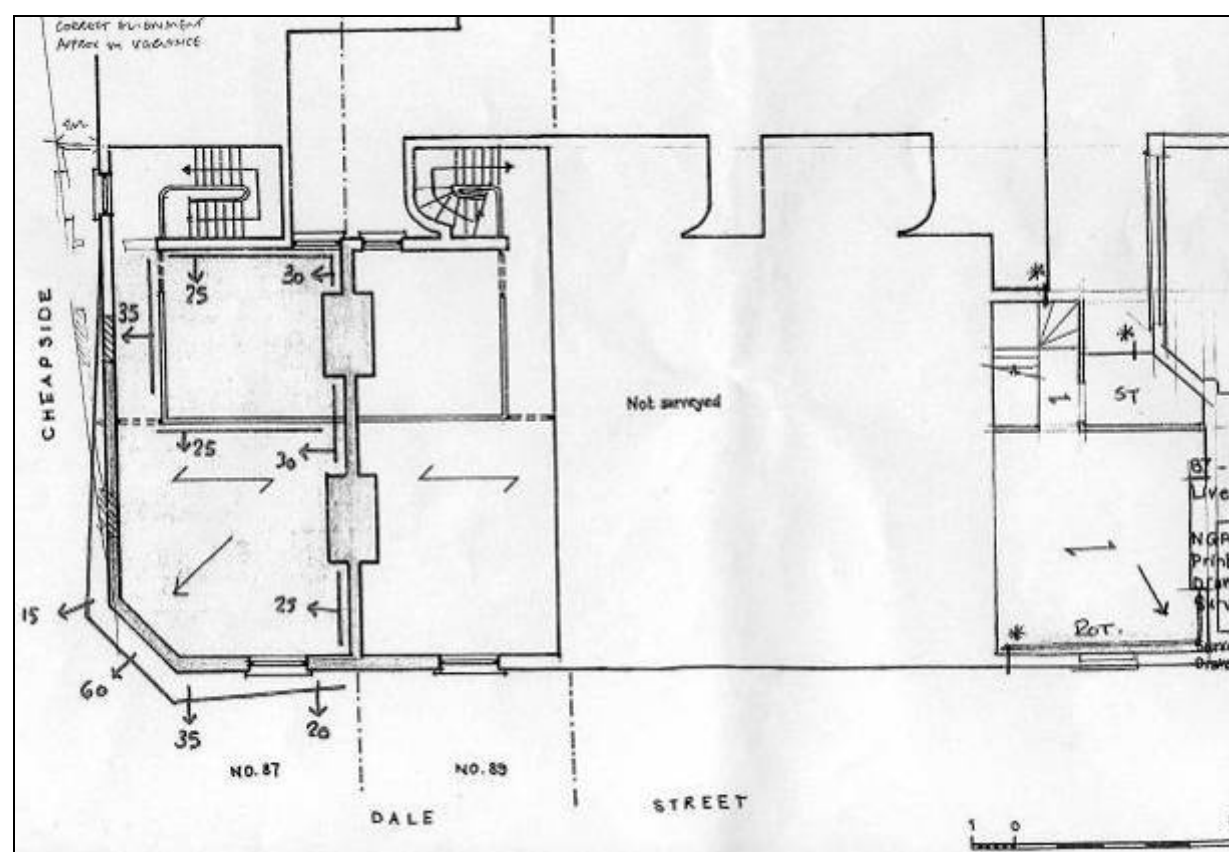


Figure 5. Second floor plan (adapted from Corbett, 2007)

7.5 The buildings in December 2013

- a. **Appearance.** The surviving remnants of the buildings were screened by hoardings and shrouds to Cheapside and Dale Street. The only visible elements were the extreme east end of the front wall of 95 Dale Street, with its shop fascia console (Plates 12 and 13) and the rebuilt side wall of 4-6 Cheapside (Plate 17)
- b. **Setting.** The hoardings and shrouds were a prominent and negative feature which jarred with the architecturally rich and varied Dale Street streetscene (Plate 1). Despite their presence, the dereliction of the buildings themselves, and the gap created by the demolition of 2 Cheapside, remains evident on closer inspection (Plates 2 and 11). In this state, the buildings detracted in particular from the setting of the adjoining Grade II* listed Bridewell on Cheapside (Plate 16) and the Municipal Offices directly opposite (Plate 17).



10. The appearance of the site on Dale Street in December 2013



11. December 2013 view, looking to the Cheapside/Dale Street junction, showing how the loss of 2 Cheapside-87 Dale Street is evident through the shrouds



12. Part of 95 could be glimpsed at the east end of the terrace



13. Console of shop front of 95 Dale Street



14. Rear of the terrace, showing outrigger of 93 (indicated)



15. Bullnose form of the outrigger of 93



16. The hoardings detracted from the setting of the adjoining Grade II listed Bridewell*



17. December 2013 view from Cheapside showing the site's negative impact upon the setting of the Municipal Offices standing opposite on Dale Street

8: ASSESSMENT OF SIGNIFICANCE

8.1 Rationale

Paragraph 129 of the National Planning Policy Framework states local planning authorities should identify and assess the particular significance of a heritage asset, including its setting, and take this into account when considering the impact of a proposal in order to avoid or minimize conflict between the asset's conservation and any aspect of the proposal. Significance is defined in the NPPF Glossary 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.'

The NPPF Glossary defines setting as:

The surroundings in which a heritage asset is experienced. 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.

The policy context therefore requires that the significance of the terrace and the Dale Street Conservation Area must be identified in order to understand the impact of the proposed development.

8.2 Intrinsic significance of the buildings

Essentially the significance of the terrace derives from the special architectural and historic interest which has warranted their Grade II designation as buildings of importance in the national context. This special interest stems primarily from their intrinsic merits as modest, purpose-built shop-houses, a rare building type. It is summarised in the reasons for their designation as follows:

- The terrace is an unusual survival of the shop house, a building type that is nationally rare, especially outside of London, and shows the development of new forms of retail premises in late Georgian England
- The original floor plans of the properties remain intact with some internal features, and are unusual for the location of stairs and the size of shop space

- As pre-1840 survivals the buildings possess intrinsic interest as examples of Georgian terraced houses, with the added interest of their plan form
- The terrace has group value with other nearby listed buildings in the Dale Street/Cheapside area, such as the Bridewell and Municipal Offices. Together these buildings epitomise the changes in the physical fabric of the city during the C18 and C19, and represent the city's changing wealth and development as an international port city.

This significance was, before demolition, embodied in the modest external appearance of the houses along with their original plan form and surviving details, such as the shop front elements, sash windows and the staircases. However, this significance was initially harmed by the demolition of 2 Cheapside/87 Dale Street and has subsequently been lost by the complete demolition of the remainder of the terrace, albeit for safety reasons.

8.3 Significance of the Castle Street Conservation Area

- a. **Overview.** The Castle Street Conservation Area forms part of Character Area 4 (Castle Street/Dale Street/Old Hall Street Commercial District) of the Liverpool Maritime Mercantile City World Heritage Site. This area is described in the 2009 Supplementary Planning Document for the World Heritage Site (Section 6.5) as encapsulating the historic commercial and civic centre of the city and containing ‘... a dense concentration of historic buildings that reflect the medieval origins of the city and its growth and development of over the course of the 18th, 19th and 20th centuries.’ Its architecture has generally been of the highest quality and in varied styles, with many buildings designed by the most accomplished British architects of their age; the area also contains the city’s key civic buildings and commercial and financial institutions, which together reinforce the primacy of Castle Street and the surrounding streets as the commercial core of the city.
- b. **Contribution of the terrace.** The SPD recognises the special contribution of 2 Cheapside/85-95 Dale Street (which it categorised as significant buildings at risk), stating (6.5.4):

The historical economic pressures to build larger, grander buildings meant that early and smaller scale buildings now only survive on the periphery, in the side alleys and at the east end of Dale Street - a few important fragments of Georgian Liverpool survive along Dale Street, such as the shops at the junction with Cheapside, and these have value in providing evidence of this layer of townscape and history.

The buildings therefore make an important visual and historical contribution to the character of the Conservation Area, and the setting of its heritage assets within, as a unique survival of the modest structures which characterised the area before its transformation into the commercial hub of the Victorian city. The demolition of the buildings has therefore resulted in the loss of an important element to the character and appearance of the conservation area and in turn the Outstanding Universal Value of the WHS.

9: IMPACT OF THE PROPOSAL

9.1 Proposed development

To recap, consents are sought for revisions to the consented scheme to incorporate a floor within the roofspace, increasing the number of apartments from 12 to 18 and thus ensuring the viability of the project. The ground floor use remains the same as in the previous application.

9.2 Relevant policies

Sections 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 require local planning authorities to give special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest. The present application will therefore be considered in the context of relevant national and local policies governing the historic environment.

The relevant national planning policy is established by Section 12 of the National Planning Policy Framework (*Conserving and Enhancing the Historic Environment*, March 2012). Paragraph 131 states that in determining applications, local planning authorities should take account of:

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

Paragraph 132 states that ‘*great weight*’ should be given to the conservation of a designated heritage asset, and the more important the asset, the greater that weight should be; that significance can be lost through development within its setting; and that as heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to, or loss of, a Grade II listed building should be exceptional; substantial harm to or loss of designated heritage assets of the highest significance, including Grade II* buildings, wholly exceptional. Paragraph 133 states that where a proposal will lead to substantial harm to, or total loss of, the significance of a designated heritage asset, consent should be refused unless it can be demonstrated that the substantial harm is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

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

Paragraph 134 meanwhile states that 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 securing its optimum viable use.

Regarding development affecting conservation areas, NPPF 138 recognises that not all elements will necessarily contribute to significance, stating:

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 133 or less than substantial harm under paragraph 134, 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.

Specific guidance on alterations and additions to heritage assets is provided by English Heritage's *Historic Environment Planning Practice Guide* (March 2010), which remains relevant in terms of applying the NPPF. Paragraph 178 states:

The main issues to consider in proposals for additions to heritage assets, including new development in conservation areas, are proportion, height, massing, bulk, use of materials, use, relationship with adjacent assets, alignment and treatment of setting. Replicating a particular style may be less important, though there are circumstances when it may be appropriate. It would not normally be acceptable for new work to dominate the original asset or its setting in either scale, material or as a result of its siting. Assessment of an asset's significance and its relationship to its setting will usually suggest the forms of extension that might be appropriate.

Locally, the relevant policies of the 2002 Liverpool Unitary Development Plan are:

- **Policy GEN3 (Heritage and Design in the Built Environment)**, which states that the UDP aims to protect and enhance the built environment of the City by encouraging a high standard of design and landscaping in developments and creating an attractive environment which is safe and secure both day and night.
- **Policy HD1 (Listed Buildings)**, which states that the LPA will take positive action to secure the retention, repair, maintenance and continued use of listed buildings. The City Council will relax planning and other City Council policies in order to secure the retention of a building of special architectural or historic interest.
- **Policy HD4 (Alterations of Listed Buildings)**, which states that any extension, external or internal alterations to, or the change of use of, or any other works to a listed building that would adversely affect its architectural or historical

character will not be consented. The policy also states that consent will not be granted if any works are not of a high standard of design in terms of form, scale, detailing and materials.

- **Policy HD5 (Development Affecting the Setting of Listed Buildings)**, which states that development which will affect the setting of a listed building should preserve the setting and important views of the building. This can be achieved through controlling the context and siting of new development.
- **Policy HD7 (Conservation Areas)**, which states that Conservation Areas provide attractive places to live and work, and contribute to the quality of life for local people. These areas will be given special consideration, and the character and appearance of these areas will be enhanced and preserved.
- **Policy HD8 (Preservation and Enhancement of Conservation Areas)**, which states the City Council will take positive action to secure the preservation or enhancement of conservation areas and will:

- i. Seek support and funding from all available sources for the repair of buildings and environmental improvements;
- ii. Prepare action plans for priority areas;
- iii. Use its available powers to secure the removal of features which significantly detract from the character of the area; and
- iv. Provide planning guidance and advice to owners and developers.

- **Policy HD11 (New Development in Conservation Areas)**, which states that planning permission will not be granted for development in a conservation area which fails to preserve or enhance its character. The policy further states that proposals for new development will be permitted having regard to the following criteria:
 - the development is of a high standard of design and materials, appropriate to their setting and context, which respect the character and appearance of the conservation area
 - the development pays special attention to conserving the essential elements which combine to give the area its special character and does not introduce changes which would detract from the character or appearance of the area
 - the proposal protects important views and vistas within, into and out of the conservation area
 - the proposal does not lead to the loss of open space or landscape features (trees and hedges) important to the character or appearance of the area
 - the development does not generate levels of traffic, parking, noise or environmental problems which would be detrimental to the character or appearance of the area
 - the proposal has a satisfactory means of access and provides for car parking in a way which is sympathetic to the appearance of the conservation area.

Specific design guidance for Character Area 4 (Castle Street/Dale Street Old Hall Street) is provided by the 2009 Liverpool Maritime Mercantile City World Heritage Site SPD, which (*inter alia*) states:

6.5.7: Architecture of new buildings within Character Area 4 will need to be of high quality to complement the standards set by the existing historic building stock ... Given the variety of character within the area new design must respond

to local characteristics. It should not over dominate nearby historic buildings in scale and must respect historic street frontages, materials and architectural language.

9.3 Impact of the revised proposal

The previous scheme has been rendered unviable owing to the poor structural condition of the buildings, which forced their demolition on safety grounds. In order to ensure the viability of the scheme, the number of apartments has been increased from 12 to 18. During extensive discussions with the city council planning department and conservation officer, agreement was reached upon incorporating a new floor within the roofspace, which is the basis of the present proposal. This will involve change to the roofline of the buildings, which will be heightened and new windows, designed in the manner of contemporary dormers, incorporated. While this is a departure from the original appearance of the building, all other details of the façades will remain unchanged.



18. Visual showing the original proposed scheme



19. The revised proposal, showing Dale Street elevation



20. The proposed Cheapside elevation

9.5 Summary

The revised proposal will secure the viability of the scheme and thus allow the reinstatement of the facades of the buildings. While the appearance of the roofs will undergo a degree of alteration resulting from the introduction of the apartments, including contemporary-styled dormer windows, the buildings will otherwise be rebuilt to their original external appearance. It is considered therefore that this alteration

amounts to less than substantial harm to the significance of the listed buildings and to the conservation area and WHS. In these circumstances, NPPF 134 requires this harm be weighed against the public benefits of the proposal. The benefits in this case are securing the reinstatement, as far as possible, of the fabric and significance of the listed buildings and restoring their important contribution to the conservation area and WHS, where since demolition began more than two years ago the site has formed a negative feature. It is considered the harm is outweighed by these benefits and therefore consents for the proposal should be granted.

APPENDIX 1: NATIONAL HERITAGE LIST DESCRIPTION OF 2 CHEAPSIDE/87-95 DALE STREET

II Terrace of 5 buildings with ground floor shop premises and living accommodation above, c.1819, brick with sandstone dressings, Flemish Bond to front elevation, random English Garden Wall Bond to rear, shallow Welsh slate roof, three storeys plus basement.

PLAN: Large open room to ground floor with main stairs to rear outriggers. Front and rear rooms to upper floors with side hallway.

EXTERIOR: 5-bays to Dale Street elevation, 3-bays to Cheapside, splayed bay to corner junction containing panelled door with bolection moulding to no.87. Stone sills, wedge lintels, sill band between ground and first floor (stops at corner to Cheapside), block parapet and eaves cornice to roofline continue around to no.2 Cheapside. Cast-iron rainwater goods. Tie bars to front of nos.87 & 89. Dale Street elevation: Single bay buildings, ground floor shopfronts (boarded over), windows above. Altered shopfront to no.89. Moulded timber baluster decoration to pilasters flanking shopfront of no.91, carved Greek Revival style consoles to nos.93 & 95, timber dentil cornice with anthemion style decoration to fascia (timber above has been lost) of no.93, original brick stall riser to no.95. Upper 4-pane sashes survive to second floor of nos.91 & 93, other windows with later casements or boarded over. Cheapside elevation: Shopfront to right adjacent to splayed corner, blind recessed windows above. Cast-iron hopper to left inscribed '1819'. No.2 Cheapside to left is same building as no.87 Dale Street, domestic appearance, arched doorway with original cast-iron fanlight, replaced door. Bricked up window to right. Blind recessed windows to above right and boarded up windows to above left. Rear elevation: Full height outriggers in rear yards (yard to no.95 infilled with later development), paired bullnose outriggers to nos.89 & 91. 1 1/2 storey infill between outriggers of nos.87 & 89 provides accommodation for both properties. Two later single storey lean-tos to yard of no.89. Outrigger to no.2 Cheapside provides access into neighbouring nos.4 & 6 Cheapside. Original multipaned sash windows of varying sizes including 3-over-6 to infill between nos.87 & 89, 6-over-3 sash to first floor of no.89, 6-over-6 sash to first floor of no.91, 6-over-6 sash to first floor of no.93 and 3-over-3 sash to second floor. Segmental and flat arched heads, missing sashes but surviving box frames to no.87 and second floor of no.91, tall stair window with some surviving multipaned glazing to no.91, bricked up windows to outriggers of nos.89 & 91, enlarged first floor window to no.95. Ground floor doorways (that to no.91 partially bricked up). Chimney stack to roof of no.95.

INTERIOR: Later stud partitions to ground floor of nos.87 & 89, moulded cornice to entrance hall of no.2, arched openings to upper floor landings, lath and plaster ceilings. Chimneybreasts survive to upper floors and rear of ground floor (chimneybreast to latter of no.89 removed), fire surrounds lost. Doors inserted into ground floor party walls between nos.89, 91 & 93 to connect the properties. Cellars to nos.89 - 95 accessed by hatch in ground floor shop. Original curved main dog-leg stair to no.87/no.2 with half-landings, timber handrail, slender stick balusters, carved brackets to open string, boarded up windows to landings on Cheapside side. Additional stair in outrigger leads to basement with front and rear room, rear room with range alongside

party wall with no.89, front room now bricked up. Later stair in lean-to to yard of no.89 rejoins original stair at first half-landing level (bottom part of original stair missing), upper sections of original stair in same style as that to no.87/no.2. Replaced stair to no.91. Ground floor section of original stair to no.93 removed.

HISTORY: Nos.87-95 Dale Street/2 Cheapside lie on one of the oldest roads within Liverpool. Up until the C18 Dale Street was the only access route into and out of the city from London and Manchester. It was also one of the economic and commercial hubs of the developing port during the C18 and C19. Dale Street was widened in 1808, 1819 and 1828 and it is believed that the terrace was constructed during this second phase in 1819. During the mid-late C19, large-scale development took place along Dale Street with many large commercial and civic buildings erected which characterise the area today. The Dale Street terrace remained in use until the 1990s when all but no.95 became vacant.

SOURCES: Sharples J. 2004. 'Pevsner Architectural Guides: Liverpool'. New Haven & London: Yale University Press. Unpublished: Corbett S. 2007. 'Nos.87-95 Dale Street, Liverpool: Historic Buildings Survey'.

REASONS FOR DESIGNATION DECISION: Nos.87-95 Dale Street/2 Cheapside are listed at Grade II for the following principal reasons:

- * The terrace is an unusual survival of the shop house, a building type that is nationally rare, especially outside of London, and shows the development of new forms of retail premises in late Georgian England
- * The original floor plans of the properties remain intact with some internal features, and are unusual for the location of stairs and the size of shop space
- * As pre-1840 survivals the buildings possess intrinsic interest as examples of Georgian terraced houses, with the added interest of their plan form
- * The terrace has group value with other nearby listed buildings in the Dale Street/Cheapside area, such as the Bridewell and Municipal Offices. Together these buildings epitomise the changes in the physical fabric of the city during the C18 and C19, and represent the city's changing wealth and development as an international port city.

APPENDIX 2: PRINCIPAL SOURCES

Slater's *Directory of Liverpool and its Environs*, 1844
Charles Eyes' map of Liverpool, 1785
Richard Horwood's map of Liverpool, 1803
William Swire's map of Liverpool, 1823-24
Five-foot to the mile OS map, surveyed 1848
Stephen Corbett, Historic Buildings Survey of 87-95 Dale Street, 2007
Liverpool City Council pre-application report 0774/13
Garry Miller, research project on houses of Georgian and Regency Liverpool, 2005-ongoing

APPENDIX 3: GARRY MILLER HISTORIC BUILDING CONSULTANCY

Garry Miller is an architectural historian who has spent more than 35 years studying buildings of town and countryside, in particular those of North West England. His career as a consultant began in the mid-1980s with the Preston-based Nigel Morgan Historic Building Consultancy, of which he became a partner in 1992 upon its rebranding as Datestone. In 1997 he was commissioned by the Heritage Trust for the North West, a buildings preservation trust based at Barrowford, Lancashire, to produce an in-depth regional study of vernacular houses in southwest Lancashire: the result, *Historic Houses in Lancashire: The Douglas Valley, 1300-1770* was published in 2002. Among its many positive reviews, the book was described as ‘*scholarship as its best*’ by *Country Life* (June 2003), and ‘*well analysed and presented*’ in *Transactions of the Ancient Monuments Society* (Vol 48, 2004). At a future date, he hopes to produce a similar work on the houses of Georgian and Regency Liverpool, for which extensive research has already been undertaken. Following his book’s publication, Garry Miller established his own consultancy, producing analytical and interpretive reports on historic buildings, now principally in the form of the heritage assessments required by planning policies governing the historic environment. In 2012-13, a number of local authorities have cited Garry Miller’s heritage assessments as examples of best practice.