

Environmental Statement

Land at Woolton Road, Allerton, Liverpool

Redrow Homes NW

May 2016

Turley

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Redrow Homes NW

Our reference

REDM2039

13 May 2016

1. Introduction

The Environmental Statement

- 1.1 This Environmental Statement (ES) has been prepared to accompany an outline planning application submitted on behalf of Redrow Homes NW (“Redrow”) and Allerton Priory LLP (hereafter termed “the Applicant”) to Liverpool City Council (LCC).
- 1.2 The outline planning application relates to the residential development of 13.5 hectares of land off Woolton Road in Allerton, south Liverpool. The land falls wholly within the administrative area of LCC.
- 1.3 The description of development for which planning permission is being sought (the “Proposed Development”) is as follows:
- “Outline planning application for the development of land for the erection of up to 160 no. dwellings and open space with all matters reserved except for access.”*
- 1.4 For clarification, the Application Site (or “Assessment Site”) is shown at **Appendix 1.1**. A wider study area for the assessment of impacts on built heritage is defined in the relevant chapter (Chapter 7).
- 1.5 Following the submission of a screening letter and discussions with LCC, this ES is submitted as a single topic EIA to consider the environmental effects of the Proposed Development on the historic environment.
- 1.6 The planning application is also supported by a range of technical supporting information, which due to the scale and nature of the Proposed Development, are submitted as standalone technical reports.

Reasons for Environmental Impact Assessment

- 1.7 The Proposed Development falls within Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 [Ref. 1.1], as an Urban Development Project (Category 10(b) of Schedule 2 of the Regulations).
- 1.8 For Schedule 2 development, Environmental Impact Assessment (EIA) is necessary only if the development is likely to have significant environmental effects as referred to in Schedule 3 of the Regulations.
- 1.9 On 14 January 2016, Turley, on behalf of Redrow, submitted a formal request for LCC to adopt an EIA screening opinion in respect of the Proposed Development. The screening request was accompanied by a number of technical documents which considered the potential environmental effects of the proposals. The request concluded that, in our view, the Proposed Development does not constitute EIA development for which an ES would be required.
- 1.10 LCC adopted their screening opinion on 4 March 2016. This confirmed that, in LCC’s view, the Proposed Development comprises EIA development as there is likely to be a

significant effect on the historic environment. LCC's screening opinion is provided at **Appendix 1.2**. There are no other effects which are likely to be 'significant' such as to warrant EIA (in accordance with the EIA Regulations). In light of this, it has been agreed that a single-topic ES will be prepared to consider the effects of the Proposed Development on the historic environment.

EIA

- 1.11 EIA is the process of collection, publication and consideration of environmental information in the determination of a planning application. Consequently, information on the likely significant effects of the Proposed Development in relation to the historic environment has been gathered and is presented in this ES document. The ES accompanies the outline planning application for the Proposed Development and will inform the decision maker in carrying out the EIA of the Proposed Development.

Scope of the ES

- 1.12 The ES draws on information and material provided by the development team as detailed in **Table 1.1**.

Table 1.1: Development Team and Involvement in Application

Development Team Member	Responsibility / Role in ES and Planning Application
Redrow	Masterplanners
Turley	Planning Consultants; Heritage Consultants; Design & Access Statement; ES Project Management and Co-ordination

The ES – main body

- 1.13 This is the full text of the ES and comprises a total of 9 chapters which are illustrated by a series of tables and figures.
- 1.14 For continuity and ease of reference, all tables and figures are presented under the same numbering system as the respective chapters.
- 1.15 The structure of the ES follows the format set out below:
- Chapter 1: Introduces the context of this ES, identifies the topic being assessed, confirms the development team, sets out the format of the ES and refers to the additional documents submitted in support of the planning application.
- Chapter 2: Identifies the general environmental assessment methodology applied throughout the ES in determining the size and significance of impact and the application of mitigating and monitoring measures as appropriate.
- Chapter 3: Describes the key characteristics of the Assessment Site and its immediate surroundings.
- Chapter 4: Identifies the potential key environmental issues.

- Chapter 5: Provides a description of the Proposed Development.
- Chapter 6: Refers to the relevant planning policy context of the Proposed Development and the ecological topic and assesses the aims and objectives of current and emerging policies at national and local level.
- Chapter 7: Describes the baseline built heritage conditions, predicted effects (including cumulative effects) and proposed mitigation for the environmental topic.
- Chapter 8: Considers the need for the development and alternatives.
- Chapter 9: Provides a summary of the ES findings and conclusions.
- 1.16 Technical appendices are provided at the end of this document.
- 1.17 The supporting Non-Technical Summary (NTS) is a summary of the ES provided in non-technical language.

Supporting Documents

- 1.18 In addition to this ES, the planning application is supported by the following documentation and reports addressing technical issues at the site which, due to the scale and nature of the proposal, do not raise significant environmental issues to warrant inclusion in the ES:
- Application forms and certificates
 - Parameter Plan, prepared by Turley
 - Illustrative Masterplan, prepared by Redrow
 - Design & Access Statement, prepared by Turley
 - Planning Statement, prepared by Turley
 - Heritage Statement, prepared by Turley
 - Statement of Community Engagement, prepared by Turley
 - Archaeological Assessment, prepared by L-P: Archaeology
 - Ecological Appraisal (including Bat Activity & Breeding Bird Surveys), prepared by TEP
 - Geo-Environmental Appraisal, prepared by Sirius
 - Flood Risk Assessment and Drainage Strategy, prepared by Waterco
 - Transport Assessment, prepared by SCP
 - Framework Travel Plan, prepared by SCP

- Tree Survey Report & Arboricultural Impact Assessment, prepared by TBA
- Landscape & Visual Assessment, prepared by TEP
- Noise Impact Assessment, prepared by REC
- Air Quality Assessment, prepared by REC

1.19 The full range of documents submitted in support of this application can be inspected at the offices of LCC and additional copies of the Non-Technical Summary are available from Turley, 1 New York Street, Manchester, M1 4HD.

References

- 1.1 HMSO (2011) Town and Country Planning (Environmental Impact Assessment) Regulations

2. Assessment Methodology

Introduction

- 2.1 This chapter sets out the methodology for undertaking the ES. In particular it details the method for assessing the significance of the potential effects on the historic environment.
- 2.2 This process has been undertaken in accordance with the requirements of the Town and Country Planning (Environmental Impact Assessment) (England) Regulations 2011 and specifically Schedule 4 [Ref. 2.1].
- 2.3 Specialist methodologies and good practice guidelines have also been drawn on as necessary. Proven techniques have been used wherever possible to avoid developing unique and untested procedures. The outline methodologies for both surveys and assessment have been discussed with relevant officers at LCC and statutory consultees, in this case Heritage England, at the appropriate stage in the scheme development where possible.

Technical Assessment

- 2.4 The technical assessment format is as follows:

- **Introduction** - what the chapter is seeking to do.
- **Legislative Framework** - reference to the relevant statutory and non-statutory guidance and policies providing a framework and guidance for the topic.
- **Assessment Methodology** - the methods for undertaking the ecological studies and surveys are then outlined, making reference to best practice. It explains the consultation process that has taken place with relevant statutory and non-statutory bodies. The methodology also confirms any assumptions and limitations.

The methodology section also sets out the detailed definitions used to assess impacts, including significance, magnitude, type, receptor sensitivity and the nature of the impact i.e. whether it is permanent, temporary, reversible or irreversible. To aid consistency in terms of judging significance it is appropriate to combine the sensitivity/value of the receptors with the magnitude of impact in terms of change to the existing baseline conditions. The terms major, moderate, minor scale and beneficial, adverse and negligible impact are adopted.

- **Baseline Conditions** - The baseline conditions are described, against which the potential environmental impacts are to be assessed. Baseline data has been obtained from, inter alia, desktop reviews, consultations and survey work undertaken for the project. The base conditions are referred to as at the present (or current) time on the basis of no significant change anticipated between assessment and the development being undertaken. Sensitive receptors are identified.

- **Assessment of Impact** - the assessment of impact is undertaken on the basis of a consideration of the impact of the proposed development on key sensitive receptors by way of sensitivity and magnitude. As required by the relevant ES Regulations, the assessment considers the impact in terms of the following, factors and, where possible, adopts consistent terminology:

- Direct and indirect
- Adverse and beneficial
- Regional, district and local
- Temporary and permanent
- Reversible and Irreversible, and
- Short, Medium and Long term effects.

When assessing impact, construction and occupation of the scheme are considered compared to the environmental conditions that would develop without the Proposed Development (temporal scope).

- **Mitigation** - when considering impact, mitigation measures are considered in three broad categories:

- Designed mitigation
- Management control mitigation, and
- Physical mitigation.

Where adverse effects can be reduced to acceptable levels through the incorporation of practical and cost-effective design or management measures, these have been identified having regard to the above categories; an impact assessment has also been made against a mitigated scheme, in recognition of the iterative design process. Mitigation techniques are discussed / outlined.

- **Residual Effects** - a summary of the residual effects (after mitigation) is then carried out and a summary table is provided.
- **Monitoring** - where appropriate, monitoring procedures have been identified that will measure the success of the mitigation proposed.

Cumulative Effects Assessment

- 2.5 For EIA, cumulative effects are generally considered to arise from the combination of effects from a proposed development and from other permitted development schemes (not yet constructed) in the vicinity, acting together to generate elevated levels of environmental effects.
- 2.6 In this instance, land to the north west of the Application Site is currently under construction by Redrow for a total of 122 residential dwellings. Comprising land previously associated with New Heys Comprehensive School, the site is bound by Allerton Road to the east, Heath Road to the south and Mather Avenue to the west. Given the proximity of the New Heys development to the Application Site, the committed scheme has been taken into consideration in the effects of the Proposed Development.

Temporal Scope

- 2.7 In considering the environmental effects of the Proposed Development, it is necessary to identify both adverse and beneficial impacts (direct and indirect) during construction, occupation and maintenance. Specific temporal periods have been defined for the assessment of baseline conditions and the impact of the Proposed Development.
- 2.8 Construction extends from the commencement of site works to the date immediately prior to the occupation of units on the scheme. In the case of this development, this will occur over a period of c. 4 years as the site is developed. Occupation extends from immediately after first occupation of units in the scheme to its maximum utilisation. It is recognised that some environmental design measures will take time to become established and effective.

Identification of Potential Receptors

- 2.9 Receptors are defined as the physical resource or user group that will experience an impact. The effect of an environmental impact will depend on the spatial relationship between the source and the receptor. Some receptors will be more sensitive to certain environmental impacts than others. The baseline studies identify the potential environmental receptors for each technical chapter.

References

- 2.1 HMSO (2011) Town and Country Planning (Environmental Impact Assessment) Regulations

3. Site and Surroundings

The Site

Location

- 3.1 The Assessment Site is located on the eastern side of Allerton, to the north of Woolton Road (B5171) and east of Allerton Road.
- 3.2 It lies approximately 7km to the south east of Liverpool City Centre and c. 3km to the north west of Liverpool John Lennon Airport. The site location is illustrated on the plan at **Appendix 1.1**.

Size of Site

- 3.3 The Assessment Site extends to approximately 13.5 hectares and reflects the outline planning application site.
- 3.4 The maximum level of development proposed on the site is described in Chapter 5 (Description of Development).

Site Topography

- 3.5 The ground within the Assessment Site slopes gently down from north east to south west. Allerton Priory is situated at a higher level than the application site, whilst the residential properties along Allerton Road sit at a slightly lower level.

Site Features and Land Use

- 3.6 The Assessment Site is irregular in shape and comprises open grassland and areas of mature trees. A former sports pavilion is located in the southern part of the site; it is now in an advanced stage of disrepair.
- 3.7 The site boundaries are defined by extensive belts of mature trees. In addition, a sandstone boundary wall, up to 2 metres in height, delineates the boundary along Allerton Road and Woolton Road.
- 3.8 Existing vehicular access to the site is provided through two breaks in the boundary wall at points along Woolton Road. These access points are currently gated to prevent illegal access to the site.

Surroundings

- 3.9 The Assessment Site is located immediately adjacent to the current built-up area of Allerton and extends eastwards. Existing housing is located to the north, west and south of the site.
- 3.10 To the west, residential properties are set at a slightly lower level than the Assessment Site and separated from it by the carriageway and a wide grassed reservation which also contains a number of mature trees.
- 3.11 Residential properties to the south are located within the wide central reservation to Woolton Road, which also includes mature trees.

- 3.12 The Orchard residential care home is located to the east of the site. The care home is single-storey and forms a courtyard with private garden areas to the north, west and south.
- 3.13 Allerton Priory, which was converted into residential apartments in the early 2000s, is situated to the north of the application site. The building is Grade II* listed for its historical and architectural importance. A more modern housing scheme has been developed to the north east of the original Priory. The residential units, constructed as enabling development for refurbishment and conversion of the Priory, are accessed via a private road (Ye Priory Court) which forms the northern boundary of the application site, and connects to Allerton Road.
- 3.14 The former lodge to Allerton Priory is located at the junction of Allerton Road and Ye Priory Court, with private gardens provided to the south. The property is listed (Grade II) and within private ownership. A number of further listed buildings are located within 500 metres of the Application Site, as detailed in Chapter 7 of this ES.
- 3.15 Redrow is currently constructing residential dwellings on the site of the former New Heys School, to the north west of the Assessment Site. Bounded by Allerton Road, Heath Road and Mather Avenue (B5180), the development is providing a range of 3, 4 and 5 bedroom properties. A number of the properties along Heath Road and Allerton Road are already occupied.

Accessibility and Public Transport

- 3.16 The site is accessible by a range of means including by bus, train, cycle and on foot.
- 3.17 Bus services along Woolton Road provide access to surrounding residential areas as well as Garston, Liverpool South Parkway railway station and Hunts Cross shopping centre. Additional bus stops on Mather Avenue and Menlove Avenue, c. 600 metres from the site, provide frequent access to Liverpool City Centre and Liverpool John Lennon Airport. Liverpool South Parkway railway station is within walking distance of the site (c. 1km) to the south, and is also accessible via the bus services that operate along Woolton Road.
- 3.18 Public Rights of Way (PRoW) run to the north and east of the site. An existing bridleway runs between Allerton Road and Menlove Avenue (A582), passing to the north of the Assessment Site. A further bridleway runs north to south from Woolton Road, to the east of the site, and provides a route towards Allerton Park Golf Course.

4. Statement of Potential Key Environmental Issues

Introduction

- 4.1 It is useful when establishing the broad characteristics of a proposal that any sensitivity in terms of the local environment is indicated from the outset; in particular, those areas of greater potential environmental significance. These issues are established during the screening, scoping and early stages of EIA.

Site Characteristics

- 4.2 The characteristics of the Assessment Site now subject to consideration in this ES are fully set out in the preceding chapter, but can be summarised as an accessible greenfield site within the urban area.

Development Characteristics

- 4.3 The broad characteristics of the Proposed Development (assessed as part of this ES) can be described as a residential development comprising a maximum of 160 no. dwellings with open space and access; a fuller description is given in Chapter 5.

Potential Key Environmentally Sensitive Issues

- 4.4 In response to the format and location of the Proposed Development, LCC has confirmed that the most likely key environmentally sensitive issues relate to the historic environment.
- 4.5 This issue is considered in the technical chapter of this ES to ensure a thorough and robust assessment of the Proposed Development.

5. The Proposed Development

- 5.1 This chapter of the ES describes the Proposed Development in detail. It describes each land use, with reference to the planning application description of development and drawings. Details of the likely programme of works and construction equipment are also included within this chapter.

The Proposal

- 5.2 The Assessment Site extends to c. 13.5 hectares and is shown on the Location Plan at **Appendix 1.1**. At present, the majority of the land is undeveloped.
- 5.3 The description of Proposed Development is as follows:

“Outline planning application for the development of land for the erection of up to 160 no. dwellings and open space with all matters reserved except for access.”

Development Parameters

- 5.4 The outline planning application proposes ‘up to’ 160 dwellings and associated public open space, as indicated on the Parameters Plan that is provided at **Appendix 5.1**, these are the maximum development parameters assessed through this ES process as a worst case. The precise number of dwellings (up to 160) and format of other development (e.g. public open space) will be determined by subsequent reserved matters applications.
- 5.5 The application also seeks approval for access into the site. In this regard, full details of the proposed access points from Woolton Road and Allerton Road are provided at **Appendix 5.2**.
- 5.6 All other matters are reserved for subsequent approval. Notwithstanding this, the Parameters Plan and Design and Access Statement also set other parameters including the alignment of principal roads through the site, the location of main public open space and habitat areas and potential locations for surface water storage / drainage.
- 5.7 The maximum height parameter for the residential development is 3 storeys.

Further Information on the Proposed Development

- 5.8 The proposed development is for up to 160 no. residential dwellings as an extension to the built up area of Allerton.
- 5.9 Dwellings will be developed by the Applicant, a major national housebuilder. The dwellings will be a mix of 3, 4 and 5 bedroom units. The dwellings will be 2-2½ storeys in height.
- 5.10 The development will include new public open space significantly in excess of LCC standards. The Parameters Plan shows the open space located throughout the site; this

will take advantage of and allow the retention of existing natural features such as trees, and provide appropriate buffers to Allerton Priory, the lodge and the site boundaries.

- 5.11 Three primary access points will be provided into the site. The two existing access points from Woolton Road will be upgraded to provide access to the development 'parcels' in the south and east of the site (Parcel B and C, respectively). A new access point from Allerton Road will be provided; approximately 150 metres to the south of the lodge.
- 5.12 The site will be developed on a phased basis. A network of roads will connect the development parcels on the site.
- 5.13 A 'view corridor' will be provided through Parcel B. This will be kept free from built development to ensure a visual connection between the southern corner of the site (adjacent to the junction of Allerton Road and Woolton Road) and Allerton Priory to the north.
- 5.14 Existing landscaping will be supplemented to minimise views of the Proposed Development from Ye Priory Court and to protect the amenity of the residents of the priory lodge on Allerton Road.
- 5.15 Footpath and cycle networks will also be provided through the site and will connect to key local facilities in the surrounding area. A new connection to the existing bridleway to the east of the site will be provided to further enhance pedestrian and cycle connections to the wider area.
- 5.16 Whilst the detailed layout and orientation of dwellings is reserved for later determination, the Parameters Plan and development parcels have had regard to the relationship to the proximate listed buildings and existing residential development surrounding the site. Dwellings will generally be constructed of materials that reflect existing local development.
- 5.17 An Illustrative Masterplan is provided at **Appendix 5.3**. This has been based on the Parameters Plan and shows one possible interpretation of the layout of the site. It is submitted for indicative purposes only.
- 5.18 For further details of the Proposed Development, reference should be made to the Design and Access Statement, the Planning Statement and the Parameters Plan.
- 5.19 The outline planning application seeks approval 'in principle' for this Proposed Development. Subject to the granting of outline planning permission, subsequent 'reserved matters' applications will determine the specific design and siting of dwellings within the site, as well as other matters of detail not covered at the outline stage.

Development Programme

- 5.20 The only demolition that will be required relates to the former sports pavilion building in the southern part of the site.

- 5.21 As is standard practice prior to residential development, detailed site ground investigations will be required prior to development commencing and, if necessary, a programme of ground works implemented. Based on the desktop work undertaken to date, it is not envisaged that there will be any abnormal matters that will prevent the site coming forward for development in a timely manner following a grant of outline planning permission.
- 5.22 The programme of site development will span over a period of up to c. 4 years, based on the Applicant's anticipated construction rate for new dwellings of up to 50 units per annum. The estimated commencement date for the initial site infrastructure and start of units is mid - 2017, with construction expected to commence in the north and east of the site and then moving southwards across the site.
- 5.23 Where possible materials and resources will be sourced from the local area.
- 5.24 At this stage, typical types of vehicles / plant that are likely to be used during the construction works include:
- Tracked wheels 360 degree excavators
 - Dumpers
 - Eight wheeler trucks
 - Air compressors
 - Hand / power tools
 - Wheel washing plant
 - Delivery trucks
 - Skips and skip trucks
 - Forklift trucks
- 5.25 It is anticipated that the working hours for construction will comprise:
- Monday to Friday: 7:30am – 6pm
 - Saturday: 7:30am – 1pm
- 5.26 These hours will be agreed with LCC prior to the commencement of the works. All work outside these hours will be subject to prior agreement and / or reasonable notice. Night-time working will be restricted to exceptional circumstances.

Construction Management

- 5.27 Preparation of a Construction Environmental Management Plan (CEMP) will clearly set out the methods of managing environmental issues for those involved with construction works, including supply chain management.

- 5.28 A CEMP will be developed and adopted by the Applicant with relevant sign up by any subcontractors used in the construction phase. Measures to include in a CEMP relevant to the ES (and other measures recommended in technical supporting documents to the application), will identify any potential environmental (and associated amenity) effects during construction and include measures / method statements to mitigate the effects of the issues highlighted.
- 5.29 Broad measures to eliminate, reduce or offset adverse environmental effects are identified in the following chapters and will be agreed with LCC.

6. Planning Policy Context

Purpose of Assessment

- 6.1 This chapter considers all policies, guidance and plans relevant to the environmental assessment of the Proposed Development. It reviews relevant national planning policy, the Development Plan and other relevant statutory and non-statutory guidance.

A full and detailed review of relevant planning policy is set out in the Planning Statement, which also refers to other material considerations including recent Court Judgements for the interpretation of development plan policies in the context of the Framework.

- 6.2 As set out within legislation, the primary consideration in the determination of planning applications is the Development Plan. In this case, the Development Plan currently comprises the:

- Saved policies of the Liverpool Unitary Development Plan (2002) [Ref. 6.1], and
- Joint Merseyside and Halton Waste Local Plan (2013) [Ref. 6.2].

- 6.3 This ES chapter has been structured as follows:

- Legislation and Regulations
- National Planning Policy
- Government Guidance
- The Development Plan, and
- Other Material Considerations.

Legislation and Regulations

EIA Regulations

- 6.4 This ES has been prepared in accordance with the requirements of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended) [Ref. 6.3].
- 6.5 It is accepted that the Proposed Development falls within Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended), as an Urban Development Project.

National Planning Policy

National Planning Policy Framework (March 2012) [Ref. 6.4]

- 6.6 The National Planning Policy Framework ("the Framework") was published on 27 March 2012 and combines all the national planning policy statements which previously formed the planning framework for England, into one concise document.

Strategy

- 6.7 A 'Presumption in Favour of Sustainable Development' is central to the Framework, as set out in Paragraph 14:

"At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

For plan-making this means that:

- *local planning authorities should positively seek opportunities to meet the development needs of the area;*
- *Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
 - *specific policies in this Framework indicate development should be restricted.*

For decision-taking this means:

- *approving development proposals that accord with the development plan without delay; and*
- *where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
 - *specific policies in this Framework indicate development should be restricted."*

- 6.8 The Framework identifies 12 core land-use planning principles which should underpin both plan-making and decision-taking. Broadly, these state that planning should:

- Be genuinely plan-led, empowering people to shape their surroundings
- Not simply be about scrutiny, but be a creative exercise in enhancing places
- Proactively drive and support sustainable economic development to deliver homes, jobs and infrastructure and create thriving local places. Plans must take account of market signals, such as land prices and housing affordability
- Seek to secure high quality design and a good standard of amenity

- Reflect the different roles and character of different areas, protect the Green Belt, recognise the beauty of the countryside and support thriving rural communities
- Aim for a low carbon future in a changing climate and encourage the use of renewable resources
- Contribute to conserving and enhancing the natural environment, reduce pollution and use land of lesser environmental value
- Encourage the use of brownfield land provided that it is not of high environmental value
- Promote mixed use development and the multiple use of land in urban and rural areas
- Conserve heritage assets in a manner appropriate to their significance
- Manage patterns of growth to make the fullest use of public transport, walking and cycling, and focus development in sustainable locations
- Encourage health, social and cultural well-being for all and deliver sufficient services to meet local needs.

Housing

- 6.9 The Framework advises that local planning authorities should use their evidence base to ensure that their Local Plan provides for the full local needs for market and affordable housing; the Local Plan should also identify key sites to support the delivery of the housing strategy over the plan period.
- 6.10 LPAs should ensure that they have a deliverable five-year housing land supply which should be updated annually; an additional 5% buffer should be provided to ensure choice and competition in the land market to facilitate the delivery of homes on the ground. The Framework further states that where housing delivery has been consistently below target, LPAs should increase the buffer to 20%.
- 6.11 Paragraph 49 of the Framework confirms that housing applications should be considered in the context of the presumption in favour of sustainable development. It also confirms that relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites.
- 6.12 Local authorities are encouraged to plan for a mix of housing based on current and future demographic trends, as well as the need to identify the size and type of housing which best suits and reflect local conditions. They should set policies to ensure the provision of affordable housing that are sufficiently flexible to adapt to changing market conditions over time.
- 6.13 The Framework notes that the supply of new homes can sometimes best be achieved through larger scale developments such as extensions to existing settlements that are

based on the principles of Garden Cities. LPAs should therefore consider whether this pattern of development would be the best way to ensure sustainable development.

Design

- 6.14 The Framework puts a strong emphasis on high quality design and states that local and neighbourhood plans should develop comprehensive policies to guide the design and quality of new development in the local area. It refers to the possible use of design codes and emphasis on local distinctiveness. Innovative and high quality design should be given great weight in the determination of a planning application. Proposals that can demonstrate a high degree of engagement with those directly affected by the development should be considered more favourably.
- 6.15 LPAs are encouraged to create a 'shared vision' with local communities of the residential environment and facilities they wish to see and to involve all sections of the community in the plan-making and decision-taking processes. Planning policies and decisions should promote places which provide opportunities for different members of the community to meet and interact including through mixed-use developments, neighbourhood centres and active street frontages. The policy also emphasises the importance of safe and accessible environments and developments to encourage community cohesion and the active use of public spaces.

Environment

- 6.16 The planning system should contribute to the conservation and enhancement of the natural environment by protecting valued landscapes, recognising the wider benefits of ecosystems and contributing to the Government's commitment to put an end to the overall decline in biodiversity.
- 6.17 In relation to biodiversity, the Framework states that when considering planning applications, LPAs should refuse planning permission for any development which would result in unavoidable significant harm.
- 6.18 Paragraph 32 of the Framework states that new development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

Heritage

- 6.19 In determining applications for the historic environment, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made to their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance (Paragraph 128).
- 6.20 Paragraph 131 requires local planning authorities to take account of:
- 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.
- 6.21 When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. 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, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional (Paragraph 132).
- 6.22 Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
- 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 benefit of bringing the site back into use (Paragraph 133).
- 6.23 Paragraph 134 confirms 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.
- 6.24 Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably (Paragraph 137).

Government Guidance

Localism Act [Ref. 6.5]

- 6.25 The Localism Bill gained Royal Assent on 15 November 2011, becoming the Localism Act.
- 6.26 In summary, the aims of the Localism Act are to:

- Provide new freedoms and flexibilities for local government.
- Give new rights and powers for communities and individuals.
- Reform the planning system to make it more democratic and effective.
- Make reforms to ensure that decisions about housing are taken locally.

6.27 The Act is designed to devolve greater powers to Councils and neighbourhoods and give local communities more control over housing development and other planning decisions.

Ministerial Statement: Planning for Growth (March 2011) [Ref. 6.6]

6.28 The March 2011 Budget set out proposals to ensure that the planning system does everything possible to support economic growth and sustainable development. These measures complement wider reforms to the planning system that are being brought forward by the Localism Act (summarised above).

6.29 A Ministerial Statement issued on 23 March 2011 by Greg Clark directs LPAs to have regard to the Statement's content, and hence to the pro-growth stance therein. The Statement is clear that the default answer to development and growth is 'yes', except where this would clearly compromise the key sustainable development principles of national planning policy (protection of the Green Belt and Areas of Outstanding Natural Beauty, for example).

6.30 The Statement includes references relating to the need for Local Authorities to consider indirect benefits, such as increased consumer choice, more viable communities and more robust local economies (including job creation and business productivity).

"When deciding whether to grant planning permission, local planning authorities should support enterprise and facilitate housing, economic and other forms of sustainable development. Where relevant - and consistent with their statutory obligations - they should therefore:

- *consider fully the importance of national planning policies aimed at fostering economic growth and employment, given the need to ensure a return to robust growth after the recent recession*
- *take into account the need to maintain a flexible and responsive supply of land for key sectors, including housing*
- *consider the range of likely economic, environmental and social benefits of proposals; including long term or indirect benefits such as increased consumer choice, more viable communities and more robust local economies (which may, where relevant, include matters such as job creation and business productivity)*
- *be sensitive to the fact that local economies are subject to change and so take a positive approach to development where new economic data suggest that prior assessments of needs are no longer up-to-date*
- *ensure that they do not impose unnecessary burdens on development."*

- 6.31 In determining planning applications, local planning authorities are obliged to have regard to all relevant considerations. They should ensure they give appropriate weight to the need to support economic recovery, applications that secure sustainable growth are treated favourably, and they can give clear reasons for their decisions.
- 6.32 The pro-growth agenda can be considered material; some elements of the agenda have also been formalised through secondary legislative arrangements associated with the Localism Act [Ref. 6.5].

The Development Plan

- 6.33 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that the determination of a planning application must be made in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises the following:

- Saved policies of the Liverpool Unitary Development Plan (2002) [Ref. 6.1], and
- Joint Merseyside and Halton Waste Local Plan (2013) [Ref. 6.2].

Liverpool Unitary Development Plan (adopted November 2002) [Ref. 6.1]

- 6.34 Liverpool City Council adopted its Unitary Development Plan (UDP) in November 2002 and intended to cover the period up to 2011. The plan was prepared under the Town and Country Planning Act 1990 and, for the purposes of the Framework, is not up-to-date. Notwithstanding, the majority of its policies have been saved until replaced by the emerging Liverpool Local Plan.

Vision and Aims

- 6.35 The UDP is underpinned by three major themes: economic regeneration, environmental improvement and reduction of inequality.
- 6.36 Those themes underpin the general, strategic criteria-based policies of the UDP, including reversing the decline in economic activity (GEN1), preserving and enhancing historically and architecturally important buildings (GEN3), promoting a good quality of living environment (GEN4) and promoting the recycling of land for productive use through the treatment of vacant, derelict and underused land (GEN8).

Green Wedge and Open Space

- 6.37 Policy OE3 (Green Wedge) states that LCC will protect and improve the open character, landscape, recreational and ecological quality of the Green Wedges at Calderstones / Woolton and Otterspool by resisting new development that *“would affect the predominantly open character of the Green Wedges or reduce the physical separation between existing built up areas”*.
- 6.38 Where new built development is permitted within the Green Wedges, the Council will require that such development:
- Has regard to the openness of the Green Wedge and the purposes of including land within it

- Should be in accordance with the criteria set down in Policy HD18 and, in particular, uses materials and built forms sympathetic to the character of the area
- Retains existing vegetation and special site features where appropriate, and
- Provides and maintains a high standard of landscaping.

6.39 Policy OE11 (Protection of Green Space) affords a general level of protection to all designated green space across the City. It seeks to protect the amenity value of the City's green space and takes a protective stance, which necessitates the consideration of any development proposals against a number of criteria, the combination of which together form the green space's 'amenity' value. The four criteria comprise the recreational function and visual amenity value of the site, its relationship to adjoining green spaces and any inherent nature conservation value that the site may have.

6.40 Policy OE12 (Enhancement of Green Space) states that the Council will seek to enhance the overall stock of publicly accessible green space by improving the quality and management of existing parks, playing fields, golf courses and cemeteries; pursuing opportunities for new recreational provision in areas of local open space deficiency; and providing new parks as identified on the Proposals Map.

Housing

6.41 Strategic Policy GEN4 (Housing) aims to promote a good quality living environment for all Liverpool's residents by improving the living environment of existing housing areas and considering carefully the design and layout of new housing developments.

6.42 Policy H1 (The Provision of Land for New Housing) sets out a target to make provision for at least 23,100 dwellings between April 1986 and March 2001. The supporting text confirms that this level of provision is largely driven by a need to replace dwellings to be demolished, with only a small number of new dwellings (c. 3,300) to meet the needs of new households in the city.

6.43 Policy H5 (New Residential Development) confirms that proposals for new residential development will be granted where:

- (i) The density, design and layout respects the character of the surrounding area, and maintains levels of privacy and amenity for existing and future residents, and
- (ii) The highway and parking provision ensures a safe, attractive, convenient and nuisance-free highway environment for pedestrians, cyclists and drivers.

6.44 Proposals should also comply with the provisions of Policy HD18 (General Design Requirements) and Policy OE14 (Provision of New Open Space).

Heritage Policies

6.45 The UDP seeks to protect and enhance the built environment of the City by, *inter alia*, preserving and enhancing historically and architecturally important buildings and areas and, where appropriate, improving them through the leveraging of available funds (Policy GEN3). This policy is consistent with relevant paragraphs of the Framework and can, therefore, be afforded material weight when determining planning applications.

- 6.46 Policy HD5 (Development Affecting the Setting of a Listed Building) confirms that planning permission will only be granted for development affecting the setting of a listed building, where it preserves the setting and important views of the building. Where appropriate, this will include control over the design and siting of new development, control over the use of adjacent land, and the preservation of trees and landscape features.
- 6.47 Policy HD5 is not wholly consistent with policy contained in the Framework and guidance prepared by Historic England (previously known as English Heritage). Further detailed commentary on this matter is set out in the Heritage Statement.

Design

- 6.48 Policies GEN3 (Heritage and Design in the Built Environment) and HD18 (General Design Requirements) require new development to secure a high quality of design and landscaping. New development should relate well to its locality and include characteristics of local distinctiveness in terms of design, layout and materials; ensure that there is no severe loss of amenity or privacy to adjacent residents; make adequate arrangements for the storage and collection of refuse within the site; and provide adequate arrangements for pedestrian and vehicular access and for car parking.
- 6.49 Policy HD19 (Access for All) seeks to ensure that new development is fully accessible for everyone, including disabled people.
- 6.50 Policy HD20 (Crime Prevention) seeks to ensure that new development creates an attractive environment which is safe and secure by incorporating measures which reflect the need to make proper provision for personal safety and crime prevention.
- 6.51 Policy HD21 (Energy Conservation) seeks to minimise the overall demand for energy arising from new development by encouraging proposals to take account of the need for energy sensitive siting, orientation and layout in the design of new developments.
- 6.52 Policy OE5 (Protection of Nature Conservation Sites and Features) requires that new development protects the nature conservation interest of open land and the water environment in the City.
- 6.53 Policy OE7 (Habitat Creation and Enhancement) seeks to ensure that development proposals incorporate landscaping undertaken in an ecologically sensitive manner in order to enhance nature conservation interest.
- 6.54 Policy OE17 (The Recreational Routes Network) encourages developers to seek to retain existing Public Rights of Way and / or recreational routes within proposals, unless an acceptable and equivalent alternative can be provided.

Environment

- 6.55 Policy EP13 seeks to ensure that new development would not be at direct unacceptable risk from flooding or be likely to increase the risk of flooding elsewhere.
- 6.56 Policy HD22 (Existing Trees and Landscaping) seeks to retain key ecological and natural site features, such as trees, hedges, walls and ponds within development proposals and secure protection measures during construction.

- 6.57 Policy HD23 (New Trees and Landscaping) that development proposals make proper provision for the planting and successful growth of new trees and landscaping, including any replacement planting provided as compensation for the loss of any trees due to development.
- 6.58 Policy EP11 (Pollution) requires that new development does not create unacceptable air, water, noise or other pollution or nuisance or adversely affect the quality or supply of surface water or groundwater.
- 6.59 Policy GEN8 (Environmental Protection) requires new development to secure the efficient disposal of waste and encourage recycling, reclamation and reuse of waste, wherever possible.

Joint Merseyside and Halton Waste Local Plan (adopted July 2013) [Ref. 6.2]

- 6.60 The Joint Merseyside and Halton Waste Local Plan was adopted on 18 July 2013 and contains a number of general policies that are relevant to most forms of development.
- 6.61 Policy WM8 (Waste Prevention and Resource Management) seeks to ensure that any new development implements measures to achieve the efficient use of resources, taking particular account of construction and demolition methods, designing out waste and the use of waste audits or site waste management plans, where applicable.
- 6.62 Policy WM9 (Sustainable Waste Management Design and Layout for New Development) seeks to ensure that the design and layout of new built development provides measures to facilitate the collection and storage of waste and sufficient access to enable waste and recyclable materials to be easily collected and the accommodation of home composting in dwellings with individual gardens.

References

- 6.1 Liverpool City Council (2002), Liverpool Unitary Development Plan
- 6.2 Halton Council, Knowsley Council, Liverpool City Council, Sefton Council, St. Helens Council and Wirral Council (2013), Joint Merseyside and Halton Waste Local Plan
- 6.3 HMSO (2011) Town and Country Planning (Environmental Impact Assessment) Regulations 2011
- 6.4 DCLG (2012), National Planning Policy Framework
- 6.5 DCLG (2011), Localism Act (2011)
- 6.6 DCLG (2011), Ministerial Statement: Planning for Growth (March 2011)

7. Built Heritage

Introduction

- 7.1 This Chapter assesses the impact of the Proposed Development on the above ground historic built assets of the Assessment Site and the surrounding area.
- 7.2 This Chapter should be read in conjunction with the Heritage Statement at **Appendix 7.1**, which provides an analysis of the significance and setting of the heritage assets within approximately 500 metres of the Assessment Site (the Study Area) and assesses the impact of the Proposed Development.

Purpose of the Assessment

Methodology

- 7.3 All designated and non-designated above ground heritage assets, both within the Assessment Site and approximately 500 metres of its boundary have been identified and the effect of the Proposed Development on those assets has been assessed for both the construction and operational phases of development. The aim of the assessment is to:
- Identify known designated and non-designated heritage assets that may be affected by the Proposed Development and evaluate their significance;
 - Outline any likely environmental effects of the Proposed Development and the heritage asset receptors, likely to be affected, assessing the magnitude of impacts;
 - Assess the effects of the Proposed Development upon those heritage asset receptors, categorising the scale of effect against significance;
 - Identify, where relevant, any mitigation measures and assess the likely residual impact after such mitigation on the identified heritage asset receptors; and
 - Carry out an overall assessment of the cumulative impact of the Proposed Development in association with other schemes, on the overall heritage significance of the heritage assets.
- 7.4 The development would result in only one direct impact on a designated heritage asset, relating to the curtilage listed boundary wall of the grade II* listed Allerton Priory. All other impacts would be indirect and the focus of this assessment is on the impact of the Proposed Development upon the setting of the identified heritage assets. In this respect setting is not a heritage designation, rather its importance lies in what it contributes to the significance of the identified heritage assets within the Study Area. Therefore, in assessing heritage significance, the contribution of setting has been taken into account, including any contribution made by the Assessment Site.
- 7.5 The assessment has been carried out in accordance with the statutory duties of The Planning (Listed Buildings and Conservation Areas) Act 1990 and the National Planning

Policy Framework (NPPF). The assessment of construction and operational effects is based upon the methodology set out the DMRB Volume 11 (2008) [Ref. 7.1] and is also informed by the Historic England Guidance: Seeing the History in the View: A Method for Assessing Heritage Significance within Views (2011) [Ref. 7.2].

- 7.6 The baseline assessment has been undertaken using a combination of desk-based study, research and fieldwork to identify and assess the heritage significance of the designated and non-designated heritage asset receptors.

Legislative Framework

Legislation: Statutory Duty (1990 Act)

- 7.7 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places a 'statutory duty' on decision makers, stating that:

"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" (Section 66, Ref. 7.3).

- 7.8 The concept of 'preserve' has been interpreted through case law to mean 'to cause no harm'.

National Planning Policy: The National Planning Policy Framework, 2012

- 7.9 The National Planning Policy Framework (NPPF) [Ref. 7.4] was published in March 2012. Chapter 12 outlines the Government's guidance regarding the conservation and enhancement of the historic environment.
- 7.10 Paragraph 128 of the NPPF outlines the information required to support planning applications affecting heritage assets, stating that applicants should provide a description of the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on their significance.
- 7.11 Paragraph 129 confirms that local planning authorities should take into account that description of significance in determining the application, and states that:
- 'Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal... They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal'* (Para 129, Ref. 7.4).
- 7.12 Paragraph 131 elaborates that local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.

7.13 Paragraph 132 requires that, when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation and the more important the asset, the greater that weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss requires clear and convincing justification. It is noted that substantial harm to or loss of a grade II listed building should be exceptional and substantial harm to, or loss of designated heritage assets of the highest significance should be '*wholly exceptional*'.

7.14 Paragraph 133 states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm and or loss is necessary to achieve substantial 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 benefit of bringing the site back into use" (Para 133, Ref. 7.4).

7.15 Paragraph 134 requires 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.

7.16 Paragraph 135 confirms that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. It also states the following:

"In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset" (Para 135, Ref. 7.4).

Setting

7.17 Paragraph 137 requires local planning authorities to look for opportunities for new development within the setting of heritage assets to better reveal their significance. With respect to setting, the policy notes that 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. The setting of a heritage asset is defined by the NPPF 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 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 (Glossary, Ref. 7.4).

Consideration of ‘Harm’

- 7.18 The statutory duty to have special regard to the desirability of preserving the special interest and setting of a listed building is a matter which should be accorded considerable importance and weight. The presumption is therefore that development proposals should not give rise to harm to the special interest of a listed building.
- 7.19 In the event that harm is perceived to arise from proposals, the NPPF provides a policy framework at paragraphs 133 and 134 within which such harm can then be weighed against substantial public benefits (133) or the public benefits of the proposal (134) bearing in mind the considerable weight to be attached to the statutory duty.
- 7.20 The National Planning Practice Guide (NPPG), published in March 2014, provides guidance on how to assess if there is substantial harm. This states:

“What matters in assessing if a proposal causes substantial harm is the impact on the significance of the asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset’s physical presence, but also from its setting.

Whether a proposal causes substantial harm will be a judgement for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset’s significance rather than the scale of the development that is to be addressed. The harm may arise from works to the asset or from development within its setting.” (NPPG, Ref. 7.5).

Local Planning Policy

Saved Policies of the Liverpool Unitary Development Plan (UDP) (2002) [Ref. 7.6]

- 7.21 Policy HD5 relates to development in the setting of Listed Buildings and states:
- “Planning permission will only be granted for development affecting the setting of a listed building, which preserves the setting and important views of the building. This will include, where appropriate:*
- (i) control over the design and siting of new development;*
 - (ii) control over the use of adjacent land; and*
 - (iii) the preservation of trees and landscape features.”*
- 7.22 Policy HD4 relates to proposals to alter listed buildings, and states:
- “Consent will not be granted for:*

- (i) *extensions, external or internal alterations to, or change of use of, or any other works to a listed building that would adversely affects its architectural or historic character;*
- (ii) *applications for extensions, alterations to, or the change of use of, a listed building that are not accompanied by the full information necessary to assess the impact of the proposals on the building; and*
- (iii) *Any works which are not of a high standard of design in terms of form, scale, detailing and materials."*

7.23 Policy HD15 relates to Historic Parks, Gardens and Cemeteries and states:

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

- (i) *prepare strategies for their management and maintenance;*
- (ii) *seek funding from all available sources for their restoration, repair and enhancement, and*
- (iii) *provide advice and information to promote their greater use and encourage understanding and interest.*

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

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

Guidance

Good Practice Advice Note 3: The Setting of Heritage Assets, Historic England (March 2015) [Ref. 7.7]

7.24 The document provides Historic England's guidance on managing change within the setting of heritage assets. The guidance makes clear at paragraph 9 that setting is not a heritage asset, nor a heritage designation, rather its importance lies in what it contributes to the significance of the relevant heritage asset itself. The guidance sets out the need for a systematic and staged approach to assessing the impact of development proposals in the setting of a heritage asset. It confirms that such assessment should be based on an understanding of the significance of the heritage assets affected and then

the contribution of setting to that significance. Guidance is provided on what potential attributes of setting may or may not make a contribution to the significance of a heritage asset, noting that in any one instance a limited selection of the attributes will be of particular relevance to an asset. These attributes can comprise:

- the asset's physical surroundings;
- appreciation of the asset;
- an asset's associative relationships with other heritage assets.

- 7.25 When assessing the effect of a proposed development on the significance of a heritage asset through effects on setting, matters of location and siting of development; the form and appearance of development; additional effects; and, permanence are highlighted [Ref. 7.7].

National Planning Practice Guidance (2014) [Ref. 7.5]

- 7.26 Whilst not planning policy the Planning Practice Guidance provides a clear indication of the Government's approach to the application of national policy contained in the NPPF [Ref. 7.4].

Principles of Selection for Listing Buildings, Department for Culture, Media and Sport (2011) [Ref. 7.8]

- 7.27 This guidance sets out the general principles applied when deciding whether a building is of special architectural or historic interest and provides a useful framework for assessing and understanding significance of such designated heritage assets [Ref. 7.7].

Seeing the History in the View, Historic England (2011) [Ref. 7.2]

- 7.28 This guidance was issued in May 2011 and explains how Historic England intends to systematically and consistently assess the historical significance of views. It is the most recent Historic England guidance to include advice and details on a methodology for assessing significance and impact within views analysis. A series of tables or matrices are set out in section B of the document to assist in: the identification of the importance of the assets and the view, assessing the magnitude of the impact on the assets, and, determining the overall impact [Ref. 7.2].

Conservation Principles: Policies and Guidance, Historic England (2008) [Ref. 7.9]

- 7.29 This guidance document sets out Historic England's approach to making decisions and offering guidance about all aspects of England's historic environment. The contribution of elements of a heritage asset to its significance may be assessed in terms of its "heritage values" [Ref. 7.9].

Assessment Methodology

Study Area

- 7.30 Baseline information has been obtained for the Assessment Site and the surrounding area within a 500 metre radius (the 'Study Area'). The Study Area and identified heritage assets are shown on the Heritage Asset Plan included at **Appendix 7.2**.

7.31 In order to identify an appropriate Study Area, a number of different factors have been considered, including:

- The nature and extent of the Proposed Development
- The proximity of built heritage assets to the Assessment Site
- The degree of inter-visibility between built heritage assets and the Assessment Site
- The sensitivity of relevant built heritage assets and their setting

7.32 In considering these factors, it has been necessary to take into account documentary sources to identify built heritage assets in the vicinity of the Assessment Site. This desk based work has been supplemented by the findings of detailed site visits.

Survey and Data Sources

7.33 Baseline information has been compiled from the following sources:

- National Heritage List for England (Historic England)
- Merseyside Historic Environment Record
- Historic Ordnance Survey Mapping
- Detailed visual site inspection
- Other published sources of information are referred to where relevant

Assumptions and Limitations

7.34 Outline planning permission is sought at this stage, with detailed approval sought for the means of access into the Assessment Site. A separate application for Listed Building Consent has also been submitted with respect to the access arrangements. The detailed design of the Proposed Development will be addressed through the subsequent reserved matters applications.

Significance Criteria

7.35 In the absence of specific prescribed criteria for establishing the relative value or importance of designated heritage asset receptors, guidance on ascribing value has been taken from the DMRB Volume 11 (2008) [REF.7.1]. Our approach is informed by an understanding of the significance of the identified heritage assets and the contribution of elements of their setting to that significance. Guidance on assessing the value and importance of heritage significance in views is taken from the Historic England guidance.

7.36 The following table is taken from the DMRB Volume 11 guidance [Ref. 7.1].

Table 7.1: Value / Importance of Individual Heritage Assets

Value/Importance	Definition
Very High	Very high importance and rarity, international scale and very limited potential for substitution, for example a World Heritage Site.
High	<p>High importance and rarity, national scale, and limited potential for substitution, for example a grade I or II* listed building, scheduled monument, grade I or II* registered park and garden or historic battlefield.</p> <p>In relation to views the asset is a central focus of the view and its significance is well represented in the view. The Viewing Place (and/or Assessment Point) is a good place to view the asset or the only place from which to view that particular asset.</p>
Medium	<p>High or medium importance and rarity, regional scale, limited potential for substitution. For example, a grade II listed building, grade II registered park and garden or conservation area.</p> <p>The Viewing Place (and/or Assessment Point) is a good place to view the asset and may be the only place from which to view that particular asset. The asset may also be a World Heritage Site, grade I or II* listed building, scheduled monument, grade I or II* historic park and garden or historic battlefield which does not form a main focus of a view but whose significance is still well represented in the view. In this case the Viewing Place (and/or Assessment Point) may be a good, but not the best or only place to view the heritage asset.</p>
Low	<p>Low or medium importance and rarity, local scale. For example, a locally listed building or locally identified heritage resource.</p> <p>The asset may be a central focus of a view and its significance is well represented in a view.</p> <p>The asset may also be a grade II listed building, grade II historic park and garden, conservation area, locally listed building or other locally identified heritage resource which does not form a main focus of a view but whose significance is still well represented in the view. In this case the Viewing Place (and/or Assessment Point) may not be the best or only place to view the heritage asset.</p>
Negligible	Very low importance and rarity, local scale.

7.37 The sensitivity of the designated heritage asset is defined on the basis of the above table, informed by an understanding of the significance, in terms of the special

architectural and historic interest of the identified designated heritage assets and the contribution of setting to that significance.

- 7.38 The magnitude of impact in terms of scale, position in a view or design is described in accordance with **Table 7.2**, and is taken from the DMRB Volume 11(2008) methodology [Ref. 7.1].

Table 7.2: The Magnitude of the Impact of Proposals on Heritage

Magnitude of Impact	Definition
Major beneficial	Large scale or major improvement or resource quality; extensive restoration or enhancement; major improvement of attribute quality.
Moderate beneficial	Benefit to, or addition of, one (maybe more) key characteristics, features or elements; improvement of attribute quality.
Minor beneficial	Minor benefit to, or addition of, one (maybe more) key characteristics, features or elements; some beneficial impact on attribute or a reduced risk of negative impact occurring.
Negligible beneficial	Very minor benefit to or positive addition of one or more characteristics, features or elements.
No change	No loss or alteration of characteristics, features or elements; no observable impact in either direction.
Negligible adverse	Very minor loss or detrimental alteration to one or more characteristics, features or elements.
Minor adverse	Some measurable change in attributes, quality or vulnerability; minor loss of, or alteration to, one (maybe more) key characteristics, features or elements.
Moderate adverse	Loss of resource, but not adversely affecting the integrity; partial loss of / damage to key characteristics, features or elements.
Major adverse	Loss of resource and / or quality and integrity of resource; severe damage to key characteristics, features or elements.

- 7.39 The magnitude of impact is assessed against the value and importance of the heritage asset based on the matrix below (**Table 7.3**) from the DMRB Volume 11 (2008) [Ref. 7.1].

Table 7.3: Magnitude of Impact against Value

Value / Importance of Asset	Magnitude of Impact				
	No change	Negligible	Minor	Modest	Major
Very High	Neutral	Slight	Moderate or Large	Large or Very Large	Very Large
High	Neutral	Slight	Slight or Moderate	Moderate or Large	Large or Very Large
Medium	Neutral	Neutral or Slight	Slight	Moderate	Moderate or Large
Low	Neutral	Neutral or Slight	Neutral or Slight	Slight	Slight or Moderate
Negligible	Neutral	Neutral	Neutral or Slight	Neutral or Slight	Slight

7.40 The DMRB Volume 11 (2008) [Ref. 7.1] guidance defines the significance of the effect categories as set out in **Table 7.4**.

Table 7.4: Descriptors of the Significance of Effect Categories

Significance Category	Typical Descriptors of Effect
Very Large	Only adverse effects are normally assigned this level of significance. They represent key factors in the decision-making process. These effects are generally, but not exclusively, associated with sites or features of international, national or regional importance that are likely to suffer a most damaging impact and loss of resource integrity. However, a major change in a site or feature of local importance may also enter this category.
Large	These beneficial or adverse effects are considered to be very important considerations and are likely to be material in the decision-making process.
Moderate	These beneficial or adverse effects may be important, but are not likely to be key decision-making factors. The cumulative effects of such factors may influence decision-making if they lead to an increase in the overall effect on a particular resource or receptor.
Slight	These beneficial or adverse effects may be raised as local factors. They are unlikely to be critical in the decision-making process, but are important in enhancing the subsequent design of the project.
Neutral	No effects or those that are beneath levels of perception, within normal bounds of variation or within the margin of forecasting error.

Baseline Conditions

General History and Development

- 7.41 The Yates Plan of 1786 illustrates an avenue of trees extending north from Allerton Hall, to the south of the Assessment Site, across the Site towards an obelisk, located in the area currently occupied by Allerton Golf Course. The Assessment Site was otherwise undeveloped at that time.
- 7.42 In 1806 William Roscoe, of Allerton Hall, sold the land now associated with Allerton Priory and the surrounding area to William Calton Ruston, a Liverpool Merchant who built the first house, a short distance to the north of the current Priory (in some sources this house is recorded as 'Allerton Lodge'). In 1832 the house and grounds were sold to Theodore Woolman Rathbone and he in turn sold part of the land in the 1840s to Sir Hardman Earle; this became the Allerton Tower estate.
- 7.43 In 1866 the original house was acquired by John Grant Morris, a colliery proprietor, who demolished the building and built the present Allerton Priory. It was designed by the highly prominent architect Alfred Waterhouse and built in 1867-70. Alfred Waterhouse also designed the present Allerton Lodge building to the west¹.
- 7.44 In 1915 a residential school for 'special educational needs' girls was established at the Priory by the House of Providence and Convent, Sisters of the Sacred Hearts of Jesus and Mary and they remained there until 1986, it was then purchased by a Danny Mulholland and run as a nursing home from 1994-5. In 2000 permission was granted for the building to be converted for residential use alongside the conversion of the coach house and construction of 'enabling' residential units to the northeast of the Priory.

¹ Buildings of Liverpool, Liverpool Heritage Bureau 1978

Map Regression

1786 Yates Map

Figure 7.1: Yates 1786 Map



- 7.45 Allerton Hall is identified on the 1786 Yates map (**Figure 7.1**) and two tree lined avenues associated with the Hall can clearly be identified. A route to the north-west of the Hall terminates with an 'obelisk'. Both Allerton Hall and the obelisk remain extant in the landscape today although they are visually separated by the mature tree planting associated with the Hall, Priory and golf course to the north, and no evidence exists of the tree lined avenue that extended across the area towards the obelisk. This map predates the construction of Allerton Priory, and the surrounding area remains largely undeveloped.

1800-1849

Figure 7.2: Allerton Priory circa 1800 – Liverpool Archives



Figure 7.3: 1839 Tithe Map (Allerton Priory identified)

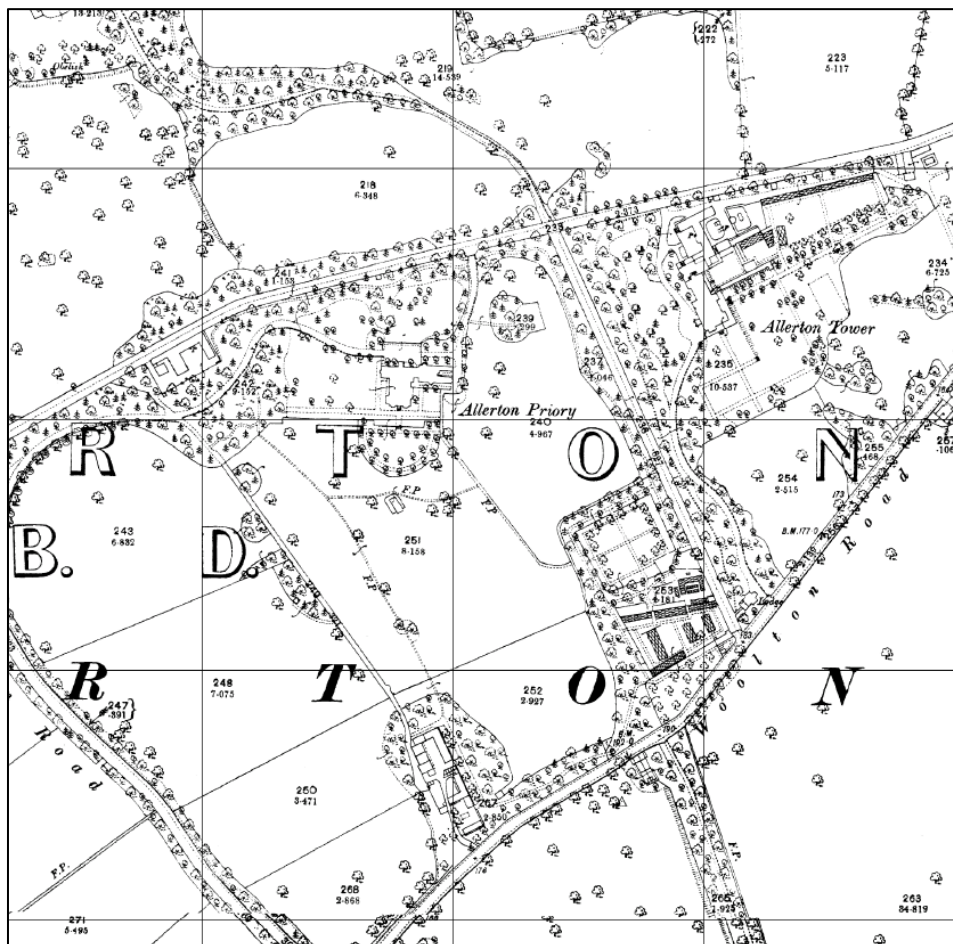


- 7.46 **Figure 7.2** shows a lithograph image by I Shaw of the previous Allerton Priory building circa 1800.
- 7.47 The Tithe Map at **Figure 7.3** dates to 1839 and shows the former Allerton Priory building prior to its demolition. A lodge building is identifiable adjacent to the Allerton Road, which appears to be enclosed by trees.
- 7.48 The wider grounds of the house incorporate several field boundaries, indicating a likely agricultural use. A small defined area of trees is located centrally in the grounds and a thick belt of trees has been established to the northern, eastern and southern boundaries of the Priory grounds. To the west a tree belt is illustrated on the western side of Allerton Road, rather than within the boundary of the Priory grounds. A 'home farm' is located towards the southern boundary of the grounds and is largely enclosed by trees. A separate enclosure has been formed to the south-eastern corner of the Priory grounds, which was also enclosed by tree belts.
- 7.49 The 1849 OS Map at **Figure 7.4** also identifies the wider parkland as defined by field boundaries, and shows the routes of paths crossing the site. The defined areas of trees remain and there has been some extension to the garden area to the southeast. The wider estate appears to comprise an agricultural landscape rather than either formal or informal parkland that had been designed in conjunction with the original Priory. The belt of trees to the west of the Priory, forming part of the northern boundary to the grounds is illustrated as a straight formal avenue of trees, in contrast to the thick woodland belt illustrated by the 1839 Tithe Map. In this respect the cartographic style of the trees illustrated through the map regression in association with the driveway to the Priory is largely inconclusive and it is not possible to definitively state whether this, and the subsequent curved alignment of the drive, were enclosed with a formal avenue of trees or a more informal arrangement.

contemporary landscapes, illustrated on plans of a similar era for example in Sefton Park and Birkenhead Park which incorporate formal avenues of trees; appear to differ from that represented at Allerton Priory. The extent of planting shown on the plans potentially indicates that views to the south from the drive would have been heavily filtered or glimpsed. The curved alignment of the drive would have accentuated the enclosed character of the route and the narrow carriageway would have been further enclosed by the tree canopy.

- 7.54 The enclosed area to the south-east corner of the estate, now occupied by the Leonard Cheshire care home, has been expanded to the north and accounted for almost half of the eastern boundary of the Priory estate.
- 7.55 Beyond the changes identified above, the grounds remain as they appeared before the construction of the present Priory, suggesting that the building was inserted into the pre-existing landscape. The field boundaries remain unchanged and footpath routes also remain across the site.

Figure 7.5: Ordnance Survey Map 1893



1900- Present day

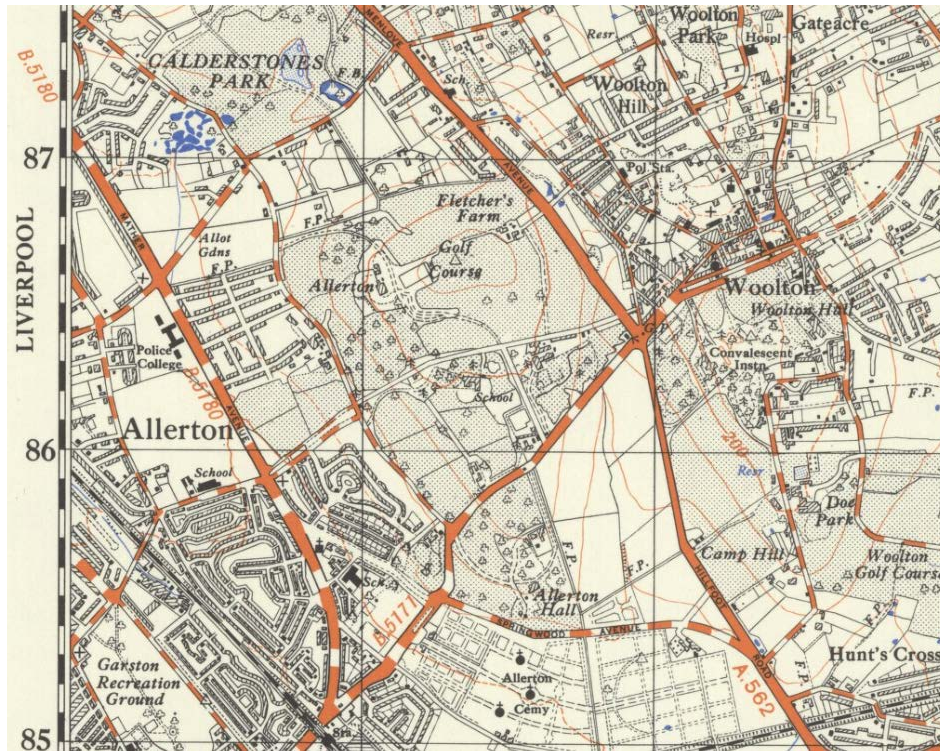
The Priory

- 7.56 The use of the building for a school is identified on the 1936 map at **Figure 7.6**. An additional extension to the Priory was built to the east which extends the domestic wing to the south. This is visible in the 1936 map along with ancillary buildings.
- 7.57 The priory was redeveloped for residential use in the early C21st at which time an enabling development of residential units was built to the north east of the building and alterations were made to the C20th extension to the east. The aerial images at **Figures 7.10 and 7.11** show modifications to the eastern wing of the Priory and the new residential development constructed at that time. The enabling development was brought forward to support the viability of repairing and converting the Priory. That scheme resulted in the fragmentation of the estate and therefore failed to satisfy one of the key principles of enabling development policy.
- 7.58 The residential application was accompanied by a Landscape Management Plan, prepared in 2000. That Plan was not legally attached to the planning approval for the enabling development and following the conversion of the Priory the land comprising the current Assessment Site was sold, the original estate was fragmented and the Landscape Management Plan was not implemented. The Assessment Site remains in separate ownership and the opportunity to secure a long term management solution for the wider grounds in association with the Priory has been lost.

Priory Grounds

- 7.59 The Assessment Site remained defined by field boundaries as clearly shown on the 1936 Map. However, at some point whilst in use as a school, the field boundaries were removed and the grounds of the house were laid out for use as sports pitches, changing the character and function of the space. The former location of the pitches can be identified in residual markings on the ground on the 2000 aerial image (**Figure 7.9**). The aerial image from 2000 also confirms the gradual maturing of the woodland belts within the grounds. For example the chain of small separate clumps of trees, that extended south on the line of the track linking the home farm with the new driveway to the Priory, that are identifiable on the 1936 OS Plan, had grown into a single linear belt of trees by 2000. The trees are substantial in nature and effectively screen the north-western part of the Assessment Site from the Priory.
- 7.60 The 2015 aerial image (**Figure 7.11**) shows the increasing density of tree coverage immediately to the south of the Priory and the increased height of the trees, when compared with the 2000 image (**Figure 7.9**). The impact of the tree cover has been to further screen the Priory from the open space of the Assessment Site. The screening effect is such that during the summer only the top of the Priory tower roof is visible from isolated locations within the wider grounds and during winter months the tree cover heavily filters views towards the Priory, largely obscuring the building. In this context the Priory no longer forms a dominant landmark to be enjoyed from the wider grounds.
- 7.61 It is apparent from the series of aerial images that the grounds were not conceived as a 'designed landscape' as such, and have gradually evolved from the enclosed

Figure 7.7: Ordnance Survey 1951 Map



(Source: <http://maps.nls.uk/view/91791800>)

Figure 7.8: Aerial Image 2015 – Bing Maps



Figure 7.9: Aerial Image – 2000 – the historical locations of sports pitches can be identified to the grounds, in particular to the central west and east of the image.



Figure 7.10: Google Earth Image 2000



Figure 7.11: Aerial Image 2015 – Google



- 7.64 The aerial images at **Figures 7.10 and 7.11** respectively illustrate the extent of tree growth between 2000 and 2015 and emphasise the impact on the visibility of the Priory, and views from it, and the lost opportunity to secure a long term management arrangement for the former grounds of the Priory.

Baseline Survey Information

- 7.65 The south-western and south-eastern boundaries of the Assessment Site are formed by the former boundary wall of Allerton Priory, which is located outside of the north-eastern corner of the Site. During pre-application consultations with the local planning authority the boundary wall has been identified as a curtilage listed structure. However, other than the boundary wall the Assessment Site does not include any designated heritage assets.
- 7.66 In accordance with Historic England Guidance: “Managing Significance in Decision Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning:2” March 2015) [Ref. 7.10] four above ground structures have been assessed as non-designated heritage assets of architectural or historic interest within 500 metres of the Assessment Site. None of those structures are located within the Assessment Site itself.
- 7.67 There are no World Heritage Sites, Scheduled Ancient Monuments or Registered Battlefields within the Assessment Site or Study Area.
- 7.68 The identified designated and non-designated heritage asset receptors within the Study Area are listed below, with a description of significance for each asset provided in the Heritage Statement attached in **Appendix 7.1**.

Listed Buildings

- 7.69 Fifteen listed buildings and structures, and the boundary wall to Allerton Priory, have been identified within the Study Area, comprising:

- Allerton Priory (Grade II*)
- Allerton Priory Boundary Wall (curtilage listed II*)
- Lodge to Allerton Priory (Grade II)
- Allerton Tower Orangery (Grade II)
- Laundry and Stables to Allerton Tower (Grade II)
- Lodge to Allerton Tower with adjoining gate piers (Grade II)
- Allerton Hall (Grade II*)
- North Gate Piers to Allerton Hall with connecting Walls and Railings (Grade II)
- Obelisk on Lawn to south-east of Allerton Golf Club (Grade II)
- New Heys (Grade II)
- Springwood Lodge (Grade II)
- St. Michael's Manor (formerly Springwood) (Grade II)
- Allerton Golf Club House (Grade II)
- Cleveley Cottage, former Stable block to Cleveley's and Hoarwithy Lodge (Grade II)
- The Cottage, Clarke Gardens (Grade II)
- Church of All Souls, including Church Hall, Boundary Wall and Gates (Grade II)

Registered Parks and Gardens

7.70 One Registered park and Garden has been identified within the Study Area, comprising:

- Allerton Cemetery (Grade II)

Non-designated Heritage Assets within the Study Area

7.71 The NPPF confirms that the term 'heritage asset' includes designated heritage assets and assets identified by the local planning authority (including local listing). Liverpool City Council does not currently maintain a list of locally interesting buildings. However, in accordance with the Historic England Good Practice Advice 2 [Ref. 7.10], the Merseyside Historic Environment Record has been consulted and four above ground buildings and structures have been identified:

- Priory Bungalow (MNE 4790)
- Elm Cottage (MNE 5101)
- Former coach house and stables to Allerton Priory (MNE 5094)

- World War II Pill Box (MNE 13872)

Predicted Significant Effects (The Assessment)

Assessment of Value / Importance of Heritage Assets (Summary)

- 7.72 A full assessment of the likely impact on the identified heritage assets as a result of the Proposed Development is set out in the Heritage Statement at **Appendix 7.1** and should be referred to alongside this chapter.
- 7.73 **Table 7.5** provides a summary of the value / importance of the relevant heritage assets. This is based on the methodology set out in **Table 7.1**.

Table 7.5: Summary of Value / Importance of Heritage Assets

Heritage Asset	Value / Importance
Allerton Priory (Grade II*)	High
Boundary Wall to Allerton Priory (Grade II* curtilage listed)	High
Lodge to Allerton Priory (Grade II)	Medium
Allerton Tower Orangery (Grade II)	Medium
Laundry and Stables to Allerton Tower (Grade II)	Medium
Lodge to Allerton Tower with adjoining Gate Piers (Grade II)	Medium
Allerton Hall (Grade II*)	High
North Gate Piers to Allerton Hall with connecting walls and railings (Grade II)	Medium
Obelisk on Lawn to south-east of Allerton Golf Club (Grade II)	Medium
New Heys (Grade II)	Medium
Springwood Lodge (Grade II)	
St. Michael's Manor (formerly Springwood) (Grade II)	Medium
Allerton Golf Club House (Grade II)	Medium
Cleveley Cottage, former Stables Block to Cleveley and Hoarwithy Lodge (Grade II)	Medium
The Cottage, Clarke Gardens (Grade II)	Medium
Church of All Souls, including Church Hall, boundary wall and Gates (Grade II)	Medium
Allerton Cemetery Registered Park and Garden (Grade II)	Medium
Priory Bungalow (HER)	Low
Elm Cottage (HER)	Low
Former Coach House and Stables to Allerton Priory (HER)	Low
World War II Pill Box (HER)	Low

Assessment of Likely Effects

- 7.74 Using the guidance set out in **Tables 7.1, 7.2 and 7.3**, the magnitude of impact during the construction and operation phases of the development and the effect of this against the value of the asset has been assessed for each heritage asset.
- 7.75 The Proposed Development will have one direct impact upon a curtilage listed designated heritage asset. Within the context of the heritage assets identified within the Study Area the key consideration is therefore the effect of the Proposed Development on the significance of the identified assets, through development within their setting.

Identifying Harm

- 7.76 As well as identifying the likely significant effects the Proposed Development may have on built historic environment assets, it is also important to establish whether there is harm and to identify the level of harm that may be caused to an asset's significance. This can be identified by taking the asset's existing significance and applying the magnitude of change that will result from the Proposed Development.
- 7.77 Planning Practice Guidance (2014) states that it is the degree of harm to the asset's significance rather than the scale of the development that needs to be assessed. The NPPF identifies that the significance/value of a heritage asset can be harmed or lost by alteration or destruction of the asset or development within its setting.
- 7.78 The Framework makes a distinction between 'substantial harm' and 'less than substantial harm' at paragraphs 133 and 134; this only applies to designated heritage assets. Planning Practice Guidance (2014) states that "*substantial harm is a high test, so it may not arise in many cases*".
- 7.79 If the magnitude of impact to a designated heritage asset is high adverse, this is considered to be equivalent to 'substantial harm' (as referred to in the NPPF). If the magnitude of impact to a designated heritage asset is low to medium adverse, this is considered to constitute 'less than substantial harm'.
- 7.80 In determining the scale of any harm or loss in relation to the significance of a non-designated heritage asset, the NPPF states at paragraph 135 that a balanced judgement will be required, having regard to the scale of any harm or loss and the significance of the heritage asset.

Construction Phase: Short to Medium Term

- 7.81 As the construction period is temporary it is anticipated that there would be limited, non-permanent effects on the identified heritage assets arising from the construction phase. A phased construction programme will minimise the scale of effect, with the construction of the southern pod of housing starting once the northern and eastern pods are complete and a standard good practice construction management will be applied.
- 7.82 It is concluded that the construction phase of the Proposed Development will have an imperceptible magnitude of impact on the heritage assets identified, resulting in a neutral effect for each asset during the construction phase.

7.83 The assessment undertaken in **Table 7.6**, below, takes into consideration the standard construction mitigation measures set out at paragraph 7.81 above and is based on the approach set out in Table 7.3. The construction phase would be temporary and would only last for the duration of construction activity at the site. These effects can be mitigated through containment and management of the construction process, including implementation of a construction management plan, anticipated to be subject to an appropriate planning condition.

Table 7.6: Summary of Magnitude of Impact against Value – Construction Phase

Heritage Asset	Value	Magnitude of Impact	Magnitude of Impact against Value
Allerton Priory (Grade II*)	High	Minor	Slight or moderate
Boundary Wall to Allerton Priory (Grade II* curtilage listed)	High	Minor	Slight or moderate
Lodge to Allerton Priory (Grade II)	Medium	Minor	Slight
Allerton Tower Orangery (Grade II)	Medium	No Change	Neutral
Laundry and Stables to Allerton Tower (Grade II)	Medium	No Change	Neutral
Lodge to Allerton Tower with adjoining Gate Piers (Grade II)	Medium	No Change	Neutral
Allerton Hall (Grade II*)	High	No Change	Neutral
North Gate Piers to Allerton Hall with connecting walls and railings (Grade II)	Medium	No Change	Neutral
Obelisk on Lawn to south-east of Allerton Golf Club (Grade II)	Medium	No Change	Neutral
New Heys (Grade II)	Medium	No Change	Neutral
Springwood Lodge (Grade II)	Medium	No Change	Neutral
St. Michael's Manor (formerly Springwood) (Grade II)	Medium	No Change	Neutral
Allerton Golf Club House (Grade II)	Medium	No Change	Neutral
Cleveley Cottage, former stable block to Cleveley and	Medium	No Change	Neutral

Heritage Asset	Value	Magnitude of Impact	Magnitude of Impact against Value
Hoarwithy Lodge (Grade II)			
The Cottage, Clarke Gardens (Grade II)	Medium	No Change	Neutral
Church of All Souls, including Church Hall, boundary wall and Gates (Grade II)	Medium	No Change	Neutral
Allerton Cemetery Registered Park and Garden (Grade II)	Medium	No Change	Neutral
Priory Bungalow (HER)	Low	No Change	Neutral
Elm Cottage (HER)	Low	No Change	Neutral
Former Coach House and Stables to Allerton Priory (HER)	Low	No Change	Neutral
World War II Pill Box (HER)	Low	No Change	Neutral

Operational Phase: Long Term

- 7.84 An assessment of the effects of the Proposed Development on the significance of the identified heritage assets is set out in Section 5 of the Heritage Statement provided at **Appendix 7.1**. It is concluded, in the Heritage Statement, that there will be no impact upon the majority of the identified heritage assets having taken into consideration the significance and setting of those assets, their relative distance from the Assessment Site and the extent of intervening development and tree planting. The assessment of the permanent effects of the Proposed Development on built heritage features is summarised at **Table 7.7**.

Allerton Priory (Grade II* Listed)

- 7.85 The Proposed Development would not have a direct effect on the special architectural interest of the building or affect the value of the historic associations described in the Heritage Statement. In this regard the Proposed Development is considered to be compatible with those aspects of significance, which would be preserved.
- 7.86 The Proposed Development would involve change within the setting of Allerton Priory. The principal effects would be the development of the proposed houses within the former grounds of the Priory, to the south-west of the listed building, and the creation of a new access by forming an opening in the curtilage listed boundary wall that forms the Allerton Road boundary of the Assessment Site.
- 7.87 The former grounds have remained unused since an 'enabling development' secured the repair of the building, with its conversion to self-contained apartments, in 2000. At that time the Assessment Site was separated from the Priory, with only the access drive

and formal gardens immediately adjoining the house retained with the building. The former grounds have since become overgrown and the tree cover immediately to the south of the Priory has extended and thickened considerably.

- 7.88 It is considered unlikely that the Proposed Development would be visible from the gardens immediately adjoining the Priory, including important spaces such as the tennis lawn and parterre. The relationship between the Priory and the adjoining external spaces, described in the Heritage Statement, would therefore be preserved.
- 7.89 Glimpses of the Proposed Development would be visible from the access drive. However, the topography of the Assessment Site, towards the western end of the drive, would partially obscure views into the Proposed Development. The master plan indicates that the proposed houses would be set back from the access drive and a landscaped area of screen planting would be formed between the drive and the edge of the housing. This follows the landscape approach adopted for the proposed development of an equestrian centre on the site, which has extant planning permission. The drive is experienced as an enclosed space, under the canopy of mature trees and with a curved alignment that accentuates the sense of enclosure. The significance of the drive and its contribution to the setting and significance of the Priory is described in the attached Heritage Appraisal. The impact of glimpsed and filtered views of the Proposed Development, gained from the drive, would not affect the sequential relationship formed by the gate lodge, drive and approach to the Priory. The spatial typology would still be understood and its contribution to the significance of the Priory would be preserved.
- 7.90 The boundary tree belt, the significance of which is described in the attached Heritage Statement, would be retained. The significance of the tree belt in defining the former boundary of the Priory would be preserved. The proposed master plan has been orientated to emphasise the visual impact of the screening affect of the tree belt, several key vistas through the Proposed Development would be terminated by the trees to reinforce the contribution of the enclosed boundary to the significance of the Priory.
- 7.91 Heavily filtered glimpses of the Proposed Development may be gained from the upper floors of the Priory during winter months, through the tree cover immediately south of the building. However, during the summer it is highly unlikely that the Proposed Development would be visible from those parts of the building. The significance of long distance rooftop views from the Priory is described in the Heritage Statement. Parts of the southern and eastern areas of the master plan may be visible from the roof of the Priory, while the western part of the master plan, adjoining Allerton Road, is likely to be screened by mature tree cover. Views from the roof towards the Mersey and North Wales would not be affected and the significance of the long distance views would be preserved.
- 7.92 Glimpsed views of the top of the Priory tower, just projecting above the dense tree cover, can be gained from the southern edge of the Assessment Site. The south-western corner of the proposed master plan has been orientated to form an axis towards the tower. A substantial area of open space has also been incorporated into the master plan, which will also enable glimpsed views of the top of the tower to be maintained.
- 7.93 Therefore, while the Proposed Development would cause change within the setting of Allerton Priory, that change would be discrete to a specific aspect of setting that now

makes a minor contribution to the significance of the asset. The magnitude of impact against value would be slight or moderate and would be balanced by other heritage benefits, for example achieving public access to a site that has not previously been accessible and also securing the long term maintenance for features such as the boundary wall and tree belts on a site that is currently vacant.

- 7.94 The Proposed Development would incorporate a new opening in the boundary wall along Allerton Road. This would require the removal of some fabric from the curtilage listed structure. However, the wall would still be experienced as a long stone boundary, at a consistent height that reinforces its coherence as a boundary structure. In oblique, kinetic, views, the proposed opening would have little visual impact on the character of the wall, which is reinforced by the associated tree belt that dominates the eastern side of Allerton Road. The contribution of the boundary wall to the significance of Allerton Priory would be maintained.

Lodge to Allerton Priory (Grade II Listed)

- 7.95 The significance of the Lodge is described in the attached Heritage Statement. The Proposed Development would not have a direct affect on the special architectural interest or the value of the historic associations that contribute to its significance. Any impact would be indirect by causing change within its setting.
- 7.96 Whilst new buildings, in the northern edge of the master plan, would be partially visible behind the Lodge in views from Allerton Road, they would be set back from the Lodge and partly screened by the proposed landscape planting and landform between the eastern side of the Lodge and Proposed Development.
- 7.97 The Lodge would remain understood within the context of the access drive to Allerton Priory, the entrance gates and decorative wall and the long boundary wall that extends from the Lodge to enclose the eastern side of Allerton Road. The entrance lodge typology would still be evident in association with those elements and from the distinctive architectural style of the Lodge itself.
- 7.98 The Lodge would appear separate from the Proposed Development as a bespoke, purpose designed and sited building. The Proposed Development would cause a minor change to its setting; however the architectural and historic interest of the building would be sustained.

Allerton Tower Orangery (Grade II Listed)

- 7.99 In light of the separation distances, intervening development, the screening effect of the boundary tree planting to the former grounds of Allerton Priory and the topographical relationship with the Assessment Site, there would be no effect on the particular significance of the listed building, which would therefore be preserved. No potential effects have been identified as a result of the Proposed Development for this heritage asset.

Laundry and Stables to Allerton Tower (Grade II Listed)

- 7.100 In light of the separation distances, intervening development, the screening effect of the boundary tree planting to the former grounds of Allerton Priory and the topographical relationship with the Assessment Site, there would be no effect on the particular significance of the listed building, which would therefore be preserved. No potential

effects have been identified as a result of the Proposed Development for this heritage asset.

Lodge to Allerton Tower with adjoining Gate Piers (Grade II Listed)

- 7.101 In light of the separation distances, intervening development, the screening effect of the boundary tree planting to the former grounds of Allerton Priory and the topographical relationship with the Assessment Site, there would be no effect on the particular significance of the listed building, which would therefore be preserved. No potential effects have been identified as a result of the Proposed Development for this heritage asset.

Allerton Hall (Grade II* Listed)

- 7.102 In light of the separation distances, the screening effect of the boundary tree planting to the former grounds of Allerton Priory and the topographical relationship with the Assessment Site, there would be no effect on the particular significance of the listed building, which would therefore be preserved. No potential effects have been identified as a result of the Proposed Development for this heritage asset.

North Gate Piers to Allerton Hall with connecting walls and railings (Grade II Listed)

- 7.103 In light of the separation distances, the screening effect of the boundary tree planting to the former grounds of Allerton Priory and the topographical relationship with the Assessment Site, there would be no effect on the particular significance of the listed building, which would therefore be preserved. No potential effects have been identified as a result of the Proposed Development for this heritage asset.

Obelisk on Lawn to south-east of Allerton Golf Club (Grade II Listed)

- 7.104 In light of the separation distances, the screening effect of the boundary tree planting to the former grounds of Allerton Priory and the topographical relationship with the Assessment Site, there would be no effect on the particular significance of the listed building, which would therefore be preserved. No potential effects have been identified as a result of the Proposed Development for this heritage asset.

New Heys (Grade II Listed)

- 7.105 In light of the separation distance from the Assessment Site, the screening effect of the boundary tree planting to the former grounds of Allerton Priory and the orientation of Allerton Road, there would be no effect on the particular significance of the listed building, which would therefore be preserved. No potential effects have been identified as a result of the Proposed Development for this heritage asset.

Springwood Lodge (Grade II Listed)

- 7.106 In light of the separation distances, the screening effect of the boundary tree planting to the former grounds of Allerton Priory and the topographical relationship with the Assessment Site, there would be no effect on the particular significance of the listed building, which would therefore be preserved. No potential effects have been identified as a result of the Proposed Development for this heritage asset.

St. Michael's Manor (formerly Springwood) (Grade II Listed)

- 7.107 In light of the separation distances, the screening effect of the boundary tree planting to the former grounds of Allerton Priory and the topographical relationship with the

Assessment Site, there would be no effect on the particular significance of the listed building, which would therefore be preserved. No potential effects have been identified as a result of the Proposed Development for this heritage asset.

Allerton Golf Club House (Grade II Listed)

- 7.108 In light of the separation distances, the screening effect of the boundary tree planting to the former grounds of Allerton Priory and tree planting on the golf course and the topographical relationship with the Assessment Site, there would be no effect on the particular significance of the listed building, which would therefore be preserved. No potential effects have been identified as a result of the Proposed Development for this heritage asset.

Cleveley Cottage, former stable block to Cleveley and Hoarwithy Lodge (Grade II Listed)

- 7.109 In light of the separation distances, the screening effect of the boundary tree planting to the former grounds of Allerton Priory and the subtle changes in alignment of Allerton Road, there would be no effect on the particular significance of the listed building, which would therefore be preserved. No potential effects have been identified as a result of the Proposed Development for this heritage asset.

The Cottage, Clarke Gardens (Grade II Listed)

- 7.110 In light of the separation distances, the screening effect of the boundary tree planting to the former grounds of Allerton Priory and the topographical relationship with the Assessment Site, there would be no effect on the particular significance of the listed building, which would therefore be preserved. No potential effects have been identified as a result of the Proposed Development for this heritage asset.

Church of All Souls, including Church Hall, boundary wall and gates (Grade II Listed)

- 7.111 In light of the separation distances, intervening development, the screening effect of the boundary tree planting to the former grounds of Allerton Priory and the topographical relationship with the Assessment Site, there would be no effect on the particular significance of the listed building, which would therefore be preserved. No potential effects have been identified as a result of the Proposed Development for this heritage asset.

Allerton Cemetery (Grade II Registered Park and Garden)

- 7.112 In light of the separation distances, intervening development, the screening effect of the boundary tree planting to the former grounds of Allerton Priory and the topographical relationship with the Assessment Site, there would be no effect on the particular significance of the listed building, which would therefore be preserved. No potential effects have been identified as a result of the Proposed Development for this heritage asset.

Non-designated Heritage Assets

- 7.113 In light of the separation distances, intervening development, the screening effect of the boundary tree planting to the former grounds of Allerton Priory and the topographical relationship with the Assessment Site, there would be no effect on the particular significance of the listed building, which would therefore be preserved. No potential

effects have been identified as a result of the Proposed Development for this heritage asset.

Table 7.7: Summary of Magnitude of Impact against Value – Long Term

Heritage Asset	Value	Magnitude of Impact	Magnitude of Impact against Value
Allerton Priory (Grade II*)	High	Minor	Slight or Moderate
Boundary Wall to Allerton Priory (Grade II* curtilage listed)	High	Minor	Slight or Moderate
Lodge to Allerton Priory (Grade II)	Medium	Minor	Slight
Allerton Tower Orangery (Grade II)	Medium	No Change	Neutral
Laundry and Stables to Allerton Tower (Grade II)	Medium	No Change	Neutral
Lodge to Allerton Tower with adjoining Gate Piers (Grade II)	Medium	No Change	Neutral
Allerton Hall (Grade II*)	High	No Change	Neutral
North Gate Piers to Allerton Hall with connecting walls and railings (Grade II)	Medium	No Change	Neutral
Obelisk on Lawn to south-east of Allerton Golf Club (Grade II)	Medium	No Change	Neutral
New Heys	Medium	No Change	Neutral
Springwood Lodge	Medium	No Change	Neutral
St. Michael's Manor (formerly Springwood)	Medium	No Change	Neutral
Allerton Golf Club House	Medium	No Change	Neutral
Cleveley Cottage, former stable block to Cleveley and Hoarwithy Lodge	Medium	No Change	Neutral
The Cottage, Clarke Gardens	Medium	No Change	Neutral
Church of All Souls, including Church Hall, boundary wall	Medium	No Change	Neutral

Heritage Asset	Value	Magnitude of Impact	Magnitude of Impact against Value
and Gates			
Allerton Cemetery Registered Park and Garden (Grade II)	Medium	No Change	Neutral
Priory Bungalow (HER)	Low	No Change	Neutral
Elm Cottage (HER)	Low	No Change	Neutral
Former coach house and stables to Allerton Priory (HER)	Low	No Change	Neutral
World War II Pill Box (HER)	Low	No Change	Neutral

Scope of Mitigation

Construction

- 7.114 Construction mitigation measures in the form of the proposed Construction Management Plan and standard construction methods have already been taken into consideration in the assessment set out in Table 7.3.
- 7.115 No further mitigation measures are proposed.

Operation

- 7.116 A detailed assessment of the impact of the Proposed Development on the significance of the relevant heritage assets is provided in the attached Heritage Statement.
- 7.117 A series of mitigation measures are built into the proposed master plan, including:
- the specific approach adopted to the proposed siting of the houses, for instance providing a separation between the edge of the development and the access drive and Lodge to Allerton Priory,
 - the orientation of routes through the master plan, to emphasise the visual impact of the existing boundary tree belt,
 - the siting and orientation of open space and key aspects of the proposed landscaping.
- 7.118 The Assessment Site would also be brought back into active use, allowing public access to the former grounds of Allerton Priory for the first time. These measures have been taken into account in the assessment set out in Table 7.7.

Residual Effect Assessment

- 7.119 No further mitigation measures are proposed, therefore the residual effects of the Proposed Development remain as previously identified.

Monitoring

- 7.120 The Conservation Management Plan would include an appropriate monitoring programme during both construction and operational phases.

Cumulative Impacts

- 7.121 Cumulative effects are those that may result from the combination of past, present or future actions of existing or planned activities in a project's zone of influence. While a single activity may itself result in an insignificant impact, it may, when combined with other impacts (significant or insignificant) in the same geographic area and occurring at the same time, result in a cumulative effect that is significant.
- 7.122 The following development is a permitted and part implemented development within the vicinity of the Assessment Site:
- New Heys residential development to the north of Heath Road, to the north west of the Application Site.
- 7.123 The New Heys development is located to the north of the Assessment Site within a suburban area of development. It is largely screened from the Assessment Site by the subtle change in alignment of Allerton Road, intervening trees on the eastern side of Allerton Road and the established mature boundary tree planting that encloses the Application Site. The development is experienced as part of the wider Allerton context and the cumulative impact would be negligible.
- 7.124 The impact upon the significance of the heritage assets considered within this Chapter have been considered in light of the potential cumulative impacts resulting from the development referred to above. It is not considered that this development alters the conclusions reached in connection with the Proposed Development and the anticipated effects on heritage assets.

References

- 7.1 Highways Agency (2008), Design Manual for Roads and Bridges (DMRB) Volume 11
- 7.2 Historic England (2011), Seeing the History In The View: A Method For Assessing Heritage Significance Within Views
- 7.3 Planning (Listed Buildings and Conservation Areas) Act 1990
- 7.4 DCLG (2012), National Planning Policy Framework
- 7.5 DCLG (2014), National Planning Practice Guidance
- 7.6 Liverpool City Council (2002), Liverpool Unitary Development Plan (UDP)
- 7.7 Historic England (2015), Good Practice Advice Note 3: The Setting of Heritage Assets

- 7.8 DCMS (2011), Principles of Selection for Listing Buildings
- 7.9 Historic England (2008), Conservation Principles: Policies and Guidance
- 7.10 Historic England (2015), Good Practice Advice Note 2: Managing Significance in Decision Taking in the Historic Environment

8. Need for Development and Alternatives

- 8.1 This chapter of the ES describes the need for the Proposed Development and outlines the evolution of the current proposal. It also addresses the alternatives to the Proposed Development, including "no development" on the site.

Need for Development

- 8.2 The need for the delivery of housing in Allerton and Liverpool more generally, is supported by national and development plan policy. Chapter 6 of this ES identifies the relevant planning policy context in support of the Proposed Development and this is further considered in the Planning Statement.
- 8.3 As set out in the Planning Statement, the borough does not currently have a deliverable five year supply of housing land as required by Paragraph 47 of the National Planning Policy Framework ("the Framework") [Ref. 8.1]. In such circumstances, Paragraph 14 of the Framework states that planning permission for development should be granted unless the adverse impacts of doing so would significantly outweigh the benefits, or specific policies of the Framework indicate that development should be restricted.
- 8.4 In light of the above, further planning permissions for housing development are required to be granted in the City to deliver the spatial objectives, and allow LCC to meet the requirements of the Framework.
- 8.5 The site is immediately available for development now. As confirmed in this ES and other supporting reports to the application, it is not subject to any environmental or other issues that would affect / delay its development or delivery. The site can, therefore, play a central role in delivering the housing requirement in the borough and will ensure that new housing is brought forward in this area in a timely manner.

Alternative Sites

- 8.6 As stated above, there is an immediate need for further housing development in the borough to meet the 5 year supply, and as such, there is not a requirement to assess alternative sites.

No Development

- 8.7 The "no development" alternative refers to the option of leaving the Assessment Site in its current state i.e. undeveloped.
- 8.8 Without development of the site, the current shortfall in the delivery of housing land in the City and the Council's ability to meet the five year land supply will be further compromised.
- 8.9 Furthermore, it may result in less sustainable sites being brought forward in more open and less accessible locations, which the Council will have to fully assess with time and resource implications.

- 8.10 The findings of this ES and other technical reports to the application conclude that the site is an appropriate and sustainable location for development and that its development will not result in significant environmental effects.
- 8.11 Its development is therefore in accordance with the Framework as a sustainable location. Having regard to Paragraph 14 of the Framework, planning permission should be granted as significant harm will not result.

Design Alternatives

Design Constraints and Considerations

- 8.12 Throughout the design process, a range of considerations, opportunities and constraints have been identified which have influenced the layout and design of the Proposed Development. These factors are primarily a result of the site's undeveloped nature, the proximity of designated heritage assets and the location of various site features including the existing trees and surrounding development / links to it.
- 8.13 The design has also evolved following various technical inputs and engagement / feedback from consultation, the local planning policy context, and the recommendations of best practice government guidance.
- 8.14 The indicative scheme and parameters presented in the application represent the most appropriate alternative for the site in terms of scale of development and access. The detailed layout and site features will be determined through subsequent reserved matters applications.

References

- 8.1 DCLG (2012), National Planning Policy Framework

9. Conclusions

- 9.1 This chapter provides the main conclusions from the technical chapter of this ES which demonstrates that the Proposed Development at Woolton Road, Allerton will not have significant environmental effects and that appropriate mitigation measures can be adopted where necessary to address any minor effects that may arise from the development. Such mitigation can primarily be secured by the development proceeding in accordance with the illustrative masterplan and by suitably worded planning conditions.

Built Heritage

- 9.2 The Built Heritage chapter assessed the effect of the Proposed Development on designated and non-designated built heritage assets, both within the Application Site and within a 500m study area. The effect of the Proposed Development on these assets has been assessed for both the construction and operation phases of development.

Baseline Conditions

- 9.3 Initial baseline information collection involved desk based study, research and fieldwork and included consultation of the following sources:

- National Heritage List for England (English Heritage).
- Merseyside Historic Environment Record.
- Historic Ordnance Survey Mapping.
- Detailed visual site inspection.
- Other published sources of information are referred to where relevant.

Designated Assets

- 9.4 There is one designated heritage assets within the boundary of the Application Site, the curtilage listed boundary wall of the grade II* listed Allerton Priory. There are no World Heritage Sites, scheduled ancient monuments or registered battlefields within the Application Site or the study area. The following designated heritage assets have been identified within the study area:

- Allerton Priory
- Lodge to Allerton Priory
- Allerton Tower Orangery
- Laundry and Stables at Allerton Tower
- Lodge to Allerton Tower, with adjoining gate piers
- Allerton Hall

- North Gate Piers to Allerton Hall with connecting walls and railings
- Obelisk on lawn to south east of Allerton Golf Club
- New Heys
- Springwood Lodge
- St Michaels Manor
- Allerton Golf Club House
- Cleveley Cottage
- Former stable block to Cleveleys
- Hoarwithy Lodge
- The Cottage, Clarke Gardens
- Church of All Souls including church hall, boundary wall and gates
- Allerton Cemetery Registered Park and Garden

Non-Designated Heritage Assets

9.5 A search of the Merseyside Archives Historic Environment Record (dated 06/10/2015) has identified the following built assets within the Study Area:

- Farmstead to south of Allerton Priory
- Priory Bungalow
- Elm Cottage
- Former coach house and stables to Allerton
- Second World War pillbox

9.6 All heritage assets are identified on the Heritage Assets Plan at **Appendix 7.2**.

Likely Significant Effects

- 9.7 The construction phase will be temporary and will only last for the duration of construction activity at the site; that is approximately 4 years. The related effects can be mitigated through containment and management of the construction process, including implementation of a construction management plan.
- 9.8 In regards to the construction phase of the development, it is concluded that the magnitude of impact on Allerton Priory (grade II*) is minor, leading to a slight or moderate magnitude of impact against value. In regards to the Lodge to Allerton Priory (Grade II) the magnitude of impact is minor leading to a slight magnitude of impact against value.

- 9.9 In relation to all other heritage assets within the study area, the magnitude of impact is no change, resulting in a neutral magnitude of impact against value.
- 9.10 During the operational phase, due to the proximity of Allerton Priory and the Lodge at Allerton Priory to the application site it is concluded that there will be a minor magnitude of impact resulting in a slight or moderate magnitude of impact against value.
- 9.11 In relation to all other heritage assets within the study area, the magnitude of impact will be no change, resulting in a neutral magnitude of impact against value.

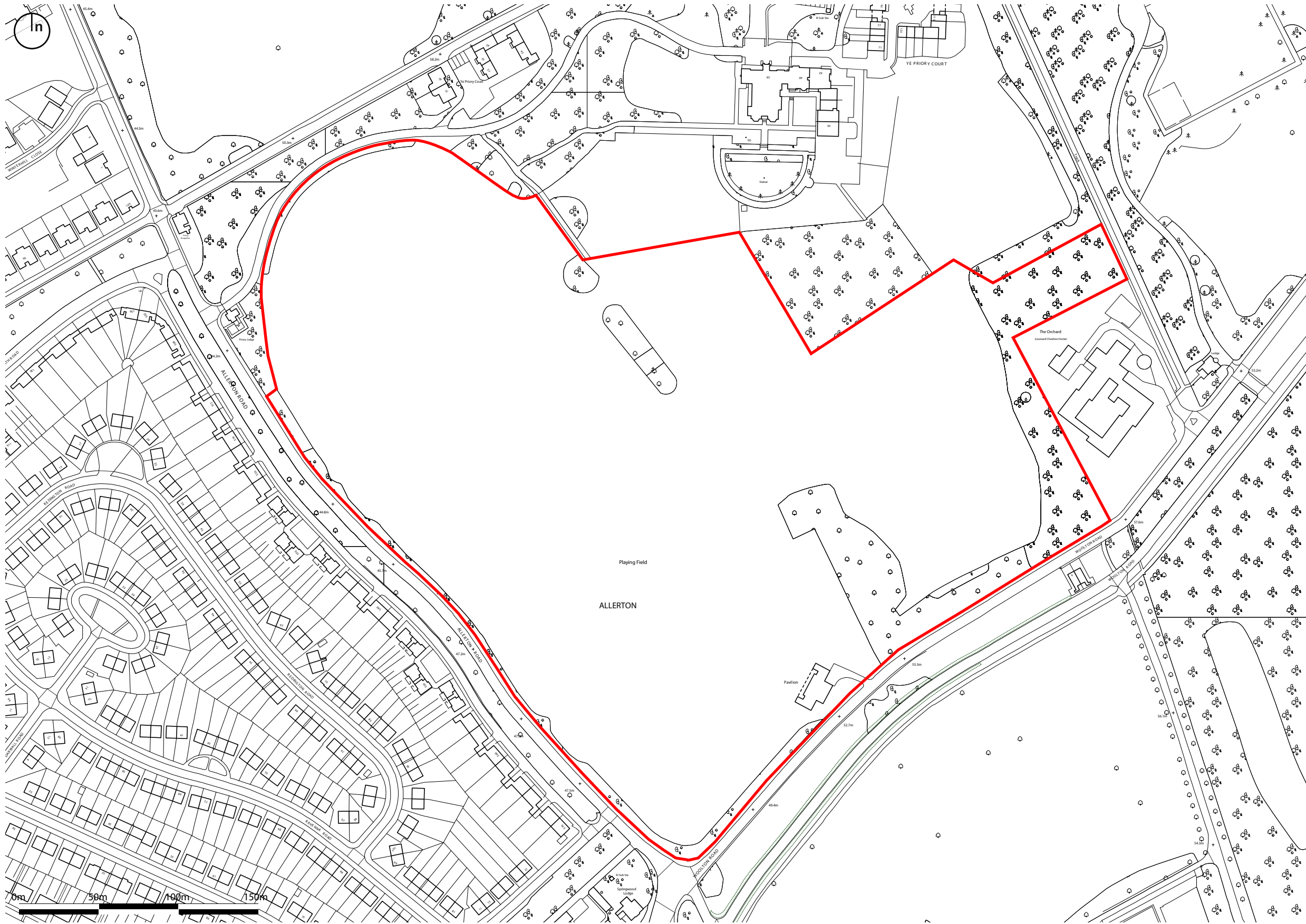
Mitigation and Enhancement

- 9.12 In-built construction and operation mitigation measures are taken into consideration in the assessment of the likely significant effects of the Proposed Development. No further mitigation measures are proposed.

Overall Conclusion

- 9.13 From the preceding assessment it is concluded that no significant environmental effects are raised by the Proposed Development. Standard development and mitigation measures can be applied to the development to ensure that the proposals at Woolton Road, Allerton are acceptable in built heritage, environmental and planning terms.


Appendix 1.1: Location Plan




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 Site boundary


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Client:
Redrow Homes NW

Project:
Woolton Road, Allerton

Drawing:
Location Plan

Project Number:
REDM2039

Drawing Number:
10_1

Revision:
-

Status:
Final

Date:
November 2015

Scale:
1:2,500 (A3)