

# PROPOSED REDEVELOPMENT AT GREENLAND STREET

CITY OF LIVERPOOL



## HERITAGE ASSESSMENT

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NOVEMBER 2017

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## 1: EXECUTIVE SUMMARY

This report supports proposed redevelopment upon an industrial site at Greenland Street, on the southern edge of Liverpool City Centre. The site lies within the Baltic Triangle creative area close to the waterfront, an eclectic mix of 18<sup>th</sup>-20<sup>th</sup> century buildings with an overall maritime character. It is located inside the Buffer Zone of the Liverpool Maritime Mercantile City World Heritage Site and within the setting of the Grade I listed Anglican Cathedral, a key landmark building of the Buffer Zone. It also lies within the setting of four other listed buildings:

- The Grade II listed former North and South Wales Bank on St George's Place, around 50 metres northeast
- Grade II listed warehouses at 45-51 Greenland Street, around 150 metres southwest
- The Church of St James, Grade II\*, around 175 metres southeast
- The Grade II Cain's Brewery around 250 metres southwest

The site is currently occupied by a late 20<sup>th</sup> century single-storey industrial building. Proposals have been submitted to Liverpool City Council for its redevelopment, involving a mixed-use building of between nine and twelve stories. The scope and purpose of this report is to identify the proposal's impact upon the Outstanding Universal Value of the WHS and the setting of the Cathedral and listed buildings and character of the Baltic Triangle.

As examined in this report, the site in its present industrial role is a negative component of the setting of the WHS, the Cathedral and the listed buildings within its proximity. The proposal seeks to regenerate the site to form a mixed use development that is in accordance with the character of, and planning vision for, the Baltic Triangle. Owing to the nature and fringe location of the development within the Buffer Zone, the setting and therefore the Outstanding Universal Value of the World Heritage Site will be unharmed. The setting of the Anglican Cathedral will be also unharmed apart from minor impact to uphill views along Greenland Street. Of the nearby listed buildings, the only one to experience a degree of impact upon its setting will be the former North and South Wales Bank, which as it is in closest proximity will experience some challenge to the isolated location it currently occupies as a result of surrounding clearance. However the scale of this harm, as with that upon the views of the Cathedral, is considered to be less than substantial.

Where this is the case, national planning guidance requires this harm to be weighed against the public benefit of the proposal. It is considered the regeneration of the site in accordance with the vision for the Baltic area, along with the housing, investment and employment associated with the scheme, represents key public benefits which will outweigh this low scale of harm. It is therefore considered the scheme should receive approval.

## 2: THE SITE

### 2.1 Location

The application site is located close to the Liverpool waterfront within the Baltic Triangle district on the southern fringe of the city centre. It is an urban brownfield site bounded by Greenland Street to the south, St James Street to the east and New Bird Street to the north, and by premises on Greenland Street to the west. The site is currently occupied by a late 20<sup>th</sup> century single-storey industrial building, with brick walling and metal cladding and now of a somewhat shabby appearance. The surrounding streetscene of the Baltic Triangle contains an eclectic mix of 19<sup>th</sup> and 20<sup>th</sup> century buildings occupying a grid pattern of streets first laid out in the late 18<sup>th</sup> century.



Map 1. Location of the application site



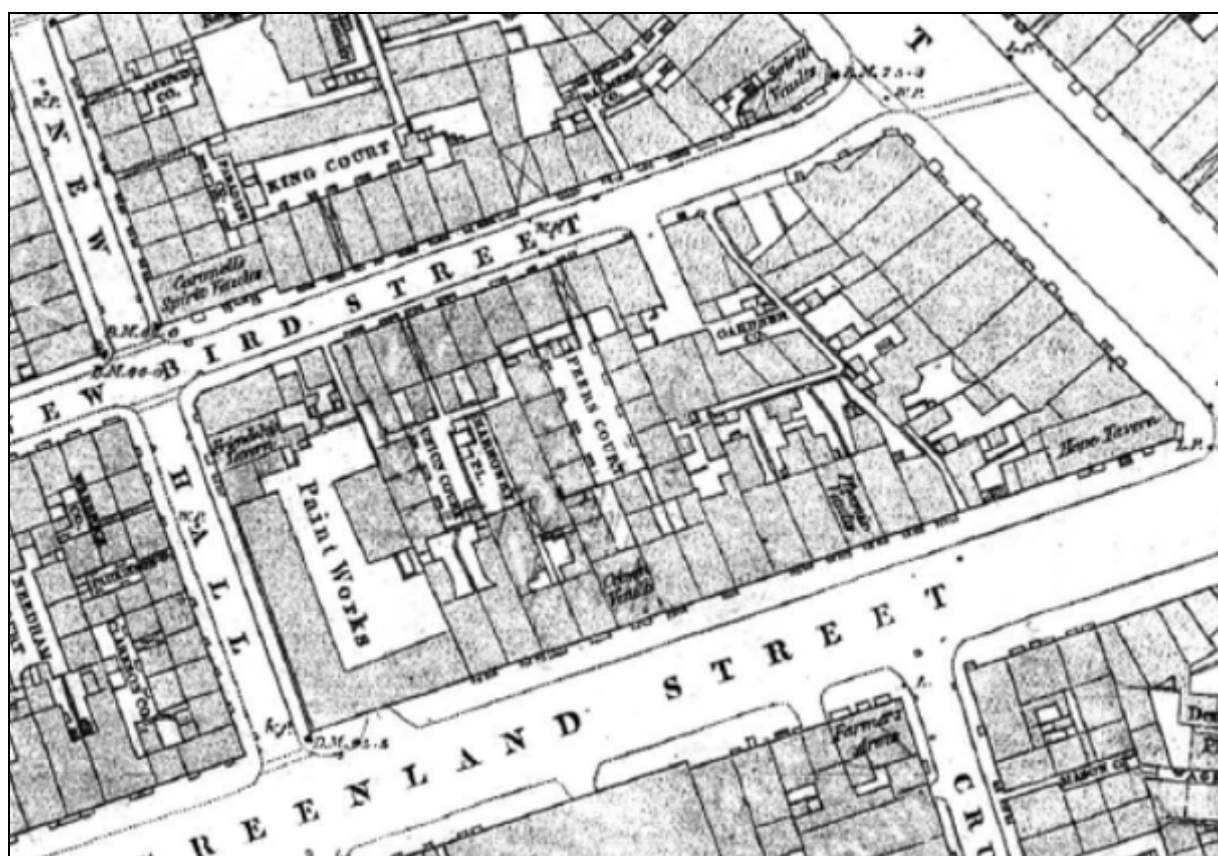
*1. The application site, looking west along Greenland Street*



*2. View northeast along New Bird Street and the rear of the building now occupying the site*

## 2.2 Historical context

The application site stands at the southeastern fringe of the Baltic Triangle, a tightly-built dockland area originally dominated by warehouses and maritime-related industry, but which adjoined an originally-prestigious Georgian residential area which included St James Street and nearby Great George Street. The site was originally built over with a mixture of terraced housing, the better examples fronting St James Street, with Greenland Street and New Bird Street populated by more modest, narrow-fronted examples and with a network of courts and back-to-backs between the latter (Map 2, below) that represented the lowest tier of the housing hierarchy. The courts had been cleared away by 1893, when the OS edition (Map 3) records they had been replaced by an engine works. In the postwar period much of this landscape was erased, and the mapping of 1971 (Map 4) shows the site was now vacant space with the exception of a pub and a single house remaining on St James Street. The present industrial buildings date probably from the 1980s, part of a piecemeal industrial redevelopment of the Baltic area which occurred at the time.



Map 2. The 1847 Liverpool town plan shows a network of courts covered the site, behind more respectable houses fronting St James Street





Map 3. The 1893 mapping shows the courts had been replaced by an engine works



Map 4. The 1971 1:2500 mapping shows the effect of postwar clearance, with the site now largely vacant land except for a pub and a single house fronting St James Street



## 3: PLANNING CONTEXT

### *3.1 Proposed development*

Proposals are being submitted to Liverpool City Council for redevelopment of the application site to create a mixed-use apartment building of between nine and twelve stories.

### *3.2 Designations*

The site lies within the Buffer Zone of the Liverpool Maritime Mercantile City World Heritage Site, and within the Baltic Triangle character area. It also forms part of the setting of the following listed buildings:

- 1** The Grade I Anglican Cathedral, around 450 metres northeast, a key landmark building of the Buffer Zone and WHS skyline
- 2** The Grade II former North and South Wales bank on St George's Place, around 50 metres northeast
- 3** Grade II warehouses at 45-51 Greenland Street, around 150 metres southwest
- 4** The Grade II\* Church of St James, on St James' Place, around 175 metres southeast
- 5** The Grade II Cain's Brewery around 250 metres southwest on Grafton Street

The location of these heritage assets in relation to the application site is shown upon Map 5 (following page). Two further Grade II buildings stand within the Baltic area, the Gustav Adolfs Kyrka Swedish Seamen's Church of 1883-1884 on Park Lane, and the Baltic Fleet pub on Wapping, but as these are more than 500 metres distant from the site it is considered the proposal will result in no impact upon their setting.



Map 5. Location of the site (starred) and adjacent listed buildings

### 3.3 Heritage impacts

The heritage issue arising from the proposal is its impact upon the setting and therefore the Outstanding Universal Value of the WHS, along with the settings of the listed buildings and character of the Baltic Triangle.

### 3.4 Scope and purpose of this report

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 WHS, listed buildings and Baltic Triangle character area as the affected heritage assets and to assess how the proposal will impact upon this significance. The level of detail is considered proportionate to the importance of the

heritage assets, in accordance with paragraph 128. It is to be read in conjunction with other documentation supporting the proposal.

### *3.5 Report structure*

This is as follows:

1. A brief summary of the WHS and its Outstanding Universal Value (Section 4)
2. Brief descriptions of the Cathedral (Section 5), affected listed buildings (Section 6) and the Baltic Triangle (Section 7) and the contribution made to each by the application site
3. An assessment of their heritage significance (Section 8)
4. A review of the planning policy context (Section 9) in terms of national guidance, local policies and specific guidance for the WHS
5. An evaluation within this context of the proposal's impact upon the OUV of the WHS and the setting of the listed buildings and character of the Baltic Triangle (Section 10).

## 4: THE WORLD HERITAGE SITE

### 4.1 Overview

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

The Liverpool Maritime Mercantile City World Heritage Site’s Outstanding Universal Value derives from:

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

The WHS covers the majority of Liverpool city centre and its central docks and is divided into six areas of distinct townscape (character areas) containing significant commercial, civic and public buildings, of which more than 260 are listed. The closest of these areas to the site is the Albert Dock Conservation Area (Character Area 2), whose boundary falls approximately 500 metres northwest (Map 6, following page). This represents a unique waterfront landscape whose core is the Grade I listed complex of warehouses, offices and ancillary buildings designed by dock engineer Jesse Hartley in the 1840s and which now forms the largest Grade I group in the country.

### 4.2 Outstanding Universal Value of the WHS

In planning terms, all development proposals within the WHS are considered for their potential direct impact upon its Outstanding Universal Value. A Statement of Outstanding Universal Value was prepared by the Department of Culture, Media and Sport and English Heritage, in consultation with Liverpool City Council in 2008. This describes its OUV as follows:

*The Maritime Mercantile City of Liverpool became one of the centres of world trade in the 18<sup>th</sup> and 19<sup>th</sup> 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.*

### 4.3 The Buffer Zone

The Buffer Zone is a surrounding area which provides a visual setting for the WHS which includes some historically significant features and major landmarks, including the Anglican Cathedral, and where development could potentially have an adverse impact upon that setting. The application site, as part of the Baltic Triangle, lies within the Buffer Zone, close to its southern boundary (see Map 6, below). The site is therefore a component of the setting of the WHS.



*Map 6. Location of the application site within the Buffer Zone of the WHS and approximately 500 metres from the boundary of the Albert Dock Conservation Area (numbered 2)*

## 5: THE ANGLICAN CATHEDRAL

### 5.1 Historical context

The Anglican Cathedral occupies an elevated position around 450 metres northeast of the application site, which forms part of its wider urban setting. The Cathedral is the life's work of architect Sir Giles Gilbert Scott: it was begun in 1904 and only completed in 1978, 18 years after Scott's death. The diocese was established in 1880 and a competition held in 1884-1886, but thereafter the project lapsed until 1901 when the present site was selected. The Cathedral was funded largely by the city's wealthy merchant families and is thus a symbol of the private patronage of public architecture that flourished in 19<sup>th</sup> century Liverpool, and testimony to its wealthy mercantile culture. Scott's original winning design called for a cruciform building with a pair of towers, but in 1909-1910 he undertook a complete redesign, replacing the two towers with a single mammoth central tower. The Lady Chapel was built first, and completed in 1910. Choir and transepts were consecrated in 1924, and the tower completed in 1942, with the nave constructed from 1948 to 1978. The Cathedral is considered a masterpiece of Gothic design, and the final flourish of its 19<sup>th</sup> century Revival. The massive red sandstone structure is 189 metres in length and dominated by its huge 101 metre high tower, which in distant views is flanked by the lower elements of the nave to the north and the choir and Lady Chapel to the south.



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



## 5.2 Setting and views

The Cathedral is one of the most important landmark buildings on Liverpool's skyline, dominating the southern area owing to its scale, mass and height. It is therefore a landmark both locally and regionally, visible for some distance around. This is due to its setting upon Hope Street ridge, which was deliberately selected to ensure the Cathedral's predominance. Consequently the Cathedral is a key element of views within and out from the WHS and also to it, and therefore makes a major contribution to the distinctiveness of the city skyline. The Cathedral is considered one of the key Visual Landmark Buildings within the WHS and Buffer Zone, which are described in the 2009 Supplementary Planning Document for the WHS (4.4.5) as

*'...significant landmark buildings and building complexes that form a fundamental part of the WHS's OUV and wider city's visual structure. They make a positive contribution to the skyline and distinctiveness of the city because of their size, architectural quality, location and / or their inter-relationships. They provide visual reference points across the cityscape and form major components of key views to, from and within the WHS.'*

In addition to the near-distance views obtained in the immediate environs of the Cathedral (Plate 3), it has a presence throughout most of the city centre, closing the views down many streets. In the southern portion of the Baltic area in particular, it figures in many views along the streets that ascend the ridge from west to east, and hence can be seen along both New Bird Street and Greenland Street. A fine view of the Cathedral can be obtained from the top of the latter, close to its St James Street junction (Plate 5).



Map 7. Location of the Anglican Cathedral (green triangle) in relation to the application site

### *5.3 Contribution of the application site to the setting of the Cathedral*

The application site lies downhill from the Cathedral, part of the network of Baltic Triangle streets that run downhill to the waterfront. It therefore appears in the foreground of views uphill along Greenland Street and New Bird Street towards the Cathedral. However the site in its present state, accommodating a shabby late-20<sup>th</sup> century industrial building, does not contribute positively to these views or the wider setting of the Cathedral.



*4. Uphill view along Greenland Street towards the Cathedral, with application site indicated*



*5. Fine view of the Cathedral from top end of Greenland Street, opposite the application site*



*6. Looking towards the Cathedral from the rear of the application site along New Bird Street*

## 6: THE LISTED BUILDINGS

### 6.1 The former North and South Wales Bank

- a. Heritage interest.** A tall Victorian Gothic building, sole remnant of a demolished 19<sup>th</sup> century townscape around Great George's Place. The National Heritage List description, compiled during the 1980s resurvey, reads:

*Former North and South Wales Bank. 1860's. Stone, slate roof. 3 storeys, basement and attic 4 bays, centre bays break forward under gable. Victorian Gothic. Ground floor windows and door, all with cusped pointed arches with foliated capitals to corner columns. Decorated frieze above. 1st floor has 4 windows with stone mullions and transoms, cusped tympana with shields of England, Ireland, Liverpool and Wales; central shield has initials 'NSWB'. Evidence of central balcony (removed). 2nd floor has 4 pointed arched windows, cusped, the middle 2 double. Top pointed gable in middle with pointed arched attic window of 2 lights with rose in head. Pavillion roof with stone and stacks. Decorative iron area railings. Windows currently (1984) boarded.*

- b. Setting.** The building now stands in isolation as a result of the clearance of the former densely-built adjoining streets in the late 20<sup>th</sup> century. This has given it a wider prominence it never originally enjoyed within its original townscape, as it emerges into view as a prominent landmark at the Parliament Street/St James Place road junction, its three storeys rising above its cleared surroundings.
- c. Contribution of the application site.** The former bank is the listed building which most closely adjoins the site, standing around 50 metres northeast. However the appearance of the buildings which currently occupy the site makes their contribution to its setting a negative one.





*7. The former bank building is now an isolated, prominent landmark*



*8. Looking southwest from the listed building towards the application site*

## 6.2 45-51 Greenland Street Warehouses

- a. Heritage interest.** A mammoth block of seven-storey early 19<sup>th</sup> century warehouses with a prominent rhythm of narrow round-arched loading bays. The west end has been rebuilt and the building converted to other uses. The list description reads:

*Warehouses. Late C19. Red brick with blue brick dressings. 7 storeys, 14 bays. Recessed loading bays have blue segmental heads, those to 6th floor are round headed. Entrances mostly round-headed. Plain parapet. returns have pilaster strips and corbelled parapet. Similar facade to Parliament Street but Jamaica Street 2nd bays have been rebuilt.*

- b. Setting.** The listed building towers above the Parliament Street/Jamaica Street/Grafton Street junction and is a dominant skyline feature within the Baltic district and further afield, rising above a surrounding townscape which for the most part is on a smaller scale.
- c. Contribution of the application site.** The site is separated from the listed building by around 150 metres and therefore forms part of its more distant surroundings. While the site does not figure in the key views of the listed building from around the Parliament Street junction, a distant view of the rear of the warehouses, illustrating their substantial massing, can be obtained from the top of Greenland Street adjoining the application site.



9. The warehouses, viewed from Grafton Street across Parliament Street





10. View towards the warehouses from the application site

### 6.3 The Church of St James

- a. Heritage interest.** The church dates from 1775 and served a new suburb named Harrington begun on the southern fringe of the town by builder Cuthbert Bisbrowne but which ultimately failed to prosper. St James is notable as one of the earliest in the country to have a gallery supported on cast iron columns. The list description reads:

*Church. Nave and west tower, 1774-5, C.Bisbrowne. Chancel, 1900, H.Havelock Sutton. Brick with stone dressings. Nave of 5 bays with 2 tiers of windows. Sill bands and cornice with stone-coped brick parapet. Round-headed windows have flat architraves and impost blocks, the western windows are blocked (1984). 4-stage tower has sill bands, cornice and embattled brick parapet. Round-headed windows. The 3rd stage has 3-face clock above windows. Top stage has paired, louvred bell openings. West entrance has stucco flat architrave with decorated frieze and consoled cornice (now damaged 1984). Flanking porches probably c.1900. Chancel has organ chamber to north and vestry under lean-to-roofs. Triple round-headed lights and east window with round tracery. Interior has gallery on 3 sides on slender quatrefoil columns. Arch-braced collar roof has pendants and wall piers with some corbel heads. Round chancel arch and barrel vaulted chancel. Round-arched opening to organ chamber. Stained glass east window by H. Holiday 1881; other windows mostly broken and lower windows have inserted C20 louvres to lower halves (1984). Several wall tablets dating from 1790s to 1840s. Said to have C18 iron sword rest. The cast iron columns supporting the galleries are the earliest remaining example in Liverpool and one of the earliest examples in the country.*

- b. Setting.** St James stands within an enclosed churchyard upon an elevated site overlooking the city and the river beyond, and because of this the church can be seen prominently when looking southeast away from the application site. Its immediate surroundings, that of a densely-built Georgian townscape, were mostly redeveloped in the late 20<sup>th</sup> century and the church is now seen in the immediate context of a streetscene dominated by modern low-density replacement housing.
- c. Contribution of the application site.** The site forms part of the wider citywide setting of the listed building, and although only 175 metres distant is cut off from it by the busy Parliament Street/St James Place road junction. The site visually merges into this wider setting, but owing to the the nature of the present buildings its contribution is ultimately a negative one.



*11. View of St James from the site, looking southeast*



12. Looking northwest from St James towards the site along St James Place

#### 6.4 Cain's Brewery

- a. Heritage interest.** A substantial and elaborately-decorated red brick and terracotta brewery and attached public house built for Robert Cain but, taken over by Higson's in the 1920s. The list description reads:

*Brewery and public house. 1896-1902. J.Redford architect for Robert Cain and Sons. Red brick and terracotta. Various ranges. Main street facade of 11 bays with round-arched and gabled east entrance to right. 1st 4 bays of 3 storeys, rest of one storey. 1st floor sill band; bracketed cornice with consoles at bay intervals; tall parapet with coping. Windows above sill band in round-headed recesses with decorated spandrels. Much terracotta decoration including beer casks, hops, barley and inscriptions. Public house has windows and 2 entrances to ground floor; terracotta panels between floors. 2-bay return to Grafton Street, then 5-storey, 7-bay range. Tall rear range with corner tower and chimney. Courtyard range to right of this of 3 storeys and 4 bays with clock and date 1887.*

- b. Setting.** The building occupies a prominent location on rising ground fronting Grafton Street, which makes its tower a landmark not just within the Baltic district but along the southern part of the waterfront. However its immediate surroundings have been the



focus of much redevelopment, with the 21-storey X1 development now arising on the opposite side of Grafton Street.

- c. **Contribution of the application site.** As the site is around 250 metres southwest of the listed building, it does not form part of its immediate setting and is largely screened from it by the surrounding townscape. However the brewery tower is a conspicuous skyline feature looking southwest from the site (Plate 14 below).



*13. The brewery tower is a local landmark: southwest view down Stanhope Street*



*14. The brewery tower viewed across the application site from St James Street/Greenland Street junction, with the application site in foreground*

## 7: THE BALTIC TRIANGLE AREA

### 7.1 Overview

The Baltic Triangle is a former dockside industrial area bounded to the west by Wapping/Chaloner Street, to the south by Parliament Street, to the north by Liver Street and to the east by St James Street. Latterly reborn as the home of creative industries in the city, the Baltic area is now characterised by an eclectic mix of traditional industries standing alongside digital and creative businesses. The area has also seen a recent increase in residential properties along with hotels and food, drink and entertainment establishments. The Liverpool One development to the north has latterly brought the Baltic Triangle into the orbit of the city centre. Although not a designated heritage asset, the Triangle is considered a significant historical area of the city centre by Liverpool City Council who in 2008 adopted a Baltic Triangle Planning Framework to guide development within it. It is identified within the City Centre South 'Zone of Opportunity' under the Housing Market Renewal initiative, and as the northern and western edges of the area are immediately adjacent to the WHS, Baltic therefore represents an important regeneration challenge and opportunity. The Framework states that the area displays a very mixed land use pattern, lacking any sort of definition that has characterised adjacent areas, such as the Ropewalks district with its Georgian terraces and warehousing. This pattern has resulted from decades of economic decline as port-related activities have moved elsewhere within the city. However the original maritime character of Baltic remains evident in its streetscene.



Map 8. Location of the Baltic Triangle, with the application site indicated





15. Aerial view of the Baltic Triangle looking south, from the 2008 Planning Framework. Application site indicated

## 7.2 Character and streetscene

- a. **Overview.** As noted by the Planning Framework, the Baltic Triangle retains much of its original maritime character, despite erosion to its historic fabric. This is particularly apparent through the distinctive street pattern which defines its urban structure and has altered little from when it was first laid out in the late 18<sup>th</sup> century.
- b. **Buildings.** The Framework notes that there are limited buildings of architectural quality within the Baltic Triangle. There are only three listed buildings, the Gustav Adolfs Kyrka Swedish Seamen's Church of 1883-1884 on Park Lane, the mid-19<sup>th</sup> century Baltic Fleet Public house on Wapping and substantial early 19<sup>th</sup> century warehouses AT 45-51 Greenland Street. Within the area however are several of what the Framework describes as *warehouses of historic interest* along with a number of *buildings of character*, all of which are mostly 19<sup>th</sup> century. They share a varied streetscene with a considerable number of 20<sup>th</sup> century buildings of little or no architectural interest and which, in some cases, are detractive. There is also a notable presence of tall modern apartment buildings, all symbolic of the area's early 21<sup>st</sup> century regeneration and increasing residential use. Consequently building heights throughout the area are varied, with mid-late 20<sup>th</sup> century single-storey industrial

buildings standing alongside 19<sup>th</sup> century warehouses of five, six or seven storeys and apartment blocks of up to 10 storeys. There is also a large percentage of medium-scaled (three to six storey) structures. This variety of scale and relationship of old and new has become a key element of the area's character and appearance, the new buildings in particular symbolising the resurgence of the Baltic Triangle.

- c. **Views.** The grid pattern of streets allows some extensive outward views to key focal points, although given that this was an industrial area originally these views are a product of evolution rather than design. The Anglican Cathedral to the east, Pier Head buildings to the north and the red-brick tower of the Cain's brewery to the south have all been placed at a later date within the surrounding area and consequently have become focal points of the views along a number of streets. They therefore help to define the character of the Baltic Triangle as they establish the area's wider urban setting, while westwards views downhill to the river or the Albert Dock complex establish its maritime relationship.

### *7.3 Contribution of the application site*

The site, as noted above, lies on the southeastern edge of the Baltic Triangle, close to its boundary on Parliament Street/St James Street. As a late 20<sup>th</sup> century industrial building, part of a piecemeal regeneration of the area dating from this time, it does not make any historical contribution to the character of the Baltic Triangle and its visual role is a negative one.

## 8: ASSESSMENT OF HERITAGE SIGNIFICANCE

### 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.*

### 8.2 The World Heritage Site

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

*Liverpool - Maritime Mercantile City reflects the role of Liverpool as the supreme example of a commercial port at the time of Britain's greatest global influence. Liverpool grew into a major commercial port in the 18<sup>th</sup> century, when it was also crucial for the organisation of the trans-Atlantic slave trade. In the 19th century, Liverpool became a world mercantile centre for general cargo and mass European emigration to the New World. It had major significance on world trade being one of the principal ports of the British Commonwealth. Its innovative techniques and types of construction of dock facilities became an important reference worldwide. Liverpool also became instrumental in the development of industrial canals in the British Isles in the 18th century, as well as of railway transport in the 19th century. All through this period, and particularly in the 19th and early 20th centuries, Liverpool gave attention to the quality and innovation of its architecture and cultural activities. To this stand as testimony its outstanding public buildings, such as St.*

*George's Hall, and its museums. Even in the 20th century, Liverpool has given a lasting contribution, which is remembered in the success of The Beatles.*

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

### 8.3 *The Anglican Cathedral*

While the Grade I designation of the Cathedral denotes it is a building of outstanding importance in the national context, its influence extends internationally owing to its definitive role in the Liverpool skyline. Its significance therefore derives from its intrinsic qualities and its setting. Its intrinsic significance is that of a colossal Gothic masterpiece, the final flourish of the style's 19<sup>th</sup> century revival, and the life's work of Sir Giles Gilbert Scott. Its setting makes a powerful contribution to this significance, as the elevation was deliberately chosen to ensure the Cathedral became a landmark not only within the city but further afield. In terms of its value to the WHS, the Cathedral is one of the Key Visual Landmark Buildings of the Buffer Zone. It therefore forms a 'fundamental part of the WHS's OUV and wider city's visual structure' owing to its positive contribution to the skyline and distinctiveness of the city, and its role as a major component of key views to, from and within the WHS. This arises not only because of its substantial size, appearance and massing but also from its predominant location upon the ridge and its relationship with the Metropolitan Cathedral, which forms another key skyline component. This is especially evident in the distant cross-river panoramas in which it dominates the southern portion of the city skyline.

### 8.4 *The former North and South Wales Bank*

Grade II designation denotes this is a building of high national importance for its special architectural and historic interest. The significance of the building primarily derives from this intrinsic interest, which is that of a provincial bank building designed in the Victorian Gothic manner. Although the original Georgian townscape setting of the building has been erased, this has enhanced the prominence of the building owing to its isolation within the surrounding cleared streetscene. This prominence is now an important element of the building's significance.

### 8.5 *The Greenland Street warehouses*

Similarly, at Grade II, the warehouses are of national importance for their special architectural and historic interest. This special interest is the basis of their significance as a substantial seven-storey warehouse block of the early 19<sup>th</sup> century, built amid a period of rapid expansion for the port. Although now converted to other uses, their original role remains evident, and their setting, on the fringe of the Baltic Triangle and within sight of the waterfront, makes an important contribution to this significance as it provides legibility to the building's maritime context.

### *8.6 The Church of St James*

As one of the first churches to employ cast iron construction techniques, St James has warranted Grade II\* designation, which recognises it is a particularly important building in the national context. Its significance is essentially that of a Georgian church built in this pioneering manner and hence it is of more-than-special architectural and historic interest. While its original surrounding Georgian townscape has been cleared away, the elevated setting of the building is of crucial importance as renders the church a prominent landmark looking out from the Baltic area and along St James Place and its nearby streets.

### *8.7 Cain's Brewery*

The significance of this listed building derives from its special architectural and historic interest as a substantial and elaborately-decorated red brick and terracotta brewery and attached public house built from 1887 to 1902. It occupies a prominent location on Grafton Street and its brewery tower is a notable landmark throughout the Baltic triangle and in the southern waterfront area.

### *8.8 The Baltic Triangle*

The Baltic Triangle is considered a significant component of the city centre, and this significance lies primarily at city-wide level as a distinct and historic character area. Although undesignated in heritage terms, Baltic is recognised as a district which still retains a strong maritime character and contains several designated buildings along with undesignated warehouses and other buildings of note. In addition to these historic components, many mid-late 20<sup>th</sup> century industrial buildings and modern apartment blocks are now embedded in the townscape and thus have become an evolving aspect of its character. Its qualities can be summarised therefore as a historic townscape of maritime character which retains a degree of historic integrity via its buildings and the grid pattern of streets which form their setting. As an element of the Buffer Zone, it thus forms a significant element of the setting of the WHS.

### *8.9 Contribution of the Application Site*

The application site forms part of the wider setting of the WHS, the Cathedral and the four listed buildings, and contributes to the character and appearance of the Baltic Triangle. In each case, it makes a negative contribution owing to the nature of the building which presently occupies it.

## 9: POLICY CONTEXT

### 9.1 Statutory duty

Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires 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.

### 9.2 Relevant policies

Section 12 of the National Planning Policy Framework (*Conserving and Enhancing the Historic Environment*, March 2012) provides the guidance on how the statutory duty is to be put into practice. 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 the conservation of heritage assets can make to sustainable communities including their economic vitality, and*
- *The desirability of new development making a positive contribution to local character and distinctiveness*

Regarding designated heritage assets, paragraph 132 states that ‘great weight’ should be given to their conservation and the more important the asset, the greater that weight should be; that significance can be lost through development within its setting; and that as heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to, or loss of, a Grade II listed building should be exceptional; substantial harm to or loss of designated heritage assets of the highest significance, including Grade II\* buildings, wholly exceptional. Paragraph 133 states that where a proposal will lead to substantial harm to, or total loss of, the significance of a designated heritage asset, consent should be refused unless it can be demonstrated that the substantial harm is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- *The nature of the heritage asset prevents all reasonable uses of the site; and*
- *No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- *Conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
- *The harm or loss is outweighed by the benefits of bringing the site back into use.*



Paragraph 134 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Regarding setting, NPPF 137 states:

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

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.

### 9.3 Specific planning guidance for the Buffer Zone

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

*4.2.8 All developments in the Buffer Zone, whether in an area of surviving historic character or not, will, in accordance with HD18, need to respond to and reflect the characteristics of the area around them. The design and scale of developments will need to respond to, and respect, their context proportionately to their potential impact on the setting of a conservation area and the WHS. Major schemes adjacent to conservation areas and the WHS will be considered more carefully for their impact on the OUV of the WHS and character of conservation areas than minor developments further away from the WHS and conservation areas*

*4.2.9 Where a proposal in the Buffer Zone is for: 1) a tall building, 2) a building with a mass that significantly exceeds that of surrounding buildings, 3) a development that is immediately adjacent to the WHS, 4) a building which has a significant impact upon key views or key*

*landmark buildings, 5) a building of architectural or historic interest (whether listed or not), or 6) a development that affects a site of archaeological interest: special consideration should be given to the relationship between the development and the WHS and the impact of development on the historic character of its locality and any buildings that contribute to that character.*

## 9.4 The Baltic Triangle Planning Framework

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

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

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

The Framework notes that ‘the Baltic Triangle’s current designation within the adopted Unitary Development Plan for primarily industrial uses no longer reflects the spatial distribution of different activities throughout the area’. The Framework goes on to say that ‘new uses, such as residential and leisure uses, will be positively encouraged through the Planning Framework’ to fulfil the vision of the Baltic Triangle as a vibrant, mixed-use area.

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

Accordingly, the planning vision for Baltic is summarised as:

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

## 10: ASSESSMENT OF HERITAGE IMPACT

### *10.1 Summary of the development*

The proposal seeks consent for removal of the existing building and replacement by a mixed-use development of between eight and eleven stories.



*16. Proposed elevation to Greenland Street (Falconer Chester Hall Architects)*



*17. The site as it now appears from this viewpoint*

## *10.2 Impact upon the WHS*

This report has shown how the application site lies on the southeastern edge of the Buffer Zone, and around 450 metres distant from the WHS at its closest point, which is formed by the Albert Dock Character Area. Its immediate surroundings within the Baltic Triangle have seen consents for a number of similar schemes in recent years, involving buildings of eleven stories or more (see 10.5 below) and therefore the proposal is not out of keeping with the emerging character of the area. Owing to the fringe location of the site and the proposal's harmony with the vision for the Baltic Triangle as an element of the setting of the WHS, it is considered there will be no adverse effect upon this setting and that the Outstanding Universal Value of the WHS, as described in Section 4.2 of this report, will be preserved.

## *10.3 Setting of the Anglican Cathedral*

The Cathedral is a key landmark building of the Buffer Zone and the skyline of the WHS and has a presence throughout much of the city streetscene. It closes the uphill views along many of the west-east streets in Baltic, and can be seen in progression along New Bird Street and Greenland Street (Plates 4 and 6), with a fine view obtained at the top of the latter (Plate 5). Within the wider context of the surrounding city, the impact of the proposed development will be restricted solely to these views along New Bird Street and Greenland Street. In the former, although the Cathedral will not be obscured, the development will have a presence in the vista but will be offset to allow the Cathedral to remain the focal point of this view. On Greenland Street, there will be some masking of the Cathedral when progressing uphill, but the view at the top of the street in which the Cathedral is fully revealed will be unaffected. The scale of this harm is considered to be minor.

## *10.4 Setting of the listed buildings*

- a. Former North and South Wales Bank.** This is the listed building in closest proximity to the site. As noted in this report, clearance of its surrounding Georgian townscape in the late 20<sup>th</sup> century has left the building in prominent isolation, where it is seen against the backdrop of an evolving city skyline. Although the proposal represents a substantial development in close proximity, the challenge this presents to the listed building's predominance will be relatively minor. The building will still remain a distinctive feature at the St James Street/Parliament Street junction where the direct views of it, which capture its legibility and character as a Victorian Gothic Provincial Bank, will be unharmed.
- b. The Greenland Street warehouses.** The substantial massing of this structure renders it a prominent feature of the Baltic Triangle and along the southern waterfront. The distance separating the listed building from the application site, at approximately 175 metres, is sufficient to avoid any visual challenge to the warehouses and their predominance within their immediate and wider setting will thus remain.



- c. **The Church of St James.** The church is isolated from the application site in an elevated position around 175 metres southeast. Owing to this separation, the proposed development will not impinge upon the key views of the building, especially that from the top of Greenland Street (Plate 11). It is therefore considered the setting of the listed church will be unharmed.
- d. **Cain's Brewery.** Given the distance between the site and the listed brewery, along with the intervening buildings and road network, it is considered there will be no adverse effect upon its setting. The brewery tower will still remain a key skyline feature of the Baltic area and on the southern waterfront, and will still be visible from the Greenland Street/St James Street junction (Plate 14).

### *10.5 Character and appearance of the Baltic Triangle*

The Baltic Triangle is a distinctive area which despite late 20<sup>th</sup> century decline and change has retained its original maritime character, embodied in an eclectic mix of 19<sup>th</sup> century to modern buildings located within a historic grid street pattern. The buildings range from single to ten storeys or more and encompass historic warehouses of local interest, late 20<sup>th</sup> century industrial structures and, latterly, tall apartment blocks. Concerning the latter, several schemes for buildings of eleven storeys and more have been approved for the area (e.g. 14F/0829, Norfolk Street/Brick Street: part 11, part nine storeys; 14F/1333, 51 Simpson Street: five, seven and nine storeys; 14F/0986, Wapping/Hurst Street/Cornhill: 13, ten and eight storeys) with consent was granted in 2016 for the Norfolk Street Phase 3 development of 14 and 15 storeys (15F/2944). The proposed development is therefore entirely in accordance with the vision of Baltic as a vibrant mixed use area and consistent with the pattern of recently-approved development.,

### *10.6 Summary and conclusion*

The site in its present industrial role is a negative component of the setting of the WHS, the Cathedral and the listed buildings within its proximity. The proposal seeks to regenerate the site to form a mixed use development that is in accordance with the character of, and planning vision for, the Baltic Triangle. Owing to the nature and fringe location of the development within the Buffer Zone, the setting and therefore the Outstanding Universal Value of the World Heritage Site will be unharmed. The setting of the Grade I listed Anglican Cathedral will be unharmed apart from a minor impact to uphill views along Greenland Street. Of the nearby listed buildings, the only one to experience a degree of impact upon its setting will be the former North and South Wales Bank, which, as it is in closest proximity, will experience some challenge to the isolated location it currently occupies as a result of surrounding clearance. However the scale of this harm, as with that upon the views of the Cathedral, is considered in planning terms to be less than substantial. Where this is the case, the guidance as stated in paragraph 134 of the NPPF requires this harm to be weighed against the public benefit of the proposal. It is considered the regeneration of the site in accordance with the vision for the Baltic area, along with the housing, investment and employment

associated with the scheme, represents key public benefits which will outweigh this harm. It is therefore considered the scheme should receive approval.

## APPENDIX 1: PRINCIPAL SOURCES

Liverpool Town Plan, 1847  
25-inch OS mapping, 1893  
1:12500 OS mapping 1971  
Richard Pollard and Nikolaus Pevsner, *The Buildings of England, Lancashire: Liverpool and the South-West*, 2006  
Liverpool City Council, World Heritage Site Supplementary Planning Document, adopted 2009  
Liverpool City Council, Baltic Triangle Planning Framework, adopted 2008

## 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. Among the many positive reviews, it 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); the work was extensively cited in the revised *Buildings of England* volume on Liverpool and Southwest Lancashire (2006). 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 has established his own consultancy, producing analytical and interpretive reports on historic buildings and advising upon planning applications affecting the historic environment. His field of operation extends throughout the North West, Midlands, North Wales and parts of Cumbria and North and West Yorkshire, and projects range from the £40m Wolstenholme Square redevelopment in central Liverpool to the Grade I Barkisland Hall, Ripponden, West Yorkshire and to cottage extensions and barn conversions. Several local authorities have cited his assessments as examples of best practice, and on average reports on more than 100 buildings or sites are produced annually.