

Windows

Most of the original cast iron windows survive although they vary significantly in condition and extent of corrosion. There is a variety of sizes, shapes and methods of opening but they were all designed for a warehouse, rather than for residential use. A detailed window survey is required to ascertain the full range of windows in the building and their potential for retention/repair or replacement.

Historic Artefacts

In addition to the historic fabric and artefacts already mentioned, few other historic fixed (ie protected by listing status) artefacts survive in the Tobacco Warehouse, as the building was comprehensively stripped out in the past. A more detailed survey and schedule of small historic features, such as the cleats in the recesses in reveals of the ground floor loading bays will be prepared in advance of the implementation of the proposal.

A few unfixed historic artefacts (ie not protected by listed status) which relate to the function of the building as a tobacco warehouse are still lying around and it is proposed that these be gathered and stored securely for potential use as part of the heritage interpretation of the site.



Cleat in reveal of loading bays



Signage

Bridges

Three bridges connect the Tobacco Warehouse to the South Warehouse at first floor level. They have wrought iron panels on the sides, fixed by rivets and "T" profile angle iron, and braced together by cross bars and roof trusses. They have pitched roofs, which are glazed or covered with corrugated sheets and floors constructed of cast iron panels bolted together. They are in varying conditions



Underside of bridge



Inside bridge



Side and roof of bridge

Pneumonia Alley

The road passage between the Tobacco Warehouse and the South Warehouse is known as Pneumonia Alley, because it is almost permanently in shade. It was an area contained within Stanley Dock until the construction of the Tobacco Warehouse but now forms part of the setting of both buildings. It is mostly surfaced with natural traditional materials of granite and stone setts and retains several lengths of railway track which provide strong visual evidence of the use of railway trucks in Stanley Dock.



Stone setts and railway tracks in Pneumonia Alley

4. Heritage Designations and Significance

4.1 The Stanley Dock Conservation Area

The whole of the Stanley Dock Ensemble, including the Tobacco Warehouse, is located within the Stanley Dock Conservation Area, which was designated by Liverpool City Council in 2003, demonstrating that the City Council considered that the area is a place of “architectural or historic interest, the character of which it is desirable to preserve or enhance”.

A previous report to the City Council seeking authority to designate the conservation area had stated the reason for the designation:

“In summary, the docks form part of the 7½ miles of Liverpool’s dockland and associated warehouses. They are examples of revolutionary nineteenth century architecture and engineering, and are representative of the City’s historical maritime achievement. This inheritance, which survives to this day due to its time-defying craftsmanship, is a valuable asset to Liverpool City. The River Mersey, a perfect natural harbour provided easy excavation for the creation of the docks, and gave Liverpool a position of unequalled strategic importance on the western coast, presenting the area with excellent communication links with Lancashire, Yorkshire and the Midlands.”



Stanley Dock Conservation Area

4.2 The Listed Status

The Tobacco Warehouse is a Grade II listed building, which confirms that Historic England and the national government considers that it is a building of special architectural or historic interest.

The building was listed in 1975 with the brief description:

SJ 3392 STANLEY DOCK L5

18/1189 Tobacco Warehouse on south side of Stanley Dock 14.3.75. G.V. II

Warehouse. Dated 1900. Red and blue brick on a high, rusticated stone base. 12 storeys, 42 x 7 bays. Panelled with pilasters, and crowned by small pediments and parapets. Extends whole length of dock on south side, in front of the earlier Stanley Warehouse.

The listing description is for identification purposes only and does not necessarily include reference to all of the building's cultural significance.

The list entry confirms that the Tobacco Warehouse has group value with adjacent listed buildings. The North Warehouse is a Grade II* listed building. The South Warehouse, the Hydraulic Power Station, the gate piers, the passage into Collingwood Dock, the bridge on the Leeds and Liverpool Canal and the entrance to the Leeds and Liverpool Canal are all Grade II listed buildings.

The listing of these buildings confers statutory protection on the buildings themselves, their fixtures and fittings, their setting, their curtilages and on structures within their curtilages.

4.3 Liverpool Maritime Mercantile City World Heritage Site

4.3.1 UNESCO's World Heritage Convention (1972) is based upon the premise that the cultural and natural heritage of the world, which has outstanding universal value (OUV), authenticity and integrity, is so important that it is the inheritance of the whole of mankind.

The *Liverpool - Maritime Mercantile City World Heritage Site* (WHS) was inscribed by UNESCO's World Heritage Committee in 2004. The fundamental reason for Liverpool's inscription is that:

Liverpool is the supreme example of a commercial port at the time of Britain's greatest global significance.

4.3.2 The Stanley Dock ensemble is an integral part of the WHS and it therefore has Outstanding Universal Value (OUV).

The Statement of Outstanding Universal Value for the WHS was approved by the WH Committee in 2010. It represents a succinct explanation of why the WHS has OUV. The Statement includes the following comments which are relevant to Stanley Dock:

Liverpool was a pioneer in the development of modern dock technology, transport systems and port management, and building construction.

Six areas in the historic centre and docklands of Liverpool (one of which is the Stanley Dock Conservation Area) bear witness to the development of one of the world's major trading centres in the 18th, 19th and early 20th centuries.

It had major significance on world trade as one of the principal ports of the British

Commonwealth. Its innovative techniques and types of dock, dock facilities and warehouse construction had worldwide influence. Liverpool was instrumental in the development of industrial canals in the British Isles in the 18th century, and 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.

4.3.3 The Statement lists the relevant generic criteria for OUV and explains how the Liverpool WHS meets them:

Generic Criterion (ii):

Exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town planning or landscape design.

How Liverpool meets the criterion:

Liverpool was a major centre generating innovative technologies and methods in dock construction and port management in the 18th, 19th and early 20th centuries. It thus contributed to the building up of the international mercantile systems throughout the British Commonwealth.

Generic Criterion (iii):

Bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared.

How Liverpool meets the criterion:

The city and the port of Liverpool are an exceptional testimony to the development of maritime mercantile culture in the 18th, 19th and early 20th centuries, contributing to the building up of the British Empire. It was a centre for the slave trade, until its abolition in 1807, and for emigration from northern Europe to America.

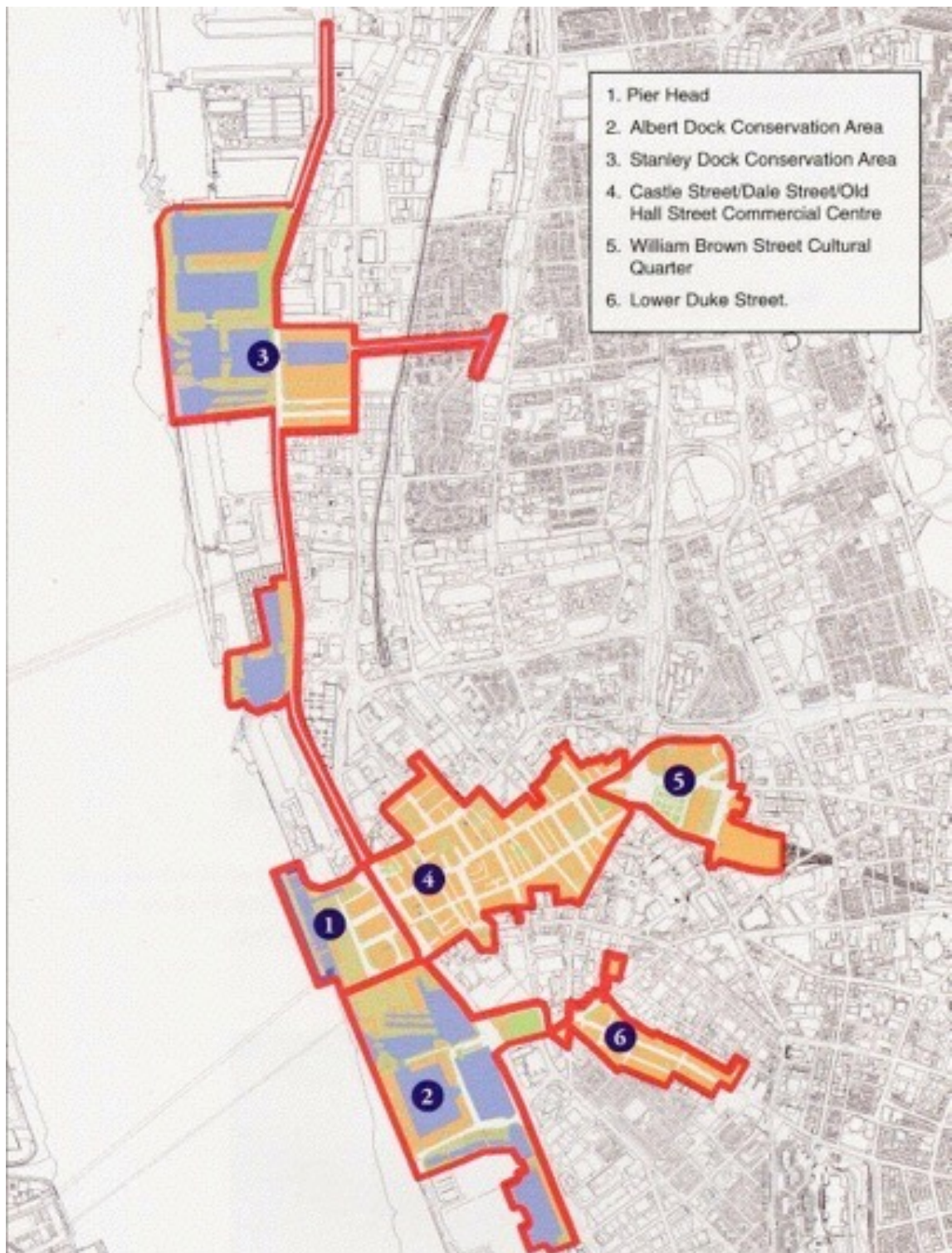
Criterion (iv)

Be an outstanding example of a type of building or architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history.

How Liverpool meets the criterion:

Liverpool is an outstanding example of a world mercantile port city, which represents the early development of global trading and cultural connections throughout the British Empire.

The Stanley Dock ensemble provides key evidence of Liverpool's technological development in port facilities and Liverpool's tradition of maritime culture.



Liverpool Maritime Mercantile City World Heritage Site

4.3.4 The statement includes the following relevant explanations of how the site meets UNESCO's tests for integrity and authenticity:

Integrity (the measure of wholeness)

The key areas that demonstrate Outstanding Universal Value in terms of innovative technologies and dock construction from the 18th to the early 20th century and the quality and innovation of its architecture and cultural activities are contained within the boundaries of the six areas forming the property. The major

structures and buildings within these areas are generally intact although some such as Stanley Dock and associated warehouses require conservation and maintenance.

Authenticity (the measure of truthfulness)

The production and adoption of design guidance minimizes the risks in and around the WH property that future development might adversely affect architectural quality and sense of place, or reduce the integrity of the docks.

Within the property, the major dock structures, and commercial and cultural buildings still testify to the Outstanding Universal Value in terms of form and design, materials, and to some extent, use and function. Warehouses at Albert Dock have been skilfully adapted to new uses.

No significant loss of historical authenticity has occurred, as the physical evidence of the City and its great past remain prominent and visible, and in some cases has been enhanced. The main docks survive as water-filled basins within the property and in the buffer zone. The impact on the setting of the property of further new development on obsolete dockland is a fundamental consideration. It is essential that future development within the World Heritage property and its setting, including the buffer zone, should respect and transmit its Outstanding Universal Value.

The Stanley Dock ensemble possesses high degrees of integrity and authenticity.



Early 20th century photograph of Tobacco Warehouse with trawler being loaded in Collingwood Dock

4.4 WHS Attributes at Stanley Dock and the Tobacco Warehouse

4.4.1 In accordance with requests from UNESCO, Liverpool City Council and English Heritage have undertaken further work to identify tangible and intangible attributes of the WHS which carry the OUV and which assist with the understanding of the OUV. The attributes have not been formally approved but the draft list below provides a helpful checklist against which the Stanley Dock ensemble and its various components is assessed:

4.4.2 The attributes of Criterion (ii): Innovative techniques and methods of construction:

- a) *Layout and planning of docks in relation to each other, to the river, to the city and to other transport modes* - Stanley Dock demonstrates the expansion of the docks northwards and inland; a functional relationship with other docks, the city centre and other modes of transport (canal, railway and road) and; the evolution of a dock and warehouse ensemble
- b) *Dock structures including dock gates* - Stanley Dock has a number of dock related structures and a pair of dock gates
- c) *Warehouses* - Stanley Dock has three monumental warehouses: the globally superlative (in size) Tobacco Warehouse, the South Warehouse and the North Warehouse and demonstrates part of the story of the evolution of warehouses as a building type
- d) *Technical buildings* - Stanley Dock has the technical building of the early Hydraulic Power Station
- e) *Dock wall and security* - Stanley Dock has its own dock security wall and security system. The tobacco warehouse, with its double padlocked doors and unusual circulation system, demonstrates aspects of security
- f) *Innovative port management* - Stanley Dock was managed by the Mersey Docks and Harbour Board (the first of its kind)
- g) *Spirit of innovation* - Stanley Dock exhibits innovation in the use of hydraulic power and fireproof construction, inter-linking of docks and linking to railway and canal
- h) *International mercantile systems* - The trade of tobacco and spirits at Stanley Dock necessitated international trading systems

4.4.3 The attributes of Criterion (iii) Maritime Mercantile Culture:

- a) *Dock structures, Victoria Clock Tower, boundary wall* - Stanley Dock has significant dock structures and boundary wall
- b) *Commercial offices and banks*
- c) *Prestigious display buildings* - the Tobacco Warehouse, the gate piers and the Hydraulic Power Station are prestigious display buildings

- d) *Lives of merchants*
- e) *Lives of dock workers* - Stanley Dock demonstrates the working lives of dockers and warehousemen
- f) *Lives of sailors*
- g) *Role in the slave trade*
- h) *Role in emigration*



Train at Stanley Dock Station on Liverpool Overhead Railway

4.4.4 The attributes of Criterion (iv): Outstanding Example of World Mercantile City:

- a) *Dock landscape* - Stanley Dock is a highly impressive and prominent part of the dock landscape
- b) *Docks and urban plan* - Stanley Dock is a significant element of the docks and the urban plan of the city
- c) *Relationship of commercial centre, docks, river and sea* - Stanley Dock demonstrates a functional relationship between itself, the commercial centre, the other docks, the river and the sea
- d) *Civic pride manifested in grand architecture* - Stanley Dock demonstrates some elements of civic pride, in its grand architecture
- e) *Commercial offices, shipping offices and banks*
- f) *Cultural display*



Early/mid 20th century photograph of entrance at Saltney Street/Regent Road

4.5 Definition of Level of Significance of Heritage Assets

4.5.1 In order to systematically and transparently assess the significance of the Stanley Dock ensemble and its components, in terms of the extent to which they are attributes of the WHS, a methodology for measuring significance is helpful. No definitive methodology for measuring/ evaluating significance exists but the evaluation method used in this statement is that which is set out in Appendix 3A of the ICOMOS *Guidance on Heritage Impact Assessments* (2011). In this system, the value of heritage assets is assessed in relation to statutory designations, international, national and local, but linked clearly and objectively to the components identified in the Statement of OUV, integrity and authenticity. Almost all assets in a WHS are generally of *Very High Significance*, and this applies equally to Stanley Dock. Where necessary, qualitative assessments have been made, using professional judgement to determine the importance of the resource. The value of the assets and attributes are defined using the following graded scale, in accordance with Table 1 below:

- Very High
- High
- Medium

- Low
- Negligible
- Unknown

Table 1. Definition of significance of heritage assets, as set out in Appendix 3a of the ICOMOS guidance

Level of Significance	Definition of Heritage Assets
Very high	<ul style="list-style-type: none"> • Sites, structures or landscapes of acknowledged international importance inscribed as WHS Assets that contribute significantly to acknowledged international research objectives • Urban landscapes of recognised international importance • Associations with particular innovations or developments of global significance • Associations with individuals of global importance
High	<ul style="list-style-type: none"> • Scheduled monuments and undesignated assets of such importance to be scheduled
	<ul style="list-style-type: none"> • Grade I and II* listed buildings, and Grade II buildings with exceptional qualities • Conservation Areas containing very important buildings • Undesignated structures of clear national importance • Urban landscapes of exceptional importance • Associations with particular innovations or developments of national significance • Associations with individuals of national importance

Medium	<ul style="list-style-type: none"> • Designated or undesignated assets that contribute to regional research objectives • Grade II listed buildings and undesignated buildings that have exceptional qualities or historical associations • Conservation Areas that contain buildings that contribute significantly to its historic character • Historic townscapes with important integrity in their buildings or built settings • Associations with particular innovations or developments of regional or local significance • Associations with individuals of regional importance
Low	<ul style="list-style-type: none"> • Designated or undesignated assets of local importance • Assets compromised by poor preservation and/or poor survival of contextual associations • Assets of limited value, but with potential to contribute to local research objectives • Locally listed buildings • Assets of modest quality in their fabric or historical associations • Historic townscapes with limited integrity in their buildings or built settings • Associations with individuals of local importance • Poor survival of physical areas in which activities occur or are associated
Negligible	<ul style="list-style-type: none"> • Assets with little or no surviving archaeological interest • Buildings or urban landscapes of no architectural or historical merit and buildings of an intrusive character

4.5.2 The heritage assets at Stanley Dock, are fundamental attributes of OUV and contribute to the integrity and authenticity of the WHS. Those assets which are directly relevant to the current application have been assessed in accordance with the

methodology above as to their significance as attributes and the results are shown in the table below:

Heritage Asset	Listing Grade	Attribute Carried	Level of Significance
Stanley Dock Ensemble	II* & II	ii) a, b, c, d, e, f, g, h iii) a, c, e iv) a, b, c, d	Very High
Tobacco Warehouse	II	ii) a, c, d, e, f, g, h iii) a, e iv) a, b, c	Very High
Entrances with gate piers	II	ii) a, e iii) a, c, e iv) a, b, d	Very High
Security Wall	Not listed in their own right	ii) a, e iii) a, c, e iv) a, b, d	Very High
Historic Artefacts	Unlisted as individual items	ii) b iii) a iv) a	High
Historic Surface and Railtracks	Unlisted as individual items	ii) a iii) a iv) a	High

This assessment demonstrates that the Stanley Dock ensemble and its components are key attributes of the WHS, assist Liverpool in meeting the criteria for OUV and are mostly of *Very High* and *High* significance in the WHS. A further evaluation of some of the individual components of the Tobacco Warehouse will be undertaken elsewhere in this statement.

4.5.3 Summary of the Cultural Significance of Stanley Dock

To summarise the above narrative, Stanley Dock is a dock and warehouse ensemble of very high historic and cultural significance for the following reasons:

1. The Stanley Dock ensemble is an architecturally and historically important ensemble, demonstrating authenticity and integrity of an evolved bonded dock and warehouse system. It is a major landmark within the dockland landscape. The Tobacco Warehouse demonstrates architectural refinement in the use of polychromatic brickwork and complex articulation in the external walls.
2. Stanley Dock is at the centre of and an integral component of Liverpool's globally superlative collection of historic docks. It is also an integral component of the system of 5 inter-linked docks (together with Collingwood, Salisbury, Nelson and Bramley Moore Docks) which were all planned and opened at the same time.

3. Stanley Dock was the first dock to be directly connected to the canal and railway systems
4. The warehouses at Stanley Dock are integral components of Liverpool's collection of warehouses and help to tell the story of the evolution of warehouses as a building type. The Tobacco Warehouse illustrates specialised features incorporated for the handling of tobacco, with its low floor-to-ceiling heights and two types of roof form.
5. The North and South Warehouses at Stanley Dock are early examples warehouses which were built using fire-proof construction and the Tobacco Warehouse is a later demonstration utilising some different techniques and materials.
6. The Tobacco Warehouse was the largest warehouse in the world when built - 27 million bricks
7. The buildings and equipment at Stanley Dock demonstrate one of the earliest uses of hydraulic power in the world
8. The Stanley Dock, the North and South Warehouses, the Hydraulic Pumping Station and the security wall are all the work of Jesse Hartley, who was: a) the world's first full-time salaried dock engineer, b) the Dock Engineer to the Port of Liverpool 1824-60 and c) internationally influential
9. Stanley Dock provides important evidence of the scale and operation of Liverpool's tobacco industry
10. The boundary walls and gateways: a) are striking and defining features of Liverpool's dockland landscape, especially when seen together with the attached gateways and the main dock wall, which together create a strong, industrial and maritime identity; demonstrate the fundamental need to provide security against theft of goods within the dock and the impression of security.
11. Stanley Dock and the Tobacco Warehouse in particular, demonstrate Liverpool's trading and defence relationship with the USA, with the importation of American tobacco and the use of the ensemble by American forces during WWII
12. Stanley Dock bears witness to the social history of the lives of dock workers and warehousemen

5. Relevant Heritage Policies

5.1 Introduction

5.1.1 The Tobacco Warehouse and the structures within its curtilage are protected as Grade II listed buildings. Listed Building Consent (LBC) is required before carrying out works which affect the historic character or fabric of the listed buildings or structures at Stanley Dock. It is a criminal offence to carry out unauthorised works to a listed building.

5.1.2 The Stanley Dock Conservation Area designation imposes restrictions on demolition and requires that special attention is given to the preservation or enhancement of its character or appearance.

5.1.3 World Heritage status is a material consideration in the determination of planning applications and requires that the Outstanding Universal Value (OUV) of the WHS should be protected, conserved and presented.

5.1.4 A previously approved listed building consent (07L/0936) and planning permission (07F/0931) gave approval for change of use of the Tobacco Warehouse to mixed commercial and residential uses and extensive interventions in the Tobacco Warehouse and surroundings, subject to compliance with the conditions attached to that consent, but those approvals were not implemented and have expired. An application for Listed Building Consent (11L/1912) for major interventions in the fabric of the Tobacco Warehouse was submitted on behalf of Stanley Dock Properties and was approved by Liverpool City Council in December 2011. The consent has expired. A complementary Planning Permission (11F/1911) for conversion of the Tobacco Warehouse into apartments and commercial uses and creation of an internal car park was submitted on behalf of Stanley Dock Properties and approved by Liverpool City Council's Planning Committee but the decision notice was not issued because a S.106 Agreement was not signed. This statement provides justification for alternative changes of use and works through the submission of a new applications for listed building consent and planning permission, in the context of current heritage policies.

5.1.5 This application should be determined on the basis of the specific proposals in the application but also in the context of: the on-going implementation of the approvals for conversion of the North Warehouse and Rum Warehouse to an hotel and conference centre and; the approved proposals for the conversion of the South Warehouse to an hotel and serviced apartments. The current proposals should therefore be seen as part of a comprehensive solution to the long-term challenges of bringing the whole Stanley Dock ensemble back into beneficial use and a good state of conservation.

5.1.6 Some *Conservation Principles* were established to guide the on-going works to the North Warehouse. It is proposed that the conservation principles set out below and based upon the earlier principles be agreed to guide the works at the Tobacco Warehouse.

5.1.6 The application should also be determined against the relevant local and national policies and the international guidance. These policies and guidance should also be considered alongside the need to create an economically viable development in the Tobacco Warehouse which will provide income to pay for its long-term maintenance.

Policy and Guidance Context

5.2 Local Policy

5.2.1 World Heritage Site Supplementary Planning Document

Stanley Dock is subject to the guidance in the Liverpool World Heritage Site Supplementary Planning Document (2009) The SPD contains the following relevant guidance:

a) Re-use of Historic Buildings

5.4.4 The Council is committed to ensuring that unlisted historic buildings in the WHS are wherever possible retained and re-used.

5.4.5 ...the Council will generally support proposals to deliver viable long-term uses for historic buildings (whether listed or not) in the WHS...

5.4.6 In cases regarding listed buildings or larger / more complex historic buildings the Council will generally require applications to be accompanied by a Conservation Statement or Conservation Management Plan...

b) Conservation Works

5.8.2 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.

c) Guidance Specific to Stanley Dock Conservation Area

i) Vision for the Area

6.4.4 The Stanley Dock complex will be revitalised by a mixed-use scheme that will bring new life into the area and through the implementation of a Conservation Management Plan will also ensure the long-term conservation of the key historic buildings in the complex.

ii) Public Realm

6.4.16 Historic paving materials and fixtures and street furniture should be preserved, conserved and replicated where the historic character of the docks survives. Areas of railway track should be preserved in situ.

d) Guidance Specific to Stanley Dock

6.4.20 Any development proposals for the complex must therefore respect its integrity and historical authenticity. The designs and proposals should be of the highest standard and seek to retain the fabric and character of the principal buildings and structures, as far as possible. However, the inherent form of the Tobacco Warehouse (low floor to ceiling heights and lack of natural light) introduces a design challenge for the sustainable re-use of the building and so some compromises will be considered on the acceptable level intervention in the

historic fabric. The proposals should respect the site's waterfront setting and unique townscape of the complex.

5.2.2 Unitary Development Plan, Core Strategy and Local Plan

Planning applications are currently decided upon primarily by using the “saved” policies of the Unitary Development Plan (UDP), a statutory document which is a one of the documents that sits within the Local Plan. The UDP will gradually be replaced when the Liverpool Local Plan is adopted and until then the UDP policies will still be used to determine planning applications. Liverpool City Council is now working on the Local Plan for Liverpool. The Core Strategy DPD which has been under preparation for a number of years will not be submitted as a separate DPD, but will instead, form the framework for the Local Plan for Liverpool.

The Local Plan will set out a spatial vision, spatial objectives and strategic policies (based on those in the Core Strategy).

The Submission Draft of the Core Strategy (2012) includes the vision for the future that:

The internationally significant UNESCO WHS will have been sensitively managed, providing a catalyst for future economic regeneration within the city centre and the waterfront.

Strategic Objective One - Strengthen the City's Economy, includes the objective to:

...maximise the contribution of the city's assets, including its architectural, historic and cultural heritage.

Strategic Policy 23 - Key Place-Making and Design Principles, includes the commitment that:

Development proposals will be required to demonstrate:... Protection and enhancement of the character and identity of the city's historic fabric including the wider setting of heritage assets

The Core Strategy intended to implement “saved” policies from the existing Unitary Development Plan (adopted November 2002).

The key “saved” policies from the the Unitary Development Plan 2002 were:

GEN1 Economic Regeneration

GEN3 Heritage and Design in the Built Environment

GEN9 Liverpool City Centre

HD1 Listed Buildings

HD3 Demolition of Listed Buildings

HD4 Alterations to Listed Buildings

HD5 Development Affecting the Setting of a Listed Building

HD8 Preservation and Enhancement of Conservation Areas

HD9 Demolition of Buildings in Conservation Areas

HD10 Alterations of Non-Listed Buildings in Conservation Areas

HD11 New Development in Conservation Areas

HD12 New Development Adjacent to Conservation Areas

HD18 General Design Requirements

5.3 National Policy

5.3.1 National planning policy on heritage issues is set out in Section 12 of the National Planning Policy Framework (2012). It advises:

131. In determining planning applications, local 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

...As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm or loss of heritage assets of the highest significance, notably ... Grade I and II listed buildings...and World Heritage Sites, should be wholly exceptional*

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.

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

b) The government's *Circular 07/2009 - Protection of World Heritage Sites* advises that:

...local planning authorities should aim to satisfy the following principles:

- protecting the World Heritage Site and its setting, including any buffer zone, from inappropriate development

- striking a balance between the needs of conservation, biodiversity, access, the interests of the local community and the sustainable economic use of the World Heritage Site in its setting

5.4 International Guidance

The fundamental principle of World Heritage Sites, as established in UNESCO's *World Heritage Convention* (1972) and *The Operational Guidelines for the Implementation of the World Heritage Convention* (2012) is that the cultural (and natural) heritage of the world which is of outstanding universal value should be identified, protected, conserved, managed and presented.

a) UNESCO's *Budapest Declaration* (2002) states:

UNESCO seeks to achieve: ...an appropriate and equitable balance between the needs of conservation, sustainability and development so that the Site can continue to contribute to the social and economic development and quality of life of our communities.

b) UNESCO's *Vienna Memorandum* (2005) states:

30. Economic aspects of urban development should be bound to the goals of long-term heritage preservation.

31. Historic buildings, open spaces and contemporary architecture contribute significantly to the value of the city by branding the city's character. Contemporary architecture can be a strong competitive tool for cities as it attracts residents, tourists, and capital. Historic and contemporary architecture constitute an asset to local communities, which should serve educational purposes, leisure, tourism, and secure market value of properties.

c) UNESCO's *Recommendation on the Historic Urban Landscape* (2011) states:

The historic urban landscape approach is ...rooted in a balanced and sustainable relationship between the urban and natural environment, between the needs of present and future generations and the legacy from the past.

Special emphasis should be placed on the harmonious integration of contemporary interventions into the historic urban fabric.

d) UNESCO's *Managing WHSs* (Nov 2013) states:

...heritage could no longer be 'confined to the role of passive conservation of the past', but should instead 'provide the tools and framework to help shape, delineate and drive the development of tomorrow's societies'. It reflected, as well, a tendency to consider 'living' sites as part of the heritage, rather than only monuments...

The historic environment has always changed and will continue to change in response to human needs and to other factors, sometimes catastrophic. The property manager has to recognize that any part of the historic environment may have multiple and changing values (as mentioned above) which may be in conflict if not carefully managed. Change may also be necessary to allow a place to continue its original function. This is true of much religious heritage and of places such as national parliamentary buildings, whose fabric has been adapted to allow them to continue to act as the legislature. Change may also lead to keeping a

heritage place in beneficial use, which is generally the best way of ensuring its future maintenance and upkeep.

The management of the historic environment is therefore the management of change.

6. The Regeneration Opportunity at Stanley Dock

6.1 The Liverpool World Heritage Site Management Plan (2003) has the *Vision for the Future* in text that:

Liverpool – Maritime Mercantile City WHS will be managed as an exemplary demonstration of sustainable development and heritage-led regeneration.

The Management Plan also has the Vision for the Future in a diagram with the statement:

Stanley Dock revitalised by a mixed use heritage-led regeneration scheme

Objective 2.2 of the Management Plan is to:

Implement regeneration schemes that conserve and enhance the significance of the WHS

6.2 Liverpool Vision is the publicly-owned urban regeneration company for the city. It has worked with the City Council and others to produce the North Liverpool Strategic Regeneration Framework (2010) which is intended to promote the regeneration of North Liverpool. In that SRF, Proposal 5 for Area 2 Liverpool Waters and Hinterland (Page 123) is:

Work with the owners of Stanley Dock to restore it and bring it back into productive use. These iconic historic buildings present the opportunity to act as positive catalyst for the regeneration of the surrounding parts of North Shore.

In order to help deliver this proposal, Liverpool Vision has promoted the regeneration of the site by:

- a) paying for the display of advertisement posters around the city advertising the regeneration opportunity of Stanley Dock
- b) offering a grant of approximately £5m from the Regional Growth Fund to contribute towards the huge costs of the project at the North Warehouse (albeit that the grant was not paid due to technical issues)



Liverpool Vision's advertisement poster

6.3 Liverpool Vision also used the hotel and conference centre in the North Warehouse and Rum Warehouse for accommodation and as a venue in the International Festival of Business 2014.

7. Conservation Principles, The Proposals and an Assessment of Impact on the Significance of the Heritage Assets

7.1 Introduction

7.1.1 It is clear from local and national policies and the international guidance that the proper conservation of heritage assets generally involves the careful management of their change, rather than their preservation as monuments in their current state.

7.1.2 It is also clear from the approval of a) the earlier LBC (07L/0936) and planning permission (07F/0931) for the whole site and b) the subsequent LBC (11L/1912) and planning approval (subject to the S.106 Agreement) (11F/1911) for the Tobacco Warehouse, that considerable intervention in the historic fabric of the Tobacco Warehouse and its immediate surroundings was previously considered necessary and acceptable, in order to facilitate new uses which will provide income for their repair and long-term maintenance to sustain their significance.

7.1.3 It is also clear from the WHS SPD, the WHS Management Plan, the North Liverpool Strategic Regeneration Framework, the offer of a substantial grant from the RGF for the North Warehouse and Liverpool Vision's poster adverts that the public authorities are positively promoting the principle of the conversion and repair of Stanley Dock.

7.1.4 Key issues to be determined in assessing this application are: have the detailed proposals been designed to achieve appropriate standards of conservation?; will the future maintenance and management of the site be undertaken to consistent and appropriate standards? and; what impact do the proposed works have on the significance of the heritage assets?

7.1.5 To ensure that the detailed proposals have been designed to achieve appropriate standards of conservation, the *Conservation Principles for the Tobacco Warehouse* set out in the following section have been established (based upon similar principles which were agreed for the works to the North Warehouse) and will be followed to guide the design and implementation of works to the Tobacco Warehouse bandits setting.

7.1.6 To ensure that the future maintenance and management of the site will be undertaken to consistent and appropriate standards, it is proposed that the Conservation Management Plan for Stanley Dock, which has already been submitted to Liverpool City Council for approval, will be updated to include greater reference to the Tobacco Warehouse.

7.1.7 To assess the impact of the proposed development and works on the significance of the heritage assets, a heritage impact assessment has been undertaken and is provided below.

7.2 Conservation Principles

It is proposed that all conservation work will be planned and carried out to the highest appropriate conservation standards and will be informed by the following *Conservation Principles for the Tobacco Warehouse*:

7.2.1 Conservation Principles for the Tobacco Warehouse

1. *The retention of the maximum amount of historic fabric in external walls - balanced with the need to adapt the building to apartments on upper floors, commercial uses on the ground floor and the introduction of a car park in the basement*
2. *The retention of the maximum amount of internal historic fabric - balanced with the acceptance that substantial intervention is required to a) provide light and ventilation to the interior of the building and b) provide sustainable living accommodation to a standard which will be acceptable to occupants*
3. *The retention of the cast-iron windows, wherever possible, to be informed by a comprehensive survey of all windows and to be balanced against the need to provide adequate levels of ventilation and thermal insulation*
4. *The retention of areas of cast iron columns and beams and ceilings coated with fire-clay, where the condition of the iron and clay permits*

5. *The appropriate repair of the building and defects that have arisen from past inappropriate repairs, under-utilisation and lack of weatherproofing and maintenance, using materials to match the existing as closely as possible*
6. *The retention of the character and openness of the interiors on the ground floor by the commercial uses, as far as possible, to retain the special quality and characteristics of the interior of the warehouse*
7. *The retention and restoration in situ of fixed artefacts of industrial archaeological interest or their re-siting in an agreed new location, to be informed by a comprehensive survey of the artefacts*
8. *The retention and restoration of unfixed artefacts of industrial archaeological interest and their re-siting in an agreed new location as part of a Heritage Interpretation Strategy, to be informed by a comprehensive survey of the artefacts*
9. *The retention of a sample section of the original roof structure; a photographic and an analytical recording of the existing roof structure to Level 3, in accordance with the guidance in "Understanding Historic Buildings: a Guide to Good Recording Practice" (2006) and; the introduction of a new penthouse level incorporating a new roof structure*
10. *The retention and repair of all adjacent historic external historic floor surfaces, including rail tracks*
11. *The repair of the dock security wall, along with all associated monumental entrance piers, gates and gatehouses and the acceptance of the need for a new vehicular entrance on to Saltney Street*
12. *All new work to aspire to the highest quality of design and execution, in a contemporary expression but related to its historic context: respecting values established through assessment of the significance of the existing building and; avoiding pseudo-historical designs.*

7.2.2. All building conservation projects will be supervised by an experienced and qualified built heritage professional. Contractors working on the repair or alteration of historic buildings or structures will be required to demonstrate their knowledge and experience of appropriate materials and techniques.

7.2.3. When carrying out repairs, removal of original fabric will be minimised. Any proposals to restore or reconstruct missing elements of fabric will require special justification or be based on sound evidence. Interventions will be reversible where possible.

7.2.4 Any external historic materials which needs to be removed shall be: carefully dismantled; retained on site (unless specific authorisation has been given by the heritage consultant); securely stored and; catalogued.

7.2.5 Regard should be had to contributions of different periods of work in the historic structures. The heritage value and significance of work of different periods must be judged within the context of the asset as a whole.

7.2.6. Poor quality previous repairs will be removed and replaced with more sympathetic materials.

7.2.7 Patina of age forms part of the value of historic structures and its removal will only be considered when it is essential to the protection of historic fabric. Falsification of patina is inappropriate.

7.2.8 All repairs will use appropriate materials and be carried out on a like-for-like basis, unless structural or health and safety factors require otherwise.

7.2.9 All construction work will be managed in ways that will minimise the risk of damage, particularly by fire, to the historic fabric during the works. Protection of heritage assets will be ensured, including interior fixtures and fittings that are integral to the design and function of the building. Specialist safety audits and risk assessments will be carried out to best current practice as necessary, including appropriate and adequate induction and on-site training for contractors.

7.2.10 Removal of items that detract from the building's significance will be encouraged.

7.2.11 All conservation works will be recorded and records placed on the site archive and made available for use in the local HER.

7.3 The Proposal

7.3.1 The proposed development at the Tobacco Warehouse will involve alterations, change of use and repairs to the Tobacco Warehouse structure. As with the previously approved schemes, the changes to the Tobacco Warehouse involves the removal of large amounts of interior fabric but this current proposal retains all three "bridges" between the North and South of the Tobacco Warehouse and so involves less loss of internal fabric. The intervention on the exterior will be considerably less than to the interior and this is critical to maintaining much of the significance of the site.

In addition, proposed changes to this structure involve the removal of later accretions/ interventions and a range of necessary alterations to adapt it to a new, viable use.

7.3.2 The proposals overall will have a major beneficial effect on the heritage value of the site by securing a sustainable use for the building which is derelict and in poor condition. The interventions proposed are generally necessary adaptations to create apartments, rooftop penthouse apartments and commercial uses. The most significant change to the Tobacco Warehouse is the major intervention required to achieve usable space in a building that is exceptionally difficult to reuse beneficially because of its deep floor plan and low floor to ceiling heights above the ground floor. The repetitive quality of the internal structure reduces the special interest of this fabric and presents an opportunity to remove an agreed amount of it to achieve a new use, whilst retaining enough evidence of the special interest of the building to maintain its significance. Some changes to the external elevations are also proposed but these are also necessary to provide a new use and will only marginally affect the character of the building.

7.3.3 Proposed changes to the Tobacco Warehouse involve the removal of a significant proportion of the internal structure to accommodate a central light well for apartments, rooftop penthouse apartments and access to commercial uses and the car park from Pneumonia Alley.

The interventions which are proposed can be summarized as follows:

- removal of a limited number of structural cast-iron columns and associated fabric;
- the removal of all personnel and good lifts, internal tobacco hoists and associated machinery;
- the replacement of cast-iron windows where necessary;
- modification of a limited number of the floor structures adjacent to external walls to facilitate the construction of apartments,
- the removal of most internal fire doors;
- the removal of exterior rolling doors at ground level and replacement with glazed screens;
- the replacement of most of the existing roof structure and modification of the parapet to allow for the construction of apartments - but an area of the roof in the SE corner section being retained and conserved as a sample of the "North Lights" roof construction and to accommodate a pair of nesting Peregrine Falcons;
- the re-cladding of retained structure internally to achieve an acceptable fire rating;
- the removal of fire escapes from the north facade;
- removal of the most platforms and cables on the northern and southern elevations;

7.3.4 The formation of the car park in the basement will require the removal of 2 small section of wall to allow for entry/exit ramps for cars.

7.3.5 The light wells/atria in the interior of the building will extend down to the ground floor level necessitating the removal of much of the existing roof and floor structure. Creating these atria will involve the removal of the entire structure (ceiling, floors and cast iron columns and beams in the affected area, from a distance of approximately 15 metres from the exterior wall: - four column-bays will be retained from the external walls of the North and South elevations to the side of the atria; three column-bays will be retained from the external walls of the West and East elevations to the side of the atria and; 2 x three column-bays as linking 'bridges' forming three courtyards/ lightwells, with these linking "bridges" between North and South sides being retained.

7.3.6 The later brick infill panels at ground level on the North elevation will be removed and will restore the colonnade of stanchions to its original form.

7.3.7 Floor arrangements on most levels will need to be significantly modified in order to accommodate the planned apartments and double height space.

7.3.8 The requirement for adequate means of vehicular access and egress will require the removal of a length of the security wall on to Saltney Street (as recently approved for the hotel/apart-hotel scheme for the South Warehouse).

7.4 Heritage Impact Assessment

7.4.1 In accordance with the guidance in ICOMOS's *Guidance on Heritage Impact Assessments* (2011), the impacts of the proposals are assessed below and put into one of nine levels of impact: Very Large Beneficial; Large Beneficial; Moderate Beneficial; Slight Beneficial; Neutral; Slight Adverse; Moderate Adverse; Large Adverse and; Very Large Adverse. As the Tobacco Warehouse is a Grade II listed building and in the WHS, it has been assumed for the purpose of this assessment that it is a heritage asset of Very High Significance, although much of its interior is highly repetitive, non-decorative and is of less significance.

7.4.2 Change of Use

The current proposal is to bring the Tobacco Warehouse back into beneficial use, as specified in the table below, by creating:

- 538 apartments on floors 1 -13
- Office & Exhibition space on the ground floor
- 189 car parking spaces in the basement

The building has not been used as a warehouse for 30 years. and there is no prospect of the building being used as a warehouse again, due to its inherent form. It has effectively been disused during that period except for use of the ground floor for a market on Sundays until 2011. The proposed changes of use will provide much-needed investment in the fabric of the building to ensure its initial restoration and its on-going future maintenance. They will also ensure that the public have access to the building and can therefore better appreciate its significance. The level of understanding of the significance will be enhanced by the preparation and implementation of a Heritage Interpretation Strategy (HIS) for the building, as part of a more extensive HIS for Stanley Dock.

The National Planning Policy Framework [NPPF] (2012) recognises "...the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;"

The proposed changes of use will sustain and enhance the significance of the heritage assets in and around the Tobacco Warehouse and will put it to viable uses consistent with its conservation. The proposal is therefore consistent with national planning policy.

The Liverpool WHS SPD states at Section 5.4.5,:

...the City Council will generally support proposals to deliver viable long-term uses for historic buildings (whether listed or not) in the WHS where they:

- are in broad accordance with allocations and policies within the UDP and adopted SPG / SPD (see HD1 iii with regard to listed buildings)*
- maintain an appropriate mix of uses*
- will not result in the loss of significant elements of historic fabric*
- will not result in the degradation of the character of the street(s) onto which the building(s) face*

The proposed change of use meets the criteria, is in compliance with this guidance and is acceptable in principle.

The SPD states at 5.4.6:

In cases regarding larger / more complex listed buildings, the City Council will require applications to be accompanied by a Conservation Statement or Conservation Management Plan,...

This statement represents the required Conservation Statement and a commitment is given to expanding the submitted Conservation Management Plan for the whole of Stanley Dock to include more specific reference to the management of the Tobacco Warehouse, as and when the proposal is implemented. The proposal is therefore compliant with this guidance for changes of use within the WHS and the conversion will have a very large beneficial impact on the significance and outstanding universal value of the building and the whole ensemble.

Level of Impact on Historic Significance - Very Large Beneficial

7.4.3 Conservation and Intervention in Historic Fabric

Associated with the changes of use, the comprehensive conservation of the external walls of the building will be undertaken and its setting will be enhanced. Some minor interventions to the external fabric are proposed and some major interventions in the internal historic fabric and character and the roof are proposed but the over-riding works will be the repair, restoration and conservation of the retained historic fabric. In order to guide the the scope and quality of the conservation works and the intervention, it is proposed that the above *Conservation Principles for the Tobacco Warehouse* will be followed. The principal works of conservation and intervention and an assessment of their impact on the heritage significance of the Tobacco Warehouse are provided below.

i) External Form and External Appearance of Walls

Fundamental heritage significances of the Tobacco Warehouse are that: it represents a major stage in the evolution of the Stanley Dock ensemble; it is a major landmark within the dockland landscape and; it demonstrates architectural refinement in its external elevations, through the articulation of door and window openings, bays and the use of polychromatic brickwork and complex articulation in the external walls. These significances all rely upon its external appearance. Key objectives of the proposals for the building are to retain that external form and conserve its external appearance as far as possible.

The Tobacco Warehouse is founded on concrete piles which go down to the underlying bedrock. Largely due to these firm foundations, its walls have suffered from no major settlement or distortion and do not require major rebuilding. However, some of the walls, especially at high level, have suffered from being exposed, deterioration and patch repairs. Any localised defects in the walls will be repaired in situ as far as possible, in accordance with the *Conservation Principles* and the specifications already agreed in the *Conditions Compliance* document for the North Warehouse.

The proposal for the Tobacco Warehouse involves the careful conservation of the brickwork and masonry of external walls by: replacing missing or locally damaged fabric with materials to match the original as closely as possible; careful conservation and cleaning of historic fabric by remove excess dirt to restore the original appearance of

materials and to prevent further deterioration and; undertaking repointing where necessary. These works will make good deterioration due to lack of maintenance and previous poor repairs, help to re-instate the contrasting appearance of the different materials and improve the overall appearance and condition of the walls.

The proposal does not involve any extensions to the external walls. The proposal does not involve any intervention in the parapet walls. The proposal involves the removal of non-original infilled brick panels on the quayside.

All work will be undertaken in accordance with the *Conservation Principles*, specifications already agreed for the North Warehouse and any additional methodologies requested by the LPA, which will be submitted and agreed by the LPA prior to implementation.

The proposals will therefore conserve and considerably enhance the external form, external appearance and heritage significance of the Tobacco Warehouse.

Level of Impact on External Form and Appearance of Walls - Very Large Beneficial Impact

ii) Openings in Walls

An important aspect of the Tobacco Warehouse's heritage significance is the articulation of the external walls created by the pattern of window and door openings. The door openings also illustrate aspects of the functioning of the building, marking routes through which goods and people entered and left the building. The proposals involves the retention of all original window and door openings.

The proposals also involves the formation of new window openings, primarily in the West and East elevations, which currently only have three vertical lines of windows, in order to provide light into the proposed new apartments. Whilst this intervention will involve the loss of a limited amount of original brickwork, the openings have been carefully designed to be in the centre of each bay, to be in strict vertical arrangements and to work with the original articulation and rhythm of the elevations.

The proposal involves the enlargement of the three vertical lines of windows on the South elevation between the circular windows to the three staircases. However, it is clear from the external and internal appearance that these openings were originally wider and taller (but probably not as wide as shown on the original drawings) but have been reduced at some point since the construction of the building. The proposal is therefore to return these openings to more like their original appearance and this represents an enhancement of appearance and significance.

All pedestrian doorways on the South elevation are to be retained in their current form.

All loading bay doorways on the ground floor of both the North and South elevations originally had large sliding iron and timber doors but these were badly decayed and prevented light from entering the ground floor. The proposal is that they will all be removed and replaced with contemporary glazing solutions to facilitate natural light into the ground floor of the building. It will be set back behind the face of the brickwork with minimal intervention in the historic fabric, as proposed in all previous applications.

The only loading bays where more intervention is required are at the West and East end of the South elevation, where the walls approximately 1m high need to be removed at the top

of the proposed ramps to enable the entry and exit of vehicles into the proposed basement car park.

The cumulative impact of the proposals on the window and door openings will be to conserve and considerably enhance the external appearance and heritage significance of the Tobacco Warehouse.

Level of Impact on External Appearance - Large Beneficial Impact

iii) Fenestration

Historic windows are crucially important elements of a building's historic fabric and significance. Their retention, if at all possible and practicable at reasonable expense, is a standard conservation objective. In the Tobacco Warehouse, the small panes of the cast iron windows are part of the composition of grids and the complexity of the elevations. However, many of the cast iron windows in the Tobacco Warehouse are damaged and corroded. The glazing bars of the windows and the thickness of the spandrels also restrict the amount of light which gets into the building, and this issue is particularly crucial at lower levels on the South elevation which are shaded by the South Warehouse. A further issue for the retention of the cast iron windows in a residential use is that many of them are either fixed (with no opening lights) or have limited opening lights so that they cannot provide levels of ventilation required by Building Regulations.

Most of the original cast iron windows survive although they vary significantly in condition and extent of corrosion. Most panes of glass are broken. There is a variety of sizes, shapes and methods of opening but they were all designed for a warehouse, rather than for residential and contemporary use. It is essential that all windows provide adequate levels of weather-proofing, thermal insulation, light and ventilation appropriate to the proposed new uses. At present, the detailed proposals for every window is not known as the proposals will need to be informed by an up-to-date detailed window survey to ascertain the full range of windows in the building and their potential for retention/repair or replacement.

The "approved" drawings in the most recently approved Listed Building Consent (11L/1912) suggest: the proposed retention of some vertical lines of windows with small-paned windows to match the existing; detailed designs for replacement windows; the replacement of many of the existing cast iron windows above the ground floor with single paned units and; the insertion of new single paned where new openings were being created. The Design and Access Statement and the Schedule of Systems and Materials in that application state that almost all cast iron windows are proposed to be removed and replaced. However, the proposals for the windows were not fully agreed as Condition 12 of the Listed Building Consent stated:

Notwithstanding the details submitted with the application, and prior to the commencement of any development, details of all replacement windows to be fitted in the Tobacco Warehouse and the extent of the retention of sections of the original roof structure shall be submitted and agreed in writing with the Local Planning Authority. The conversion works shall be carried out in accordance with the approved details unless otherwise agreed.

The proposals for the fenestration in the current scheme are that a pragmatic but reasoned approach be taken to the fenestration and the retention of original windows. The drawings in the current application show similar proposals for the windows to those previously proposed but, in compliance with the *Conservation Principles for the Tobacco Warehouse*, it is now intended to consider the retention, repair and restoration of some of the original cast iron windows, subject to an up-to-date detailed window survey to ascertain the full range of windows in the building and their potential for retention/repair or replacement and further discussions with Liverpool City Council. The *Historic Windows Report* for the North Warehouse established an agreed methodology for assessing the potential of the windows for restoration and it is proposed that a similar methodology should be followed at the Tobacco Warehouse.

Subject to that survey and agreement by Liverpool City Council of the detailed design, it is proposed that:

- new windows which provide adequate light and ventilation will fitted to the principal windows in each live/work unit
- existing windows will be considered for retention:
 - at the higher level of the double height rooms
 - the small circular windows and round arched windows within and adjacent to the staircases
 - on the ground floor and basement
- where existing windows are retained and restored, secondary glazing will be considered

In any event, it is proposed that where new window openings are being created, single paned windows will be inserted.

The above proposals are intended to express the new openings as intervention in an honest way in accordance with established good practice but to retain as much historic fabric and character as is practicable. The proposals should thus have a large beneficial impact on the condition and heritage significance of the building.

Level of Impact on Significance - Large Beneficial Impact

iv) Demolition of some internal walls and floors to create three atria from the top of the building to the ground floor

Due to the huge size of the Tobacco Warehouse's floor plans, the solid cross-walls, the columns and the limited number of windows in the East and West elevations, the interior of the building on floors 1-11 receives very little natural light or ventilation. Indeed, when standing in the middle of those floors, the windows are merely a speck in the far distance, a minimum of 25m away. When the building was used as a Tobacco Warehouse, there was no necessity for natural light or full ventilation to be provided to middle of the building but if the upper floors of the building are to be used for residential purposes (or almost any other new use) it will be necessary to massively improve the natural light and ventilation to the centre of the building. The proposed means of providing this light and ventilation is to create three atria from the top of the building to the ground floor by demolishing three rectangular areas of each floor, including the columns and their connecting beams. This represents approximately 29% of the existing floor space of each of the upper floors. The "open" face into the atria will then be sealed with new curtain glazed walls. Two "bridges" of original fabric will be retained to connect the retained fabric on the North side with that on the South side.

The amount of demolition and loss of original fabric is substantial, but the fabric is highly repetitive and so the retained historic fabric will provide ample evidence of the built form, materials and appearance of this type of construction. Most of the evidential value of the building as a structure demonstrating a constructional technique, materials and finish will be retained in the retained parts of the building.

In addition, whilst it is accepted that the rooms and material to be demolished have a simple industrial aesthetic, are impressive by virtue of their huge scale and thus have some aesthetic value, the fabric is essentially non-decorative and was built purely as a receptacle to hold tobacco. The main aesthetic values of the Tobacco Warehouse are in the architectural composition of the external elevations and its place in the docklands landscape due to its sheer magnitude. Neither of these will be affected by the internal demolition. The demolition will not involve the loss of any fabric which represents craft skills or artistic creativity. The communal value of the building will also be retained.

The principal of the internal demolition was established in the previous applications which proposed the demolition of more historic fabric than is currently proposed, as they involved the creation of a single atrium without the retained “bridges”. The current proposal therefore represents an improvement on the previous schemes in terms of the amount of historic fabric to be lost to allow light and ventilation into the interior of the building. The proposal will have some adverse impact on the parts of the building which have lower significance but it is an acceptable impact as it will enable the retention of the more significant parts of the building.

Level of Impact on Historic Significance - Slight Adverse, but necessary

v) Demolition of parts of floors adjacent to existing and proposed external walls

The Tobacco Warehouse was designed specifically to accommodate the storage of tobacco and so the floor to ceiling height of Floors 1-11 was restricted to 2.12m to the under-side of the principal beams (2.17m to the underside of the secondary beams and 2.37 to the underside of the intervening ceiling) to enable a single hogshead of tobacco to be stacked and manoeuvred. Whilst it is possible for an average person to stand up and walk underneath the principle beams, the overall lowness of the ceiling creates an oppressive and constricted character which is not conducive to high standards of residential or occupational amenity and would not be appealing to most potential occupiers. If these upper floors of the building are to be converted into apartments (or almost any other use) to ensure its long-term future, then this will also require the application of additional floor coverings and insulation, further reducing the limited floor to ceiling heights. It will therefore be necessary to improve the feeling of spaciousness and ambience of the rooms by making substantial interventions. The proposed means of improving the internal living conditions in these apartments is to remove floors in the duplex components, between the (existing and new) external walls and the first columns.

The amount of demolition and loss of original fabric to achieve this objective is substantial and is additional to that required to create the atria. However, the fabric to be lost is similarly repetitive and the retained historic fabric will provide ample evidence of the built form, materials and appearance of this type of construction. Most of the evidential value of the building as a structure demonstrating a constructional technique, materials and finish will be retained in the retained parts of the building.

In addition, whilst it is accepted that the floors and material to be demolished have a simple industrial aesthetic, are impressive by virtue of their huge scale and thus have some aesthetic value, the fabric is essentially non-decorative and was built purely as a receptacle to hold tobacco. The main aesthetic values of the Tobacco Warehouse are in the architectural composition of the external elevations and its place in the docklands landscape due to its sheer magnitude and neither of these will be affected by the internal demolition. The demolition will not involve the loss of any fabric which represents craft skills or artistic creativity.

The principal of removing parts of alternate floors was established in the previous applications. The first applications proposed the removal of more historic fabric than is currently proposed, as they involved the creation of a greater number of smaller units. The current proposal therefore represents an improvement on the previous schemes in terms of the amount of historic fabric to be lost to create acceptable levels of spaciousness in the building. The proposal will have some adverse impact on the parts of the building which have lower significance but it is an acceptable impact as it will enable retention of the more significant parts of the building.

Level of Impact on Historic Significance - Slight Adverse, but necessary

vi) Removal of existing Roof Structure and Addition of New Penthouse Level

The existing roof form has heritage significance, especially in that the two types of roof form (triple N-S ridges with hips in four compartments and North Lights in two compartments) illustrate different requirements for the storage, testing and weighing of tobacco. However, the walls on the top floor do not have any windows in them but are solid parapets with just three very small (approximately 600mm x 300mm) ventilation panels in each compartment on the North and South elevations. The top floor is currently well-lit but all of the light comes from above, via the glazing in the North Lights and translucent sheet panels in the hipped roofs and so no viable views outwards are possible from there at present. If the top floor is to be used for residential purposes, it is essential that the apartments have views out to ensure that they have adequate levels of residential amenity and are marketable. The views could be created by forming new window openings in the parapet but these would damage the existing character of the parapet as a solid unpierced wall. The proposed solution is to add another floor as a penthouse so that the new top floors have views out over the existing parapet walls. As the new penthouse level will be a new addition, requiring a whole new structure imposed on and within the historic fabric, it is proposed that it should be in a contemporary form, be largely glazed and have a gently sloping roof to express the *zeitgeist* and be an honestly modern intervention. It is proposed that the new outer walls will be recessed behind the parapet walls so that the new attic level will not be noticeable from below, except from at a great distance. The impact of the new penthouse level will have minimal impact on the external appearance of the building.

The North Light roofs comprise a system of combined gutters and beams supporting I-profile iron rafters at two different angles, strengthened by wrought iron tie bars. The shallower pitches of the North Light roofs are covered with natural blue slate over timber sarking boards, which is probably the original material (albeit the timber has been replaced). These are unusual roof forms for a warehouse, but are not regionally rare for weaving sheds. The ridged and hipped roofs have trusses of riveted angle iron resting on

the columns and combined beams and gutters. They are covered with corrugated sheets over replaced timber sarking boards and they are not especially significant or rare in their own right. The proposed new penthouse level will entail the loss of much of the existing roof structure and covering, and represents an adverse impact on the heritage significance of the Tobacco Warehouse. However, the proposal involves the retention of a substantial sample area of the original North Light roof in the SE corner as an historical record (and as a habitat for peregrine falcons) and it is proposed that the existing roof be fully recorded prior to removal.

The previously approved schemes also involved the loss of almost all of the existing roof form and covering material.

On balance, it is considered that the loss of most of the existing roof form and covering materials and its replacement with a high quality contemporary structure, which can be barely seen from outside the site, is a moderately adverse impact on the heritage significance of the Tobacco Warehouse but one which is acceptable in order to make the proposed accommodation desirable and the overall proposal economically viable.

Level of Impact on Historic Significance - Moderate Adverse, but necessary

vii) Cast and Wrought Iron Structural Elements and Rainwater Goods

Cast and wrought iron are present extensively throughout the building as structural components, including: columns; beams; tie bars; rainwater goods and; for other components and artefacts such as cranes, jibs, windows and doors. The two materials have different properties and strengths but both are susceptible to corrosion and expansion when they come into contact with water and this damage can be seen throughout the Tobacco Warehouse.

Primary objectives of the proposal are: a) the prevention of water ingress into the building by fitting a new roof covering and rainwater goods and b) the removal all corrosion from all iron and the provision of a protective sealant coat where possible. In accordance with the *Conservation Principles*, all original cast and wrought iron structural components and rainwater goods will be retained and conserved in situ, where possible, and will be painted Umbre Grey (RAL 7022). Where it is corroded or fractured beyond reasonable repair, it will be replaced with new components in the same material or, in the case of rainwater goods, in aluminium. All items will be of the same design, dimensions and profile and painted Umbre Grey (RAL 7022).

The cast and wrought iron doors at the pedestrian entrances, leading off the staircases and in the cross-walls are important historic fabric which have significance in illustrating the need for fire prevention and security. Many of them have been removed in the past and further ones are proposed to be removed (with the removal of two of the staircases). However, it is proposed that samples of each type of door will be retained within the conversion as examples of their form, materials and function, in locations to be agreed with the LPA in advance of implementation of the proposals.

The cast iron down-pipes and large hopper heads are significant for the appearance of the building and for ensuring that rainwater is effectively carried away from the brickwork. The existing rainwater goods will be carefully inspected when scaffolding is in place to determine the potential for retention and repair. If feasible, the rainwater goods will be

retained and repaired but, if not, the proposal is that it be replaced with aluminium goods of the same dimensions and profile.

The full level of impact on original fabric will be determined by the extent to which it can be retained and conserved but the arrest of corrosion will have a large beneficial impact on the historic fabric of the building and in any event all proposed works will have a large beneficial impact on the appearance and visual character of the building.

Level of Impact on Historic Significance - Large Beneficial

viii) Other historic fabric and artefacts

Historic fabric, including historic artefacts in and around buildings and historic surfaces in and around the building, is fundamental to a building's character, OUV, integrity and authenticity. They are crucial in helping in the understanding of the original purpose and function of the building. The artefacts include fixed items such as electric lifts, hydraulic jiggers, a system of lifting gear on the North and South elevations (comprising jibs, access ladders, control balconies, thick wire ropes and pulleys), later tobacco lifting hoists and a tobacco weighing frame and loose items, such as work benches and ramps. It is proposed that a comprehensive schedule of fixed and loose artefacts be prepared in advance of implementation of the development, confirming the current location, proposed location and proposals for their treatment. All proposals are to be in accordance with the *Conservation Principles* and agreed by the LPA. The general objective will be that as much as possible of fixed historic fabric and artefacts will be retained in situ and conserved, although consideration must also be given to maintenance implications of retaining iron and timber artefacts at high level in exposed external locations. Interventions in historic fabric will generally be on the basis of the minimum intervention which is required for practical purposes.

Although the unfixed historic artefacts such as wooden barrel ramps and work benches are not part of the statutory listing and not protected by conservation legislation, their historic value and interpretation potential is recognised. A schedule of the surviving artefacts has already been made and the artefacts have been gathered together and are in safe storage until their potential reuse has been decided.

It is proposed that the original goods lifts and much of their shafts will be removed as they are no longer functional and are within the area to be demolished for the atria but they will be fully recorded in advance of removal. The southern parts of the brick lift shaft enclosures be retained, as they are necessary for the structural integrity of the building. All previous approved schemes have involved the removal of the lifts and lift shafts.

The proposals will have a slight adverse impact on the overall significance of the building where individual artefacts are removed but will have a large beneficial impact on those which are to be retained and conserved and therefore a net slight beneficial impact.

Level of Impact on Historic Significance - Slight Beneficial

ix) Staircases

The Tobacco Warehouse has three original staircases which wrap around original pedestrian lifts and contain both salt water and fresh water risers as part of the fire-

prevention system. They are all on the South side of the building in Compartment A (the most westerly compartment) adjacent to the cross-wall with Compartment B, in Compartment D adjacent to Compartment C and in Compartment F adjacent to Compartment E. The staircases and lifts are important original fabric which illustrate the controlled circulation routes throughout the building. However, the lifts are not capable of being made operational again and the protective mesh screens around them restrict the useable width of the staircases and so they are not practical for retention within the proposed uses. The previous approved schemes included the removal of the two outer staircases and the retention of only the central staircase. The current proposal includes the retention, repair where necessary, conservation and re-use of all three original staircases. The current proposal therefore has significantly less impact on the historic fabric than the previous proposals. The repair and conservation of the staircases will have a large beneficial impact on the staircases.

Level of Impact on Historic Significance - Large Beneficial (especially compared to the previous scheme)

x) Subdivision of Large Internal Rooms

The fundamental internal character of most warehouses, including the Tobacco Warehouse, is that of large undivided compartments, where goods can be stored and moved around. The Tobacco Warehouse has six such large compartments on each floor, divided by five cross-walls and interrupted by cast iron columns wrapped in fireclay. An ideal conservation objective would be to retain these large open rooms throughout in order to retain the internal character of the building. However, it has not been possible to find viable new uses which will enable all of the rooms to remain at their current size and some subdivision is inevitable. In addition, the creation of the atria and the removal of some floors at upper levels will compromise this characteristic. The principle of subdividing the rooms on upper floors has been accepted at the Grade I Listed warehouses at Albert Dock, at the Grade II* listed North Warehouse at Stanley Dock and in the Tobacco Warehouse in the previous approvals. The subdivision of the rooms on the upper floors will have a large adverse impact on the internal character of the building but this is a necessary consequence of bringing the building back into sustainable use and is a price that needs to be paid. However, as in the conversion of the North Warehouse, the new rooms and corridors will be generously sized to create a feeling of spaciousness and has been designed to reveal the original columns and fabric and to retain historic character as much as possible. Also, in accordance with the *Conservation Principles*, the large open rooms on the ground floor will be essentially retained as open rooms (apart from the inserted atria), with only minimal subdivision for practical operational purposes. The retention of these large ground floor voids, combined with their conservation will represent a slight beneficial impact, so that the net impact upon internal character is slight adverse.

Level of Impact on Historic Significance - Slight Adverse

xi) The Bridges to the South Warehouse

The three bridges which link the South Warehouse with the Tobacco Warehouse at first floor level were constructed when the Tobacco Warehouse was built, to enable easier communication and transportation of tobacco between the two warehouses. They therefore have some significance as being fabric which is contemporary with the Tobacco Warehouse and in demonstrating how the two warehouses operated. The bridges are also strong visual features in Pneumonia Alley. In the previously approved schemes, it was

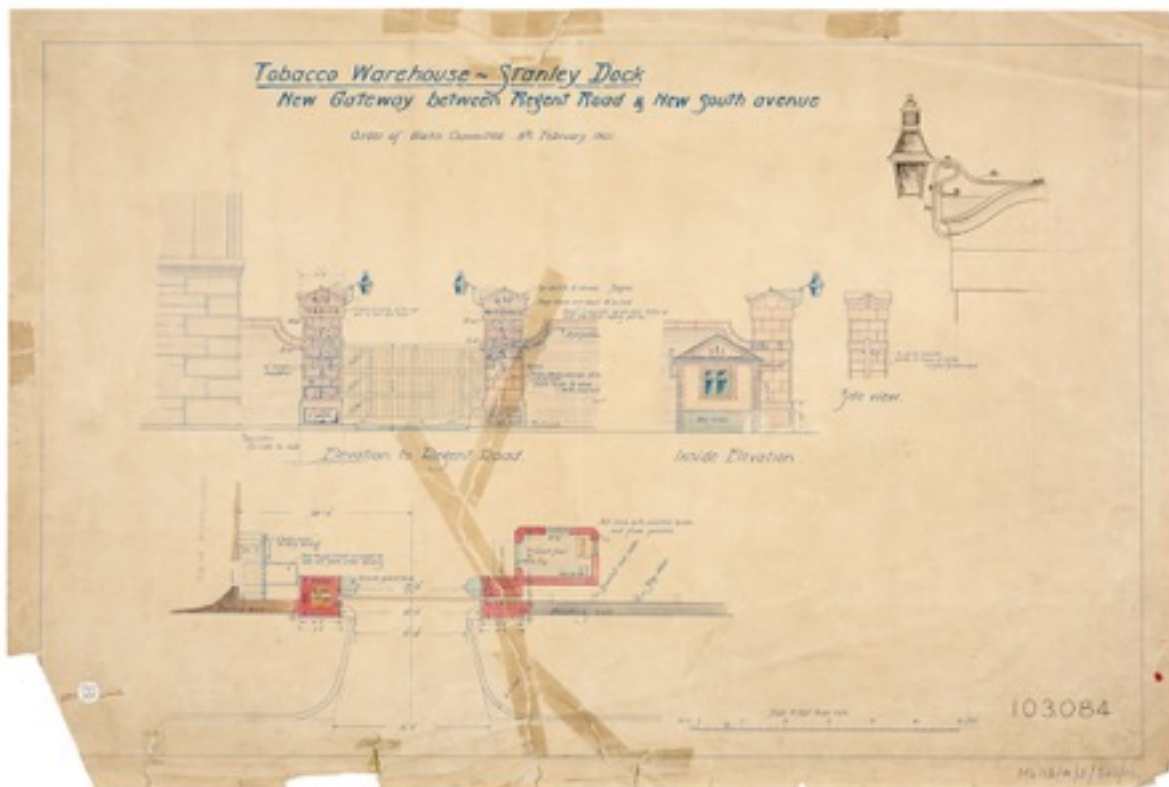
proposed and accepted that the two outer bridges could be removed but that the central one should be retained as a representative sample. The current proposal is that all three bridges will be retained, restored and used. This represents a considerable improvement of the retention of historic fabric, character and significance over the previous schemes.

Level of Impact on Historic Significance - Large Beneficial

xii) Boundary Wall and Gateways

The dock security wall around the site and the granite gateways were constructed in 1848 and pre-date the Tobacco Warehouse. The gateway immediately to the South of the Tobacco Warehouse on Regent Road was created at the same time as the Tobacco Warehouse. All are crucially important historic structures in their own right, are significant with the Tobacco Warehouse as part of the evolved ensemble and help to form the setting of the Tobacco Warehouse. It is proposed that the wall and gateways be retained and restored and this will considerably enhance the setting of the Tobacco Warehouse. In order to create satisfactory means of ingress and egress for vehicles, it will be necessary to create a new opening in the wall on to Saltney Street. Whilst this will result in the loss of historic fabric and slight damage to the historic significance, the impression of security will be retained by the insertion of new gates, to match the design of gates recently approved and fitted gates in the opening on Walter Street. The principle of the opening and the design of the gates has already been established in the proposals for the hotel and apart-hotel in the South Warehouse. On balance, the loss of a small amount of historic wall is more than outweighed by the restoration of the retained wall and gateways and represents a moderate beneficial impact.

Level of Impact on Historic Significance - Moderate Beneficial Impact



Historic drawing of gateway on to Regent Road



Gateway with unsuitable replacement gates

xiii) Setting of Tobacco Warehouse

The Tobacco Warehouse currently has a remarkably intact authentic setting of great historic significance, especially: on the North side with the dock and a narrow quayside and; on the South side with the traditional surfaces and rail tracks of Pneumonia Alley, the South Warehouse and the security walls. The proposal includes the retention and conservation of all of these components of the setting, without any significance intervention in any of them. It is proposed that the South Warehouse will be restored and converted as part of a complementary scheme and that no parking will be allowed in Pneumonia Alley. The proposal therefore represents a large beneficial impact on the setting of the Tobacco Warehouse and its setting.

Level of Impact on Historic Significance - Moderate Beneficial Impact

7.4.4 Summary of Overall Impact

The results of the assessment above of the impact of the proposed intervention and conservation works on the significance and OUV of the Tobacco Warehouse are shown in the table below:

Summary Table of Impacts of the Proposals on Heritage Significance of Tobacco Warehouse

Level of Impacts	Assessments of Impact
Very Large Beneficial	2
Large Beneficial	5
Moderate Beneficial	2
Slight	1
Neutral	0
Slight Adverse	3

Level of Impacts	Assessments of Impact
Moderate Adverse	1
Large Adverse	
Very Large Adverse	

The assessment recognises that some elements of the proposal will have some adverse impacts upon the heritage significance of the Tobacco Warehouse but that the vast majority of the impacts will have a beneficial impact, including both Large and Very Large Beneficial Impacts. Notwithstanding the limited adverse impacts, the overwhelming beneficial impacts of the proposal are that: the building itself will be retained and restored; it will be brought back into beneficial and sustainable new uses and; will remain a major asset in the dockland landscape, an integral component of the Stanley Dock ensemble and an attribute of the outstanding universal value of the Liverpool World Heritage Site. This assessment therefore strongly suggests that the proposals are acceptable and should be approved.

7.5 Conclusion

7.5.1 When assessed against the key heritage significances of the Tobacco Warehouse and Stanley Dock (Section 4), the proposals do not diminish their contributions to the special interest of the nation's cultural heritage in any meaningful way but overwhelmingly enhance them through the conversion and conservation works.

7.5.2 During the implementation of the proposals, some further issues may arise and will need to be addressed in consultation with Liverpool City Council but the *Conservation Principles for the Tobacco Warehouse* will be the starting point for addressing any such issues.

7.5.3 The conversion and conservation works are consistent with The Submission Draft of Liverpool's Core Strategy (2012) in that, through the implementation of this application, the Tobacco Warehouse and this part of the WHS is:

- being sensitively managed
- providing a catalyst for future economic regeneration within the city centre and the waterfront
- maximising the contribution of the city's architectural, historic and cultural heritage
- protecting and enhancing of the character and identity of the city's historic fabric including the wider setting of heritage assets

7.5.4 The proposals are in compliance with all relevant "saved" policies from the UDP.

7.5.6 The proposals are fully consistent with the guidance in the WHS SPD, especially in that:

- they are facilitating the re-use of important historic buildings and the re-use of the dock water spaces,
- the historic dock retaining walls, quaysides, artefacts and their water spaces will be conserved, retained and enhanced.
- the very highest standards of building conservation and repair work in the WHS will be achieved

- the Stanley Dock complex will be revitalised by a mixed-use scheme that will bring new life into the area and, through the implementation of a Conservation Management Plan, ensure the long-term conservation of the key historic buildings in the complex.
- historic paving materials and fixtures and street furniture will be preserved and conserved and re-introduced where absent
- areas of railway track and the turntable will be preserved in situ.
- the development proposals for the complex respect the site's integrity and historical authenticity

7.5.7 The proposals follow the guidance in the NPPF, especially in that:

- the significance of the heritage assets is being sustained and enhanced and they are being put to viable uses consistent with their conservation
- the heritage assets are making a contribution to sustainable communities, economic vitality and are making a positive contribution to local character and distinctiveness
- no substantial harm or loss of heritage assets of the highest significance is involved. The proposals involve some "less than substantial harm to the significance of a designated heritage asset" but this is more than outweighed by the public benefits of the proposal, including securing the optimum viable use
- the proposals preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset and should be treated favourably.

7.5.8 The proposals are consistent with the guidance in the government's *Circular 07/2009 - Protection of World Heritage Sites* in that:

- they do not constitute inappropriate development in the World Heritage Site and its setting
- they strike a balance between the needs of conservation, biodiversity, access, the interests of the local community and the sustainable economic use of the World Heritage Site in its setting

7.5.9 The proposals follow the international guidance, especially in that:

- the outstanding universal value of Stanley Dock has been identified and will be protected, conserved, managed and presented
- the proposals achieve an appropriate and equitable balance between the needs of conservation, sustainability and development so that Stanley Dock can continue to contribute to the social and economic development and quality of life of our communities
- the economic aspects of the development are bound to the goals of long-term heritage preservation
- the proposals contribute significantly to the value of the city by branding the city's character. The historic buildings and the contemporary interventions constitute an asset to local communities and they will serve educational purposes, leisure, tourism, and secure market value of properties
- a balanced and sustainable relationship between the urban and natural environment, between the needs of present and future generations and the legacy from the past are being achieved
- special emphasis has been placed on the harmonious integration of contemporary interventions into the historic urban fabric.
- the proposals are not 'confined to the role of passive conservation of the past', but instead 'provide the tools and framework to help shape, delineate and drive the development of tomorrow's societies'
- changes are involved but they lead to keeping the heritage place in beneficial use, which is generally the best way of ensuring its future maintenance and upkeep.

7.4.10 The proposals help to achieve Liverpool City Council's and Liverpool Vision's regeneration objectives for North Liverpool.

7.4.11 In view of the above, Liverpool City Council is requested to treat the applications favourably.



Artists impression of Pneumonia Alley following implementation of the proposals

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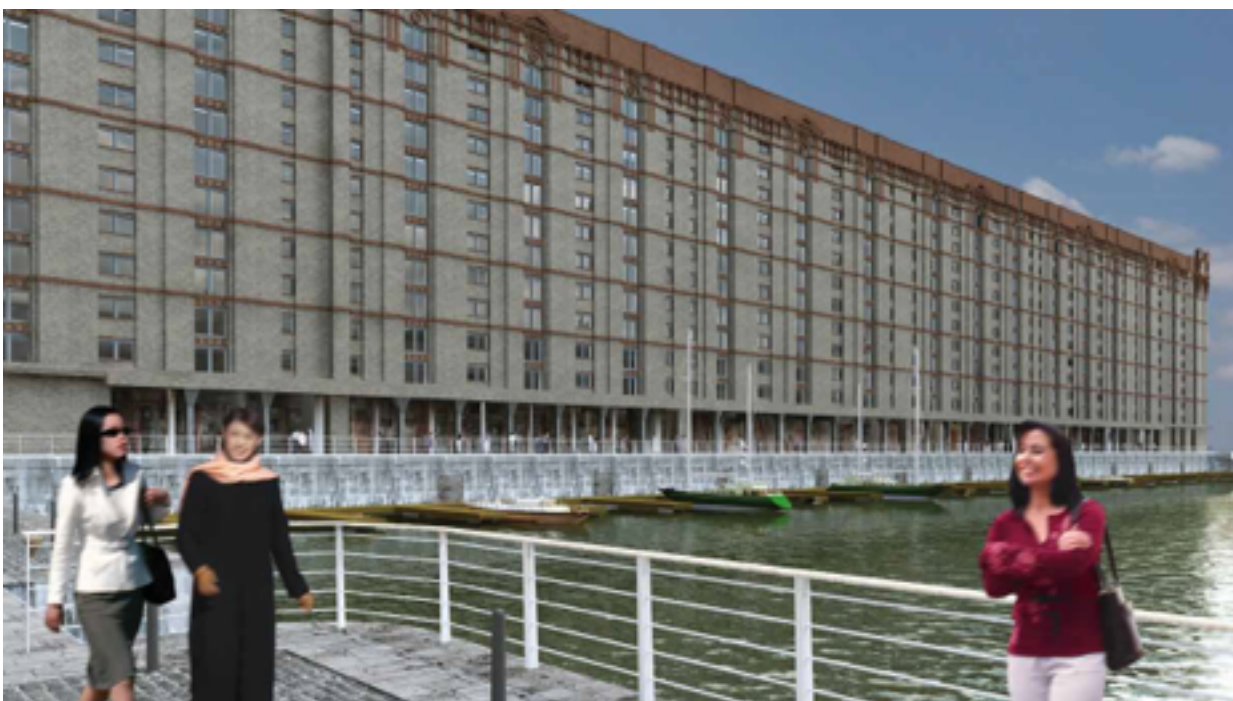
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