

# PROPOSED DEVELOPMENT AT NORFOLK STREET

CITY OF LIVERPOOL



## HERITAGE ASSESSMENT

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HISTORIC BUILDING CONSULTANCY

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NOVEMBER 2015

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## 1: EXECUTIVE SUMMARY

This report supports proposed development upon an urban brownfield site at Norfolk Street, Liverpool, in the Baltic Triangle creative area close to the waterfront. The site is located within the Buffer Zone of the Liverpool Maritime Mercantile City World Heritage Site and within the setting of the Albert Dock Conservation Area, a designated character zone of the WHS, and of the Grade II\* Wapping Warehouse which lies approximately 150 metres northwest. The site also forms part of the wider setting of the Anglican Cathedral, which lies around 750 metres east and is Grade I listed.

An application is being submitted to Liverpool City Council for a part 20, part 12 storey mixed use development comprising 257 apartments, with associated residents gym and outdoor spa and ground floor Entrepreneurial Hub. The heritage issues raised by the proposal are its impact upon the setting and Outstanding Universal Value of the WHS, and upon the setting of the Albert Dock Conservation Area, the Wapping Warehouse and the Anglican Cathedral. The scope and purpose of this report is to identify the proposal's impact upon the setting and therefore the significance (i.e. heritage value and interest) of these heritage assets.

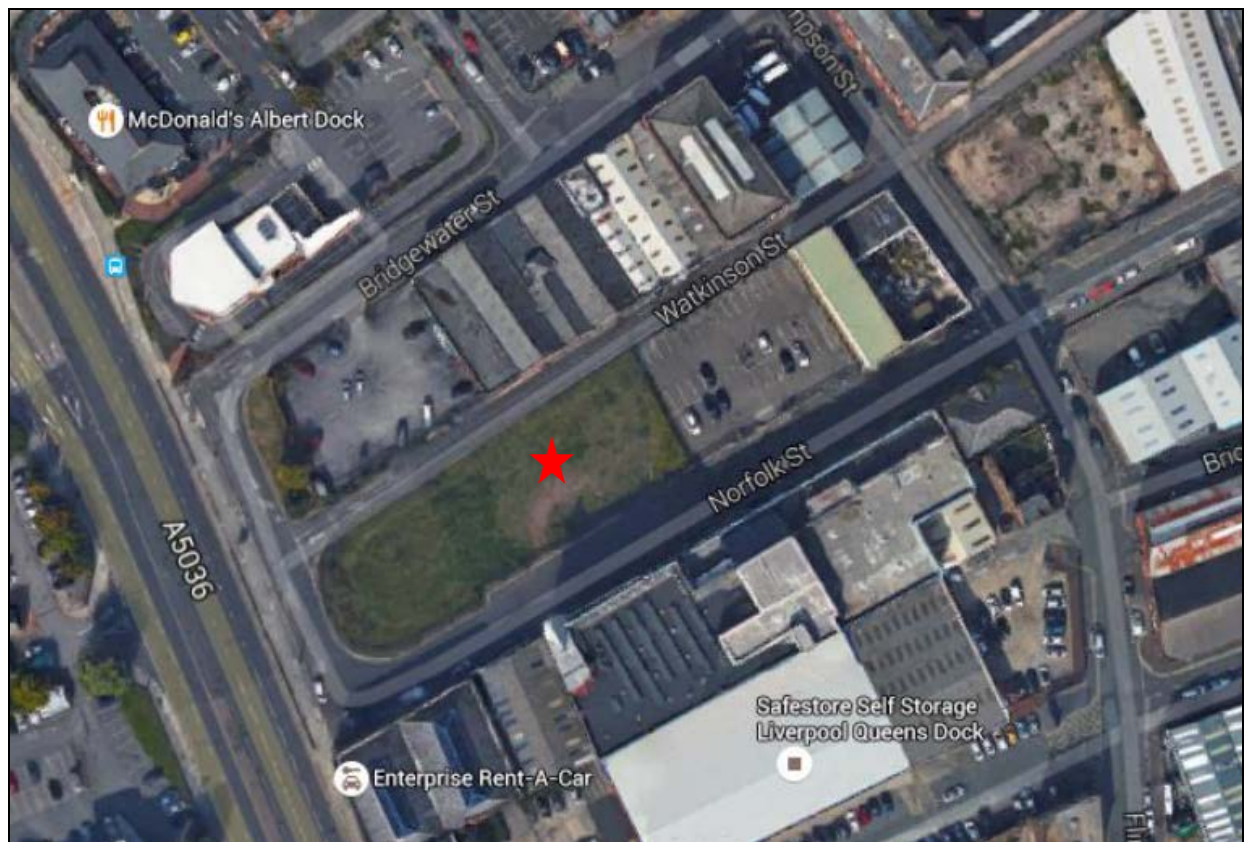
The application site lies within an area characterised by single to ten storey buildings of 19<sup>th</sup> century or modern date. The site itself is long disused and overgrown, and makes a negative contribution to the setting of the WHS and adjacent heritage assets.

The proposal will regenerate the site and introduce a new and distinctive landmark to the dynamic Liverpool skyline, where tall buildings are symbolic of the city's ongoing resurgence. The building is sited just outside a secondary node of tall buildings identified by the City Council within the Buffer Zone, and amid a locality where several applications for tall buildings, of up to 11 storeys, have recently been approved. Furthermore it is a statement building which would symbolise, locally as well as city-wide and beyond, the revitalisation of the Baltic Triangle. It is demonstrated in this report that although a substantial and prominent structure, it will have limited visual impact upon the setting of the WHS and the crucial views which embody its Outstanding Universal Value. The visual predominance of the key landmark buildings in the immediate area, the Grade I Anglican Cathedral and Grade I Albert Dock warehouses, along with the Grade II\* Wapping Warehouse, will remain. The proposal's impact upon the settings and therefore the significance of these heritage assets is therefore considered less than substantial. In these circumstances, national policy requires this harm be weighed against the public benefits of the proposal. The public benefits in this case are the return to active use of an unattractive brownfield site by creating a mixed use development, which accords with the city's vision for the Baltic Triangle in that it will provide much-needed high-quality residential accommodation along with an Entrepreneurial Hub, and will generate investment and employment. It is considered therefore that the benefits outweigh the low degree of harm and that consent for the proposal should be granted.

## 2: THE SITE

### 2.1 Location

The application site is located on the Liverpool waterfront amid the Baltic Triangle district on the southern fringe of the city centre. It is an urban brownfield site of approximately 0.18 hectares bounded by Watkinson Street to the north, Norfolk Street to the south, a surface car park to the east and Chalinor Street to the west, the latter belonging to the busy dual carriageway system that separates the city centre from its docklands and forms the main approach from the south. The surrounding streetscene contains a mix of 19<sup>th</sup> century or 20<sup>th</sup> century buildings occupying a grid pattern of streets laid out in the late 18<sup>th</sup> century.



*Map 1. Location of the application site*





*1. The site looking west from Norfolk Street*



*2. View northeast along Norfolk Street, from the Chalinor Street junction*





3. Looking west along Watkinson Street, with the site on left



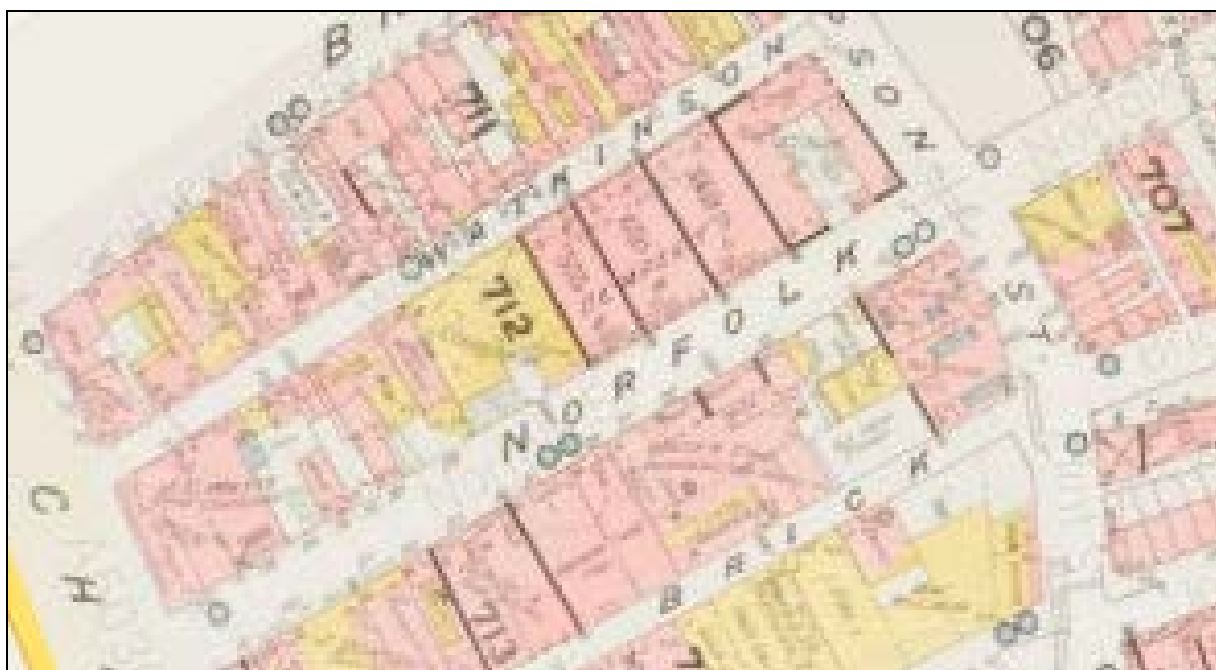
4. Interior of the site

## 2.2 Historical context

By the early 19<sup>th</sup> century Norfolk Street and its environs was a dockside commercial area populated by shopkeepers, tradesmen and merchants, as recorded by Slater's *Directory of Liverpool* in 1844. The townscape was characterised by a grid pattern of streets filled with a piecemeal collection of yards and buildings as the six-inch OS map surveyed in 1845-1849 shows (Map 2, below). The picture had altered little by the end of the century (Map 3) and traces of that townscape still remain in the large 19<sup>th</sup> and early 20<sup>th</sup> century warehouses within the area.



Map 2. Buildings on the site as depicted by the OS map surveyed 1845-1849

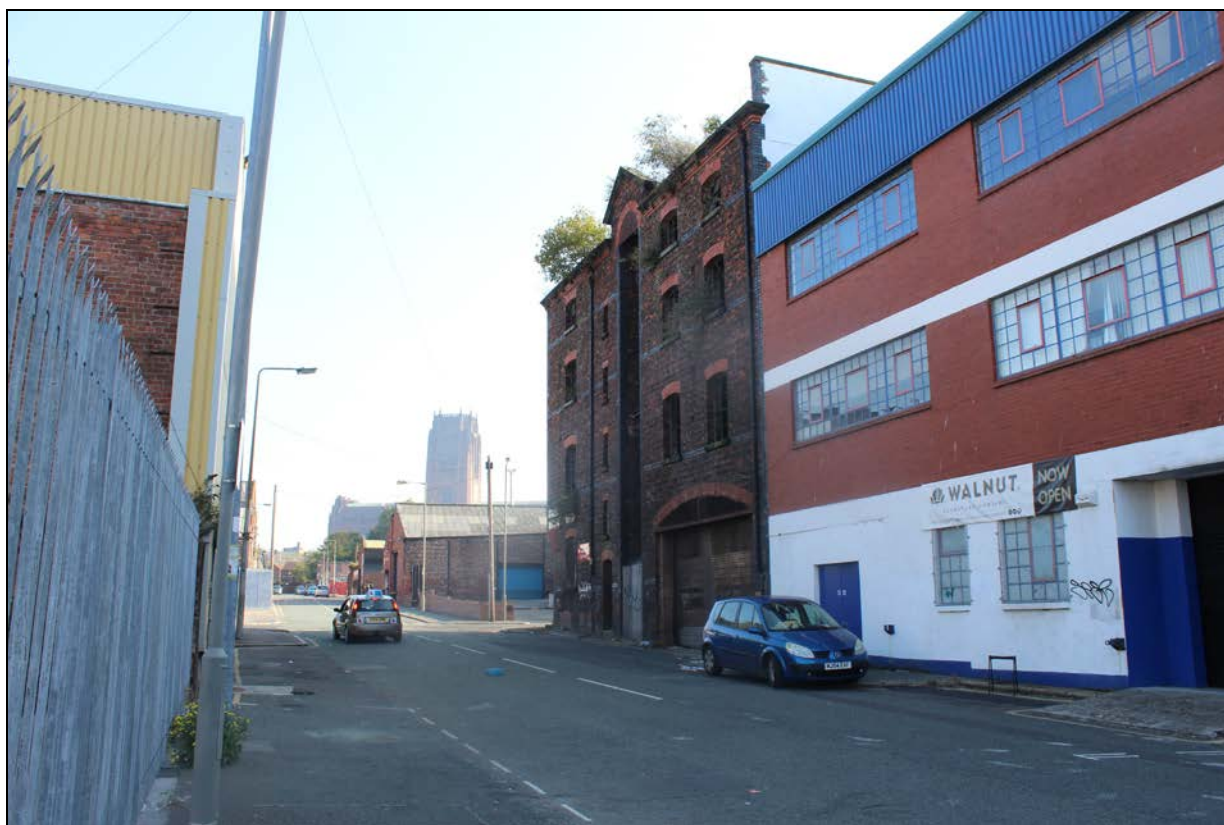


Map 3. The 1890 Goad Insurance Plan shows little overall change



### *2.3 Immediate setting*

The application site lies within the Baltic Triangle, a former dockside industrial area latterly redeveloped as the home of creative industries in the city. Here, traditional industrial buildings now stand alongside digital and creative businesses in an area which has also experienced a recent increase in residential properties along with hotels and food, drink and entertainment establishments. The Liverpool One development to the north has latterly brought the Baltic Triangle into the orbit of the city centre. The immediate surroundings of the application site reflect this transformation, with a variety of modern industrial buildings interspersed with earlier warehouses, the latter among the tallest buildings, achieving five storeys or more. The site itself however is fenced off, derelict and unattractive. In contrast, views out from it to the west encompass the panorama of the Liverpool waterfront, while those uphill to the east capture the eclectic character of the Baltic Triangle and are closed by the bulk of the Anglican Cathedral some 750 metres distant.



*5. View eastwards along Norfolk Street, adjacent to the site, showing derelict warehouse dated 1882 adjoining modern buildings, with the Anglican Cathedral beyond*

## 3: PLANNING CONTEXT

### *3.1 Proposed development*

An application has been submitted to Liverpool City Council for the erection of a part 20, part 12-storey mixed use development comprising 257 apartments (C3 Use), with associated residents' gym and outdoor spa, ground floor Entrepreneurial Hub (B1a Use) along with associated access, servicing, parking and landscaping.

### *3.2 Designations*

The site lies within the Buffer Zone of the Liverpool Mercantile Maritime City World Heritage Site, and within the setting of the Albert Dock Conservation Area, which forms a character zone of the WHS and contains five Grade I listed warehouses. The site also lies within the setting of nearby key landmark buildings, which are the Grade I listed Anglican Cathedral and the Grade II\* Wapping Warehouse.

### *3.3 Relevant planning policies*

The heritage issues raised by the proposal are its impact upon the setting of the WHS and the Albert Dock Conservation Area along with the settings of the Anglican Cathedral and Wapping Warehouse. The application will therefore be considered in the context of national and local planning policies governing the historic environment. The national context is established by Section 12 of the National Planning Policy Framework (March 2012), which sets out the government's planning policies for England and how they are expected to be applied; and locally by relevant saved policies of the 2002 Liverpool Unitary Development Plan. These are examined further in Section 7 of this report.

### *3.4 Scope and purpose of this assessment*

Paragraph 128 of the NPPF states that in determining applications, local planning authorities should require an applicant to describe the particular significance (i.e. the heritage interest and value) of the heritage assets affected, including the contribution made by their setting. The scope and purpose of this report is therefore to identify the significance of the affected heritage assets and to assess how the proposals will impact

upon this significance. It is to be read in conjunction with other documentation supporting the proposals.

### *3.5 Report structure*

This is as follows:

1. Analysis of the affected heritage assets (Section 4)
2. An assessment of their significance (Section 5)
3. A review of the policy context (Section 6) in terms of relevant national and local policies and specific guidance for the WHS
4. An evaluation of the impact of the proposal upon the significance of the affected heritage assets (Section 7).



## 4: THE AFFECTED HERITAGE ASSETS

### 4.1 The World Heritage site

A cultural World Heritage Site is the highest international heritage designation: a monument, group of buildings or sites recognised as being of Outstanding Universal Value to the international community. In 2004, a defined area of Liverpool was inscribed on to the World Heritage List of the United Nations Educational and Scientific Organisation by its World Heritage Committee as “*the supreme example of a commercial port at the time of Britain’s greatest global influence.*” The Liverpool Maritime Mercantile City World Heritage Site’s Outstanding Universal Value derives from:

- Liverpool’s leading role in the development of dock construction, port management and international trading systems in the 18th and 19th centuries
- The buildings and structures of the port and the city, which are an exceptional testimony to mercantile culture
- Liverpool’s major role in influencing globally-significant demographic changes in the 18th and 19th centuries, through its involvement in the Trans-Atlantic Slave Trade and as the leading port of mass European emigration to the New World.

The WHS covers the majority of Liverpool city centre and its central docks and is divided into six areas of distinct townscape containing significant commercial, civic and public buildings, of which more than 260 are listed. In planning terms, all development proposals within the WHS are considered for their potential direct impact upon its Outstanding Universal Value. The Buffer Zone is a surrounding area which provides a visual setting for the WHS which includes some historically significant features and major landmarks, and where development could potentially have an adverse impact upon that setting. The application site lies within the Buffer Zone and therefore within the setting of the WHS and also the Albert Dock Conservation area, which forms Character Area 2 of the WHS.



*Map 4. Location of the application site within the Buffer Zone of the WHS and approximately 150 metres from the boundary of the Albert Dock Conservation Area (numbered 2)*

#### *4.2 The Albert Dock Conservation Area*

- a. Character.** At its closest point, the site stands around 150 metres southeast of the Albert Dock Conservation Area. Liverpool City Council's World Heritage Site Supplementary Planning Document (2010) describes the character of the conservation area as being embodied in the docks and its buildings, which form a landscape of extensive open water spaces, hard surfaces and edges and structures of brick, stone and iron. The core of the conservation area is the Albert Dock itself, with its Grade I listed warehouses (the largest Grade I group in the country) forming a unique waterfront landmark which preserves a complete dock complex of warehouses, offices and ancillary buildings and which embody the Outstanding Universal Value of the WHS. A landmark in 19<sup>th</sup> century engineering, it was designed by chief port engineer Jesse Hartley as a revolutionary combined dock and warehouse system where ships could be unloaded directly to the warehouses, overcoming Liverpool's traditional reliance upon privately-owned warehousing in the town itself. The complex was built between 1843 and 1847 and comprised a central 7.75 acre dock enclosed by five 60-foot high warehouse blocks, built upon a cast iron frame with brick skin and which formed the world's first fireproof warehousing system. The conservation area also extends southeastwards to encompass the adjacent Wapping Dock, built by Hartley from 1851 to 1855, and which contains four listed structures, the largest and most notable being the Wapping Warehouse, listed at II\*.

- b. Setting.** The immediate setting of the conservation area is established by the wider Liverpool waterfront, and more distantly by the urban backcloth of the city centre to the east. Limited views of the city centre are obtained from within the Albert Dock complex due to its enclosed character, but from the open quaysides of Salthouse and Wapping Docks the urban panorama unfolds. From Wapping Dock, which lies closest to the application site, views to the east and south takes in much of the city skyline, with the key far-distance accents being the Metropolitan and Anglican cathedrals, St Luke's and the tower of Cain's Brewery further south (Plates 7 and 8). Tall warehouses in the Baltic Triangle occupy the mid-distance along with a number of recent tall buildings, including some currently in the course of construction on Strand and Wapping.



*6. The Albert Dock complex, looking northwest from the main entrance off Strand, to the Grade I warehouses that form the core of the conservation area*





*7. Eastward view from the southeast edge of the conservation area by Wapping Dock, where the far distant skyline encompasses the Metropolitan and Anglican cathedrals and St Luke's, along with warehouses on Blundell Street, within the Baltic Triangle, in the mid-distance*



*8. Southeast view from Wapping Dock towards the application site, which is here screened by a modern hotel (centre). Anglican Cathedral and Cain's Brewery tower are distant landmarks*

### 4.3 The Wapping Dock listed buildings

While the Albert Dock warehouses are more distant, the listed buildings of the Wapping Dock closely adjoin the application site, at around 150 -200 metres northwest. The most notable of the buildings is the Wapping Warehouse, completed in 1856 and effectively a simplified version of the Albert Dock warehouses. Its bomb-damaged south end was demolished during conversion to apartments in the late 1980s, although the cast iron columns remain as dockside features. The other listed structures are the embattled octagonal hydraulic power centre tower, the granite policeman's lodge and the dock basin itself. Together they form a powerful group, with the functionality of the warehouse contrasting with the more fanciful tower and lodge. The National Heritage List descriptions of the buildings read:

#### ***Warehouse at Wapping Dock (Grade II\*)***

*Warehouse. 1856. Jesse Hartley. Brick with iron frame. 5 storeys, 40 bays. Segmental headed windows have small-paned iron casements. Open colonnade of iron columns to dock side, with 5 large segmental arches (middle one now built up). Top cornice and panelled parapet. Southern 8 bays have no top storey, next 8 bays have altered top storey.*

#### ***Wapping Basin (II)***

Dock retaining walls. 1855. J. Hartley. Granite rubble brought to a fair face. Entrances to Salthouse, Duke's and Wapping Docks.

#### ***Hydraulic tower at Wapping Dock (II)***

Hydraulic tower. Dated 1856, Jesse Hartley. Battered granite rubble base with Tudor-arched opening. Upper part octagonal; brick with rusticated stone quoins. Date incised at top of east face. Battlemented parapet on granite machicolation. One-storey granite block to rear has Tudor-arched windows and entrance, and later brick gable.

#### ***Gatekeeper's Lodge at entrance to Wapping Dock (II)***

*Gatekeeper's Lodge. 1856. Jesse Hartley. Granite rubble. Oval, with battered sides, chamfered plinth and corbelled cornice. Short spire, also oval on plan, and top cornice and chimney. Window and entrance, gate slot, and blind arrow slit motif. Originally had flanking gate piers.*



*Map 5. Location of the Wapping Dock group (blue triangle) in relation to the application site*



*9. Listed trio at Wapping: the hydraulic tower, warehouse and gatekeeper's lodge*





*10. Wapping Warehouse standing above the Wapping Basin*



*11. Southeast view of Wapping Dock and warehouse from the entrance to the Albert Dock*



*12. View of Wapping Warehouse from adjacent to the application site, looking north*

#### *4.4 The Anglican Cathedral*

The Anglican Cathedral occupies an elevated position around 750 metres east of the application site, which forms part of its wider setting. It is the life's work of Sir Giles Gilbert Scott, begun in 1904 and only completed in 1978; its construction was financed by Liverpool's wealthy merchants. Stylistically, the Cathedral represents the final flourish of the Gothic Revival. Its massive red sandstone structure is 189 metres in length and dominated by its huge 101 metre high tower, which, enhanced by the elevated location upon Hope Street Ridge, is a landmark throughout the WHS and beyond and a defining feature of the city skyline. While the immediate environs of the Cathedral provide good near-distance views (Plate 13), it is also a major landmark in views along many of the city's streets for some distance, including those in the grid pattern surrounding the application site (Plate 14). As noted earlier, the Cathedral is an important element of the backcloth viewed from the Albert Dock Conservation Area, where it is the principal accent in the southern city skyline. This role is also illustrated by distant cross-river views of the WHS from the Wirral, which illustrate the Cathedral's wider relationship with the city and the Mersey.





*Map 6. Location of the Anglican Cathedral (green triangle) in relation to the application site*



*13. Looking southwest to the Cathedral from the Canning Street/Hope Street junction, in the direction of the application site*



*14. The Cathedral, looking east from the Norfolk Street/Simpson Street junction*

#### *4.5 Contribution of the application site*

The application site forms part of the immediate setting of the Albert Dock Conservation Area and the listed Wapping Dock group, and the more distant setting of the Anglican Cathedral, which overlooks the site to the east. Although it is generally hidden by surrounding buildings (e.g. Plate 8) in most views of these heritage assets, in its present derelict state the site does not make a positive contribution to their settings.



## 5: ASSESSMENT OF HERITAGE 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.*

In order to assess the impact of the present application, the significance must first be understood of the affected heritage assets and their settings, along with the contribution the application site makes to these settings.

### 5.2 Significance of the World Heritage Site

The WHS is of the highest international significance, a designation awarded in recognition of Liverpool's role as *"the supreme example of a commercial port at the time of Britain's greatest global influence."* Its heritage value is summarised in the Statement of Significance for the WHS, produced by the Department of Culture, Media and Sport and English Heritage in 2008, which reads:

*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 18<sup>th</sup> 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 being one of the principal ports of the British Commonwealth. Its innovative techniques and types of construction of dock facilities became an important reference worldwide. Liverpool also became instrumental in the development of industrial canals in the British Isles in the 18th century, as well as 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 given a lasting contribution, which is remembered in the success of The Beatles.*

This significance and Outstanding Universal Value of the WHS is therefore embodied in its six distinct character areas and their buildings – of which more than 260 are listed – and the views and settings in which they are experienced.

### *5.3 Significance of the Albert Dock Conservation Area*

The Albert Dock Conservation Area is a designated character zone (Zone 2) of the WHS. It is a major waterfront landmark of international importance and of outstanding architectural and historic interest as a pinnacle of 19<sup>th</sup> century engineering. Its heritage value derives from being an exceptionally-complete dock complex comprising warehouses, offices and ancillary buildings that forms the world's first fireproof dock system and one of its earliest enclosed docks. The principal element of the conservation area is the Albert Dock complex, which represents the largest group of Grade I buildings in the country and whose outstanding architectural interest stems from their robust functional character and gargantuan scale, while their historic interest derives from their revolutionary concept and construction and their associations with Jesse Hartley and his mid-19<sup>th</sup> century transformation of Liverpool docks. The conservation area also contains the later group of listed buildings at Wapping Dock, completed by Hartley in 1856. The significance of the conservation area and its buildings is enhanced by their setting upon Liverpool's historic waterfront and against the urban backcloth of the city to the east.

### *5.4 Significance of the Wapping Dock group*

The four designated buildings at Wapping Dock form a nationally-listed group whose significance extends to international level as part of the Albert Dock character area of the WHS. The principal heritage asset is the Wapping Warehouse, designated Grade II\* and thus a particularly important building of more than special architectural and historic interest; it is also a key landmark building within the WHS. The Wapping Basin, Hydraulic Tower and Gatekeeper's Lodge are individually listed at II for their special interest and in addition to their intrinsic qualities form an important ensemble that makes an important positive contribution to the Albert Dock Conservation Area and in turn the WHS. As with the conservation area, the significance of the buildings is enhanced by their relationship to the waterfront and the city centre to the east.

### *5.5 Significance of the Anglican Cathedral*

While the Grade I designation of the Cathedral denotes it is of outstanding importance in the national context, as a defining element of the setting of the WHS and a key landmark building its importance extends internationally. The significance of the Cathedral therefore derives not merely from its intrinsic qualities but also its elevated setting, which establishes it as a predominant element in views both within the city centre and further afield, especially the distant cross-river panoramas in which it dominates the southern portion of the city skyline.

### *5.6 Contribution of the Application Site*

The application site forms part of the wider setting of the heritage assets listed above and as a long-disused brownfield site it does not contribute positively to these settings.

## 6: HERITAGE POLICY CONTEXT

### 6.1 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.

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

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

Regarding designated heritage assets, paragraph 132 states that ‘*great weight*’ should be given to their conservation 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.

Regarding setting, NPPF 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.*

Regarding conservation areas, paragraph 138 recognises that not all elements 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 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.

## 6.2 Specific planning guidance for the Buffer Zone

A Supplementary Planning Document for the WHS was adopted by Liverpool City Council in 2009. Its purpose is to guide development, conservation and investment in the WHS and Buffer Zone with the aim of protecting the WHS's Outstanding Universal Value while ensuring that it continues to play a leading role in the sustained regeneration of the city and the wider sub-region. In relation to development within the Buffer Zone, the SPD states:

*4.2.8 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 potential 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*

*4.2.9 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.*

## 6.3 Impact upon views

The SPD states (4.4.1) that views to, from and within the WHS are an important aspect of its visual character and directly contribute to its Outstanding Universal Value. They also form part of the character and setting of the conservation areas that encompass the WHS and some of the views form part of the setting of key listed buildings within the WHS and Buffer Zone. These views are structured by the topography of the wider city, its relationship with the river, the locations of landmark buildings and the urban form and skyline of the WHS and Buffer Zone. The SPD identifies the following important landmarks and views:

- **Key Visual Landmark Buildings within the WHS and Buffer Zone.** The SPD states (4.4.5) that significant landmark buildings and building complexes form a fundamental part of the WHS's Outstanding Universal Value and wider city's visual structure, making a positive contribution to the skyline and distinctiveness of the city, providing visual reference points across the cityscape and forming major components of key views to, from and within the WHS. Of the key landmark buildings identified in the SPD,

those considered affected by the proposal due to its proximity are the Albert Dock Complex, the Anglican Cathedral, and Wapping Warehouse.

- **Distant Views to the WHS.** The SPD states these provide broad-ranging panoramas of the city centre, including the WHS, and defined lines of sight to key landmark buildings within and around the WHS. They fall into two types:
  - **River Prospects:** broad views from the other side of the River Mersey that have a clearly-defined river edge against the backdrop of the city centre
  - **Panoramas:** long distance views over the city centre from high viewpoints

The key distant views that have been identified by the City Council as being potentially impacted by the proposal are the river prospects from the Woodside Ferry Terminal and from Holt Hill on the Wirral, and the city panoramas from the Anglican Cathedral and the Metropolitan Cathedral.

- **Key Local Views.** Numerous significant local views have been identified, and are considered important as they aid the legibility and understanding of the City and are also significant to the outstanding universal value of the WHS, the character of conservation areas and the wider city centre. These are separated into three broad groups:
  - **Defined Vistas:** views towards a landmark building, and are typically along streets or thoroughfares
  - **General Views / Panoramas:** often broad-ranging views that enable the viewer to place a number of landmarks within the wider urban context
  - **General Views with focal point:** these vary considerably in terms of their scope, but will have at least one focal point which is often a key landmark building

The key local views identified as being potentially affected by the proposed development are those looking north from the Parliament Street/Chaliner Street junction (the Southern Gateway), and those out towards the Anglican Cathedral from the Albert Dock Conservation Area by Wapping Warehouse and from the entrance to Albert Dock.

In the wider context, specific design criteria states (4.6.19) that strategic/key views and vistas should be protected thus:

- *Ensure key views to, from and across the WHS are not adversely compromised by high-rise or tall buildings.*
- *Ensure that tall buildings respond to each other in terms of their designs and do not result in a lack of legibility in the wide cityscape and views to and across it.*
- *Ensure that the development contributes to the city's skyline and does not obscure, detract from or overshadow other key landmarks.*

## 6.4 Tall Buildings guidance

The SPD states that over the past 20 years a significant number of high-rise and mid-rise buildings have been developed or proposed within the WHS, the Buffer Zone and beyond. Although powerful symbols of the city's economic regeneration, they can also have a significant visual impact upon the urban landscape. Consequently, UNESCO's WH Committee has requested that the height of further tall buildings in Liverpool, and other historic cities, should be carefully considered. The SPD therefore states:

*...it is critical that, in accordance with international, national and local planning policy, future tall building developments are appropriately sited and designed to ensure that their impact on the World Heritage Site and other designated heritage assets such as listed buildings and conservation areas is minimised.*

However the SPD also recognises Liverpool's significant contribution to tall building technology in the 19th century and its own tradition of historic tall buildings, notably the still-dominant presence of the Anglican Cathedral and of Walter Aubrey Thomas's Royal Liver Building. In relation to the Buffer Zone, the SPD states (4.6.15) that the City Council recognises the potential benefits of high-rise and medium-rise buildings and thus promotes the principle of tall buildings in specific locations. Here, a location for one dominant cluster of high-rise buildings has been identified (the extension of the Commercial District) along with two secondary locations:

- The Southern Gateway
- Part of the Liverpool Waters Site around the site of the former Clarence Dock

The application site lies immediately adjacent to the Southern Gateway area (see Map 7, following page).

Regarding this secondary cluster, the SPD provides (4.6.17) the following key design considerations:

- *The need for this group to be visually and numerically subservient to the Commercial District cluster*
- *Achieving a sensible balance with the larger Commercial District cluster and the Central Docks cluster, being seen as distinctly smaller in terms of its number, scale and height from the former*
- *Ensuring that the height of the group does not interrupt views to and from the WHS or the visual relationship between the Anglican Cathedral, the WHS, the River and the Wirral*
- *Reduce the impact of severance created by the road hierarchy*





*Map 7. Location of the secondary high buildings cluster at the Southern Gateway (grey shaded area), with the application site indicated*

## 7: ASSESSMENT OF HERITAGE IMPACT



15. Visual of the proposed building (Falconer Chester Hall Architects)

### 7.1 Summary of the development

- a. Overview.** The application site has been long vacant and under-used and, as this report has demonstrated, contributes negatively to the settings of the WHS and adjacent heritage assets. The proposed redevelopment seeks consent for a single building which is mostly 12 storeys high, rising to 20 at its highest point and therefore providing a distinctive visual landmark. It comprises a mixed-use development comprising 257 apartments, residents' gym and outdoor spa along with ground floor entrepreneurial hub. Whilst the application site is allocated as a 'Primarily Industrial Area' under Policy E1 of the Liverpool UDP, the Baltic Triangle Planning Framework notes that '*the Baltic Triangle's current designation within the adopted Unitary Development Plan for primarily industrial uses no longer reflects the spatial distribution of different activities throughout the area*'. The Framework goes on to say that '*new uses, such as residential and leisure uses, will be positively encouraged through the Planning Framework*' to fulfil the vision of the Baltic Triangle as a vibrant, mixed-use area.

**b. Scale/Height/Design.** The application site occupies a prominent position fronting the busy Chaloner Street dual carriageway at the Southern Gateway to the city centre and above Liverpool's historic waterfront. The building is intended to maximise this key location via a strong design statement, an opportunity which was identified during pre-application discussions with the City Council. The proposed development reflects the range of building heights located within close proximity of the site, where the scale varies from single-storey industrial sheds to ten storey warehouses, with a large percentage of medium-scaled (three to six storey) structures. The site is immediately adjacent to the Southern Gateway secondary cluster of tall buildings identified by Liverpool City Council (Map 7) and in its immediate proximity several recent permissions have been granted for tall buildings of up to 11 storeys, some of which are shown in Figure 1 (below). These include:

- **14F/0829**, Norfolk Street/Brick Street: part 11, part nine storeys, approved 05-08-2014
- **14F/1333**, 51 Simpson Street: five, seven and nine storeys, approved 16-06-2014
- **14F/0986**, Wapping/Hurst Street/Cornhill: 13, ten and eight storeys, approved 01-05-2014

In addition, proposals for further tall buildings adjacent to the site have also been submitted:

- **15F/0557**, Norfolk Street/Watkinson Street/Simpson Street: nine storeys, registered 12-03-2015
- **15F 1240**, Norfolk Street/Brick Street: up to 11 storeys, registered 21-05-15



*Figure 1. Recent approved plans for buildings of between seven and ten storeys adjoining the application site (indicated). From applicant's planning statement by Zerum Consult Ltd*

In terms of design, while the building makes a striking contemporary statement, it has drawn upon historical sources – principally the adjacent warehouses which represent the tallest Baltic Triangle buildings – for its elevational treatment, in which it acknowledges their regular window rhythm and strong vertical emphasis.



*16. Early 20<sup>th</sup> century warehouses close to the site on Blundell Street, whose verticality and window rhythm is acknowledged in the proposed building*

## *7.2 Impact upon key views*

As related earlier, pre-application discussions have identified the following views are potentially affected by the proposal:

- The river prospects from the Woodside Ferry terminal and from Holt Hill on the Wirral
- The panoramas from the Anglican Cathedral and the Metropolitan Cathedral
- The key local views those looking north from the Parliament Street/Chaliner Street junction (the Southern Gateway), and those out towards the Anglican Cathedral from the Albert Dock Conservation Area by Wapping Warehouse and from the entrance to Albert Dock.

3-D images (Plates 17-23) have been produced at the request of the City Council and on the basis of these, the development's impact is considered as follows:

- **From Woodside Ferry Terminal.** The image shows that the while the building represents a notable addition to the city skyline, it will not adversely affect views to the WHS, and will not obscure or challenge the predominance of the Anglican Cathedral owing to the elevated position of the Cathedral, which stands above the site (Plate 17).





*17. View from Woodside Ferry Terminal, demonstrating how the Anglican Cathedral will remain predominant*

- **From Holt Hill.** The proposed building will be screened by foreground trees and houses and therefore this important river prospect of the city will be largely unaffected (Plate 18).



*18. View from Holt Hill demonstrates that the Anglican Cathedral will remain predominant*

- **From the Anglican Cathedral.** The proposed building will be mostly screened by foreground trees around the Cathedral site, and therefore its impact upon this panoramic view will be minimised (Plate 19).



*19. View from the gates of the Anglican Cathedral*

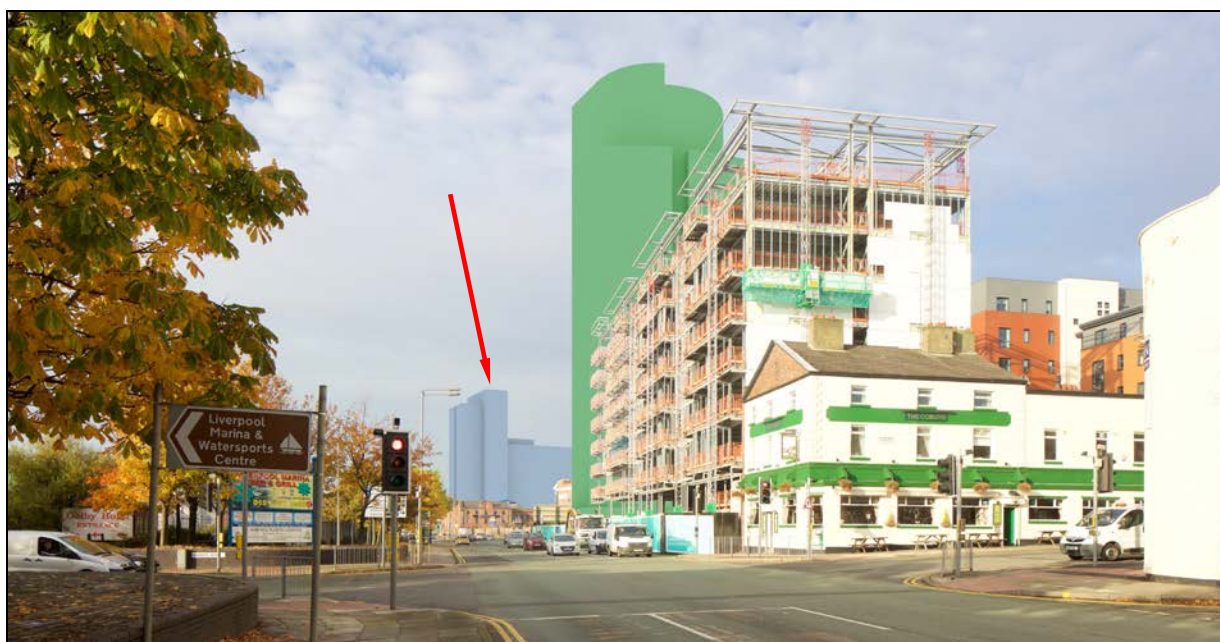
- **From the Metropolitan Cathedral.** Here, the visual impact of the proposed development is negligible as it will be concealed by surrounding buildings (Plate 20).



*20. View from the steps of the Metropolitan Cathedral towards the Anglican Cathedral*

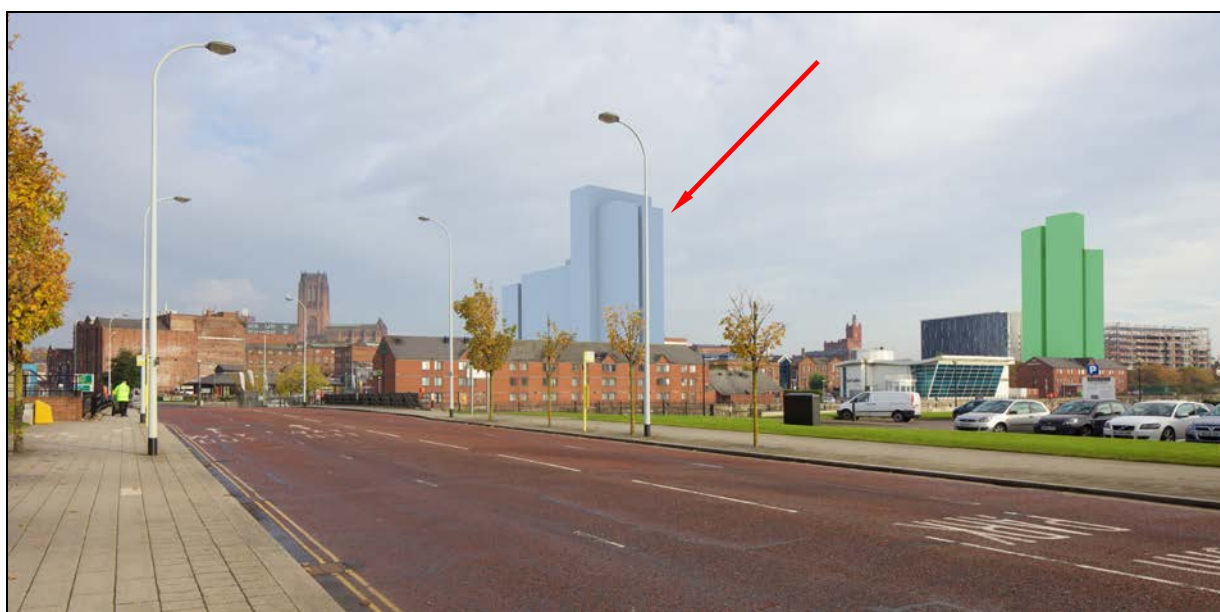


- **From Parliament Street/Chalinor Street.** The building would form a distinctive mid-distance landmark in the Baltic Triangle, as seen from the Southern Gateway where several tall buildings have been approved. The latter will dominate the foreground in views north along Chalinor Street (Plate 21).



21. Looking north along Chalinor Street from the Southern Gateway to the proposed building (indicated), with other approved development shown in foreground and far distance

- **From Wapping Warehouse/King's Dock Entrance.** While the proposed building represents a prominent near-distance addition to the skyline, it would not interrupt the views of the Cathedral and Cain's Brewery tower, allowing the relationship of the dock to the city beyond to remain legible (Plate 22).



22. Visual showing the proposed building (indicated) as viewed from entrance to Kings Dock, with already-approved tall building at the Southern Gateway depicted on right of image

- **From Albert Dock.** From the enclosed interior of the dock, the proposed building will be entirely invisible. In views from the open quaysides and from the dock entrance, it will be largely screened from view by intervening tall buildings (Plates 23 and 24).



*23. View along Wapping south from Albert Dock entrance*



*24. View from Anchor Courtyard within the Albert Dock complex towards the site, where the building will be screened by Wapping Warehouse and other tall buildings*



### *7.3 Impact upon the WHS and the Albert Dock Conservation Area*

The development is sited approximately 150 metres from the boundary of the WHS and Conservation Area, close to the Wapping Dock. From the heart of the Albert Dock complex and its Grade I warehouses, the proposed building will be invisible owing to their enclosed configuration. From the entrance to the dock, it would be screened by intervening buildings (Plate 23); and although a prominent feature looking out from Wapping Dock, it will not interrupt views of the Anglican Cathedral, which is the defining and predominant element of the city's southern skyline. It is considered therefore that the proposed development will not adversely affect the key views of the WHS and the Albert Dock Conservation Area, or the setting of the Grade I listed warehouses which lie at its core.

### *7.4 Impact upon the setting of the Wapping Warehouse group*

While the proposal represents a major development within the setting of the Grade II\* Wapping Warehouse and its associated Grade II listed hydraulic tower, lodge and basin, its impact will be limited as the principal views of these buildings are obtained looking north away from the application site (e.g. Plates 9, 10 and 12). In views looking south from the Albert Dock (e.g. Plate 11) the building is likely to be screened either in all or part by the warehouse itself. The proposal is therefore not considered to adversely impact the setting of this listed group.

### *7.5 Impact upon the setting of the Anglican Cathedral*

The proposed development is approximately 750 metres west of the Cathedral, a separation distance which, combined with the elevated site of the Cathedral on the Hope Street Ridge, reduces impact upon its setting. In views from the Cathedral itself (Plates 13 and 19) the impact will be minimal as foreground trees will largely conceal the new structure. In distant views from the Wirral (Plates 17 and 18) the Cathedral will remain the predominant element of the southern city skyline. While the proposed building will be prominent in the near-distance in views from the Wapping/Kings Dock junction, the view of the Cathedral will not be interrupted. In summary, it is considered the proposal will not adversely affect the setting of the Anglican Cathedral.

### *7.6 Summary and conclusion*

The proposal will regenerate an urban brownfield site which currently makes a negative contribution to the setting of the WHS, the Albert Dock Conservation Area and the heritage assets within its vicinity. The proposed building will provide a new and distinctive addition to the dynamic Liverpool skyline, where tall buildings are symbolic of the city's regeneration. The building is sited just outside a secondary node of tall buildings identified by the City Council within the Buffer Zone, and in the surrounding locality several applications for tall buildings of up to 11 storeys have recently been approved. Furthermore it is a statement building which would symbolise, locally as well as city-wide and beyond, the revitalisation of the Baltic Triangle. It has been

demonstrated in this report that although a substantial and prominent structure, the building will have limited impact upon the setting of the WHS and the crucial views which embody its Outstanding Universal Value. The visual predominance of the key landmark listed buildings in the immediate area, the Grade I Albert Dock warehouses and Anglican Cathedral and the Grade II\* Wapping warehouse, will remain. The proposal's impact upon the settings, and therefore the significance, of all these heritage assets is therefore considered less than substantial. In these circumstances, NPPF 134 requires that this harm be weighed against the public benefits of the proposal. The public benefits in this case are the return to active use of an unattractive brownfield site by providing a mixed use development, which accords with the city's vision for the Baltic Triangle in that it will provide much-needed high-quality residential accommodation along with an Entrepreneurial Hub, and will generate investment and employment. It is considered therefore that the benefits outweigh the low degree of harm and that consent for the proposal should be granted.

## APPENDIX 1: PRINCIPAL SOURCE MATERIAL

Six-inch OS mapping, surveyed 1845-1849

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

Liverpool City Council, World Heritage Site Supplementary Planning Document, adopted 2009

## 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 his assessments as examples of best practice, and on average reports on more than 80 buildings or sites are produced annually.