

# Statement of Justification for Application for Non-material Amendments to Existing Permissions at South Warehouse, Stanley Dock, Liverpool



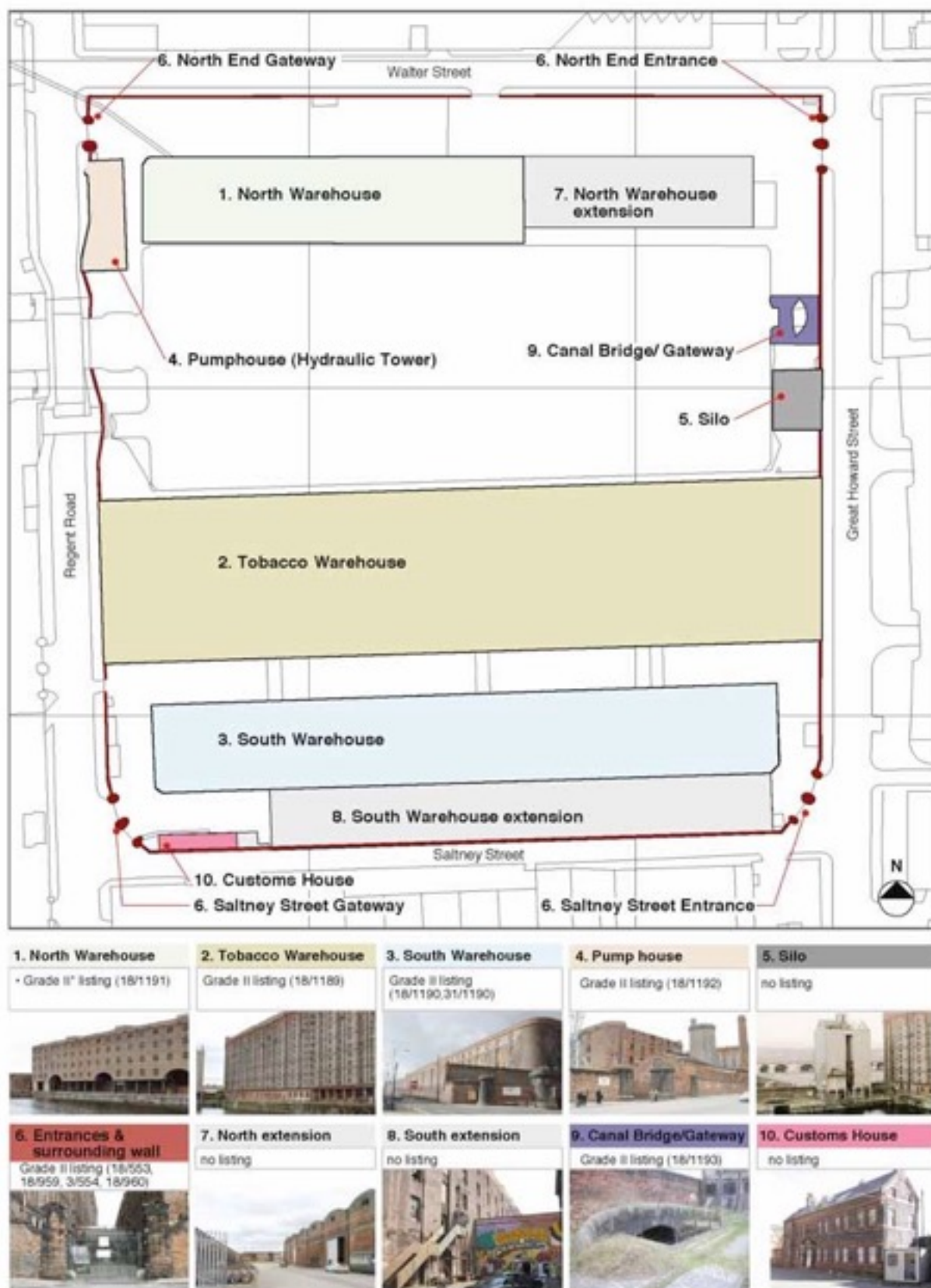
28th October 2015

# Statement of Justification for Application for Non-material Amendments to Existing Permissions at North Warehouse, Stanley Dock, Liverpool

## 1. Introduction

1. Planning Permission (14F/0249) and Listed Building Consent (14L/0253) for the restoration of the South Warehouse, Stanley Dock and its conversion to provide: a 128 room hotel; a 128 no. room apart-hotel (Use Class C1); 1,255 sqm of Class A3 (Restaurant) uses; 5,165 sqm of either Class B1 (Non-residential Institutions) or Class D2 (Assembly and Leisure) uses and; car parking, were approved in March 2014, subject to a range of conditions.
2. The applications were accompanied by a Conservation Statement dated January 2014.
3. Preparatory works for the implementation of the permissions have commenced on site.
4. Following further consideration of the detailed layout of the approved proposals and a review of market conditions, the owners wish to make some minor amendments to the approved scheme. The amended proposal comprises 252 no. one bedroom apart-hotel units and 2 no. two bedroom apart-hotel units (a total of 254 no. apart-hotel units). The associated minor amendments to the building comprise:
  1. Relocation of the proposed new fire escape stair core within the north-east bay, and the proposed new fire escape stair core within the north-west bay, utilising the existing floor openings following the removal of the existing warehouse lift shafts.
  2. Reduction of the corridor width and increase in C1 Apart-hotel unit length throughout the east and west end bays at first, second, third and fourth floor level plans.
  3. Revision of the internal layout plan of all C1 Apart-hotel units.
  4. Change of all C1 Hotel units to C1 Apart-hotel units throughout the first, second, third and fourth floor levels.
  5. Provision of south-west C1 Apart-hotel entrance lobby.
  6. Provision of 2 no. new passenger lifts in lieu of single goods lift to the south-east C1 Apart-hotel entrance lobby .
  7. Revision of access to all proposed new passenger lifts at ground floor level, access to lifts from the 2 no. proposed new apart-hotel entrance lobbies in lieu of access from central bay. Therefore no new door openings required to the bay walls of the central bay at ground floor level.
  8. Change of C1 Hotel Foyer & Bar/Lounge at ground floor level to C1 Ancillary Aparthotel Accommodation.
  9. Change of C1 Hotel Services at basement level to C1 Apart-hotel Services.
5. Officers of Liverpool City Council have indicated that the amendments to the proposed amendments to the approved scheme could be authorised through an application for a

Non-material Amendment, subject to submission of acceptable revised plans and a justification. This statement constitutes that justification.



Site Plan showing the components of the Stanley Dock ensemble

## 2. Heritage Designations at Stanley Dock

### 2.1 Listed Buildings

The following principle buildings within the Stanley Dock site are listed buildings:

a) The North Warehouse - Grade II\* Listed Building

The statutory listing description for the North Warehouse is:

*Warehouse. Dated 1848 (sic), part of Jesse Hartley construction. Eastern half of the building is now demolished. Brick, cast iron frame. 5 storeys, 20 x 6 bays. Ground floor on south side recessed behind colonnade of cast iron Doric columns with concave sides interrupted by 3 elliptical arches. Windows have segmental heads and small-paned iron casements. Top parapet with dentils. North side has 6 loading bays. On par with the warehouses of Albert Dock.*

b) The South Warehouse - Grade II Listed Building

The Statutory listing description for the South Warehouse is:

*Warehouse. 1848.J.Hartley. Built together with the warehouse on the north side of the dock, (q.v.), but this southern one is now cut off from the dock by the later Tobacco Warehouse, (q.v.). Brick with rubble granite base, rock-faced stone ground floor. 5 storeys, 31 bays. Segmental headed windows with small paned iron casements, cast iron Doric columns to ground floor of north side, but arches now blocked by brick infilling. Parapet altered.*

c) The Stanley Dock Tobacco Warehouse - Grade II Listed Building

d) Hydraulic Pumping Station - Grade II Listed Building

e) Two Entrances to Stanley Dock Complex at North from Great Howard Street and two at South End from Regent Road - Grade II Listed Buildings

### 2.2 Conservation Area

Stanley Dock is within (and provides the name for) the Stanley Dock Conservation Area, which was designated in 2003. No conservation area appraisal was undertaken at the time of designation or since but the conservation area was designated as an example of an authentic and distinctive historic dockland landscape.

An earlier report to the City Council which raised the possibility of designation stated:

*In summary, the docks form part of the 7 1/2 miles of Liverpool's dockland and associated warehouses. They are examples of revolutionary nineteenth century architecture and engineering, and are representative of the City's historical maritime achievement. This inheritance, which survives to this day due to its time-defying craftsmanship, is a valuable asset to Liverpool City. The River Mersey, a perfect natural harbour provided easy excavation for the creation of the docks, and gave Liverpool a position of unequalled strategic importance on the western coast, presenting the area with excellent communication links with Lancashire, Yorkshire and the Midlands.*





Stanley Dock Conservation Area

## 2.3 Liverpool World Heritage Site

Stanley Dock is within the Liverpool Maritime Mercantile City World Heritage Site, which was nominated by the UK government in 2003 and inscribed by UNESCO's World Heritage Committee in 2004. The World Heritage Site Nomination Document (2002) summarises the significance of the (then proposed) World Heritage Site:

*Liverpool is the supreme example of a commercial port developed at the time of Britain's greatest global influence – from the 18th century through to World War 1.*

*The Nomination Document summarises the significance of the Stanley Dock Conservation Area:*

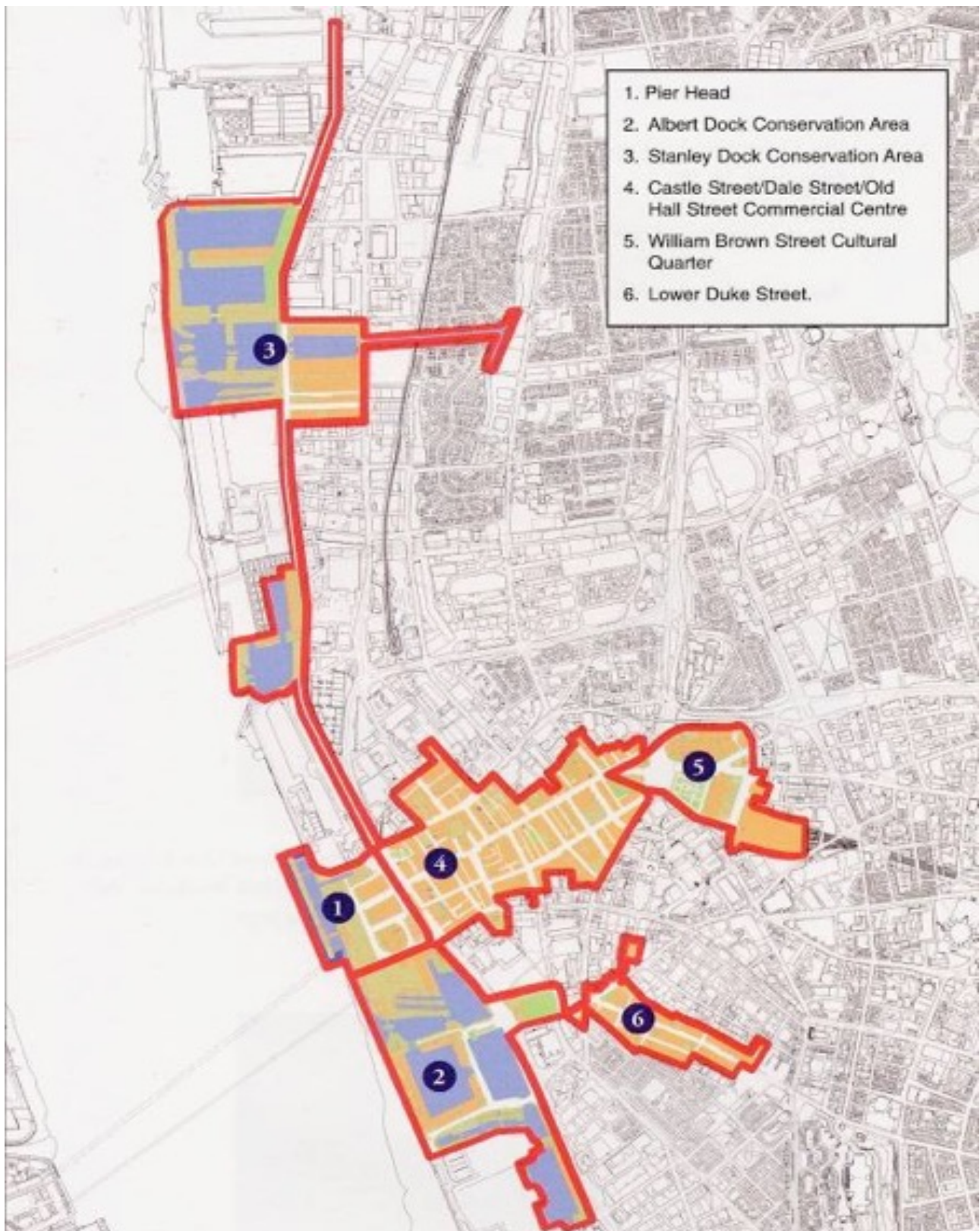
*The Stanley Dock Conservation Area is characterised on the one hand by massive port- related structures such as warehouses, walls and docks, both water-filled and dry graving docks, and on the other hand by smaller dock- related structures such as bridges, bollards and capstans. Many of the ground surfaces are original, including natural materials such as granite setts and stone flags, often dissected by railway lines. The combination of structures, surfaces and water has created a distinctive cultural landscape.*

*The Stanley Dock Conservation Area incorporates the strong linear features of the dock boundary wall, part of the Leeds and Liverpool Canal, the line formed by the canal locks, the Stanley, Collingwood and Salisbury Docks and the Victoria Clock Tower, which is itself a dominant focal point from both the land and the river.*

*The area has examples of warehouses specifically designed to receive goods from moored vessels and which needed to be resistant to harsh wear and heavy weather. They were also specifically designed to prevent the spread of fire. Built from a limited range of materials – brick, stone, cast and wrought iron and mortar, these buildings and other innovative structures found in the area embody the optimum qualities of the functional tradition of industrial architecture of the period.*

*The Stanley Dock Conservation Area represents a highly significant and visually dramatic part of Liverpool's historic dockland.*





Liverpool World Heritage Site and its Six Character Areas

### **3. The Heritage Significance of Stanley Dock**

Stanley Dock is a dock and warehouse ensemble is a heritage asset of very high significance for the following reasons:

1. The Stanley Dock ensemble is an architecturally and historically important ensemble, demonstrating authenticity and integrity of an evolved bonded dock and warehouse system.
2. Stanley Dock is at the centre of and an integral component of Liverpool's globally superlative collection of historic docks. It is also an integral component of the system of 5 inter-linked docks ( together with Collingwood, Salisbury, Nelson and Bramley Moore Docks) which were all planned and opened at the same time.
3. Stanley Dock was the first dock to be directly connected to the canal and railway systems
4. The warehouses at Stanley Dock are integral components of Liverpool's collection of warehouses and help to tell the story of the evolution of warehouses as a building type
5. The North and South Warehouses at Stanley Dock are early examples warehouses which were built using fire-proof construction
6. The Tobacco Warehouse was the largest warehouse in the world when built - 27 million bricks
7. The buildings and equipment at Stanley Dock demonstrate one of the earliest uses of hydraulic power in the world
8. The Stanley Dock, the North and South Warehouses, the Hydraulic Pumping Station and the security wall are all the work of Jesse Hartley, who was: a) the world's first full-time salaried dock engineer, b) the Dock Engineer to the Port of Liverpool 1824-60 and c) internationally influential
9. Stanley Dock provides important evidence of the scale and operation of Liverpool's tobacco industry
10. The boundary walls and gateways: a) are striking and defining features of Liverpool's dockland landscape, especially when seen together with the attached gateways and the main dock wall, which together create a strong, industrial and maritime identity; demonstrate the fundamental need to provide security against theft of goods within the dock and the impression of security.
11. Stanley Dock bears witness to Liverpool's longstanding connections with America, as the source of much of the tobacco stored within the warehouses and its occupation as a base for the American forces during WWII.
12. Stanley Dock and its environs provide evidence of the social history of the docklands' community.



## 4. Relevant Heritage Policies

4.1.1 The South Warehouse and the structures within its curtilage are protected as listed buildings. Of the structures affected by this application, the South Warehouse is a Grade II listed building and the two entrance gateways in the South West and South East corners of the site are Grade II listed Buildings. Listed Building Consent (LBC) is required before carrying out works which affect the historic character or fabric of the listed buildings or structures at Stanley Dock. It is a criminal offence to carry out unauthorised works to a listed building.

4.1.2 The Stanley Dock Conservation Area designation imposes restrictions on demolition and requires that special attention is given to the preservation or enhancement of its character or appearance.

4.1.3 World Heritage status is a material consideration in the determination of planning applications and requires that the Outstanding Universal Value (OUV) of the WHS should be protected, conserved and presented.

4.2.1 The approved listed building consent 14L/0253 has given approval for a range of interventions in the South Warehouse and surroundings, subject to compliance with the conditions attached to that consent. This statement provides justification for amendments to that application.

4.2.2 This application should be determined in the context of the approved LBC, the approved Conservation Principles for the South Warehouse, the relevant local and national policies and the international guidance. The importance of these policies and guidance should also be considered in the context of the need to create a viable commercial enterprise at the site which will provide income to pay for its long-term maintenance.

## 4.3 Policy and Guidance Context

### Local Policy

#### 4.3.1 World Heritage Site SPD

Stanley Dock is subject to the guidance in the Liverpool World Heritage Site Supplementary Planning Document (2009) The SPD contains the following relevant guidance:

#### a) Re-use of Historic Buildings

*5.4.4 The Council is committed to ensuring that unlisted historic buildings in the WHS are wherever possible retained and re-used.*

*5.4.5 ...the Council will generally support proposals to deliver viable long-term uses for historic buildings (whether listed or not) in the WHS...*

*5.4.6 In cases regarding listed buildings or larger / more complex historic buildings the Council will generally require applications to be accompanied by a Conservation Statement or Conservation Management Plan...*

## b) Dock Water Spaces

*4.7.2 It is essential that the fundamental integrity of the docks as open water spaces is retained.*

*4.7.4 Although the docks in the WHS have passed their economic life as operational commercial docks, new forms of active uses, both permanent and transitory, are needed in the water and on the adjacent quaysides to animate these spaces.*

*4.7.6 The surviving areas of docks in the WHS and Buffer Zone, including historic dock retaining walls, quaysides, artifacts and their water spaces should be conserved, retained and enhanced.*

## c) Conservation Works

*5.8.2 The importance of the historic building stock to the outstanding universal value of the WHS the council wishes to encourage and enforce, where applicable, the very highest standards of building conservation and repair work in the WHS.*

## d) Guidance Specific to Stanley Dock Conservation Area

### di) Vision for the Area

*6.4.4 The Stanley Dock complex will be revitalised by a mixed-use scheme that will bring new life into the area and through the implementation of a Conservation Management Plan will also ensure the long-term conservation of the key historic buildings in the complex.*

### dii) Public Realm

*6.4.16 Historic paving materials and fixtures and street furniture should be preserved, conserved and replicated where the historic character of the docks survives. Areas of railway track should be preserved in situ.*

## e) Guidance Specific to Stanley Dock

*6.4.20 Any development proposals for the complex must therefore respect its integrity and historical authenticity. The designs and proposals should be of the highest standard and seek to retain the fabric and character of the principal buildings and structures, as far as possible. However, the inherent form of the Tobacco Warehouse (low floor to ceiling heights and lack of natural light) introduces a design challenge for the sustainable re-use of the building and so some compromises will be considered on the acceptable level intervention in the historic fabric. The proposals should respect the site's waterfront setting and unique townscape of the complex.*

## 4.3.2 Unitary Development Plan, Core Strategy and Local Plan

i) Planning applications in Liverpool are currently decided upon primarily by using the policies of the Unitary Development Plan (UDP), a statutory document which is one of the documents that sits within the emerging Local Plan. The UDP will gradually be replaced when the Liverpool Local Plan and the Joint Merseyside and Halton Waste Local

Plan are adopted and until this time the UDP policies will still be used to determine planning applications.

ii) Liverpool City Council is now producing one Local Plan for Liverpool. The Core Strategy DPD which has been under preparation for a number of years will not be submitted as a separate DPD, but will instead, form the framework for the Local Plan for Liverpool.

iii) The Submission Draft of the Core Strategy (2012) includes the vision for the future that:

*The internationally significant UNESCO WHS will have been sensitively managed, providing a catalyst for future economic regeneration within the city centre and the waterfront.*

iv) Strategic Objective One - Strengthen the City's Economy, includes the objective to:

*...maximise the contribution of the city's assets, including its architectural, historic and cultural heritage.*

v) Strategic Policy 23 - Key Place-Making and Design Principles, includes the commitment that:

*Development proposals will be required to demonstrate:... Protection and enhancement of the character and identity of the city's historic fabric including the wider setting of heritage assets*

vi) The Core Strategy intended to implement "saved" policies from the existing Unitary Development Plan (adopted November 2002). The key "saved" policies from the Unitary Development Plan 2002 are:

GEN1 Economic Regeneration

GEN3 Heritage and Design in the Built Environment

GEN9 Liverpool City Centre

HD1 Listed Buildings

HD3 Demolition of Listed Buildings

HD4 Alterations to Listed Buildings

HD5 Development Affecting the Setting of a Listed Building

HD8 Preservation and Enhancement of Conservation Areas

HD9 Demolition of Buildings in Conservation Areas

HD10 Alterations of Non-Listed Buildings in Conservation Areas

HD11 New Development in Conservation Areas

HD12 New Development Adjacent to Conservation Areas

HD18 General Design Requirements

#### 4.3.3 National Policy

a) National planning policy on heritage issues is set out in Section 12 of the National Planning Policy Framework (2012). It advises:

*131. In determining planning applications, local 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*

*132. ...As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm or loss of heritage assets of the highest significance, notably ... Grade I and II\* listed buildings...and World Heritage Sites, should be wholly exceptional*

*134. 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.*

*137. Local planning authorities should look for opportunities for new development within conservation area and World Heritage Sites and within the heritage assets to enhance or better reveal their significance. Proposals which preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.*

b) The government's *Circular 07/2009 - Protection of World Heritage Sites* advises that:

*...local planning authorities should aim to satisfy the following principles:*

- 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 and the sustainable economic use of the World Heritage Site in its setting*

#### 4.3.4 International Guidance

The fundamental principle of World Heritage Sites, as established in UNESCO's World Heritage Convention (1972) and The Operational Guidelines for the Implementation of the World Heritage Convention (2012) is that the cultural (and natural) heritage of the world which is of outstanding universal value should be identified, protected, conserved, managed and presented.

a) UNESCO's *Budapest Declaration* (2002) states:



UNESCO seeks to achieve: *...an appropriate and equitable balance between the needs of conservation, sustainability and development so that the Site can continue to contribute to the social and economic development and quality of life of our communities.*

b) UNESCO's Vienna Memorandum (2005) states:

*30. Economic aspects of urban development should be bound to the goals of long-term heritage preservation.*

*31. Historic buildings, open spaces and contemporary architecture contribute significantly to the value of the city by branding the city's character. Contemporary architecture can be a strong competitive tool for cities as it attracts residents, tourists, and capital. Historic and contemporary architecture constitute an asset to local communities, which should serve educational purposes, leisure, tourism, and secure market value of properties.*

c) UNESCO's Recommendation on the Historic Urban Landscape (2011) states:

*The historic urban landscape approach is ...rooted in a balanced and sustainable relationship between the urban and natural environment, between the needs of present and future generations and the legacy from the past.*

*Special emphasis should be placed on the harmonious integration of contemporary interventions into the historic urban fabric.*

d) UNESCO's Managing WHSs (Nov 2013) states:

*...heritage could no longer be 'confined to the role of passive conservation of the past', but should instead 'provide the tools and framework to help shape, delineate and drive the development of tomorrow's societies'. It reflected, as well, a tendency to consider 'living' sites as part of the heritage, rather than only monuments...*

*The historic environment has always changed and will continue to change in response to human needs and to other factors, sometimes catastrophic. The property manager has to recognize that any part of the historic environment may have multiple and changing values (as mentioned above) which may be in conflict if not carefully managed. Change may also be necessary to allow a place to continue its original function. This is true of much religious heritage and of places such as national parliamentary buildings, whose fabric has been adapted to allow them to continue to act as the legislature. Change may also lead to keeping a heritage place in beneficial use, which is generally the best way of ensuring its future maintenance and upkeep.*

*The management of the historic environment is therefore the management of change.*

## **5. The Regeneration Opportunity at Stanley Dock**

5.1 The Liverpool WHS Management Plan (2003) has the "Vision for the Future" in text that:

*Liverpool – Maritime Mercantile City WHS will be managed as an exemplary demonstration of sustainable development and heritage-led regeneration.*

The Management Plan also has the “Vision for the Future” shown in a diagram with the statement:

*Stanley Dock revitalised by a mixed use heritage-led regeneration scheme*

Objective 2.2 of the Management Plan is to:

*Implement regeneration schemes that conserve and enhance the significance of the WHS*

5.2 Liverpool Vision is the publicly-owned urban regeneration company for the city. It has worked with the City Council and others to produce the North Liverpool Strategic Regeneration Framework (2010) which is intended to promote the regeneration of North Liverpool. In that SRF, Proposal 5 for Area 2 Liverpool Waters and Hinterland (Page 123) is:

*Work with the owners of Stanley Dock to restore it and bring it back into productive use. These iconic historic buildings present the opportunity to act as positive catalyst for the regeneration of the surrounding parts of North Shore.*

*In order to help deliver this proposal, Liverpool Vision has promoted the regeneration of the site by:*

- a) paying for the display of advertisement posters around the city advertising the regeneration opportunity of Stanley Dock*
- b) offering a grant of approximately £5m from the Regional Growth Fund to contribute towards the huge costs of the project*



Liverpool Vision's advertisement poster

5.3 Liverpool Vision and the owners of Stanley Dock worked in co-operation to use the hotel and conference centre in the North Warehouse and Rum warehouse for accommodation and as a venue in the International Festival of Business 2014.

## **6. Description of Non-Material Amendments**

The proposed works at the South Warehouse at Stanley Dock which vary from the approved planning permission and listed building consent are:

1. Relocation of the proposed new fire escape stair core within the north-east bay, and the proposed new fire escape stair core within the north-west bay, utilising the existing floor openings following the removal of the existing warehouse lift shafts.
2. Reduction of the corridor width and increase in C1 Apart-hotel unit length throughout the east and west end bays at first, second, third and fourth floor level plans.
3. Revision of the internal layout plan of all C1 Apart-hotel units.
4. Change of all C1 Hotel units to C1 Apart-hotel units throughout the first, second, third and fourth floor levels.
5. Provision of south-west C1 Apart-hotel entrance lobby.
6. Provision of 2no. new passenger lifts in lieu of single goods lift to the south-east C1 Apart-hotel entrance lobby .
7. Revision of access to all proposed new passenger lifts at ground floor level, access to lifts from the 2no. proposed new apart-hotel entrance lobbies in lieu of access from central bay. Therefore no new door openings required to the bay walls of the centralbay at ground floor level.
8. Change of C1 Hotel Foyer & Bar/Lounge at ground floor level to C1 Ancillary Aparthotel Accommodation.
9. Change of C1 Hotel Services at basement level to C1 Apart-hotel Services.

## **6. Assessment of the Impact of the Amended Proposals on the Significance of the Heritage Assets**

6.1.1 It is clear from local and national policies and the international guidance that the proper conservation of heritage assets generally involves the careful management of their change, rather than their preservation as monuments in their current state.

6.1.2 It is also clear from the approval of the earlier LBC (12L/0322) that considerable intervention in the historic fabric of the South Warehouse and immediate surroundings was necessary and acceptable in order to facilitate new uses which will provide income for their repair and long-term maintenance.

6.1.3 It is also clear that the public authorities from the WHS Management Plan, the North Liverpool Strategic Regeneration Framework, the offer of a substantial grant from the RGF and Liverpool Vision's poster adverts that the public authorities are positively promoting the conversion and repair of Stanley Dock.

6.1.4 The key issue to be determined in assessing this application is the relative impacts of the approved scheme and the amended scheme on the heritage significance of the South Warehouse. Those impacts are assessed briefly in the following section.

6.2 Relative impacts of the approved scheme and the amended scheme on the heritage significance of the South Warehouse.

*1. Relocation of the proposed new fire escape stair core within the north-east bay, and the proposed new fire escape stair core within the north-west bay, utilising the existing floor openings following the removal of the existing warehouse lift shafts.*

The approved scheme includes the formation of a new fire escape core within the full height of the second bay of the north-west bay (compartment) which would have involved removing original floor and ceiling fabric on each floor to create the vertical route for the staircase. The proposed amendment is to locate the new fire escape core in the fifth bay, where an earlier lift shaft was located. The approved permission had authorised the removal of the lift shaft and the infilling of the holes in the floors. The proposed amendment will mostly utilise the existing vertical route created by the removal of the earlier lift shaft and so will cause less intervention in the original fabric than the approved scheme.

Relative impact of proposed amendment over approved scheme on historic fabric:  
Reduced Impact



Existing Lift shaft



*2. Reduction of the corridor width and increase in C1 Apart-hotel unit length throughout the east and west end bays at first, second, third and fourth floor level plans.*

In the approved scheme, all partition walls along the central corridors on the 1st, 2nd and 3rd floors are located immediately outside the central line of columns so that the columns are visible from within the corridors, similar to the patron walls in the North Warehouse. The proposal for the 4th floor (where there are fewer columns) is to provide a corridor of the the same width. However, partly to create some larger apartments and thus a diversity of accommodation, the proposed amendment is to increase the width of the apartments on each side of the corridor in the West and East bays (compartments) on all upper floors by approximately 4500mm and; thereby reduce the width of the corridor by approximately 900mm. The amendment will have no different impact on historic fabric but will have a marginally more harmful impact on historic character in that the columns will be seen from within each apartment rather than from within the corridor. When considered against the advice in S.134 of the NPPF, this impact is considerably “less than substantial” and should be weighed against the public benefit of conserving the building and bringing it back into beneficial use.

Relative impact of proposed amendment over approved scheme on historic character:  
Marginally More Harmful Impact



Typical corridor in hotel in North Warehouse

### *3. Revision of the internal layout plan of all C1 Apart-hotel units.*

The proposed amendments to the internal layout plan of the C1 Apart-hotel units comprise minor alterations to the shape and locations of the kitchen units to reflect enlarged units and to simplify provision of utilities. They have negligible impact upon the historic fabric and character of the building.

Relative impact of proposed amendment over approved scheme on historic character:  
Negligible

### *4. Change of all C1 Hotel units to C1 Apart-hotel units throughout the first, second, third and fourth floor levels.*

The proposed amendments to the internal layout of the hotel units to C1 Apart-hotel units comprise minor alterations to the shape and facilities of the apartments by providing all rooms with kitchen facilities and fewer beds, to reflect changing market demands for accommodation. They have negligible impact upon the historic fabric and character of the building.

Relative impact of proposed amendment over approved scheme on historic character:  
Negligible

### *5. Provision of south-west C1 Apart-hotel entrance lobby.*

The approved scheme included a hotel lobby for the hotel occupying the whole of the central bay/compartment. The amended proposals are for a lobby for an apart-hotel occupying approximately 25% of the second bay/compartment to enable the potential creation of C1 Ancillary Apart-hotel Accommodation in the central bay/compartment. The subdivision of the 2nd bay/compartment will have a marginally harmful impact on the open character of that bay/compartment but it will still result in a substantially large space (and the open character of the central bay/compartment will be retained). When considered against the advice in S.134 of the NPPF, this impact is considerably “less than substantial” and should be weighed against the public benefit of conserving the building and bringing it back into beneficial use.

Relative impact of proposed amendment over approved scheme on historic fabric and character: Negligible

### *6. Provision of 2no. new passenger lifts in lieu of single goods lift to the south-east C1 Apart-hotel entrance lobby.*

The approved scheme included a goods lift to the south-east of the Apart-hotel lobby. The amended proposals are for 2 passenger lifts in lieu of the goods lift. This has no impact on historic fabric or character.

Relative impact of proposed amendment over approved scheme on historic fabric and character: None

### *7. Revision of access to all proposed new passenger lifts at ground floor level, access to lifts from the 2no. proposed new apart-hotel entrance lobbies in lieu of access from central bay. Therefore no new door openings required to the bay walls of the central bay at ground floor level.*

The approved scheme included the formation of new openings in the crosswall on each side of the central bay/compartment to enable access to the lifts. The proposed amendments to the lobby avoid the need to create the new openings in the cross walls on each side of the central bay/compartment and this will reduce the harmful impact on historic fabric.

**Relative impact of proposed amendment over approved scheme on historic fabric and character: Reduced impact on historic fabric.**

*8. Change of C1 Hotel Foyer & Bar/Lounge at ground floor level to C1 Ancillary Aparthotel Accommodation.*

The approved scheme includes a C1 Hotel Foyer & Bar/Lounge at ground floor level in whole of the central bay/compartment. The amended scheme removes the hotel foyer and bar/lounge from this bay/compartment to create C1 ancillary apart-hotel accommodation. This amendment has no impact on the historic fabric or character of the building.

**Relative impact of proposed amendment over approved scheme on historic fabric and character: None**

*9. Change of C1 Hotel Services at basement level to C1 Apart-hotel Services.*

The approved scheme includes hotel services in the basement. The proposed amended scheme similarly proposes apart-hotel services in the basement. The amendment has no impact on the historic fabric or character of the building.

**Relative impact of proposed amendment over approved scheme on historic fabric and character: None**


6.3 The assessment above demonstrates that the proposed amendments are all of a very minor nature, comprise some negligible negative impacts, some minor beneficial impacts and on balance should be considered as neutral and non-material. In all other respects, the proposed amended scheme is exactly the same as the approved scheme.

6.4 The amended scheme is still overwhelmingly consistent with the approved Conservation Principles for the site.

6.5 When assessed against the key Heritage Significance of Stanley Dock (Section 3), none of those significant contributions to the nation's cultural heritage are diminished in any meaningful way by the proposed amendments.

6.6 The proposed amendments are consistent with The Submission Draft of the Core Strategy (2012) in that through the implementation of this application, the South Warehouse and this part of the WHS is:

- being sensitively managed

- providing a catalyst for future economic regeneration within the city centre and the waterfront
- maximising the contribution of the city's architectural, historic and cultural heritage
- protecting and enhancing of the character and identity of the city's historic fabric including the wider setting of heritage assets

6.8 The proposals are in compliance with all relevant "saved" policies from the UDP.

6.9 The proposals are fully consistent with the guidance in the WHS SPD, especially in that:

- they are facilitating the re-use of important historic buildings and the re-use of the dock water spaces,
- the historic dock retaining walls, quaysides, artefacts and their water spaces are being conserved, retained and enhanced.
- the very highest standards of building conservation and repair work in the WHS.
- the Stanley Dock complex is being revitalised by a mixed-use scheme that will bring new life into the area and through the implementation of a Conservation Management Plan (in preparation), ensuring the long-term conservation of the key historic buildings in the complex.
- historic paving materials and fixtures and street furniture are being preserved and conserved
- areas of railway track are being preserved in situ.
- the development proposals for the complex respect the site's integrity and historical authenticity

6.10 The proposals follow the guidance in the NPPF, especially in that:

- the significance of the heritage assets is being sustained and enhanced and they are being put to viable uses consistent with their conservation
- the heritage assets are making a contribution to sustainable communities, economic vitality and are making a positive contribution to local character and distinctiveness
- no substantial harm or loss of heritage assets of the highest significance is involved. The "less than substantial harm to the significance of a designated heritage asset" which is involved, is more than out-weighed by the public benefits of the proposal, including securing the optimum viable use
- the proposals preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset and should be treated favourably.

6.11 The proposals are consistent with the guidance in the government's Circular 07/2009

- Protection of World Heritage Sites in that:

- they do not constitute inappropriate development in the World Heritage Site and its setting
- they strike a balance between the needs of conservation, biodiversity, access, the interests of the local community and the sustainable economic use of the World Heritage Site in its setting

6.12 The proposals follow the international guidance, especially in that:

- the outstanding universal value of Stanley Dock is being identified, protected, conserved, managed and presented
- the proposals achieve an appropriate and equitable balance between the needs of conservation, sustainability and development so that the Site can continue to contribute to the social and economic development and quality of life of our communities



- the economic aspects of the development are bound to the goals of long- term heritage preservation
- the proposals contribute significantly to the value of the city by branding the city's character. The historic buildings and the contemporary interventions constitute an asset to local communities, which should serve educational purposes, leisure, tourism, and secure market value of properties
- a balanced and sustainable relationship between the urban and natural environment, between the needs of present and future generations and the legacy from the past are being achieved
- special emphasis has been placed on the harmonious integration of contemporary interventions into the historic urban fabric.
- the proposals are 'confined to the role of passive conservation of the past', but instead 'provide the tools and framework to help shape, delineate and drive the development of tomorrow's societies'
- changes are involved but they lead to keeping the heritage place in beneficial use, which is generally the best way of ensuring its future maintenance and upkeep.

6.13 The proposals help to achieve Liverpool City Council's and Liverpool Vision's regeneration objectives for North Liverpool.

6.14 In view of the above, Liverpool City Council is requested to treat the application favourably.

28th October 2015

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