

CONSERVATION STATEMENT FOR THE CONSERVATION AND CONVERSION OF THE TOBACCO WAREHOUSE AT STANLEY DOCK, LIVERPOOL INTO APARTMENTS AND OTHER USES



25.6.14

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Contents

1. Introduction
2. Understanding Stanley Dock
3. Brief Description of the Tobacco Warehouse
4. Heritage Designations and The Significance of Stanley Dock and the Tobacco Warehouse
5. Relevant Heritage Policies
6. The Regeneration Opportunity at Stanley Dock
7. Conservation Principles, The Proposals and an Assessment of Impact on the Significance of the Heritage Assets
8. Select Bibliography

1. Introduction

1.1 This statement has been prepared to support applications for planning permission and listed building consent for the conservation of the Tobacco Warehouse at Stanley Dock and its conversion into 538 apartments and ancillary commercial uses and all interventions which are required to facilitate those conversions.

1.2 This proposal is part of the wider regeneration of the whole Stanley Dock ensemble, after a long period of dis-use and dereliction. Works already undertaken:

- The North Warehouse and the Rum Warehouse were repaired, conserved and converted to a hotel and exhibition centre during 2013-14 in accordance with planning permission and Listed Building Consent.
- The South Extension of the South Warehouse was demolished in 2104 in accordance with Listed Building Consent (13L/2219), approved by Liverpool City Council on 28th October 2013.

1.3 Planning Permission (14F/0249) and Listed Building Consent (14L/0253) to carry out internal and external works to the South Warehouse and associated structures, including works of partial demolition, in connection with the alteration and conversion of the South Warehouse into a mixed use development comprising Hotels (Class C1), Restaurants (Class A3), Non-residential uses (Class D1) and Leisure (Class D2) uses were approved on 27 March 2014. It is anticipated that these permissions will be implemented imminently.

1.4 Listed building consent (07L/0936) and planning permission (07F/0931) were submitted on behalf of Kitgrove Ltd and approved by Liverpool City Council in December 2008 for proposals for the whole of the Stanley Dock site. For the Tobacco Warehouse, these permissions included:

- Converting the Tobacco Warehouse so as to comprise 3387 sq.m. of business uses (within Class B1), 2792 sq.m. of exhibition space, and a gymnasium of 939 sq.m., together with 634 no. apartments;
- Making alterations and partially demolishing the interior to form a full height atrium and removing part of alternate floors adjacent to external walls
- Erecting a multi-storey car park within the atrium;
- Carry out associated works to the entrances and boundary walls

These approvals were not implemented.

1.4 The Stanley Dock ensemble was acquired by Stanley Dock Properties in 2010. An application for Listed Building Consent (11L/1912) for the Tobacco Warehouse was submitted on behalf of Stanley Dock Properties and was approved by Liverpool City Council in December 2011. The application was:

To carry out internal and external works including works of partial demolition in connection with alteration, extension and conversion of Tobacco Warehouse into a mixed use development with internal multi-level car park.

1.5.1 A complementary Planning Permission (11F/1911) was submitted on behalf of Stanley Dock Properties:

To alter, extend and convert Tobacco Warehouse so as to provide 4,102 sqm of business use (within Class B1), 3,375 sqm of public exhibition space (within Class D1), 805 sqm of cafe/restaurant/drinking establishments (within Classes A3/A4),

1,015 sqm of retail space (within Class A1), together with 335 no. combined live/work units; to erect an internal multi-level car park for 576 cars and carry out ancillary works associated with the above.

1.5.2 The application was submitted with a recommendation of approval, subject to the applicants entering into a S106 agreement to provide for the following:-

1. Submit and implement a local employment and training strategy to encourage the involvement and employment of local people and companies in the construction and operation of the development, such strategy to be consistent with the following principles:-

The Local Employment and Training Strategy will seek to secure the following objectives:

(i) training schemes to equip local people for employment for either the construction process or operation of the development;

(ii) a scheme for advertising jobs locally, including initially for the construction/start up of the store, and thereafter for all available posts that arise, to maximise local recruitment which will include all of the following:

- local newspapers;

- local employment agencies;

- local job centres;

(iii) a scheme to monitor annually the number of persons employed on the construction or operation of the development who are resident within the local area and to report annually thereon to the council.

B) Planning permission be granted subject to the stated conditions.

The recommendation was accepted by the Planning Committee but, although Stanley Dock Properties had no objection to the terms of the proposed S.106 Agreement, the Agreement was never signed. In effect, Stanley Dock Properties had Listed Building Consent for alterations and for partial demolition but did not formally receive planning permission.

1.6 A *Conservation Management Plan for Stanley Dock* was submitted to Liverpool City Council for approval in January 2014. The Conservation Management Plan related to the whole site but concentrated on the North Warehouse and Rum Warehouse, where restoration and conversion works are effectively completed. It is intended that the Conservation Management Plan will be updated to include more reference to the Tobacco Warehouse and the South Warehouse as and when the current proposals are approved and implemented.

1.7 The current proposals and this *Conservation Statement* have been prepared following consultations with Liverpool City Council's Planning Officers and Conservation Officers.

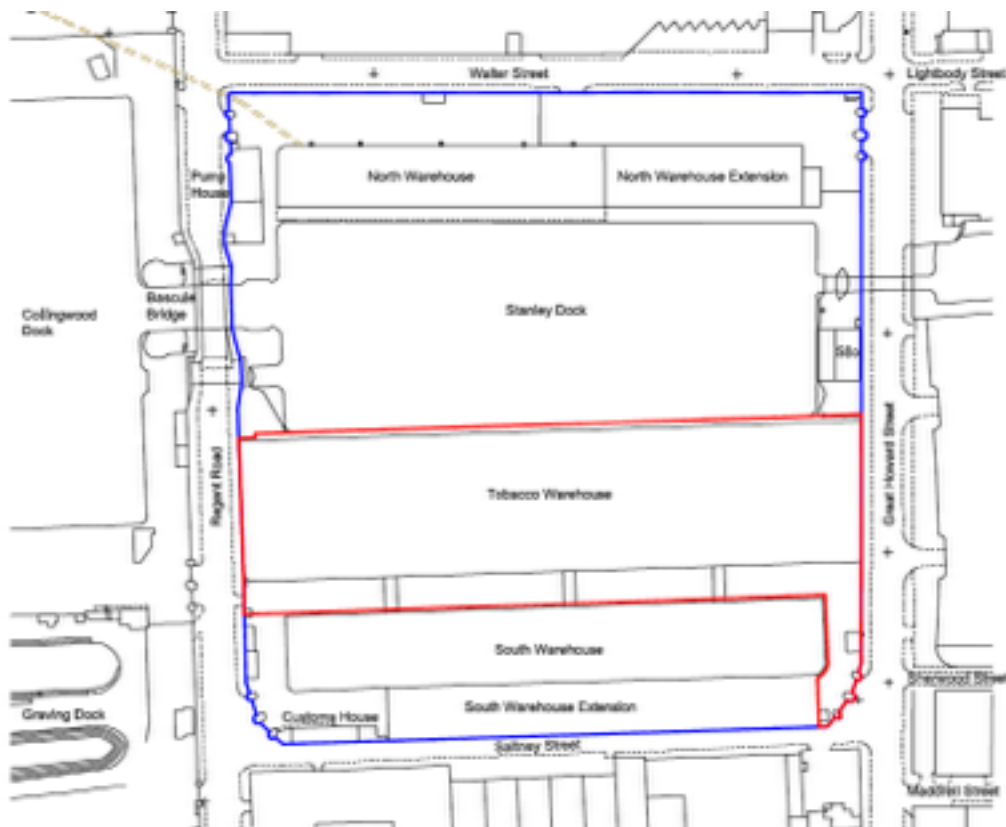
1.8 This *Conservation Statement* builds upon the work undertaken in: a) the *Conservation Management Plan* (2004) by Alan Baxter & Associates (prepared by Chris Miele whilst employed by ABA); b) the *Stanley Dock Conservation Statement* (2007) produced by Montagu Evans LLP for the entire Stanley Dock site; the *Conservation Statement* (2011) prepared by Darmody Architects and; the *Conservation Management Plan for Stanley Dock* (2014) prepared by Hinchliffe Heritage

1.9 This statement is intended to comply with the requirements recommended in: a) the National Planning Policy Framework [NPPF] (2012) and; b) the Liverpool World Heritage Site Supplementary Planning Document [SPD] (2009):

Conservation Statement For Tobacco Warehouse, Stanley Dock, Liverpool



Location Plan



Site Plan

The NPPF states at paragraph 128:

In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

The SPD states at paragraph 4.2.3:

Applicants for development will need to undertake further analysis and assessment based on this material to clearly demonstrate that they understand the characteristics of their site and its environs and that the design of their development has responded to the characteristics and OUV of the locality in which it is situated in terms of its materials, layout, mass, relationship to the street, architectural detail and height (also see Section 5.2 and 4.6). This process should include a robust and comprehensive analysis of the character of the local area around the development. Applicants will also need to assess the impact of their proposals on the outstanding universal value of the WHS.

The SPD states at paragraph 5.8.2:

(Due to...)...the importance of the historic building stock to the outstanding universal value of the WHS, the council wishes to encourage and enforce, where applicable, the very highest standards of building conservation and repair work in the WHS.



Aerial view of Stanley Dock 2002 (c) English Heritage

2. Understanding Stanley Dock

2.1 The Brief Description and Evolution of the Stanley Dock Warehouse Complex

Stanley Dock is a large evolved ensemble of historic buildings and structures in North Liverpool consisting primarily of an historic dock, 3 monumental historic warehouses (the North Warehouse, the South Warehouse and the Tobacco Warehouse) and ancillary structures. It is located approximately 1 mile north of the Pier Head and the city centre.

Stanley Dock itself opened in 1848, as part of a system of 5 new docks (together with Collingwood, Salisbury, Nelson and Bramley Moore Docks) which were designed by Jesse Hartley, Liverpool's Dock Engineer. Between 1852-55, the dock was equipped with two import warehouses on the north and south quaysides, similar to those at Albert Dock, and two hydraulic power stations on the west quayside. In the undated late 20th century pamphlet *Stanley Dock*, DJ Bridson states that the South Warehouse was completed "...in 1854, two years after the completion of the North Warehouse...". The plan below which shows the North Warehouse but not the South Warehouse also suggests that the North Warehouse was constructed in advance of the South Warehouse.

In 1900/01, the southern half of the dock was infilled, the southerly hydraulic power station was demolished and the gargantuan Tobacco Warehouse was built between the South Warehouse and the new water's edge to the north. Alterations were made to the north elevation of the South Warehouse in response to the infilling of the dock and its changed setting onto the passage between it and the Tobacco Warehouse, which is known as *Pneumonia Alley* (due to it being almost permanently in shade). The Warehouse Office was also built at this time to accommodate the Warehouse Manager, the Customs Surveyor and their staff.

A reinforced concrete grain silo was erected in 1913 on the east quay of Stanley Dock to the designs of J. Appleby and Sons. The silo could accommodate 8,000 tonnes of grain.

In 1915, a re-inforced concrete extension was built on the south side of the South Warehouse, to provide shelter for loading and unloading goods. In 1916, the west end of the extension was temporarily commandeered as an Admiralty victualling and clothing store.

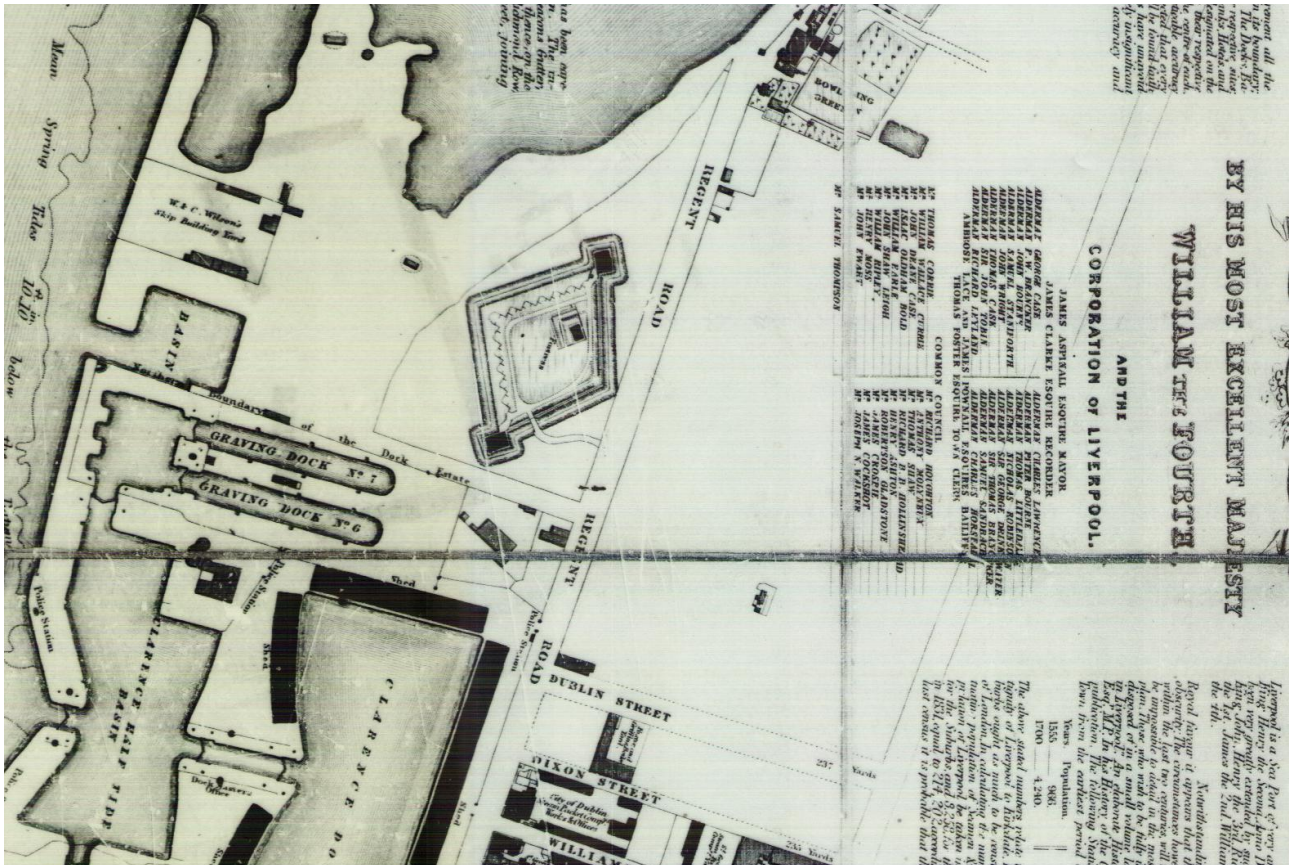
The site was severely damaged by bomb attacks in WWII, especially during the May Blitz of 1941, which destroyed the east end of the North Warehouse and the roof of the South Warehouse. The Rum Warehouse was built in 1953 to replace the bomb damage. It consists of a reinforced concrete-framed building with a vaulted roof.

The use of the South Warehouse and the Tobacco Warehouse for storage ceased in 1985, although part of the first floor of the South Warehouse was used as a night club, *The Hard Dock Cafe*, in the mid 1980s and their ground floors were used as a Sunday market, Stanley Dock Heritage Market, until 2011.

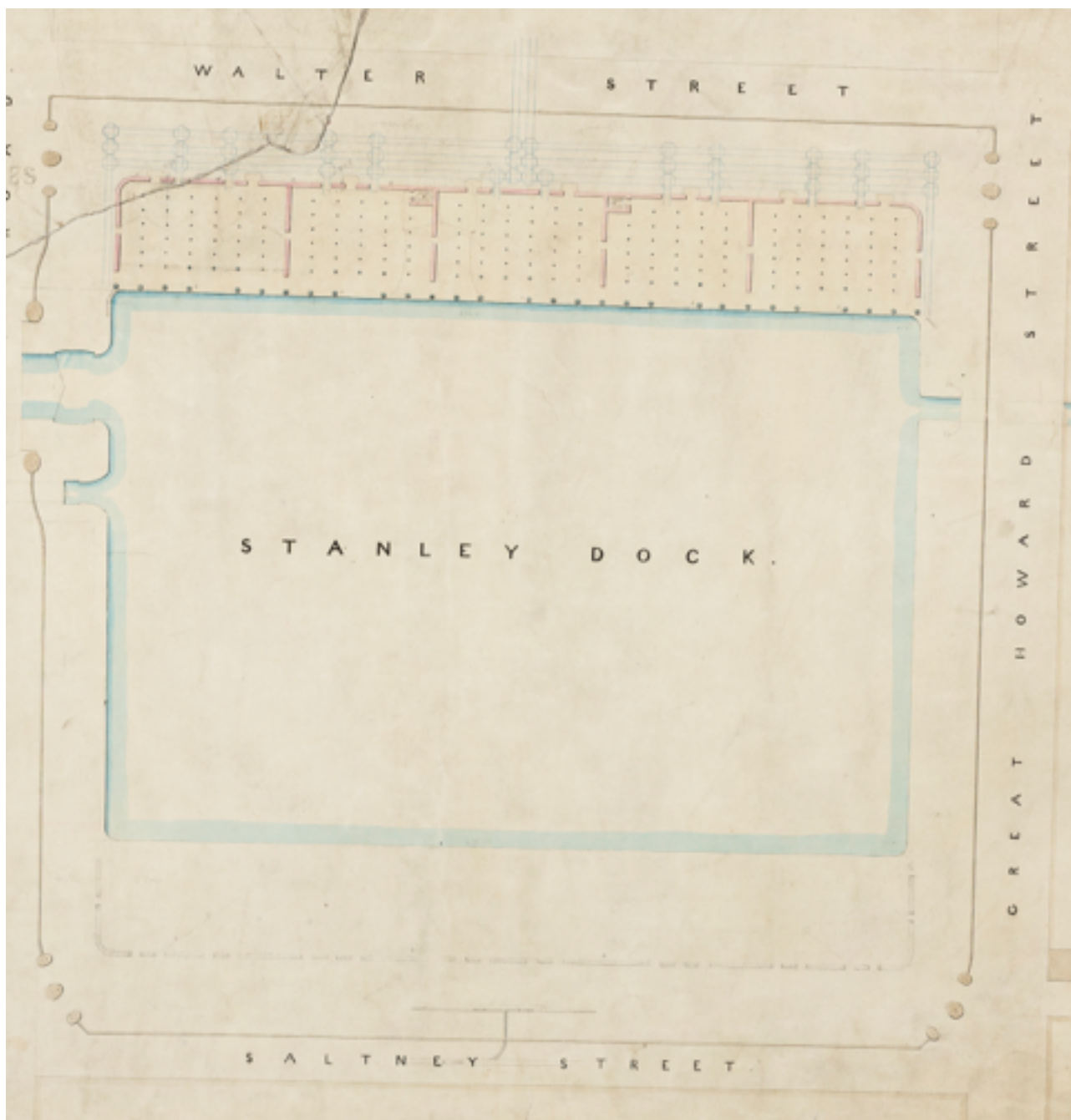
The use of the North Warehouse for storage also ceased in the mid-1980s but the adjacent Rum Warehouse continued to be used as a bonded warehouse for the storage and packaging of rum until early 2013. The restoration and conversion of the North Warehouse and Rum Warehouse into an hotel, restaurant and conference centre commenced in January 2013 and was completed in June 2014.

The site has been used as a historical set for many television and film productions, including *Sherlock Holmes*, *David Copperfield*, *Captain America* and *Peaky Blinders*.

The entire complex, with its high perimeter walls is largely complete, with many interesting details, making it one of the most impressive groups of industrial buildings in Liverpool and one of its most challenging adaptive re-use opportunities.

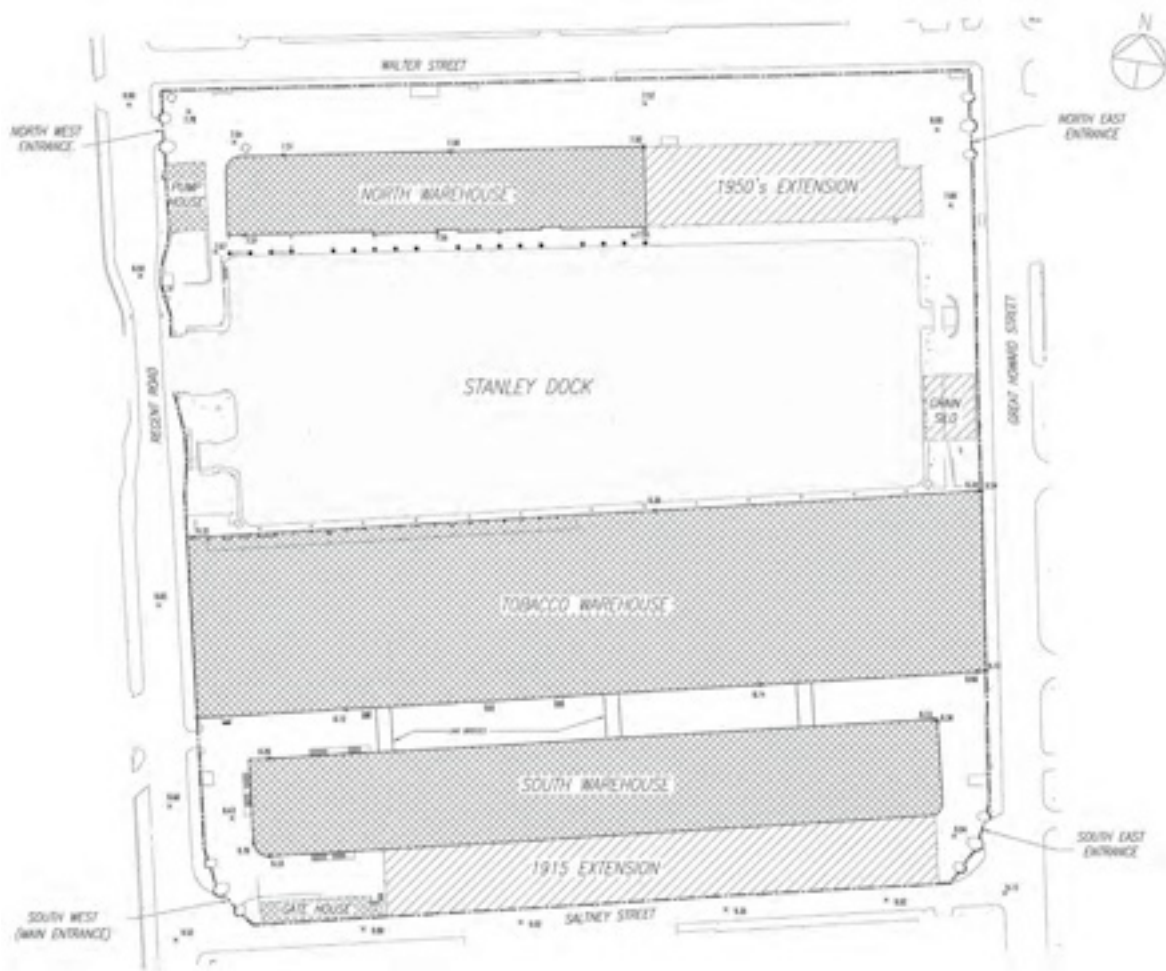


Site of Stanley Dock in 1841



Extract of 1850s plan of Stanley Dock (c) MDHC

Conservation Statement For Tobacco Warehouse, Stanley Dock, Liverpool



Components on Stanley Dock



Pneumonia Alley, Tobacco Warehouse and South Warehouse as a set for *Peaky Blinders*

2.2 Dates of Principal Historic Components of the Stanley Dock Ensemble

- i) Stanley Dock - 1848
- ii) Boundary Wall, two entrances at east from Great Howard Street, two entrances at west from Regent Road and entrance at north from Walter Street - 1848
- iii) The North Warehouse - 1852-5
- iv) The South Warehouse - 1852-5
- v) Hydraulic Power Station to West of North Warehouse - 1852-55
- vi) Warehouse Office - 1900
- vii) The Stanley Dock Tobacco Warehouse - 1901
- viii) The "King's Pipe" - Rebuilt circa 1901

2.3 The Construction of Stanley Dock

Stanley Dock was designed as part of Liverpool's inter-linked dock system but it was located to enable the Leeds and Liverpool Canal to link into the dock system. The canal was started in 1770 and opened in stages, with the full length of the canal between Leeds and Liverpool being completed in 1816. However, when built, the Liverpool end of the canal was at a basin on Old Hall Street and the canal did not connect into the dock system until the construction of Stanley Dock (and Collingwood, Salisbury, Nelson and Bramley Moore Docks) and the flight of locks to the east in 1848.

Stanley Dock also had a direct link with the Lancashire and Yorkshire Railway, via the the opening in the security wall in the centre of Walter Street. This enabled the dock to function efficiently as a multi-modal trans-shipment point with connections to the canal, the railway, the road system and the sea (via Collingwood and Salisbury Docks).

Stanley Dock is the only dock in Liverpool which was excavated wholly from dry land and it is the only surviving dock on the landward side of the dock road (Old Dock survives but was infilled in the 1820s and notwithstanding the Old Dock Experience Visitor Centre, it is mostly an archaeological resource. Similarly, Herculanum Dock is infilled although its site is now on the landward side of the new riverside drive).

The dock basin was originally almost square in shape, but became rectangular when it was partially infilled to accommodate the later Tobacco Warehouse.

Only three years after the passing of the Act of Parliament which enabled the construction of the Albert Dock, the Trustees of the Port of Liverpool gained another private bill to enable further expansion of docks northward along the Mersey. The 1844 Dock Act stated that:

'...the increasing Commerce of the Town and Port of Liverpool requires that additional Docks, Basins, and other Works should be forthwith provided for the further Accommodation of Vessels trading to and from the said Town and Port' (Section 83, 1844 Dock Act).

The 1844 Act allowed the Dock Trustees to purchase the Harrington Docks Company, and enabled the construction of new wet docks, graving docks, and other associated infrastructure north along the banks of the Mersey as far as Sandhills Lane. At this time, the area between Clarence Dock (opened 1830) and Sandhills Lane remained largely undeveloped. Gage's's map of Liverpool published in 1841 (extract above) shows this area to have been predominantly rural, with some small scale development of housing,

including a large villa and grounds named Sand Hills and a diamond-shaped fortress immediately west of the future site of Stanley Dock. Land reclamation is shown along the river edge to the north of Clarence Dock, with a curved river wall extending through the area of Wellington Dock. Most of the land had long been owned by the Earls of Derby, of the Stanley family after whom the dock (and Stanley Road and Stanley Park) is named. The 13th Earl of Derby sold the land to the Dock Committee 1843 sold the land for the northwards expansion of the docks for £17,500.

The Dock Engineer's Report for 1844-5 records work on the new north docks to have commenced in July 1844 with the construction of a new river wall, enabling reclamation of land to the east for the construction of the new docks. Subsequent reports document the rapid pace of construction, culminating with the opening of Salisbury, Collingwood, Stanley, Nelson and Bramley Moore Docks on the 4th of August 1848. These docks formed an enclosed inter-connecting system linked to the river by entrances in Salisbury Dock, enabling the movement of ships between docks without needing to pass into the River Mersey, and connected directly with the Leeds and Liverpool Canal by the series of four locks rising upwards from Stanley Dock.



Plan of proposed system of docks 1846

Wellington Dock and Sandon Dock were actually also planned as part of the single programme with Salisbury Dock, Collingwood Dock, Stanley Dock, Nelson Dock and Bramley-Moore Dock and were under construction at the same time, having been authorised by the 1844 Dock Act but were not completed or opened at the same time. The creation of these further seven docks, at the same time as the construction of Albert Dock further south, showed remarkable confidence in the continuing growth of demand for port facilities in Liverpool. The Dock Committee was aware of increasing mechanisation and methods of mass production in its industrial hinterland, the recent advent of the railway age which improved communications with them and the increase in the nation's population, which all needed feeding, clothing and accommodation. The Dock Committee was also influenced towards optimism by the unbounded commercial success of its previous docks. The tonnage of goods going through Liverpool had increased by nearly a third between 1836 and 1841, had doubled in the fifteen years since work had begun on Canning Dock and had more than trebled since the completion of Princes Dock in 1821. But, not only had the amount of trade been increasing, but the size of ships had been increasing, from an average of 107.5 tons in 1821 to 150.5 in 1841.

Work on the docks was begun in August 1844 and involved, for the first time, excavation from dry land to create Stanley Dock. By the summer of 1847, over 3,000,000 cubic yards of sandstone and soil had been excavated and most of the dock retaining walls had been constructed. The dock retaining walls were 33 ft high and the river wall was 37½ ft high. The project was a massive civil engineering operation, employing over 4,000 men for four years, mostly employed by private contractors, but up to 1,800 employed directly by the Dock Committee, under the overall supervision of Hartley.

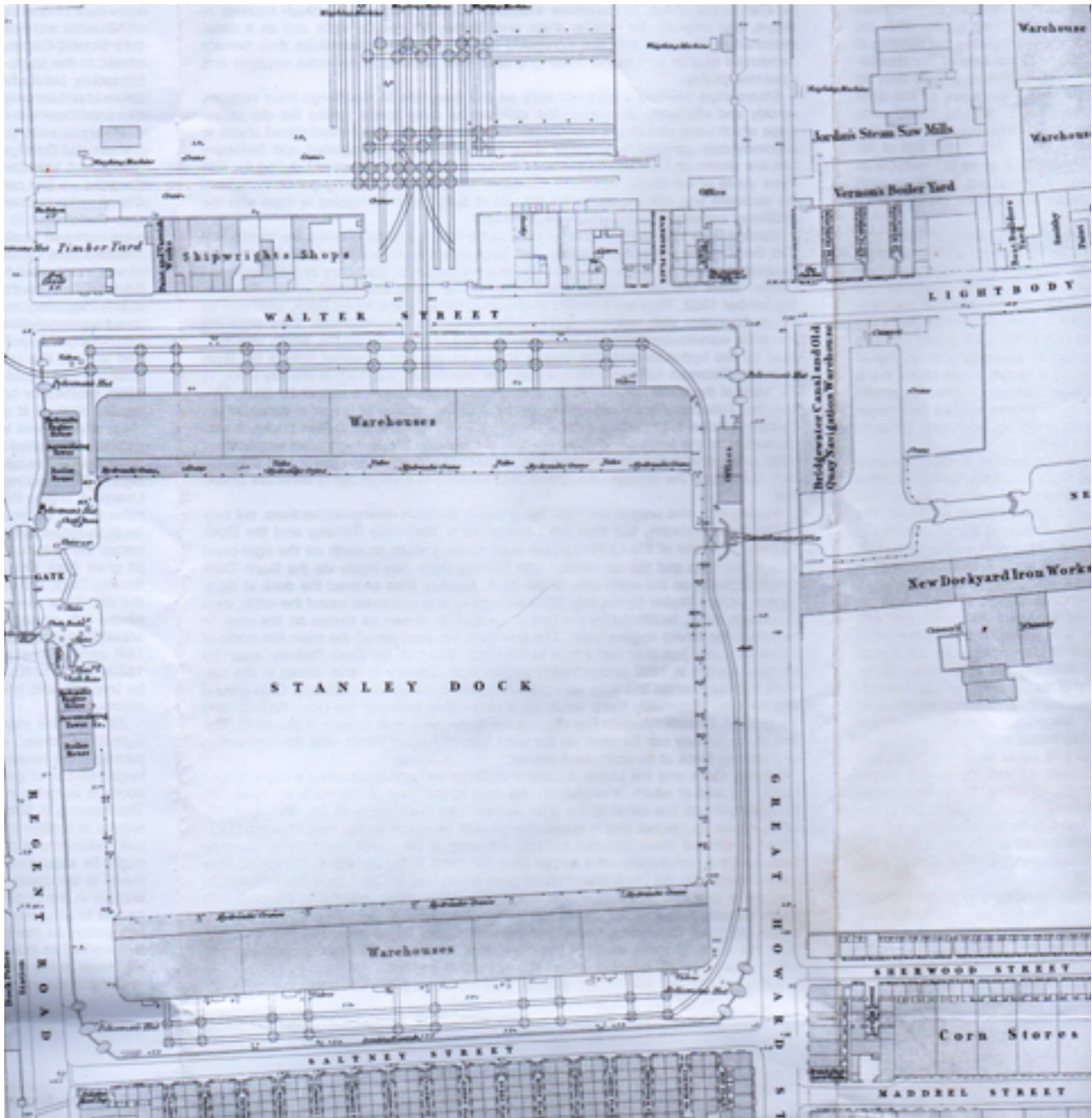
The complex of docks comprising Salisbury, Collingwood, Stanley, Nelson and Bramley-Moore represented the culmination of Hartley's development of dock design in Liverpool. Adrian Jarvis, the Curator of Port History, says of them in *Liverpool: Central Docks*: "Everything which Hartley had learned, whether from others or from his own outstanding talents, was incorporated in this coherent programme." Adrian Jarvis suggests that the system of docks is one of Hartley's major achievements and refers to 1848 as an *Annus Mirabilis*!

Although Stanley Dock itself opened in 1848, the warehouses were not constructed immediately. The contracts for the North and South Warehouses were let in 1852 but there were delays in their construction, leading to some stern letters from the Dock Board's lawyers to the contractor, William Tomkinson and the iron-master Thomas Pearson and Co.. The buildings were designed from the beginning to house the relatively new technology of hydraulic power. The hydraulic equipment was purchased in 1854 from William Armstrong in Newcastle and the structures were effectively fitted out by 1855.

The two Stanley Dock Warehouses were designed by Jesse Hartley in a similar design to those at Albert Dock and Wapping Dock, to provide secure storage for high-value, bonded goods. They soon became used almost exclusively for the storage of tobacco, which needed to be "rested" for up to 3 years, despite them not being ideal for that purpose. The North Warehouse was also used for storing rum and occasionally other goods.

The water area of Stanley Dock when built was 7 acres 120 sq yards, with quay space of 753 yards. When the warehouses were completed it was an instant success, earning a revenue of £28,752 in the year to 1958. Its revenue was derived from the two greatest trades of the port, the American and East Indian markets.

A major problem for the use of Stanley Dock in the later part of the 19th C was the width of the passage from Collingwood Dock, which, at 51 ft, was too narrow for many new ships after the increase in size, especially in the 1880s. Much of the tobacco was therefore loaded on to wagons in Collingwood Dock and pulled through by horses.



1864 OS Map

The demand for space for the storage of tobacco at Stanley Dock continued to rise, even though there was already a huge public Tobacco Warehouse further South between King's Dock and Wapping Dock which was 90 ft wide by 575 ft long (not demolished until 1904).

In 1873, a letter to the Dock Board from Edward Samuelson, chairman of the group of tobacco importers using Stanley Dock stated: