

PROPOSED REDEVELOPMENT AT 42 SEEL STREET

CITY OF LIVERPOOL



HERITAGE ASSESSMENT

GARRY MILLER
HISTORIC BUILDING CONSULTANCY

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1: EXECUTIVE SUMMARY

This report supports proposed redevelopment at 42 Seel Street in Liverpool city centre. The site is currently used as a car park and contains some late 20th century single storey buildings. It lies within the Buffer Zone of the Liverpool Mercantile Maritime City World Heritage Site, just outside its Lower Duke Street Character Area, and is partly within the locally-designated Duke Street Conservation Area. The site also forms the setting of several nearby listed buildings, in particular a terrace of 1780s town houses numbered 48-52 Seel Street, which stand directly to the east. The site is bounded to the south by Wolstenholme Square, where a major redevelopment was consented in 2015.

The application submitted to Liverpool City Council seeks consent for a new mixed-use development of up to seven storeys. The heritage issues raised by the proposal are its impact upon the setting of the WHS, that of the adjoining listed buildings and the character, appearance and setting of the Duke Street Conservation Area. The scope and purpose of this report is to identify the significance of the affected heritage assets and to establish the proposal's impact upon them.

The wider setting of the site is the Ropewalks district, which encompasses a fine residential suburb established in the early-mid 18th century and centred on Duke Street and Hanover Street. Seel Street was originally a prestigious address within this suburb, and the terrace at 48-52 testifies to its former character. However commerce and industry took over during the 19th century and by the mid-1840s the application site was populated by a piecemeal collection of buildings along with a now-demolished continuation of the terrace.

The proposal will regenerate an unattractive site which impacts negatively upon the setting of the WHS, the adjoining listed buildings (particularly 48-52 Seel Street) and the character, appearance and setting of the Duke Street Conservation Area. The proposed building will enhance the setting of the listed terrace through a design which acknowledges and respects the built character of the surrounding Georgian suburb. These qualities will ensure the building's integration within a wider streetscene in which modern development has become part of the character and appearance of the conservation area and of the Lower Duke Street Character Area of the WHS. The proposal will therefore enhance the character and appearance, and therefore the Outstanding Universal Value, of the WHS along with the setting of the nearby listed buildings and the character, appearance and setting of the Duke Street Conservation Area. It is thus compliant with relevant national and local policies and therefore it is considered that planning consent should be granted.

2: THE SITE

2.1 Location

The application site is located on the south side of Seel Street in Liverpool city centre, and is used as a car park. It is bounded on the east side by number 48 Seel Street, part of a listed terrace of the 1780s, on the west by an undesignated 19th century warehouse numbered 40 Seel Street and on the south side by 20th century buildings on the north side of Wolstenholme Square. The latter are to be redeveloped under a major scheme consented in 2015.



1. Aerial view showing location of the application site



2. The application site, looking southeast along Seel Street to the adjoining listed terrace



3. The site looking southwest towards the adjoining warehouse

2.2 Wider setting

The site is located within the Ropewalks area of the city centre, which broadly encompasses the Duke Street Conservation Area and the Lower Duke Street Character Area of the Liverpool Maritime Mercantile City World Heritage Site. Ropewalks is the core of a suburb established in the early-mid 18th century close to Liverpool's (and the world's first) purpose-built enclosed dock of 1715. It contains fine and distinctive historic buildings within a district recently regenerated into a dynamic, mixed use neighbourhood distinguished by a high concentration of apartments, creative and digital businesses and cultural attractions. A Planning Framework for Ropeworks was adopted by Liverpool City Council in 2008, and marketing strategies for the area have identified clusters of development opportunities in and around Wolstenholme Square, and along the neighbouring Duke, Seel and Berry streets and nearby Chinatown. Modern buildings have been successfully integrated into the historic townscape of Ropewalks, where structures belonging to its 18th century origins and early 21st century regeneration can be seen side-by-side. To the rear of the site is Wolstenholme Square – laid out in the 1740s as a prestigious residential area but later overwhelmed by commerce and industry – where the major multi-use regeneration scheme consented by Liverpool City Council in 2015 will sweep away the collection of 20th century buildings which form the southern boundary of the application site.



Map 1. The site, shown within the area affected by the Ropeworks Planning Framework

3: PLANNING CONTEXT

3.1 Designations

The application site lies within the Buffer Zone of the Liverpool Mercantile Maritime City World Heritage Site, just outside its Lower Duke Street Character Area. It also partly lies within the locally-designated Duke Street Conservation Area, and forms part of the setting of several nearby listed buildings, in particular a terrace of 1780s town houses numbered 48-52 Seel Street which directly adjoin to the east.

3.2 Proposed development

Applications for planning consent are being made to Liverpool City Council for redevelopment at 42 Seel Street to form a new mixed-use building of up to seven storeys.

3.3 Relevant planning policies

The heritage issues raised by the proposal are its impact upon the setting of the WHS, that of the adjoining listed buildings and the character and appearance of the Duke Street Conservation Area. The application will therefore be considered in the context of national and local planning policies governing the historic environment. The national context is established by Section 12 of the National Planning Policy Framework (March 2012), which sets out the government's planning policies for England and how they are expected to be applied; and locally by relevant saved policies of the 2002 Liverpool Unitary Development Plan. These are examined further in Section 9 of this report.

3.4 Scope and purpose of this assessment

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

3.5 Report structure

This is as follows:

1. A brief summary of the historical background of the site (Section 4)
2. A review of the WHS and its Outstanding Universal Value (Section 5)
3. Analysis of the listed buildings closest to the site (Section 6)
4. Analysis of the character and appearance of the Duke Street Conservation Area (Section 7)
5. An account of the heritage significance of the WHS, conservation area and the listed buildings, and of the contribution made by the application buildings (Section 8)
6. A review of the policy context within which the application will be determined (Section 9)
7. Assessment of the impact of the proposal upon the significance of the heritage assets, examined within this policy context (Section 10)

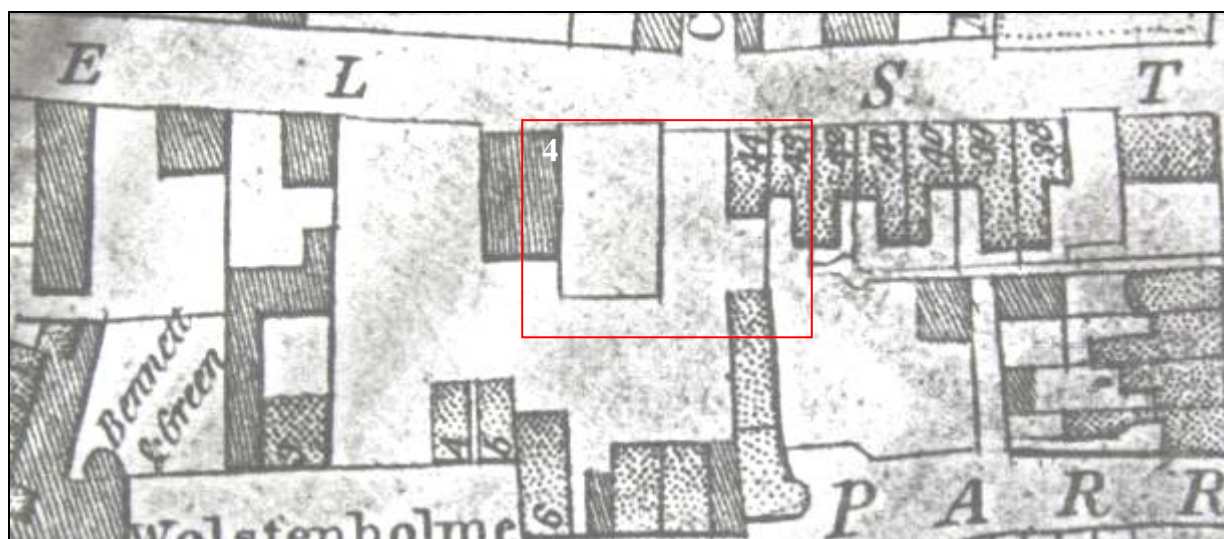
4: HISTORICAL CONTEXT

4.1 Overview

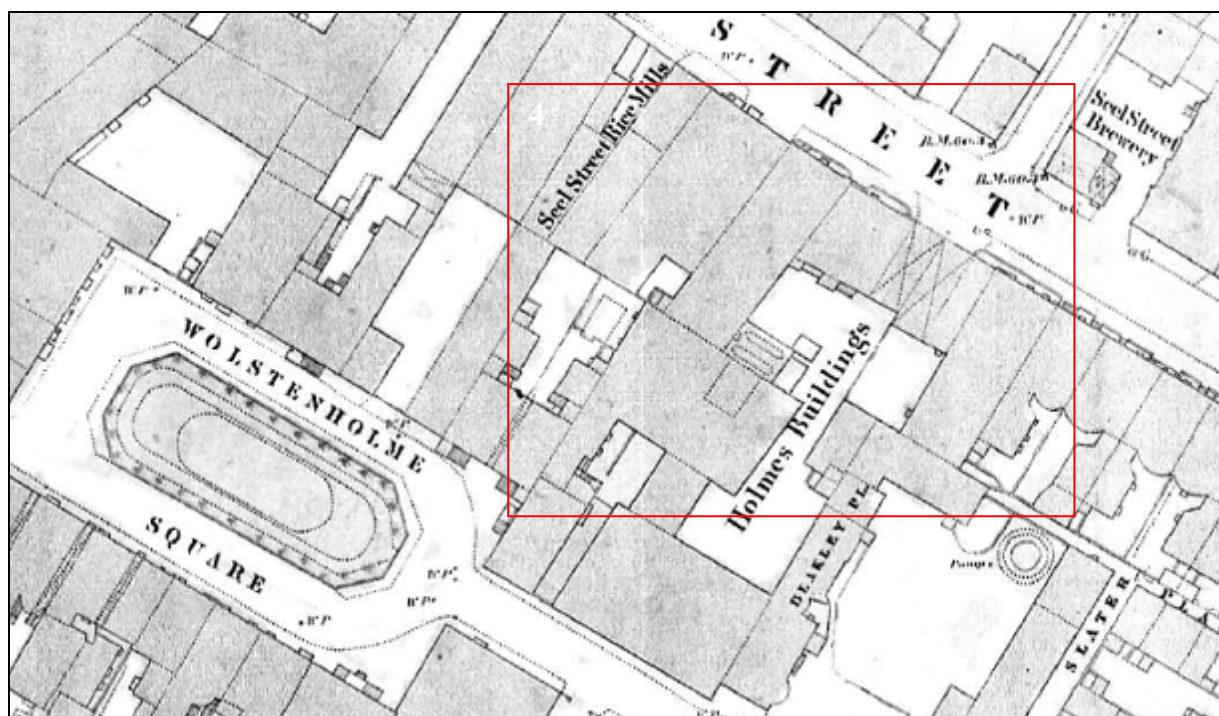
The site lies within a residential suburb laid out in the early-mid 18th century amid the rapid urban expansion generated by the opening of Liverpool's first purpose-built dock in 1715. A high-status residential district was established within walking distance to house the port's thriving merchant community, initially along Hanover Street and Duke Street and thereafter on land to the south and east. It was characterised by a grid pattern of streets, in which the main thoroughfares were populated by the finest houses, with the lesser streets accommodating smaller dwellings and, at a later date, purpose-built warehouses. The development also included two small residential squares, Cleveland and Wolstenholme, both laid out in the 1740s. By the early 19th century however, industry and commerce were taking over and the status of the area began to decline as wealthy residents moved to more salubrious outer suburbs. Consequently the locality had by the mid-19th century become characterised by a mix of residential buildings and industrial and commercial structures.

4.2 Evolution of the application site

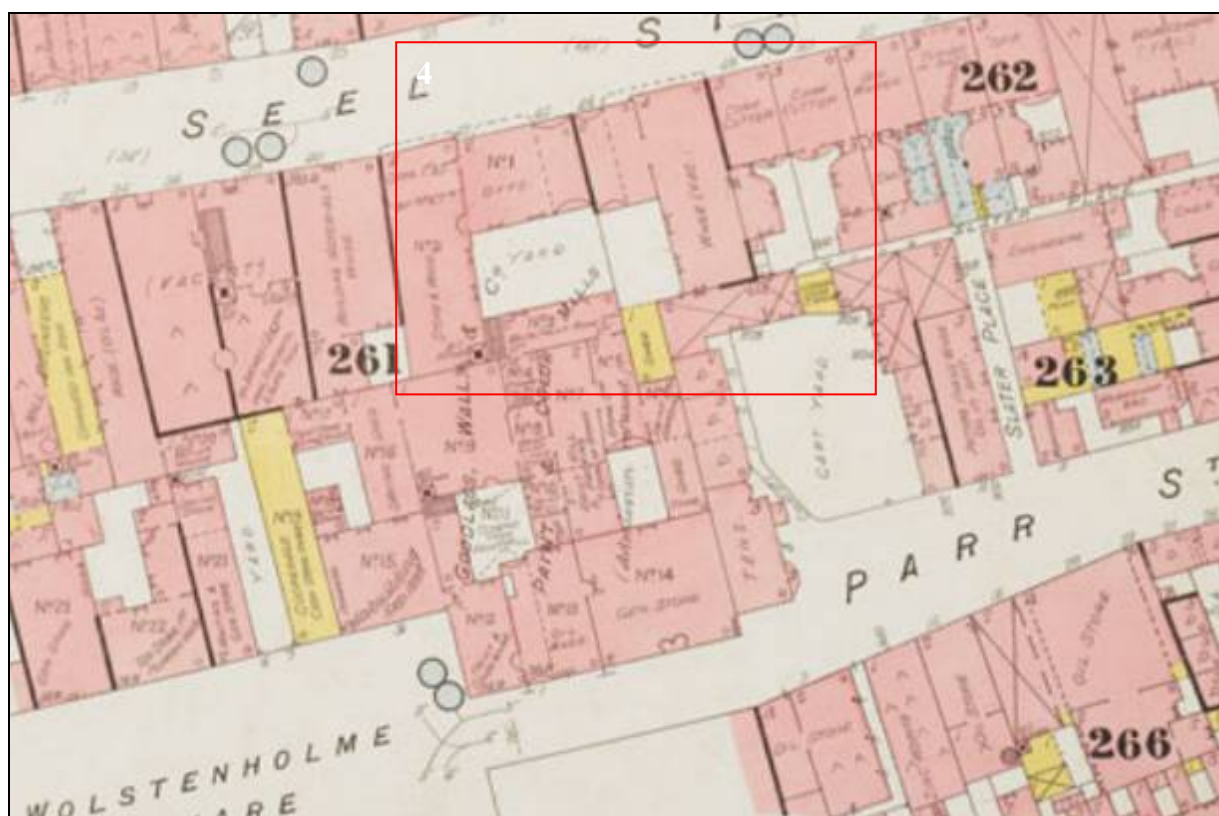
Seel Street was one of the main streets of the area, laid out by the 1780s. The terrace at 48-52 testifies to its high status at that time. However development was slow, and Horwood's map of 1803 (Map 2) shows that while the eastern portion of the site contained two houses that formed a continuation of the terrace, much of the rest lay vacant. By the time the rest of the site was developed, the character of the area had declined and in the late 1840s (Map 3) 1848 a piecemeal collection of buildings and yards existed. By 1890 part of the site had been assimilated into the extensive Wolstenholme Square premises of paint manufacturers Goodlass and Wall (Map 4).



Map 2. Horwood's 1803 map shows part of the site lay vacant. NB: site boundary approximate



Map 3. 1848 OS mapping showing a collection of buildings and yards had now appeared (site boundary approximate)



Map 4. 1890 Goad Insurance Plan shows part of the site lay within the extensive Goodlass and Wall paint works (site boundary approximate)

5: THE WORLD HERITAGE SITE

5.1 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.

5.2 Outstanding Universal Value of the WHS

A Statement of Outstanding Universal Value was prepared in 2008 by the Department of Culture, Media and Sport and English Heritage, in consultation with Liverpool City Council. This reads:

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 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.

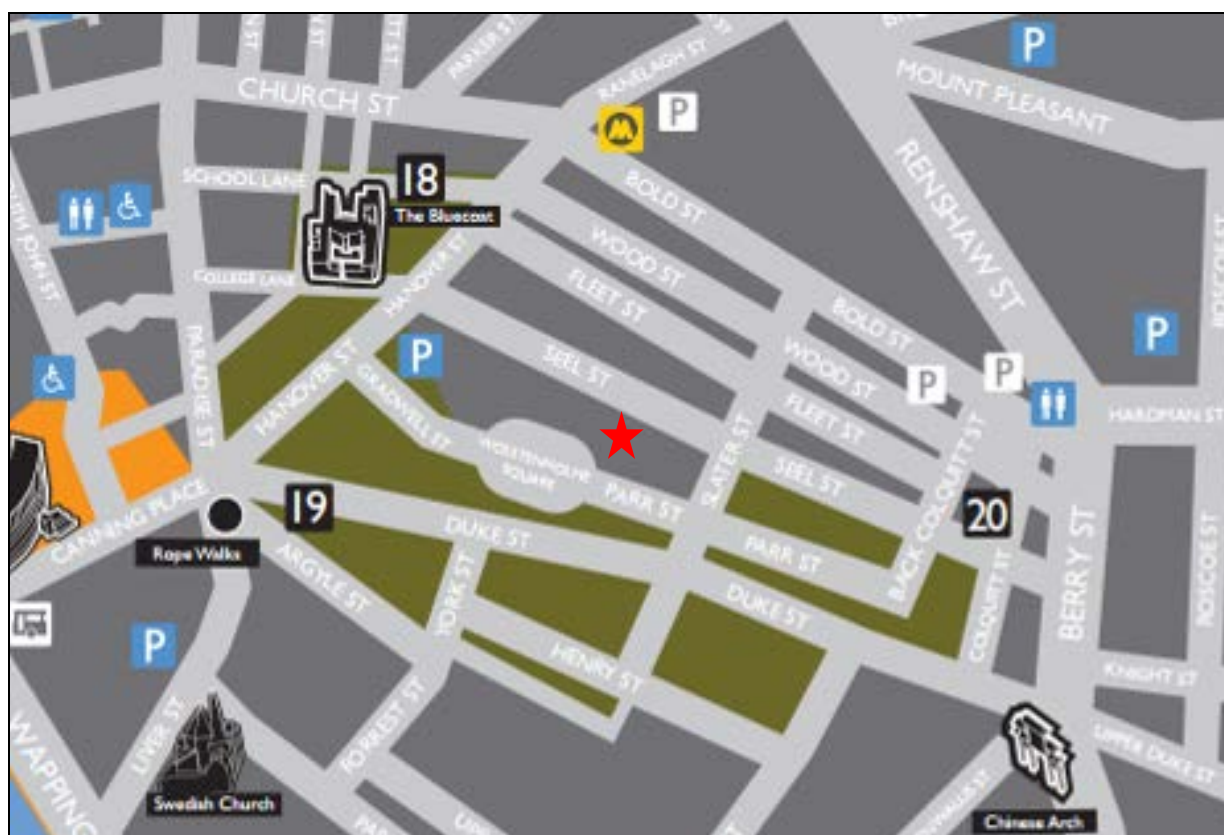
Authenticity

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.

5.3 Lower Duke Street Character Area

The site stands just outside the Lower Duke Street Character Area of the WHS, whose boundary extends to Wolstenholme Square, and therefore forms part of its setting (Map 5, below). This area consists of the major part of the Georgian suburb that forms the core of the Duke Street Conservation Area (discussed below in Section 7) plus two warehouses on College Lane and the Bluecoat Chambers on School Lane.



Map 5. The Lower Duke Street Character Area of the World Heritage Site: boundaries shaded green with the application site indicated (www.liverpoolworldheritage.com)

5.4 The Buffer Zone

The Buffer Zone is a surrounding area which provides a visual setting for the WHS and where development could potentially have an adverse impact upon that setting. It includes some historically significant features and major landmarks, including the Metropolitan and Anglican Cathedrals. The location of the site relative to its boundaries is shown on Map 6 (following page).



Map 6. Location of the application site within the Buffer Zone of the WHS

5.5 Landmark buildings

A number of buildings within the WHS and Buffer Zone have been identified as Key Visual Landmark Buildings. These form a fundamental part of the WHS's Outstanding Universal Value and the wider city's visual structure. They make a positive contribution to the skyline and distinctiveness of the city, by providing visual reference points and forming major components of key views to, from and within the WHS. The landmark buildings, as identified in the 2008 Supplementary Planning Document for the WHS, are the Stanley Dock Complex, Pier Head Complex, Albert Dock Complex, Town Hall, St George's Hall, Liverpool Museum, Lime Street Station, Municipal Buildings, Anglican Cathedral, Metropolitan Cathedral, St Luke's Church, Beacon, Beetham Tower West, Unity Building, St Nicolas Church, Victoria Clock Tower, Waterloo Warehouse and Wapping Warehouse. None of these key buildings lie within the immediate proximity of the application site, and are therefore considered not to be affected by it.

6: THE LISTED BUILDINGS

6.1 Numbers 48-52 Seel Street

Most directly affected by the application is the Grade II terrace of three town houses which immediately adjoin to the east, numbers 48-52 Seel Street. It was first listed in 1985 and the National Heritage List description, compiled at that time, is brief and reads:

Terrace of 3 houses. Late C18. Brick with stone dressings, slate roof. 3 storeys and 2 bays to each house. Windows have wedge lintels and are sashed with glazing bars. Entrances are paired with paired attached pediments (No. 48 has lost its partner). No. 52 has altered ground floor.

The terrace dates probably from the 1780s, and with their pedimented doorcases and bow windows to the rear, the houses testify to the status of Seel Street at this date. The terrace is distinctive for having paired doorways, although that of number 48 now stands alone following the demolition of its neighbour: its rebuilt side wall bears witness to where the other house was sheared off. Two modern single-storey buildings now occupy the site. While the principal views of the terrace are obtained from Seel Street, glimpses of the rear can be seen from Parr Street, east of Wolstenholme Square, which reveal the bow windows.



4. The listed terrace numbered 48-52 Seel Street



5. Coupled doorways are a characteristic of the terrace



6. A continuation of the terrace has been sheared off, where modern buildings of the application site now adjoin



7. View of the rear of the listed terrace, looking north from Parr Street: their bow windows can be seen from here

6.2 Other listed buildings

Several other listed buildings lie in close proximity (i.e. around 100 metres or less) to the site. These are:

- **The former Union Newsroom** of 1800 at 105 Duke Street by John Foster Senior
- **The Monro public house** of the 1760s at 92-94 Duke Street
- **48-50 Duke Street**, a large merchant's house probably of the 1760s, with a side elevation to York Street
- An early 19th century former watchmaker's works at **30 Slater Street**

All are listed at Grade II, and their locations relative to the site are shown on Figure 1 (following page).



Figure 1. Listed buildings immediately adjoining the application site

- 1** 48-52 Seel Street
- 2** The former Union Newsroom
- 3** The Monro public house
- 4** 30 Slater Street
- 5** 48 and 50 Duke Street



8. The former Union Newsroom of 1800, around 100 metres southeast at the Duke Street/Slater Street junction



9. Numbers 48 and 50 Duke Street (left), looking north along York Street in direction of Wolstenholme Square, where the site lies beyond



10. The former watchmaker's premises at 30 Slater Street

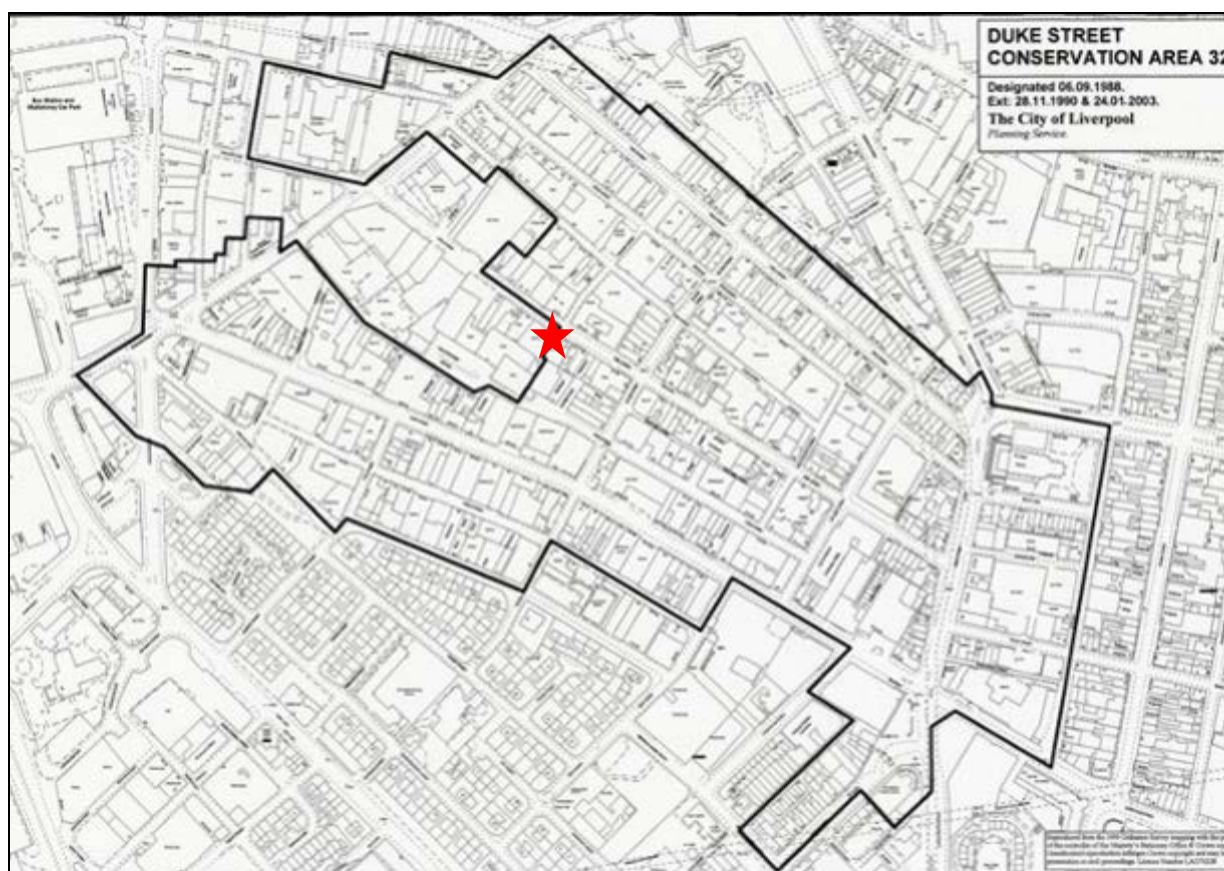


11. The Monro, looking south from Slater Street

7: DUKE STREET CONSERVATION AREA

7.1 Designation and boundaries

Duke Street Conservation Area was designated by Liverpool City Council in 1988. The eastern portion of the site, containing the modern single-storey buildings, lies within its boundary, while the remainder forms part of its setting.



Map 7. Duke Street Conservation Area, with the application site indicated

7.2 Character of Duke Street Conservation Area

The historic core of the conservation area is the Georgian residential suburb established in the early 18th century close to the dock and Customs House. The first street to be built up was Hanover Street, followed by Duke Street in the 1750s and thereafter Bold Street around 1780. Fashionable new squares were also laid out, Cleveland Square and Wolstenholme Square, both in the 1740s. Originally the merchants' residences doubled as warehouses, but later in the 18th century purpose-built warehouses, several stories high, began to appear. Today this development is evident in the townscape, with its hierarchy of streets: the widest contain the survivors of the fine merchants' houses while the narrow streets behind contain warehousing and lesser dwellings. However as warehousing and industry expanded, the wealthy moved to outlying new suburbs and their former residences were adapted to other uses. Today, the built character of the Duke Street Conservation Area is embodied in a high number of listed buildings, comprising both merchants' houses and later warehouse and commercial premises. The conservation area also includes the former St Peter's Catholic Church at Seel Street, of 1788 and the oldest surviving church in the city centre. It lies around 160 metres southeast of the site. In addition to these designated buildings, are a multitude of unlisted examples which help to establish the conservation area's character. The significance of all these buildings is enhanced by their setting within the surviving 18th century street pattern. However, as the Ropewalks district is now at the forefront of the city's regeneration, many contemporary buildings, some of eight or nine storeys, have been integrated into the streetscene and as a result have become part of the conservation area's character and appearance. This is evident on Seel Street adjoining the site, where traditional and modern buildings stand alongside each other.



12. Historic and modern buildings on Duke Street, the heart of the conservation area



13. Seel Street, west of the application site, where new and old buildings adjoin

7.3 Contribution of the application site

The application site stands partly within the conservation area and partly outside, the latter element forming part of its setting. The site also forms part of the setting of the adjoining listed terrace at 48-52 Seel Street, which in terms of the conservation area are key buildings that encapsulate its original Georgian residential character. In its present use as a car park, the site has a shabby and unattractive appearance and forms a notable gap in the historic building line between the listed terrace and the former warehouse to the east. It therefore does not contribute positively to the character, appearance and setting of the conservation area and the setting of the listed buildings.



14. View from 48 Seel Street showing how the site forms a break in the building line



15. View south across the car park towards the buildings on the north side of Wolstenhome Square

8: SIGNIFICANCE OF THE HERITAGE ASSETS

8.1 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 WHS, the listed buildings and the Duke Street Conservation Area as the affected heritage assets, along with the contribution made to this significance by the application site.

8.2 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. The Lower Duke Street Area is one of these character zones, representing the core of the Georgian residential/commercial district which was established in the early-mid 18th century. The application site therefore adjoins a townscape which is of international importance.

8.3 Significance of the listed buildings

The listed buildings identified in this report are all designated Grade II, which denotes they are important in the national context for their special architectural or historic interest. Their significance essentially derives from this special interest, and is enhanced by the historic street pattern which forms their setting, as they can be viewed within the context of the original Georgian suburb of which they formed part.

8.4 Significance of the Duke Street Conservation Area

The significance of conservation area derives from its character and appearance as a Georgian suburb comprising early merchants' houses and later warehouses, established following the opening of Liverpool's first purpose-built dock in 1715. Its built heritage is embodied in a clearly-legible original street pattern, where a distinct hierarchy is evident with fine houses on the principal streets and lesser dwellings in the secondary streets, interspersed with the purpose-built warehouses and commercial and industrial premises which represent the later evolution of the area. The best example of these buildings are statutorily listed and thus of national importance, while there are a great many undesignated buildings of local interest contribute positively to the character of the conservation area. The character and appearance of the area also now encompasses a notable degree of regeneration-led new development, some of eight or nine storeys.

8.5 Significance of the application site

The application site has an unattractive appearance and forms a distinct gap in the historic building line of Seel Street. It therefore does not contribute positively to the setting of the WHS, the adjoining listed buildings and the character and appearance, along with the setting, of the Duke Street Conservation Area.

9: POLICY CONTEXT

9.1 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.

Concerning 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.*

9.2 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.

10: IMPACT OF THE PROPOSAL

10.1 Scope and purpose of this section

In the context of relevant planning policies, reviewed below, the impact of the proposed development will be considered in terms of its effect upon the setting of the WHS, the adjacent listed buildings and upon the character, appearance and setting of the Duke Street Conservation Area. Reference is made within this assessment to photo montages by Falconer Chester Hall Architects, which have been produced to illustrate the visual impact of the scheme.



16. Visual showing the building within the Seel Street streetscene (Falconer Chester Hall)

10.2 The proposed building

The proposal will in the first instance remove the car park and single storey buildings which are of unsightly appearance and form a prominent break in the historic building line of Seel Street. The proposed building has been designed to integrate successfully into the surrounding streetscene, where its Seel Street frontage provides a contemporary take on the historic Georgian character of the surrounding district. The first three storeys have been treated effectively as a continuation of the terrace – which as this

report has shown, once existed – following its eaves height and acknowledging the rectangularity, verticality and consistent fenestration pattern which are key characteristics of Georgian building. Above, the building shifts to a contemporary mode, with steeply-pitched roof and tall projecting dormers, a feature seen in other modern developments within the city. The predominant material is facing brick, which reflects the traditional palette of the surrounding area. In terms of massing, the building is stepped up at the rear so that its full seven-storey height is attained away from the adjoining terrace.

10.3 Impact upon the heritage assets

The heritage asset most affected, owing to its proximity, will be the listed terrace of 48-51 Seel Street. However, as discussed above, the new building has been designed to respect its character and setting, by taking the design lead from Georgian characteristics and reinstating the historic building line which once existed. Furthermore the historic immediate setting of this building was one in which tall buildings were once predominant: immediately southwest, a six-storey warehouse stood on Wolstenholme Square as part of the Goodlass and Wall factory, along with others before their destruction by wartime bombing (1). The next closest listed building, 30 Slater Street, will be affected to a lesser degree owing to distance and perspective (Plate 19), from where looking west along Seel Street the development will merge into a streetscene where traditional and contemporary buildings already adjoin. From elsewhere within the area, visibility of the development will be limited owing to the tightly-built pattern of the surrounding streets, which will conceal it either partially or entirely. It will therefore be completely concealed in the principal view of the listed Union Newsroom (Plate 18), from the Monro public house opposite and from 48-50 Duke Street (Plate 20). As to the listed buildings which lie further afield (e.g. St Peter's on Seel Street) visual impact will decrease proportionally as distance separation increases (Plate 21). Regarding its wider impact upon the character and appearance of the conservation area and the Lower Duke Street Character Area of the WHS, the proposal will regenerate a negative site by introducing a development which respects and acknowledges the traditional building characteristics of a district in which the relationship of both historic and contemporary buildings has become an accepted part of the streetscene.

(1). Illustrated on Pages 15-17 of the author's heritage assessment supporting the proposed redevelopment at Wolstenholme Square, May 2015



17. Visual showing the proposed building and the consented Wolstenholme Square scheme beyond (Falconer Chester Hall Architects)



18. In the key view of the Union Newsroom, looking north the mass of the listed building itself will conceal the development (Falconer Chester Hall Architects). This is also the viewpoint from the Monro public house



19. View from 30 Slater Street towards the proposed building and the Wolstenholme Square redevelopment beyond (Falconer Chester Hall Architects)



20. Visual looking northeast from lower portion of Duke Street, close to numbers 48-50, where buildings on the north side will mask the new development (Falconer Chester Hall Architects)



21. View west along Seel Street from St Peter's Church (Falconer Chester Hall Architects)

10.4 Summary and conclusion

The proposal will regenerate an unattractive site which impacts negatively upon the setting of the WHS, the adjoining listed buildings (particularly 48-52 Seel Street) and the character, appearance and setting of the Duke Street Conservation Area. The proposed building will enhance the setting of the listed terrace through a design which acknowledges and respects the built character of the surrounding Georgian suburb. These qualities will ensure the building's integration within a wider streetscene in which modern development has become part of the character and appearance of the conservation area and of the Lower Duke Street Character Area of the WHS. The proposal will therefore enhance the character and appearance, and therefore the Outstanding Universal Value, of the WHS along with the setting of the nearby listed buildings and the character, appearance and setting of the Duke Street Conservation Area. It is thus compliant with relevant national and local policies and therefore it is considered that planning consent should be granted.

APPENDIX 1: PRINCIPAL SOURCE MATERIAL

Horwood's map of Liverpool. 1803
Five-foot to the mile OS Liverpool town plan, surveyed 1848
Goad Insurance Plan of Liverpool, 1890
Richard Pollard and Nikolaus Pevsner, *The Buildings of England, Lancashire: Liverpool and the South-West*, 2006
Garry Miller, research project on houses of Georgian and Regency Liverpool, 2005-ongoing

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.