



PRINCES REACH, PRINCES DOCK

HERITAGE IMPACT ASSESSMENT

June 2016



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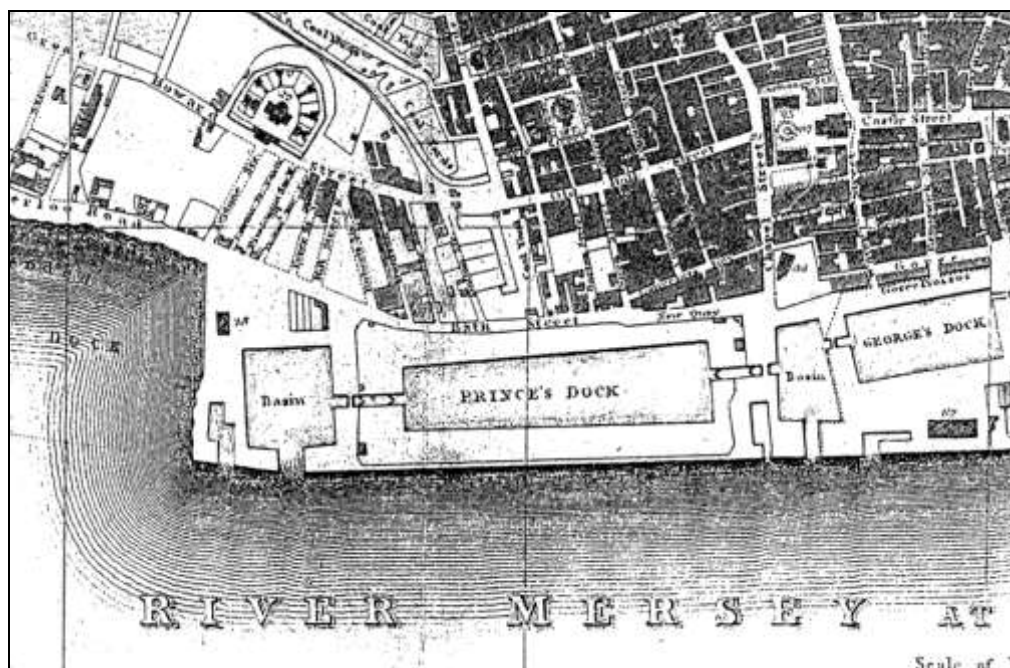
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1 INTRODUCTION

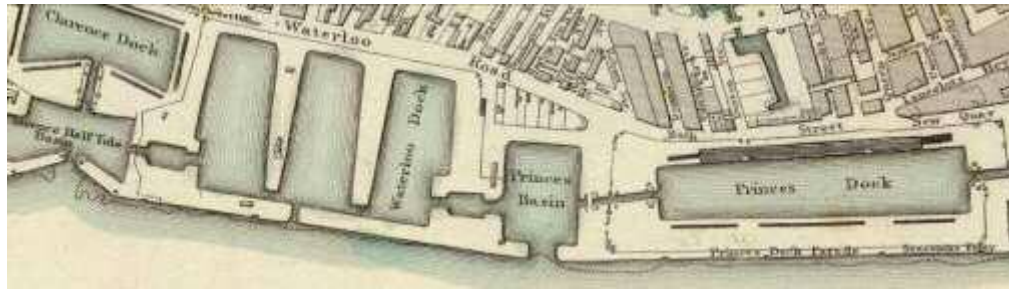
- 1.1 This report concerns a planning application for a private rented sector (PRS) residential development at Princes Reach, Princes Dock, Liverpool. Although occupying a site within Liverpool Waters, which has outline planning consent for mixed use development, Princes Reach will be a standalone full planning application. In this regard, consideration has been given to the extant planning permission and the relevant conditions to ensure conformity with the Liverpool Waters framework and all relevant obligations.
- 1.2 The site is outside the Liverpool Maritime Mercantile City World Heritage Site, but it is within the Buffer Zone, and is also within the setting of a number of important heritage assets including the Grade II listed dock boundary wall and the Grade I listed Royal Liver Building. The dock boundary wall forms part of the World Heritage Site and is within the Stanley Dock Conservation Area. The Liver Building is within the Pier Head Conservation Area. The site is known to be traversed by the original east wall of the Princes Dock, which lies below the existing ground surface. In addition there are areas of historic surfacing in the form of granite setts, kerbs and paving stones, as well as rail tracks which originally served the dockland railway network and are now considered to be heritage assets.
- 1.3 Government policy set out in *the National Planning Policy Framework* (NPPF) requires that proposed changes to the historic environment are based on a clear understanding of significance of any heritage assets and their setting that are affected, providing information so that the likely impact of proposals can be assessed.
- 1.4 This report provides an assessment of all relevant designated heritage assets within the immediate setting of the site, including the neighbouring conservation areas and listed buildings, undesignated assets such as the historic surfaces, and their overall historic context. An understanding of the wider development of the area based on historical research and building recording is set out in the report. A statement of significance identifying the principal features of interest and the values they represent is included .
- 1.5 An assessment has also been made of the potential impact of the proposed development on the Outstanding Universal Value (OUV) of the Liverpool World Heritage Site (WHS) in the context of the NPPF and local planning policy, which forms the final section of this report. A complementary and linked Archaeological Statement has been produced which considers the archaeological potential of the site, the significance of below-ground heritage assets and any potential impact that the development might have. This has been informed by a pre-application watching brief on geotechnical ground investigations. The Heritage Impact Assessment also forms a linked element of a chapter of the Environmental Impact Assessment.

2 HISTORY OF THE PRINCES DOCK

- 2.1 Following the development of Liverpool's closed dock system in the late 18th century, the construction of Princes Dock was the first substantial increase in the size of the docks. It was also the first 19th century dock to be built in the town, with initial designs drawn up in 1800 by the engineer William Jessop and in 1810 by John Rennie. It was remarkable for the use of steam power and an iron railway to remove spoil. Jessop commented on the silting of those older dock entrances such as the Georges Dock with tidal basins, and proposed the installation of proper locks as a solution, together with improvements to the construction of the retaining walls. By this time it had also been recognised that there were structural flaws to the use of sandstone walls set into the made ground, as it had been observed that the sheer weight of the walls made them prone to subsidence which left cracks and gaps in the dry bond.
- 2.2 Problems with raising funds and securing land for development meant that work did not commence until 1810, a full ten years after the original Act to construct the dock had been passed in parliament. These problems were compounded by the Napoleonic Wars which limited the supply of men and horses for moving materials. By 1810, the full complement of land was still not available so work began on the construction of a dock which was now much reduced in size from the original proposal. At the same time, the sea wall that now forms the boundary of the current marine parade was also being built. Stone for the works was shipped across the river from quarries at Runcorn. By July 1811, the name of Princes Dock had been bestowed by the Dock Committee.



Swire 1823-4



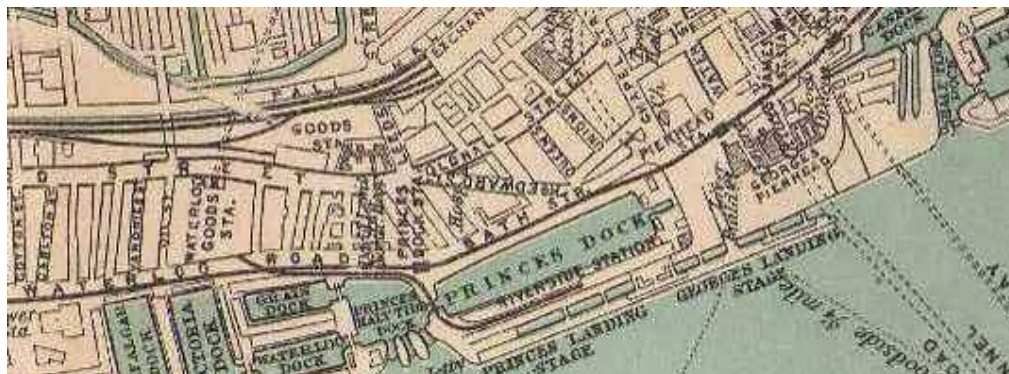
1836 map

- 2.3 The site of the Princes Dock was previously off-shore, with a public baths projecting out from the shoreline. Work involved the construction of a new river wall and ground reclamation. The Dock was completed in 1821 by the Dock Engineer John Foster. Until 1832, it was the largest dock in Liverpool, and was intended to be a flagship for Liverpool's trade with North America, principally imported cotton and emigrating people. The dock covered an area of 4.6 hectares, with a lock at the southern end connecting it to Georges Dock. At the north end was a second lock leading through to Princes Dock Basin, providing access to the Mersey. It was intended originally to build another dock on the north side of Princes Basin (Swire map 1823-4), but this area was not developed until the 1830s. A swing bridge provided access to the island forming the western side of the dock and a series of transit sheds, as well as the Dock Master's and Pier Master's offices (OS 1851). Further buildings, such as a police station were on the east side of the dock.
- 2.4 Access to Princes Dock from the town was controlled by a dock boundary wall, the first to be built in Liverpool, begun in 1816 and completed in 1821 when the dock opened. Also built by Foster, the wall was of red brick, four courses thick, with sandstone copings and a gateway with sandstone piers in the Greek Revival style. Originally the wall extended around the dock but only the east side now survives in situ. The buildings around Princes Dock were also characteristic of this phase of building as the newly constructed transit sheds were built to be easily constructed and dismantled. Archaeological excavation by Oxford Archaeology North in 2007-08 in the area of Princes Dock showed that despite the transitory nature of these structures, they were furnished with substantial foundations and associated crane bases.
- 2.5 Dock extensions soon took place to the north of Princes Dock, with the opening of the Clarence Dock in 1830, and the completion of the Waterloo, Victoria and Trafalgar Docks by Foster's successor Jesse Hartley in the mid-1830s. These and later docks could accommodate the larger steamships, and the Princes Dock moved into high value, low bulk goods such as coffee and spices. In 1868 the Princes Basin was modernised to serve as a Half Tide Dock, giving access to the remodelled Waterloo Dock to the north and the Princes Dock to the south. This work was carried out by G F Lyster, Hartley's successor, who also infilled the Georges Basin, allowing for the construction of a long floating roadway that led down to the Liverpool Landing Stage that served the ferries and cross-river traffic at Princes Dock and the Pier Head.

- 2.6 Eventually, the landing stage was extended to 2,500 feet, running from the Pier Head northwards the full length of the Princes Dock, becoming the principal point of embarkation for transatlantic passenger liners. To cater for travellers, the landing stage was equipped with waiting rooms, customs points and baggage handling facilities. In 1895 Riverside Station was opened on the west side of Princes Dock, bringing main line passengers right down to the river's edge, with covered bridges leading directly to the floating landing stage at two levels. The rail link to Riverside Station came in from the Waterloo Dock Goods Yard, only a short distance away.



OS 1851



Dock Plan c.1900

- 2.7 At the north end of the Liverpool Landing Stage, Princes Jetty was built in 1899-1900. Designed by AG Lyster, in association with Gustave Mouchel, it was the first reinforced concrete structure in the docks and is one of the earliest examples of the use of the Hennebique system in Britain. Princes Jetty incorporates two substantial components, which appear to be constructed of timber with a concrete deck, and following the removal of the original iron and timber structure in 1975, it is the only surviving element of the Liverpool Landing Stage. It incorporates the former fire-damaged remains of a timber shelter and a moveable bridge.

- 2.8 The Liverpool Overhead Railway was built 1889-93 and a section ran along the edge of the dock boundary wall. By 1908 additional railway tracks were added between the quayside transit sheds and the overhead railway.
- 2.9 The dock itself remained largely unchanged until 1905, by which time its shallow depth combined with the cambered profile of the dock walls made it unsuitable for the deeper, more square-sided steamers that were liable to suffer damage when mooring alongside the wall. A new quayside structure was therefore built within the dock, complete with sheds and a concrete deck, occupying the whole of the west side of the original water area.



View looking from Liver Building 1934

- 2.10 This intervention into the water body proved a success, and in 1928-29 a similar structure was inserted along the east side of the dock. It established, belatedly, a specialised facility for coastal trade, with an emphasis on Irish traffic. A “roll on/roll off” terminal was installed in 1967 at the southern end of the dock, for the Irish Packet, but continuing declines in passenger numbers and the construction of the new terminal at Victoria Dock made it redundant in 1981. Despite an illustrious and varied history the dock fell into decline until the 1990s when a new phase of regeneration saw the dock placed at the heart of the newly founded waterfront business district.
- 2.11 After its closure in 1981, being close to the central business district, Princes Dock was regarded as a potential area for new office development, and in 1988 Merseyside Development Corporation commissioned a masterplan from Tibbalds Monro. In 1992 development was commenced under the direction of The Princes Dock Development Company. The transit sheds and other buildings were cleared, the east quay was widened to create larger development sites, and the dock walls were rebuilt. The first phases included the Crowne Plaza Hotel, and a section of Princes Parade extending northwards on the western side of the dock.

- 2.12 A revised masterplan was prepared in 1998 by Taylor Young for the Princes Dock Development Company. This provided the framework for the remainder of the site, including access to Waterloo Road/Bath Street, the partial infilling of Princes Dock and the identification of additional parcels of land for development.
- 2.13 With changes in the property market, and differing aspirations since the 1998 masterplan, further revisions were approved in April 2002. The new plan introduced a greater mix of uses, higher densities, and indicative heights for each development plot. Some new plots were allocated for development. Whilst the emphasis of this masterplan was to deliver commercial development, it was agreed with the Princes Dock Development Company that the original aspiration should be relaxed to allow for a greater proportion of new residential development around the dock. This has mostly been in the form of individual tall buildings.
- 2.14 At the south end of the dock, the blocked passage to the former Georges Basin and the original coursed sandstone quay wall survive. Along the riverside, where a set of derelict steps remain, it is possible to see sections of the original river wall.
- 2.15 In 2007 work commenced on the Liverpool Canal Link which directly impacted upon the Princes Dock. In 2008, as part of the bulk excavation, elements of the transit shed foundations and the north wall of the Georges Dock Basin were uncovered. The original sea wall and temporary works wall were also identified during the course of the works. The 1967 roll on -roll off ramp was re-exposed and removed in order to allow the construction of a culvert leading from the dock through to the Pier Head. To facilitate access a pedestrian bridge was constructed spanning the dock.



View looking from north end of Princes Dock towards the Liver Building, with development site to the left

3 CHARACTER ASSESSMENT OF THE AREA

Historic and Architectural Character

- 3.1 The Princes Dock is approaching its 200th anniversary, over which time it has played a major role in the economic, social and community life of Liverpool. Unlike the earlier docks such as the Old Dock or George's Dock it was never infilled and developed after becoming unsuited for use by the latest types of ships. It was successively adapted for other craft, and images show that it has undergone a gradual and at times dramatic series of transformations.



View from Princes Half Tide Dock looking towards St Nicholas' Church, c.1880



View from Liver Building looking north, c.1960



View from north end of Princes Dock looking towards Liver Building, c.1970

- 3.2 Although the water basin remains as the central feature of the area today, it has been significantly reduced in width and depth, and the walls that contain it are mostly 20th century. The sea wall too has been largely refaced. The original walls and other subterranean structures remain as discussed in the archaeological report, but are not currently visible, and therefore do not contribute to the townscape character of the area.



Current view from north end of Princes Dock looking towards Liver Building

- 3.3 In addition to the water basin, the other major historic feature is the dock boundary wall, which stretches the full length of the dock on the east side along Bath Street and New Quay, and gives enclosure to the area. Also of historic interest are the surviving surfacing materials on the east side of the dock, and particularly within the strip of land adjoining the boundary wall.

- 3.4 The openness of the river on the west side provides important evidence of the history of the dock, and although the river was blocked off from view firstly by the eastern dock boundary wall and the transit sheds, and later by the Riverside Station and its associated buildings, the relationship between the dock and the river are crucial aspects of understanding the heritage significance of the area.
- 3.5 The views north and south across the water body are likewise important for understanding the historical development of the dock estate, firstly with the continued expansion along the river edge, and later with the redevelopment of the George's Dock for the great trio of Pier Head buildings which symbolise the pre-eminence of Liverpool as a global maritime mercantile city.

Townscape Character

- 3.6 Understanding the north dockland landscape in its totality is important for the protection and presentation of the aspects of Outstanding Universal Value (OUV) which are enshrined in the World Heritage Site (WHS) inscription. Four essential topographical characteristics were identified in the Liverpool Waters heritage baseline evaluation :
- The series of continuous and connected water spaces, resulting from notions of functional efficiency, and producing a strong visual structure. This depends on the continuity of water running through the site, joining together the two groups of historic water bodies at each end.
 - The dockland strip was built on land reclaimed from the River Mersey, and is therefore flat in contrast with the land that rises gently from the former shoreline beyond. This provides a horizontality of land form, which is reflected in the architectural forms of buildings on the waterfront such as the Albert Dock warehouses, the Echo Arena and the Museum of Liverpool.
 - The vistas that a wide river affords provide a remarkable panorama of a city in which the rising land form contrasting with the horizontality of the reclaimed dockland is enhanced by the contribution of tall buildings. These commenced in the late 19th century with 'skyscrapers' such as the White Star Line offices, and then in the 20th century with the Liver Building, and more recently with the cluster of emerging towers in the commercial district.
 - The built form which is characterised by a strong geometrical layout, heroic scale of construction and robustness of surface and materials. The distance of view that a wide river affords demands development of a scale sufficient to make an impact.
- 3.7 Therefore, although the Princes Dock is outside the WHS, it remains an essential part of the dockland landscape, so that the design and scale of developments need to respond to and respect their context.

- 3.8 The Liverpool World Heritage Site Supplementary Planning Document (SPD) states that there is no uniformity of building heights within the WHS, and that variation of height is an aspect of character. However, one of the conditions imposed at the time of inscription is that 'the height of any new construction in the WHS should not exceed that of structures in the immediate surroundings'. This has led to the policy that new buildings in the WHS should not generally exceed the height of the tallest building in the immediate vicinity of the street(s) that they address'. While Princes Dock is not within the WHS, development within it has the potential to affect the setting of the WHS itself, and therefore that policy has some relevance. However, there are no conventional streets within the dock, and it is not entirely clear what would be considered to be the immediate surroundings of any particular site.
- 3.9 No listed structures survive at the Princes Dock, other than the boundary wall with its gateways and attached features, so its existing architectural character is established by the buildings erected over the past 20 years. The earliest buildings such as 8 Princes Parade and the Crowne Plaza Hotel were modest in scale and architecturally unremarkable, but in later phases both the height of development and architectural ambitions increased. The Malmaison Hotel and 12 Princes Parade offer different aesthetic approaches, the former fortress-like and clad in granite, echoing the toughness of the city's industrial past, while the latter is more varied and uses modular cladding of a less substantial character.
- 3.10 The taller residential buildings at the northern end of the dock are part of the cluster of towers which are focussed on the central business district, and which are intended to be strengthened through the implementation of the Liverpool Waters masterplan.



View from south end of Princes Dock looking towards taller residential buildings, with Malmaison Hotel and multi-storey car park on right

Views

- 3.11 The views into, from and within the WHS are an important aspect of OUV as stated in the WHS SPD (paragraph 4.4.1). The Evidential Report that accompanies the SPD includes a number of key views in which principal features of significance are visible. These views are structured by the topography of the wider city, its relationship with the river, the location of landmark buildings and the urban form and skyline of the WHS and its Buffer Zone. In terms of OUV, the test of significance is how the views contribute to appreciation and understanding of the tangible and intangible attributes enshrined in the Statement of OUV and what impact, if any, the development proposals would have on those values.
- 3.12 An important viewpoint is from the northern edge of Princes Dock looking south towards the Liver Building, which is part of the Pier Head Complex of landmark buildings that form a fundamental part of the WHS's OUV and wider city's visual structure (paragraph 4.4.5).
- 3.13 Other viewpoints that have been considered in relation to the proposed development are from the Liver Building; from the river front looking along the line of the pedestrian bridge across the dock; and from The Strand looking north.

4 CHARACTER OF THE APPLICATION SITE

- 4.1 The development site is an area of cleared land, which has previously been in use for surface car parking. The ground surface includes areas of historic granite setts and stone pavings, together with rail tracks which remain from the time when it was a working dock.



View looking north across the rear part of the site showing the rail tracks in use, and transit sheds on the left, c.1960, after the demolition of the Liverpool Overhead Railway. The Waterloo Warehouse is in the background on the left.

- 4.2 Immediately to the south of the site is a further area of land standing. This plot has planning permission for an eight storey building to be known as William Jessop House, with seven storeys of B1 office space above a ground floor providing B1 or A1, A2, A3 or A4 retail space. The building has a series of rectilinear floor plates with lobbies and vertical circulation occupying the north-west corner giving views out over Princes Dock and the River Mersey. The office entrance is set back from William Jessop Way behind a forecourt, with any retail space having entrances from the west and north facades.
- 4.3 Beyond William Jessop House is the decked car park, which is nine storeys high, with a maximum height of 28.4 metres. It is a precast concrete framed building, with the structure clearly and simply expressed externally. This gives it a modular character of solids and voids, the area between the decks being partly open and partly infilled with fair faced concrete impact barriers and powder coated galvanized steel spandrel frames. To the south of the car park is the 11 storey Malmaison Hotel, clad in grey granite slabs.
- 4.4 The land to the north of the site is also cleared. In the Liverpool Waters masterplan which is material to the outline planning consent, there are two development plots. Plot A-05 makes provision for a 9-storey building with permission for B1 Business use class; and Plot A-06 provides for a 55 storey

building with permission for A3 Restaurant and Café, B1 Business, C1 Hotels and C3 Dwellinghouse use class.

- 4.5 Further to the north are the 24-storey City Lofts and the 26-storey Alexandra Tower residential developments. Other tall buildings in the vicinity are the 30 storey Beetham Tower and the 40 storey West Tower which occupy sites on the eastern side of Bath Street, and are part of a cluster of tall buildings.
- 4.6 On the east side, the site is bounded by the Grade II Princes Dock boundary wall. This was constructed between 1816 and 1821 to provide security to the dock, and is a striking feature of the central dock estate. The wall stands 5.5 metres high and is 4 bricks thick, built in English bond. One of the historic gateways with massive sandstone gate piers is located just to the north of the Princes Reach site.
- 4.7 On the west side is William Jessop Way, with a footway running along the quayside of Princes Dock. The footway connects with the pedestrian bridge that crosses the dock at the mid-point, beneath which vessels travelling between the Leeds and Liverpool Canal and the Albert Dock pass.
- 4.8 Princes Parade, the roadway on the west side of Princes Dock gives access to three modern commercial buildings of five and six storeys. These pre-date the Liverpool Waters planning permission.
- 4.9 As stated in the archaeological statement (paragraph 6.5.18), which comments on the Archaeological Watching Brief carried out during ground investigation works at the site in February/March 2016, the existing layout of setts and rail tracks probably dates from post 1929. This is because new transit sheds were erected in 1929 to replace an earlier set. Based on photographs taken at the time, the rails appears to have been re-laid (A. Jarvis, *Princes Dock: A Magnificent Monument of Mural Art*, 1991). Since only one layer of setts is present on the site, it is probable that the area was stripped to the upper surface and the made-up ground and resurfaced. The concrete on the site is therefore also likely to date from that time.

5. STATEMENT OF SIGNIFICANCE

5.1 Statutory Designations

- 5.1.1 There are no scheduled ancient monuments within the proposed development site. There is one listed building – the Princes Dock Boundary Wall directly adjoining it, which is Grade II, and the stone surface materials and rail tracks which are regarded as undesignated heritage assets. The site is considered to be within the setting of the Royal Liver Building, which is listed Grade I.
- 5.1.2 The site directly adjoins the Stanley Dock Conservation Area and is also within the setting of the Pier Head Conservation Area. It is within the Buffer Zone of the World Heritage Site.

5.2 Merseyside Historic Environment Record

- 5.2.1 The Archaeological Statement that accompanies this heritage statement includes a comprehensive list of items from the Merseyside Historic Environment Record and other sources within the vicinity of the site. The HER items, and all the relevant Liverpool Waters baseline information, is listed and discussed within the Archaeological Statement. This baseline information is also included in the Archaeology and Cultural Heritage chapter of the Environmental Statement.

5.3 Identification of Cultural Significance

- 5.3.1 In 2008 English Heritage (now Historic England) published '*Conservation Principles*', which identified four principle heritage values which should be taken into account when assessing significance and which can be used to amplify the assessments in the lists. These values are *Evidential*, deriving from the potential of a place to yield evidence about past activity; *Historical*, deriving from the ways in which people, events and aspects of past life can be connected through a place to the present; *Aesthetic*, deriving from the ways in which people draw sensory and intellectual stimulation from a place; and *Communal*, deriving from the meaning of a place for the people who relate to it, or for whom it figures in their collective experience and memory. The following assessment adopts these heritage values:

Evidential Value:

- 5.3.2 The vacant site draws evidential value from the adjoining dock boundary wall, as well as from the water basin, although the latter is not authentic in its form or layout. Documentary records provide evidence relating to the fact that the site was originally off-shore, the original dock layout, how this has changed, and the buildings that have been erected on the site at various times, in particular the transit sheds which were ranged the full length along the eastern and western sides.

- 5.3.3 These transit sheds are first seen on Henry Austin's map of 1836. The early transit sheds were temporary in nature, and were replaced with more permanent sheds at later stages. The setts and rail tracks that survive alongside the dock boundary wall are evidence of the extensive surfacing and transport systems that was installed in the later 19th and early 20th century. The cast iron stanchions embedded in the dock boundary wall are remains of the overhead railway that was dismantled in 1957-59.

Historic and Architectural Value:

- 5.3.4 The dock has been in existence for almost 200 years, and represented the most up-to-date facility in the world when it was first constructed. It was built on an unprecedented scale for its date, and pioneered the use of steam power for excavation and removal of spoil. Although the capacity of the dock was soon outpaced by the development of steam ships and larger vessels, it continued to operate both for shipment of goods and increasingly for people.
- 5.3.5 Initial drawings for the dock were drawn up in 1800 by William Jessop, with revised plans prepared by John Rennie in 1810. The scheme was completed by John Foster, the Dock Engineer, who also built the dock boundary wall that adjoins the site.

Aesthetic Value:

- 5.3.6 The present aesthetic value of the application site and the Princes Dock as a whole is limited, since the dock boundary wall and the stone surfacing and rail tracks are the only historic structures and materials to survive above ground. However, its townscape importance in the overall dockland landscape, its riverside location, and its proximity to buildings such as the Royal Liver Building and the Waterloo Warehouse give it considerable significance and contribute to OUV.

Communal Value:

- 5.3.7 Unlike the remainder of the Liverpool Waters site, Princes Dock has been accessible to the public to some degree since the construction of Riverside Station in 1895. Over the past 20 years, it has become fully accessible as a new extension to the city centre and the waterfront.
- 5.3.8 The present location of the cruise liner terminal at Princes Dock also gives it a high profile for visitors, and makes it a major gateway to the city. This increases the need to achieve high standards of design, as well as creating a lively and accessible environment.

Features of Significance

- 5.3.9 The features of significance that contribute to the OUV of the WHS are as follows:
- Princes Dock was a major construction project in the early stages of development of the Liverpool docks

- It was the first of the series of northern docks
- Association with the river and the management of the port
- Pioneering techniques of construction
- Association with emigration and the movement of people
- Princes Dock was the first dock to be constructed with a integral dock boundary wall, which was to become universal throughout the dock estate. It survives the full length of the eastern side of the dock
- Survival of the water body, albeit in an altered form and layout
- Remains of historic surfacing in granite setts, stone flags and rail tracks

5.3.10 The Princes Dock is identified as an area of 'New Development Opportunity' in the World Heritage Site Management Plan, and the development that has taken place since the 1980s has established it as a new and distinct quarter of the city centre. Any development within the Princes Dock, however, has the potential to impact on the setting of nearby listed buildings – notably the dock boundary wall and the Liver Building, the Pier Head Conservation Area and the World Heritage Site, and this is a factor that must be carefully assessed in the planning process.

6 HERITAGE PLANNING CONTEXT

6.1 National Planning Policy and Guidance

Planning (Listed Buildings and Conservation Areas) Act 1990

- 6.1.1 Statutory protection for built heritage is principally provided by the Planning (Listed Buildings and Conservation Areas) Act 1990.

National Planning Policy Framework

- 6.1.2 Historic Environment Policies are included in the National Planning Policy Framework (March 2012).
- 6.1.3 The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The Government sees three dimensions to sustainable development: economic, social and environmental, and these roles should be regarded as mutually dependent. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities. The planning system is therefore expected to play an active role in guiding development to sustainable solutions. Policies 126-141 are related to conserving and enhancing the historic environment.
- 6.1.4 The NPPF describes the historic environment in terms of “*heritage assets*.” It defines the significance of a heritage asset as its value ‘*to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.*’
- 6.1.5 Paragraphs 128 and 129 of the NPPF require planning applicants and local planning authorities to assess the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be appropriate to the assets’ importance and no more than sufficient to understand the potential impact of the proposal on their significance. Local planning authorities should take this assessment into account when the potential impact of proposed development to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal.
- 6.1.6 Paragraph 130 of the NPPF states that where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.
- 6.1.7 Paragraph 131 states that local planning authorities should take account of the desirability of new development sustaining and enhancing the significance of heritage assets; the positive contribution that heritage assets can make to sustainable communities; and the desirability of new development making a positive contribution to local distinctiveness.

- 6.1.8 Paragraph 132 sets out policy principles guiding the consideration of impact of development on the significance of a designated heritage asset. The more important the asset, the greater the weight should be given to the asset's conservation. Any harm to or loss should require clear or convincing justification.
- 6.1.9 Paragraph 133 provides a series of tests which should be applied in cases where substantial harm to or total loss of significance will be caused. In the case of development proposals which will lead to less than substantial harm, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 6.1.10 Paragraph 134 states that where a development proposal will lead to less than substantial harm to the significance of a heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 6.1.11 Paragraph 135 states that the effect of a development on a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm and the significance of the heritage asset.
- 6.1.12 Paragraph 137 states that local authorities should look for opportunities for new development within Conservation Areas and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.
- 6.1.13 Paragraph 138 states that not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or the World Heritage Site as a whole.
- 6.1.14 Policy 141 states that local planning authorities should make information about the significance of the historic environment gathered as part of the development process publicly accessible, and should require developers to record and advance understanding of the heritage asset before it is lost.

Conservation Principles: Policy and Guidance (Historic England) 2008

- 6.1.15 The Historic England document *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* is intended to guide conservation thinking and practice in England. It defines

conservation as managing change in ways that will sustain the significance of places, for change in the historic environment is inevitable, whether caused by natural processes, through use or by people responding to social, economic and technological advances.

6.1.16 If the significance of a place is to be retained and its historic value sympathetically managed, further change will inevitably be needed. Development need not devalue the significance of the place, both its tangible values, such as historic fabric, or its associational values, such as its place within the landscape, provided the work is done with understanding.

6.1.17 The *Principles* state that new work or alteration to a significant place should normally be acceptable if:

- There is sufficient information comprehensively to understand the impacts of the proposal on the significance of the place;
- The proposal would not materially harm the values of the place, which, where appropriate, would be reinforced or further revealed;
- The proposals aspire to a quality of design and execution which may be valued now and in the future;
- The long-term consequences of the proposals can, from experience, be demonstrated to be benign, or the proposals are designed not to prejudice alternative solutions in the future.

6.1.18 It is suggested that features of lesser significance offer opportunities to create heritage values of tomorrow, which can be achieved if the quality of the new work is of a high standard of design, materials, detailing and execution.

6.2 Local Policy and Guidance

Liverpool Unitary Development Plan

6.2.1 Policy HD4: Alterations to Listed Buildings:

Consent will not be granted for:

- (i) extensions, external or internal alterations to, or change of use of, or any other works to a listed building that would adversely affect its architectural or historic character;*
- (ii) applications for extensions, alterations to, or the change of use of a listed building that are not accompanied by the full information necessary to assess the impact of the proposals on the building;*
- (iii) any works which are not to a high standard of design in terms of form, scale, detailing and materials.*

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

6.2.2 Policy HD5: Development affecting the Setting of a Listed Building

Planning permission will only be granted for development affecting the setting of a listed building, which preserves the setting and important views of the building. This will include, where appropriate:

- (i) control over the design and siting of new development;*
- (ii) control over the use of adjacent land; and*
- (iii) the preservation of trees and landscape features.*

6.2.3 Policy HD18: General Design Requirements

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

- 1 The scale, density and massing of the proposed development relate well to its locality*
- 2 The development includes characteristics of local distinctiveness in terms of design, layout and materials*
- 3 The building lines and layout of the development relate to those of the locality*
- 4 External boundary and surface treatment is included as part of the development and is of a design and materials which relate well to its surroundings*
- 5 All plant machinery and equipment are provided within the building envelope or at roof level as an integral part of the design*
- 6 The development pays special attention to the views into and out of any adjoining green space, or area of Green Belt*
- 7 The development has regard to and does not detract from the city's skyline, roofscape and local views within the city*
- 8 The satisfactory development or redevelopment of adjoining land is not prejudiced*
- 9 There is no severe loss of amenity or privacy to adjacent residents*
- 10 In the case of temporary buildings, the development is of a suitable design and not in a prominent location*
- 11 Adequate arrangements are made for the storage of refuse within the curtilage of the site and the provision of litter bins where appropriate*
- 12 The exterior of the development incorporates materials to discourage graffiti*
- 13 Adequate arrangements are made for pedestrian and vehicular access and for car parking*

6.2.4 Policy HD8: Preservation and Enhancement of Conservation Areas

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

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

6.2.5 Policy HD12: New Development adjacent to Conservation Areas

Development on land adjacent to a conservation area will only be permitted if it protects the setting of the conservation area and important views into and out of it.

6.2.6 Policy HD17: Protection of Archaeological Remains

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

- (i) developers have the archaeological implications of their proposals assessed by a recognised archaeological body at an early stage and the results submitted as part of the planning application;*
- (ii) important archaeological remains and their settings are permanently preserved in situ;*
- (iii) where in situ preservation is not justified and disturbance by development is acceptable in principle, the applicants undertake an agreed programme of mitigation including investigation, excavation and recording before development begins, or as specified in the agreed programme; and*
- (iv) conflicts regarding archaeological issues and development pressures are resolved by means of management agreements.*

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

Liverpool World Heritage Site SPD

6.2.7 The SPD has been produced to provide detailed guidance for new development, regeneration and conservation in the WHS and its Buffer Zone. It is intended to supplement the existing "saved" UDP, and will deal with the management of the site, acting as a guide to future development in and around the site and embodying the principles in the existing WHS Management Plan.

6.2.8 In addition to policies and guidance relating to the WHS as a whole, the document includes a section on the Stanley Dock Conservation (Character Area 3), which makes reference to the adjoining areas that are within the Buffer Zone. The Council's declared vision for this area includes the following statement:

The Princes Dock redevelopment programme will be completed with significant townscape character benefits for the WHS and wider cityscape.

6.2.9 Paragraph 6.4.29 of the SPD requires that the completion of Princes Dock should be a priority. The principles for redevelopment of the Princes Dock should be:

- (i) strong urban form with active frontages and an ordered overall perspective;
- (ii) enhanced linkages and connectivity;
- (iii) comfortable relationships with surroundings, especially important will be Plot 7 which is most visible from the Pier Head;
- (iv) protection of view corridors;
- (v) increased activity; and
- (vi) respect for heritage and response to historical context.

6.2.10 Paragraph 6.4.8, refers to development that takes place west of the Dock Boundary Wall and states:

...development must respect the integrity and setting of the Dock Wall and the opportunity should be taken to conserve the wall and its associated features such as gates, shelters and drinking fountains. Development should retain and conserve surviving historic surfaces, kerbs, rail tracks and other ancillary historic structures. Any new buildings west of the Dock Wall should generally be set back at least 9 metres from the wall in order: to provide an adequate setting for that wall; to enable these historic surfaces and features to be retained and; to create a useable corridor for cycling and walking.

7 DEVELOPMENT DESCRIPTION

- 7.1 Full detailed planning application to erect a circa 34 storey residential tower (Use Class C3) comprising circa 304 private rented sector apartments and 40 car parking spaces, 8 motorcycle parking spaces, 76 cycle parking spaces and plant, storage, reception and recreation areas and hard and soft landscaping on vacant brownfield land, William Jessop Way, Princes Dock, Liverpool, L3 1QP.
- 7.2 The proposal fits within the parameters of the Liverpool Waters outline planning consent for the plots which are:
- Maximum building height of 126.8m
 - No more than 40 storeys
 - Majority of scheme to be Class 3 residential
- 7.3 The design of the building takes reference from transatlantic links with New York and other North American seaboard cities. The tower is intended to complement the existing tall building in the Central Business District cluster, and to become an integral part of the skyline. Its verticality is emphasised by the recessed central shaft which marks the service and access core, flanked by apartments to each side. This rises above main roofline to create a distinctive cap to the building, linked to the vertical bands of fenestration below.
- 7.4 The ground level entrance and reception face William Jessop Way. Service access is at the rear, reached by a roadway running between the building and the dock boundary wall. On the south side is a 3-storey podium containing decked car parking with a communal roof terrace.

8 HERITAGE IMPACT ASSESSMENT

8.1 Introduction

8.1.1 Paragraph 128 of the NPPF states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution to their setting. Paragraph 129 requires that local planning authorities should take any assessment of significance into account when considering the impact of a proposal on a heritage asset to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

8.1.2 The methodology adopted is the ICOMOS *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*. This is directly related to the expression of the site's contribution to OUV. It takes account of:

- Direct and indirect impacts on heritage assets
- Impact on key views
- Impact on views and settings of strategic landmark buildings
- Compliance with guidance in the WHS SPD

8.1.3 A detailed analysis of the significance of the proposed development site is set out in this report. It demonstrates that the principal features of significance that contribute to the OUV of the WHS and the wider dockland setting are as follows:

- Princes Dock was a major construction project in the early stages of development of the Liverpool docks
- It was the first of the series of northern docks
- Association with the river and the management of the port
- Pioneering techniques of construction
- Association with emigration and the movement of people
- Princes Dock was the first dock to be constructed with a integral dock boundary wall, which was to become universal throughout the dock estate. It survives the full length of the eastern side of the dock
- Survival of the water body, albeit in an altered form and layout
- Remains of historic surfacing in granite setts, stone flags and rail tracks

8.2 Methodology

8.2.1 The assessment has been prepared on the basis of policies and guidance set out in the following international, national and local planning documents:

International

- UNESCO Operational Guidelines for the Implementation of the World Heritage Convention 2008
- Vienna Memorandum of the World Heritage Convention 2005

- Burra Charter (Australia ICOMOS) 1999
- Xian Declaration on the Conservation and Setting of Heritage Structures, Sites and Areas (ICOMOS) 2005
- Nara Document on Authenticity (ICOMOS) 1994

National Planning Policies are set out in the following documents:

- National Planning Policy Framework
- Planning Practice Guidance: Conserving and enhancing the historic environment 2014
- Circular 07/2009: The Protection of World Heritage Sites
- The Protection and Management of World Heritage Sites in England (Historic England) 2009
- Conservation Principles (Historic England) 2008
- Tall Buildings Guidance (English Heritage/CABE) 2015
- Seeing the History in the View: a method for assessing heritage significance within views (English Heritage) 2011
- The Setting of Heritage Assets (English Heritage) consultation document 2015

The detailed Development Plan Policies and Guidance are set out by Liverpool City Council in the following documents:

- Liverpool City Council: Strategic Regeneration Framework 2001
- Liverpool City Council: Unitary Development Plan 2002
- Liverpool City Council: Liverpool WHS Supplementary Planning Document 2009
- Liverpool City Council: Draft LDF Core Strategy 2009
- Liverpool City Council: Liverpool – Maritime Mercantile City Management Plan 2003

8.2.2 The *Liverpool Waters Archaeology and Cultural Heritage Baseline Study* (July 2009), produced by Peter de Figueiredo, Historic Buildings Consultant, and Caron Newman of Egerton Lea Consultancy Ltd, Archaeological Consultants, has been used to identify the attributes of OUV that may be affected by the proposed development. This has been supplemented by additional information collected by Oxford Archaeology North in connection with the Environmental Impact Assessment for the Liverpool Waters application; by map regression carried out by CgMs Heritage Consultancy; and by further desk top archaeological evaluation of the site and its surroundings by Sarah-Jane Farr, who has prepared the Archaeology chapter of the Environmental Statement related to the Princes Reach planning application.

8.2.3 The principal sources of information consulted in the baseline preparation were manuscript and published maps, original construction drawings and archives of the Mersey Docks and Harbour Board, aerial photographs, and other selected documents, along with published and unpublished secondary sources. The Merseyside Historic Environment Record has been consulted,

together with the Merseyside Characterisation Project, and information gathered from the National Monument Record, listed building records, and archive collections at the Merseyside Maritime Museum and the Liverpool Record Office. The *Liverpool World Heritage Site Nomination Document* (2003 Liverpool City Council) and the *Liverpool World Heritage Site Supplementary Planning Document* (2009 Liverpool City Council and Atkins Heritage), together with the supporting Evidential Report have informed the process of assessment and evaluation of OUV. Attention has also been given to the *Assessment of Heritage Merit and Heritage Need* (2005, Architectural Heritage Partnership).

- 8.2.4 Detailed topographical, geophysical and condition surveys have been carried out relating to the site, including below ground archaeology, the dock boundary wall and historic surfacing consisting of setts, cobbles, stone pavings and rail tracks. This information has been used in the assessment of physical impacts on heritage assets both above and below ground.
- 8.2.5 Detailed walkovers of the site were made by the author both at the baseline stage and during the impact assessment process.
- 8.2.6 An Inventory containing GIS-based map regression, archaeological evaluation, survey plans, photographs and other documents has been compiled for submission with the planning application documents.

8.3 Impact Assessment Methodology

- 8.3.1 The methodology adopted is the ICOMOS *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*. The ICOMOS guidance document requires that the HIA report should provide the evidence on which decisions can be made in a clear, transparent and practicable way, and sets out a well-structured methodology for evaluating impact on the attributes of OUV. This is different in emphasis from the EIA process, which normally disaggregates all the possible cultural heritage attributes and assesses impact on them separately, through discrete receptors such as protected buildings, archaeological sites, and specified viewpoints with their view cones, without applying the lens of OUV to the overall ensemble of attributes. This methodology is more directly linked to the expression of the site's OUV.
- 8.3.2 ICOMOS states that 'the assessment process is in essence very simple:
 - What is the heritage at risk and why is it important – how does it contribute to OUV?
 - How will change or a development proposal impact on OUV?
 - How can these effects be avoided, reduced, rehabilitated or compensated?

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

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

8.4 Evaluation of Heritage Resources

8.4.1 The evaluation method used is that set out in Appendix 3a of the ICOMOS guidance. In this system, the value of heritage resources is assessed in relation to statutory designations, international, national and local, but linked clearly and objectively to the components identified in the Statement of OUV, integrity and authenticity. The values of the assets and attributes are defined using the following graded scale, in accordance with the table below:

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

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

	<p>important buildings</p> <p>Undesignated structures of clear national importance</p> <p>Urban landscapes of exceptional importance</p> <p>Associations with particular innovations or developments of national significance</p> <p>Associations with individuals of national importance</p>
Medium	<p>Designated or undesignated assets that contribute to regional research objectives</p> <p>Grade II listed buildings and undesignated buildings that have exceptional qualities or historical associations</p> <p>Conservation Areas that contain buildings that contribute significantly to its historic character</p> <p>Historic townscapes with important integrity in their buildings or built settings</p> <p>Associations with particular innovations or developments of regional or local significance</p> <p>Associations with individuals of regional importance</p>
Low	<p>Designated or undesignated assets of local importance</p> <p>Assets compromised by poor preservation and/or poor survival of contextual associations</p> <p>Assets of limited value, but with potential to contribute to local research objectives</p> <p>Locally listed buildings</p> <p>Assets of modest quality in their fabric or historical associations</p> <p>Historic townscapes with limited integrity in their buildings or built settings</p> <p>Associations with individuals of local importance</p> <p>Poor survival of physical areas in which activities occur or are associated</p>
Negligible	<p>Assets with little or no surviving archaeological interest</p> <p>Buildings or urban landscapes of no architectural or historical merit and buildings of an intrusive character</p>

- 8.4.2 The report includes comprehensive text descriptions of heritage attributes, setting out their condition, importance, inter-relationships and sensitivity, and also assessing their capacity for change.
- 8.4.3 Regarding the assessment of impact on views, this report makes use of the methodology ***Seeing the History in the View***, published by Historic England in 2011. A number of defined stages are taken to ensure consistency and objectivity in the assessment process, which has been adapted to focus on identification of attributes of OUV in each of the views.
- 8.4.4 As encouraged in the guidance, reliance has also been placed on the experience of the author in the field of architectural history and conservation of the built environment. This has been provided through an in-depth understanding of Liverpool's heritage and an informed knowledge of the area over many years.

8.5 Assessment of Scale of Specific Impact

- 8.5.1 The scale/severity of impacts (adverse or beneficial) are judged taking account of their direct and indirect effects, without regard to the value of the asset as follows:
- No impact
 - Negligible impact
 - Minor impact
 - Moderate impact
 - Major impact
- 8.5.2 The significance of the effect of change or impact on an attribute is a function of the importance of the attribute and the scale of impact, thus reflecting the weighting of significance in the assessment of impact. As impacts can be adverse or beneficial, there is a nine-point scale with 'neutral' as its centre point:
- Very large beneficial
 - large beneficial
 - moderate beneficial
 - slight beneficial
 - Neutral
 - slight adverse
 - moderate adverse
 - large adverse
 - very large adverse
- 8.5.3 The scale and severity of change or impact (either adverse or beneficial) is identified by considering the direct and indirect effects against the value of the heritage asset as set out in the table below:

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

8.5.4 Impacts also take into account the baseline statements on integrity and authenticity, and the relationship between attributes of OUV, integrity and authenticity.

8.6 Evaluation of Overall Impact

8.6.1 In evaluating the overall impact on OUV, careful consideration has been given to the balance of benefits and disbenefits in the concluding section of the report. In order to form a balanced judgement, the question of who will benefit and who may not has been explored. The contribution to conservation of the historic environment has been fully taken into account in the evaluation of overall impact.

8.7 Direct and Indirect Impact on Heritage Assets

A: Direct and indirect impact of proposed development on the significance and setting of the Dock Boundary Wall

History/Description

8.7.1 Access to Princes Dock was controlled by a boundary wall, the first to be built in Liverpool, begun in 1816 and completed in 1821 when the dock opened. Built by J Foster, the wall was of red brick, 5.5 m high and four courses thick in English bond, with sandstone copings and a gateway built with sandstone piers in the Greek Revival style. The remaining gateway is at the northern end of the dock, and consent has previously been granted for a new opening adjoining the multi-storey car park (although this has now expired). This section of wall, together with the gateway is listed Grade II.

8.7.2 Between 1845 and 1865, the wall was extended northwards to connect with the wall that Hartley had built to enclose his group of 1830s docks. This section of wall is built of brick to the same height and form as the Princes Dock section, and incorporates four original gateways, all designed by

Hartley, and built of granite rubble masonry. There is also one modern opening that leads via a mini roundabout into the Princes Dock. This section of the wall is unlisted, but is treated as a listed structure since it is attached to the gate piers which are listed Grade II.

- 8.7.3 A short section of the 1821 Prince's Dock wall was rebuilt, probably after GF Lyster became Dock Engineer in 1861. This runs northwards from a point marked by a vertical break where a drinking fountain with outlets on both sides of the wall has been inserted as far as the 1821 gateway. A further short section was rebuilt at the southern end of the Princes Dock and is identical in materials and construction to the section described above. These two short sections are also unlisted (although treated as listed structures as above).
- 8.7.4 The section of Foster's original Princes Dock wall survives largely as built, but an increase in the level of Bath Street carried out in the 1970s has affected its appearance on the east side, and two small doorways have been punched through it in recent years.
- 8.7.5 The section of wall running from Princes Dock to Waterloo Dock has been lowered in height where it passes the Waterloo Warehouse, and the southernmost part of the Princes Dock wall was lowered in height when the Crowne Plaza Hotel was built.
- 8.7.6 The dock boundary wall is one of the defining features of the Liverpool docks. Until the programme of dock closure in the second half of the 20th century, and the subsequent redevelopment of the dock estate, the wall stretched for seven miles north and south of the city centre. With the wholesale removal of the wall in the historic south docks, the townscape impact of this fortress-like feature can only now be appreciated in the central and north docks.

Condition

- 8.7.7 The condition survey of the wall carried out for Peel in 2008 shows that this section of the dock boundary wall is generally in sound condition, though repairs are required to the 1821 gateway, which has cracked due to the corrosion of ferrous metal cramps. A first phase of repairs has been carried out on the river side of the wall in the vicinity of the Malmaison Hotel, and it is Peel's intention to continue the repairs as an integral part of the redevelopment programme.
- 8.7.8 Trial pits have been excavated to determine the foundation details of the boundary wall. These were found to be at a depth of 1.10m below pavement level, stepping out from the wall line by up to 0.55m.

Setting

- 8.7.9 The setting of the wall encompasses the buildings on the east side of the dock road, and the Princes Dock on the west side. The wall has lost its role as a security barrier, but now gives the Princes Dock area a distinctive character

and protects it from the traffic noise and pollution of Bath Street and Regent Road. Outside the wall the environment is poor, dominated by roads and the unsightly King Edward Industrial estate.

Designation

- 8.7.10 Grade II listed, in WHS and Stanley Dock Conservation Area.

Assessment of Significance and Value

- 8.7.11 The level of integrity and authenticity of the dock wall is high, and its contribution to OUV relates to the tangible evidence of Liverpool's role as the supreme example of a commercial port at the time of Britain's greatest global influence, its innovative techniques and types of construction of dock facilities and port management.
- 8.7.12 The Dock Boundary Wall is assessed as **Very High** value.

Impact Assessment

- 8.7.13 **Impact on Fabric:** The boundary wall will not be altered physically by the development.
- 8.7.14 In accordance with the criteria for assessment of scale or severity of impact set out above, the impact on fabric taking account of repairs will be **neutral**.
- 8.7.15 **Impact on Setting:** The proposed development on the west side of the wall is consistent with the parameters of the existing outline planning permission for Liverpool Waters, where it was assessed as having a limited impact on its setting.
- 8.7.16 While the proposed building is substantially higher than the wall, which will have some effect on its setting, the wall is a horizontal structure which was built to provide security for the dock estate, not to conceal from view the structures and activities that took place around the docks. The wall will not be obscured when seen from the city centre, and will maintain its integrity. The understanding of its historical function and importance will not be compromised.
- 8.7.17 The impact on setting will be **minor adverse**.

Significance of Effect or Overall Impact

- 8.7.18 Combining the impact on fabric and the impact on setting, the scale or severity of impact is **minor adverse**.

B: Direct and indirect impact of proposed development on the significance and setting of the Princes Dock

History and Description

8.7.19 See Section 2 above.

Condition

8.7.20 Following the changes made in the early 20th century and the recent regeneration of the dock, relatively little historic fabric remains visible above ground. With the partial infilling, the dock walls were mostly retained, but with new retaining walls built within the dock. At the south end, the blocked passage to the former Georges basin and the original coursed sandstone quay wall survive. Along the riverside, where a set of derelict steps remain, it is possible to see sections of the original river wall. The Princes Jetty survives in a dilapidated condition.

Setting

8.7.21 The first phase of regeneration of Princes Dock carried out in accordance with the 1992 masterplan was limited in ambition. Whilst the 1992 and 2002 revisions to the masterplan created greater opportunities, and led to a higher standard of architecture, the overall objectives have still not been achieved. Many plots remain undeveloped, and the area lacks vitality. The setting of the dock, however, which was derelict and disused, now contains a number of successful employment and residential buildings, together with hotels and car parking that contribute to the economy of the city.

8.7.22 The setting of the dock encompasses the new buildings that surround it, the Princes Jetty, which remains derelict, and at the southern end the Royal Liver Building, which terminates the view.

Designation

8.7.23 Non-designated heritage asset in buffer zone.

Assessment of Significance and Value

8.7.24 The Princes Dock was the earliest of the docks to be built north of the Pier Head, and is therefore an important element of understanding the development of the dock system. The degree of alterations carried out to the dock itself, however, including partial infilling, construction of new retaining walls and the loss of most of the dock artefacts and historic surfaces, has significantly affected its level of integrity and authenticity. Its contribution to OUV relates more to its place in the overall dockland landscape than to its historic fabric, plan form or character.

8.7.25 The Princes Dock and retaining walls are assessed as **High** value.

Impact Assessment

8.7.26 **Impact on Fabric:** The potential impact on below-ground structures is considered in the separate archaeological statement. Improvements will be made to the public realm. Any exposed sections of dock walling, copings or historic surfaces will be restored in accordance with the Conservation Management Plan submitted as part of the Liverpool Waters outline application (100/2424).

8.7.27 In accordance with the criteria for assessment of scale or severity of impact set out above, the impact on fabric will be **neutral**.

8.7.28 **Impact on Setting:** The proposed development will continue the regeneration of Princes Dock and help to consolidate the city centre extension. Since the contribution made by the Princes Dock to OUV does not relate to its present form and layout, the impact of high density development will not have a significant effect on setting.

8.7.29 The impact on setting will be **neutral**.

Significance of Effect or Overall Impact

8.7.30 Combining the impact on fabric and the impact on setting, the scale or severity of impact is **neutral**.

C: Direct and indirect impact of development on the areas of historic surfacing

History and description

8.7.31 Along the eastern edge of the site adjoining the Dock Boundary Wall there is a strip of granite setts with stone flags and rail tracks. These probably date from after 1929, although their appearance is similar to the late 19th century surfacing layout.

Condition

8.7.32 The historic surfacing is in a reasonable state of repair, although there are missing sections, unevenness and damage. The materials will require lifting and relaying on a solid sub-base. The train tracks will need to be repaired and any voids filled with a suitable compound to make them suitable for pedestrian access.

Setting

8.7.33 The surfacing was previously related either to the quaysides, where they were laid in strips between the docks and transit sheds or the access areas alongside the dock boundary wall, which often incorporating rail tracks.

Designation

8.7.34 The historic surfacing forms a variety of non-designated heritage assets.

Assessment of Significance and Value

- 8.7.35 The historic surfacing throughout the Liverpool Waters site varies in importance, depending on its location, date and condition. In the WHS, where related to surviving docks, operational buildings or the dock boundary wall, it is essential to the understanding of OUV. In the buffer zone where docks have been infilled or as in the case of Princes Dock, altered, the surfacing has lost its context, and therefore the state of integrity and authenticity has suffered. As a consequence the value of the surfacing on the application site is of lesser importance.
- 8.7.36 The area of historic surfacing at Princes Dock is assessed as **Medium** value.

Impact Assessment

- 8.7.37 **Impact on Fabric:** In order to serve as pedestrian or vehicular servicing most of the historic surfacing will need to be lifted and properly re-laid. This will have a beneficial impact. In the area where the building is to be located, the sett paving and rail tracks will have to be taken up and relocated as part of the public realm proposals, either on this site or elsewhere within Princes Dock. This could benefit OUV by restoring or consolidating areas where setts have disappeared, although the relocation itself would have a mildly harmful impact.
- 8.7.38 The impact on fabric would be **minor beneficial**.
- 8.7.39 **Impact on Setting:** The existing areas of historic surfacing are difficult to understand in the absence of the transit sheds and other buildings to which they originally related. Although the proposed development will not occupy the same footprint of the former transit shed, it will nonetheless help to 'anchor' the historic surfaces within a clearer context. This will provide greater understanding of their function and serve to explain the layout of the Princes Dock more effectively. It is proposed to incorporate on site interpretation which will take account of the historic surfacing and aid understanding of the context.
- 8.7.40 The impact on setting will be **minor beneficial**.

Significance of Effect or Overall Impact

- 8.7.41 Combining the impact on fabric and the impact on setting, the scale or severity of impact is **slight beneficial**.

D: Impact on View of the Royal Liver Building from Princes Dock

History and Description

- 8.7.42 The Liver Building was designed by Aubrey Thomas, and erected for the Royal Liver Friendly Society in 1908-11. It was part of a planned development of the site previously occupied by the George's Dock. Notable as one of the earliest multi-storey reinforced concrete framed buildings in Britain designed on the

Hennebique system, it is wholly faced in granite. In developing the eclectic design, Thomas drew on influences from North American commercial architecture, mixed with Byzantine motifs and echoes of Hawksmoor's London churches. With its eye-catching roofline of domes and towers, topped by the two liver birds with outspread wings, the building was hailed as the first UK skyscraper, and was a blatant advertisement to a worldwide public. The building is Grade I listed.

Importance of View

- 8.7.43 The view of the Royal Liver Building from the north end of Princes Dock is identified as key vista with a focal point in the WHS SPD. This view is important to the understanding of OUV, and the protection of the Pier Head complex is vital for the preservation of the WHS.

Impact Assessment

- 8.7.44 **Impact on setting:** Given that the proposal is sited on the same building line as the existing multi-storey car park and the Malmaison Hotel, it will not in any respect obscure the view of the Liver Building from the north end of Princes Dock.

- 8.7.45 The view itself will change to some degree by the construction of a tall building on the east side of Princes Dock, but this will serve to frame the view, in which the Liver Building will remain the focal point.

- 8.7.46 The impact on setting will be **neutral**.

Significance of Effect or Overall Impact

- 8.7.47 Taking account of the significance, the scale or severity of impact will therefore be **neutral**.

E: Impact on View from The Strand looking North

Importance of View

- 8.7.48 A view from the junction of the Strand and Parliament Street has been modelled looking north. This features the Wapping Warehouse in the middleground and the taller buildings of the city centre in the distance. It gives an expansive understanding of the WHS and illustrates the successful juxtaposition of old and new buildings.

Impact Assessment

- 8.7.49 The proposed building will be seen rising behind the Wapping Warehouse, which, with the exception of the top of the towers of the Liver Building, obscures the Pier Head and the existing tall buildings at Princes Dock. Princes Reach would appear as part of the group of tall buildings on the east side of The Strand, and in this context it will strengthen the existing cluster, providing greater coherence to the townscape in accordance with the masterplan objectives for Liverpool Waters.

- 8.7.50 Taking account also of views from the Strand further to the north, where more of the city centre townscape becomes visible, the addition of this tall building will complement the backdrop to the existing frontages on the east side of the Strand. It will not cause harm to the silhouette of key buildings, and will enhance the legibility of the city centre, with a **minor beneficial** impact.

Significance of Effect or Overall Impact

- 8.7.51 Taking account of the significance, the scale or severity of impact on the views from the Strand will therefore be **slight beneficial**.

F: Impact on Views from the River and the Wirral Shoreline

Importance of the View

- 8.7.52 Views both from the river and from the Wirral shoreline are kinetic in nature, and cannot be realistically fixed. Vessels move on the river, affording shifting views, in which the topography of the city and its buildings will constantly change. Key views may open and close providing focal points as part of a dynamic sequence. The finest views from the Wirral are from the esplanade that stretches for two and a half miles from New Brighton to Seacombe, as well as from the riverside walks north and south of Woodside, which all provide shifting cross-river vistas.
- 8.7.53 In these views, the principal heritage attributes that contribute to OUV are the river setting, the tidal movements of the Mersey, the overall topography of the Liverpool coast, the river wall and the extent of the dockland landscape. The relationship between the river and the WHS can also be understood. The city centre is distinct as the heart of a wider area. The Pier Head buildings are the major focus of most of these views, in which few other buildings are large enough to be easily identified.

Impact Assessment

- 8.7.54 From many of these kinetic viewpoints, the proposed building will be seen rising behind the existing buildings on the west side of the Princes Dock. This will serve to reinforce the identity of the city centre by consolidating the existing commercial cluster of tall buildings and reinforcing the city's tradition of tall buildings and innovative technology. It is sufficiently distant from the Pier Head to have no significant impact on the setting of the Liver Building, the Cunard Building and the Port of Liverpool Building.
- 8.7.55 Two of these views from the Wirral shoreline have been modelled, one from a point north of Woodside, and the other to the south. Both show that the proposed building would complement the existing cluster of tall buildings, and have a minor beneficial impact.

Significance of Effect or Overall Impact

- 8.7.56 The scale or severity of impact on views from the river and the Wirral shoreline will be **slight beneficial**.

G Impact on View from the Pier Head looking north

Importance of the View

- 8.7.57 The view from a point at the Pier Head outside the Museum of Liverpool has been modelled. The Pier Head is the principal public space in the city, and has been enhanced by the construction of the canal link and high quality urban landscape treatment.
- 8.7.58 The view looks directly across the extent of the Pier Head which is enclosed on the east side by the 'Three Graces', and is open to the river apart from the ferry terminal to the west. The canal link, monumental sculptures and the recently planted trees contribute to the quality of the public realm, which is hard and urban in feel, and windswept in harsh weather. The Cunard Building and Liver Building dominate the view, which is important for understanding their architectural distinction.

Impact Assessment

- 8.7.59 The disappointing lack of enclosure at the northern end of the Pier Head has long been recognised, and it was proposed to address this through the Liverpool Waters masterplan. While Princes Reach is too far in the distance to serve as an enclosing edge to the public space, it helps to create an urban character, and links the Princes Dock with the tall buildings in the central business district. It will not obscure any distinctive features of the townscape, and does not challenge the dominance of the Pier Head buildings.

Significance of Effect or Overall Impact

- 8.7.60 The scale or severity of impact on views from the Pier Head will be **neutral**.

H: Impact on View from Waterloo Road looking south

Importance of the View

- 8.7.61 The view is taken from a point on Waterloo Road in front of the Waterloo Warehouse, looking south. In the foreground are modern retail outlets, and the dock boundary wall. Beyond the Waterloo Warehouse are recent residential developments at Princes Half Tide Dock and Princes Dock. The view is characteristic of the dockland approach to the city centre.

Impact Assessment

- 8.7.62 The modelled image shows that when seen obliquely, with its long side elevation prominent, the building appears more bulky than when viewed end on. Nonetheless, the proposed tower will create a focal point at the end of the view, where there is currently no focus.

Significance of Effect or Overall Impact

8.7.63 The scale or severity of impact on views from Waterloo Road will be **neutral**.

I: Impact on Views and Settings of Landmark Buildings

8.7.64 As stated in 8.7.42 - 8.7.47 the impact on the Pier Head Buildings will be **neutral**.

J: Compliance with Design Guidance in Liverpool World Heritage Site SPD

8.7.65 The proposed height of the building is within the Liverpool Waters Parameter for heights of buildings, which makes it compliant with the outline planning permission.

8.7.66 Paragraph 4.2.3 states that the varied character of the urban landscape both within the WHS and buffer zone is an important aspect of the 'sense of place', and contributes to the Site's OUV. The SPD requires *that applicants for development must demonstrate that they have understood the characteristics of the site and its environs and that the design proposals have responded to the OUV of the locality in terms of materials, layout, mass, relation to street, architectural detail and height.*

8.7.67 The design of the building makes references to transatlantic connections, and the form of New York skyscrapers and their technology. The scale and massing of the tower complements the other tall buildings within the cluster and provides greater townscape coherence.

8.7.68 These references, which will give the building a lively and distinctive character, demonstrate an informed level of understanding of the characteristics of the site and its environs to which the design proposals have responded. The degree of compliance with the guidance is therefore considered to be **medium compliance**.

Summary of Impact Significance

Item	Impact	Identified Impact	Sensitivity	Magnitude of Impact	Significance of impact
A	Dock Boundary Wall	No physical impact. Height consistent with existing planning permission Minor adverse impact on setting	Very High	Minor Adverse	Slight adverse
B	Princes Dock	No physical impact Building will consolidate regeneration of Princes Dock	High	Neutral	Neutral
C	Historic surfacing	Lifting and relaying with some relocation of material	Medium	Minor Beneficial	Slight beneficial
D	Views of the Liver Building	None	Very High	Neutral	Neutral
E	Views from The Strand	Strengthens the identity of the Princes Dock and the coherence of the city centre cluster of tall buildings	High	Minor beneficial	Slight beneficial
F	Views from river and Wirral	Strengthens the identity of the Princes Dock and the coherence of the city centre cluster of tall buildings	Very high	Minor beneficial	Slight beneficial
G	View from Pier Head	None	Very High	Neutral	Neutral
H	View from Waterloo Road	Provides a focal point to the view	High	Neutral	Neutral
I	Landmark Buildings	None	Very High	Neutral	Neutral
J	SPD Design Guidance	-	-	-	Medium Compliance

9 LIVERPOOL WATERS PLANNING CONDITION CONFORMITY

- 9.1 The conditions of outline planning consent relating to archaeology and cultural heritage are as follows:

Condition 14: Archaeological Evaluation and Investigation

Condition 25 (I): Details of integration and interpreted heritage assets

Condition 27: Conservation Management of Heritage Assets

Condition 14

- 9.2 This is covered in the separate Archaeological Statement prepared by Sarah-Jane Farr.

Condition 25

- 9.3 Detailed proposals will be made by condition of planning consent for the reuse of all on-site heritage assets, including granite setts and rail tracks, and their integration and interpretation within the public realm.

Condition 27

- 9.4 The Liverpool Waters Conservation Management Plan will be updated to include provisions for recording and conserving all heritage assets within the site. This will include cross reference to the GIS Archaeological Deposit model; and up-to-date condition survey of the section of Dock Boundary Wall adjoining the site; detailed treatment of existing heritage assets including specifications and schedules of works; a detailed action plan; and provision for interpretation.

10 SUMMARY AND CONCLUSION

- 10.1 The study provides an independent heritage assessment of the proposed development at Princes Reach, Princes Dock. An analysis is made of the major designated and non-designated heritage assets included in the vicinity of the site, and the other attributes that contribute to the OUV of the Liverpool WHS.
- 10.2 The potential effects of development are summarised in the table above, where it can be seen that with appropriate mitigation in terms of design and conservation, as set out in Section 8 of the report, there will be no adverse impacts on OUV. Overall a slight beneficial impact on heritage will be provided by the development, and as such the application complies with national and local planning policy and guidance on the historic environment.



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