

PROPOSED DEVELOPMENT AT 86-90 DUKE STREET, LIVERPOOL

ASSESSMENT OF POTENTIAL EFFECTS ON THE LIVERPOOL WORLD HERITAGE SITE



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1 INTRODUCTION

- 1.1 A planning application was submitted in April 2013 by Langtree Group Plc for development of a site at 86-90 Duke Street, Liverpool. Following detailed consultation, a request was submitted by English Heritage (EH) that an assessment should be made of the potential impact of the proposals on the Outstanding Universal Value (OUV) of the Liverpool World Heritage Site (WHS), within which the site is included. The request was duly endorsed by Liverpool City Council (LCC), and this document fulfils that requirement.
- 1.2 The assessment has been carried out in strict accordance with the International Council on Monuments and Sites (ICOMOS) *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* (2011), a methodology which was prepared at the request of the World Heritage Committee. The report focuses solely on heritage issues, and does not take account of wider benefits, which are addressed in other application documents.
- 1.3 The assessment has been undertaken by Peter de Figueiredo, architect, architectural historian and historic environment consultant, with over 35 years experience of conservation and regeneration in the public and private sectors. The author carried out the first comprehensive survey of Liverpool warehouses in the late 1970s while working for the City Council. He was later Head of Conservation and Design for Chester City Council. As Historic Buildings Inspector for English Heritage, he was later involved in securing the inscription of the Liverpool Maritime Mercantile City World Heritage Site, and served on the Liverpool World Heritage Site Steering Committee. He is co-author of books on Liverpool's historic places of worship and on the River Mersey, and has published articles on St George's Hall and the Pier Head Buildings.¹ He has served as a member of the NW Design Review Panel, and

¹ Sarah Brown and Peter de Figueiredo, *Religion and Place: Liverpool's Historic Places of Worship*, 2008; Ian Wray (ed), *Mersey, the river that changed the world*, 2008; Frank Salmon and Peter de Figueiredo, *The South Front of St George's Hall, Liverpool*, Architectural History,

represents English Heritage on the Historic Churches Committee for the Roman Catholic Dioceses of Lancaster, Liverpool, Salford and Shrewsbury.

- 1.4 The report supplements a more general heritage impact assessment which includes baseline research and a Statement of Significance, and draws on a separate archaeological report on the development site. These technical reports are included in the planning application submission.
- 1.5 World Heritage Sites are recognised under the World Heritage Convention to be of **Outstanding Universal Value (OUV)** through inscription on the World Heritage List. The concept of OUV is encapsulated at the time of inscription in a Statement of OUV, which clearly defines its international value.
- 1.6 It is therefore important that applications for consent within a WHS or its Buffer Zone are assessed for their potential impact on OUV and the links between them, as well as the aspects of integrity and authenticity which are defined in the Statement of OUV. The level of detail required should be proportionate to the importance of the heritage attribute affected, and no more than is sufficient to understand the potential impact of the proposal. Whilst the process is similar to Heritage Impact Assessment, the difference in the case of World Heritage Sites is that it needs to respond to the overall ensemble of attributes that make up the expression of the Site's OUV.

2 METHODOLOGY

2.1 Data Sources

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

International

- UNESCO Operational Guidelines for the Implementation of the World Heritage Convention 2008
- Vienna Memorandum of the World Heritage Convention 2005
- Burra Charter (Australia ICOMOS) 1999
- Xian Declaration on the Conservation and Setting of Heritage Structures, Sites and Areas (ICOMOS) 2005
- Nara Document on Authenticity (ICOMOS) 1994

National Planning Policies are set out in the following documents:

- National Planning Policy Framework (NPPF)
- Planning (Listed Buildings and Conservation Areas) Act 1990
- PPS5: Planning for the Historic Environment : Historic Environment Planning Practice Guide
- Circular 07/2009: The Protection of World Heritage Sites
- The Protection and Management of World Heritage Sites in England (English Heritage) 2009
- Conservation Principles (English Heritage) 2008
- Tall Buildings Guidance (English Heritage/CABE) 2007
- Seeing the History in the View: a method for assessing heritage significance within views (English Heritage) 2011
- The Setting of Heritage Assets (English Heritage) consultation document 2010

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

- Liverpool City Council: Strategic Regeneration Framework 2001
- Liverpool City Council: Saved Unitary Development Plan 2002
- Liverpool City Council: Emerging Local Plan – Core Strategy
- Liverpool City Council: Liverpool WHS Supplementary Planning Document and Evidential Report 2009
- Liverpool City Council: Draft LDF Core Strategy 2009
- Liverpool City Council: Liverpool – Maritime Mercantile City Management Plan 2003
- Ropewalks Supplementary Planning Document 2005

2.1.2 The *Heritage Statement* (April 2013), produced by Peter de Figueiredo, and the *Archaeological Desk-Based Assessment* (2005) prepared by Giffords have been used as a basis for identifying the attributes of OUV that may be affected by the proposed development. The conclusions of this work are described in Chapter 5 of the document.

2.1.3 The principal sources of information consulted in the baseline preparation and the OUV impact assessment were manuscript and published maps, drawings and archives, aerial photographs, and other selected documents, along with published and unpublished secondary sources. The Merseyside Historic Environment Record has been consulted, together with the Merseyside Characterisation Project, listed building records, and archive collections at the Liverpool Record Office. The *Liverpool World Heritage Site Nomination Document* (2003 Liverpool City Council) and the *Liverpool World Heritage Site Supplementary Planning Document* (2009 Liverpool City Council and Atkins Heritage), together with the supporting Evidential Report have informed the process of assessment and evaluation of OUV. Attention has also been given to the *Assessment of Heritage Merit and Heritage Need* (2005, Architectural Heritage Partnership).

2.1.4 Detailed condition surveys of all the buildings on the site have been carried out over a number of years and have been summarised in an overview structural report by Arup (2013) which provides an update of current condition. A topographical survey has also been made, plotting the accurate positions of all structures. This information has been used in the assessment of physical impacts on heritage assets both above and below ground.

2.1.5 Detailed inspections of the parts of the site that are accessible under health and safety regulations have been made by the author both at the baseline stage and during the impact assessment process.

2.2 Impact Assessment Methodology

2.2.1 The methodology adopted is the ICOMOS *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*. The ICOMOS guidance document requires that the Heritage Impact Assessment (HIA) should provide the evidence on which decisions can be made in a clear, transparent and practicable way, and sets out a well-structured methodology for evaluating impact on the attributes of OUV. As stated in the guidance, this is different in emphasis from the EIA process, which normally disaggregates all the possible cultural heritage attributes and assesses impact on them separately, through discrete receptors such as protected buildings, archaeological sites, and specified viewpoints with their view cones, without applying the lens of OUV to the overall ensemble of attributes. For this reason, the WHC commissioned from ICOMOS a methodology that is more directly linked to the expression of the site's OUV.

2.2.2 ICOMOS states that 'the assessment process is in essence very simple:

- What is the heritage at risk and why is it important – how does it contribute to OUV?
- How will change or a development proposal impact on OUV?
- How can these effects be avoided, reduced or compensated?'

2.2.3 This process, which is expanded in Appendices 1-4 of the ICOMOS guidance document, has been followed in this assessment, and comprises:

- Establishment of study area
- Establishment of scope of work
- Collection of data
- Characterisation of heritage resource, focussing on identifying attributes that convey OUV
- Assessment of direct and indirect impacts
- Identification of mitigation through avoidance, reduction, rehabilitation or compensation
- Draft report
- Moderation of assessment results and mitigation
- Final reporting and illustration to inform decisions

2.3 Scope of Assessment

2.3.1 The scope of the impact assessment on OUV was agreed with Liverpool City Council (LCC), to cover the development site and its wider setting. The setting is considered to be the Ropewalks Character area of the WHS. The evaluation scale used in the scoring system follows the ICOMOS model, and is reflected in the Summary Matrices included within the document.

2.3.2 The attributes of OUV which are assessed in terms of impact of development are listed in Section ... of this report.

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

- Direct impacts on a schedule of heritage assets that have been identified as reflecting OUV
- Impact on Key Views of the site identified in pre-application discussions

- Impact on Views and Setting of strategic Landmark Buildings within the WHS and Buffer Zone
- Impact on Townscape Characteristics and Setting of the Ropewalks Character Area of the WHS
- Compliance with Guidance in WHS SPD
- Cumulative Impact Assessment on OUV

2.4 Evaluation of Heritage Resources

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

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

Level of Significance	Heritage Attributes
Very high	<p>Sites, structures or landscapes of acknowledged international importance inscribed as WHS</p> <p>Assets that contribute significantly to acknowledged international research objectives</p>

	<p>Urban landscapes of recognised international importance</p> <p>Associations with particular innovations or developments of global significance</p> <p>Associations with individuals of global importance</p>
High	<p>Scheduled monuments and undesignated assets of such importance to be scheduled</p> <p>Grade I and II* listed buildings, and Grade II buildings with exceptional qualities</p> <p>Conservation Areas containing very important buildings</p> <p>Undesignated structures of clear national importance</p> <p>Urban landscapes of exceptional importance</p> <p>Associations with particular innovations or developments of national significance</p> <p>Associations with individuals of national importance</p>
Medium	<p>Designated or undesignated assets that contribute to regional research objectives</p> <p>Grade II listed buildings and undesignated buildings that have exceptional qualities or historical associations</p> <p>Conservation Areas that contain buildings that contribute significantly to its historic</p>

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

- 2.4.2 The report includes text descriptions of heritage attributes, setting out their condition, importance, inter-relationships and sensitivity. Whilst the emphasis of the assessment is on the components that contribute to OUV, all heritage elements both within and adjoining the development site are evaluated.

2.5 Assessment of Scale of Specific Impact

- 2.5.1 The scale/severity of impacts (adverse or beneficial) are judged taking account of their direct and indirect effects, without regard to the value of the asset as follows:

- No impact
- Negligible impact
- Minor impact
- Moderate impact
- Major impact

- 2.5.2 The significance of the effect of change or impact on an attribute is a function of the importance of the attribute and the scale of impact, thus reflecting the weighting of significance in the assessment of impact. As impacts can be adverse or beneficial, there is a nine-point scale with 'neutral' as its centre point:

- Very large beneficial
- large beneficial
- moderate beneficial
- slight beneficial
- Neutral
- slight adverse
- moderate adverse
- large adverse
- very large adverse

2.5.3 The scale and severity of change or impact (either adverse or beneficial) is identified by considering the direct and indirect effects against the value of the heritage asset as set out in the table below:

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

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

2.6 Evaluation of Overall Impact

2.6.1 In evaluating the overall impact on OUV, careful consideration has been given to the balance of benefits and disbenefits. In order to form a balanced judgement, the question of who will benefit and who may not has been explored. This takes account of local and business communities and the scope for social, physical and economic regeneration of the city centre, with a particular emphasis on education and employment.

2.6.2 The contribution to conservation of the historic environment has been fully taken into account in the evaluation of overall impact.

3 SITE HISTORY AND DESCRIPTION

3.1 Background to Ropewalks Area

3.1.1 The site lies to the south of the city centre in an area recently renamed Rope Walks. The growth of the Duke Street area commenced following the opening in 1715 of the Old Dock, or Steers Dock, which was located within the original pool and allowed secure moorings and access from the River Mersey. The opportunity that this afforded to the merchants of the town led to a demand for premises near to the Dock and its Customs House.²

3.1.2 Due to its proximity to the Dock, and the nature of its topography, with the land running uphill from the Dock, the area was at the forefront of the first speculative boom in Liverpool. Hanover Street was built up first, followed by Duke Street and Bold Street, and the fields that were an earlier feature of the area were quickly developed. Although there had been port-related industrial activity in the area, with roperies occupying the site of what is now Bold Street, this intensified along with a demand for residential properties so that the merchants could be located close to their business interests.



3.1.3 The Charles Eyes plan of 1785 illustrates that by this time, the Duke Street area had been substantially laid out and developed, so that connecting streets such as Seel and Fleet Streets were present, and the general plan of the area seen today was in place. This grain follows a hierarchy of streets,

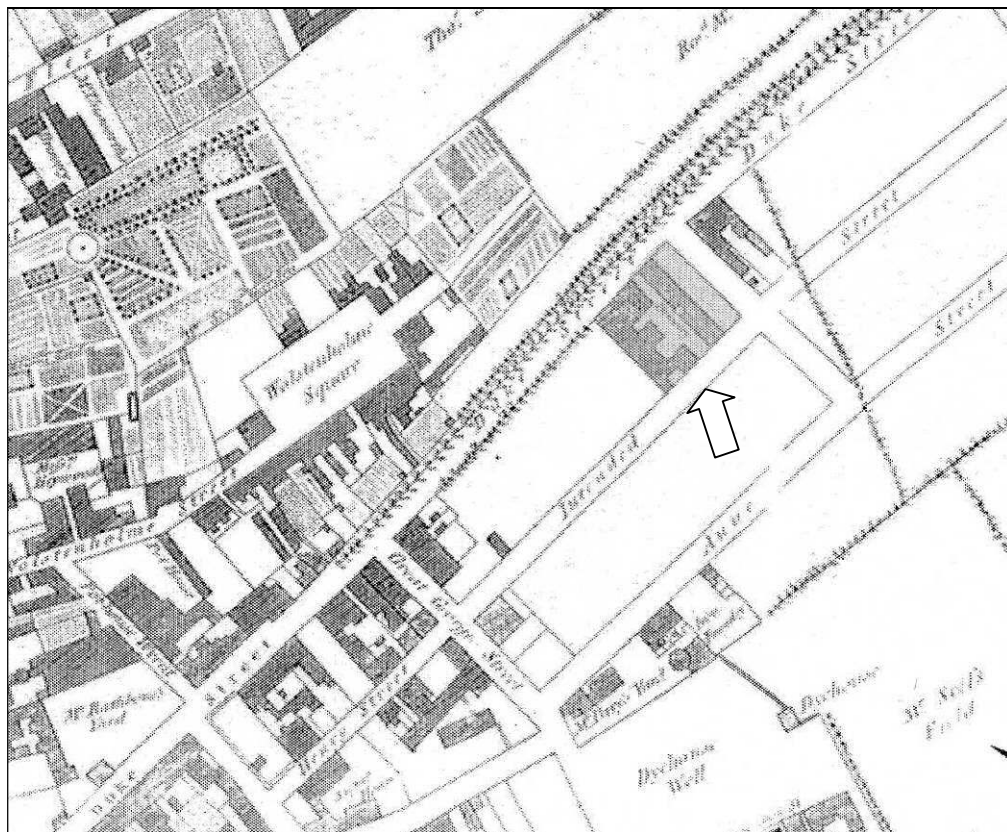
² Liverpool City Council, *Liverpool Maritime Mercantile City World Heritage Site nomination document*

with the broadest containing the residual merchants' residences and shops, and the interconnecting and narrower rear streets containing warehousing.

- 3.1.4 The earliest surviving trade directory for Liverpool, produced by J. Gore in 1766, indicates the population mix of the area at the time. In Cleveland Square, the list contains nine sea captains, six traders/merchants as well as artisans and professionals.
- 3.1.5 Originally the goods brought into the Dock were stored in the merchants' houses, but as trade grew, they proved to be inadequate, and private warehouses were constructed adjacent to the houses. Due to the huge demand for plots in this area, the new industrial and warehouse buildings took the form of deep plans front to rear, with narrow street frontages and they were extended in height up to six stories with a basement.
- 3.1.6 The housing consisted of a range of buildings from grand Georgian town houses such as the Parr residence on Colquitt Street, to terraces as seen at 15-25 Duke Street. Some were arranged around squares or gardens, such as Wolstenholme Square and Cleveland Square, and a Ladies Walk was provided along Duke Street. As warehousing and industrial uses of the area expanded, the merchants moved to more salubrious suburbs that were being developed higher up the hill in the Canning Street area and the suburbs.
- 3.1.7 Some of the former residential properties were adapted to other uses, with ground floors converted to shops as the retail importance of the area grew. As part of this process, the area also saw an increase in the number of labourers attracted to the port and its trades, and the accommodation for this group was provided in much poorer back-to-back housing such as Dukes Terrace and other housing courts. Within the Duke Street area, a number of key historic buildings remain that help to define its history and character.

3.2 History of the Site

3.2.1 The first buildings which can be identified as having stood on the proposed development site originated in the 18th century. G Perry's map of 1769 shows a complex of brewery buildings occupying most of the site. Two separate ranges are set to either side of a central courtyard, each running from Duke Street through to Henry Street (which remained unnamed at that time). The buildings correspond to the location of 82-88 Duke Street, and the area of 90/90A Duke Street is shown as open ground, although what was later to become Suffolk Street had already been established. The buildings formed a substantial complex, showing that the site was not originally subdivided into separate development plots, and would probably have included cellarage and wells for water.³



G Perry's map 1769 with development site marked by arrow

3.2.2 The arrangement of the brewery buildings is unlike that shown on later maps, and the site was substantially remodelled during the 19th century. R

³ Gifford, *An Archaeological Desk-Based Assessment at 86-90 Duke Street, Liverpool*, 2005

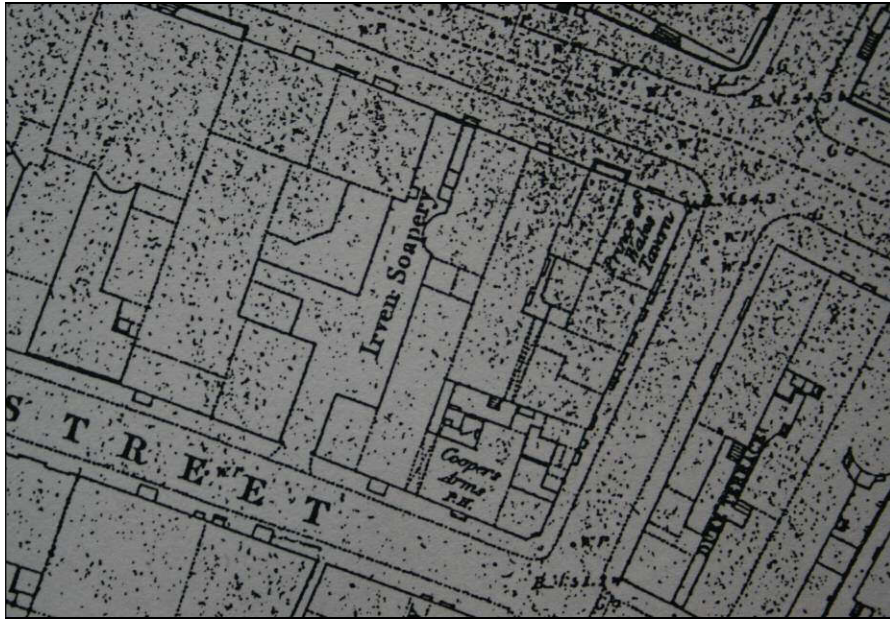
Horwood's map of 1803 indicates that by then the easternmost range of the brewery had been demolished and replaced by the present 86 Duke Street with a semi-circular bay added onto the western side. This bay suggests that the building's principal façade and entrance did not front onto Duke Street, but into the alleyway alongside. The western range of the brewery had meanwhile been altered and subdivided.



R Horwood Plan 1803

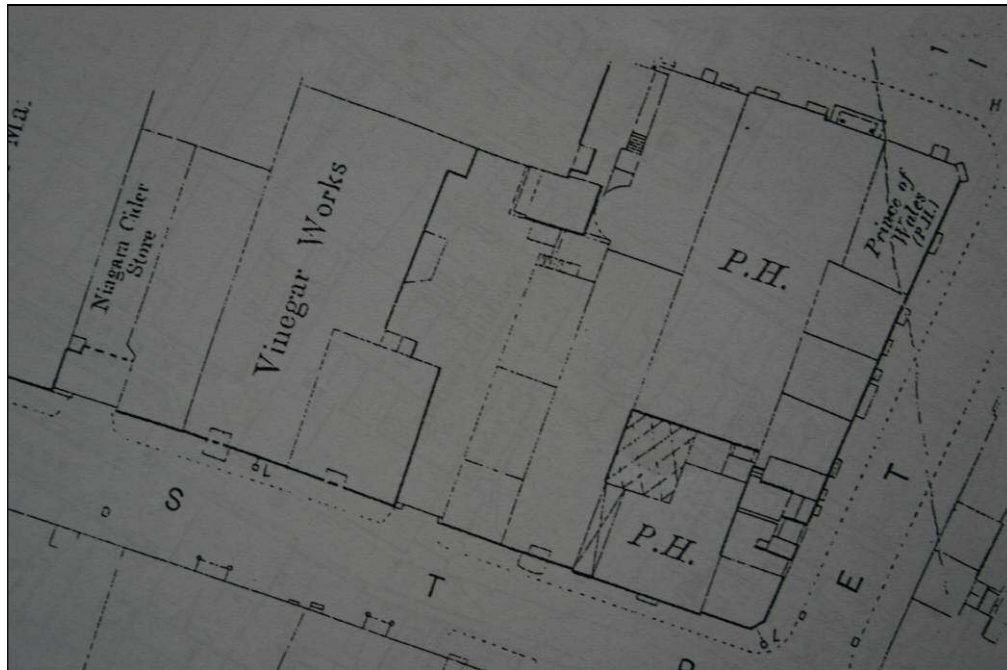
- 3.2.3 The 1803 map also shows the corner of Duke Street and Suffolk Street had been built up for the first time. Although a single block is indicated, it is probable that this represents the three properties 88-90A that are traceable on later maps, and still survive in part and in an altered state.

- 3.2.4 The layout of development had changed again by the time of the publication of the 1836 map. This shows the complete site built up, including the full frontages to Suffolk Street and Henry Street, with just small inner courtyards for rear access. The westernmost properties on Henry Street are marked as 'D Laffers Cooperas' (a cooperage). A minimum of 12 properties are indicated on the map, showing how plot divisions multiplied in the 19th century, and the buildings away from Duke Street may have been further subdivided.



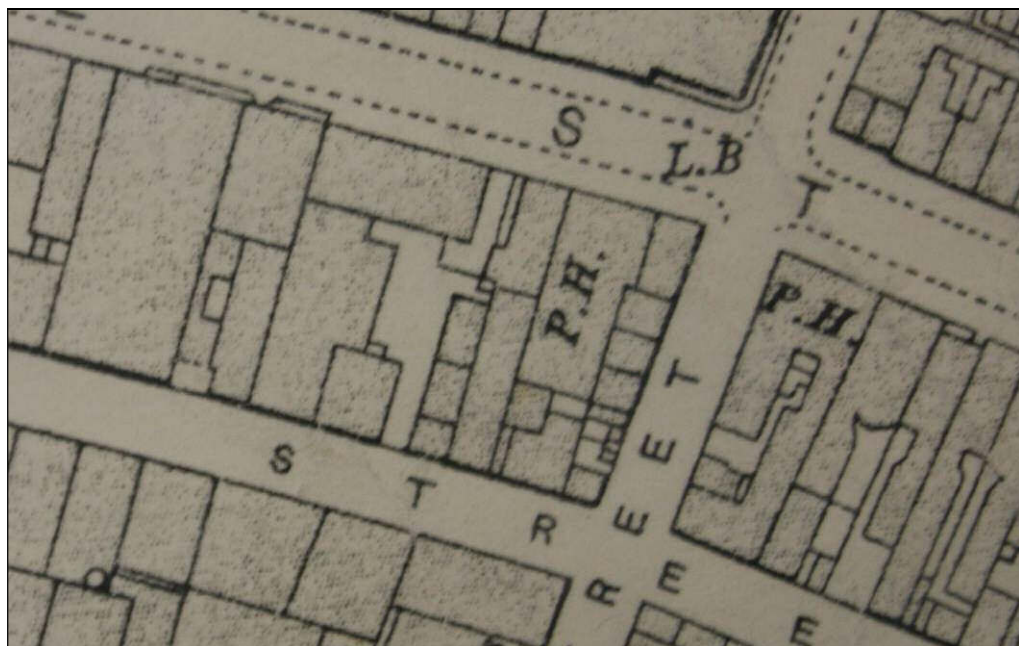
OS map 1847

- 3.2.5 The 1847 map gives a clear idea of the uses of several of the buildings, with public houses shown on the corner of Duke Street (Prince of Wales) and on Henry Street (Cooper's Arms – relating to the adjoining cooperage). The subdivision of the properties fronting Suffolk Street suggests small scale workshops or retail units. At the heart of the site was the 'Irven Soapery', though it is not entirely clear which buildings formed the soap works.
- 3.2.6 Trade Directories from 1862 and 1891 provide the names and trades of the various occupiers of the buildings. In 1862 Thomas Irven operated as an oil merchant from 82-86 Duke Street, and a soap manufacturer from 67-69 Henry Street, but by 1871, his businesses appear to have been displaced by a brewer's agent on Duke Street and spice merchant on Henry Street. By 1891 The Liverpool Vinegar Co. had taken over the Henry Street premises. Through the whole of this period Nos. 88-90 Duke Street were in use as a Public House, the landlord of which was John Percy Crewe.
- 3.2.7 The 1890 map, which is more detailed, shows Nos. 88-90 combined as a single property, and in use as a public house for the first time, though it is clear from the Directories that they had been combined since at least 1862.

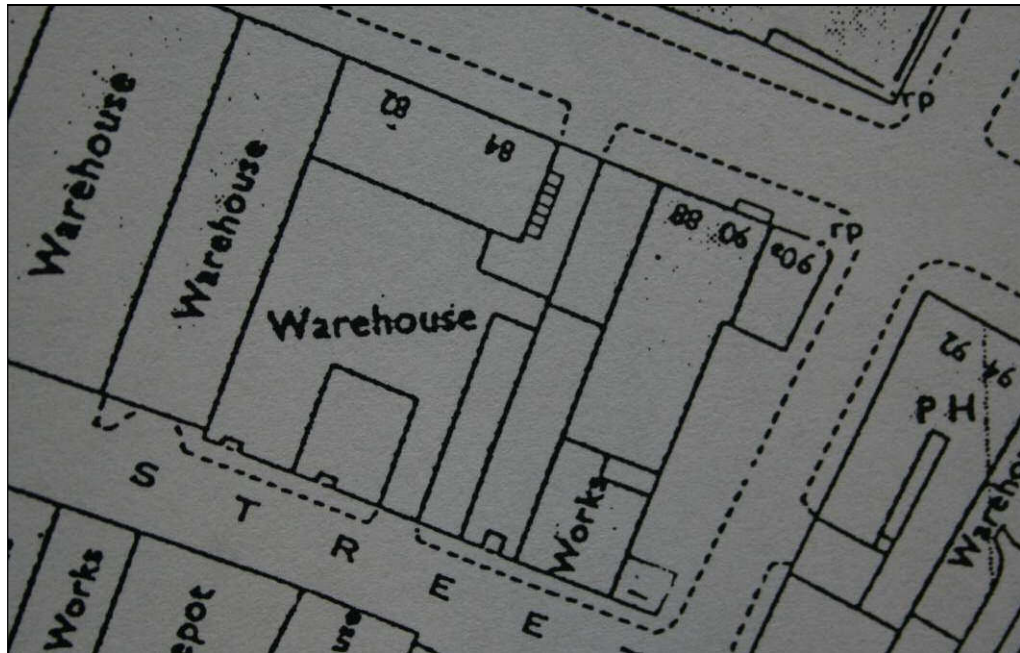


OS map 1890

- 3.2.8 There was little physical change to the area in the early 20th century, during which it remained densely occupied, although the 1911 Directory shows that by then the properties fronting Suffolk Street had become small retail units rather than workshops. From 1921, the Directories record the name of the Public House at 88-90 as the 'Royal Yacht'; it was still operating in 1962, the date of the last Directory.



OS map 1927



OS map 1970

3.3 Site Description

- 3.3.1 The application site is approximately 0.14 hectares in area and includes land and properties fronting Duke Street, Suffolk Street and Henry Street. The properties on the site have long been vacant, and are in a poor state of repair. The buildings on the site are of varying age and character. All have been subject to considerable modification to suit the changing fortunes of the Duke Street area over the past 200 years. The buildings fronting Duke Street include No 86 and Nos 88-90, all of which are three storeys. The existing facades of these buildings consist of two complete pedimented gable ends over 86-90 Duke Street and a fragment of a third gable that previously continued over the demolished 90A Duke Street. The buildings that occupy the site are of mixed construction, predominantly traditional with brickwork elevations beneath slate roofs.
- 3.3.2 The existing building behind 90 Duke Street was added to the rear in the mid-19th century, and has brick buttresses which were erected to support the eastern wall following the removal of structures fronting 90A/Suffolk Street.

- 3.3.3 The small building at the intersection of Henry Street and Suffolk Street, previously used as a cafe is now vacant.
- 3.3.4 The internal part of the site has largely been cleared of buildings leaving an open frontage to Henry Street. New additions and extensions to the rear of Duke Street have been added over time, replacing old warehouses that previously occupied the space.
- 3.3.5 A warehouse used for storage of vinegar in the western part of the site, fronting Henry Street still remains, although the building has lost its upper storeys and all floors.
- 3.3.6 The cleared part of the site separates Nos. 86-90 Duke Street from the adjacent Frensons building (Nos. 82-84), although the vinegar warehouse building is attached to the rear of 82-84 Duke Street.

3.4 Analysis of Buildings on the Site

Exteriors of Buildings

- 3.4.1 As described in the historical account, the site has seen a range of uses and building types, and the buildings that remain on the site are of varying age and character. All have been subject to considerable modification to suit the changing fortunes of the Duke Street area over the past 200 years.
- 3.4.2 The existing Duke Street facade consists of two complete pedimented gable ends over 86-90 Duke Street, and a fragment of a third gable that previously continued over the demolished 90A Duke Street. Historic map evidence suggests that the origins of these buildings all predate 1803. The pediment over 86 Duke Street and the slightly higher walls indicate that this is a separate, and probably slightly earlier structure than the adjacent 88-90.



Duke Street elevation



Elevation before demolition of 90A Duke Street

- 3.4.3 Unlike 88-90 Duke Street, No. 86 has no access directly to Duke Street, and must always have had its entrance into the alleyway which had been formed as part of the 18th century brewery layout. The building was initially a dwelling, but appears to have been converted for retail and warehousing at some stage. No. 86 is built of red brick laid in Flemish bond, later painted, and has plain square-headed windows with brick lintels and stone sills. The ground floor is raised high above street level, and there is a lunette window in the tympanum of the pediment.

3.4.4 The photograph taken of Nos. 88-90 before No. 90A was demolished (see above) indicates that this twin-gabled block originally had Georgian proportions, a fair faced brick facade, and a more regular pattern of windows, for the demolished section retained its original square-headed openings. The block appears on the 1803 plan as a single building, but the 1847 plan shows it as three houses, the central one being narrower than the two outer ones. This is likely to have been its original form, in spite of the strange mismatch between the pedimented frontage and the line of the party walls. By 1847 No. 90A had become the Prince of Wales PH; and by 1862, 88-90 had been amalgamated and become a separate hostelry, later called the Royal Yacht. It is likely that the stucco enrichment with hood moulds, pedimented windows, and ground floor pub frontages in an eclectic mix of styles was applied to the formerly plain facade around the 1860s.



Duke Street elevation showing stucco embellishments c.1860s

3.4.5 The properties fronting Suffolk Street, apart from the corner structures to Duke Street and Henry Street were demolished between 1962 and 1973. The building behind 90 Duke Street was added to the rear in the mid 19th century, and has brick buttresses which were erected to support the eastern wall following the removal of structures within the 90A/Suffolk Street strip.

- 3.4.6 The small building at the intersection of Henry Street and Suffolk Street was until lately used as a cafe and has been altered at various stages. It first appears on the 1836 map, but the roof line has been lowered as seen by the scarring from an earlier roof on the side of the adjoining building.



Building behind 90 Duke Street



Corner of Suffolk Street and Henry Street



Adjacent property on Henry Street



Demolished structures to rear of 86 Duke St

- 3.4.7 The adjacent property on Henry Street occupies the site that was the 'Cooper's Arms' PH during the second half of the 19th century. It is marked as 'works' on the 1973 OS map, but was substantially rebuilt in the late 20th century.

- 3.4.8 The interior of the site previously contained workshops and warehouses, with narrow courtyards, but these have mostly been cleared, leaving an open frontage to Henry Street. The exposed walls provide clues about the nature of the lost structures. The exposed wall behind 86 Duke Street has blocked-in joist holes for massive timbers, indicating its use as a warehouse, and a scar on the adjacent wall shows the access route for warehouse workers.

- 3.4.9 Between this demolished warehouse and 86 Duke Street, a 20th century addition to the rear of 86 Duke Street has been inserted. It is two storeys in

height and sits on top of an earlier brick built extension to 86 Duke Street. These additions are located in the area which was occupied by the semi-circular bay seen in the historic map sequence until 1908.

3.4.10 The westernmost building fronting Henry Street is first shown on the 1847 map. It later served as part of the Vinegar Works shown on the 1890 map. The surviving remnant of the frontage, however, indicates that this was built as a commercial warehouse, and is recorded as being one of a pair of matching warehouses that existed as late as 1975.⁴

3.4.11 The building has lost its upper storeys, but examination of the fabric, the fact that the rear elevation of Arena House, the Duke Street building that it backs onto has been rendered, and comparison with other warehouses in the area suggests that it was originally five or possibly six storeys high. Another typical six storey Henry Street warehouse is shown below as a comparison.



Existing Vinegar Warehouse



Another typical Henry Street warehouse

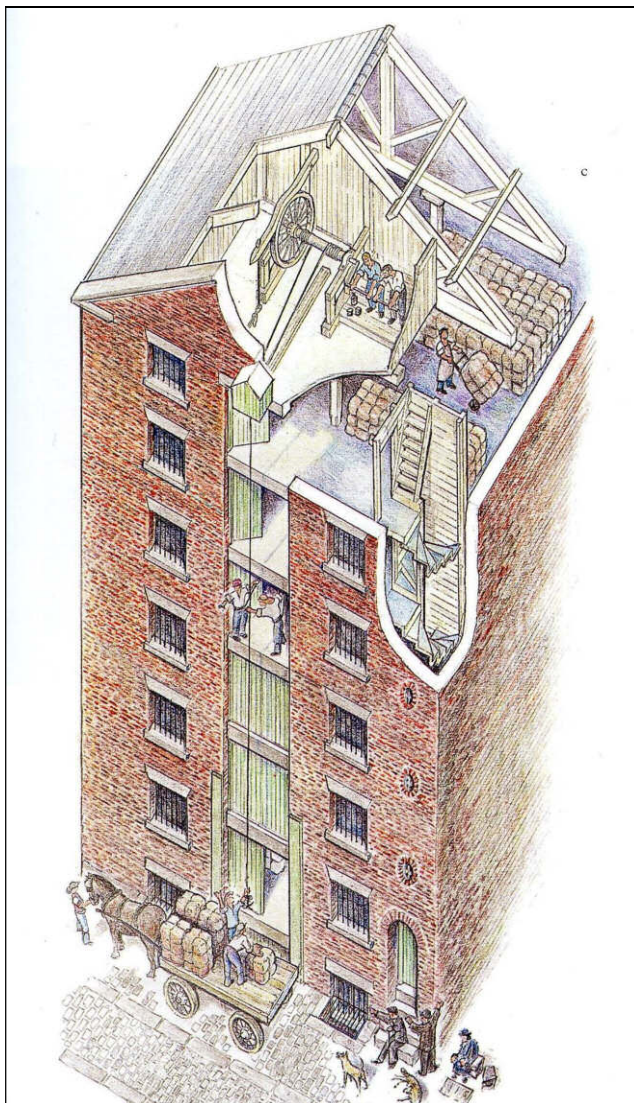
3.4.12 The building is typical of early 19th century warehouses, which were severe and plain in character.⁵ Stone is used for sills, and lintels are brick. The top most floor would have been gabled, simply reflecting the roof form end on to

⁴ Survey of Warehouses in Liverpool, *Liverpool Heritage Bureau*, 1975 (survey carried out by Peter de Figueiredo)

⁵ Colum Giles and Bob Hawkins, *Storehouses of Empire*, 2004

the street, and unlike the Duke Street buildings, no attempt was made in the case of warehouse structures of this kind to imitate a pediment.

3.4.13 The loading bay has double leaf iron loading doors on each floor, and at the top there would have been a projecting hoist beam. To the right is a narrow pedestrian doorway leading to a staircase with small windows at each half landing. The floors would have been of timber with heavy square section cross beams supporting joists, the latter usually laid on to the upper section of beams rather than fully jointed into them. The roof would probably have been supported on king post trusses, possibly with additional bracing. The hoist would have been manually powered.



46 Henry Street reconstruction showing hoist and storage process (English Heritage)

3.4.14 It is not known what goods were originally stored in the building, but the Directories show that by 1862 it was part of Thomas Inven's soap works. In 1871 it was in use for spices, and in 1891 for vinegar. In 1901 wines and spirits were stored in the building, and in 1925 it was used for storing paper. By 1941 it was a fireplace workshop, the last recorded use being in 1952.

Interiors of Nos. 86, 88 and 90 Duke Street

3.4.15 In the post war period, Nos. 86, 88 and 90 were amalgamated as a single commercial property and significant changes were made to the interiors. An internal survey carried out in 2005 by Tweed Nuttall Warburton stated that 'much of the structure behind the fronts of 88-90 is so dilapidated or changed that only the walls can be adapted for further use...and that the roofs, floors and staircases will need to be fully replaced and tied into the remaining walls.' No. 86 was found to be in slightly better condition due to the roof remaining generally watertight. Even in 2005, the properties were in a dangerous state, and only a partial survey could be undertaken. Over the following eight years their condition has become considerably worse.

3.4.16 The 2005 survey shows that No 86 originally had two rooms per floor, one facing onto Duke Street, and the other to the rear, separated by a central dog-leg staircase. The front ground floor room retained some sections of original plaster cornice and timber skirting, but the fireplace and internal doors had been removed, and modern partitioning had been installed. The rear ground floor room had no features of interest. The late 18th century staircase partially survived, but most of the balusters and the handrail had been lost. The upper floors contained no features of interest. There is an attic in which the purlin and rafter roof structure could be seen. It is assumed that the original main entrance led into the staircase hall at ground floor level, possibly from external steps, but no trace of this remained, and the building now only has external access to a metal fire escape.

3.4.17 Nos. 88 and 90 were joined and the interiors substantially altered when the building was converted to a public house in the mid/late 19th century. At this time the individual staircases were removed from both properties and replaced with a plain staircase within No. 90. The main public bar appears to have been situated in No. 88, and has a frontage window with cast iron mullions. In 2005 some original plaster cornicing survived at ground floor level, and there was a downstand beam, presumably installed after the two buildings were joined together, encased in plaster. The entrance lobby was paved in decorative tiles, and an archway led to the back rooms. The survey photographs show that the Victorian staircase was in a very dilapidated condition, and had lost its balustrade. This continued up to second floor level, but was in a state of collapse. No other features of interest were visible.

Surrounding Properties

3.4.18 The site's surroundings contain a variety of land-uses, including commercial, residential, hotels, restaurants, cultural and entertainment uses. Economic decline and the location of the area slightly away from the commercial centre have preserved many historic buildings that would otherwise have been demolished for redevelopment in the mercantile core. Other than a number of large warehouses in the area, the buildings are generally less monumental and smaller scale than those in the commercial and cultural centres of the city, and many buildings are domestic in scale.

3.4.19 Significant early buildings in the wider surrounding area include Bluecoat Chambers, an outstanding 18th century collegiate building with projecting wings enclosing a forecourt; the former Royal Institution, a fine example of a classical 18th century merchant's house with attached warehouse; and 105 Duke Street, a c.1800 classical stone faced building that became the first public library in Liverpool. No. 105 Duke Street stands on the opposite side of Duke Street from the application site.

4 DESIGNATIONS

World Heritage Site

- 4.1 The Liverpool Mercantile City World Heritage Site (WHS) was inscribed by the World Heritage Committee in 2004. A Statement of OUV was approved by the WH Committee in 2010 and a full copy of the Statement including integrity and authenticity is quoted in 4.5 below.
- 4.2 The WHS comprises six Character Areas.
- 4.3 The proposed development site is within the Lower Duke Street Character Area of the WHS, which forms part of the Duke Street Conservation Area.

Duke Street Conservation Area

- 4.4 The Duke Street Conservation Area was designated in 1988 and extended in 1990 and 2003. It covers the old Georgian merchants' quarter of the city centre, developed following the construction of the Old Dock in 1715 that launched Liverpool as a global port.
- 4.5 The *Lower Duke Character Area* comprises the south western component, as well as two warehouses on College Lane and Bluecoat Chambers on School lane. Its proximity to the Old Dock, the world's first enclosed wet dock, meant it was the location of the city's first property speculators who built both warehousing and residential premises along Duke St, Hannover St, and Bold St. The area soon developed a cosmopolitan feel being home to various types of people including sea captains, merchants, traders and artisans.

Listed Buildings

- 4.6 There are a number of listed buildings within the Lower Duke Street Character Area, including Bluecoat Chambers at Grade I, and 1-3 Duke Street,

on the corner with Hanover Street (now built in replica) at Grade II. Those situated within the setting of the development site are 105 Duke Street, the former Liverpool Public Library (GII); 92-94 Duke Street, the Monro PH (GII); and 116-126 Duke Street (GII).

5 STATEMENT OF OUTSTANDING UNIVERSAL VALUE THAT MAY BE AFFECTED BY THE PROPOSAL

- 5.1 This section provides a definition the OUV of the WHS as approved by the World Heritage Committee in 2010:

Brief Description

'The Maritime Mercantile City of Liverpool became one of the centres of world trade in the 18th and 19th centuries. It had an important role in the growth of the British Empire and became the major port for the mass movement of people, especially enslaved Africans and European emigrants. Liverpool pioneered the development of modern dock technology, transport systems, port management, and building construction. A series of significant commercial, civic and public buildings lie within selected areas in the historic docklands and the centre of the city. These areas include: the Pier Head, with its three principal waterfront buildings – the Royal Liver Building, the Cunard Building and the Port of Liverpool Building; the Dock area with their warehouses, dock walls, docks and other facilities related to port activities from the 18th and 19th centuries; the mercantile area, with its shipping offices, produce exchanges, marine insurance offices, banks, inland warehouses and merchants houses; and the William Brown Street Cultural Quarter, including St George's Plateau, with its monumental cultural and civic buildings.'

Statement of Significance

Liverpool – Maritime Mercantile City reflects the role of Liverpool as the supreme example of a commercial port at the time of Britain's greatest global influence. Liverpool grew into a major commercial port in the 18th century, when it was also crucial for the organisation of the trans-Atlantic slave trade. In the 19th century, Liverpool became a world mercantile centre for general cargo and mass European emigration to the New World. It had major significance on world trade being one of the principal ports of the

British Commonwealth. Its innovative techniques and types of construction of dock facilities became an important reference worldwide. Liverpool also became instrumental in the development of industrial canals in the British Isles in the 18th century, as well as of railway transport in the 19th century. All through this period, and particularly in the 19th and early 20th centuries, Liverpool gave attention to the quality and innovation of its architecture and cultural activities. To this stand as testimony its outstanding public buildings, such as St George's Hall and its museums. Even in the 20th century, Liverpool has given a lasting contribution, which is remembered in the success of The Beatles.

Criteria for Inscription

Criterion (ii): 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.

Criterion (iii): 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): 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.

Assessment of the Conditions of Authenticity and Integrity, and of the Requirements for Protection and Management in Force

Integrity

The existing urban fabric of the World Heritage Site dates from the 18th to the 20th centuries, with an emphasis on the 19th and early 20th centuries. The city has suffered from the Second World War destruction as well as from the long economic decline after the war.

The historic evolution of the Liverpool street pattern is still readable representing the different periods. There have been some alterations after the war destruction in 1941.

Judging in the overall, though, the protected area has well retained its historic integrity. Not only are the buildings in good state but every effort has been made to preserve the minor detailing of architecture such as the original pulleys of the docks and various other cast iron features.

Authenticity

In the World Heritage property, the main historic buildings have retained their authenticity to a high degree. There are a small number of areas, especially in the buffer zone, where the damages from the war period still exist. There are also new constructions from the second half of the 20th century, of which not all are to high standard. The main docks survive as water-filled basins within the World Heritage property and the buffer zone. They are not any more operational, though one dock area is operated by Merseyside Maritime Museum, and another is used for ship repairs. The warehouses are being converted to new uses. Here attention is given to keep changes to the minimum.

Protection and Management

The World Heritage Site is within the boundary of Liverpool City Council. The property is protected through the planning system and through the designation of over 260 buildings. The whole property is protected by Conservation Areas.

The World Heritage Site is subject to different plans and policies, including the Liverpool Unitary Development Plan (2002), the Strategic Regeneration Framework (July 2001) and the Liverpool Maritime Mercantile City World Heritage Site SPD (2009). There are several detailed master plans for specified areas, and conservation plans for the individual buildings. A full Management Plan has been prepared for the World Heritage Site. Its implementation is overseen by a Liverpool World Heritage Site Steering Group, which includes most public bodies involved in the property.'

6 SUMMARY DESCRIPTION OF HERITAGE ASSETS AND ATTRIBUTES THAT CONTRIBUTE TO AND CONVEY OUV

Heritage Assets

- 6.1 The Archaeological Assessment and Heritage Statement both include an analysis of key heritage features within the site. These also take account of the list of heritage assets included in the WHS Nomination Document, and complement the key features identified in the WHS SPD.
- 6.2 Account has also been taken of the *Assessment of Heritage Merit and Heritage Need: Liverpool World Heritage Site*, a non-statutory document commissioned by LCC from the Architectural History Practice in 2005.
- 6.3 The key tangible heritage assets within and around the site that contribute to OUV are as follows:

A. Within the Development Site

- **86 Duke Street**, a late 18th century house of 2 bays with 3 storeys, pedimented gable to Duke Street. Built of brick with slate roof. Side elevation to courtyard altered and rear rebuilt and extended. Later used as warehouse and retailing.
- **88-90 Duke Street**, originally built as 3 houses set below a pair of pedimented gables. Three storeys, built of brick with slate roofs. Frontage altered in the 1860s when converted to a public house, interiors and rear altered and extended. No. 90A demolished c.1980 leaving only 2½ gables to Duke Street.
- **Vinegar Warehouse, Henry Street**, built c.1840, one of a pair of warehouses that existed until c.1975. Surviving shell has lost its upper storeys and all floors.

B. Outside the Development Site

- **Former Union News Room, 105 Duke Street**, built 1800 and designed by John Foster. Main entrance was in the centre of the 5-bay Duke Street facade, and had a large carving of the royal arms crowning the parapet above. The elevation to Slater Street breaks forward slightly under a central pediment and has a tri-partite window on the first floor. In 1852 it was adapted as Liverpool's first public library, and the utilitarian brick extension at the rear was built to house the natural history collections of the 13th Earl of Derby presented to the town by his son. After library and museum moved to Shaw's Brow (now William Brown Street), the Duke Street building was acquired for offices by Peter Walker in 1864. R T Beckett designed the 3-bay Jacobean extension on the left, 1896, and further additions followed. The whole block was rebuilt behind the facades c.1990 by Kingham Knight Associates. Listed GII.
- **Monro Public House, 92-94 Duke Street**, built as three dwellings, two facing Duke Street and a third on Suffolk Street, late 18th century. Brick with stone dressings and slate roof. Ground floor altered with shopfront to Duke Street and blank frontage to Suffolk Street. Listed GII.



The Monro PH



120-124 Duke Street

- **96 Duke Street**, late 19th century house, 3 storeys with basement. stucco faced with projecting late 19th century shopfront at ground floor level.

- **98-100 Duke Street**, late 18th century pair of houses of brick with stone dressings. 3 storeys and basement, 3 narrow bays, round-arched doorcases with engaged Doric columns and pediments. Plain iron railings to basement area. Listed GII.
- **102 Duke Street**, late 18th century house, 3 storeys with basement, stucco faced with 20th century doorcase.
- **116 Duke Street**, late 18th century house of brick with stucco and slate roof. 3 storeys and basement, 5 bays, ground and first floor sill bands, the latter with guilloche, cornice and mutules. Central round-arched doorway with engaged Ionic columns, frieze and cornice. Plain iron railings to basement area. Listed GII.
- **118 Duke Street**, late 18th century house of brick with stone dressings and slate roof. 3 storeys and basement, 3 bays, round-arched doorway to right with engaged Doric columns supporting dossierets and open pediment. Plain iron railings to basement area. Birthplace of Felicia Hermans, the poet (1793). Listed GII.
- **120, 122, 124 Duke Street**, late 18th century terrace of 3 houses of brick with stone dressings and slate roof. 5 storeys with basement, each house of 3 bays. Paired central doorways to 120 and 122 with Doric doorcases with engaged columns and fanlight to 120. Round-arched doorway to 124 with Doric attached columns and frieze. Plain iron railings to basement areas. Listed GII.
- **135-147 Duke Street**, early 19th century terrace of brick houses with stone dressings, modest scale three storeys, two with basements, plain doorways. One has 19th century shopfront.
- **Arena House, 80 Duke Street**, large late 19th century building of 9 bays and 4 storeys with basement. Red and brown brick with decorative band courses and embellishment to window openings. Central round-arched doorway with Gothic canopy. Originally commercial, it has been converted as student accommodation.

Aspects of OUV

6.4 The Statement of OUV for the WHS as a whole is set out in Section 6.1. It is derived from the three Criteria for Inscription of the WHS. The Statement of Significance refers to the following Values relating to the WHS as a whole:

- The role of Liverpool as the supreme example of a commercial port at the time of Britain's greatest global influence
- A major commercial port in the 18th century when it was also crucial for the organisation of the trans-Atlantic slave trade
- A world mercantile centre for general cargo and mass European emigration to the New World in the 19th century
- Major influence on world trade being one of the principal ports of the British Commonwealth
- Its innovative techniques and types of construction of dock facilities became an important reference worldwide
- Liverpool also became instrumental in the development of industrial canals in the British Isles in the 18th century, as well as rail transport in the 19th century
- Throughout the period, and particularly in the 19th and early 20th centuries, Liverpool gave attention to the quality and innovation of its architecture and cultural activities
- The testimony of cultural achievement is seen in its outstanding public buildings such as St George's Hall and its museums
- Even in the 20th century, Liverpool has given a lasting contribution, which is remembered in the success of The Beatles

6.5 The following physical attributes of the city as related in the Ropewalks area and its setting are crucial to understanding the Values set out above:

- Landform – the rising ground form within the area reflects the city's topography and is influenced by a steep sandstone escarpment

which frames the city centre and allows for views down towards the river and the port.

- Varied skyline with buildings rising up the sloping ground and interesting roof forms.
- Landmark buildings – these provide reference points across the city and are part of its visual structure. No landmark buildings are visible from street level around the proposed development site, but they can be seen from other viewpoints within the Ropewalks area.
- Relationship between river and WHS – although there is no visual relationship between the Ropewalks and the river, the historical links are a crucial to understanding its values..
- Warehouses and their settings.
- The city centre as the heart of a wider urban area
- Varied nature of urban grain and street form, and lack of uniformity in height of buildings and architectural treatment.
- Juxtaposition of buildings of different periods along waterfront that demonstrate the evolution of the mercantile city.
- The increasing size and scale of engineering structures and buildings taking advantage of innovation and advances in technology to meet the demands of economic growth.
- Architectural excellence, reflecting the wealth, aspiration and civic pride of the merchant class and civic leaders.
- High quality and durability of materials and construction techniques in engineering and architecture.
- Hard surfaces and edges reflecting the functional nature of the dockland estate.

Heritage Attributes that contribute to OUV

- 6.6 Considered in terms of the three criteria of inscription as a WHS, the following cumulative list of tangible and intangible heritage attributes have

been identified as contributing to the understanding of OUV in relation to the site:

Criterion (ii): ***Innovative techniques and methods of construction***

- Warehouses
- Technical buildings
- Spirit of innovation
- International mercantile systems

Criterion (iii): ***Maritime Mercantile Culture***

- Commercial offices and banks
- Lives of merchants
- Lives of dock workers
- Lives of sailors
- Role in the slave trade

Criterion (iv): ***Outstanding Example of World Mercantile City***

- Dock landscape
- Docks and urban plan
- Relationship of commercial centre, docks, river and sea
- Civic pride manifested in grand architecture
- Commercial offices, shipping offices and banks

Contribution of the Site to Integrity and Authenticity of the WHS

- 6.7 Integrity relates to whether all the attributes that convey OUV are extant within the property, and the degree of wholeness and intactness in which they exist. In assessing the impact of development, it is necessary to consider whether the proposals would lead to their erosion or cause them to be threatened.

- 6.8 The survival of historic buildings within the Ropewalks area is generally high, largely owing to the lack of pressure for redevelopment in the 20th century. Some buildings have remained in active use, or survived with limited change. The integrity and wholeness of many, however, has been compromised by alteration and by their poor state of preservation. This is particularly the case with the development site, where all the surviving buildings have been altered to varying degrees, and all are in a serious state of disrepair.
- 7.9 Only No 86 Duke Street has an intact front elevation, and even in the case of this building, alterations to the side elevation and interior mean that the level of integrity is only skin deep and restricted to the street frontage. Nos. 88-90 have been substantially altered both externally and internally, and therefore have a low level of integrity. So little remains of the vinegar warehouse that in spite of the robustness of the surviving part of its elevation to Henry Street, its level of integrity is also low.

Authenticity

- 6.10 Authenticity relates to the way attributes convey OUV. This depends upon the use and function of the area, its layout and design, the way it is perceived and its sense of place, together with the management systems. In assessing the impact of development, it is therefore necessary to consider whether the proposals will damage or enhance the ability to understand the WHS's OUV.
- 6.11 The main attributes of authenticity within the Ropewalks area relate to the grain of the area, the streetscape and the mix of uses, which are redolent of its mercantile history. The surviving historic dwellings, workshops, warehouses and offices, together with the hard street surfaces, and narrow alleyways also have the power to convey OUV.
- 6.12 When in use for warehousing and workshops, the area would have been active with transport, goods and people. Loading and unloading of goods,

coming and going of carts and wagons would have filled the area with noise and bustle. Along the streets there were pubs and shops (only a few of which survive) that served the working population in the service of commerce and leisure.

6.13 In the relative quietude that now characterises the area, the level of authenticity has been significantly affected, although recent development has once again increased activity and provides an enhanced opportunity to reinforce and interpret the attributes of authenticity that have been affected by loss and decay.

6.14 Likewise authenticity has been affected by the loss of the traditional activities within the area so that there is now little connection between the Ropewalks area and the Port of Liverpool. Yet directly opposite the site (in the former Union News Room building) on Duke Street are the offices of the Bibby Line, which is one of the most important Liverpool-based merchant shipping companies to survive. The presence of the Bibby Line is one of the principal reasons why ACL Ltd wishes to relocate to this site, where their existence would enhance the maritime mercantile links between the Ropewalks and the port and strengthen the authenticity of the area.

7 DESCRIPTION OF THE PROPOSAL

- 7.1 It is proposed to develop the land and buildings with a high quality building containing Grade A office accommodation, purpose-built for the specified end user ACL Ltd. The building will be four storeys with floor plates providing flexible and efficient space, capable of being sub-divided into a maximum of three tenants on each floor. Atlantic Container Line UK Ltd (ACL Ltd) is an international shipping company and high profile employer in the city, which specialises in the carrying of containers, project and oversized cargo, heavy equipment and vehicles with the world's largest roll-on roll-off container ships. The lease on their existing offices at 8 Princes Parade, Liverpool is soon to expire and they wish to relocate within the city on this prominent site.
- 7.2 The proposal will retain the existing vinegar warehouse building on Henry Street, which will be integrated into the new build proposal. There will be a contemporary frontage to Duke Street which relates to the scale and massing of adjoining developments. The main pedestrian access into the building is via a new courtyard from Duke Street, with a basement car park to accommodate 36 spaces plus 5 for the adjacent Frenson building with ramped access via Henry Street.
- 7.3 The proposals are described in detail in the Design and Access Statement, and illustrated by plans, elevations and perspective drawings, together with a full schedule of technical information in support of the planning application.

8 ASSESSMENT OF IMPACT OF THE PROPOSAL ON EACH ASPECT OF OUTSTANDING UNIVERSAL VALUE

8.1 GENERAL INTRODUCTION

8.1.1 As stated in paragraph 3.3.3, the potential impact of development on aspects of the historic environment that convey OUV is assessed under the following six categories:

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

8.1.2 The impact is assessed in:

- A text description that outlines the heritage asset or attribute of OUV and its setting, referring to the impact of proposed development by way of plans, massing studies and photomontages as appropriate.
- A matrix/spreadsheet summary of assessment to enable rapid analysis of results.
- Conclusions

8.1.3 The assessment takes account of international, national and local planning policies and guidance.

8.1.4 The assessment considers how the opportunities for interpretation, presentation and transmission of the OUV of the WHS can be used as an integral part of the development proposal.

8.1.5 A concluding statement considers the balance of benefits of the scheme against negative impacts and touches on wider public benefits which are considered in separate documents that support the planning application. The conclusion takes account of the assessment of impacts on each attribute and cumulative impacts.

8.2 **DIRECT AND INDIRECT IMPACT ON HERITAGE ASSETS**

Introduction

This section considers the impact both on **historic fabric** and on the **setting** of the principal heritage assets in and surrounding the development site and their contribution to OUV. In accordance with English Heritage's request, this is based on the assumption that impacts on fabric and impacts on setting are of equal significance and adopts a 1:1 ratio.

The assessment of impact on setting follows the definition in the *Historic Environment Planning Practice Guide* regarding the surroundings in which a heritage asset is experienced. Its extent is not fixed, and may change as the asset and its surroundings evolve. It is stated that elements of a setting may make a positive or negative contribution to the significance of a heritage asset, may affect the ability to appreciate that significance, or may be neutral. The guidance points out that whilst the extent and importance of setting is often expressed by reference to visual considerations, the way in which we experience an asset in its setting is also influenced by other environmental considerations such as noise, dust and vibration; by spatial associations; and by our understanding of the historic relationship between places. Impacts may be temporary or permanent, direct or indirect.

English Heritage has also produced a document on *The Setting of Heritage Assets*, which provides detailed guidance on understanding the setting of heritage assets and assessing the impact of any changes affecting them. It provides a checklist to help understand how setting contributes to significance:

- What does the location of the asset within its setting (including its topography) contribute to the asset's significance?
- What does the asset's functional relationship with its setting contribute to its significance?
- What does the asset's aesthetic relationship with its setting (including artistic representations of that relationship) contribute to its significance?
- How does the landscape character of the asset's setting contribute to its significance?
- How does the extent, history and speed of change within the setting contribute to the asset's significance?
- How do views of the asset within its setting contribute to its significance?
- What non-visual sensory influences within the setting contribute to the asset's significance?
- How do the asset's intellectual and associative relationships with its setting add to its significance?
- How rare are similar relationships between other assets and their settings and how does this rarity contribute to the asset's significance?

The EH guidance recommends that any assessment of impact should sequentially address three questions:

1. Is the development of a particular type, scale, massing or prominence within the setting of an asset likely to be acceptable or unacceptable in terms of the degree of harm to its significance?
2. Is the precise location of the development likely to be a critical factor in determining whether the degree of harm to significance is acceptable or unacceptable?
3. Are more detailed aspects of the development's design likely to be a critical factor in determining whether the degree of harm to significance is acceptable or unacceptable?

Attention is also drawn by EH to ways in which change affecting the setting of a heritage asset can enhance as well as diminish its significance, for example by:

- Removing or re-shaping an intrusive building or feature
- Restoring or revealing a lost historic feature
- Introducing a new feature which adds to the heritage significance of the asset
- Replacement of a detrimental feature by a new more harmonious one
- Improving public access to the setting and thereby increasing public understanding or enjoyment of the asset

In determining the scale or severity of impact on setting, the aim has been to assess to what degree any changes affect the contribution made by the heritage asset to OUV.

8.2.1 86 DUKE STREET



Front and rear elevations

History and Description

86 Duke Street is the earliest property remaining on the site, dating from the late 18th century. It was designed as a dwelling, and may have been connected with the brewery which is known from map evidence to have existed on the site. It is of 3 storeys with a pedimented gable to Duke Street, and is built of brick with a slate roof. The side elevation originally contained the entrance, together with a curved bay facing onto the courtyard, but this was removed in the late 19th or early 20th century when the property was converted to warehouse and retail use. The interior was altered when the building was amalgamated with 88-90 as a single commercial property in the later 20th century, and although the plan form remains readable, no significant features of interest survive.

Condition

The building is currently in very poor condition, and is regarded as being in a dangerous state.

Setting

The building forms part of a group with 88-90 Duke Street, which it adjoins, and is part of the long frontage to Duke Street running from York Street to Suffolk Street. Although this contains no listed buildings, the majority of the frontages are considered by LCC to have historic townscape merit. Its setting also relates to No 105 Duke Street on the opposite side of Duke Street, which is a Grade II listed building, and to The Monro PH on the opposite side of Suffolk Street.

Designation

Unlisted within WHS and Duke Street Conservation Area

Assessment of Significance and Value

The building dates from the late 19th century, and is a relatively early structure within the development of the Duke Street area. It retains its original facade to Duke Street largely intact, and is characteristic of a type of early merchant houses with a gable end on to the street. However, the side and rear elevations have been altered and partially demolished, and the interior retains no features of special interest. It is in a dilapidated state of repair, with limited possibility of retaining more than the front and side elevations. As a result, its contribution to OUV relates solely to the front elevation, which is evidence of 18th century merchants' housing.

In accordance with the table of significance in 3.4.1, No 86 Duke Street is assessed as **Medium/Low** value.

Proposed Development

It is proposed to demolish the building to allow for the construction of a new 4 storey office building.

Impact Assessment

Impact on Fabric: The building will be lost.

In accordance with the criteria for assessment of scale or severity of impact set out in 3.5.1, the impact on fabric will be **major adverse**.

Impact on Setting: Since the existing building is part of the Duke Street streetscape, and has a relationship with other buildings of historic merit, its replacement by a four storey commercial building will affect the setting.

In accordance with the criteria for assessment of scale or severity of impact set out in 2.5.1, the impact on setting will be **major adverse**.

Significance of Effect or Overall Impact

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

Taking account of the value of the asset in accordance with the table set out in 3.5.3, the cumulative significance of effect or impact is **moderate adverse**.

8.2.2 88-90 DUKE STREET



View from Duke Street/Slater Street



View from Suffolk Street/Henry Street

History and Description

88-90 Duke Street is slightly later than No. 86, but also dates from the late 18th century. Together with the missing 90A Duke Street, it formed a terrace of three 3-storeys houses under a pair of pedimented gables to Duke Street. They are built of brick with a slate roof. They were converted to a pub in the mid 19th century and the front elevation was re-configured in the 1860s and coated in stucco. In the late 20th century, No 90A was demolished, leaving an unbalanced elevation consisting of 1½ pediments fronting Duke Street. The interior was changed in the 19th century and altered again when the building was amalgamated with 86 as a single commercial property in the later 20th century. As a result no significant features of interest survive.

Condition

The building is in very poor condition, partially collapsed, and is regarded as being in a dangerous state.

Setting

The building forms part of a group with 86 Duke Street, which it adjoins, and is part of the long frontage to Duke Street running from York Street to Suffolk Street. Although this contains no listed buildings, the majority of the frontages are considered by LCC to have historic townscape merit. Its setting also relates to No 105 Duke Street on the opposite side of Duke Street, which

is a Grade II listed building, and to The Monro PH on the opposite side of Suffolk Street.

Designation

Unlisted within WHS and Duke Street Conservation Area

Assessment of Significance and Value

The building dates from the late 18th century, and is a relatively early structure within the development of the Duke Street area. However, its original facade to Duke Street has been radically altered, and the composition of the group has been seriously compromised by the demolition of No 90A. The interior retains no features of special interest. It is in a dilapidated state of repair, with limited possibility of retaining existing fabric. Its contribution to OUV relates solely to its historical associations, as evidence of 18th century merchants' housing.

In accordance with the table of significance in 3.4.1, Nos. 88-90 Duke Street is assessed as **Low** value.

Proposed Development

It is proposed to demolish the building to allow for the construction of a new 4 storey office building.

Impact Assessment

Impact on Fabric: The building will be lost.

In accordance with the criteria for assessment of scale or severity of impact set out in 3.5.1, the impact on fabric will be **major adverse**.

Impact on Setting: Since the existing building is part of the Duke Street streetscape, and has a relationship with other buildings of historic merit, its replacement by a four storey commercial building will affect the setting.

In accordance with the criteria for assessment of scale or severity of impact set out in 2.5.1, the impact on setting will be **slight adverse**.

Significance of Effect or Overall Impact

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

Taking account of the value of the asset in accordance with the table set out in 3.5.3, the cumulative significance of effect or impact is **slight adverse**.

8.2.3 VINEGAR WAREHOUSE



View from Henry Street



View from Henry Street/Suffolk Street

History and Description

The warehouse was built c.1840 and was built as one of a pair of matching structures. It was recorded as being in use for storage for vinegar in 1890. The other warehouse was demolished c.1975. The upper floors have been lost and all the floors have collapsed, leaving only three storeys of the rear and side walls. Examination of the remaining fragments and marks on the rear wall of Arena House suggests that it would have been 2 or 3 storeys higher. The building is typical of mid-19th century warehouse structures which were plain and robust in character, and it retains its loading bays with double leaf iron loading doors.

Condition

The building is in very poor condition, and a substantial amount of historic fabric has been lost.

Setting

Henry Street was mostly lined with warehouses, a number of which survive. Some have been converted to housing and commercial uses in recent years,

but many remain in semi-derelict condition. New infill development has also taken place. The vinegar warehouse stands alone, though there is another warehouse on the opposite side of the street, and others are situated towards York Street.

Designation

Unlisted within WHS and Duke Street Conservation Area

Assessment of Significance and Value

The building dates from the mid 19th century, and is a typical example of a Liverpool commercial warehouse. It has lost integrity as a result of partial collapse, and only the remaining part of the Henry Street elevation retains significance.

Its contribution to OUV relates to the tangible evidence of Liverpool's role as the supreme example of a commercial port at the time of Britain's greatest global influence and a mercantile centre for general cargo.

In accordance with the table of significance in 3.4.1, the vinegar warehouse is assessed as **Medium/Low** value.

Proposed Development

It is proposed to conserve and retain the frontage to Henry Street in its present form, and construct new office accommodation behind it.

Impact Assessment

Impact on Fabric: The building will be repaired and given a new purpose as an integral part of the new development.

In accordance with the criteria for assessment of scale or severity of impact set out in 3.5.1, the impact on fabric will be **major beneficial**.

Impact on Setting: Since the existing building is part of the Duke Street streetscape, and has a relationship with other buildings of historic merit, its replacement by a four storey commercial building will affect the setting.

In accordance with the criteria for assessment of scale or severity of impact set out in 2.5.1, the impact on setting will be **major beneficial**.

Significance of Effect or Overall Impact

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

Taking account of the value of the asset in accordance with the table set out in 3.5.3, the cumulative significance of effect or impact is **moderate beneficial**.

8.2.4 105 DUKE STREET



History and Description

The building was erected in 1800 at the Union News Room and designed by John Foster. The main entrance was in the centre of the 5-bay Duke Street facade. In 1852 it was adapted as Liverpool's first public library, and the utilitarian brick extension at the rear was built to house the natural history collections. R T Beckett designed the 3-bay Jacobean extension on the left, 1896, and further additions followed. The whole block was rebuilt behind the facades c.1990 by Kingham Knight Associates, and it is now the offices of the Bibby Shipping Line.

Condition

The building is in good condition.

Setting

The building enjoys a prominent corner site with Slater Street, but is marred by the currently vacant site on the other corner, and by the poor state of the development site which is directly opposite.

Designation

Listed Grade II within WHS and Duke Street Conservation Area.

Assessment of Significance and Value

The building has an important history as a gentlemen's club and later the first public library. It is important in the streetscape of the Ropewalks area but has lost integrity as a result of its reconstruction behind the retained facades.

Its contribution to OUV relates principally to its testimony to Liverpool's cultural achievement, predating the major cultural buildings around St George's Hall. It is also an example of the attention given to the quality and innovation of its architecture and cultural achievements.

In accordance with the table of significance in 3.4.1, No 105 Duke Street is assessed as **High** value.

Proposed Development

The building will not be directly affected by development but the development site is directly opposite on the corner of Duke Street and Suffolk Street.

Impact Assessment

Impact on Fabric: None.

In accordance with the criteria for assessment of scale or severity of impact set out in 3.5.1, the impact on fabric will be **neutral**.

Impact on Setting: The setting is currently affected adversely by the vacant state and poor appearance of the development site, and the proposed new building will have a beneficial impact.

In accordance with the criteria for assessment of scale or severity of impact set out in 2.5.1, the impact on setting will be **moderate beneficial**.

Significance of Effect or Overall Impact

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

Taking account of the value of the asset in accordance with the table set out in 3.5.3, the cumulative significance of effect or impact is **slight beneficial**.

8.2.5 THE MONRO PUBLIC HOUSE



History and Description

The building was erected in the late 18th century as three houses, on a prominent corner site. It is 3 storeys high, and is built of brick with stone dressings and a slate roof. A 19th century shopfront occupies part of the ground floor frontage to Duke Street.

Condition

The building is in good condition.

Setting

The building enjoys a prominent corner site with Suffolk Street, but is marred by the currently vacant site on the other side of Duke Street, and by the poor state of the development site which is directly opposite on Suffolk Street.

Designation

Listed Grade II within WHS and Duke Street Conservation Area.

Assessment of Significance and Value

The building is evidence of the life of Liverpool merchants in the 18th and 19th centuries. It is important in the streetscape of the Ropewalks area.

Its contribution to OUV relates principally to mercantile life.

In accordance with the table of significance in 3.4.1, the Monro PH is assessed as **High** value.

Proposed Development

The building will not be directly affected by development but the development site is directly opposite on the corner of Duke Street and Suffolk Street.

Impact Assessment

Impact on Fabric: None.

In accordance with the criteria for assessment of scale or severity of impact set out in 3.5.1, the impact on fabric will be **neutral**.

Impact on Setting: The setting is currently affected adversely by the vacant state and poor appearance of the development site, and the proposed new building will have a beneficial impact.

In accordance with the criteria for assessment of scale or severity of impact set out in 2.5.1, the impact on setting will be **moderate beneficial**.

Significance of Effect or Overall Impact

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

Taking account of the value of the asset in accordance with the table set out in 3.5.3, the cumulative significance of effect or impact is **slight beneficial**.

8.2.6 ARENA HOUSE



History and Description

The building was erected in the late 19th century as a commercial building in an eclectic style. It is 9 bays wide and 4 storeys high with a basement, and is built of polychrome brickwork with a slate roof. It has recently been restored and converted for student accommodation.

Condition

The building is in good condition.

Setting

The building adjoins the development site, and is adversely affected by the poor state of the site.

Designation

Unlisted within WHS and Duke Street Conservation Area

Assessment of Significance and Value

The building is evidence of the commercial and mercantile life of Liverpool in the 19th centuries, and is important in the streetscape of the Ropewalks area.

Its contribution to OUV relates principally to mercantile life.

In accordance with the table of significance in 3.4.1, Arena House is assessed as **Medium** value.

Proposed Development

The building will not be directly affected by development but the development site directly adjoins the building.

Impact Assessment

Impact on Fabric: None.

In accordance with the criteria for assessment of scale or severity of impact set out in 3.5.1, the impact on fabric will be **neutral**.

Impact on Setting: The setting is currently affected adversely by the vacant state and poor appearance of the development site, and the proposed new building will have a beneficial impact.

In accordance with the criteria for assessment of scale or severity of impact set out in 2.5.1, the impact on setting will be **moderate beneficial**.

Significance of Effect or Overall Impact

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

Taking account of the value of the asset in accordance with the table set out in 3.5.3, the cumulative significance of effect or impact is **slight beneficial**.

8.2.7 98-100, 102, 116, 118, 120, 122, 124, 135-147 DUKE STREET

None of these buildings or their setting would be affected by the development, and the significance of effect on them is therefore **neutral**.

8.2.8 SUMMARY OF DIRECT AND INDIRECT IMPACTS ON HERITAGE ASSETS

Assessment of the planning application proposals for 86-90 Duke Street shows that the impact on the physical fabric and the setting of heritage assets (scored on a 1:1 basis) will be as follows:

Very large beneficial	Large beneficial	Moderate beneficial	Slight beneficial	Neutral	Slight adverse	Moderate adverse	Large adverse	Very large adverse
		1	3	8	1	1		

The assessment demonstrates that there will be a balance of benefits over disbenefits for OUV in terms of impacts on fabric and setting of heritage assets.

8.3 IMPACT ON VIEWS

8.3.1 Introduction

The views to, from and within the WHS are an important aspect of its OUV as stated in the WHS SPD (paragraph 4.4.1). The Evidential Report that accompanies the SPD includes a number of key views in which principal features of significance are visible. These views are structured by the topography of the wider city, its relationship with the river, the location of landmark buildings and the urban form and skyline of the WHS and its Buffer Zone. In terms of OUV, the test of significance is how the views contribute to appreciation and understanding of the tangible and intangible attributes enshrined in the Statement of OUV and what impact, if any, the development proposals would have on those values.

8.3.2 Categories of Views

The 34 key views identified in the SPD are grouped into four categories as follows:

- Distant View/Panorama/River Prospect
- General View/Panorama
- General View with focal point
- Defined vista

The SPD draws attention to the role of landmark buildings and building complexes that form a fundamental part of the WHS's OUV and wider city's visual structure (paragraph 4.4.5). The key landmark buildings of the WHS as a whole are defined as the Stanley Dock Complex, Pier Head Complex, Albert Dock Complex, Town Hall, St George's Hall, Liverpool Museum, Lime Street Station, Municipal Buildings, Anglican Cathedral, Metropolitan Cathedral, St Luke's Church, Beacon, Beetham Tower West, Unity Building, St Nicholas Church, Victoria Clock Tower, Waterloo Warehouse and Wapping Warehouse.

Key local views can also be significant to OUV, and are defined in the WHS SPD Evidential Report and separated into three categories: **Defined Vistas** which are views towards a landmark building, typically along streets or thoroughfares; **General Views/Panoramas** which are often broad ranging views that enable the viewer to place a number of landmarks within the wider urban context; and **General Views with focal point** which vary considerably in terms of their scope but will have at least one focal point which is often a landmark building. Views of the river from the city, from the docklands and from buildings within the WHS are also important to the understanding of OUV.

Of particular importance are the key views of buildings that define the attributes of OUV and relate directly to the matters referred to in the WHS inscription criteria.

8.3.3 Assessment Methodology

A number of techniques exist for assessing heritage significance in a view and the impact of development on that view. The WHS SPD comments that there is no perfect technique as many views are dynamic and change as the viewer moves; views assume different qualities in different light and climatic conditions; a photographic view can be changed dramatically by the width of the subject matter; and there is much subjectivity in the relative importance of views (paragraph 4.4.3).

This assessment makes use of the methodology *Seeing the History in the View*, published by English Heritage in 2011. The following stages are taken to ensure consistency and objectivity in the assessment process, which has been adapted to focus on identification of attributes of OUV in each of the views:

- Establish the importance of a viewpoint
- Description of the view

- Identify heritage assets and attributes of OUV in the view
- Understand the significance of heritage assets and attributes in the view
- Changing aspects of the view
- Assess the overall heritage significance in the view
- Assess the magnitude of impact on heritage assets and attributes of OUV
- Determine the overall impact
- Identify ways of mitigating the impact of the development if appropriate

As encouraged in the guidance, reliance has also been placed on the experience and insight of the author as an expert in the field of architectural history and conservation of the built environment. This has been provided through an in-depth understanding of Liverpool's heritage and an informed knowledge of the area over many years. A selection of photomontages are illustrated in the report.

8.3.4 Selected Views

It is clear that none of the 34 key views identified in the WHS SPD is affected by the proposed development. As a result, none of these has been modelled or assessed, and the significance of effect or impact on each of the 34 views is considered to be **neutral**.

Three additional local views, however, showing the proposed development in the streetscape of Duke Street and Henry Street have been agreed with LCC and have been modelled and assessed in accordance with the methodology explained above. Two further views from closer viewpoints have also been modelled and are included in the report for clarification, but are not specifically assessed.

8.3.5 VIEW LOOKING UP DUKE STREET (VIEWPOINT 1)



Importance of Viewpoint

The view is taken from a point on the left hand side of Duke Street, north east of the development site, looking up the street. Duke Street is a well used pedestrian route between the city centre and the Georgian quarter and cathedrals. It is also a local vehicular route, and is the widest of the streets in the Ropewalks area, thus affording more extensive views than other thoroughfares within the area.

Description of the View

In the foreground are poor quality single storey buildings that detract from the character of the area. The prominent building in the view is Arena House, which has a strong rhythm of windows and a good balance of horizontality and verticality in its composition. 86-90 Duke Street, the proposed development site adjoins Arena House. Beyond Arena House, Duke Street kinks to the right, and the facades of the Monro PH and the adjoining Georgian houses on the right hand side of Duke Street can hardly be seen. The kink in the road affords a view of the large vacant site on the corner of Slater Street and Duke Street and the facades of buildings beyond. There is no focus or landmark at the end of the view.

Heritage Assets and Attributes of OUV in the View

This is a local view of mixed quality and interest that provides limited understanding of the wider setting of Liverpool and its maritime context. The principal heritage attributes that contribute to understanding are the **rising level of the street as it climbs towards the ridge**, and the **mix of building types and periods**. **Arena House and 86-90 Duke Street** are only heritage assets clearly visible, although treated as a kinetic view, where the viewer passes up Duke Street from bottom to top, a number of other heritage assets would be observed in sequence.

Significance of Heritage Assets and Attributes of OUV in the View

The heritage value of the view relates chiefly to the prominence of Duke Street as a historic route between the port and the residential quarters of the city to the east and the south, to the understanding of the topography of the city, and to the mix of building types and periods. There is nothing in the view to suggest the maritime character of the city, though Arena House is a modest example of the mercantile strength of the port in the 19th century. 86-90 Duke Street are a reminder of the residential character of the area in the late 18th and early 19th centuries, and the changing fortune of the area in the 20th century when it fell into decay. The view provides contributes little to the understanding of OUV in terms of technology, engineering or port management.

Changing Aspects of the View

This is a long street view, which will be affected by changes in daytime and weather conditions. At night, the buildings will be visible only by street lighting. Since the viewer is not normally static, the viewpoint is indeterminate, and thus the information contained in the view is not constant.

Overall heritage significance of the view

The view is of interest as one of a kinetic sequence stretching for the length of Duke Street, from which information about the importance of the city, and its mercantile history can be gathered. Whilst this particular viewpoint gives a very mixed impression, and provides little understanding of OUV from the buildings that are visible, the topography and general nature of Duke Street can be appreciated as part of the changing nature of the fortunes of the city.

The overall value of the view is **medium significance**.

Magnitude of impact on heritage assets and attributes of OUV

The impact of development seen from this viewpoint results in a consolidation of the street frontage, where the current partially vacant site will be built up in a tight layout as was the case where the area was in active use. The new 4 storey building is of similar scale to Arena House, with a matching eaves line and a top floor set back to reduce its prominence in the streetscape. The building is clad in robust materials, brickwork and bronze cladding, which follow the tradition of the area, detailed in a contemporary manner. The vertical rhythms and proportions reflect the ordered character of the Georgian architecture of the area. At ground level, the frontage is set back and predominantly glazed to provide activity and interest. The scheme will bring mercantile activity back to the area which is an important attribute of OUV, and reasserts the lost continuity of street frontages.

The beneficial consequences of development as seen in this view must be balanced against the loss of the existing buildings at 86-90 Duke Street. These buildings have been assessed as having moderate/low heritage significance, and their loss would have a harmful impact on OUV in terms of understanding the history of merchant housing in the area.

On balance the magnitude of impact on heritage assets and attributes of OUV as seen in the view is considered to be **minor adverse**.

Overall impact on OUV

Taking account of the value of the assets in the view and their contribution to OUV in accordance with the table set out in 2.5.3, the cumulative significance of effect or impact is **slight adverse**.

8.3.6 VIEW LOOKING DOWN DUKE STREET (VIEWPOINT 2)



Importance of Viewpoint

The view is taken from a point on the right hand side of Duke Street, south east of the development site, looking down the street. Duke Street is a well used pedestrian route between the city centre and the Georgian quarter and cathedrals. It is also a local vehicular route, and is the widest of the streets in the Ropewalks area, thus affording more extensive views than other thoroughfares within the area.

Description of the View

In the foreground right is 105 Duke Street, the former Union News Room and later Liverpool's first public library. The building is now the offices of the Bibby Shipping Line. Across the street is the Monro PH, which was formerly two Georgian houses. Suffolk Street separates the Monro from the development site, where the fragmentary frontages of 90-86 Duke Street can be seen. Beyond is Arena House and frontages of Duke Street stretch into the distance. The view is terminated by the new John Lewis store at Liverpool 1. There is no focus or landmark at the end of the view.

Heritage Assets and Attributes of OUV in the View

This is a local view that gives a sense of the quality and interest along Duke Street. The **falling ground level and the mix of building types and periods** are the principal heritage attributes that contribute to the understanding of OUV. **No 105 Duke Street, the Monro PH, 90-86 Duke Street and Arena House** are heritage assets that are clearly visible, and other buildings of merit can be seen in the far distance. Treated as a kinetic view, where the viewer passes down Duke Street from top to bottom, a number of other heritage assets would be observed in sequence.

Significance of Heritage Assets and Attributes of OUV in the View

The heritage value of the view relates chiefly to the prominence of Duke Street as a historic route between the port and the residential quarters of the city to the east and the south, to the understanding of the topography of the

city, and to the mix of building types and periods. There is little in the view to suggest the maritime character of the city, though the Monro and 90-86 Duke Street were houses erected in the 18th century within what was then the merchants' quarter. Arena House is a modest example of the mercantile strength of the port in the 19th century. No 105 Duke Street provides the most tangible link with the mercantile history of Liverpool since it is now the offices of the Bibby Shipping Line. This building also has particular value as a testimony to the cultural achievements of the city which is an important aspect of OUV. Although the building was redeveloped behind the facades in 1990, it is Grade II listed, as is the Monro. The view provides contributes little to the understanding of OUV in terms of technology, engineering or port management.

Changing Aspects of the View

This is a long street view, which will be affected by changes in daytime and weather conditions. At night, the buildings will be visible only by street lighting. Since the viewer is not normally static, the viewpoint is indeterminate, and thus the information contained in the view is not constant.

Overall heritage significance of the view

The view is of interest as one of a kinetic sequence stretching for the length of Duke Street, from which information about the importance of the city, and its mercantile history can be gathered. This particular viewpoint includes several significant buildings, and provides information about the topography and general nature of Duke Street.

The overall value of the view is **medium significance**.

Magnitude of impact on heritage assets and attributes of OUV

The impact of development seen from this viewpoint results in a consolidation of the street frontage, where the current partially vacant site will be built up in a tight layout as was the case where the area was in active use. The new 4 storey building is of similar scale to Arena House, with a matching eaves line and a top floor set back to reduce its prominence in the streetscape. The building is clad in robust materials, brickwork and bronze cladding, which follow the tradition of the area, detailed in a contemporary manner. The vertical rhythms and proportions reflect the ordered character of the Georgian architecture of the area. At ground level, the frontage is set back and predominantly glazed to provide activity and interest. The scheme will bring mercantile activity back to the area which is an important attribute of OUV, and reasserts the lost continuity of street frontages.

The beneficial consequences of development as seen in this view must, however, be balanced against the loss of the existing buildings at 86-90 Duke Street. These buildings have been assessed as having moderate/low heritage significance, and their loss would have a harmful impact on OUV in terms of understanding the history of merchant housing in the area.

On balance the magnitude of impact on heritage assets and attributes of OUV as seen in the view is considered to be **minor adverse**.

Overall impact on OUV

Taking account of the value of the assets in the view and their contribution to OUV in accordance with the table set out in 2.5.3, the cumulative significance of effect or impact is **slight adverse**.

8.3.7 VIEW LOOKING UP HENRY STREET (VIEWPOINT 3)



Importance of Viewpoint

The view is taken from a point on the right hand side of Henry Street, west of the development site, looking up the street. Henry Street is a narrow street which consists of a mix of warehouse, residential and office premises. It is a quiet street that takes little traffic, but due to its length, it affords long enclosed views.

Description of the View

In the foreground right is a new office building and on the left are poor quality single storey storage or workshop buildings. Beyond these is the vinegar warehouse and the development site. Across Suffolk Street the townscape is fragmented there is no focus or landmark at the end of the view.

Heritage Assets and Attributes of OUV in the View

This is a local view that gives a sense of the narrow streets within the Ropewalks area. The hard workaday character of the street, with its brick frontages, roadway paved in stone setts, overshadowed by tall buildings can still be understood in spite of the loss of a majority of the original warehouses. Three warehouses are visible: the vinegar warehouse in the foreground, a warehouse on the right hand side that stands opposite the development site, and one in the background further up Henry Street. The **rising ground level** can also be experienced and contributes to the understanding of OUV. The vinegar warehouse and the other two warehouses, none of which are listed, are the only heritage assets that are clearly visible. Treated as a kinetic view, where the viewer passes up Duke Street from bottom to top, a number of other heritage assets would be observed in sequence.

Significance of Heritage Assets and Attributes of OUV in the View

The heritage value of the view relates chiefly to the distinctive character of Henry Street, to the understanding of the topography of the city, and to the survival of warehouses. The vinegar warehouse is evidence of the mercantile importance of the city, and the view provides some understanding of OUV in terms of technology and engineering.

Changing Aspects of the View

This is a long street view, which will be affected by changes in daytime and weather conditions. At night, the buildings will be visible only by street lighting. Since the viewer is not normally static, the viewpoint is indeterminate, and thus the information contained in the view is not constant.

Overall heritage significance of the view

The view is of interest as one of a kinetic sequence stretching for the length of Henry Street, from which information about the importance of the city, and its mercantile history can be gathered. This particular viewpoint includes few significant buildings, but provides information about the topography and general nature of Henry Street.

The overall value of the view is **medium significance**.

Magnitude of impact on heritage assets and attributes of OUV

The impact of development seen from this viewpoint results in a consolidation of the street frontage, where the current largely vacant site will be built up in a tight layout as was the case where the area was in active use. The new 4 storey building is of similar scale to the new buildings on the opposite side of Henry Street, with an emphatic eaves line and a top floor set back to reduce its prominence in the streetscape. The building is clad in robust materials, brick and metal, which follow the warehouse tradition, but detailed in a contemporary manner. The vertical rhythms and proportions

reflect the functional character of the warehouse architecture. The scheme will bring mercantile activity back to the area which is an important attribute of OUV, and reasserts the lost continuity of street frontages.

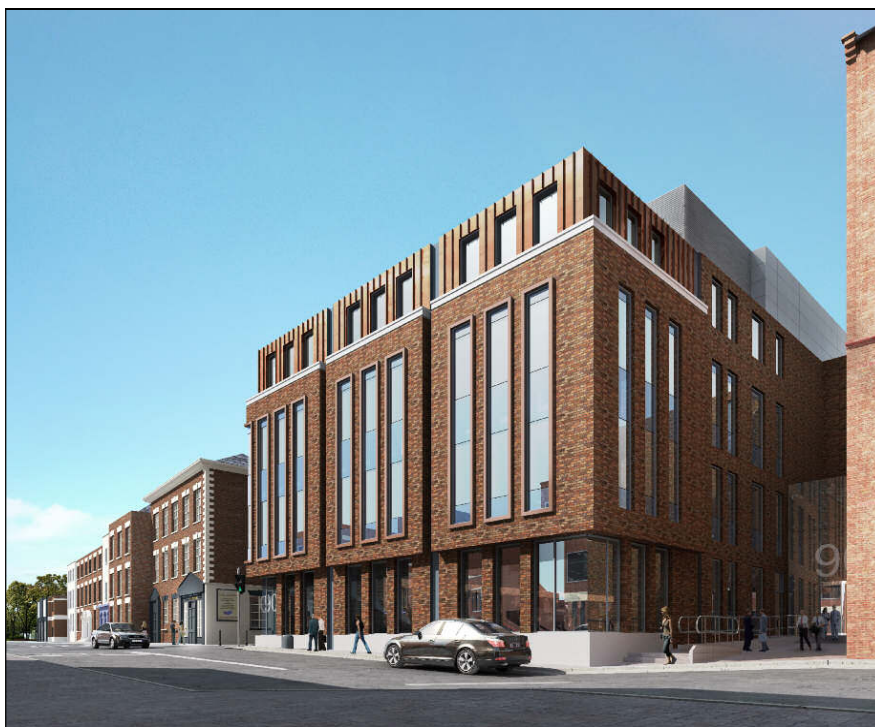
The vinegar warehouse facade will be retained and conserved as a screen to the new building. The warehouse building has been assessed as having moderate heritage significance, and its conservation will have a beneficial impact on OUV in terms of understanding the history of mercantile activity in the area.

On balance the magnitude of impact on heritage assets and attributes of OUV as seen in the view is considered to be **moderate beneficial**.

Overall impact on OUV

Taking account of the value of the assets in the view and their contribution to OUV in accordance with the table set out in 2.5.3, the cumulative significance of effect or impact is **moderate beneficial**.

8.3.8 VIEW LOOKING UP DUKE STREET (VIEWPOINT 4)



This view is a variation on the one taken from Viewpoint 1, the difference being that the viewer is closer to the development site. This shows how the building is seen in relation to the Monro and the other Georgian houses on the right hand side of Duke Street. It is not separately assessed, but the cumulative effect or impact will be the same as Viewpoint 1, i.e. **slight adverse**.

8.3.9 VIEW LOOKING DOWN DUKE STREET (VIEWPOINT 5)



This view is a variation on the one taken from Viewpoint 2, the difference being that the viewer is closer to the development site. This shows how the building relates to the streetscape of both Duke Street and Suffolk Street. It has not been separately assessed, but the cumulative effect or impact will be the same as Viewpoint 1, i.e. **slight adverse**.

8.3.10 SUMMARY OF IMPACTS ON KEY VIEWS

Assessment of the planning application for 86-90 Duke Street shows that the impact on local views will be as follows:

Very large beneficial	Large beneficial	Moderate beneficial	Slight beneficial	Neutral	Slight adverse	Moderate adverse	Large adverse	Very large adverse
		1		34	2			

The assessment finds that adverse and beneficial impacts are evenly balanced.

8.4 IMPACT ON VIEWS AND SETTINGS OF THE LANDMARK BUILDINGS OF THE WHS AND BUFFER ZONE

8.4.1 The SPD identifies 15 landmark buildings and the methodology for assessment of impact on OUV requires that consideration be given to how the status and setting of each of these buildings might be affected by the proposed development. These buildings, which are listed below, contribute to OUV and the ability to view them from different viewpoints is important to understanding the significance of the WHS and the inter-relationship of its constituent parts. The landmark buildings all contribute to the intangible attributes of the WHS as evidence of the values identified in the Statement of Significance, authenticity and integrity set out in Section 5.1 of this report:

- Stanley Dock
- Pier Head Complex
- Albert Dock Complex
- Liverpool Town Hall
- St George's Hall
- William Brown Street Complex
- Lime Street Station
- Municipal Buildings
- Anglican Cathedral
- Metropolitan Cathedral
- St Luke's Church
- St Nicholas' Church
- Wapping Warehouse
- Waterloo Warehouse
- Victoria Clock Tower

None of these buildings is visible from the development site or in conjunction with the development site from any surrounding viewpoint. The overall impact on views and setting of landmark buildings of the WHS and Buffer Zone is therefore **neutral**.

8.5 IMPACT ON TOWNSCAPE CHARACTERISTICS AND SETTING OF CHARACTER AREAS

8.5.1 The WHS contains six character areas, each of which contributes to the OUV of the WHS in differing ways. The inter-relationship of the character areas is an important aspect of OUV and the ability to understand these relationships is a key management aim of the WHS.

There is an impact on only one of the six character areas, which is the Lower Duke Street area, and therefore no assessment has been made in relation to the other five areas, where the impact is **neutral**.

The methodology used in the assessment takes account of the townscape analysis in the Evidential Report (2009) to the WHS SPD, which describes the characteristics of the areas and their cumulative contribution. It also quotes the vision defined by the City Council for each of the areas. An assessment of significance and contribution to OUV is made, against which the assessment of impact is considered.

8.5.2 LOWER DUKE STREET CHARACTER AREA

Key Characteristics of the Area

The Lower Duke Street area is a dense concentration of former merchants' houses, warehouses, works and business premises. Modern developments have been successfully integrated into the old fabric of the area.

The key characteristics defined in the WHS SPD Evidential Report are:

- Mixed use historic warehouses
- Diversity of land use
- Tight-knit linear urban grain
- Number of high quality urban spaces

- Good sense of enclosure to streets
- Building heights are predominantly between 4-7 storeys
- Number of derelict warehouses and vacant sites
- Mixture of new infill residential development
- Significant change in character to the south created by low density residential development
- Significant views to the Anglican Cathedral and St Luke's Church and relationship between warehouses on the south west side of the character area and the warehouses in the Baltic Triangle
- Red brick the predominant material with stone and stucco also evident
- Manner in which buildings are arranged along slopes that dominate the topography of the character area creating a stepped effect
- Contrast between quiet backstreets and main active streets

Key Issues

The key issues defined in the WHS SPD Evidential Report are:

- Large linear blocks within the Ropewalks area adjacent to Seel Street result in a lack of permeability east west
- Derelict sites and disused warehouses and other vacant buildings detract from the vibrancy of the area
- Need to protect significant long views towards the Anglican Cathedral

Vision for the Area

The Council's vision is to create a distinctive and diverse quarter of the city, building on its history and heritage, working towards Liverpool's new economic future.

Contribution to OUV

The development of the Duke Street area was linked to the growth of the port. It was developed following the construction of the Old Dock in 1715

with merchants' houses, often incorporating warehouses, with roperies, shops and premises that served the needs of ship owners, traders and mariners.

State of Conservation

The area has suffered seriously from economic decline for a long period, and many properties have been vacant and fallen into a perilous condition. In recent years, significant progress has been made in regenerating the area for a mix of retail, leisure, commercial, cultural and residential uses, with a major public investment initiative.

Impact of Development Proposal for 86-90 Duke Street on OUV

An analysis of the significance of the proposed development site and the contribution that it makes to OUV of the WHS is set out in this report. It demonstrates that the principal features of significance are as follows:

- Association with the growth of the port and the early expansion of Liverpool
- Historic associations with the city's merchant class
- Historical mix of residential, commercial, retail and leisure uses in a dense pattern of development
- Changing plot divisions, originally the site of a large brewery, then later subdivided and developed for different functions.
- Surviving 18th century elevation of 86 Duke Street
- Fragmentary survival of early 19th century Henry Street warehouse elevation

Regarding the existing buildings, only the following features have material significance:

- The 18th century front and side elevations of 86 Duke Street
- The early 19th century Henry Street warehouse frontage

These two buildings make a low to medium contribution to the character and appearance of the conservation area and the World Heritage Site by virtue of their age, form and aesthetic interest.

Features of more limited interest are the survival of the altered 88-90 Duke Street elevation, which make a modest contribution to the character and appearance of the conservation area. Negative features are the poor quality extensions and alterations made to the site and buildings in the 20th century, and its general state of dereliction.

The proposal for the Duke Street site will result in the replacement of the existing buildings on the site by a new development, retaining the front facade of the vinegar warehouse. The principal impacts on OUV can be summarised as follows:

Impact on Urban Grain

- The Ropewalks area has a distinctive urban grain which is characterised by a tight orthogonal grid of mostly narrow streets, with development following the street line. There is little open space, either public or private, and the former back yards or courts have mostly been built up with development. Historical evidence shows this to have been the case with the development site, where almost all of the site was built over, and apart from the entrance alleyway off Duke Street, the site had continuous frontages on all three Street boundaries.
- In the 20th century gradual decay and demolition has caused a loss of grain, with gaps appearing in all three frontages, and the inner core of the site being vacant and abandoned.
- The development proposal will have a beneficial effect in recreating the dense pattern of development, retaining the historic entranceway off Duke Street, with a small inner court, and reforming the frontages.

- The proposal will, however, introduce a substantial change by replacing a series of individual plots with a single building and thus affect the historic grain of the site adversely. Although this will have an impact on historic character, from a historic perspective, it continues the process first of subdivision, then amalgamation and changes of plot boundaries that has taken place in the Ropewalks area since it was first developed, and which has produced the present variety of building types and sizes, which is a strong element of character.

The impact of the proposed development on urban grain will be **slight adverse**.

Impact on Physical Fabric

- With the exception of the vinegar warehouse, all the existing structures on the site will be removed. This will affect the evidence of significant phases in the history of the area, which are currently displayed in the survival of 86 Duke Street, and to a lesser extent in the altered frontages of 88-90 Duke Street and in the ruined frontage of the Vinegar Warehouse. The majority of the site, however, is currently vacant, with no evidence of property boundaries, and will most effectively be developed in a single phase.
- Considered in the context of Ropewalks area, where there is a substantial survival of 18th and early 19th century properties built for residential, commercial and warehousing use, still occupying their original plots, there will be a loss of evidence of past development which will have an adverse impact on OUV.

The impact of the proposed development on physical fabric will be **moderate adverse**.

Impact on Architectural and Aesthetic Significance

- The general appearance of the site is currently very poor, and is characterised by derelict buildings, vacancy and economic decline. The only buildings of aesthetic value are 86 Duke Street, which maintains its simple Georgian proportions and a number of original features, and the Vinegar Warehouse frontage which, even in its ruinous state, retains a muscular aesthetic. 88 and 90 Duke have been so adversely altered in the past that their innate character and integrity have been substantially lost.
- The proposed development will result in the demolition of 86-90 Duke Street, although the frontage of the Vinegar Warehouse will be retained and conserved. Regeneration of the remainder of the site in the manner proposed will have a substantially beneficial impact on the aesthetic appearance of the site.

The overall impact on architectural and aesthetic significance will be **moderate beneficial**.

Impact on Views

- The impact on views within the conservation area is assessed in Section 9.3. The overall impact is found to be **neutral**.

Impact on Access and Permeability

- The site is currently inaccessible. The scheme will permit public access into the courtyard at the centre of the site, although there will be no through route. The overall impact on permeability will be **neutral**.

Impact on Key Issues identified in the WHS SPD Evidential Report

- Large linear blocks within the Ropewalks area adjacent to Seel Street result in a lack of permeability east west – **neutral impact**
- Derelict sites and disused warehouses and other vacant buildings detract from the vibrancy of the area – **large beneficial impact**
- Need to protect significant long views towards the Anglican Cathedral – **neutral impact**

The overall impact on key issues identified in the WHS SPD will be **moderate beneficial**.

8.5.3 SUMMARY OF IMPACT ON THE LOWER DUKE STREET CHARACTER AREA

Assessment of the revised planning application for Liverpool Waters shows that the impacts on the Townscape Characteristics and Setting of Character Areas will be as follows:

Very large beneficial	Large beneficial	Moderate beneficial	Slight beneficial	Neutral	Slight adverse	Moderate adverse	Large adverse	Very large adverse
		1		2	1	1		

The assessment finds that the development will have a **slight adverse impact** on the Lower Duke Street Character Area.

8.6 COMPLIANCE WITH GUIDANCE IN LIVERPOOL WORLD HERITAGE SITE SUPPLEMENTARY PLANNING DOCUMENT

Introduction

8.6.1 The introduction to the Council's SPD states that:

The overarching aim of this Supplementary Planning Document (SPD) is to provide guidance for protecting and enhancing the outstanding universal value (OUV) of the Liverpool Maritime Mercantile City World Heritage Site, whilst encouraging investment and development which secures a healthy economy and supports regeneration.

8.6.2 The SPD expands on saved policies contained in the existing Unitary Development Plan (adopted November 2002), and will inform the City Council's emerging Local Development Framework, including its Core Strategy and other Development Plan Documents. The SPD has been subject to public participation.

8.6.3 The guidance set out in the SPD is categorised in three parts:

1. General Guidance for the WHS and its Buffer Zone

- Design guidance for buildings and public realm
- Views
- Riverside development
- Tall buildings
- Dock water spaces

2. Guidance Specific to the WHS

- Building heights in the WHS
- Replacement of existing buildings
- Reuse of historic buildings
- Heritage at risk
- Roofscapes and attic extensions
- Archaeology

3. Guidance Specific to Character Areas

8.6.4 The degree of compliance with the guidance set out in the WHS SPD is assessed in terms of the following seven categories:

- Full compliance
- Medium compliance
- Low compliance
- Neutral
- Low significance non-compliance
- Medium significance non-compliance
- High significance non-compliance

SPD 4.2: GENERAL DESIGN GUIDANCE

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

8.6.6 Care was taken by the design team to understand the heritage values of the site. This began with the preparation of the archaeological and cultural heritage studies, and led to the identification of the essential elements of significance that characterise the attributes of OUV. These are outlined in this report.

8.6.7 The baseline research and analysis led to the development of a set of conservation principles, related to a number of heritage and urban design

issues, which formed a focus of the design of the scheme. Several meetings and workshops were held with LCC officers during the design process.

8.6.8 These demonstrate an informed level of understanding of the characteristics of the site and its environs to which the design proposals have responded. The degree of compliance with the guidance is therefore considered to be **full compliance**.

8.6.9 Paragraph 4.2.10 requires that Liverpool's tradition of architectural excellence be maintained by the provision of *prestigious and innovative buildings of the highest quality design and materials*. This accords with the applicant's and the end user's aspiration which is to provide architecture of high quality, and is reflected in the application scheme.

8.6.10 The degree of compliance with the guidance is therefore considered to be **full compliance**.

SPD 4.3: MOVEMENT AND PUBLIC REALM

8.6.11 The public realm is a notable element of OUV, and paragraph 4.3.5 sets out a checklist of issues that applicants should address in their Design and Access Statements.

8.6.12 The Duke Street site is small in footprint and includes no public realm. However, there will be improvements in accessibility in that the entrance courtyard will be a public space, and the introduction of active frontages on Duke Street and Suffolk Street will make the site more friendly for pedestrians.

8.6.13 In this respect the proposal is in **full compliance** with the guidance on public realm.

SPD 4.4: VIEWS TO, FROM AND WITHIN THE WHS

8.6.14 Views of the site are an important aspect of visual character and directly contribute to OUV. The principles adopted for assessing views have been referred to in paragraphs 9.3.1 to 9.3.3 of this report and individual views are assessed in Section 9.4 to 9.3.9. Impact of development on particular views has been demonstrated through a series of accurately rendered images in accordance with the SPD.

8.6.15 As demonstrated elsewhere in the report, the proposal is compliant with the guidance in respect of most of the modelled views, but some adverse impacts have been identified, and on balance it must be considered to be **low significance non-compliance**.

SPD 4.5: RIVERSIDE DEVELOPMENT

8.6.16 The relationship between the River Mersey and the WHS is a fundamental aspect of its OUV, representing the values associated with the city's role in worldwide mercantile culture, as well as port management and pioneering technology. In this respect, it is important that key focal points and the varied skyline of the city centre are respected. The SPD also requires that the opportunity provided by juxtaposition of buildings of different periods along the waterfront which demonstrate the evolution of the city be preserved and enhanced to create an exciting visual interplay.

8.6.17 The site is not situated on the riverfront and therefore the proposal is **neutral**.

SPD 4.6: TALL BUILDINGS

8.6.18 The SPD states that the impact of tall buildings on the WHS and its assets should be minimised. Tall buildings are recognised by the City Council as

symbols of regeneration and can contribute positively to urban landscape by providing legibility, can enable business specialisation and increase employment density. But conversely it is recognised that they can create a confusing landscape and over-dominate a sensitive inherited landscape. Additionally, it was a condition of inscription by the WH Committee that the heights of any new construction in the WHS should not exceed that of structures in the immediate surroundings and that the character of any new construction respect the qualities of the historic area.

- 8.6.19 The proposal does not involve the construction of tall buildings and the degree of compliance with the guidance is therefore **neutral**.

SPD 4.7: DOCK WATER SPACES

- 8.6.20 The complex of interlinking docks that run along the river frontage and the surviving water spaces within them is a crucial aspect of Liverpool's historic landscape and its cultural heritage. The docks make a significant contribution to the city's sense of place and are an important part of its OUV. The surviving docks in the WHS and the buffer zone represent a significant part of the *biggest and most complete system of historic docks in the world*. The SPD therefore requires that the fundamental integrity of the docks as open water spaces be retained.

- 8.6.21 The proposal does not involve the dock water spaces, and the degree of compliance with the guidance is therefore **neutral**.

SPD 5.2: BUILDING HEIGHTS IN THE WHS

- 8.6.22 The SPD guidance states that there is no uniformity of building heights within the WHS and that a variation of height is an aspect of character. It refers to one of the conditions imposed at the time of inscription of the WHS that 'the height of any new construction in the WHS should not exceed that of

structures in the immediate surroundings'. This has led to the policy that new buildings in the WHS should not generally exceed the height of the tallest building in the immediate vicinity of the street(s) that they address.

8.6.23 The height of the proposed development does not exceed the adjoining buildings, to which it is carefully related in scale, proportion and alignment. It is therefore considered to be in **full compliance** with the guidance.

8.6.24 A further SPD policy states that where new development is proposed adjacent to or with a close visual relationship to listed buildings, special attention will need to be paid to the potential impact of new development in terms of its height and other factors on the setting of those listed buildings. The policy does not clarify what is meant by a 'close visual relationship' but setting is defined in PPS5 as *the surroundings in which a heritage asset is experienced. Its extent is not fixed, and may change as the asset and its surroundings evolve*'. It is stated that elements of a setting may make a positive or negative contribution to the significance of a heritage asset, may affect the ability to appreciate that significance, or may be neutral. The guidance in the *Historic Environment Planning Practice Guide* points out that whilst the extent and importance of setting is often expressed by reference to visual considerations, the way in which we experience an asset in its setting is also influenced by other environmental considerations such as noise, dust and vibration; by spatial associations; and by our understanding of the historic relationship between places.

8.6.25 Account has also been taken of the English Heritage draft guidance on the setting of heritage assets and assessing the impact of any changes affecting them, which recommends that any assessment of impact should sequentially address three questions:

- 1 Is the development of a particular type, scale, massing or prominence within the setting of an asset likely to be acceptable or unacceptable in terms of the degree of harm to its significance?
- 2 Is the precise location of the development likely to be a critical factor in determining whether the degree of harm to significance is acceptable or unacceptable?
- 3 Are more detailed aspects of the development's design likely to be a critical factor in determining whether the degree of harm to significance is acceptable or unacceptable?

8.6.26 Looking at each of the listed buildings in the vicinity of the site in turn so as to assess the impact on their setting, the following conclusions are reached:

105 Duke Street (Former Union News Room)

The building is situated on a prominent corner with Slater Street and its stone ashlar facades give it a distinctive character within the predominantly brick-built surrounding environment. The building is two storeys in height and of elegant composition. The new building which will face it across Duke Street will be taller, but No 105 is already exceeded in height by a number of surrounding buildings, and is capable of holding its own because of its quality and presence in the townscape. The new building has been designed to reflect the language of the classically composed buildings in the vicinity. The proposal represents **full compliance**.

The Monro PH (98-100 Duke Street) and 102 Duke Street

The building is situated on the opposite corner of Suffolk Street from the development site. The design of the new building, with its alignment of bays, indents, cornices and window proportions has a direct relationship to the Georgian building as demonstrated in the regulating lines set up to guide the overall composition. The use of materials is also closely related to the historic architecture. The proposal represents **full compliance**.

116-126 Duke Street

The group of Georgian houses further up Duke Street from the site are too far distant to be directly affected by the development proposals, but like the Monro PH and No 102 Duke Street, they are representative of the standard Georgian design of housing in the area. The design of the new building has been carefully composed to relate to the Georgian typology in its proportions, massing, alignments and materials, and thus the proposal is in **full compliance**.

SPD 5.3: REPLACEMENT OF EXISTING BUILDINGS

- 8.6.26 UDP policy HDE relates to demolition of buildings in Conservation Areas and provides guidance relating to buildings that make a positive contribution to their character. This is reinforced in the SPD. Three policies in the SPD relate to replacement of existing buildings.
- 8.6.27 The first states that LCC welcomes a co-operative working relationship with developers and their agents in reaching consensus on development proposals and site specific solutions which bring investment to the WHS whilst preserving its OUV. The City Council is pro-active in encouraging discussions at pre-application stage with developers, consultant teams, planners, surveyors, heritage experts and other agencies to reach informal agreement on design and conservation issues, well in advance of submitting an application. This process has been carried out in the case of redevelopment of 86-90 Duke Street, where constructive engagement between the Council and the development team has resulted in a partnership approach. This represents **full compliance** with the guidance.
- 8.6.28 The second policy states that LCC will generally encourage redevelopment or remodelling proposals for buildings and sites that have a negative impact on the character of the WHS, where redevelopment proposals would result in an

enhancement of the character of the WHS. The site currently has a negative impact and its redevelopment is therefore in **full compliance** with the guidance.

8.6.29 The third policy states that LCC will generally resist applications for the demolition of other buildings unless they meet the policy tests in the UDP, since there is a presumption in favour of repair and retention. The justification for demolition of 86 and 88-90 Duke Street is set out in the heritage statement and the planning statement that accompany the application, where it is argued that the policy tests in the UDP are fulfilled. Nonetheless, since the objective of the policy is to retain existing buildings that make a positive contribution, it is considered that the proposal represents **medium significance non-compliance** with the guidance.

SPD 5.4: RE-USE OF HISTORIC BUILDINGS

8.6.30 As with the issue of demolition of existing buildings, the reasons why it is not possible to re-use 86 and 88-90 Duke Street has been set out in the planning application documents. This has been demonstrated through a full options and development appraisal. Nonetheless, since the objective of the policy is to retain and re-use existing buildings that make a positive contribution, it is considered that the proposal represents **medium significance non-compliance** with the guidance.

SPD 5.5: HERITAGE AT RISK

8.6.31 Nos. 86 and 88-90 Duke Street and the vinegar warehouse are all included in the *Assessment of Heritage Merit and Heritage Need* study carried out for the City Council in 2005. The category of risk is given as A.

8.6.32 The proposed development includes the repair and restoration of the facade of the vinegar warehouse, but the Duke Street buildings will be lost.

8.6.33 On balance this represents **low significance non-compliance** with the SPD.

SPD 5.6: ROOFSCAPES AND ATTIC EXTENSIONS

8.6.34 This section of the advice is not relevant to the development site. Compliance is therefore **neutral**.

SPD 5.7: ARCHAEOLOGY

8.6.35 The guidance requires early engagement in the development process with the City Council's planning officers and their archaeological advisors to determine the scale of pre-determination investigation required and assess the nature of any buried or standing archaeological remains.

8.6.36 A desk-based archaeological study has been submitted with the planning application, and it is anticipated that any requirements for archaeology will be the subject of a planning condition. The procedure is **in full compliance** with the guidance.

SPD 5.8: CONSERVATION WORKS

8.6.37 A programme of conservation works to the vinegar warehouse will be carried out to a high standard, and in accordance with appropriate planning conditions. This represents **full compliance** with the guidance.

SUMMARY OF COMPLIANCE WITH GUIDANCE IN THE LIVERPOOL WHS SPD

8.6.38 Assessment of the revised planning application for Liverpool Waters shows that compliance with the guidance set out in the Liverpool World Heritage Site SPD is as follows:

Full compliance	Medium compliance	Low compliance	Neutral	Low significance non-compliance	Medium significance non-compliance	High significance non-compliance
11			4	2	2	

The development complies with the SPD in most respects. The exceptions are the policies relating to **Replacement and Re-use of Existing Buildings**, and the policies relating to **Views and Buildings at Risk**.

8.7 CUMULATIVE IMPACT ASSESSMENT ON OUV

8.7.1 In the previous five sections assessments have been made of impacts on specific aspects of OUV. In the following section an assessment is made of the cumulative impact of the Liverpool Waters proposals on the value-based criteria upon which the WHS inscription is based. The impacts are considered in relation to each of the principal attributes that contribute to OUV.

Criterion (ii): *Innovative techniques and methods of construction*

- Layout and planning of docks in relation to each other, to the river, to the city and to other transport modes
- Dock structures including dock gates
- Warehouses
- Technical buildings
- Dock wall and security
- Innovative port management
- Spirit of innovation
- International mercantile systems

Criterion (iii): *Maritime Mercantile Culture*

- Dock structures, Victoria Clock Tower, boundary wall
- Commercial offices and banks
- Prestigious display buildings
- Lives of merchants
- Lives of dock workers
- Lives of sailors
- Role in the slave trade
- Role in emigration

Criterion (iv): ***Outstanding Example of World Mercantile City***

- Dock landscape
- Docks and urban plan
- Relationship of commercial centre, docks, river and sea
- Civic pride manifested in grand architecture
- Commercial offices, shipping offices and banks
- Cultural display

VALUE Criterion (ii): *Innovative Techniques and Methods of Dock Construction and Port Management*

- 8.7.2 The principal contribution made by the site to this value is the vinegar warehouse.

Layout and planning of docks in relation to each other, to the river, to the city and other transport modes

- 8.7.3 The only transport link to the port is the fact that the site was used for warehousing in the past. The vinegar warehouse is the only tangible survival of this historic link. The retention of the vinegar warehouse means that the proposed development will be **moderate beneficial**.

Dock Structures including dock gates

- 8.7.4 The impact will be **neutral**.

Warehouses

- 8.7.5 The vinegar warehouse, even in its fragmentary state, is a powerful conveyor of OUV, and its restoration as a controlled ruin will provide a reminder of its past role. This will be reinforced by on-site interpretation. The impact of the proposed development on the aspect of warehouses will be **moderate beneficial**.

Technical Buildings

- 8.7.6 There are no operational buildings on the site, thus the impact will be **neutral**.

Dock Wall and Security

- 8.7.7 The overall impact of the proposed development on the aspect of the dock wall and security will be **neutral**.

Innovative Port Management

- 8.7.8 The impact of the proposed development on the aspect of innovative port management will be **neutral**.

Spirit of Innovation

- 8.7.9 Innovation was a key to Liverpool's success as a maritime mercantile world city in the 18th, 19th and early 20th centuries. It allowed the city to outperform its national and international rivals in efficiency and productivity, and so to expand its share of trade in global markets. Aspects of innovation can be seen in:

- Use of advanced technology in the design and construction of docks
- Introduction of pioneering methods of transport
- Efficient management systems for dock operations and handling of goods
- Use of fireproof construction for warehouses and commercial buildings
- Development of information networks which enabled traders to establish a reputation for credit-worthiness and business solvency, giving them a competitive advantage
- Readiness to test new ideas in technology, management and business communications

8.7.10 Innovation is not strongly represented at the site, and only the fragment of the warehouse, which is not in itself pioneering in technical terms, makes a contribution. Accordingly, the impact of the proposed development on the aspect of innovation will be **moderate beneficial**.

International Mercantile Systems

8.7.11 It is not known whether the trades that carried out on the site were international in their scope. The impact of the proposed development on the aspect of international mercantile systems is therefore likely to be **neutral**.

VALUE Criterion (iii): Maritime Mercantile Culture

8.7.12 The distinctive aspects of mercantile culture relating to the Duke Street Conservation Area are seen chiefly in such features as the mix of building types and uses, the tight knit urban grid and the robustness of the warehouses.

Dock structures, Victoria Clock Tower, Boundary wall

8.7.13 The impact of the proposed development on the aspect of dock structures is **neutral**.

Commercial offices, banks

8.7.14 The commercial centre is relatively compact and is historically concentrated around the Exchange in the old medieval streets of the city. It contains many high quality office buildings and banks in Dale Street, Castle Street and Water Street, some of which have been adapted to alternative uses.

8.7.15 The proposed development will have no effect on these buildings, and the impact on the aspect of commercial offices and banks will therefore be **neutral**.

Prestigious display buildings

8.7.16 The prestigious display buildings include the Pier Head complex, the buildings in the cultural quarter, Municipal Buildings in Dale Street, and the two Cathedrals.

8.7.17 The views analysis demonstrates that there will be no impact on any of these buildings and the impact of the proposed development on the aspect of prestigious display buildings will therefore be **neutral**.

Lives of Merchants

8.7.18 The loss of 86 and 88-90 Duke Street will have **moderate adverse impact**.

Lives of Dockers

8.7.19 The impact is **neutral**.

Lives of Sailors

8.7.20 The impact is **neutral**.

Role in Slave Trade

8.7.21 The impact is **neutral**.

Role in Emigration

8.7.22 The impact is **neutral**.

VALUE Criterion (iv): Outstanding example of World Mercantile City

8.7.23 The outstanding aspects embodied most forcefully in the Duke Street Conservation Area are the characteristic urban form with its tight grid of narrow streets, mix of building types and uses and survival of 18th and 19th century structures.

Dock Landscape

- 8.7.24 The impact of the proposed development on the aspect of dock landscape will be **neutral**.

Docks and Urban Plan

- 8.7.25 The impact of the proposed development on the aspect of docks and urban plan landscape will be **neutral**.

Relationship of commercial centre, docks, river and sea

- 8.7.26 The relationship of the differing character areas and their contribution to OUV is vital to understanding the WHS. These relationships rely on visual evidence, functional considerations, communications, and the overall sense of place.

- 8.7.27 The impact of the proposed development on the relationship between the commercial centre, docks, river and sea will be **neutral**.

Civic pride manifested in grand architecture

- 8.7.28 The architectural vision for the site is ambitious. While it is a small building in comparison with the prestige developments of the past, it is the first example of a shipping office being purpose-built in the city in the 21st century, and represents confidence in Liverpool's mercantile future.

- 8.7.29 The overall impact of the proposed development on the aspect of civic pride manifested in grand architecture will be **moderate beneficial**.

Commercial offices, shipping offices and banks

- 8.7.30 As stated above, this is an important statement of confidence in Liverpool's mercantile future, and successful delivery of the scheme will offer the opportunity to complement and enhance the cultural values that are manifested within the WHS.

8.7.31 The overall impact of the proposed development on the aspect of commercial offices, shipping offices and banks will be **moderate beneficial**.

Cultural Display

8.7.32 The impact of the proposed development on the aspect of cultural display will be **neutral**.

SUMMARY OF CUMULATIVE IMPACT ASSESSMENT ON OUTSTANDING UNIVERSAL VALUE

Assessment of the revised planning application for Liverpool Waters shows that the cumulative impact on OUV will be as follows:

Very large beneficial	Large beneficial	Moderate beneficial	Slight beneficial	Neutral	Slight adverse	Moderate adverse	Large adverse	Very large adverse
		5		31		1		

The assessment of cumulative impacts takes into account intangible as well as tangible attributes of OUV, and also assesses the way in which the development might actively develop the criteria for which the WHS was inscribed. It focuses on how aspects of OUV are transmitted and understood. As stated in the introduction to this report, transmission of

OUV relies not only on visual receptors, but also on an appreciation of the sense of place. The assessment of cumulative impacts, which is informed by intangible factors, demonstrates an overall benefit to the OUV of the WHS.

9 SUMMARY OF IMPACTS

9.1 ASSESSMENT PROCESS

9.1.1 The report provides a detailed assessment of the likely significant impact of the development proposal on the **Outstanding Universal Value (OUV)** of the Liverpool WHS.

9.1.3 The methodology used follows the guidance published by ICOMOS at the request of the World Heritage Committee for Heritage Impact Assessments for Cultural World Heritage Properties.

9.2 SUMMARY OF FINDINGS

9.2.1 Direct and Indirect Impacts on Heritage Assets

The assessment shows that the impact on the physical fabric and the setting of heritage assets (scored on a 1:1 basis) will be as follows:

Very large beneficial	Large beneficial	Moderate beneficial	Slight beneficial	Neutral	Slight adverse	Moderate adverse	Large adverse	Very large adverse
		1	3	8	1	1		

9.2.2 Summary of Impacts on Key Views

The assessment shows that the impact on key views will be as follows:

Very large beneficial	Large beneficial	Moderate beneficial	Slight beneficial	Neutral	Slight adverse	Moderate adverse	Large adverse	Very large adverse
		1		34	2			

9.2.3 Summary of the Impacts on Views and Settings of the Landmark Buildings of the World Heritage Site and Buffer Zone

The assessment shows that the impacts on views and settings of landmark buildings will be as follows:

Very large beneficial	Large beneficial	Moderate beneficial	Slight beneficial	Neutral	Slight adverse	Moderate adverse	Large adverse	Very large adverse
				15				

9.2.4 Summary of Impacts on Townscape Characteristics and Setting of Character Areas

The assessment shows that the impacts on the Townscape Characteristics and Setting of Character Areas will be as follows:

Very large beneficial	Large beneficial	Moderate beneficial	Slight beneficial	Neutral	Slight adverse	Moderate adverse	Large adverse	Very large adverse
		1		2	1	1		

9.2.5 Summary of Compliance with Guidance in the Liverpool WHS SPD

Assessment of the planning application shows that compliance with the guidance set out in the Liverpool World Heritage Site Supplementary Planning Document is as follows:

Full compliance	Medium compliance	Low compliance	Neutral	Low significance non-compliance	Medium significance non-compliance	High significance non-compliance
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11			4	2	2	
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9.2.6 Summary of Cumulative Impact Assessment on Outstanding Universal Value

Assessment of the planning application for 86-90 Duke Street shows that the cumulative impact on OUV will be as follows:

Very large beneficial	Large beneficial	Moderate beneficial	Slight beneficial	Neutral	Slight adverse	Moderate adverse	Large adverse	Very large adverse
		5		31		1		

9.2.7 Summary Matrix of Impacts

	Very large beneficial	Large beneficial	Moderate beneficial	Slight beneficial	Neutral	Slight adverse	Moderate adverse	Large adverse	Very large adverse
Direct and Indirect Impact on Heritage Assets			1	3	8	1	1		
Impact on Key Views			1		34	2			
Impact on Views and Settings of Landmark Buildings					15				
Impact on Townscape Characteristics and Setting of Character Areas			1		2	1	1		
Compliance with Guidance in Liverpool WHS SPD		11			4	2	2		
Cumulative impact assessment on OUV			5		31		1		
Grand Total		11	8	3	94	6	5		

10 CONCLUSION AND SUMMARY OF IMPACTS

10.1 The ICOMOS guidance on HIA for Cultural World Heritage Properties states that every reasonable effort should be made to eliminate or minimise adverse impacts on significant places. Ultimately, however, it is suggested that it may be necessary to balance the public benefits of the proposed changes against the harm to the place, and that in the case of WH properties this balance is crucial.

10.2 Impact assessment is an iterative process, and during the pre-application process a number of changes to the proposals were made that would avoid potentially harmful consequences. Nonetheless, a small number of adverse effects have still been identified in the final assessment, which must be balanced against the public benefits as set out in the separate heritage planning statement and the heritage statement.

10.3 The impacts, adverse and beneficial can be summarised as follows (neutral impacts are not included in this summary):

- **Direct and indirect impact on Heritage Assets**

86 Duke Street – **moderate adverse**

88-90 Duke Street – **slight adverse**

Vinegar Warehouse – **moderate beneficial**

105 Duke Street – **slight beneficial**

Monro PH – **slight beneficial**

Arena House – **slight beneficial**

- **Impact on Views**

View looking up Duke Street – **slight adverse**

View looking down Duke Street – **slight adverse**

View looking up Henry Street – **moderate beneficial**

- **Impact on Lower Duke Street Character Area**
 - Urban grain – **slight adverse**
 - Physical fabric – **moderate adverse**
 - Architectural and aesthetic significance – **moderate beneficial**
- **Key Issues identified in WHS SPD**
 - General design guidance – **full compliance**
 - Movement and public realm – **full compliance**
 - Views – **low significance non-compliance**
 - Building heights – **full compliance**
 - Relationship to 105 Duke Street – **full compliance**
 - Relationship to Monro PH – **full compliance**
 - Relationship to 116-126 Duke Street – **full compliance**
 - Co-operative working with LPA – **full compliance**
 - Replacement of buildings that have negative impact – **full compliance**
 - Replacement of buildings that have positive impact – **medium significance non-compliance**
 - Re-use of historic buildings – **medium significance non-compliance**
 - Heritage at risk – **low significance non-compliance**
 - Archaeology – **full compliance**
 - Conservation works – **full compliance**
- **Cumulative Impact Assessment**
 - Innovative Techniques and Materials of Dock Construction and other Transport Nodes – **moderate beneficial**
 - Maritime Mercantile Culture – **moderate adverse**
 - Outstanding example of a World Mercantile City – **moderate beneficial**

10.4 The public benefits can be summarised as follows:

- The proposal will bring an important area of vacant and redundant land and property back into productive use

- It will ensure regeneration of the site, and retention of a high profile local employer within the city, which is likely to lead to further employment growth, safeguarding 66 existing jobs and creating 153 new jobs at the UK level
- Without this committed end user, speculative funding and grant support will not be available for regeneration of the site, which will remain vacant, continuing to blight this part of the Duke Street Conservation Area and the World Heritage Site
- Grant of permission will generate further economic benefits via direct employment in construction and development and deliver other indirect employment opportunities
- The character and appearance of the site will be significantly enhanced through development, and the replacement building will act as a catalyst for further regeneration of the Ropewalks area, providing additional confidence as a location for occupation and investment.

10.3 These benefits are considered to substantially outweigh any disbenefits identified in the assessment, as demonstrated in the Heritage Statement.