

HARDMAN HOUSE AND THE HAIGH BUILDING

LIVERPOOL

HERITAGE IMPACT ASSESSMENT



MAY 2017

1.0 INTRODUCTION

- 1.1 This report assesses the potential impact on heritage assets and the Outstanding Universal Value of the World Heritage Site, of a student residential development and Education Building on Hardman Street and Maryland Street respectively.
- 1.2 The site is outside the boundary of the Liverpool Maritime Mercantile City World Heritage Site, but is within the buffer zone, and the development is visible from, and potentially within the setting of listed buildings. The site is located within the Mount Pleasant conservation area, but there are no buildings of special architectural or historic interest on the site. A site location Plan is provided along with other submitted plans.
- 1.3 The development is for the construction of student accommodation led mixed use development to the frontage along Hardman Street, and for a Higher Education Teaching block on Maryland Street. The site is also bounded by Baltimore Street to the west, and South Hunter Street to the east, and bi-sected east-west by Back Maryland Street, and this will be retained. The student accommodation fronting Hardman Street is proposed as an 8 storey building, with 5 storeys to the main frontage and with 2 set-backs at upper levels towards the rear of the site. The Education Building is located on the corner of Maryland and Baltimore Streets, and is 5 storeys in height. To the north of the building is the LJMU Aldham Roberts Library, and beyond that the John Foster campus, with a large area of landscaped greenspace as its centrepiece- a unique space within the Mount Pleasant conservation area. Hardman Street itself is a major thoroughfare from the city centre to Hope Street and Knowledge Quarter, with the University of Liverpool and cultural institutions such as the Philharmonic Hall and Everyman Theatre. The site is within the boundary of the city centre, and is indicated as part of the Cultural Quarter in the City Centre Strategic Investment Framework (2012).
- 1.4 This report describes the heritage context and the assets, with a commentary on their significance, and the potential for impact due to the development proposals. The assessment also includes the potential impact on the Outstanding Universal Value (OUV) of the World Heritage Site (WHS).
- 1.5 The Planning (Listed Buildings and Conservation Areas) Act 1990 requires that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area. The Act also places a statutory duty upon the Local Planning Authority, in determining applications for development affecting listed buildings, to pay special regard to the desirability of preserving the special interest and setting of a listed building.

- 1.6 The National Planning Policy Framework (NPPF- 2012) includes advice on heritage matters and what should be taken into account when dealing with the historic environment. Paragraph 128 states that;

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

- 1.7 In relation to the World Heritage Site, the UNESCO Operational Guidelines (2015) apply to developments that may affect Outstanding Universal Value.

- 1.8 This report describes the significance of the various heritage assets that may be affected by the development proposals, and the impacts. It also identifies issues of Outstanding Universal Value of the WHS, and measures impacts. The report has been compiled following a number of site visits as the design of the scheme has evolved, as well as an analysis of legislation and guidance, and research undertaken through local and national archives.

2.0 HERITAGE CONTEXT

Liverpool World Heritage Site (WHS)

- 2.1 In July 2004, Liverpool was inscribed onto UNESCO's World Heritage List by the World Heritage Committee. As part of the inscription process, the World Heritage Committee stated that planning procedures should be applied to ensure that the height, character and location of any new construction in the World Heritage Site and its Buffer Zone respects the area's special architectural, historic, townscape and visual interests. This is captured in the World Heritage Site Management Plan and the Supplementary Planning Document (2009). The Statement of Significance is attached as Appendix 1.
- 2.2 The Liverpool Maritime Mercantile City WHS was inscribed as "the supreme example of a commercial port at the time of Britain's greatest global influence" and was inscribed as a WHS in 2004. The inscription was based on the following criteria:
- *Criterion (ii): Liverpool was a major centre generating innovative technologies and methods in dock construction and port management in the 18th and 19th centuries. It thus contributed to the building up of the international mercantile systems throughout the British Commonwealth.*
 - *Criterion (iii): the city and the port of Liverpool are an exceptional testimony to the development of maritime mercantile culture in the 18th and 19th centuries, contributing to the building up of the British Empire. It was a centre for the slave trade, until its abolition in 1807, and to emigration from northern Europe and America.*
 - *Criterion (iv): Liverpool is an outstanding example of a world mercantile port city, which represents the early development of global trading and cultural connections throughout the British Empire."*
- 2.3 The buffer zone extends beyond the World Heritage Site boundaries, primarily to protect its visual setting and to ensure that future development in the setting of the Heritage Site respects the Outstanding Universal Values (OUV). The proposed development site is not within the WHS, but is within the Buffer Zone.
- 2.4 The World Heritage Site boundary encompasses the area within the City which contributes to its outstanding universal value and retains a high degree of integrity and authenticity, relating strongly to its historic role as a commercial port. It stretches from Bramley Moore Dock to Wapping Dock and includes the historic business and cultural quarters as well as earlier warehousing areas within the Ropewalks quarter. The Site is

divided into 6 distinctive areas, and these are shown along with the WHS area and Buffer Zone in Figure .1:

- Character Area 1 - The Pier Head is an early 20th century designed ensemble centred around three monumental commercial buildings that define Liverpool's waterfront.
- Character Area 2 - Albert Dock and Wapping Dock. This area retains its mid 19th century docks as well as many of its warehouses, water spaces and associated buildings.
- Character Area 3 - Stanley Dock Conservation Area encompasses the northern part of the docks including Princes Half-tide Dock, Stanley Dock and the surviving Dock Wall. The area is mostly derelict and disused (except at Waterloo Dock) and has massive potential for extensive heritage-based regeneration.
- Character Area 4 - Castle Street / Dale Street / Old Hall Street Commercial District covers the historic mercantile, commercial and civic centre of Liverpool and is focussed on the area of Liverpool's medieval origins.
- Character Area 5 - William Brown Street Cultural Quarter encompasses the historic cultural heart of the City and includes the magnificent St. George's Hall and William Brown Street complex of cultural buildings; it also includes Lime Street Station - a major gateway into the City.
- Character Area 6 - Lower Duke Street forms part of the Ropewalks Area. This area represents an unusual survival of an area of 18th and 19th trading townscape relating to the historic docks. It is also addressed by a separate SPD.



Figure 1-World Heritage Site and Character Areas (reproduced from the WHS SPD)

2.5 Those tangible aspects and attributes that convey OUV, based on the strength of authenticity and integrity, can be summarized as:

- Innovative dock technology and the dock systems (character areas 2 and 3)
- Warehouses (character areas 2,3, 4 and 6)
- Commercial buildings (character areas 1 and 4)
- Civic buildings (character areas 4 and 5)
- The street pattern, morphology, 3D envelope of the Property, texture and tone, residual industrial and civic remains such as the public realm, and historic layering of the city, including archaeological deposits and palimpsest sites.

2.6 Intangible attributes that express OUV are not limited to the WHS boundaries, but include amongst other qualities:

- Innovation and inventiveness
- Adaptability and re-use
- Commercial and economic imperatives
- Ostentation
- Ethnic and societal diversity
- Civic unrest, 'edginess' and radicalism
- Risk-taking
- Entrepreneurship and purposefulness
- Cultural pre-eminence

2.7 The proposed development site lies outside the World Heritage Site but within the Buffer Zone, although at some distance to the WHS boundary. Geographically, the nearest character area to the development site is the Lower Duke Street/Ropewalks area 6, although from the edge of the Buffer Zone on Hope Street and looking west along Hardman Street, the tallest buildings of the Waterfront character area 1 can be seen in the distance. However, the location of the development site, the nature of the surrounding townscape, the topography of the city, the existence of long range views and the scale of the proposals are all elements that have potential to lead to heritage impacts.

Listed Buildings

2.8 Section 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Act) imposes a duty on the Secretary of State to compile or approve a list or lists of buildings of special architectural or historic interest as a guide to the planning authorities when carrying out their planning functions. The statutory criteria for listing are the special architectural or historic interest of a building. Many buildings are interesting architecturally or historically, but, in order to be listed, a building must have "special" interest.

2.9 The development site does not contain any listed buildings within its curtilage, nor are there any listed buildings in close proximity to the site. The nearest listed structures visible from the site are 24 Hardman Street (the former Blind School), grade II, 2 Hardman Street Grade II, the Philharmonic public house, grade II*, and the Philharmonic Hall, grade II*. There are glimpsed views from South Hunter Street and Baltimore Street looking south to the tower of the Anglican Cathedral, grade I. Any impacts on listed buildings are secondary rather than direct, and relate to setting. Due to the topography of the city, the opportunity for wide ranging panoramic views, and the

scale of the proposals, there is potential for impact on these listed buildings. The setting of each of these will be described and assessed as part of the impact analysis.

Conservation Areas

2.10 Conservation Areas are defined in the Planning Act 1990 (Listed Buildings and Conservation Areas) as areas of "special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance".

2.11 There are a total of 36 designated Conservation Areas within Liverpool, and a large amount of the City Centre is protected by this policy designation. The proposed development site lies within the Mount Pleasant conservation area, and partially shares coterminous boundaries with the Canning and Rodney Street conservation areas. Impacts on these latter conservation areas are restricted in this case to their setting, rather than change to their physicality or fabric.

Scheduled Ancient Monuments.

2.12 There are 4 Scheduled Ancient Monuments within Liverpool, and none of these are within the city centre or within close proximity to the application site.

Registered Parks and Gardens

2.13 Liverpool, and its immediate vicinity, has a number of important designated historic parks that form part of a network of green spaces throughout the city and wider city region. These include:

- 1 Stanley Park - Grade II
- 2 Anfield Cemetery - Grade II*
- 3 Newsham Park – Grade II
- 4 Toxteth Park Cemetery
- 5 Princes Park - Grade II
- 6 Sefton Park - Grade II*
- 7 Birkenhead Park (Wirral) - Grade I

2.14 No significant views from the city's suburban, historic parks and landscapes were identified. Many of the city's Victorian parks are bounded by large villas and have extensive tree cover that tends to contain the views. As a result, views of the wider city skyline are significantly restricted.

Non-designated heritage assets

2.15 Liverpool City Council does not hold a local list of significant buildings or other heritage assets, nor was the site identified as having archaeological finds or of interest with the Merseyside Historic Environment Record. However, research previously undertaken on Hardman House shows that the building is an urban palimpsest, and contains within its

fabric remnants of the earlier church of St Phillips (1816). This is fully described in the accompanying Conservation Statement of the building provided by Peter de Figueiredo. Whilst the remains of the church have some significance due to the collaboration of Rickman and Cragg as one in a series of three churches constructed using cast iron, it is entirely incorporated within the fabric of the existing building on the site, which dates from the 1880's. In visual terms, the earlier church makes no contribution to the townscape, and is purely of historic interest.

3.0 POLICY AND GUIDANCE

Planning (Listed Buildings and Conservation Areas) Act 1990

- 3.1 This remains the primary legislation governing the historic built environment, and in relation to listed buildings places a statutory duty on Local Planning Authorities to have special regard to the desirability of preserving the building or its setting, or any features of special architectural or historic interest which it possesses (sections 16 and 66). In *Barnwell vs East Northamptonshire DC 2014*, it was clarified that 'decision makers should give considerable importance and weight to the desirability of preserving the setting of listed buildings'.
- 3.2 Similarly, in respect of conservation areas, a Local Planning Authority must pay special attention to the desirability of preserving or enhancing the character or appearance of that area.

National Planning Policy Framework

- 3.3 The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The Government sees three dimensions to sustainable development: economic, social and environmental, and these roles should be regarded as mutually dependent. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities. The planning system is therefore expected to play an active role in guiding development to sustainable solutions. Policies 126 -141 are related to conserving and enhancing the historic environment.

The NPPF describes the historic environment in terms of "*heritage assets*." It defines the significance of a heritage asset as its value '*to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.*'

- 3.4 Paragraphs 128 and 129 of the NPPF require planning applicants and local planning authorities to assess the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be appropriate to the assets' importance and no more than sufficient to understand the potential impact of the proposal on their significance. Local planning authorities should take this assessment into account when the potential impact of proposed development to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

- 3.5 Paragraph 130 of the NPPF states that where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.
- 3.6 Paragraph 131 states that local planning authorities should take account of the desirability of new development sustaining and enhancing the significance of heritage assets; the positive contribution that heritage assets can make to sustainable communities; and the desirability of new development making a positive contribution to local distinctiveness.
- 3.7 Paragraph 132 sets out policy principles guiding the consideration of impact of development on the significance of a designated heritage asset. The more important the asset, the greater the weight should be given to the asset's conservation. Any harm to or loss should require clear or convincing justification.
- 3.8 Paragraph 133 provides a series of tests which should be applied in cases where substantial harm to or total loss of significance will be caused. In the case of development proposals which will lead to substantial harm or loss, this harm should be weighed against the public benefits of the proposal.
- 3.9 Paragraph 134 states that where a development proposal will lead to less than substantial harm to the significance of a heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 3.10 Paragraph 135 states that the effect of a development on a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm and the significance of the heritage asset.
- 3.11 Paragraph 137 states that local authorities should look for opportunities for new development within Conservation Areas 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.
- 3.12 Paragraph 138 states that not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance

of the Conservation Area or the World Heritage Site as a whole.

3.13 Policy 140 concerns enabling development and the need for LPAs to assess whether the benefits of this would outweigh planning policies if the future conservation of a heritage asset is secured.

3.14 Policy 141 states that local planning authorities should make information about the significance of the historic environment gathered as part of the development process publicly accessible, and should require developers to record and advance understanding of the heritage asset before it is lost.

Planning Practice Guide

3.15 The PPG provides further technical detail and guidance on the approach outlined in the NPPF. In particular, contained in the section on World Heritage Sites, there is advice on principles.

Para 32 states that the following principles should be taken into account with regard to policies and decision-making:

- protecting the World Heritage Site and its setting, including any buffer zone, from inappropriate development
- striking a balance between the needs of conservation, biodiversity, access, the interests of the local community, the public benefits of a development and the sustainable economic use of the World Heritage Site in its setting, including any buffer zone
- protecting a World Heritage Site from the effect of changes which are relatively minor but which, on a cumulative basis, could have a significant effect
- enhancing the World Heritage Site and its setting where appropriate and possible through positive management
- protecting the World Heritage Site from climate change but ensuring that mitigation and adaptation is not at the expense of integrity or authenticity

3.16 Para 017 on the assessment of substantial harm advises that, *Whether a proposal causes substantial harm will be a judgment 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 assessed.
The harm may arise from works to the asset or from development within its setting.*

Liverpool Unitary Development Plan

3.17 Policy HD4: Alterations to Listed Buildings:

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 affect 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;*
- *(iii) any works which are not to a high standard of design in terms of form, scale, detailing and materials.*

Where the adaptive reuse of a listed building will be used by visiting members of the public, the needs of disabled people should be provided for in a manner which preserves the special architectural or historic interest of a building.

3.18 Policy HD18: General Design Requirements

When assessing proposals for new development, the City Council will require applications to comply with the following criteria, where appropriate, to ensure a high quality of design:

- *1 The scale, density and massing of the proposed development relate well to its locality*
- *2 The development includes characteristics of local distinctiveness in terms of design, layout and materials*
- *3 The building lines and layout of the development relate to those of the locality*
- *4 External boundary and surface treatment is included as part of the development and is of a design and materials which relate well to its surroundings*
- *5 All plant machinery and equipment are provided within the building envelope or at roof level as an integral part of the design*

- 6 *The development pays special attention to the views into and out of any adjoining green space, or area of Green Belt*
- 7 *The development has regard to and does not detract from the city's skyline, roofscape and local views within the city*
- 8 *The satisfactory development or redevelopment of adjoining land is not prejudiced*
- 9 *There is no severe loss of amenity or privacy to adjacent residents*
- 10 *In the case of temporary buildings, the development is of a suitable design and not in a prominent location*
- 11 *Adequate arrangements are made for the storage of refuse within the curtilage of the site and the provision of litter bins where appropriate*
- 12 *The exterior of the development incorporates materials to discourage graffiti*
- 13 *Adequate arrangements are made for pedestrian and vehicular access and for car parking*

3.19 Policy HD8: Preservation and Enhancement of Conservation Areas

The City Council will take positive action to secure the preservation or enhancement of conservation areas and will:

- *(i) seek support and funding from all available sources for the repair of buildings and environmental improvements;*
- *(ii) prepare action plans for priority areas;*
- *(iii) use its available powers to secure the removal of features which significantly detract from the character of the area; and*
- *(iv) provide planning guidance and advice to owners and developers.*

3.20 Policy HD12: New Development adjacent to Conservation Areas *Development on land adjacent to a conservation area will only be permitted if it protects the setting of the conservation area and important views into and out of it.*

3.21 Policy HD17: Protection of Archaeological Remains

1. The Council will seek to protect other sites of archaeological importance. Where development is proposed in areas of known or suspected archaeological importance the City Council will require that:

- (i) developers have the archaeological implications of their proposals assessed by a recognised archaeological body at an early stage and the results submitted as part of the planning application;*

(ii) important archaeological remains and their settings are permanently preserved in situ;

(iii) where in situ preservation is not justified and disturbance by development is acceptable in principle, the applicants undertake an agreed programme of mitigation including investigation, excavation and recording before development begins, or as specified in the agreed programme; and

(iv) conflicts regarding archaeological issues and development pressures are resolved by means of management agreements.

2. *The City Council will continue to support the Merseyside Sites and Monuments Record held by the National Museums and Galleries on Merseyside, to ensure that archaeological evidence, both above and below ground is properly identified, recorded and protected.*

World Heritage Convention- Operational Guidelines

- 3.22 The Operational Guidelines for the Implementation of the World Heritage Convention (2015) are the latest iteration of guidelines for management of World Heritage Sites, which remain the responsibility of the national governments, as State Parties. The aims of the WHC are stated as:

“The cultural and natural heritage is among the priceless and irreplaceable assets, not only of each nation, but of humanity as a whole. The loss, through deterioration or disappearance, of any of these most prized assets constitutes an impoverishment of the heritage of all the peoples of the world. Parts of that heritage, because of their exceptional qualities, can be considered to be of ‘outstanding universal value’ and as such worthy of special protection against the dangers which increasingly threaten them.”

- 3.23 As part of the approach to securing the preservation of cultural World Heritage Sites and their Outstanding Universal Value, the International Committee on Monuments and Sites (ICOMOS) has produced an evaluation tool in the form of the *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* (2011).

- 3.24 UNESCO has also agreed the *Historic Urban Landscape* (adopted 2011), that followed on as a direct result of the Vienna Memorandum (2005) on managing development in historic urban environments.

The Historic Urban Landscape approach moves beyond the preservation of the physical environment and focuses on the entire human environment with all of its tangible and intangible qualities. It seeks to increase the sustainability of planning and

design interventions by taking into account the existing built environment, intangible heritage, cultural diversity, socio-economic and environmental factors along with local community values. (UNESCO, 2013).

3.25 The Vienna Memorandum (2005) states that:

The central challenge of contemporary architecture in the historic urban landscape is to respond to development dynamics in order to facilitate socio-economic changes and growth on the one hand, while simultaneously respecting the inherited townscape and its landscape setting on the other. Living historic cities, especially World Heritage cities, require a policy of city planning and management that takes conservation as one key point for conservation. In this process, the historic city's authenticity and integrity, which are determined by various factors, must not be compromised. (Para. 14).

Liverpool World Heritage Site Supplementary Planning Document (2009)

3.26 The SPD contains guidance on developments within the WHS and the Buffer Zone, with an understandable concentration on the WHS itself. However, para 4.2.8 states that:

All developments in the Buffer Zone, whether in an area of surviving historic character or not, will, in accordance with HD18, need to respond to and reflect the characteristics of the area around them. The design and scale of developments will need to respond to, and respect, their context proportionately to their impact on the setting of a conservation area and the WHS. Major schemes adjacent to conservation areas and the WHS will be considered more carefully for their impact on the OUV of the WHS and character of conservation areas than minor developments further away from the WHS and conservation areas.

3.27 Para. 4.2.9 states that:

Where a proposal in the Buffer Zone is for: 1) a tall building, 2) a building with a mass that significantly exceeds that of surrounding buildings, 3) a development that is immediately adjacent to the WHS, 4) a building which has a significant impact upon key views or key landmark buildings, 5) a building of architectural or historic interest (whether listed or not), or 6) a development that affects a site of archaeological interest: special consideration should be given to the relationship between the development and the WHS and the impact of development on the historic character of its locality and any buildings that contribute to that character.

3.28 Para. 4.2.12 requires that:

The architectural quality of a proposal within the WHS and Buffer Zone must be of the highest quality of contemporary design but respect, respond to and enhance its highly sensitive and important historic context.

Seeing the History in the View (English Heritage) 2011

3.29 As part of the series of good practice guides, English Heritage (now Historic England) produced a document on assessment methodology, specifically for assessing heritage significance within views. This is currently out for consultation as part of a more comprehensive good practice note on the setting of heritage assets, but nevertheless still remains relevant as an assessment methodology.

3.30 The document divides each of the assets into high, medium or low value, and the same categorisation is recommended for the importance of the view itself. The criteria for determining the magnitude of the impact on heritage significance within a view range from positive to negative, using the criteria high beneficial, medium beneficial, low beneficial, imperceptible/none, low adverse, medium adverse or high adverse. The same criteria are used when assessing the cumulative impact of proposals. In determining the overall impact, the following table (Table 1) is utilised:

Table 1

| | WITH HIGH VALUE | WITH MEDIUM VALUE | WITH LOW VALUE |
|--|----------------------------|------------------------------|---------------------------|
| With high magnitude of impact | Major effect | Major effect | Moderate effect |
| With medium magnitude of impact | Major effect | Moderate effect | Minor effect |
| With low magnitude of impact | Moderate effect | Minor effect | Negligible effect |
| Negligible/neutral impact | Negligible effect | Negligible effect | Negligible effect |

The Setting of Heritage Assets (Historic England) 2015

- 3.31 The good practice guide reiterates the advice in the NPPF that the setting of a heritage asset is the surroundings in which a heritage asset is experienced. *Setting itself is not a heritage asset, nor a heritage designation, though land within a setting may be designated. Its importance lies in what it contributes to the significance of the heritage asset. This depends on a wide range of physical elements within, as well as perceptual and associational attributes pertaining to, the heritage's assets surroundings'* (paragraph 9).
- 3.32 The degree to which setting makes a contribution to significance of a heritage assets depends on a complex interplay of attributes, although it is unlikely that all of the attributes will be relevant in relation to a specific asset. These include:

The asset's physical surroundings

- *Topography*
- *Other heritage assets (including buildings, structures, landscapes, areas or archaeological remains)*
- *Definition, scale and 'grain' of surrounding streetscape, landscape and spaces*
- *Formal design*
- *Historic materials and surfaces*
- *Land use*
- *Green space, trees and vegetation*
- *Openness, enclosure and boundaries*
- *Functional relationships and communications*
- *History and degree of change over time*
- *Integrity*
- *Issues such as soil chemistry and hydrology*

Experience of the asset

- *Surrounding landscape or townscape character*
- *Views from, towards, through, across and including the asset*
- *Visual dominance, prominence or role as focal point*
- *Intentional intervisibility with other historic and natural features*
- *Noise, vibration and other pollutants or nuisances*
- *Tranquillity, remoteness, 'wildness'*
- *Sense of enclosure, seclusion, intimacy or privacy*
- *Dynamism and activity*
- *Accessibility, permeability and patterns of movement*
- *Degree of interpretation or promotion to the public*
- *The rarity of comparable survivals of setting*
- *The asset's associative attributes*

- *Associative relationships between heritage assets*
- *Cultural associations*
- *Celebrated artistic representations*
- *Traditions*

3.33 In terms of the potential attributes of a development affecting setting, the following may be germane, although it is unlikely every one will apply to all proposals:

Location and siting of development

- *Proximity to asset*
- *Extent*
- *Position in relation to landform*
- *Degree to which location will physically or visually isolate asset*
- *Position in relation to key views*

The form and appearance of the development

- *Prominence, dominance, or conspicuousness*
- *Competition with or distraction from the asset*
- *Dimensions, scale and massing*
- *Proportions*
- *Visual permeability (extent to which it can be seen through)*
- *Materials (texture, colour, reflectiveness, etc)*
- *Architectural style or design*
- *Introduction of movement or activity*
- *Diurnal or seasonal change*

Other effects of the development

- *Change to built surroundings and spaces*
- *Change to skyline*
- *Noise, odour, vibration, dust, etc*
- *Lighting effects and 'light spill'*
- *Change to general character (eg suburbanising or industrialising)*
- *Changes to public access, use or amenity*
- *Changes to land use, land cover, tree cover*
- *Changes to archaeological context, soil chemistry, or hydrology*
- *Changes to communications/ accessibility/permeability*

Permanence of the development

- *Anticipated lifetime/temporariness*
- *Recurrence*
- *Reversibility*

Longer term or consequential effects of the development

- *Changes to ownership arrangements*
- *Economic and social viability*
- *Communal use and social viability*

ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties 2011

3.34 This document outlines an appropriate methodology for assessing impacts, and requires the Heritage Impact Assessment report should provide the evidence on which decisions can be made in a clear, transparent and practicable way, and sets out a well-structured methodology for evaluating impact on the attributes of OUV. This is different in emphasis from the EIA process, which normally disaggregates all the possible cultural heritage attributes and assesses impact on them separately, through discrete receptors such as protected buildings, archaeological sites, and specified viewpoints with their view cones, without applying the lens of OUV to the overall ensemble of attributes. This methodology is more directly linked to the expression of the site's OUV. ICOMOS states that 'the assessment process is in essence very simple:

- What is the heritage at risk and why is it important – how does it contribute to OUV?
- How will change or a development proposal impact on OUV?
- How can these effects be avoided, reduced, rehabilitated or compensated?'

The potential impact of development on aspects of the historic environment that convey OUV is assessed under the following categories:

- Direct impacts on heritage assets that have been identified as reflecting OUV
- Impact on views of and from the site identified in pre-application discussions
- Impact on Views and Setting of strategic Landmark Buildings within the WHS and Buffer Zone
- Compliance with Guidance in WHS SPD
- Cumulative Impact Assessment on OUV

3.35 The evaluation method used is that set out in Appendix 3a of the ICOMOS guidance. In this system, the value of heritage resources is assessed in relation to statutory designations, international, national and local, but linked clearly and objectively to the

components identified in the Statement of OUV, integrity and authenticity. The values of the assets and attributes are defined using the following graded scale, in accordance with Table 2 below:

- Very High
- High
- Medium
- Low
- Negligible
- Unknown

Table 2

| Level of Significance | Heritage Attributes |
|-----------------------|--|
| Very High | <p>Sites, structures or landscapes of acknowledged international importance inscribed as WHS</p> <p>Assets that contribute significantly to acknowledged international research objectives</p> <p>Urban landscapes of recognised international importance</p> <p>Associations with particular innovations or developments of global significance</p> <p>Associations with individuals of global importance</p> |
| High | <p>Scheduled monuments and undesignated assets of such importance to be scheduled</p> <p>Grade I and II* listed buildings and Grade II buildings with exceptional qualities</p> <p>Conservation Areas containing very important</p> |

| | |
|---------------|---|
| | <p>buildings</p> <p>Undesignated structures of clear national importance</p> <p>Urban landscapes of exceptional importance</p> <p>Associations with particular innovations or developments of national significance</p> <p>Associations with individuals of national significance</p> |
| Medium | <p>Designated or undesignated assets that contribute to regional research objectives</p> <p>Grade II listed buildings and undesignated buildings that have exceptional qualities or historical associations</p> <p>Conservation Areas that contain buildings that contribute significantly to its historic character</p> <p>Historic townscapes with important integrity in their buildings or built settings</p> <p>Associations with particular innovations or developments of regional or local significance</p> <p>Associations with individuals of regional importance</p> |
| Low | <p>Designated or undesignated assets of local importance</p> <p>Assets compromised by poor preservation and/or poor survival of contextual associations</p> <p>Assets of limited value, but with potential to contribute to local research objectives</p> <p>Locally listed buildings</p> |

| | |
|-------------------|---|
| | <p>Assets of modest quality in their fabric or historical associations</p> <p>Historic townscapes with limited integrity in their buildings or built settings</p> <p>Associations with individuals of local importance</p> <p>Poor survival of physical areas in which activities occur or are associated</p> |
| Negligible | <p>Assets with little or no surviving archaeological interest</p> <p>Buildings or urban landscapes of no architectural or historical merit and buildings of an intrusive character.</p> |

3.36 **Scale of Specific Impact**

The scale/severity of impacts are considered in relation to their direct and indirect effects, without regard to the value of the asset as follows:

- No Impact
- Negligible Impact
- Minor Impact
- Moderate Impact
- Major Impact

The significance of the effect of change or impact on an asset is a function of the importance of the asset and the scale of impact. As impacts can be adverse or beneficial, there is a nine-point scale, with 'neutral' signifying no change or change with no impact.

- Very large beneficial
- Large beneficial
- Moderate beneficial
- Slight beneficial
- Neutral
- Slight adverse
- Moderate adverse

- Large adverse
- Very large

The scale and severity of change or impact (either adverse or beneficial) is identified by considering the direct and indirect effects against the value of the heritage asset, and is outlined in Table 3 below.

Table 3

| Value of Heritage Asset | Scale and Severity of Change/Impact | | | | |
|-------------------------|-------------------------------------|-------------------|-----------------|------------------|------------------|
| | No Change | Negligible Change | Minor Change | Moderate Change | Major Change |
| Very High | Neutral | Slight | Moderate/Large | Large/Very Large | Very Large |
| High | Neutral | Slight | Moderate/Slight | Moderate/Large | Large/Very Large |
| Medium | Neutral | Neutral/Slight | Slight | Moderate | Moderate/Large |
| Low | Neutral | Neutral/Slight | Neutral/Slight | Slight | Slight/Moderate |
| Negligible | Neutral | Neutral | Neutral/Slight | Neutral/Slight | Slight |

3.37 The Heritage Impact Assessment for the current proposals will use this ICOMOS compliant methodology.

4.0 APPLICATION SITE

4.1

The site is located on Hardmann Street, near the top of the sandstone ridge which is a key characteristic of Liverpool's topography, forming a natural amphitheatre. This area of the city was developed as the city expanded, following the economic success of the Old Dock constructed in 1715, leading to a rapid increase in population. Figure 2 shows that in 1807, the site itself was part of an extensive area of gardens and small-holdings, with development starting to encroach in the area.

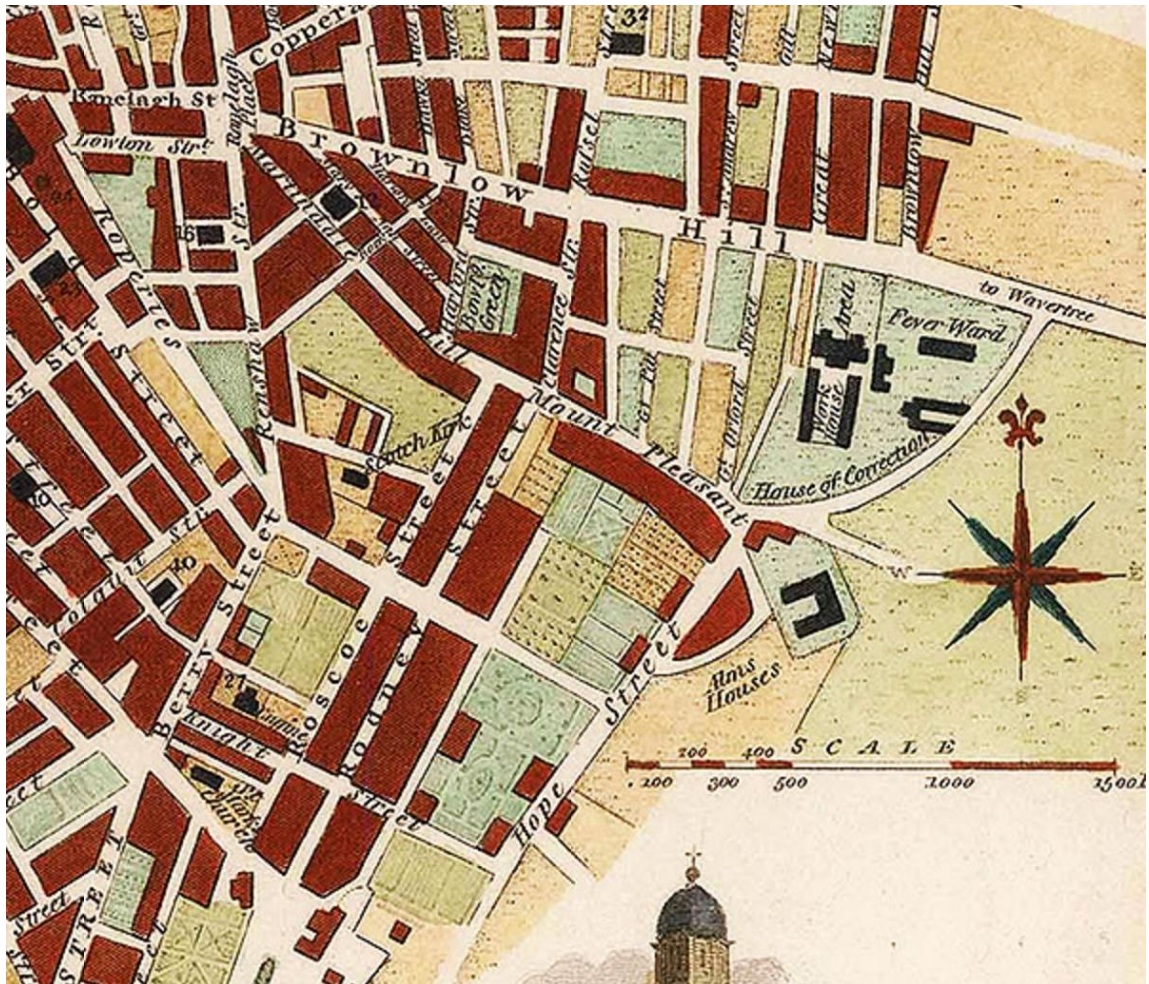


Figure 2- Map of 1807

4.2

By 1836, the area was starting to become increasingly urban, and Figure 3 shows St Phillip's church on the site, with a series of townhouses on Maryland Street to the rear, as the Georgian expansion of the city started to occupy the higher levels of the city, away from the less salubrious maritime activity that was carried out in the city centre. St Phillips is shown as one of a number of new religious buildings in this part of the city, also including St Andrew's church on Rodney Street. The plan of 1836 also shows that by this time, the Wellington Rooms had also been constructed, and these civic and religious buildings were provided to serve a burgeoning population, with the majority of development taking the form of residential units. These are clearly substantial properties with gardens rather than the courts houses, constructed to house the

majority of workers in the city, and evidence the higher social status of the area as part of the Georgian suburbs centred on Canning and Rodney Street.

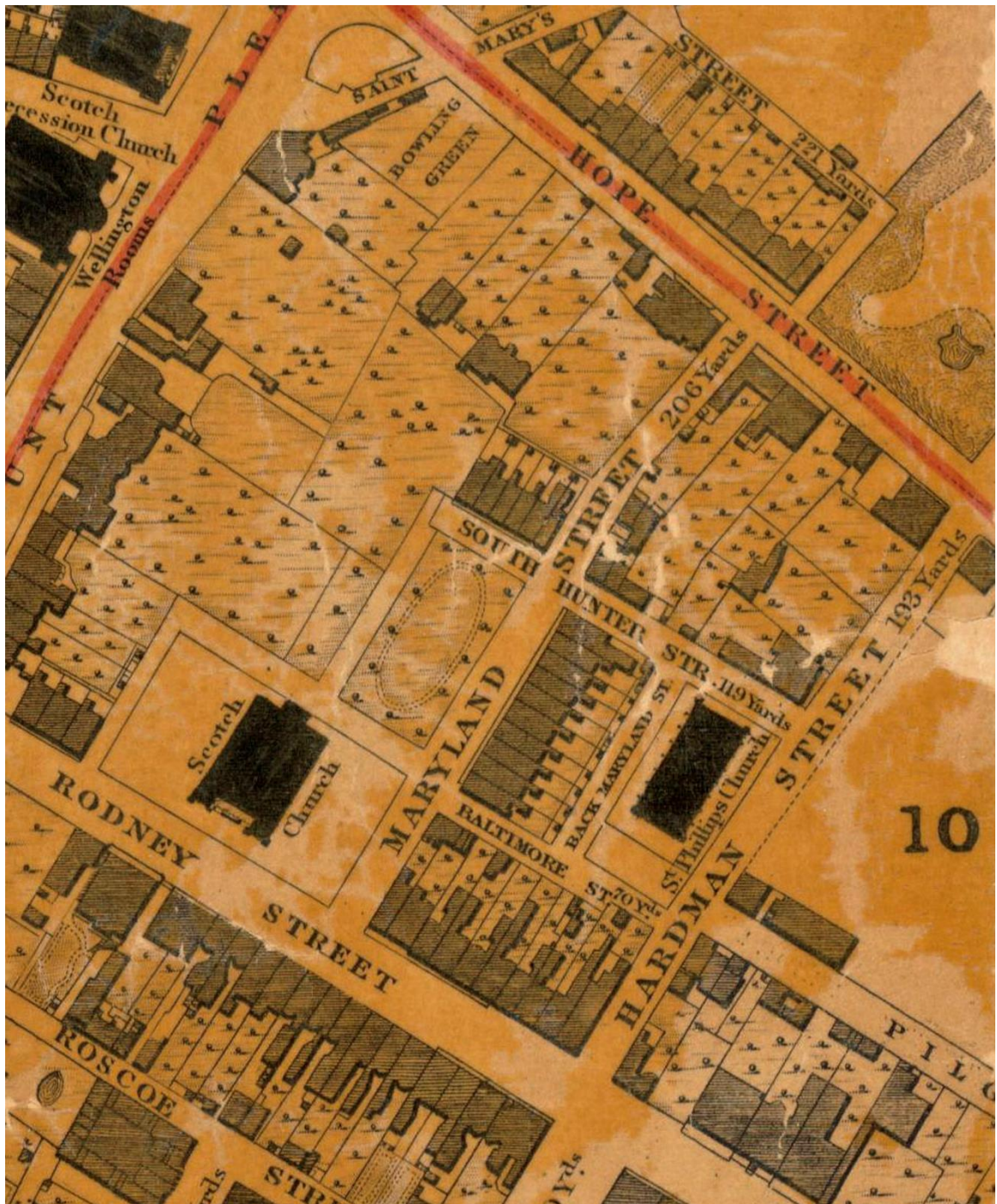


Figure 3- Map of 1836

- 4.3 By the final decades of the 19th century, the area was much closer to the density and grain that is still apparent in the area today. Figure 4 is a plan of 1889, and shows that by this stage, St Phillip's had been replaced by a new building established by the Salvation Army, and its fabric incorporated into the building that still occupies the site today. By this time, the Georgian suburb had been transformed into a working part of

the city centre, and the Georgian typologies were joined by buildings more characteristic of the Victorian period, including the existing Hardman House. At this stage it appears that the houses fronting Maryland Street were still standing, but these too were eventually replaced in the middle of the 20th century by the existing Haigh building, as the University expanded, and more buildings were needed to serve student and teaching numbers.

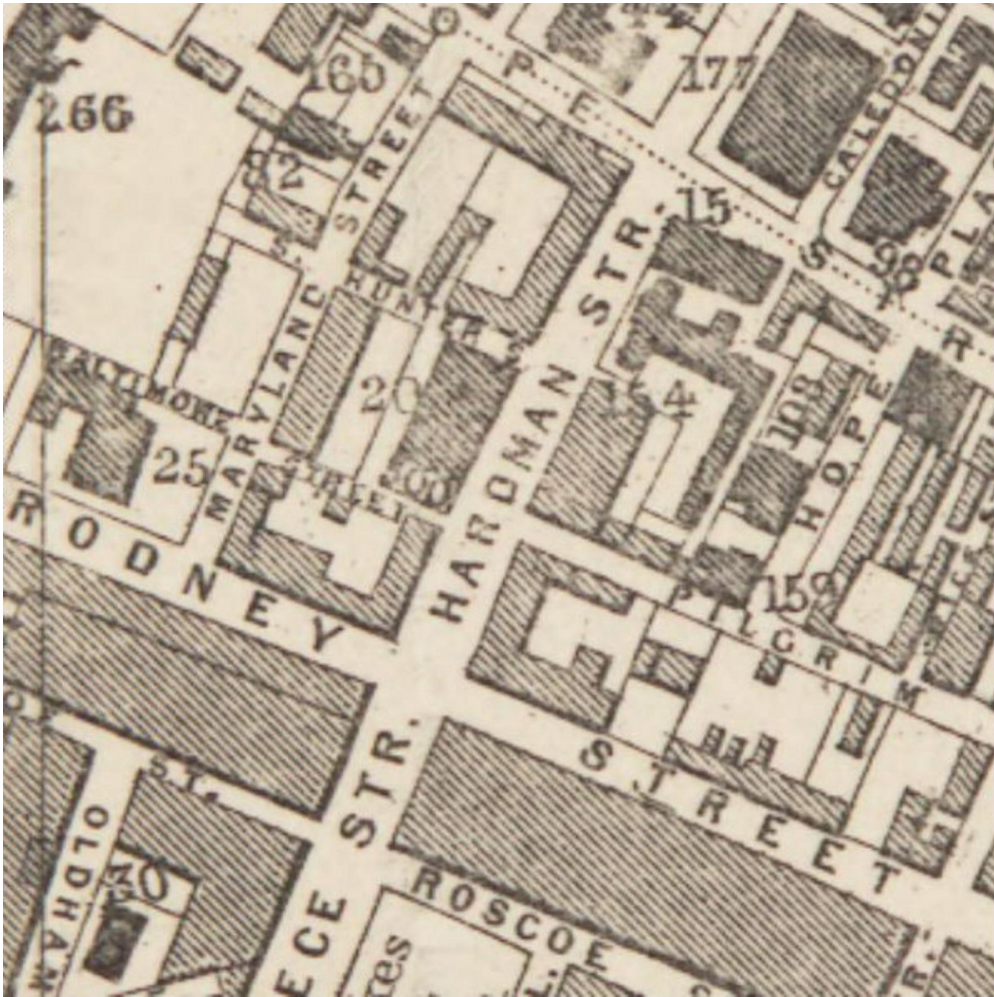


Figure 4-Map of 1884

- 4.4 The Conservation Statement produced by Peter de Figueiredo gives detailed descriptions of the remains of the church and the evolution of the site, and this should be referred to in assessing the significance of the remains of St Phillips. That report concludes that:

What survives of St Philip's today, however, is so little that any significance it has is almost entirely historical. The only physical features of value are the fragmentary section of the west window (in a modern and inappropriate setting) and the in situ hood mould. These are features which would not lose what significance they have if they

were removed and reset either on site or elsewhere.

- 4.5 The existing Hardman House is a three storey building of red pressed brick, with decoration of ornamental bricks and moulded brick architraves to the windows. A single oriel window in sandstone is located at the eastern end of the building, although this appears to be relocated from another building. Whilst some of the existing vertical sliding sash windows remain, others have been replaced in a variety of styles. The western most bay of the building was re-built after the second world war, and does not have the same degree of decorative detailing as other bays. The roofs are pitched, in grey slate, and as the building is located on a slope, the change in gradient is incorporated into a series of steps. Shop fronts have been inserted into the building, with originally a series of arches, but subsequent alterations has led to a fragmentation of a coherent and integrated pattern of frontage at this level, and the frontage is now diverse with a variety of shopfront design. The building extends along South Hunter Street and Baltimore Street as a series of three pitched roofs, with valley gutters, and with segmental arched, casement windows, of larger dimensions than the frontage to Hardman Street, and based on a square section. Brickwork is red pressed, although on Back Maryland Street, common bricks of a different tone are used in some parts of the façade. As with the frontage, the western bay to the rear has been re-built, and this has an uninterrupted run of horizontal fenestration on three levels.
- 4.6 The Haigh building is post-war, of red brick, and with a simple series of recessed openings which contain glazed lights and wooden panels to their base, and with a concrete string course between the two storeys. The eastern half of the building has been re-worked, and is of three storeys. Windows are a combination of horizontal slots and larger vertical openings. The entrance is centrally placed on Maryland Street.

5.0 SETTING AND VIEWPOINTS

5.1 The location of the site and the nature of the development proposal means that there is the potential for impact on heritage assets, including the OUV of the WHS. In order to assess these, a series of images have been produced that show the site in context, and in relationship to other heritage assets. These are provided in the accompanying Visual Impact Assessment document and comprise the following view points:

1. North corner of Rodney Street looking east along Hardman Street
2. South corner of Rodney Street looking east along Hardman Street
3. Junction of Hardman Street and Hope Street looking west
4. View along South Hunter Street looking south
5. View from St Luke's Place looking east
6. View from Maryland Street looking west
7. View from junction of Rodney Street and Maryland Street looking east.
8. View from entrance to John Foster campus on Maryland Street looking south
9. View along Hardman Street adjacent to Old Blind School, looking north-west.

5.2 The viewpoints include a number of listed buildings and other heritage assets, and the setting of these assets are important aspects to consider. The assets include:

1. The Philharmonic Hall (grade II*)- High Significance
2. The Philharmonic PH (grade II*)- High Significance
3. The Old Blind School (grade II)- Medium Significance
4. The Anglican Cathedral (grade I)- High Significance
5. 7 Rodney Street (grade II)- Medium Significance
6. View from adjacent to St Luke's Church (grade II*)- Medium Significance
7. Views towards Character Area 1 (Waterfront) of the WHS- Very High Significance
8. Views from and into the Rodney Street conservation area –Medium Significance
9. Views from and into the Canning Street Conservation Area- Medium Significance
10. Internal views within the Mount Pleasant Conservation Area- Medium Significance

5.3 View 1- North corner of Rodney Street looking east along Hardman Street
Setting of Philharmonic Hall, Old Blind School, Mount Pleasant, Rodney Street and Canning Street conservation areas.

This view shows the site to the left of the image, and in the foreground the stuccoed facades of the neighbouring buildings. The existing Hardman House is prominent due to the change in tone and texture provided by the red-pressed brick, which contrasts

with other buildings in the streetscene within the Mount Pleasant Conservation Area. In the background, the Old Blind School and the Philharmonic Hall can be seen. The Philharmonic due to its scale and contrasting orientation at right angles to the prevailing linear axis of Hardman Street, is particularly prominent. The building also has a simpler geometry than other buildings in the image, and a horizontal datum at roof level as opposed to an angular pitch. Although it is in a familiar palette of brick, the colour is different to the usual red brick associated with buildings in this area.

Differences in building heights are also seen in the viewpoint, with the single storey Kirklands building neighbouring Hardman House, opposite the two-storey building on the corner of Hardman and Pilgrim Streets, the site of a former synagogue. Other buildings are of three to four stories.

With the exception of the Philharmonic Hall, the street is marked by buildings that have rich and articulated elevations, with deeply recessed windows and projecting mouldings, where decorative elements provide a high degree of movement. This is enhanced at parapet and roof level with gables, decorative cornices, large chimney stacks and pitched roofs, and all of these contribute to a varied and interesting skyline. One of the characteristics of the Mount Pleasant conservation area is the linear view corridors of Hardman Street and Hope Street, framed by buildings at back of pavement on either side of the thoroughfares, providing continuity and enclosure. In some places, such as the row of former Georgian townhouses on Hope Street, there are shared features that provide a strong patterning and rhythm for sections of the streets. This is less clear on Hardman Street, where the architectural language and detailing is more diverse, and relies on elements contained within the single plot, rather than long continuous runs of properties as, for example, on Rodney Street.

Mount Pleasant conservation area is also marked by the set-piece, landmark buildings that help define its special interest, such as the Metropolitan Cathedral, the Philharmonic Hall, Philharmonic PH, Old Blind School, and the Everyman Theatre. The Host on Hope Street recent student accommodation block on the corner of Hope Street and Myrtle Street, rising to 9 storeys, also has a similar function, despite its contemporary styling.

- 5.4 View 2- South corner of Rodney Street looking east along Hardman Street
Setting of Philharmonic PH, Mount Pleasant, Rodney Street and Canning conservation areas.

This shows the view from the Rodney Street conservation area into that of Mount Pleasant. The varied tones of the townscape are clear in this image, as well as the individuality of the various patterns and rhythms that change from plot to plot. This is exacerbated by the gradient and the manner in which the buildings are staggered to deal with the changing floor levels. Elevational depth and shadow lines are apparent in this view, as a common feature despite the differences between the buildings. In

relation to Hardman House, the view shows the large difference in height between the building and Kirklands, and also the gable of the rear of the building, showing that the building continues at a higher level behind the frontage. There are also glimpsed views of the top of the new building on the corner of Hope Street and Myrtle Street, and although that building is clearly visible in the background along Myrtle Street, the Philharmonic PH retains its dominant position on the corner of the street due to its change in tone and its playful elevations, contrasting with the strict formality of other buildings in the street.

5.5

View 3- Junction of Hardman Street and Hope Street looking west

Setting of WHS Character Area 1, Old Blind School, Mount Pleasant, Rodney Street and Canning conservation areas.

View from Mount Pleasant conservation area looking west to the waterfront character area of the WHS, adjacent to the Old Blind School. The view point is another linear corridor, emphasising the degree of enclosure provided by the buildings on the street, despite the variety of scale, materiality and tone. In particular, the ground floor shop frontages are diverse and offer sub-divisions from plot to plot. In the background, the buildings on the waterfront can be glimpsed. The view illustrates the topography of the city, and the importance of the sandstone ridge which runs along Hope Street, and which joins the two cathedrals. In the background of the image, new development located opposite of the grade II* St Luke's church can be seen, providing a general up-scaling in this part of the city centre. The top of the waterfront buildings are also seen, marking the location of the river and the commercial centre of the city, and the heart of the WHS. However, there is a visually disconnect between these buildings and Hardman Street due to the topography of the city, and the layering of the city centre within the bowl of the amphitheatre. The view illustrates the nature of the Mount Pleasant conservation area, with its linear corridor and the varied language of the architectural components. The 20th century building on the corner of Hardman Street and South Hunter Street, with its striated horizontal façade and fenestration is particularly noticeable in this view. Although of red brick, it has a different geometry than its neighbours, and a stronger horizontal axis, particularly at roof level, and it marks a change in scale at this point in the overall streetscene. Whilst South Hunter Street appears to be a minor route within the street hierarchy, it is an important pedestrian thoroughfare for students visiting the John Foster campus and the Robarts Library on Maryland Street, and the greater scale of the building helps to signify the importance of this route.

Character Area 1 of the WHS is of very high significance and contributes substantially to OUV. This includes the attributes of:

- landmark buildings and civic expression as the buildings were constructed with the support of the Corporation as a dramatic entrance point to the city

- the plethora of substantial office buildings that formed the heart of the historic downtown district, many of which were involved with maritime insurance and shipping
- the construction of the dock system and estuary management technology. The buildings are located in an area that was reclaimed from the Mersey, and the technological achievement and sheer scale of that exercise allowed the city to flourish and achieve the status of second port of Empire. This also supports the intangible assets of purposefulness and commercial imperatives that drove the city forward
- the adaptation and re-use of earlier structures. The site originally contained Georges' Dock, but this was infilled and the site re-used for the Pier Head group of buildings

5.6 View 4- View along South Hunter Street looking south.

Setting of Anglican Cathedral, Old Blind School and Mount Pleasant conservation area. This shows South Hunter Street and the view from the entrance to the John Foster campus of Liverpool John Moores University, towards the Anglican Cathedral. In the background, the western bay of the Old Blind School can be seen, below the tower of the cathedral further to the south. The two buildings are framed by the structures that line the route along the east and west, although the cut back of the Haigh building at this point and its reduction in scale to single storey allows some of the space to 'leach' away at that point, and reduces the effectiveness of the continuity and the framing. This is particularly the case in relation to the contrast with the building opposite, which is 7 storeys high at this point, including attic storey.

The lack of active frontages along this street contrast with the frontage buildings, although there are commercial uses on the east side of the street, and this contrasts with the unanimated frontage at ground floor in the existing Haigh building, seen in the right foreground.

As in other locations within the city, the sheer scale of the Cathedral means that its setting is extensive, and this is especially the case given its location on the ridge line. Views like this, affording glimpses of the tower, are crucially important in establishing the dominance of the Cathedral, allowing navigation and legibility of the city, in addition to visual connections.

5.7 View 5- from St Luke's Place looking east.

Setting of St Luke's Church, Philharmonic PH, Mount Pleasant and Rodney street conservation areas.

The proposal site is seen in the middle distance, taken from adjacent to St Luke's church which is just out of shot on the right. The view point reinforces the linear

qualities of the Conservation Area with its boundary on Rodney Street, where it meets the Rodney Street conservation area.

In the foreground a new student accommodation block rising to 12 storeys is in process of being constructed, and this illustrates the difference in scale between its Georgian three storey nature, and the new build, in a similar manner to the Fly in the Loaf/Kirklands and Hardman House. In the far background, the Myrtle Street elevation of the Hope on Hope Street student block provides linear continuity and enclosure, whilst the long horizontal roofline of the 20th century brick building (Haigh Court) on the corner of South Hunter Street and Hardman Street merges with the Myrtle Street student block to produce a 'flattened' skyline at this point. This contrasts with the variety of gables, roofs and chimney stacks located in the middle distance on the northern side of Leece Street, which becomes Hardman Street after it meets Rodney Street. Haigh Court is the dominant building in the middle distance, in part due to its distinctive tones, and the mass of the building, that works at right angles to the general linear grain of the townscape.

5.8 View 6- from Maryland Street looking west.

Setting of Mount Pleasant and Rodney Street conservation areas.

The foreground shows the low lying Hope and Anchor PH on the left of the image, with the LJMU Aquinas Building to the right. In the middle distance is the Haigh building, and further west the Georgian Rodney Street conservation area, whilst in the background is the large student block at Oldham Place/Leece Street currently under construction.

The view is dominated not by buildings, but by the line of trees that marks the entrance to the John Foster campus and the Aldham Robarts library off Maryland Street. These give a hint of the extensive green space that is located in the courtyard at the campus, but which is not visible from outside the site. They also provide a relief from the hard urban palette of the brick facades that is a characteristic of all the buildings in the view. The contrast between the Aquinas building and the Hope and Anchor is seen via the simplicity of the façade treatment of the latter, and the more complex treatment of the former, with minimally recessed fenestration contrasting with deeper reveals and moulded architraves with segmental heads. The Aquinas Building is one of the few buildings that is not located at back of pavement, but is set-back behind a brick wall, with an entrance porch off Maryland Street.

The warmer brickwork of the Rodney Street houses also contrasts with the foreground buildings, as does their more formal and rhythmic facades.

The stopping up of Maryland Street is identified by the coloured bollards seen in the view, and this is a divisive element of the streetscene. The lack of activity in and around what was intended to be an active public space, is exacerbated by the poor quality of the Haigh building, and the appearance of the street as potentially an un-welcoming

space, more akin to a rear alleyway than a connecting east-west route between Hope Street and Rodney Street, and as an access point to the John Foster campus and the Aldham Roberts library.

5.9 View 7- Maryland Street from Rodney Street

Setting of 7 Rodney Street, Mount Pleasant and Rodney Street conservation areas.

The view looks back towards Hope Street, with Aldham Roberts library on the left of the view, and the grade II listed 7 Rodney Street on the right. The Haigh building is in the middle distance to the right.

The combination of the trees and the Library are the dominant elements in the view, although the wall of 7 Rodney Street also provides some framing. The Haigh building is seen as an anonymous contributor to townscape character, with little articulation or movement, in contrast to the small ancillary buildings associated with 7 Rodney Street, and the contemporary Library, with its deep eaves and engineered facades.

5.10 View 8- from entrance to John Foster campus/Maryland Square

Mount Pleasant and setting of Rodney Street conservation areas and 7 Rodney Street.

This is a more localised view of the Haigh building than View 6, and demonstrates the relationship between one of the landmark buildings within the conservation area, the Aldham Roberts Library, and the application site, in addition to the heritage assets within the frame.

Whilst the western half of the Haigh building shares some of the characteristics of the building typologies elsewhere in the conservation areas, such as brick facades and a regular fenestration pattern, the eastern part in the foreground of this view illustrates a real disconnect, despite its materiality. The building, in a single use, suffers from a lack of contextual referencing and an architectural dichotomy that is confusing and discordant. The building has a negative impact on the conservation area.

The view also shows Maryland Square, in essence a pedestrianised area intended to complement social uses in the Haigh building, but merely a car free space for movement rather than sedentary activity. There is little linkage with the landscaped gardens of the John Foster campus to the right of the view, and the dwarf wall and tree line bar movement in that direction. This is currently a negative space within the conservation area.

The Georgian buildings of the Rodney Street conservation area remain a focal point and visual destination in the area.

5.11 View 9- Hardman Street from the Old Blind School

Mount Pleasant conservation area and Old Blind School.

A more localised view than View 3, the image shows Hardman House and its contribution to the townscape. The view shows the disparity in scale and architectural

language between Hardman House and Haigh Court, its neighbour on the other corner of South Hunter Street. Whilst Hardman House shares some similarities with other buildings within the conservation area, its impact and offer to the townscape is limited, and it makes a neutral contribution to the conservation area.

The architectural quality of the building is very much reduced in relation to other buildings along Hardman Street, with a much lesser degree of ambition, richness, ornamentation and refinement than other period buildings in the same section of street. This is illustrated in Figures 5 to 8.



Figure 5



Figure 6



Figure 7



Figure 8

6.0 ASSESSMENT

- 6.1 The assessment of impacts on heritage assets and the OUV of the WHS is based on a series of images described in section 5 above. There are 9 viewpoints, divided into distant views and local views. The application site is not visible from any of the key strategic views described in the WHS SPD.
- 6.2 The accompanying Visual Impact Assessment document shows the existing views, and these are described in section 5. The document also illustrates views with the application proposals, and in View 1, another development proposal at the Old Blind School that has been given permission, so that a cumulative impact can be assessed.
- 6.3 **View - North corner of Rodney Street looking east along Hardman Street**
Setting of Philharmonic Hall, Old Blind School, Mount Pleasant, Rodney Street and Canning Street conservation areas.
- The View shows the replacement for Hardman House in the left of the image in the middle distance, with the permitted extension to the Old Blind School also modelled. The building retains the same building line as the existing Hardman House, and provides active frontages to the ground floor. Whilst it is higher than the existing building, the building occupying the corresponding corner of Hardman Street/South Hunter Street is still visible, and the extra height has minimal impact on the stuccoed facades of its neighbours to the west, nor to the two storey Fly in the Loaf/Kirklands immediately to the west, as the existing townscape shows that differences in scale is one of the underlying characteristics of this part of the conservation area. This is also evidenced directly opposite the application site.
- The proposal retains the framing of the view corridor towards the Philharmonic Hall and the Old Blind School, as in the existing view, and is modelled to provide a series of recessed windows that bring visual interest to the street scene.
- Whilst the top of the proposal is not pitched as the existing Hardman House, horizontal roof lines are also a characteristic in some of the buildings in both the Mount Pleasant conservation area, and Canning conservation area, as can be seen with its neighbour to the east, Haigh Court, and with the Philharmonic Hall. This design device has also been used with the alteration to the Old Blind School, a four storey contemporary attic extension to this listed building. This represents part of the general up-scaling associated with the area at different times, most recently with the Student accommodation at Leece Street/Oldham Place, and at an earlier period, with Haigh Court.
- The setting of the heritage assets in the view remain unaffected by the proposal.

- 6.4 View 2- South corner of Rodney Street looking east along Hardman Street
Setting of Philharmonic PH, Mount Pleasant, Rodney Street and Canning Conservation Areas.
- The view shows the twin-set-backs of the proposal at roof level, and this allows the frontage to respond to the street frontage in terms of scale and modelling. The existing view shows taller buildings directly to the rear of the main frontage, and this element has formed a part of the design approach to the proposal. The existing blank gable of Hardman House facing the Fly in the Loaf/Kirklands has been repeated with the proposal, whilst the relationship with Haigh Court, and marking the important pedestrian thoroughfare of South Hunter Street, is now more balanced. Changes in level required for the gradient have been managed internally and at ground floor, so that the stepping of the elevations along Hardman Street does not impact on the continuous eaves line, allowing for a crisper and integrated parapet at this level, in common with some of the older buildings in the street.
- The set-backs to the north allow for the elevations of the older, stuccoed buildings to the west to engage with the street without being dominated by a larger mass. The Philharmonic PH its position as the holding element of the corner, with no distraction from the proposal, and the Mount Pleasant conservation area and the setting of the Canning Conservation Area similarly remain unaffected.
- 6.5 View 3- Junction of Hardman Street and Hope Street looking west
Setting of WHS Character Area 1, Old Blind School, Mount Pleasant, Rodney Street and Canning Conservation Areas.
- The view shows the relationship of the proposal with its neighbour of Haigh Court, and the new balance provided in the townscape through the increase in scale, that helps to mark the location of South Hunter Street. Whilst the proposal is higher than the existing Hardman House, it enhances the streetscape by closing the gap in scale with Haigh Court, and reducing the dominance of that building in the street. Haigh House has a negative impact on the conservation area, and the proposal helps in ameliorating this. Whilst the set-backs are glimpsed beyond the parapet line of the frontage, they are seen not as a single horizontal datum, but as two separate volumes, providing movement and visual interest at roof line, and allowing the lower frontage to remain the main element in the composition.
- The façade provides for a regular pattern and rhythm to the street, in keeping with the formality of other buildings along Hardman Street, and this intrinsic rhythm and iterative sequence of solids and voids helps to ground the building in its context, albeit in a contemporary manner.
- The OUV of the WHS Character Area 1 is not affected by the proposal, and the Mount Pleasant conservation area is enhanced through the reduction of the dominant impact

of the negative Haigh Court. The setting of the Old Blind School and the Rodney Street and Canning Conservation Areas are also unaffected.

6.6 View 4- View along South Hunter Street looking south.

Setting of Anglican Cathedral, Old Blind School and Mount Pleasant Conservation Area.

The view towards the Anglican Cathedral tower and the west bay of the Old Blind School are enhanced with the proposal, as the new building relates to the higher scale of Haigh Court, and balances the street and the way in which the heritage assets are framed. This is helped by the way in which the two set-backs at roof level reduce towards the frontage, allowing the Anglican Cathedral to remain as the dominant building in the view.

The proposed building also provides a much higher degree of passive surveillance and modelling than in the existing streetscene, which is more characteristic of the Mount Pleasant Conservation Area. The current 'gap' in the street formed by the reduction in scale of the single storey element is now filled with a consistent and continuous building line, and this enhances the linear qualities of the route and the removes the fragmentation that detracts from the views of the heritage assets.

The setting of the heritage assets in this view point are enhanced.

6.7 View 5- from St Luke's Place looking east.

Setting of St Luke's Church, Philharmonic PH, Mount Pleasant and Rodney Street Conservation Areas.

The proposal is seen in the distance from this location, and is placed at a critical point in the streetscene, where the linear qualities of the buildings fronting the street are interrupted by the horizontal emphasis of Haigh Court and the Student accommodation on Hope Street/Myrtle Street. This currently provides a visual termination point, and the proposal works with the grain of this change in geometry, providing a series of strong horizontal lines at right angles to Hardman Street and its frontage buildings. This adds to the interest of the roofline within the Mount Pleasant Conservation Area, and the change in scale and the tonality of the building helps to display the white stuccoed buildings further to the west.

The student accommodation under construction in the foreground, and the existing student block on the corner of Hope Street/Myrtle Street seen in the distance, and terminating the view, are substantial buildings that are both higher than their immediate neighbours, and the proposal for Hardman House responds to the context in a similar manner.

None of the heritage assets in this view are detrimentally affected by the proposal.

6.8 View 6- from Maryland Street looking west.

Mount Pleasant and setting of Rodney Street Conservation Areas.

The viewpoint illustrates the change in scale from the existing to the proposed, with the Haigh building demolished. It is replaced by two buildings, with a shared central square, and the building in the foreground is cut-back and has a curved corner to identify the route and promote movement. The division of the building line gives some relief to the street scene, and the different design approaches gives each building its own identity, whilst sharing a materiality that is appropriate to the palette within the conservation area, and the listed buildings of Rodney Street.

The foreground building helps to mark South Hunter Street from the north, in the same manner as the replacement frontage to Hardman House landmarks its southern entrance point. This will enhance movement and connectivity within the conservation area, and the proposed square located between the two buildings will work as an extension to the landscaped gardens of the John Foster campus, providing a sequence of new and enhanced spaces.

The setting of the heritage assets is unaffected in this view, with the visual destination of Rodney Street unimpaired. The trees in the view will remain, bringing some relief to the otherwise hard fabric of the area. Due to the comparative rarity of landscaping within the conservation areas, they are important contrasting elements, and the proposal retains this importance.

The scale of the buildings works alongside that of Haigh Court (View 4), and the Aldham Roberts library (View 7) to produce a critical mass and density in this part of the conservation area, which identifies it as a functioning part of the Knowledge Quarter. As such, the scale befits the use, and the general character of the conservation area.

6.9 View 7- Maryland Street from Rodney Street

Setting of 7 Rodney Street, Mount Pleasant and Rodney Street Conservation Areas.

The proposed buildings work in tandem to provide high levels of continuity and enclosure, as the perspective and the set-back of the taller element reads as an almost continual frontage. This also masks the greater height of the proposed taller element located on the corner of Maryland Street and South Hunter Street, allowing the lower 5-storey Education Building to be the most prominent element of the development, in the foreground.

The listed no. 7 Rodney Street on the corner also retains its setting, as in this position it closes further views towards the Teaching block, and the details of its fenestration, the texture and tone of its brickwork, and its relationship with the curtilage, ancillary building to the rear are all preserved as a single composition.

The view corridor terminates on Hope Street as per the existing view, and the proposed buildings, although taller than the current buildings, do not detract from this, but rather preserve this aspect of the conservation area.

The Aldham Roberts library seen above the brick boundary wall to the left of the view, works together with the new buildings to provide a series of contemporary structures

within the conservation area, each adding to the other. The identification of this group, helps to interpret the townscape and its evolution, and the importance of the Knowledge economy and usage in this part of the city. In this respect, the proposals are a positive addition to the area.

6.10 View 8- from entrance to John Foster campus/Maryland Square Mount Pleasant and setting of Rodney Street Conservation Areas and 7 Rodney Street. This local view complements that in View 6, and shows how the new square will add to the sequence of landscaped open spaces alongside that of the John Foster campus. This is an important element and characteristic of this part of the conservation area, contrasting with the urban thoroughfares of Hardman Street, Hope Street and Rodney Street that define its boundaries, and acting in counterpoint to the strong linear qualities of these movement spaces. Landscaped spaces are a bespoke element to this conservation area, and the proposal has worked with this concept to produce another such space, illustrated in this view. This aspect of the scheme will enhance the conservation area, and be a genuinely public open space, rather than semi-private. Whilst the curved corner to the building is not a common feature in the area, it does serve to signpost the public square, and is limited to the ground floor, with the upper floors of more orthogonal geometry. The use of brick also grounds the proposals in the place, with the overriding material palette in this part of the conservation area also being brick. This approach also mitigates the contemporary nature of the design, and its scale, whilst also referencing the contemporary façade of the Aldham Roberts library. In terms of impacts on other heritage assets, the linear corridor and terminating view towards Rodney Street and the listed buildings within this view cone, remain highly visible and their setting is preserved.

6.11 View 9- Hardman Street from the Old Blind School Mount Pleasant conservation area and Old Blind School. This local view focuses on the development proposal as it fronts Hardman Street. Whilst the building is larger than the existing Hardman House, its relationship with Haigh Court, and the way in which the building signals and meets the corner of South Hunter Street are both positive elements. Set-backs at high level are minimised from this location, affording glimpsed views only, and the focus is very much on the Hardman Street frontage. The design is of a deliberately contemporary nature, and does not seek to offer a quasi-historic or pastiche solution. However, the elevation does provide its own intrinsic pattern and rhythm, based on an analysis of the existing building, so that it is referential to the existing building, and respectful of the established geometries and layering of the street. An analysis of the current Hardman House illustrates how the architectural language has informed the current design proposal, and this is illustrated in Figures 9 and 10.



Figure 9- Hardman House

Figure 9 indicates the vertical proportions of the pattern established by the fenestration regime, with both single runs of windows shown in the white lines, but also how these are then paired (orange lines) to produce a distinctive ratio of solid to void ratio and an established underlying pattern. The later oriel window is a distinctive element that stands out because it is not repeated, but which nevertheless provides a feature that helps lift the corner of the building. The vertical geometries are complemented by a series of horizontal layers, marking eaves, fascia level and ground (red lines), defining plinth, and parapet levels. In between these large scale elements, the blue lines represent the central band of ornamental brickwork and separation of the window locations. This weave of vertical and horizontal axes is common to the whole of the façade, although for clarity the Figure separates them out to illustrate how they are composed in different parts of the façade.



Figure 10- proposed elevation

Figure 10 shows the proposed elevation with the same colour coding applied, and illustrates the horizontal subdivision of plinth and pediment level in red, with further horizontal sub-division in blue. Similarly, the vertical window slots are shown singularly in white, and the paired windows in orange. Window dimensions are not consistent across the elevation, but have been inspired by the range of window sizes within the conservation area, ranging from those of Hardman House to those of Haigh Court, but the concept of the oriel on the corner has been used to provide wrap around windows in this location. The composition of the various elements is a contemporary variation of the historic grammar used in both Hardman House and the conservation area, and a distillation of this to provide a façade that resonates with the earlier buildings, and is grounded in context.

7.0 SUMMARY

7.1 Summary Table

| Attribute of OUV/Heritage Asset | Impact | Sensitivity | Magnitude of Impact | Significance of Impact |
|---|---------------|--------------------|----------------------------|-------------------------------|
| Anglican Cathedral setting | Negligible | High | Moderate | Moderate Beneficial |
| Philharmonic Hall setting | Negligible | High | Neutral | Neutral |
| Philharmonic PH setting | Negligible | High | Neutral | Neutral |
| Old Blind School setting | Negligible | Medium | Neutral | Neutral |
| 7 Rodney Street setting | Negligible | Medium | Neutral | Neutral |
| WHS Character Area 1 (Waterfront) setting | Negligible | Very High | No Impact | Neutral |
| Mount Pleasant conservation area | Negligible | Medium | Moderate | Moderate Beneficial |
| Rodney Street Conservation Area setting | Negligible | Medium | Neutral | Neutral |
| Canning Conservation Area setting | Negligible | Medium | Neutral | Neutral |

7.2 The proposal will benefit the Mount Pleasant Conservation Area with the replacement of a building that is of poor quality in terms of its condition and appearance, and which lacks the architectural richness of other period buildings within the conservation area. The existing building has a low level of significance, and the accompanying Conservation Statement produced by Peter de Figueiredo confirms that this is the case even with its association with the earlier St Phillips church. The proposal will bring a positive change to how the conservation area is used and experienced, and aid

navigation and connectivity. The new public space will enhance one of the key and bespoke aspects of the conservation area, the presence of landscaped gardens at John Foster campus, and also bring a critical mass and density to University buildings within the area, which is a notable aspect of its character.

- 7.3 There is no impact on OUV as the Waterfront Character area remains unaffected by the proposal, both in terms of its setting and its outstanding universal value. The existing building does not contribute in any significant way to the criteria for inscription nor to OUV, and the impact of the proposal on the Mount Pleasant conservation area and other heritage assets ranges from Moderately Beneficial to Neutral.

APPENDIX 1

STATEMENT OF OUTSTANDING UNIVERSAL VALUE

Brief synthesis

Located at the tidal mouth of the river Mersey where it meets the Irish Sea, the maritime mercantile City of Liverpool played an important role in the growth of the British Empire. It became the major port for the mass movement of people, including slaves and emigrants from northern Europe to America. Liverpool was a pioneer in the development of modern dock technology, transport systems and port management, and building construction.

Six areas in the historic centre and docklands of Liverpool bear witness to the development of one of the world's major trading centres in the 18th, 19th and early 20th centuries. A series of significant commercial, civic and public buildings lie within these areas, including the Pier Head, with its three principal waterfront buildings - the Royal Liver Building, the Cunard Building, and Port of Liverpool Building; the Dock area with its warehouses, dock walls, remnant canal system, docks and other facilities related to port activities; the mercantile area, with its shipping offices, produce exchanges, marine insurance offices, banks, inland warehouses and merchants houses, together with the William Brown Street Cultural Quarter, including St. George's Plateau, with its monumental cultural and civic buildings.

Liverpool - Maritime Mercantile City reflects the role of Liverpool as the supreme example of a commercial port at the time of Britain's greatest global influence. Liverpool grew into a major commercial port in the 18th century, when it was also crucial for the organisation of the trans-Atlantic slave trade. In the 19th century, Liverpool became a world mercantile centre for general cargo and mass European emigration to the New World. It had major significance on world trade as one of the principal ports of the British Commonwealth. Its innovative techniques and types of dock, dock facilities and warehouse construction had worldwide influence. Liverpool was instrumental in the development of industrial canals in the British Isles in the 18th century, and of railway transport in the 19th century. All through this period, and particularly in the 19th and early 20th centuries, Liverpool gave attention to the quality and innovation of its architecture and cultural activities. To this stand as testimony its outstanding public buildings, such as St. George's Hall, and its museums. Even in the 20th century, Liverpool has made a lasting contribution, remembered in the success of The Beatles, who were strongly influenced by Liverpool's role as an international port city, which exposed them to seafarers, culture and music from around the world, especially America.

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

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

Criterion (iv): Liverpool is an outstanding example of a world mercantile port city, which represents the early development of global trading and cultural connections throughout the British Empire.

Integrity

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

There has been some re-development on sites previously redeveloped in the mid-late 20th century or damaged during World War II, for example at Mann Island and Chavasse Park, north and east of Canning Dock. All archaeology on these development sites was fully evaluated and recorded; archaeological remains were retained in situ where possible, and some significant features interpreted in the public domain. A new visitor centre has been opened at the north east corner of Old Dock, which has been conserved and exposed after being buried for almost 200 years. The production and adoption of design guidance minimizes the risks in and around the WH property that future development might adversely affect architectural quality and sense of place, or reduce the integrity of the docks.

Authenticity

Within the property, the major dock structures, and commercial and cultural buildings still testify to the Outstanding Universal Value in terms of form and design, materials, and to some extent, use and function. Warehouses at Albert Dock have been skillfully adapted to new uses. Some new development has been undertaken since inscription and has contributed to the city's coherence by reversing earlier fragmentation. No significant loss of historical authenticity has occurred, as the physical evidence of the City and its great past remain prominent and visible, and in some cases has been enhanced. The main docks survive as water-filled basins within the property and in the buffer zone. The impact on the setting of the property of further new development on obsolete dockland is a fundamental consideration. It is essential that future development within the World Heritage property and its setting, including the buffer zone, should respect and transmit its Outstanding Universal Value.

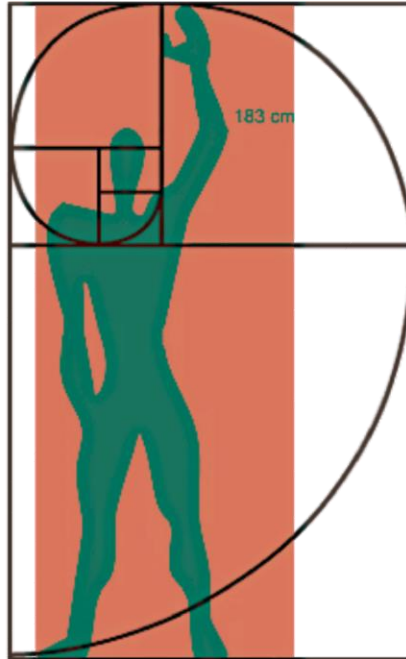
Protection and management requirements

The property is within the boundary of Liverpool City Council and is protected through the planning system and the designation of over 380 buildings. The six sections of the property are protected as Conservation Areas under the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990.

The properties within the boundary are in mixed ownership and several institutions have management responsibilities relating to them. The property is subject to different plans and policies, including the Liverpool Unitary Development Plan (2002) and the Strategic Regeneration Framework (July 2001). There are several detailed master plans for specified areas, and conservation plans for the individual buildings. A Townscape Heritage Initiative for Buildings at Risk in the World Heritage site and its

buffer zone is successfully encouraging and assisting the restoration of buildings within designated areas of the property. A full Management Plan has been prepared for the property. Its implementation is overseen by the Liverpool World Heritage Site Steering Group, which includes most public bodies involved in the property.

At the time of inscription, the World Heritage Committee requested that the height of any new construction in the property should not exceed that of structures in the immediate surroundings; the character of any new construction should respect the qualities of the historic area, and new construction at the Pier Head should not dominate, but complement the historic Pier Head buildings. There is a need for conservation and development to be based on an analysis of townscape characteristics and to be constrained by clear regulations establishing prescribed heights of buildings. A Supplementary Planning Document for Development and Conservation in and around the World Heritage site addresses the management issues raised by the World Heritage Committee in 2007 and 2008 and was formally adopted by the Liverpool City Council in October 2009.



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