

PROPOSED DEVELOPMENT AT NORFOLK STREET

CITY OF LIVERPOOL



HERITAGE IMPACT ASSESSMENT

GARRY MILLER
HISTORIC BUILDING CONSULTANCY

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*Crosby House, 412 Prescott Road, Eccleston Hill, St Helens, Lancashire WA10 3BT
Telephone: 01744 739675, 07803 100995
garrymillerhbc@gmail.com*

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1: EXECUTIVE SUMMARY

This report supports proposed development upon an urban brownfield site at Norfolk Street, Liverpool. The site lies within the Baltic Triangle creative area close to the waterfront, an eclectic mix of 18th-20th century buildings with an overall maritime character. It is located inside the Buffer Zone of the Liverpool Maritime Mercantile City World Heritage Site and within the setting of the Grade I listed Anglican Cathedral, which lies around 750 metres east and is a key landmark building of the Buffer Zone.

The original application submitted to Liverpool City Council sought 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 present proposal, revised following discussions with Liverpool City Council, seeks consent for a building from rising from 12 to a maximum of 15 storeys. The scope and purpose of the present report is to examine the revised proposal's impact upon the key heritage and design issues identified by the City Council, namely the setting of the Cathedral and upon the character and appearance of the Baltic Triangle area, and consequently the setting and Outstanding Universal Value of the WHS. It follows the 2011 Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, published by the International Council on Monuments and Sites.

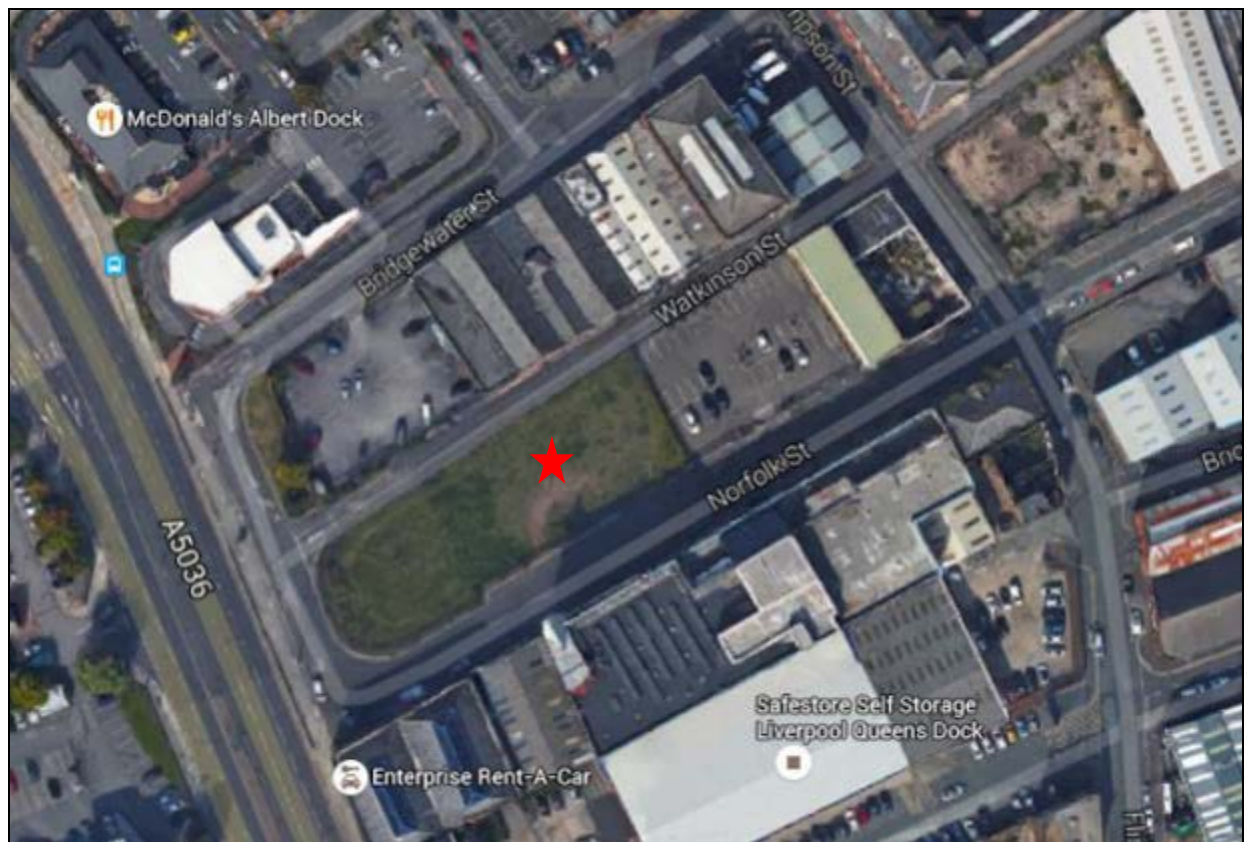
It is demonstrated in this report that overall, the proposal represents only a slight adverse impact upon the setting of the Cathedral, and upon the character and appearance of the Baltic Triangle area as an element of the setting of the WHS. The integrity of the urban fabric of the WHS and the authenticity of its historic buildings will be entirely unaffected. It is considered that the impact is insufficient to harm the Outstanding Universal Value of the WHS, and therefore the risk to the Inscription of the site as a WH property is negligible. The beneficial effects of the proposal are that it will regenerate an urban brownfield site which currently impacts negatively upon the setting of the WHS and that of the Anglican Cathedral, and to the appearance and character of the Baltic Triangle area.

Considered in the context of national planning policy, the proposal's impact upon the setting of the Cathedral and upon the character and appearance of the Baltic Triangle is less than substantial. In these circumstances, the policy requires the harm is weighed against the public benefits of the proposal. The public benefits in this case are the return to active use of an unattractive site, providing a mixed use development which will generate investment and employment and 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. It is considered therefore that the benefits outweigh the low scale 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 Chaloner 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 of the Baltic Triangle contains a mix of 19th century and 20th century buildings occupying a grid pattern of streets laid out in the late 18th century.



Map 1. Location of the application site



1. The site looking west from Norfolk Street, November 2015



2. View northeast along Norfolk Street from the Chaloner Street junction, February 2016



3. Looking west along Watkinson Street, with the site on left, November 2015



4. Interior of the site, November 2015

3: PLANNING CONTEXT

3.1 Proposed development

This report supports revised proposals for a mixed-use development comprising apartments (C3 Use), with associated residents' gym and outdoor spa, ground floor Entrepreneurial Hub (B1a Use) along with associated access, servicing, parking and landscaping. The original proposal was for a part 20, part 12 storey building. The revised proposal, produced following discussions with Liverpool City Council, seeks consent for a building of between 12 and 15 storeys.

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, around 750 metres east, and the Grade II* Wapping Warehouse.

3.3 Heritage impacts

A Heritage Assessment supporting the application was produced by Garry Miller Historic Building Consultancy in November 2015. Following consultation responses, Liverpool City Council Planning Department requested that a further Heritage Impact Assessment is undertaken to assess the primary heritage and design issues, which were identified as:

- Its impact upon long-range views of the Cathedral as a key landmark building of the Buffer Zone and of the distinctive Liverpool skyline
- Its relationship to the Baltic Triangle area which forms the proposed building's immediate setting.

3.4 Scope and purpose of this assessment

- a. Objective.** 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 Cathedral and the Baltic Triangle as the affected heritage assets and to assess how the revised proposals will impact upon this significance, and consequently the Outstanding Universal Value of the WHS. The assessments of significance and impact include, in addition to the relevant national and local planning context, an evaluation of heritage value and magnitude of impact as outlined in sections 4 and 5 and appendices 3a and 3b of the ICOMOS *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*, published in 2011.

b. Report structure. This is as follows:

1. A brief summary of the WHS and its Outstanding Universal Value (Section 4)
 2. Brief descriptions and analysis of the Cathedral and The Baltic Triangle as the affected heritage assets (Sections 5 and 6)
 3. An assessment of the significance of the WHS, Cathedral and Baltic Triangle, including an assessment based upon the ICOMOS guidelines for assessing heritage value (Section 7)
 4. A review of the policy context (Section 8) in terms of relevant national and local policies and specific guidance for the WHS
 5. An evaluation of the proposal's impact upon the setting of the Cathedral and the character and appearance of the Baltic Triangle, along with an assessment of overall impact upon the WHS based upon the ICOMOS guidance and consideration of the this impact in the national and local policy context (Section 9).
- c. Views.** Section 9 includes a visual impact assessment of the revised proposal upon key long-distance views to the Cathedral and WHS. A number of potentially-affected key views to and from the WHS were identified and agreed with Liverpool City Council's Urban Design Manager in October 2015 during preparation of the original November 2015 heritage assessment. These views are summarised in section 8.3 of the present report. Liverpool City Council has now requested further analysis of the impact upon long-range views, specifically the river panoramas from Holt Hill on the Wirral and from the Woodside Ferry Terminal. These impacts have been examined using visuals produced by Falconer Chester Hall architects (Plates 24-33), which show the impact of the original 20-storey structure and the currently-proposed 12-to-15storey building. These also show the proposed development in the context of the already-approved X1 tall building at the Parliament Street/Chaloner Street junction. A further visual also demonstrates the proposal's impact upon the immediate setting of the Cathedral (Plate 23). Other images used in this report are intended to illustrate the character and appearance of the Cathedral and the Baltic Triangle as the affected heritage assets (see Sections 5 and 6).

4: THE WORLD HERITAGE SITE

4.1 Overview

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 (character areas) 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.

4.2 Outstanding Universal Value of the WHS

A Statement of Outstanding Universal Value was prepared by DCMS and English Heritage, in consultation with Liverpool City Council in 2008. This describes its OUV as follows:

The Maritime Mercantile City of Liverpool became one of the centres of world trade in the 18th and 19th centuries. It had an important role in the growth of British Empire and it became the major port for the mass movement of people, especially enslaved Africans and European emigrants. Liverpool pioneered the development of modern dock technology, transport systems, port management, and building construction. A series of significant commercial, civic and public

buildings lie within selected areas in the historic docklands and the centre of the city. These areas include: the Pier Head, with its three principal waterfront buildings - the Royal Liver Building, the Cunard Building, and Port of Liverpool Building; the Dock area with their warehouses, dock walls, docks and other facilities related to port activities from the 18th and 19th centuries; the mercantile area, with its shipping offices, produce exchanges, marine insurance offices, banks, inland warehouses and merchants houses; and the William Brown Street Cultural Quarter, including St. George's Plateau, with its monumental cultural and civic buildings.

The statement summarises the heritage significance of the WHS thus:

Liverpool - Maritime Mercantile City reflects the role of Liverpool as the supreme example of a commercial port at the time of Britain's greatest global influence. Liverpool grew into a major commercial port in the 18th century, when it was also crucial for the organisation of the trans-Atlantic slave trade. In the 19th century, Liverpool became a world mercantile centre for general cargo and mass European emigration to the New World. It had major significance on world trade 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.

In terms of the urban fabric, its integrity and authenticity is described in the Statement as follows:

Integrity

The existing urban fabric of the World Heritage Site dates from the 18th to the 20th centuries, with an emphasis on the 19th and early 20th centuries. The city has suffered from the Second World War destruction as well as from the long economic decline after the war.

The historic evolution of the Liverpool street pattern is still readable representing the different periods. There have been some alterations after the war destruction in 1941.

Judging in the overall, though, the protected area has well retained its historic integrity. Not only are the buildings in good state but every effort has been made to preserve the minor detailing of architecture such as the original pulleys of the docks and various other cast iron features.

Authenticity

In the World Heritage property, the main historic buildings have retained their authenticity to a high degree. There are a small number of areas, especially in the buffer zone, where the damages from the war period still exist. There are

also new constructions from the second half of the 20th century, of which not all are to high standard. The main docks survive as water-filled basins within the World Heritage property and the buffer zone. They are not any more operational, though one dock area is operated by Merseyside Maritime Museum, and another is used for ship repairs. The warehouses are being converted to new uses. Here attention is given to keep changes to the minimum.

4.3 The Buffer Zone

The Buffer Zone is a surrounding area which provides a visual setting for the WHS which includes some historically significant features and major landmarks, including the Anglican Cathedral, and where development could potentially have an adverse impact upon that setting. The application site, as part of the Baltic Triangle, lies within the Buffer Zone. It is therefore a component of the setting of the WHS and that of the Albert Dock Conservation Area, which forms Character Area 2 of the WHS and lies approximately 150 metres northwest of the site at its closest point.



Map 2. 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)

4.4 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 19th 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.
- c. Impact of the proposal.** The November 2015 heritage assessment established that the proposed development will not adversely affect the key views of the Albert Dock Conservation Area and its Grade I listed warehouses, or the setting of the Grade II* Wapping Warehouse.



5. 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



6. 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



7. 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

5: THE ANGLICAN CATHEDRAL

5.1 Historical context

The Anglican Cathedral occupies an elevated position around 750 metres east of the application site, which forms part of its wider urban setting. The Cathedral is the life's work of Sir Giles Gilbert Scott: it was begun in 1904 and only completed in 1978, 18 years after Scott's death. The diocese was established in 1880 and a competition held in 1884-1886, but thereafter the project lapsed until 1901 when the present site was selected. The Cathedral was funded largely by the city's wealthy merchant families and is thus a symbol of the private patronage of public architecture that flourished in 19th century Liverpool, and testimony to its wealthy mercantile culture. Scott's original winning design called for a cruciform building with a pair of towers, but in 1909-1910 he undertook a complete redesign, replacing the two towers with a single mammoth central tower. The Lady Chapel was built first, and completed in 1910. Choir and transepts were consecrated in 1924, and the tower completed in 1942, with the nave constructed from 1948 to 1978. The Cathedral is considered a masterpiece of Gothic design, and the final flourish of its 19th century Revival. The massive red sandstone structure is 189 metres in length and dominated by its huge 101 metre high tower, which in distant views is flanked by the lower elements of the nave to the north and the choir and Lady Chapel to the south.



8. The Cathedral from the southwest, with the Lady Chapel and choir in foreground

5.2 Setting and views

The Cathedral is one of the most important landmark buildings on Liverpool's skyline, dominating the southern area owing to its scale, mass and height. It is therefore a landmark both locally and regionally, visible for some distance around. This is due to its setting upon Hope Street ridge, which was deliberately selected to ensure the Cathedral's predominance. Consequently the Cathedral is a key element of views within and out from the WHS and also to it, and therefore makes a major contribution to the distinctiveness of the Liverpool skyline. While the immediate environs of the Cathedral provide good near-distance views (Plates 8, 9 and 10), it is also a major landmark in views along many of the city's streets, in particular those in the Baltic Triangle grid pattern close to the application site (Plate 11). At further distance it is an important element of the urban backcloth of the Albert Dock Conservation Area (Plates 6 and 7). It is also a major defining element in the distant cross-river views of the WHS from the Wirral, which illustrate the Cathedral's wider relationship with the city and the Mersey, and also its visual connection with the Metropolitan Cathedral to the north, which dates from 1962-1967 and is Grade II* listed. The Cathedral is therefore considered one of the key Visual Landmark Buildings within the WHS and Buffer Zone, which are described in the SPD (4.4.5) as *'significant landmark buildings and building complexes that form a fundamental part of the WHS's OUV and wider city's visual structure. They make a positive contribution to the skyline and distinctiveness of the city because of their size, architectural quality, location and / or their inter-relationships. They provide visual reference points across the cityscape and form major components of key views to, from and within the WHS.'*



Map 3. Location of the Anglican Cathedral (green triangle) in relation to the application site



9. View from Hope Street looking west to the Cathedral: application site is screened by trees in these views



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



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

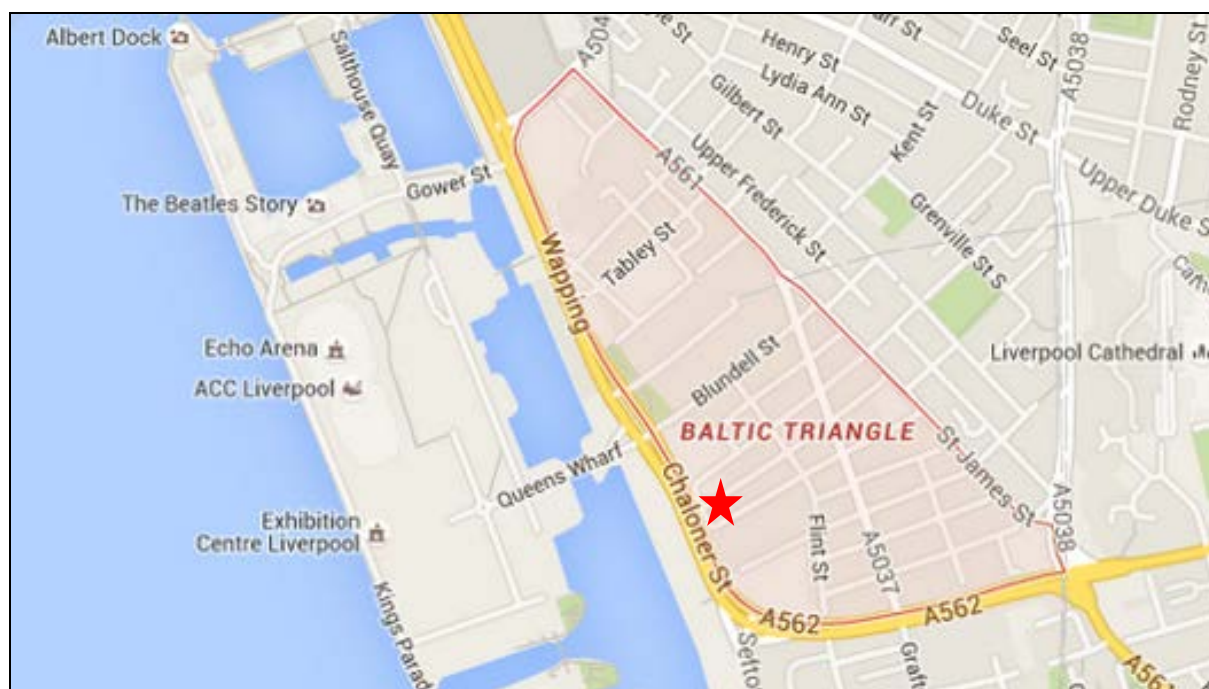
5.3 Contribution of the application site to the setting of the Anglican Cathedral

The application site forms part of the wider setting of the Anglican Cathedral, which overlooks the site to the east. Although now screened off by hoardings (Plate 2) the interior is derelict and thus the site does not make a positive contribution to the Cathedral's setting.

6: THE BALTIC TRIANGLE AREA

6.1 Overview

The Baltic Triangle is a former dockside industrial area bounded to the west by Wapping/Chaloner Street, to the south by Parliament Street, to the north by Liver Street and to the east by St James Street. Latterly reborn as the home of creative industries in the city, the Baltic Triangle is now characterised by an eclectic mix of traditional industries standing alongside digital and creative businesses. The area has also seen 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 Triangle is considered a significant area of the city centre by Liverpool City Council who in 2008 adopted a Baltic Triangle Planning Framework to guide development in the area. This states that the area is identified within the City Centre South 'Zone of Opportunity' under the Housing Market Renewal initiative. As the northern and western edges of the area are immediately adjacent to the WHS, the area therefore represents an important regeneration challenge and opportunity. The Framework states that the area displays a very mixed land use pattern, lacking any sort of definition that has characterised adjacent areas, such as the Ropewalks. This has been the result of decades of economic decline as port related activities have moved elsewhere within the city. However its original maritime character remains evident.



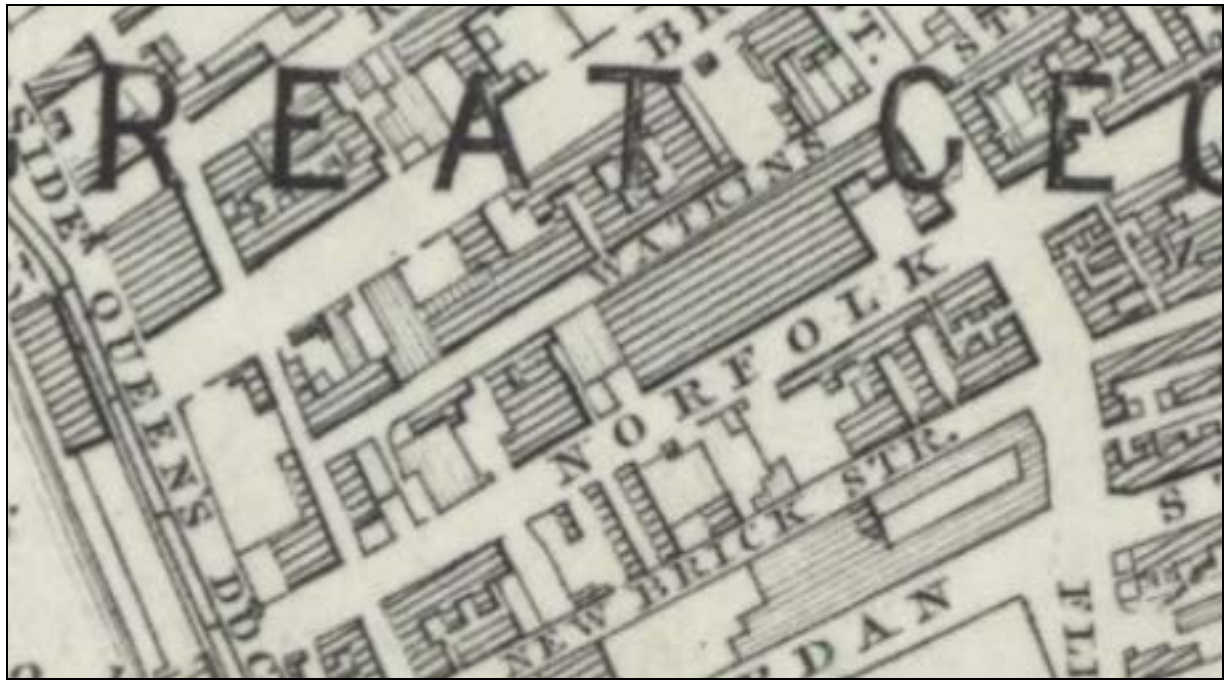
Map 4. Location of the Baltic Triangle, with the application site indicated



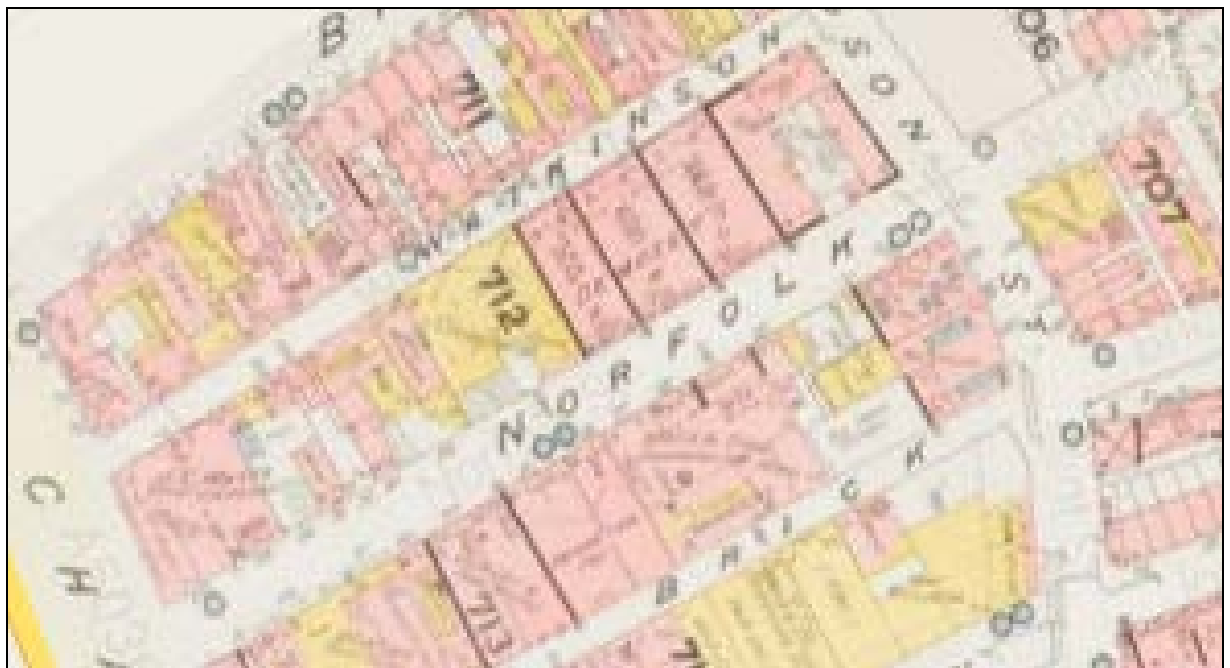
12. Aerial view of the Baltic Triangle looking south, from the 2008 Planning Framework

6.2 Historical context

The area is characterised by a grid pattern of narrow streets laid out in the late 18th century. By the early 19th 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 piecemeal collection of yards and buildings as the six-inch OS map surveyed in 1845-1849 shows (Map 5, below). The picture had altered little by the end of the century (Map 6) and while there has been considerable mid-late 20th century development, traces of that townscape still remain in the large 19th and early 20th century warehouses within the area, most prominent of which are a substantial listed block at the southern tip of the area fronting Parliament Street.



Map 5. Buildings on the site as depicted by the OS map surveyed 1845-1849



Map 6. The 1890 Goad Insurance Plan shows little overall change

6.3 Character and streetscene

- a. Overview.** As noted by the Planning Framework, the Baltic Triangle retains much of its original maritime character, despite erosion to its historic fabric. This is particularly apparent through the distinctive street pattern which defines its urban structure and has altered little from when it was first laid out in the late 18th century.

- b. Buildings.** The Framework notes that there are limited buildings of architectural quality within the Baltic Triangle. There are only three listed buildings, the Gustav Adolfs Kyrka Swedish Seamen's Church of 1883-1884 on Park Lane, the mid-19th century Baltic Fleet Public house on Wapping and substantial early 19th century warehouses fronting Parliament Street. Within the area however are several of what the Framework describes as *warehouses of historic interest* along with a number of *buildings of character*, all of which are mostly 19th century. They share a varied streetscene with a considerable number of 20th century buildings of little or no architectural interest and which, in some cases, are detractive. There is also a notable presence of tall modern apartment buildings that have become symbolic of the area's early 21st century regeneration and increasing residential use. These can be found throughout the area, including on either side of Cornhill in the north, adjacent to the Gustav Adolfs Kyrka and in the east along Blundell Street. Consequently building heights throughout the area are varied, with mid-late 20th century single-storey industrial buildings standing alongside 19th century warehouses of five, six or seven storeys and apartment blocks of up to 10 storeys. There is also a large percentage of medium-scaled (three to six storey) structures. This variety of scale and relationship of old and new has become a key element of the area's character and appearance, the new buildings in particular symbolising the resurgence of the Baltic Triangle.
- c. Views.** The grid pattern of streets allows some extensive outward views to key focal points, although given that this was an industrial area originally these views are a product of evolution rather than design. The Anglican Cathedral to the east, Pier Head buildings to the north and the red-brick tower of the Cain's brewery to the south have all been placed at a later date within the surrounding area and consequently have become focal points of the views along a number of streets. They therefore help to define the character of the Baltic Triangle as they establish the area's wider urban setting, while westwards views to the river or the Albert Dock complex establish its maritime relationship.



13. Late 19th century warehouse, example of one of the area's traditional maritime buildings



14. View from Norfolk Street/Simpson Street junction eastwards to the Anglican Cathedral and the church of St Vincent de Paul



15. View southwest along Cornhill, encompassing modern apartments, warehouses of historic character, the Baltic Fleet pub and the Albert Dock beyond



16. Cain's Brewery tower closing view south along Simpson Street



17. Early 19th century warehouses on Parliament Street dominate the view southwards along some of the streets



18. Modern apartments and the Anglican Cathedral beyond



19. Apartment blocks on Cornhill behind the Gustav Adolfs Kyrka

6.4 Contribution of the application site

As already noted above, the site is derelict, fenced off and unattractive and therefore does not make a positive contribution to the character and appearance of the Baltic Triangle.

7: ASSESSMENT OF HERITAGE SIGNIFICANCE

7.1 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.

7.2 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 18th century, when it was also crucial for the organisation of the trans-Atlantic slave trade. In the 19th century, Liverpool became a world mercantile centre for general cargo and mass European emigration to the New World. It had major significance on world trade 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.

7.3 Significance of the Anglican Cathedral

- a. **National designation.** The Grade I designation of the Cathedral denotes it is a building of outstanding importance in the national context. Its significance in national terms derives from both its intrinsic qualities and from its setting. Its intrinsic significances is that of a colossal Gothic masterpiece, the final flourish of the style's 19th century revival, and the life's work of Sir Giles Gilbert Scott. Its setting makes a powerful contribution to this significance, as the elevation was deliberately chosen to ensure the Cathedral became a landmark not only within the city but further afield.
- b. **Its value to the OUV of the WHS.** Located within the Buffer Zone of the WHS, the Cathedral is one of its Key Visual Landmark Buildings and therefore forms a 'fundamental part of the WHS's OUV and wider city's visual structure' owing to its positive contribution to the skyline and distinctiveness of the city, and its role as a major component of key views to, from and within the WHS. This arises not only because of its substantial size, appearance and massing but also from its predominant location upon the ridge and its relationship with the Metropolitan Cathedral, which forms another key skyline component. This is especially evident in the distant cross-river panoramas in which it dominates the southern portion of the city skyline. For these reasons it is considered the Anglican Cathedral is, using the scale given in section 4-10 and exemplified in Appendix 3a of the 2011 ICOMOS Guidance, a heritage asset of Very High Value to the OUV of the WHS.

7.4 Significance of the Baltic Triangle

- a. **Local significance.** The Baltic Triangle is considered a significant component of the city centre, and this significance lies primarily at city-wide level as a distinct character area. Although as an area it is undesignated in heritage terms, Baltic is recognised as a historic district which still retains a strong maritime character and contains several designated buildings along with undesignated warehouses and other buildings of character. In addition to these historic components, many mid-late 20th century industrial buildings and modern apartment blocks are now embedded in the townscape and have become part of its character.

- b. Its value to the setting and OUV of the WHS.** The Baltic Triangle stands within the Buffer Zone of the WHS and is therefore part of its setting. Its qualities can be summarised as a historic townscape of maritime character which retains a degree of historic integrity via its buildings and the grid pattern of streets which form their setting. It thus forms a significant element of the setting of the WHS. It is therefore considered that the Baltic Triangle is, using the scale given in section 4-10 and exemplified Appendix 3a of the 2011 ICOMOS Guidance, a heritage asset of Medium Value to the setting and OUV of the WHS.

7.5 Contribution of the Application Site

The application site forms part of the wider setting of the Cathedral and part of the character area of the Baltic Triangle. As a long-disused brownfield site it does not contribute positively to either.

8: HERITAGE POLICY CONTEXT

8.1 Relevant national and local 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.

8.2 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.

8.3 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,
 - 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/Chaloner 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. The impact upon these views is examined in the original November 2015 heritage assessment.

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.*

8.4 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:

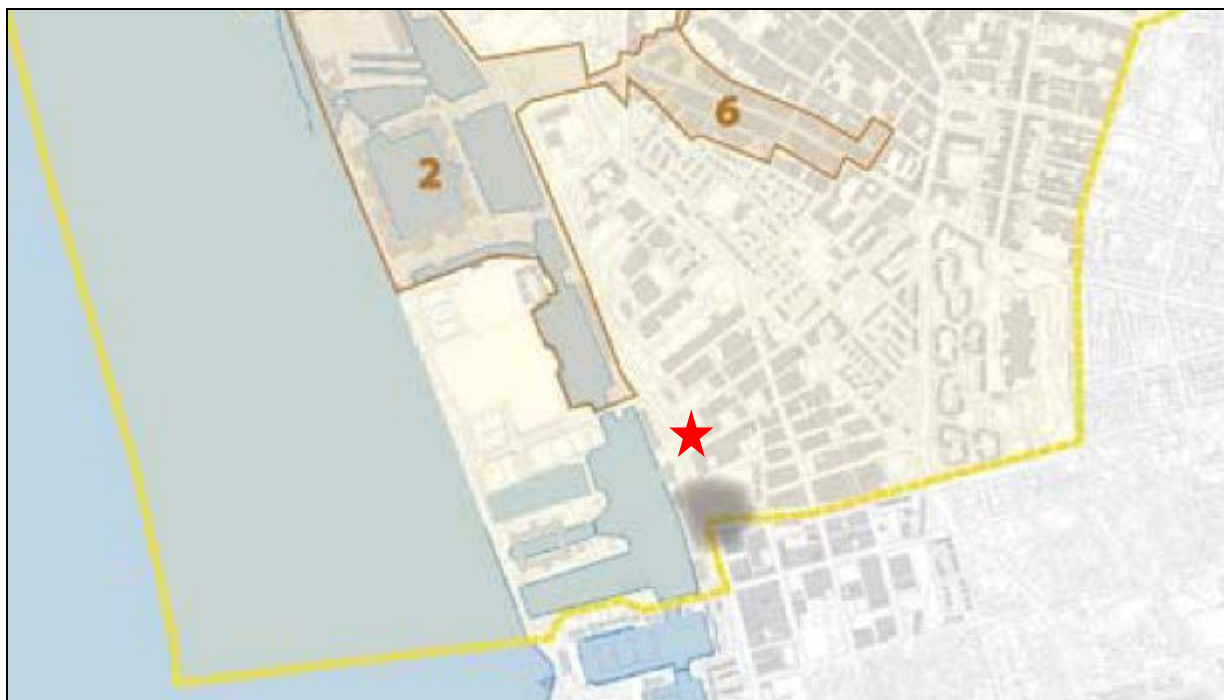
- The Southern Gateway
- Part of the Liverpool Waters Site around the site of the former Clarence Dock

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

8.5 The Baltic Triangle Planning Framework

A Baltic Triangle Planning Framework was adopted in 2008 by Liverpool City Council. Its purpose is described as follows:

The Planning Framework is required to ensure that development proposals in the Baltic Triangle are brought forward in a comprehensive and co-ordinated way, following best practice principles of urban regeneration and design.

The Planning Framework sets down the principles for the delivery of the Baltic Vision. It is prescriptive in defining the vision but will not be allowed to constrain development. The Framework is the tool kit by which development proposals will be assessed, with each scheme being considered on its individual merit and contribution to the delivery of the vision.

The 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.

The Baltic Triangle is described as a significant area of the City Centre, and that the regeneration of the area must respect this. While it forms an important urban area between several major development initiatives, including Liverpool One, Kings Waterfront and Ropewalks, the Baltic Triangle retains its own distinctive character and should be considered alongside these initiatives as a major regeneration priority for the city. The Framework adds that the area has its own regeneration needs and the potential to contribute to a much enhanced city centre, but the failure to address these needs, or capture the regeneration opportunities evident, runs the risk of undermining this wider investment.

Accordingly, the planning vision for the Baltic is summarised as:

The Baltic area of Liverpool becomes known as an exciting, stimulating and fun place to work, live and visit. It will be a viable and diverse mixed use area, based upon entrepreneurial business activity and creative industries, complemented by a high quality and diverse residential environment. The area will complement the investment in the surrounding areas of Paradise Street, Kings Waterfront and RopeWalks. The Baltic will be an integral part of the redevelopment of South of the City Centre, facilitating seamless movement throughout the area. Development will be of the highest quality and innovation will be as standard. Development must respect the scale of the individual and conform to the area's historical context.

9: ASSESSMENT OF HERITAGE IMPACT

9.1 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 revised proposal seeks consent for a mixed-use building which would form a distinctive landmark. 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'*.
- 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

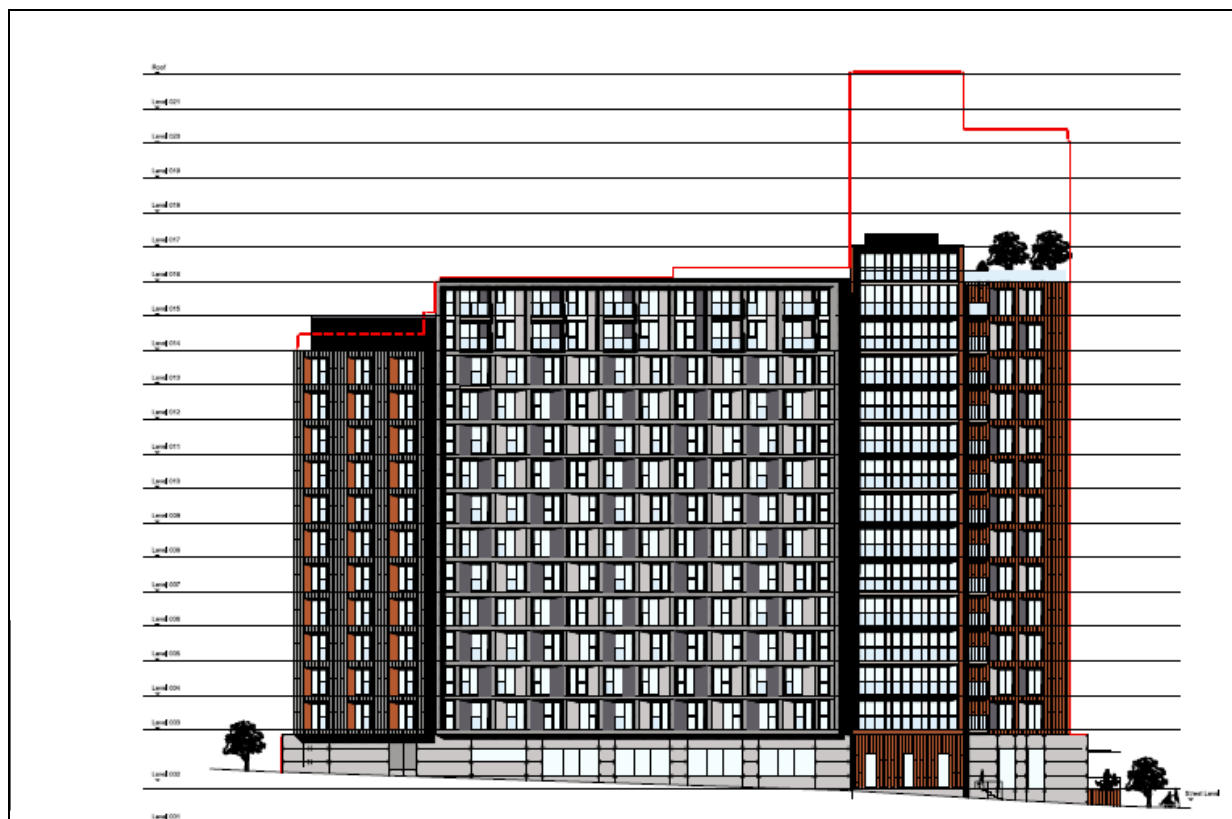
In terms of design, while the building makes a striking contemporary statement, it has drawn upon historical sources – principally the adjacent warehouses which represent the tallest Baltic Triangle buildings – for its elevational treatment. The regular window rhythm and strong vertical emphasis inherent in these buildings are therefore reflected in the design of the development (Plate 22).



21. Early 20th century warehouses close to the site on Blundell Street, whose verticality and window rhythm is acknowledged in the proposed building

9.2 The revised scheme

The revised scheme has been produced following discussions with Liverpool City Council, and represents a notable reduction on the original maximum height of 20 storeys. The revision is intended to minimise impact upon the setting of the WHS and the Anglican Cathedral in particular, by stepping the building away from the Cathedral. Its height therefore increases from 12 storeys at the east end to 15 storeys in the principal mass. It therefore represents a considerable reduction on the original scheme (Plate 22, below).



22. Revised design, with previous proposal indicated in red (Falconer Chester Hall Architects)

9.3 Impact upon near-distance views of, and from, the Cathedral

- a. **Looking out from the Cathedral/near distance views.** It was demonstrated in the previous report that in the panoramic view out from the Cathedral itself, the proposed 20-storey building would have been for the most part screened by foreground trees around the site, with the top of the tower just visible (Plate 23). The lower height of the revised building therefore renders it almost entirely hidden from this viewpoint (Plate 24): a more prominent impact is made by the consented X1 development. In the main views of the Cathedral itself from Hope Street (Plates 9 and 10), the proposed building would be concealed by the mass of the Cathedral itself, leaving these views completely unaffected.

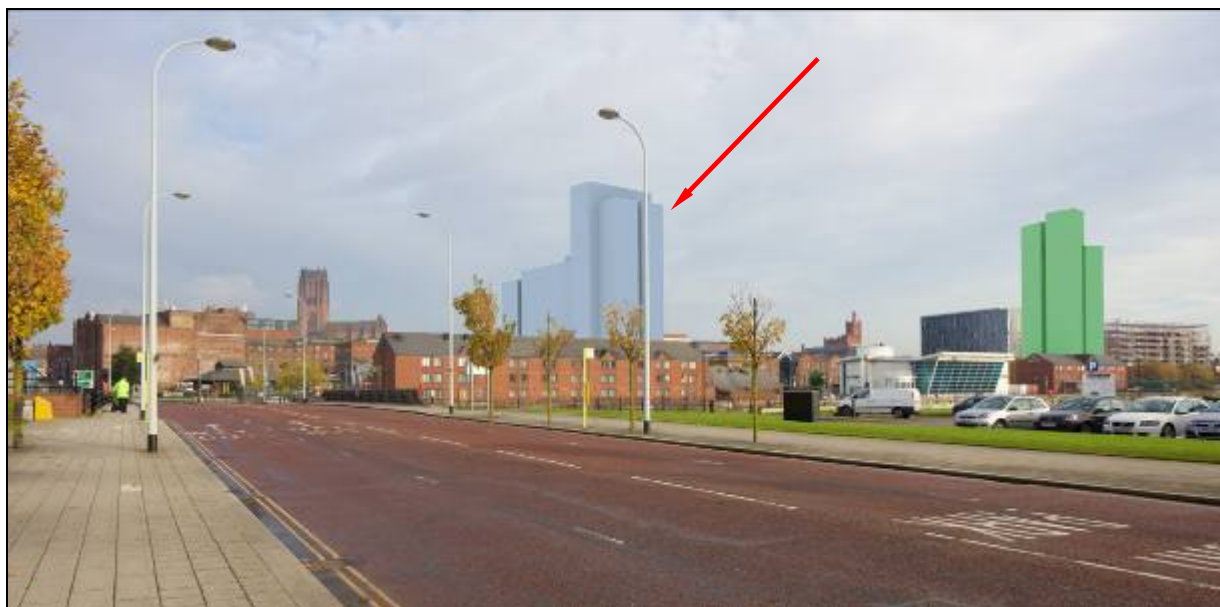


23. The 20-storey building: visual looking out from the gates of the Cathedral



24. The revised development is entirely hidden in this view, which also shows the consented X1 development to the left

- b. View of the Cathedral from King's Dock.** As demonstrated in the original report, while the proposed 20-storey building would be prominent in the near-distance looking east from the Wapping/Kings Dock junction (Plate 25), the view of the Cathedral would not be interrupted from this location. Comparison with the revised proposal shows its impact upon this view is notably reduced (Plate 26).



25. Visual showing the original 20-storey proposed building (indicated) as viewed from entrance to Kings Dock, with consented X1 development at the Southern Gateway on right



26. The reduced visual impact of the revised design

9.4 Impact upon the Cathedral: river prospects

- a. **View from Holt Hill.** The original heritage assessment demonstrated that the view from Holt Hill would be unaffected as the proposed building would be screened by near-distance trees (Plate 27). This is also the case with the revised proposal. The Cathedral would therefore remain the predominant component of the southern city skyline in this view (Plate 28).



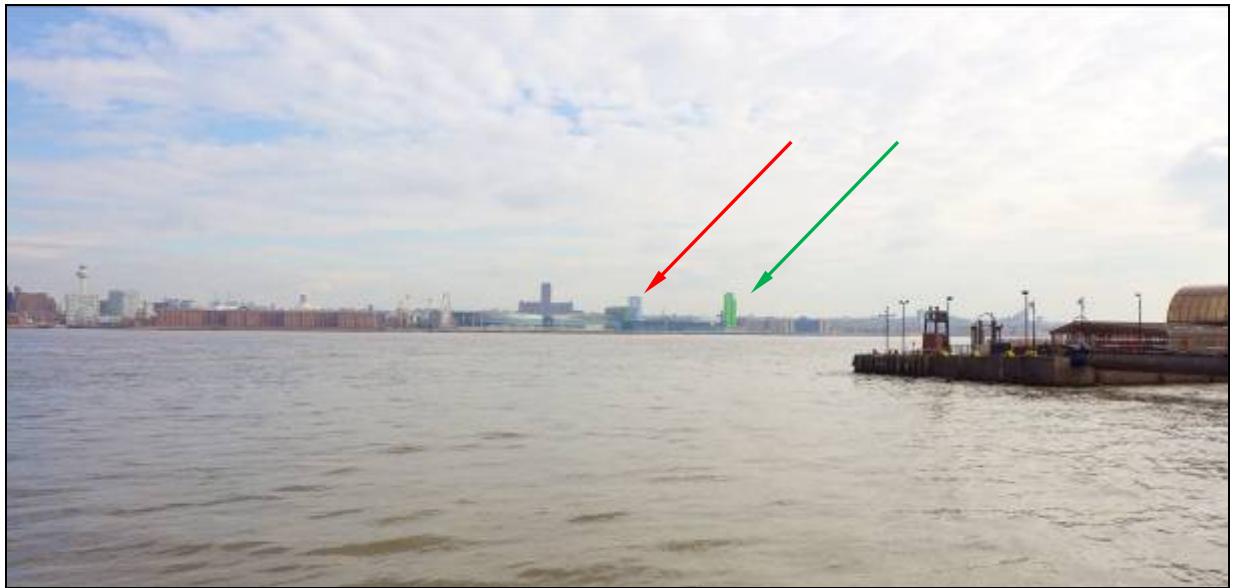
27. Visual from Holt Hill, with original 20-storey building indicated



28. Visual showing the 15-storey development; the X1 building is also shown in this view

- b. View from Woodside Ferry.** The 20-storey development as originally proposed figured more notably in the view from Woodside Ferry Terminal (Plate 29), in which the tallest element of the proposed building rose just above the Lady Chapel and choir of the Cathedral, although remaining well below the tower. The redesigned building consequently makes a lower impact upon these views: the bulk of its massing is concealed behind existing buildings (Plate 30) and the tallest portion appears lower than the choir. Moving north and south along the terminal, although the building becomes fully revealed it is seen to stand clearly apart from the Cathedral and does not obscure it, while the stepping of the massing away from the Cathedral becomes evident (Plates 32 and 33). From these viewpoints however, the Cathedral itself becomes partly obscured by existing buildings, and so their

importance of these particular viewpoints is reduced. Nevertheless, in all of these views the proposed building appears subservient to the Cathedral, which remains the predominant element of the southern city skyline. A more challenging presence is made by the consented X1 development at the Southern Gateway, which clearly rises well above the choir of the Cathedral.



29. Visual showing the impact of the original 20-storey building (red arrow) as seen from Woodside Ferry Terminal with the consented X1 building to right (green arrow)



30. The revised 12-15 storey proposal



31. Enlargement demonstrates how the revised development would be largely concealed behind existing buildings



32. View from north side of Woodside Ferry showing how the proposed building is clearly separated from the Cathedral and steps away from it



33. View from south side of Woodside Ferry

9.5 Summary of impact upon the setting of the Cathedral

- a. Summary.** It has been demonstrated above that the revised proposal will have a notably reduced visual impact upon the setting of the Cathedral than the original 20-storey scheme. Its intervention into the panoramic view from the Cathedral Gates will be negligible as the building will be screened by foreground trees, and it will be entirely hidden by the mass of the Cathedral itself when looking west from Hope Street in the direction of the site. The key river prospect from Holt Hill will remain unaffected as the development would be concealed by foliage, thus allowing the Cathedral to remain predominant. In the view from Woodside Ferry Terminal, the proposed building would appear clearly subordinate to the Cathedral and integrate into a waterfront skyline characterised by buildings of varying forms and heights, including some highly-prominent tall buildings such as the X1 development. Within this skyline the Cathedral would remain the predominant southern element. It is considered therefore that the adverse visual impact upon the setting of the Cathedral, using the scale set out in 5-7 and exemplified in appendix 3B of the ICOMOS Guidance, would be negligible as it involves only a very minor change to its wider setting.
- b. Overall effect.** Using the table given in section 5-8 of the Guidance (Figure 1), the overall impact of the proposed development upon the setting of the Cathedral – as a heritage asset of Very High Value to the WHS – is considered to represent only a slight adverse effect.


VALUE OF HERITAGE ASSET	SCALE & SEVERITY OF CHANGE/IMPACT				
	No Change	Negligible change	Minor change	Moderate change	Major change
For WH properties Very High – attributes which convey OUV	SIGNIFICANCE OF EFFECT OR OVERALL IMPACT (EITHER ADVERSE OR BENEFICIAL)				
	Neutral	Slight 	Moderate/ Large	Large/very Large	Very Large

Figure 1. Table for assessing scale and severity of impact for WH properties with very high value, from ICOMOS guidance, section 5-8

9.6 Impact upon the character and appearance of the Baltic Triangle

- a. Summary.** This report has demonstrated that the Baltic Triangle is an area which despite late 20th century decline and change has retained its original maritime character, embodied in an eclectic mix of 19th century to modern buildings located within a historic grid street pattern. The buildings range from single to ten storey and encompass historic warehouses of local interest, late 20th century industrial

structures and modern apartment blocks. Schemes for buildings of up to eleven storeys have recently been approved for the area. As noted above, the site stands close to the secondary node of tall buildings identified by the City Council within the Buffer Zone, where permissions have been granted for several tall buildings. The reduction in height of the building will therefore reduce its visual impact upon the surrounding locality, yet will still allow it to be seen as a landmark structure symbolic of the regeneration and distinctiveness of the Baltic area. It is considered therefore that the adverse impact of the proposal, using the scale set out in 5-7 and exemplified in appendix 3B of the ICOMOS Guidance, will be minor as it involves only limited change to the historic landscape character of the Baltic Triangle.

- b. Overall effect.** Using the table given in section 5-8 of the ICOMOS Guidance (Figure 2), the overall impact of the proposed 15-storey development upon the character and appearance of the Baltic Triangle – as an element of Medium Value to the setting of the WHS – is considered to represent only a slight adverse effect.

VALUE OF HERITAGE ASSET	SCALE & SEVERITY OF CHANGE/IMPACT				
	No Change	Negligible change	Minor change	Moderate change	Major change

For other heritage assets or attributes	SIGNIFICANCE OF IMPACT (EITHER ADVERSE OR BENEFICIAL)				
Very High	Neutral	Slight	Moderate/ Large	Large/very Large	Very Large
High	Neutral	Slight	Moderate/ Slight	Moderate/ Large	Large/Very Large
Medium	Neutral	Neutral/Slight	Slight ★	Moderate	Moderate/ Large
Low	Neutral	Neutral/Slight	Neutral/Slight	Slight	Slight/ Moderate
Negligible	Neutral	Neutral	Neutral/Slight	Neutral/Slight	Slight

Figure 2. Table for assessing scale and severity of impact for other WH heritage assets, from ICOMOS guidance, section 5-8

9.7 Summary and conclusion

a. Summary of impact. The ICOMOS guidance states (appendix 3c) that the summary and conclusion of the impact assessment should include:

- A clear statement on effects on the Outstanding Universal Value of the WHS, its integrity and authenticity
- The risk to the Inscription of the site as a WH property
- Any beneficial effects, including better knowledge and understanding and awareness-raising.

This report has demonstrated that the proposal will involve only a slight adverse overall impact upon the setting of the Cathedral and upon the character and appearance of the Baltic Triangle area as an element of the setting of the WHS. The integrity of the urban fabric of the WHS and the authenticity of its historic buildings will be entirely unaffected by the proposal. It is considered that the impact is not sufficient to harm the Outstanding Universal Value of the WHS, and therefore the risk to the Inscription of the site as a WH property is negligible. The beneficial effects of the proposal meanwhile are that it will regenerate an urban brownfield site which currently contributes negatively to the setting of the WHS and that of the Anglican Cathedral, and to the appearance and character of the Baltic Triangle area. The proposed building will assist in the revitalisation of the Baltic area and will form a new and distinctive addition to the dynamic Liverpool skyline, where tall buildings have become symbolic of the city's regeneration.

b. Planning policy context. The impact of the proposal, considered in the context of national planning policy, is considered to be less than substantial. In these circumstances, NPPF 134 requires the harm is weighed against the public benefits it would bring. 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 scale 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

Liverpool City Council, Baltic Triangle Planning Framework, adopted 2008

International Council on Monuments and Sites, Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, published January 2011.

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.