

HERITAGE IMPACT ASSESSMENT

SUBDIVISION OF GROUND FLOOR
RESIDENTIAL APARTMENT TO FORM A
RESIDENTIAL APARTMENT
INCORPORATING TWO ANCILLARY
HOLIDAY LETS & REPLACEMENT OF
RAILINGS (RETROSPECTIVE) AT 13 BEACH
LAWN, WATERLOO.

MPD Built
Environment
Consultants Ltd

Introduction

This statement has been prepared to support the planning application for the change of use of the property from a single residential apartment to a residential apartment incorporating 2 No. ancillary holiday lets as well as replacement railings to the front of the property (both retrospective);

The purpose of this statement is to describe the significance of the affected heritage asset and assess the proposed development's impact upon that significance, in accordance with the requires of the National Planning Policy Framework (December 2023).



Figure 1 Photograph of No.13 Beach Lawn

Background

Following a visit from the Council's Senior Planning Enforcement Officer, the applicant was advised that planning permission was required to sub-let parts of the ground floor residential apartment for use as holiday accommodation.

In addition, replacement wrought iron railings have been installed to the veranda frontage. The design of the replacement railings is based on the delapidated railings which were removed due to their poor state of repair and health & safety concerns arising from this. The design replicates the design of the original railings that have been removed.

Planning History

No relevant planning history has been located in the Council's online file.



Figure 2 No.13 Beach Lawn in street scene

The Site

The application site is 13 Beach Lawn, a part of the seafront residential development of Waterloo, a small town at the mouth of the River Mersey approximately nine kilometres north of Liverpool and now part of the Metropolitan Borough of Sefton.

The Setting

The residential development that characterises the Waterloo seafront dates from the early-mid 19th century. Built in the 1860s-1870s, Beach Lawn was the final, northernmost portion of this development, and a continuation of earlier terraces erected from the 1820s onwards. It forms a row of 17 individually designed, stuccoed and mostly Italianate houses built between Blucher Street and Harbord Road. No. 13 Beach Lawn House – the largest property of the terrace, was built in 1866 for Thomas Henry Ismay, founder of the White Star Line – and No.s 16 and 17, built for the Liverpool physician Dr John Drysdale in a Gothic style somewhat at odds with the rest of the seafront.

The properties overlook gardens which originally extended down to the Mersey shoreline but were truncated in the early 20th century to form public open space named Beach Lawn Gardens. In contrast to their extrovert facades, the rear of the Beach Lawn houses presents are more utilitarian in design, with plain, dark brick elevations towering above long, narrow walled gardens.



Figure 3 No.13 view from garden

The History

The origins of Waterloo

Waterloo originated in the early 19th century as a fashionable but modest bathing-place for the well-to-do of Liverpool, possessing the closest seafront to the port. Originally named Crosby Seabank, its embryonic development began in 1815 with the building of a hotel and several cottages. When the hotel opened the following year, it was named the Royal Waterloo Hotel to commemorate the nation's victory over Napoleon on June 18, 1815. The small resort thereafter adopted the name of the hotel and by 1825, there were three streets: South Street, East Street, and Marine Crescent, with, in all, just 13 households. By 1849, Waterloo had become a village, as Samuel Lewis wrote in his Topographical Dictionary of England:

This village is beautifully situated on the coast, near the mouth of the River Mersey. It is a favourite sea-bathing place, remarkable for the firmness of its sands, the clearness of the water and salubrity of the air; and is much frequented by families from Liverpool. The village consists of several ranges of commodious houses, a fine marine crescent and some excellent hotels; commanding prospects of the entrance to the Mersey, and the port of Liverpool, with parts of Cheshire and the northern coast of Wales.

During the following decade, a major transformation in the character of the village occurred. The catalyst was the opening on June 24, 1848, of the Liverpool, Crosby and Southport Railway Company's single-track railway between Waterloo and Southport, which was followed in 1850 by a direct link to Liverpool. Waterloo thus became a convenient commuter dormitory for affluent Liverpool businessmen, a social sector then embarking upon a large-scale exodus in search of a more spacious and healthier lifestyle than that offered by the port's tightly-built streets and virtually-identically dark brick terraces and squares. By the 1860s Waterloo had become a fashionable residential address for many of Liverpool's merchant aristocracy.

Origins and development of Beach Lawn

Beach Lawn was the final and most impressive stage in the residential development along the Waterloo seafront. This had begun in the 1820s close to the Royal Waterloo Hotel with the building of Marine Terrace and thereafter Marine Crescent, rather modest two-stored houses in a restrained neoclassical/Regency style. A more ambitious project followed in 1835, when a

consortium of Liverpool builders acquired land to the north and planned what became Adelaide Terrace, named after Queen Adelaide, wife of William IV. It was a prestigious development originally intended to cover the present site of Beach Lawn, but uptake proved slow and the terrace still remained unfinished after two decades. The site of Beach Lawn lay vacant until the early 1860s, and when building eventually commenced it was of an entirely different style than its neoclassical predecessors, with most of Beach Lawn built in the Italianate style popular with the mid-Victorian merchant classes. Responsible for Beach Lawn were a group of Liverpool businessmen who acquired the plots held by the consortium to build their own residences and develop others.

Possibly the first of the Italianate houses to appear, by April 1861, was No. 8, built by cotton merchant Richard Stead, who also built 9 and 10. Corn merchant James Radford built No. 12 and appears to have sold the site of 11 to glass manufacturer Edwin Cannington. In December 1866, Radford sold the site of 13 to shipowner Thomas Henry Ismay, future owner of the White Star Line, who built Beach Lawn House, the largest property in the terrace. At the northern end of Beach Lawn, a separate development occurred, undertaken in 1861 by Dr Drysdale, who built 16 and 17 for himself, in a High Victorian Gothic style: he appears to have been responsible for building 14 and 15 (see 5.3 below). Most of Beach Lawn was built between the mid-1860s and early 1870s: while Cannington, Radford and Stead were the sole occupants in 1865, according to Gore's Liverpool Directory, by 1871 the number of houses had increased to 13.

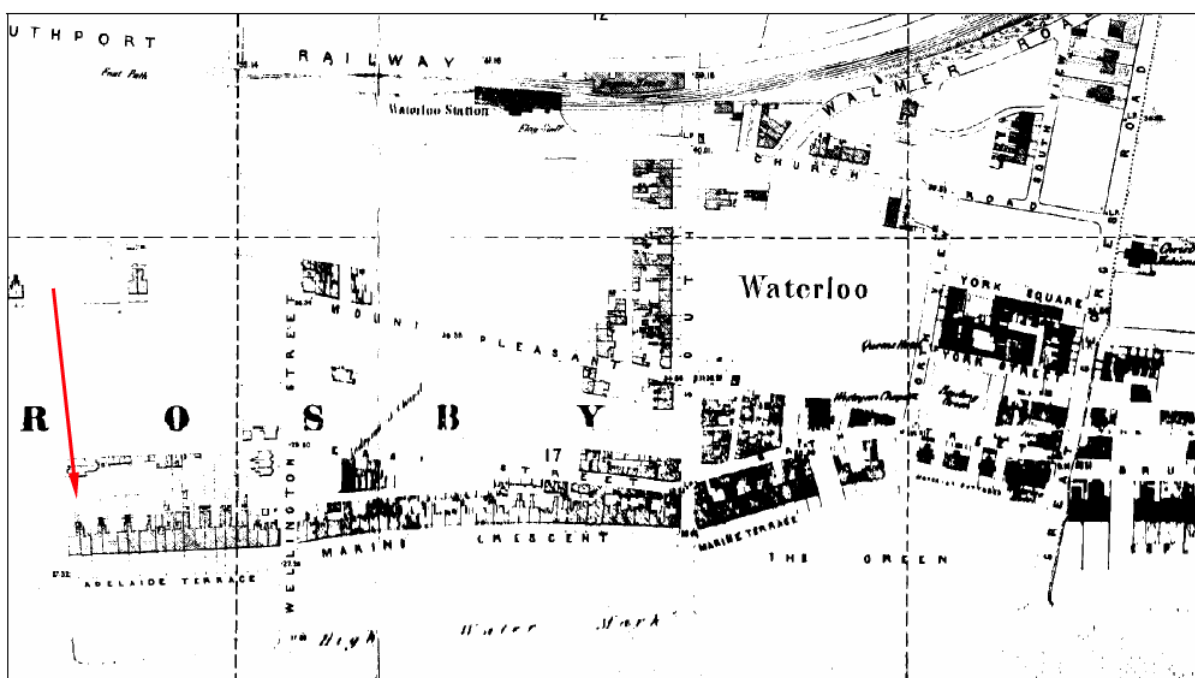


Figure 4 1889 historic map of Beach Lawn

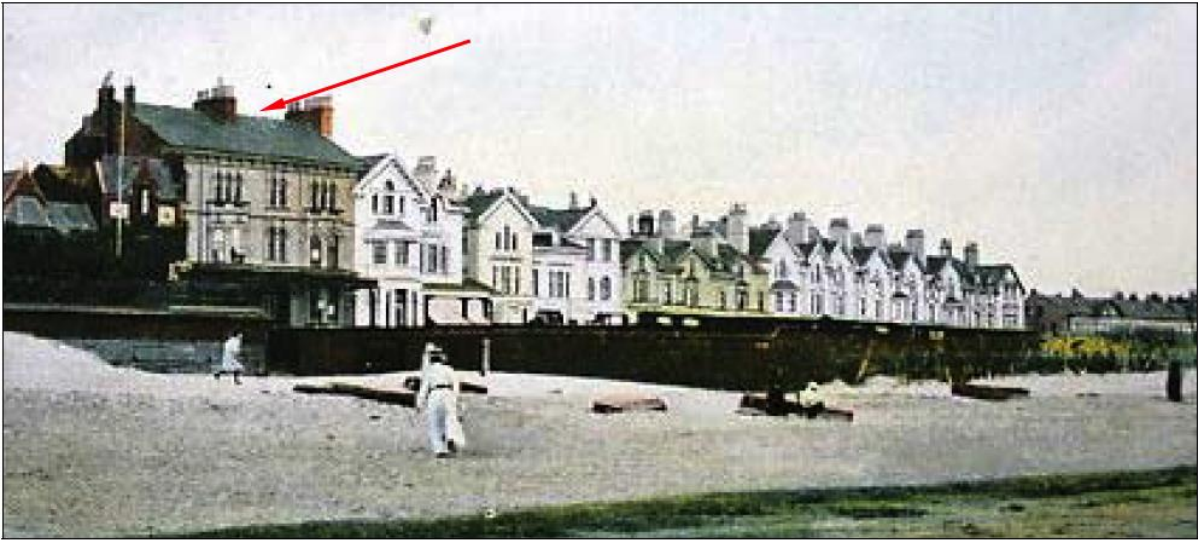
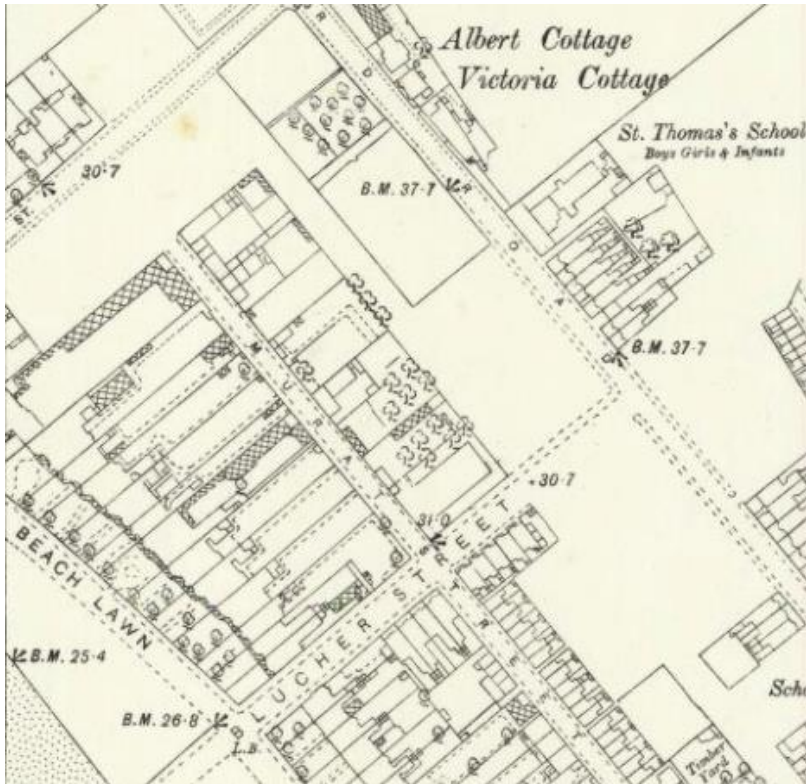


Figure 5 No.13 Beach Lawn in street scene

Development of the Building – Map Regression



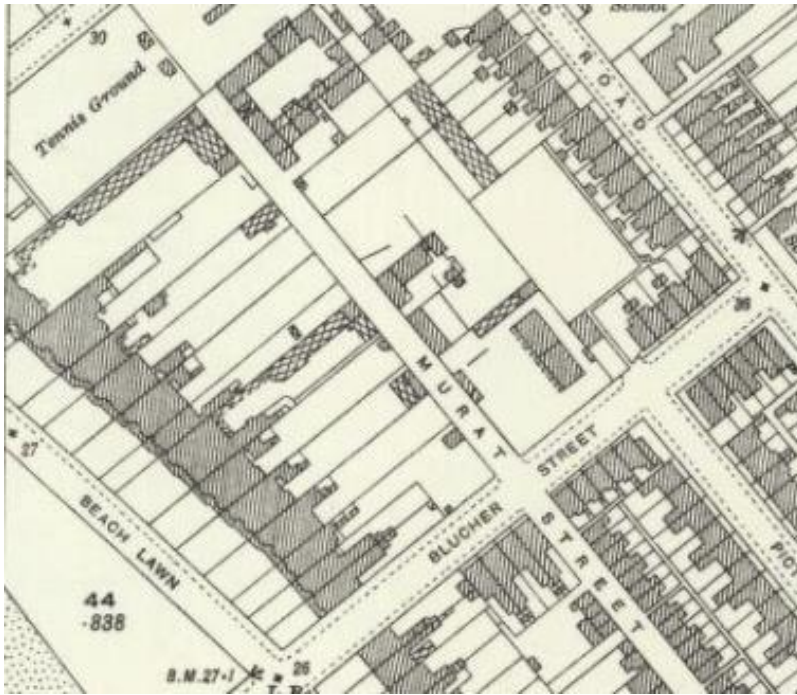
[Liverpool - Lancashire, Sheet XCIX.9.6](#)
Series: Ordnance Survey, Large Scale Town Plans (1:500)
Surveyed: 1889
Published: 1891



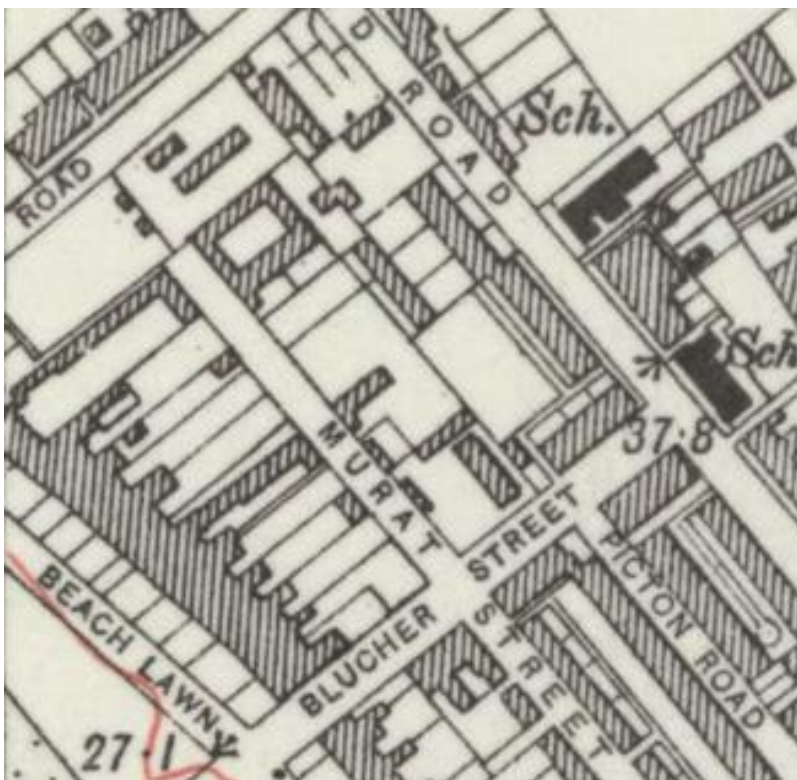
[Lancashire XCIX.9](#)
Series: Ordnance
Survey, 25 inch to the
mile
Surveyed: 1889 to
1891
Published: 1893



[Lancashire XCIX.9](#)
Series: Ordnance
Survey, 25 inch to the
mile
Revised: 1907
Published: 1908



[Lancashire XCIX.9](#)
Series: Ordnance
Survey, 25 inch to the
mile
Revised: 1925
Published: 1927



[Lancashire XCIX.SW](#)
Series: Ordnance
Survey, Six-inch to
the mile
Revised: 1925
Published: ca. 1933



[Lancashire XCIX.9](#)
Series: Ordnance
Survey, 25 inch to the
mile
Revised: 1937
Published: 1939

The Proposal

The development proposal comprises several elements. Firstly, there is the change of use of part of the existing residential apartment into a residential apartment with two ancillary holiday lets. This element is retrospective. The change of use does not involve any physical alterations as it only requires the closing of interlocking doors to sub-divide the existing dwelling.

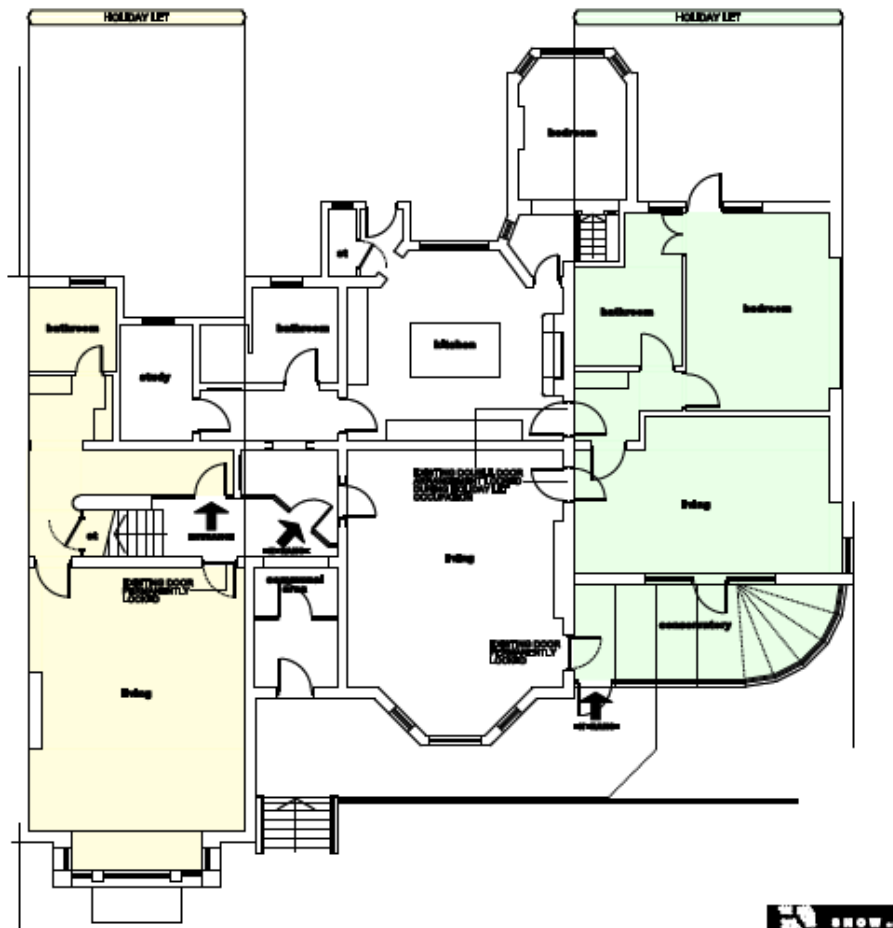


Figure 6 Proposed layout of holiday lets

Secondly, there is the replacement of railings to the front boundary of the property. This were replaced last year.

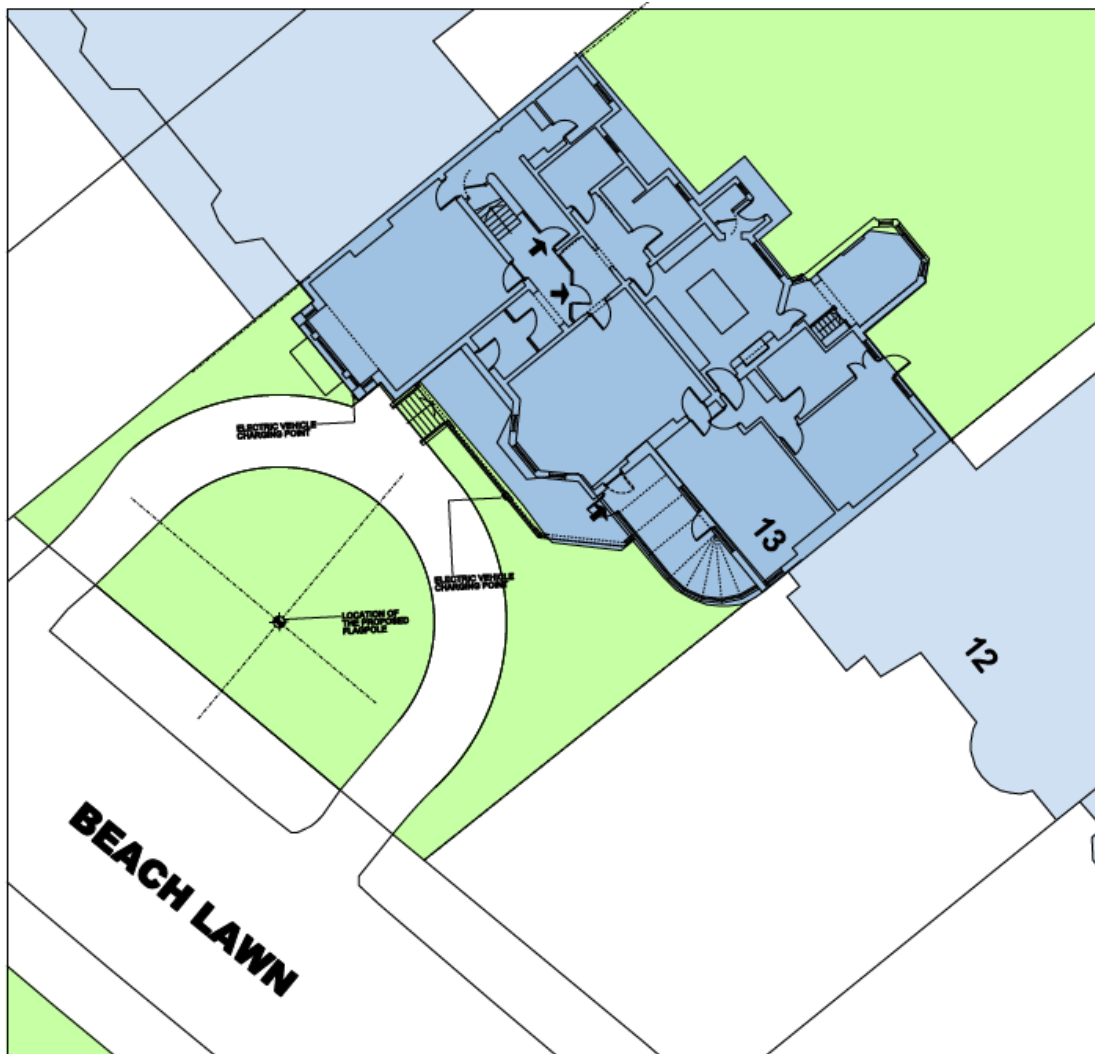


Figure 7 Proposed site layout

Heritage Impact Assessment

Legislation and Policy

The Planning (Listed Buildings and Conservation Areas) Act 1990 states that in the exercise of planning functions, with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

The National Planning Policy Framework (NPPF) (2023) at Section 16 deals with conserving and enhancing the historic environment.

Paragraph 194 of the NPPF states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting.

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

Paragraph 195 suggests Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 197 states that when determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Considering potential impacts

When considering the impact of a proposed development on the significance of a designated heritage asset, paragraph 199 says great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 200 says that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

Sefton Local Plan 2017

NH12 CONSERVATION AREAS

Sefton's heritage assets and built heritage make an important contribution to its local distinctiveness, environmental quality, health and well-being and cultural heritage. Sites and buildings which have historic interest are known as 'heritage assets'. These are often regarded as attractive aspects of an area, contribute to local distinctiveness and can be a focus of local pride.

Sefton's distinctive heritage assets include the 'Classic Resort' of Southport, the historic centres of settlements such as Churchtown, Little Crosby and Waterloo and the recently discovered traces of the Mesolithic village found in the Lunt area.

Development within conservation areas (shown on the Policies Map) or affecting their setting will only be permitted where the proposal is of high-quality design and preserves or enhances the character or appearance of the conservation area or its setting. Development must ensure that:

- a. Replacement or new features are of an appropriate style and use materials which are sympathetic to the age, architecture and features of the affected property,
- b. Extensions, alterations or additions respect the layout and historic pattern of development in the conservation area affected,
- c. Hard and soft landscape features which contribute to the historic value of the site to the conservation area are retained (including historically significant features from previous uses),
- d. The character of historic boundary treatments, patterns of trees and planting in the conservation area are retained and enhanced, and
- e. Changes of use within conservation areas generally retain the mix of uses which are characteristic of the area.

Development which harms elements which make a positive contribution to the significance of a conservation area or its setting will not be permitted, unless it can be demonstrated that public benefits outweigh the harm.

Development proposals which provide opportunities to better reveal the significance of conservation areas and their settings will be supported. Where the asset affected is degraded, enhancements will normally be required.

NH9 HERITAGE ASSETS

Sefton's heritage assets together with its historic landscape character should continue to contribute to the Borough's sense of place, local distinctiveness and quality of life. Development proposals and other initiatives should contribute positively towards achieving this.

The Council will seek to protect the significance of Sefton's heritage assets and their settings. Opportunities will be pursued to enhance heritage to reinforce the identity of the distinctive towns, villages and rural landscapes within Sefton.

3. Key elements which contribute to the distinctive identity of Sefton, and which will therefore be a strategic priority for safeguarding and enhancing into the future, include;

- a. The verandahs throughout Southport, particularly in Lord Street, which add considerably to its local distinctiveness.
- b. The historic centre, resort and traditional seafront of Southport including the conservation areas of Lord Street and Promenade, and their settings.
- c. The spacious planned character of Victorian and Edwardian suburban conservation areas such as those in Birkdale, Blundell sands, Christ Church, Moor Park and Waterloo Park.
- d. Country estates, their countryside settings and associated villages including Ince Blundell Hall, Crosby Hall and North Meols Hall.
- e. The dispersed layout and simple rural character of village conservation areas such as Lunt, Homer Green and Sefton village.
- f. The open and flat ditched former wetland landscapes.
- g. The broad sands, dune system, pinewoods and habitats that characterise parts of the Sefton coast, and the ancient and modern historic features within them such as the prehistoric footprints and wartime remnants.
- h. The 18th century Leeds and Liverpool Canal, associated historic features and its setting.
- i. Valued historic green spaces and their key features, particularly registered Historic parks and gardens, but also undesignated parkland and cemeteries such as Crosby Hall and Duke Street Cemetery.

j. Important archaeological sites such as village and wayside crosses, moated sites, Lunt Meadows and St Catherine's Chapel.

Designated heritage which is 'at risk' will be a priority for action. Opportunities to secure enhancements to safeguard and sustain these assets will be expected to be taken.

Proposals affecting Sefton's heritage assets and their settings should ensure that features which contribute to their significance are protected from losses and harmful changes. Development should therefore:

- a. Secure the long-term future of the heritage asset
- b. Be designed to avoid harm
- c. Be of a high-quality design which is sympathetic to the historic context of the heritage assets affected
- d. Incorporate proposals for proper repair and re-instatement of historic features and/or involve work which better reveals the significance of Sefton's heritage assets and their settings
- e. Where losses are unavoidable, a thorough analysis and recording of the asset should be undertaken.

NH11 WORKS AFFECTING LISTED BUILDINGS

Works affecting a Listed Building or its setting will only be permitted where:

- a. Any alterations preserve the historic fabric and features of the building and/of its setting which contribute to its significance
- b. Any new additions are well designed and respect the special architectural or historic interest of the building
- c. New development affecting the building's setting respects and conserve historic and positive existing relationships between the listed building and its surroundings
- d. Development does not undermine the long-term economic viability of the listed building or otherwise harm options for its long-term maintenance.

Opportunities should be taken to enhance the significance of a listed building or its setting.

Development which harms elements that contribute to the significance of a Listed Building or its setting will not be permitted, unless it can be demonstrated that public benefits outweigh the harm.

The fabric and features of special architectural or historic interest of Listed Buildings which must be preserved include:

- The building's age (e.g. the physical fabric and structural make-up of the building)
- Remnants of past use; (e.g. historic shopfronts, signage, internal layout)
- The building's architectural form, design and layout
- Architectural features such as sash windows, doors and other joinery details, plasterwork, ironwork, stonework
- The aesthetic appearance of the interior and exterior
- Historic events, or notable people, associated with the building
- Technology (e.g. sash windows, machinery, roof structures)
- Cultural or communal values (e.g. war memorials, foundation stones, old place names)
- The building's socio-economic status, (e.g. nature of decoration, scale).

Statement of Significance

The purpose of a Statement of Heritage Significance is to meet the relevant guidance given in the NPPF. This outlines the need to inform the planning decisions when considering proposals that have the potential to have some impact on the character or setting of a heritage asset. It is not concerned with other planning issues.

The nature of the heritage assets and the potential impact upon them through development are both very varied. The heritage assets include both designated heritage assets – such as listed buildings, scheduled ancient monuments and conservation areas – and non-designated heritage assets, a rather uncomfortable and sometimes subjective category that includes locally listed buildings, field systems, buried archaeological remains and views.

The degree of impact a proposed development could have on such assets is variable and can sometimes be positive rather than negative. The wide range of possible impacts can include loss of historic fabric, loss of historic character, damage to historic setting, and damage to significant views.

There are five steps which need to be undertaken in assessing the significance of a heritage asset and impact of development proposals and these can be summarised as follows and are set out in Historic England's The Setting of Heritage Assets Advice Note No.3 (SHA) paragraph 19.

Step 1: Identify which heritage assets and their settings are affected

Step 2: Assess the degree to which the settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated

Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it

Step 4: Explore ways to maximise enhancement and avoid or minimise harm

Step 5: Make and document the decision and monitor outcomes

Step 1. Identify which heritage assets and their settings are affected

The Heritage Assets

Listed Building

The application site, No.13 Beach Lawn is a grade II listed building, designated in 16th August 1972 and amended in 20th December 1996.

Listing Details:

CROSBY

SJ3198SW BEACH LAWN 778-1/6/14 (North East side) 16/08/72 No.13 (Formerly Listed as: BEACH LAWN Nos.1-15 (Consecutive))

GV II

Detached villa with attached verandah, now forming part of row of 15 in interestingly varied but harmonious style. Mid to later C19, for shipping magnate [Ismay, proprietor of White Star Line]; altered. White-painted stucco, slate roof, stuccoed chimneys; cast-iron verandah. Italianate style. L-plan, with projecting gabled wing to left and screen wall to right. EXTERIOR: two-and-a-half storeys, 1:2 windows, a strongly articulated composition with open-pedimental gabled wing to left, plus conservatory attached to set-back 2-storey screen wall to right ; with a string course over ground floor, sill-band to 1st floor and bracketed eaves and gable. The main range has a large doorway to the left with side-windows and matching overlight, and half-glazed door, and a canted bay window to the right; at 1st floor a one-light window and a large tripartite window, both with moulded architraves and the latter with a cornice on consoles; and above these a very small 2-light window under the eaves and a half-dormer with semi-circular canopy breaking the eaves. The wing to the left has a 2-storey canted bay, the ground-floor window tripartite with rounded corners and pilastered architrave with corner finials and the 1st floor window with panelled aprons and hipped lead-clad roof extended as a swept canopy; and at 2nd floor a Venetian window with pilastered and keyed architrave. All the windows now have altered glazing. Tall corniced multiple-flue chimneys. Attached to main range is cast-iron verandah which links to conservatory attached to right-hand end. Linked to Nos 11 and 12 to the right (qv); adjoins Nos 14 and 15 to the left (qv). INTERIOR: not inspected. All the listed buildings in Beach Lawn, together with those in Adelaide Terrace, Bath Street, Marine Crescent and Marine Terrace, form a group in the Waterloo Conservation Area of Crosby.

Listing NGR: SJ3134798328



The gatepiers and boundary wall to front of numbers 1-13 are also grade II listed.

CROSBY

SJ3198SW BEACH LAWN 778-1/6/19 (North East side) Gatepiers and boundary wall to front of Nos.1-13

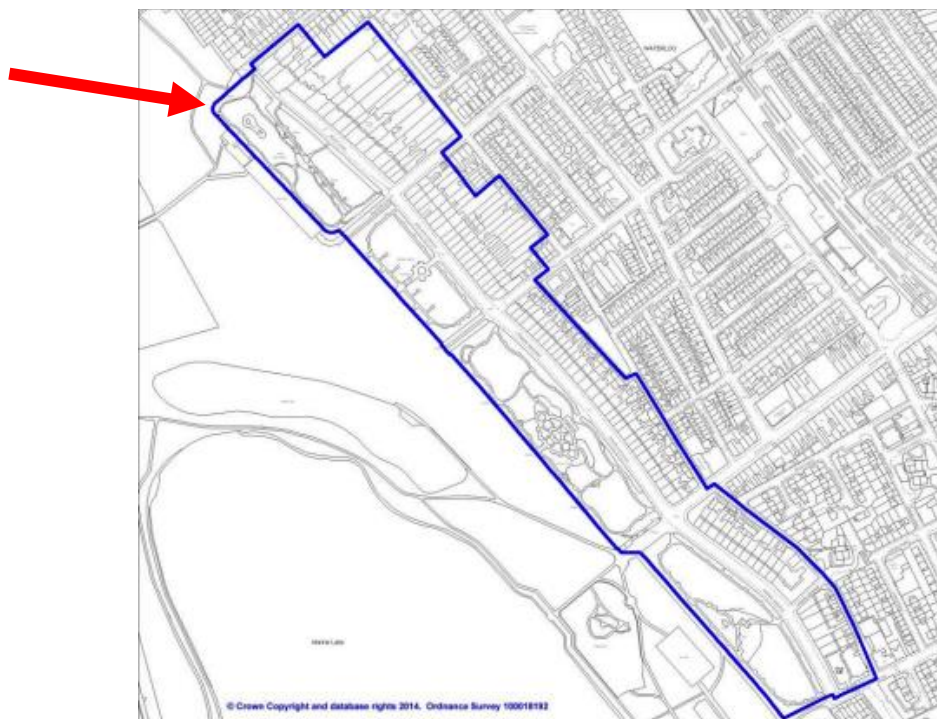
GV II

Garden wall with gate piers. Probably c1867. Rendered brick (except south return to Blucher Street, which is not rendered), with sandstone coping and gate piers. The wall is approx. one metre high with a moulded sandstone coping, and in front of each houses is a pair of gate square piers with chamfered bases and corners, and a low pyramidal caps with moulded rims. The south return wall is ramped up to the corner of the first house. Included for group value.

Listing NGR: SJ3138798260

Waterloo Conservation Area

The site is within the designated Conservation Area of Waterloo, as demonstrated on the boundary map below:



History

At the beginning of the 19th century, Waterloo would have existed as a small collection of farms and fishermen's cottages on the bank of the Mersey and known as Crosby Seabank. It had become a popular bathing place with its golden sands and clear water attracting visitors. An important development of the area took place with the Enclosure of the Commons Act of 1812. The Waterloo area then called Crosby Great Marsh, was an open tract of pastureland, sandhills and rabbit warrens and various owners and proprietors were entitled to "cow-gaits", the rights of common pasturage for cows on the marsh. The marsh in its existing state was of little value and would be considerably improved by dividing it into specific allotments and enclosing them. By this Act of Parliament, the common land was so divided and in 1816 the Act was duly put into effect and allotments were made to John Myers, John Abram and Robert Makin and in time the terraces which the present conservation area comprises were built across their marshes.

Even before enclosure of the marsh plans were made for a grand hotel and six cottages and by 1816 these were built. The hotel, originally to be called the Crosby Seabank Hotel, was named the "Royal Waterloo Hotel" and a grand dinner was held there on 18th June 1816 to mark the opening and celebrate the first anniversary of the Battle of Waterloo. It is now known as the Royal Hotel. The adjoining cottages became Waterloo cottages but are now numbered within Bath Street and Marine Terrace. By degrees the name "Waterloo" came to be applied to the area, along with the naming of many of the streets after people engaged in the battle of Waterloo.

In Baine's Lancashire Directory of 1825 about three residents were listed in Marine Crescent while behind in East Street were a few shops and lodging houses. Marine Crescent was built from 1825 onwards, Adelaide Terrace was commenced in the 1830s and Beach Lawn was the latest of the terraces and begun about 1860. Number 13 Beach Lawn was built in 1865 for Thomas Henry Ismay, who acquired the flag of the White Star Line in 1867. His son Joseph Bruce Ismay was managing director of the White Star Line and survived the maiden voyage of its ocean liner RMS Titanic in 1912 (Reference: Wikipedia.org).

The plots of land in front of the terraces in time became four enclosed greens, and early photographs show cows grazing on the one in front of Marine Crescent in the early 20th century. Eventually the greens were ceded by the house owners

to the Urban District Council and in the 1930s the ornamental gardens were formed. (The Birth of Waterloo by James R Lewis)



Assessment of Significance:

Paragraph 129 of the National Planning Policy Framework states local planning authorities should identify and assess the particular significance of the heritage asset, including its setting, and take this into account when considering the impact of a proposal in order to avoid or minimize conflict between the heritage asset's conservation and any aspect of the proposal.

Methodology. While the Grade II status of 14 and 15 Beach Lawn recognises, they are of high importance for their architectural or historic interest, the listing text, compiled around three decades ago, acts purely as a basic descriptive guide and does not represent a detailed evaluation of their significance. A more comprehensive means of establishing the building's significance is to examine the building in the context of the criteria used for listing purposes, which are:

- Age and rarity: most buildings built before 1700 which survive in anything like their original condition are listed, as are most built between 1700 and 1840; this criteria becomes tighter with time

- Architectural interest: through architectural design, decoration and craftsmanship and also important examples of particular building types and techniques
- Historic interest: e.g. illustrating important aspects of the nation's social, economic, cultural or military history; or close historical association with nationally-important people or events
- Group (collective) value: this occurs where buildings are part of an important architectural or historic group or are a fine example of planning (such as squares, terraces and model villages)

The significance of 13 Beach Lawn lies in:

Type of Interest:	Interest:	Level:
Historic	Built 1865 for shipping magnate Ismay, proprietor of White Star Line. His son was the highest-ranking White Star official to survive the sinking of the company's new flagship RMS Titanic	High
Architectural	Largely unaltered Italianate design; cast iron verandah; grade II listed gates and wall; Landscaped frontage; Architectural group value	High
Archaeological	None identified	Low

The Conservation Area

The area around a building is known as its 'setting'. The building may lie at the heart of an historic landscape or may be the focal point of a town.

When assessing setting, it is important to take into account things which would ideally be preserved or even improved by new work or changes. This will include things like important views of and from the building, structures and landscape features.

The Conservation Area has important environmental qualities that should be conserved and enhanced. There are a number of factors which contribute to the special interest of the Waterloo Conservation Area:

Summary of Special Interest

- Firstly, the four terraces which comprise the Conservation Area are relatively uniform in scale and layout but within the overall form there is a wealth of detailed variation in the design of standard building components.
- Secondly, front doors, French windows, bay windows and cast-iron or timber verandahs have been attractively detailed and proportioned to exploit the seaboard aspect with its wide views of the estuary and the shipping lanes.
- Thirdly, the variation in the axis of terraces with their long front gardens and their relationship with the Marine Gardens forms a unique seaside environment.
- Fourthly to the rear there is an interesting relationship between the scale and style of outbuildings of the terrace and adjacent terraced housing on Bath Street and East Street.
- Stucco and plaster work
- Brickwork
- Stonework
- Windows – depth of ‘reveals’
- Doors – panelled; associated details such as thresholds, architraves; transoms and fanlights
- Chimney stacks
- Rainwater goods – cast iron

The Waterloo Gardens to the south of Beach Lawn (road) are a significant part of the Conservation Area. They are believed to have been designed by the Surveyor to the Waterloo-with-Seaforth Urban District Council J R Fothergill.

The gardens are built on land that slopes gently downwards, originally to the beach, but now to Marine Park. Originally the gardens had views (now lessened due to land reclamation) of the River Mersey, the Wirral peninsula and the hills of North Wales. Although each garden had its own individual design, each with a specific principal feature, they all shared certain design characteristics. The original planting schemes featured open areas of lawn with low-level flowerbeds that have since been replaced by shrub planting, which has caused damage to some of the flowerbed retaining walls and interrupted sightlines. The grassed areas also contain several ‘islands’ of trees and bushes. Some original bench seating survives, along with pathways, although some of the latter have replaced surfaces.

Beach Lawn Garden's principal feature is a lower and upper garden separated by a brick retaining wall incorporating recessed seating bays and linked by two flights of circular steps. Like Marine Garden, there is also a rock landscape, again constructed of limestone rocks brought from Ingleborough, North Yorkshire. A water feature consisting of a stream and waterfall feeding into a very small lake is no longer in operation, and a teak bridge spanning the stream has been replaced in concrete. The tiny lake still exists, although it is neglected. An open brick shelter is attached to the north-western wall, but two others have been removed. A community group set up in 2009 have begun to restore and maintain the gardens so that they can be a community amenity once more. The gardens were proposed for addition to the Parks and Gardens Register in 2012, but were rejected at the initial sift as they did not meet the criteria for addition to the Register.

Designer: the gardens were designed by J R Fothergill, the local council's surveyor, who is not a figure of national importance
Influence: there is no evidence that either the design or designer of Waterloo Seafront Gardens had any influence on the development of taste in landscape design either by reputation or literature.

Architectural interest: the gardens lack high-quality built structures, walks and rides, water features and structural shrubberies that would add significant architectural interest to their design.

Intactness: although retaining some of their original features, many others have been lost or altered, which has compromised the gardens' design interest further.

Socio-cultural interest: it has been suggested that the gardens are of historic significance in documenting a noteworthy part of the suburban history of Liverpool, when their construction provided jobs during the Depression of the 1930s. It is acknowledged that this fact is of some socio-cultural interest, however, it is considered that this interest lies at a local rather than national level.
Lack of an important historic association: close and direct associations with nationally important people or events can increase the historic interest of a designed landscape. However, there must be a direct link between the site and a person or event, and it must also be reflected in the layout of the site; no such association exists at Waterloo Seafront Gardens.

Group value: although Waterloo Seafront Gardens are overlooked by numerous listed houses, none of these buildings are contemporary with the gardens and instead pre-date them by a considerable amount of time, having been constructed during the 19th century. Consequently, their relationship is only a relatively recent one. Waterloo Seafront Gardens are clearly of local interest, as recognised by their inclusion within the Waterloo Conservation Area.

Step 2. Assess the degree to which the settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated

Definition of Setting

Setting, as a concept, was clearly defined in PPS5 and was then restated in the NPPF which describes it as:

‘The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.’

The latest Historic England guidance on what constitutes setting is virtually identical to the English Heritage guidance it superseded in March 2015: ‘Setting is not a heritage asset, nor a heritage designation, though land within a setting may itself be designated.

Its importance lies in what it contributes to the significance of the heritage asset. This depends on a wide range of physical elements within, as well as perceptual and associational attributes pertaining to, the heritage asset’s surroundings.’

The Historic England guidance also re-states the earlier guidance that setting is not confined entirely to visible elements and views but includes other aspects including environmental considerations and historical relationships between assets:

‘The contribution of setting to the significance of a heritage asset is often expressed by reference to views, a purely visual impression of an asset or place which can be static or dynamic, including a variety of views of, across, or including that asset, and views of the surroundings from or through the asset, and may intersect with, and incorporate the settings of numerous heritage assets’.



Most of the houses within the conservation area are listed Grade II on the Statutory List of Buildings of Special Architectural and Historic Interest in Crosby. It was in recognition of the significant grouping of these buildings, that in 1972, the former Borough of Crosby designated Waterloo a Conservation Area under S277 of the Town and Country Planning Act 1971.

The conservation area was extended in 2000 to encompass the series of gardens which front the terraces. These were developed during the 1930s and largely retain their original features, layout and character; they also provide an attractive setting and outlook for the listed buildings.

The gardens are bound by a wall and gates which contribute in their own right to the setting. They are also listed in their own right.

Beyond the private residential gardens in Beach Lawn (the road) and beyond this The Beach Lawn, part of the Waterloo Seafront Gardens which comprises four gardens, Marine Garden, Adelaide Garden, Crescent Garden and Beach Lawn Garden, laid out between 1931 and 1939.

Step 3. Assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Listed Buildings Act) states: “In considering whether to grant planning permission for development which affects a Listed Building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses” and this principle is expanded in the NPPF to cover a range of heritage assets.

Significance can be harmed or lost through alteration or destruction of a heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

With respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Definition of Significance

The glossary of the Planning Practice Guidance (PPG) to the NPPF defines significance as:

‘The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting’.

SHA paragraph 9 indicates that the setting of an asset may affect the ability to appreciate the significance of a heritage asset.

Impact of proposed change of use

The change of use itself would remain a residential use, it would not be perceived within the street scene and would not therefore affect the appearance or character of the Conservation Area.

In terms of the potential impacts upon the significance of the listed building, it would introduce a new type of residential use which may be more intensive than the existing residential use as a family home. There may be more people residing there and there may be more comings and goings. However, given there is no increase in bedroom accommodation, the intensification would be limited and potential harm would therefore likely to be negligible.

In addition, there is no physical change to the building proposed, it would not be subdivided and would not result in the loss of fabric or impact upon historic layout. The change of use would therefore not cause harm to the significance of the listed building.

Conclusion

The proposals have the potential to impact upon to heritage assets, the grade II listed building, No.13 Beach Lawn and its setting, and the Waterloo Conservation Area.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Listed Buildings Act) states: “In considering whether to grant planning permission for development which affects a Listed Building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses” and this principle is expanded in the NPPF to cover a range of heritage assets.

Significance can be harmed or lost through alteration or destruction of a heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

With respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

In terms of the impacts of the change of use and installation of the replacement railings, the impacts are considered less than substantial, at the very lowest end. However, the positive public benefits in relation to promoting tourism and reinstating historic features are considered to outweigh any perceived harm.

The proposals will preserve the appearance and character of the Conservation Area and enhance the historical importance of the property which would contribute to the greater appreciation of the significance of the building and its history by allowing visitors to stay.