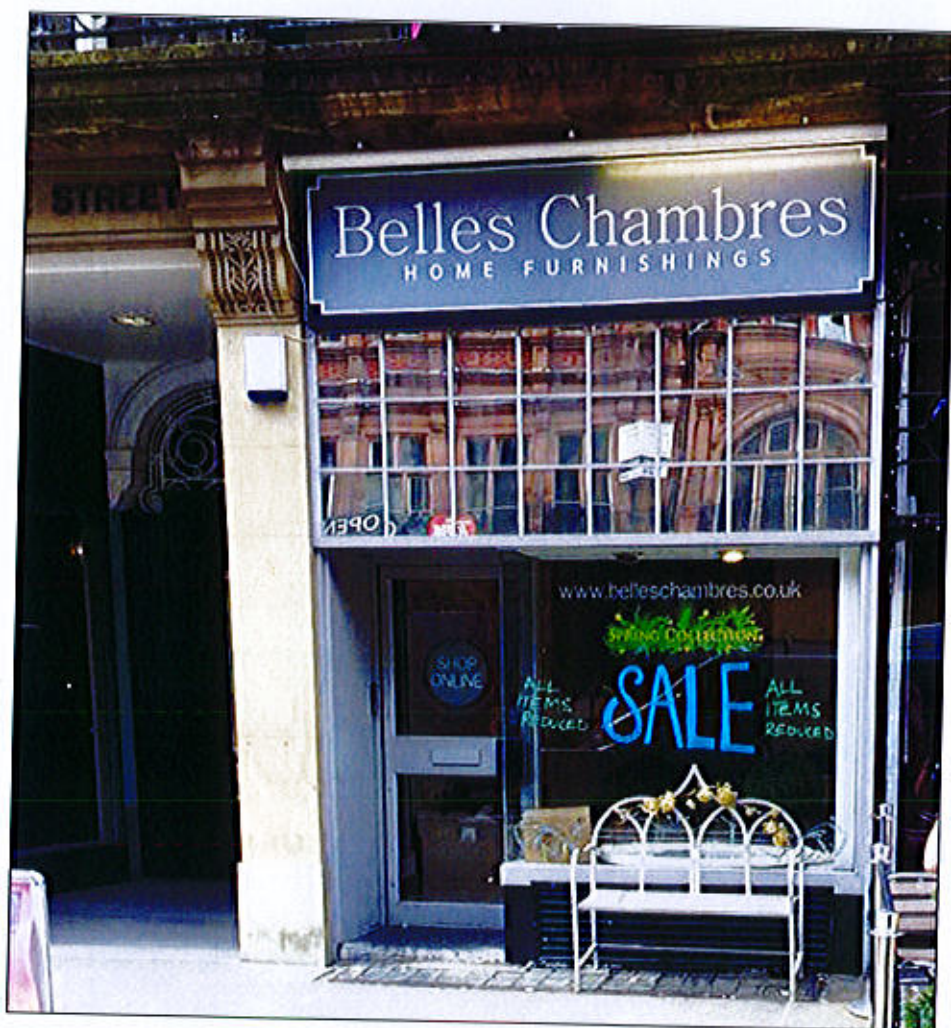


PROPOSED DEVELOPMENT AT 12 CASTLE STREET

CITY OF LIVERPOOL



HERITAGE ASSESSMENT

GARRY MILLER
HISTORIC BUILDING CONSULTANCY

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HERITAGE ASSESSMENT, SEPTEMBER 2015

GARRY MILLER
HISTORIC BUILDING CONSULTANCY

Crosby House, 412 Prescott Road, Eccleston Hill, St Helens, Lancashire WA10 3BT
Telephone: 01744 739675
garrymillerhbc@gmail.com
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I: EXECUTIVE SUMMARY

This report supports proposed development at 12 Castle Street in Liverpool City Centre. The property is a currently-vacant retail unit within the Grade II listed 10-18 Castle Street, a substantial office/retail building of the 1890s. The site also stands within the Castle Street Conservation Area, a designated character area of the Liverpool Maritime Mercantile City World Heritage Site.

Proposals have been submitted to Liverpool City Council for change of use of 12 Castle Street from retail to hot food take-away with cafe facility, and associated alterations to the shop front and to the interior. The heritage issues raised by the proposal are its impact upon the significance (i.e. heritage interest and value) of the listed building and the character and appearance of the conservation area. The scope and purpose of this assessment is, in accordance with national planning policies governing the historic environment, to identify the significance of these heritage assets and evaluate the proposal's impact upon this significance.

Grade II designation of 10-18 Castle Street denotes it is of national importance for its special architectural and historic interest as a prestigious 1890s office/retail building. It is from this special interest and character that its significance is derived, and is embodied in the building's original form, appearance and features. Modern alterations, such as the internal appearance of number 12, are of little heritage value. The building has further significance city-wide for its contribution to the character and appearance of the Castle Street Conservation Area, which in turn is of international importance as part of the Liverpool Maritime Mercantile City World Heritage Site.

The proposal will return the building to viable use, and the associated works are of a minor nature. The existing shop front is modern and the proposal seeks the introduction of new signage in connection with the change of use. As the only external alteration to the building, this will therefore not adversely affect its significance or character, along with its wider contribution to the Castle Street Conservation Area. Internally, number 12 is generally of modern appearance. The only alterations sought are introduction of a counter and hatch on the ground floor. It is understood these features will be installed in a manner that involves minimum intervention to the historic fabric of the building, leaving its significance and character unaffected. As these works are internal, there will be no impact upon the character and appearance of the conservation area.

The proposal is therefore in accordance with both national and local policy and thus it is considered that consent should be granted.

2: PLANNING CONTEXT

2.1 The site

The application relates to 12 Castle Street, Liverpool L2 0NE.

2.2 Designations

The application building forms part of the Grade II listed 10-18 Castle Street, an office/retail block of the 1890s first listed in 1975 (English Heritage Building ID: 213842). This in turn stands within the Castle Street Conservation Area, a designated character area of the Liverpool Maritime Mercantile City World Heritage Site.

2.3 Proposed development

Proposals are being submitted to Liverpool City Council for change of use of 12 Castle Street from retail to hot food take-away with cafe facility, and associated alterations to the shop front and to the interior.

2.4 Heritage impact/relevant planning policies

The heritage issues raised by the proposal are its impact upon the significance (i.e. heritage interest and value) of the listed building and the character and appearance of the conservation area. The application will therefore be determined in the context of relevant national and local planning policies governing the historic environment. The national context is established by Section 12 of the National Planning Policy Framework (*Conserving and Enhancing the Historic Environment*), which was published in March 2012 and sets out the Government's planning policies for England and how they are expected to be applied. Locally, saved policies of the 2002 Liverpool Unitary Development Plan are relevant. The policy context is examined further in Section 6 of this report.

2.5 Scope and purpose of this report

Paragraph 128 of the National Planning Policy Framework states local planning authorities should require an applicant to describe the significance of the heritage assets affected, including the contribution made by their setting. The scope and purpose of this

document is therefore to describe the significance of the listed building and conservation area and how this will be affected by the proposal. It is to be read in conjunction with other documentation supporting the application.

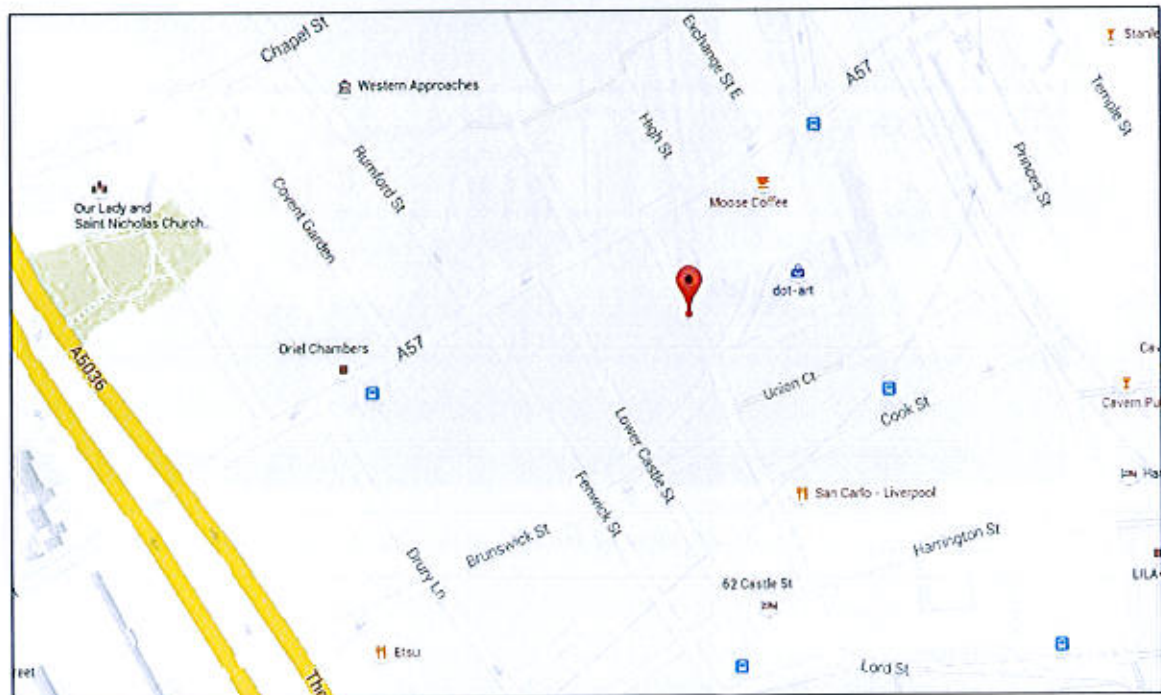
2.6 Report structure

This is as follows:

1. A brief description of the listed building and of the conservation area as the affected heritage assets (Section 4)
2. An evaluation of their significance (Section 5)
3. Analysis of the impact of the proposal upon this significance, with reference to relevant planning policies (Section 6).

3: THE SITE

The application building is sited in central Liverpool, on the west side of Castle Street, developed from the 1840s as the principal financial street of the city's commercial core. 12 Castle Street is part of a late 19th century building numbered 10-18 Castle Street, which comprises ground floor shops with offices on three floors above. It occupies a prominent position amid a streetscene which incorporates some of Liverpool's finest and most monumental commercial buildings, products of the zenith of the port's 19th – early 20th century prosperity.



Map 1. Location plan showing the application building



1. Looking north along Castle Street to the town hall at its junction with Dale Street, with the listed numbers 10-18 indicated



2. Street view of 10-18 Castle Street, with 12 indicated

4: THE HERITAGE ASSETS AFFECTED

4.1 10-18 Castle Street

The building to which 12 Castle Street belongs dates from the 1890s and is a tall stone-fronted four-storey structure with Neoclassical detailing and comprising ground floor shops and offices above. The shops all have modern fascias apart from number 10, which retains that of a 19th century chemists. The National Heritage List description of 10-18 Castle Street, compiled in the 1980s, reads:

Office building, 1890's. Stone, slate roof. 4 storeys and attics, 5 bays. Mostly modern shop fronts on ground floor, but No 10 has original chemist's shop front. First floor has 1:3:1 windows with Corinthian attached columns, and entablature, and iron railings to balcony. 2nd floor has 1:3:1 windows with aedicules with entablature above. 3rd floor has 1:3:1 windows with pilasters, columns and dentilled cornice. Separate attic windows similar, with shell curved pediments. 3rd floor and attic continue the rhythm with aedicules which become dormers in the centre 4 panelled finials to end bays. Large axial stack. Ornate open well iron stair on cast iron columns in light well at rear.

Number 12 lies immediately right of the recessed street level entrance to the offices, and comprises a modern glazed shop front and signage beneath a first floor balcony running across the façade. The interior of the building has a modernized appearance.



3. Ground floor of 10-12, showing number 10



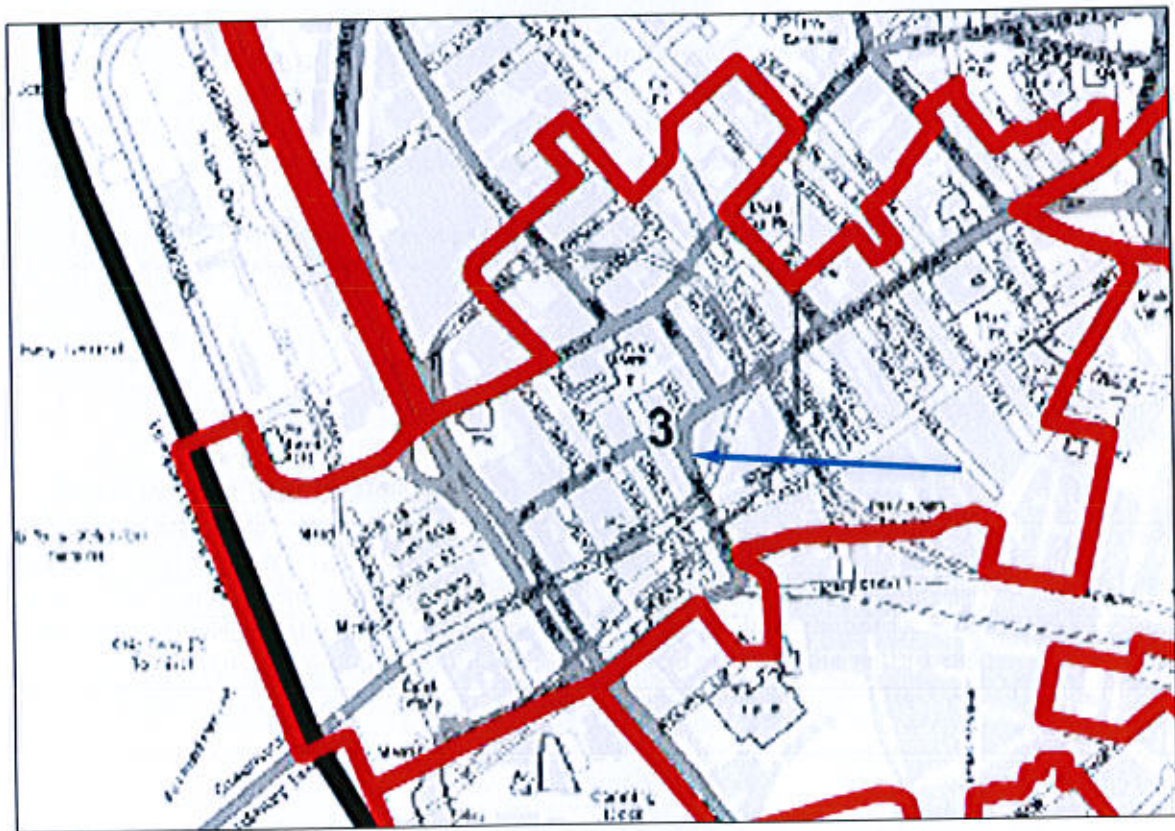
4. Close-up view of present modern shop front at Number 12; to left is original entrance to offices on floors above



5. Modernised interior of ground floor of number 12

4.2 Castle Street Conservation Area and contribution of the application building

- a. **Character of the area.** The application building lies within the Castle Street Conservation Area, which forms part of Character Area 4 (Castle Street/Dale Street/Old Hall Street Commercial District) of the Liverpool Maritime Mercantile City World Heritage Site. This area is described in the 2009 Supplementary Planning Document for the World Heritage Site as encapsulating the historic commercial and civic centre of the city and containing '... a dense concentration of historic buildings that reflect the medieval origins of the city and its growth and development of over the course of the 18th, 19th and 20th centuries.' Most buildings within the conservation area are listed and therefore considered of national importance. Its architecture has generally been of the highest quality and in varied styles, with many buildings designed by the most accomplished British architects of their age. The conservation area also contains the city's key civic buildings and commercial and financial institutions, which together '... reinforced the primacy of Castle Street and the surrounding streets as the commercial core of the city.'
- b. **Contribution of 10-18 Castle Street.** The building makes an important positive contribution to the character of the conservation area as one of the substantial commercial edifices erected during the 19th century rebuilding of Castle Street. This contribution derives from both its intrinsic qualities as an Neoclassical-styled office building with ground floor shops, along with its collective role within the impressive Castle Street streetscene.



Map 2. Castle Street Conservation Area boundary with location of the application building indicated

5: ASSESSMENT OF SIGNIFICANCE

5.1 Rationale

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

'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.'

The NPPF Glossary defines setting as:

The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

As the affected heritage assets, the significance of the listed building and conservation area must therefore first be established in order to evaluate the impact of the proposal.

5.2 Significance of 10-18 Castle Street

Grade II designation of 10-18 Castle Street denotes it is of national importance for its special architectural and historic interest as a prestigious 1890s office/retail building. It is from this special interest and character that its significance is derived, and is embodied in the building's original form, appearance and features. Modern alterations, such as the internal appearance of number 12, are of little heritage value. The building has further significance city-wide for its contribution to the character and appearance of the Castle Street Conservation Area, via its intrinsic qualities and streetscene presence.

5.3 Significance of the Castle Street Conservation Area

Castle Street Conservation Area is of city-wide importance as the historic commercial and civic core of Liverpool and in turn is of international importance as part of the

Liverpool Maritime Mercantile City World Heritage Site. The character of this area is derived principally from its prestigious 19th and early 20th century buildings, most of which are listed and hence of national importance, one of which is 10-18 Castle Street.

6: ASSESSMENT OF IMPACT

6.1 Objective

In the context of relevant planning policies, reviewed below, the impact of the proposed development will be considered in terms of:

- The principle of the change of use of the vacant property
- The impact of the proposed external and internal works upon the significance and character of the listed building, and the character and appearance of the Castle Street Conservation Area

6.2 Relevant policies

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

National policies are set out in Section 12 of the National Planning Policy Framework (*Conserving and Enhancing the Historic Environment*, March 2012). Paragraph 131 states that in determining applications, local planning authorities should take account of:

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

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

demonstrated that the substantial harm is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

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

Paragraph 134 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. Concerning setting, paragraph 137 states:

Local planning authorities should look for opportunities for new development within Conservation Area 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.

Furthermore, paragraph 138 recognises that not all elements of a conservation area will necessarily contribute to significance and states:

Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

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

- **Policy GEN3 (Heritage and Design in the Built Environment)**, which states that the UDP aims to protect and enhance the built environment of the City by encouraging a high standard of design and landscaping in developments and creating an attractive environment which is safe and secure both day and night.
- **Policy HD1 (Listed Buildings)**, which states that the city council will take positive action to secure the retention, repair, maintenance and continued use of listed buildings. The City Council will relax planning and other City Council policies in order to secure the retention of a building of special architectural or historic interest.
- **Policy HD4 (Alterations of Listed Buildings)**, which states that any extension, external or internal alterations to, or the change of use of, or any other works to a listed building that would adversely affect its architectural or historical character will not be consented. The policy also states that consent will not be granted if any works are not of a high standard of design in terms of form, scale, detailing and materials.

- **Policy HD5 (Development Affecting the Setting of Listed Buildings)**, which states that development which will affect the setting of a listed building should preserve the setting and important views of the building. This can be achieved through controlling the context and siting of new development.
- **Policy HD7 (Conservation Areas)**, which states that Conservation Areas provide attractive places to live and work, and contribute to the quality of life for local people. These areas will be given special consideration, and the character and appearance of these areas will be enhanced and preserved.
- **Policy HD8 (Preservation and Enhancement of Conservation Areas)**, which states the City Council will take positive action to secure the preservation or enhancement of conservation areas and will:
 - i. Seek support and funding from all available sources for the repair of buildings and environmental improvements;
 - ii. Prepare action plans for priority areas;
 - iii. Use its available powers to secure the removal of features which significantly detract from the character of the area; and
 - iv. Provide planning guidance and advice to owners and developers.
- **Policy HD11 (New Development in Conservation Areas)**, which states that planning permission will not be granted for development in a conservation area which fails to preserve or enhance its character. The policy further states that proposals for new development will be permitted having regard to the following criteria:
 - the development is of a high standard of design and materials, appropriate to their setting and context, which respect the character and appearance of the conservation area
 - the development pays special attention to conserving the essential elements which combine to give the area its special character and does not introduce changes which would detract from the character or appearance of the area
 - the proposal protects important views and vistas within, into and out of the conservation area
 - the proposal does not lead to the loss of open space or landscape features (trees and hedges) important to the character or appearance of the area
 - the development does not generate levels of traffic, parking, noise or environmental problems which would be detrimental to the character or appearance of the area
 - the proposal has a satisfactory means of access and provides for car parking in a way which is sympathetic to the appearance of the conservation area.

6.3 Change of use

12 Castle Street has been disused for some time and the proposed change of use will return it to viable use and thus preserve its contribution as part of the listed building.

6.4 Impact of the proposed works

The proposed works are of a minor nature. The existing shop front is modern and the proposal seeks the introduction of new signage, as detailed upon the application drawings, in connection with the change of use. As the only external alteration to the building, this will therefore not adversely affect its significance or character, along with its wider contribution to the Castle Street Conservation Area. Furthermore the small-scale nature of the works means the setting of the adjoining listed buildings within the conservation area will not be harmed. Internally, number 12 is generally of modern appearance. The only alterations sought are the introduction of a counter and hatch on the ground floor. It is understood these features will be installed in a manner that involves minimum intervention to the historic fabric of the building, thus leaving its significance and character unaffected. As these works are internal, there will be no impact upon the character and appearance of the conservation area.

6.5 Conclusion

The proposed works will return the vacant building to viable use and preserve the significance and character of the listed 10-18 Castle Street along with the character and appearance of the Castle Street Conservation Area. The scheme is therefore compliant with national policy as expressed by with NPPF 131, 132, 137 and 138 along with Liverpool UDP policies HD4, HD5, HD7, HD8 and HD11. It is therefore considered that consent for the proposal should be granted.

APPENDIX 1: PRINCIPAL SOURCE MATERIAL

National Heritage List for England description of 10-18 Castle Street

Richard Pollard and Nikolaus Pevsner, *The Buildings of England, Lancashire: Liverpool and the Southwest*, 2006

Liverpool City Council, 2009 Supplementary Planning Document for the World Heritage Site

APPENDIX 2: GARRY MILLER HISTORIC BUILDING CONSULTANCY

Garry Miller is an architectural historian who has spent more than 35 years studying buildings of town and countryside, in particular those of North West England. His career as a consultant began in the mid-1980s with the Preston-based Nigel Morgan Historic Building Consultancy, of which he became a partner in 1992 upon its rebranding as Datestone. In 1997 he was commissioned by the Heritage Trust for the North West, a buildings preservation trust based at Barrowford, Lancashire, to produce an in-depth regional study of vernacular houses in southwest Lancashire: the result, *Historic Houses in Lancashire: The Douglas Valley, 1300-1770* was published in 2002. The book was described as 'scholarship as its best' by *Country Life* (June 2003), and 'well analysed and presented' in *Transactions of the Ancient Monuments Society* (Vol 48, 2004); and was widely cited in the 2006 *Buildings of England* volume on Liverpool and Southwest Lancashire. Extensive research on the houses of Georgian and Regency Liverpool has also been undertaken, with a view to future publication. Following the success of his Douglas Valley book, Garry Miller established his own consultancy, producing analytical and interpretive reports on historic buildings. His specialism are the heritage assessments required to support planning applications affecting the historic environment, and his area of operation encompasses the North West, Midlands and North Wales. Several local authorities have cited Garry Miller's reports as examples of best practice, and on average his practice produces reports on more than 80 buildings or sites annually.