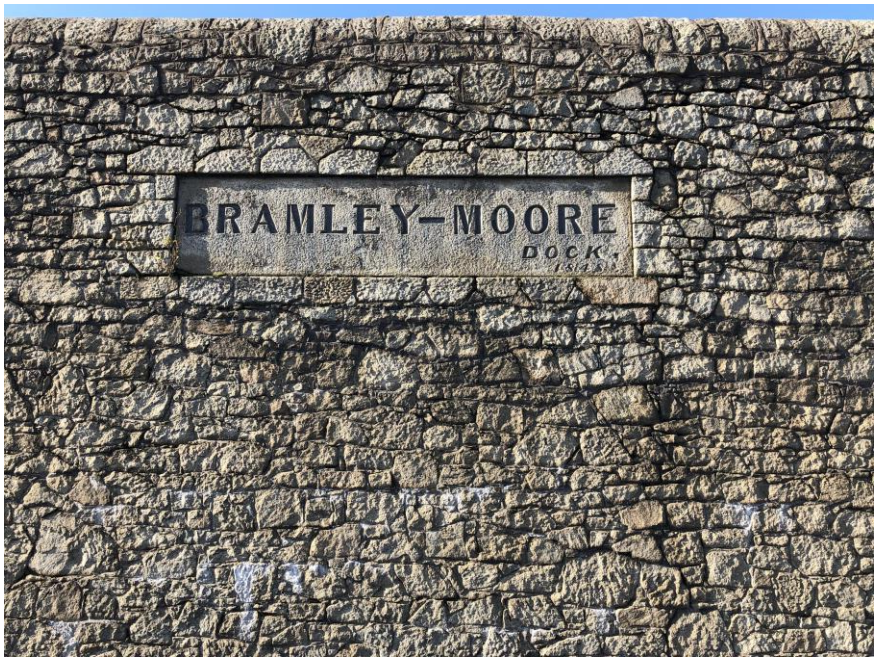
Appendix 18.2

Heritage Impact Assessment prepared using the methodology of the ICOMOS 2011 Guidance on Heritage Impact Assessments for Cultural World Heritage Properties

Everton Stadium Development Limited
The People's Project
Bramley-Moore Dock, Liverpool

Heritage Impact Assessment
Prepared using the methodology of the ICOMOS 2011 Guidance on Heritage Impact Assessments for Cultural World Heritage Properties



August 2020

Consultancy for the Historic Built Environment
KMHeritage

Contents

1 Introduction

1.1 This Heritage Impact Assessment has been prepared as a separate Assessment using the methodology of the ICOMOS (International Council on Monuments and Sites) 2011 Guidance on Heritage Impact Assessments for Cultural World Heritage Properties on behalf of Everton Stadium Development Limited (hereafter 'Everton') to support a full planning application for the proposed development of a 52,888 seated capacity stadium with associated facilities and infrastructure at Bramley-Moore Dock (hereafter 'BMD'), Liverpool.

1.2 The original planning application (Liverpool City Council ref. 20F/0001) was submitted in December 2019 and has been subject to ongoing consultation with statutory bodies which has prompted the applicant to revise the submitted scheme design and the technical reports which inform it.

1.3 A detailed description of the proposed development is provided in Chapter 2 of this report and within the planning statement submitted with the application. The proposed construction method is set out in the submitted Construction Management Plan (CMP, Laing o'Rourke) as summarised in Chapter 4 of the submitted Environmental Statement ('ES' Volume II).

Purpose

1.4 The purpose of the report is to set out the background and heritage significance of the application site at Bramley Moore Dock, and to assess the proposals based on the guidance document 'Guidance on Heritage Impact Assessments for Cultural World Heritage Properties'.

Authorship

1.5 The author of this report is Nick Collins BSc (Hons) MSc MRICS IHBC. Nick has twenty years' experience in the property sector, including most recently as a Director of the Conservation Team at integrated design consultants, Alan Baxter & Associates. Nick spent nine years at Historic England as Principal Inspector of Historic Buildings & Areas where he led a specialist team of historic building inspectors, architects, and archaeologists on a wide range of heritage projects in East & South London. Previously Conservation Officer at the London Borough of Bromley, Nick began his career at international real estate consultancy Jones Lang LaSalle as a Chartered Surveyor. This experience has given Nick an in-depth understanding of the property industry, listed building and planning process, heritage policy and guidance and funding bodies.

1.6 Historical research for this report was carried out by Anne Roache M.A., DipFEcol. Anne is a researcher with over 25 years' experience. She has worked for leading commercial organizations in the fields of property, planning and law. Alongside a specialisation in the archaeology, architectural and social history of London, Anne is also a qualified Field Ecologist, practiced in carrying out a range of ecological surveys.

Other Relevant Documents / Application Scope

1.7 This report should be read alongside a number of other documents submitted with the application which provide the detailed methodologies, justification and rationale for the

scheme proposals (construction and operational phases). These include (non-exhaustive list):

- Design & Access Statement (DAS) (Pattern Architects)
- Construction Management Plan (CMP) (Laing o'Rourke)
- Archaeology Report (Oxford North)
- Townscape & Visual Impact Assessment (TVIA) (WYG)
- Planning Statement (CBRE)
- Alternative Site Assessment (CBRE)
- Economic Impact Assessment (CBRE)
- Social Value Assessment (Real Worth)
- Social and Heritage Value Report (Simetrica-Jacobs)
- Dock Infill Method Statement (BuroHappold)
- Baseline Site Surveys (BuroHappold)
- Artefact Appraisal (Planit-IE / KM Heritage)
- Heritage Asset Survey (Planit-IE / KM Heritage)
- Hydraulic Engine House Design Intent Report (Pattern Architects)
- Landscaping Drawings (Planit-IE)
- Architectural Drawings (Pattern Architects)

1.8 As a number of other artefacts remaining on the site that relate to the dock's historic past could be regarded as being non-designated heritage assets, the site-wide Artefacts Survey prepared by Plan-it and KM Heritage is of particular importance given that the survey results have been used to inform the landscape strategy for the site. A supplementary Heritage Asset Survey (same authors) has identified all those artefacts that are physically attached to the listed structures within the site[1]. The Merseyside Historic Environment Record ('MHER') was consulted on 7th May 2020 and has also informed this assessment.

Goodison Park Legacy Project (GPLP)

1.9 It should be noted at the outset that the proposed development of a stadium at BMD forms one part of 'The People's Project' with the second being the demolition and redevelopment of the existing Goodison Park stadium for a mixed-use scheme comprising housing, commercial space, community / retail use and open space.

1.10 As the proposals will not be progressed until the new stadium is operational, an outline planning application (with all matters reserved) has been to be submitted concurrent with the stadium application and is currently pending determination (Liverpool City Council application reference 20O/0997). The benefits of the legacy project should however be afforded some material weight in undertaking the ultimate NPPF balancing exercise detailed above.

[1] Artefacts Survey & Heritage Asset Survey (December 2019; updated August 2020) prepared by Plan-It and KMHeritage form part of the application submission documentation.

2 Site Description and Context

2.1 The application site is located at Bramley-Moore Dock (BMD) in Liverpool, National Grid Reference SJ3345292491. BMD forms a small part of a larger dock and canal network along the River Mersey. The outlet to the Leeds and Liverpool Canal is approximately 0.5km south of the site into Stanley Dock via Collingwood Dock.

2.2 The site is 8.67 hectares and is bounded to the north by the United Utilities waste water treatment plant and Sandon Half Tide Dock, to the east by Regent Road, to the south by Nelson Dock (top of northern dock wall forming part of the application redline boundary) and to the west by the River Mersey wall. The western boundary of the site is limited to the foot of the concrete crown wall, built on top of the River Mersey Wall.

2.3 Bramley-Moore Dock is part of the Port of Liverpool operated by Peel Ports and is a functioning wet dock (fig. 1). Bramley-Moore operates as the base for the Port's Svitzer tug boats operated by Svitzer Marine Ltd. The dockside and transit sheds were, until recently, leased by Mersey Sand Suppliers and are used for the transportation and storage of sand & gravel aggregate. This use has now ceased (lease expired) although night-club events are held occasionally in the existing warehouse on the south quayside between BMD and Nelson Dock.

Heritage Overview

2.4 A detailed overview of the relevant heritage designations covering the application site and its immediate surroundings is set out in Chapter 6 of the report. This has been informed by the Merseyside Historic Environment Record. However, at the outset, the following are relevant:

- **World Heritage Site / Stanley Dock Conservation Area**; the application site is part of the UNESCO designated Liverpool Maritime Mercantile City World Heritage Site and is within the Stanley Dock Conservation Area.
- **Listed Structures**; the application site (redline boundary) contains the following listed structures which are listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended)) for their special architectural or historic interest:
    - **BMD Dock Retaining Walls** are Grade II listed (List Entry Number: 1072980). The quaysides retain original elements such as mooring facilities, capstans, cobbled surfacing and dock rail tracks.[2] The physical extent of the Grade II listed wet walls has been defined by LCC[3] to include the coping stones that surround the dock (wet wall) and all artefacts directly affixed to the coping stones.
    - **Nelson Dock Northern Retaining Wall** is Grade II listed (List Entry Number 1209519) and forms the application site southern boundary (top of the wall – not including the wall face).
    - **Hydraulic Engine House** is Grade II listed (List Entry Number: 1072981) and remains standing at the north-east corner of the dock.

[2] Historic England List. Online: https://historicengland.org.uk/listing/the-list/list-entry/1072980
[3] As confirmed in email correspondence (dated 28th April 2020) from James Simmins, LCC Conservation Officer

- **Regent Road Wall (Dock Wall from opposite Sandhills Lane to Collingwood Dock with entrances)** is Grade II Listed (List Entry Number 1072979) and forms the eastern boundary of the application site.

2.5 The location of the application site within the designated WHS and Stanley Dock Conservation Area is shown in Figure 1 below.

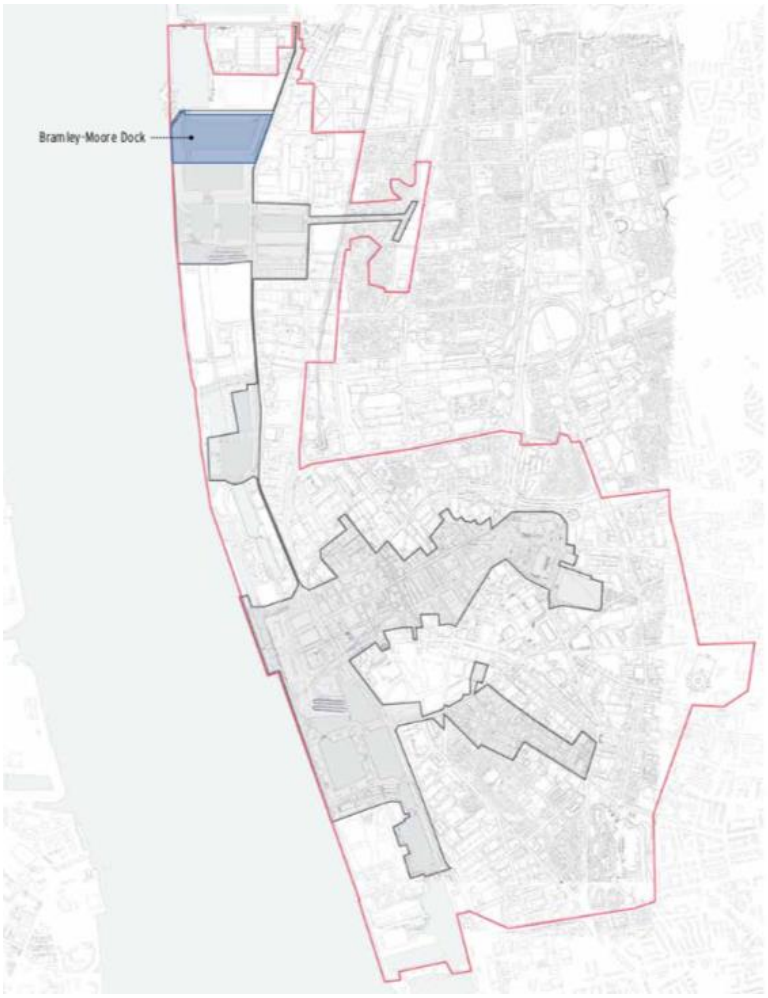


Figure 1: Location of Bramley-Moore Dock (Grey: WHS; Red line: WHS Buffer Zone)

Liverpool Waters (Future Baseline)

2.6 The application site is located within a wider regeneration scheme known as Liverpool Waters. Peel Land & Property secured outline planning permission in 2013 (LPA ref. 10O/2424 – latest approved non-material amendment being ref. 19NM/1121[4]) for a mixed-use development comprising a maximum of 1,690,000m² of mixed use including 9,000 dwellings and 310,000m² of office space (figures rounded). The site stretches from Princes Dock in the south to Bramley-Moore Dock to the north. The timeframe for full delivery of the scheme at the time of planning application was 2041.

2.7 Developments which have been consented at Princes Dock and the Liverpool Waters site since planning approval include several standalone applications, including The Lexington

[4] A further Non-Material Amendment to the outline permission is currently pending determination (reference 20NM/1801).

(16F/1370 304 & 17F/2056: 325 apartments), Quay Central and Park Central (17F/1628 2 blocks of 237 apartments), Liverpool Cruise Liner Terminal (17O/3230& 19RM/1037) and Isle of Man Ferry Terminal (18F/3231).

2.8 Since planning permission was granted, Peel Land & Property has submitted a series of discharge of conditions applications, reserved matters and non-material amendment applications in relation to Liverpool Waters. A neighbourhood masterplan for the Central Docks was approved in November 2019 (ref:19DIS/1315) in accordance with the requirements of the planning conditions attached to the outline planning permission. At time of writing this application is still to be determined.

2.9 Reserved matters applications have been submitted in the Princes Dock area for the William Jessop House, a 6 storey office development which is in planning terms part of Liverpool Waters (18RM/1554 & 19RM/1817).

Bramley-Moore Dock

2.10 The application site is located within the Northern Docks (comprising Nelson Dock and Bramley-Moore Dock) area of the approved Liverpool Waters scheme with the following mix of uses proposed for the 2036-2041 time period:

- C3 Dwellings- 219,500m^2.
- A1 Retail- 5,000m².
- A2 Financial & Professional services- 300m².
- A3 Food & drink- 2,200m².
- A4 Drinking establishments- 1,200 m².
- B1 Business- 1,800m²
- D1 Non-Residential Institutions- 6,600m².
- D2 Assembly and Leisure-1,000m

2.11 The amount of the development listed above which relates to Bramley-Moore Dock (excluding Nelson Dock) is not specified in the permission, which details the amount of development per neighbourhood only, however the permission identifies that all buildings (other than the listed Hydraulic Engine House) would be demolished.

2.12 An extract of the latest approved parameters plan (LPA ref. 19NM/1121), showing the approved development blocks / parcels for the Northern Docks area is shown in Figure 2 below.

Figure 2 – Northern Docks Parameter Plan

2.13 As the parameter plan extract details, the heights of the respective development blocks vary across the neighbourhood but are to a maximum 38m on the western quay facing the River Mersey. The plan also shows development blocks in close proximity to the Grade II listed Hydraulic Engine Room.

2.14 There is also substantial development proposed further south within the Liverpool Waters site as follows:

- **Central Docks**; this neighbourhood is proposed to be delivered between 2020-2036 and has approval for substantial building heights including 41-43m on the riverside and clusters of above 100m in the middle of the site (highest building approved at 141m). A further Non-Material Amendment in relation to Central Docks is currently pending determination (reference 20NM/1801).
- **Clarence Docks**; this neighbourhood is immediately south of the Northern Docks area and is scheduled to be delivered in the period between 2031-2036. The approval provides for a maximum 33m high buildings on the south western side of Trafalgar Dock.

2.15 As set out later in the assessment of impact of the application on heritage assets, the approved Liverpool Waters parameters have significant implications in terms of future inter-visibility with Bramley-Moore Dock.

Other Relevant Applications

2.16 There are two planning applications of relevance to the application proposals at Wellington Dock and Princes Dock.

Wellington Dock

2.17 The Wellington Dock site is to the immediate north of Bramley Moore Dock (BMD). Planning permission (LPA ref. 11F/1581) was granted in January 2012 for the following:

'To infill Wellington Dock with approximately 250,000 cubic metres of dredged sand and erect replacement secondary treatment plant with associated plant and machinery'.

2.18 The application proposed an extension to Liverpool Wastewater Treatment Works (WWTW) through the infilling of Wellington Dock to provide an enhanced, replacement facility for the existing secondary treatment plant which was failing to comply with EC Directives which govern the water quality standard of the River Mersey.

2.19 Whilst the Wellington Dock site is located outside of the designated Liverpool World Heritage Site (WHS), it is located within a 'buffer zone' and of similar construction to the adjacent central docks system which are listed structures.

2.20 Headline points of the LCC planning officer assessment were:

- The original planning application for the Liverpool WWTW (ref. L254561) was approved in December 1980, extended to the Sandon, Wellington and Bramley Moore Docks and would have involved their infilling.
- In accordance with the adopted WHS Supplementary Planning Document an 'Exceptional Justification' was required to support the WWTW proposal. The infilling of the dock was accordingly accepted by the Council to be 'exceptional' due to:
    - Limited space available within the existing treatment plant at Sandon Dock to physically accommodate a replacement for the secondary treatment process; and
    - The new treatment plant within Wellington Dock meets a 'location-specific' requirement given the alignment of the main interceptor sewer, location of the outfall into the Mersey and the relationship of the sewerage system to the underlying topography.

2.21 English Heritage (now Historic England) confirmed that the proposal would have a significant adverse effect on views from and to the adjacent World Heritage Site (WHS). However, given the essential requirement for the facilities and relationship to the existing public infrastructure and the long-term potential for the proposals to be reversible, EH recognised that the scheme represented an exceptional justification for developing the dock water space and accordingly withdrew its objection.

2.22 Ultimately, whilst the City Council concluded that the proposal would cause harm to heritage assets which are of international significance and would impact on the Outstanding Universal Value of the WHS, the overwhelming public benefit of the works needed to be balanced against the significant impacts on the WHS.

Princes Dock (Wall Opening)

2.23 Full planning permission and listed building consent ('LBC') for alterations to the dock boundary wall at Princes Dock were approved by Liverpool City Council in August and November 2018 (references 17L/3519 & 17F/3518).

2.24 The proposals included the formation of a new 6 metre wide opening to create cycle and pedestrian access from Bath Street into Princes Dock with the introduction of new gate piers and hard and soft landscaping. A wider temporary 15.7m opening was proposed (3 year temporary period) as part of the scheme to provide access and facilitate the

construction of the adjoining approved development sites whilst the southern part of William Jessop Way is closed off. Once construction of the approved schemes has been completed the wall is be rebuilt to the 6m opening to allow pedestrian/cycle access only.

2.25 Upon a review of the application the following is pertinent:

- The majority of the application site is situated outside the boundary of Liverpool's World Heritage Site (WHS) but falls within the WHS buffer zone. The wall itself (grade 2 listed) does however fall within the WHS and also forms part of the Stanley Dock Conservation Area.
- The Heritage Impact Assessment ('HIA') submitted in support of the application concluded that the significance of the impact is slight adverse which Liverpool City Council (via its independent heritage advisor) accepted given that the majority of the wall would remain intact, displaying the original intentions and also telling the story of the changes that have left their mark on the asset. The proposed scheme was considered part of this narrative and would not undermine the importance of the wall in its totality (6m from 2km). The appearance, character value, and significance of the wall was concluded to still be generally legible even with the new entrance in this location.

2.26 In overall terms, Liverpool City Council concluded that it was satisfied that the proposals will not impact on the OUV of the WHS and would preserve the authenticity and integrity of the WHS Property.

2.27 It was notable that Historic England's consultation response recommended that the advice of the City Council's own specialist conservation advisors should be sought.

3 Application Proposals / Pre-Application/Post-Submission Consultation

3.1 A detailed description of the revised proposed development is provided in the Planning Statement and Environmental Statement submitted with the revised planning application. The following works are proposed as part of the planning application:

- Construction of the stadium (reduced to 44.75m and therefore mid-rise in height in accordance with the WHS SPD) and associated facilities including surface carparking; Outside Broadcast Compound & Outside Broadcast Substation. The stadium foundation design is proposed to minimise new piles clashing with Grade II listed masonry dock basin walls (hereafter 'BMD dock walls').
- All buildings on the quaysides of BMD will be demolished except for the Grade II listed Hydraulic Tower which is to be renovated to create an exhibition / cultural centre (centred around Everton and Docklands heritage in Liverpool)[5].
- The BMD dock walls are to be retained/repaired with the dock waterbody infilled by marine-won sand (as per methodology used for the infill of the adjacent Wellington Dock to the north for the water treatment works). A permanent isolation structure is to be constructed between BMD and Sandon-Half Tide Dock following infill (replicating existing isolation structure between BMD and Nelson Dock).
- A number of the capstans / bollards and artefacts on top of the Grade II listed BMD walls (including northern wall of Nelson Dock) are to be removed prior to construction commencing. A significant number are to be retained in situ or renovated and reintroduced into the final hard landscaping scheme along with cobbled surfacing and dock rail tracks (also to be removed prior to construction).
- The top of the Grade II listed BMD walls outside of the stadium footprint are to be incorporated into the final hard landscaping scheme with feature blue toned surfacing within the walls (all surfaces to be flush with the wall due to accessibility / safety requirements) to denote the former location of the dock waterbody.
- A shallow water channel, oriented north to south, is to be excavated from the infill on the western side of the dock (new retaining wall installed to form the eastern edge of the new water channel) to create a visual water connection between Sandon Half-Tide Dock to the north and Nelson Dock to the south[6].
- Three additional site access points ('insertions') are to be created through the Grade II listed Regent Road wall on the eastern site boundary to enable pedestrian access to the site via the Fan Zone proposed to the east of the stadium. The existing northern and southern turreted access points are proposed to be maintained for both pedestrian and vehicular access.

[5] Physical works (internal or external) to the Grade II listed Hydraulic Engine House will be subject to separate listed building consent submissions.

[6] Noting no navigation possible at present due to an isolation structure installed between BMD and Nelson Dock. There is hydrological connectivity between Sandon Half-Tide Dock and Nelson Dock via BMD through sluice pipes in the existing southern isolation structure.

3.2 Proposed changes include:

- Removal of multi-storey carpark (MSCP) – redesign of western elevation to incorporate a new elevated stepped amenity area/public realm, with sheltered access/egress to the west stand turnstiles below.
- 2,050 sqm of Photovoltaic panels previously affixed to a canopy above a surface car park on the west quay, moved to stadium roof on the south stand (to be structurally integrated with roof so not visible from street level).
- Wind mitigation redesign due to removal of MSCP and the large 'outrigger' baffle structures attached to the west/south stand façade in the original submitted scheme.
- Redesign of the western elevation has resulted in the provision of a large glazed area providing views in and out of the stand hospitality areas.
- Relocation of Outside Broadcasting compound and sub-station structure to the northern extent of west quay, enabling a wider public realm area is provided along river front (but excluding the top of the river wall which remains in Peel Land & Property ownership) and surface carparking relocated to the south.
- Movement of the stadium footprint by 4.5m eastwards; the stadium foundation design has been revised but remains consistent with the original submission (no impact on listed dock walls).
- Redesign of the landscaping proposals enabling the introduction of more trees (as part of revised wind mitigation strategy). Further refinement of the public realm hard and soft works strategy / proposals.
- Further design development of the proposed stadium façade including simplification of the proposed brick structure.

3.3 In addition to the full planning permission, separate listed building consent (LBC) submissions are to be made for:

- **Regent Road Dock Wall**: a submission is to be made for the demolition and re-build of all three new openings; repairs to the wall including the removal of an abutting sub-station & repair to existing gates and lodge structures
- **BMD/Nelson Dock Retaining Walls**: an application for the stadium's structural interface with the dock, dock infill, removal of a number of heritage artefacts; new northern isolation structure between BMD and Sandon Half-Tide Dock, dock gates retention, public realm surfacing interface with docks walls and construction phase interfaces; and
- **Hydraulic Engine House**: with written agreement from LCC, essential repairs and stabilisation works to be undertaken in advance of an LBC; an application for essential demolitions/removals and repairs to the historic structure[7] and a subsequent application to include convert the building for future use.

[7] The applicant has proposed a clause in the submitted draft Section 106 Heads of Terms that subject to the necessary grants of listed building consent, and subject to the outcome of appropriate surveys and investigations, the Hydraulic Tower will be made safe and thereafter repaired/refurbished and made available for public use in time for the first Match or Major Event.

Pre-Application & Post-Submission Consultation / Engagement

3.4 In accordance with recommended best practice, given the recognised heritage sensitivities of the application site and its surroundings, a comprehensive programme of meetings were initiated with Liverpool City Council ('LCC') and Historic England ('HE') to establish a platform for the professional team to exchange and receive views and progress regarding the heritage elements of the proposals and for the professional team to share its plans for the new stadium project to preserve those elements and to regenerate Bramley-Moore Dock[8].

3.5 These have taken place both as part of the pre-application process and subsequently following submission of the initial scheme as post-application consultation as the design has evolved and details been investigated.

3.6 The detail of these meetings is provided in the Design & Access Statement ('DAS') prepared by Meis Architects (2019) and the DAS Addendum prepared by Pattern Design (2020) to support the revised application. However, in summary, there were several areas where pre-extensive engagement and input from LCC and HE guided and shaped the proposed design solution (non-exhaustive list):

- Design Rationale – orientation of stadium, confirmation of stadium brief and design intent.
- Methodology for preparation of an Alternative Site Assessment
- Confirmation regarding proposed dock infill methodology
- Proposed water channel detail with new retaining wall to the east edge of the new channel
- Public realm design and materiality
- Stadium façade design and materiality – providing input on brick tone to be integrated within the Stanley Dock Conservation Area; the colour of the façade metal panels; and the expression of solidity of the stadium base as it meets the ground
- Regent Road Wall openings – providing technical justification for the extent of the openings, the proposed construction methodology and final architectural finish so as to limit the impact on the Grade II listed wall.

3.7 The application proposal was also subject to a separate independent design panel review and extensive engagement with a number of statutory and non-statutory consultation bodies to inform the final submission. A detailed Statement of Community Engagement accompanies the application submission and details the extensive engagement that the applicant has undertaken with the general public.

3.8 Since the submission of the planning application, the Club and professional team have maintained regular communication with LCC and HE (including presenting to the HE Advisory Committee ('HEAC') on the proposed scheme design changes in July 2020) as well as further consultation with Places Matter and other stakeholders.

3.9 The meetings focused on the following key areas:

- Brick selection

[8] Two pre-application responses from Historic England (17/01/2018 & 7/3/2919) and Historic England's consultation response (18/5/20) form part of the documentation submitted as part of this application.

- Façade development
- Heritage artefact use and reuse on-site
- Regent Road Wall openings.
- Building massing developments
- Barrel roof construction
- Public Realm development (including landscape design & materiality)
- Wind mitigation elements
- Photo-voltaic (PV) panel array
- Inclusive design
- Highways

3.10 The design team has incorporated the feedback from these consultations and developed significance enhancements to the scheme as a result. The Places Matter design panel reviewed the scheme for a second time in May 2020, warmly receiving the changes including recognising the introduction of the western terrace as a major improvement to the scheme.

3.11 The Historic England Advisory Committee also reviewed the scheme in July 2020, noting that they welcomed the positive development in the evolution of the design and provided further feedback on detailing and materiality of the scheme.

Post-submission Responses

3.12 Since the submission of the planning application, formal consultation responses have been received from Historic England, ICOMOS and the Victorian Society. This report is based on a thorough assessment of the information available and it has also had regard for these responses which in summary focus on the principle of development and the harm arising from the proposal. There is extremely limited feedback on design matters but it is considered by the applicant's design team that the revised scheme is appropriate given the feedback provided by HE and other parties to date.

4 Heritage Impact Assessment Methodology

4.1 The methodology adopted for this assessment is based on the ICOMOS Guidance on heritage Impact Assessments for Cultural World Heritage Properties as required by the WHS Management Plan 2017-2024. This guidance sets out that a Heritage Impact Assessment (HIA) should present the evidence on which decisions can be made in a clear, transparent and practical way. It outlines that an HIA needs to evaluate the impact of development on the attributes of OUV of a WHS and provides a methodology for this process.

4.2 The HIA uses a methodology which clearly focuses on OUV and attributes that convey that OUV.

4.3 The ICOMOS guidance states that:

4.4 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 a development proposal impact on OUV?
- How can these effects be avoided, reduced, rehabilitated or compensated?

4.5 The potential impacts of the Development on the attributes that convey OUV and on the WHS as a whole are assessed under the following categories:

- Direct impacts on the heritage assets that have been identified as reflecting OUV;
- Indirect impacts on the heritage assets that have been identified as reflecting OUV;
- Evaluation of the overall significance of effect; and
- Assessment of the impact on the integrity and authenticity of the WHS.

4.6 The authenticity of the WHS is the way that attributes convey evidence of OUV, and the integrity of the WHS is based on whether all attributes of OUV are extant within the WHS and are not eroded or under threat.

Evaluation of Heritage Resources

4.7 The methodology used for the evaluation of heritage resources is set out in Appendix 3a of the ICOMOS guidance[9]. This assesses the value of heritage assets in relation to international, national, and local designations, but linked to the OUV, integrity and authenticity of the WHS. The value of the asset and attributes may be defined using the following grading scale:

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

4.8 This scale is in accordance with the table below:

[9] https://www.icomos.org/world_heritage/HIA_20110201.pdf

Level of Significance	Description of Criteria
Very High	Sites or structures of acknowledged international importance inscribed as of universal importance as WH property Individual attributes that convey OUV of the WH property Other buildings, sites or urban landscapes of recognised international importance
High	Scheduled monuments with standing remains Grade I & II* listed buildings Grade I & II* registered parks and gardens Other buildings that can be shown to have exceptional qualities in their fabric or historical associations not adequately reflected in the listing grade Conservation areas containing very important buildings Undesignated structures of clear national importance
Medium	Grade II listed buildings Grade II registered parks and gardens Historic (unlisted) buildings that can be shown to have exceptional qualities or historical associations Conservation areas containing buildings that contribute significantly to its historic character Historic townscapes or built-up areas with important historic integrity in their buildings or built settings.
Low	“locally listed” buildings Historic (unlisted) buildings of modest quality in their fabric or historical associations Historic townscape or built-up areas of limited historic integrity in their buildings or built settings.
Negligible	Buildings or urban landscapes of no architectural or historical merit; buildings of an intrusive character

Unknown	Buildings with some hidden (i.e. inaccessible) potential for historic significance.

4.9 This report sets out descriptions of the relevant heritage assets, outlining their heritage significance, the contribution of setting and the site to their significance, and their contribution to the OUV of the WHS.

Assessment of Scale of Specific Impact

4.10 The scale of severity of impacts or changes can be judged by taking into account their direct and indirect effects and whether they are temporary or permanent, reversible or irreversible. The scale or severity of impact can be ranked without regard to the value of the asset as:

- No change/impact
- Negligible change/impact
- Minor change/impact
- Moderate change/impact
- Major change/impact

4.11 The significance of the effect of change, i.e. the overall impact, on an attribute is a function of the importance of the attribute and the scale of change. As change or impacts may be adverse or beneficial, there is a nine-point scale with 'neutral' as its centre point:

- Major beneficial
- Moderate beneficial
- Minor beneficial
- Negligible beneficial
- Neutral
- Negligible adverse
- Minor adverse
- Moderate adverse
- Major adverse

4.12 Magnitude of Impact has been assessed using the following criteria[10]:

[10] Based on the Guidance on Heritage Impact Assessments for Cultural World Heritage Properties (2016) p.16

Impact Grading	Archaeological attributes	Built heritage or Historic Urban Landscape attributes	Historic landscape attributes	Intangible Cultural Heritage (ICH)attributes or Associations
Major	Changes to attributes that convey OUV of WHS Most or all key archaeological materials, including those that contribute to OUV such that the resource is totally altered Comprehensive changes to setting	Change to key historic building elements that contribute to OUV such that the resource is totally altered Comprehensive changes to the setting	Change to most or all key historic landscape elements parcels or components; extreme visual effects; gross change of noise or change to sound quality; fundamental changes to use or access; resulting in total change to historic landscape character unit of loss of OUV	Major changes to area that affect the ICH activities or associations or visual links and cultural appreciation.
Moderate	Changes to many key archaeological materials, such that the resource is clearly modified. Considerable changes to setting that affect the character of the asset.	Changes to many key historic building elements, such that the resource is significantly modified. Changes to the setting of an historic building, such that it is significantly modified.	Change to many key historic landscape elements, parcels or components; visual change to many key aspects of the historic landscape; noticeable differences in noise or sound quality; considerable changes to use or access; resulting in moderate changes to historic landscape character.	Considerable changes to areas that affect the ICH activities or associations or visual links and cultural appreciation.
Minor	Changes to key archaeological materials, such that the resource is slightly altered Slight change to setting.	Change to key historic building elements, such that the asset is slightly different Change to setting of an historic	Change to few key historic landscape elements, parcels or components; slight visual change to many	Changes to areas that affect the ICH activities or associations or visual links and

		building, such that it is noticeably changed	key aspects of the historic landscape; limited changes to noise or sound quality; slight changes to use or access; resulting in limited changes to historic landscape character.	cultural appreciation.
Negligible	Very minor changes to key archaeological materials or setting	Slight change to historic building elements or setting that hardly affect it	Very minor change to few key historic landscape elements, parcels or components; virtually un-changed visual change to many key aspects of the historic landscape; very limited changes to noise or sound quality; very slight changes to use or access; resulting in very small changes to historic landscape character.	Very minor changes to areas that affect the ICH activities or associations or visual links and cultural appreciation.
No change	No change	No change to fabric or setting	No change to elements, parcels or components; no visual or audible changes; no changes in amenity or community factors	No change

4.13 The significance of effect, or overall impact, is determined by considering the scale and severity of change/impact (either adverse or beneficial) against the value of the heritage asset, as set out in the table below:

Criteria		Scale and Severity of Change/Impact				
		No Change	Negligible Change	Minor Change	Moderate Change	Major Change
Value of Heritage Asset	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

Cumulative Assessment

4.14 A number of proposals for developments near the site have been granted planning permission or are under construction. These 'cumulative' schemes are set below and an assessment of the effect of these schemes in combination with the Proposed Development is provided. These schemes are shown in wireline for the consented schemes.

4.15 The approach to the cumulative assessment is to focus on the additional effects of the proposed development on top of the cumulative 'future baseline' formed by the consented scheme. (i.e. as if the consented scheme were in place). The key cumulative schemes identified are:

- The Peel Liverpool Waters permission (Ref. 10O/2424) as varied by the non-material amendments to the original permission, the most recent is pending determination (reference 20NM/1801) and the latest approved was approved in August 2019 (reference 19NM/1121), and any subsequent reserved matters applications (e.g. Application Ref: 18RM/1554; 19RM/1817) and the Central Docks masterplan, submitted under a discharge of conditions application (Discharge of Condition 11 application ref. 19DIS/1315);
- Standalone applications for schemes at Liverpool Waters (e.g. Peel Land & Property and Your Housing (A06) - Application Ref: 20F/1203, pending determination), Plaza (A05 - Application Ref: 17F/0913), The Lexington (A04 - Application Ref: 16F/1370 and 17F/2056), Cruise Liner Terminal: Application Ref: 17O/3230 and Application Ref: 19RM/1037; Isle of Man Ferry Terminal: Application Refs: 18F/3231 & 18L/3232); Plot 11, Application Ref: 19F/1038, approved November 2019
- Land bounded by Blackstone Street, Fulton Street and Regent Rd, L5 (Application 20F/0217) – known as the 'Bramley Hotel'.
- 2-6 Lightbody Street (Application 20F/1947) -residential-led mixed-use scheme to the east of The Titanic Hotel across Great Howard Street.
- Wirral Waters;
- Goodison Park proposal (note this is only relevant for the post-construction assessment as will require the Club's move to BMD first) (application reference 20O/0997; and
- The Ten Streets Strategic Regeneration Framework (2018).

5 The background and history of Bramley-Moore Dock and its surroundings

History

Liverpool – Beginnings of a World City

5.1 The City of Liverpool is located near the mouth of the River Mersey where it meets the Irish Sea. As a maritime city, Liverpool has always looked to the sea but what was to transform the small fishing port of the pre-industrial age into the maritime behemoth of the 19th century, was British naval success and a thirst for trade and the conquering of new territories which led to the pre-eminence of the British Empire upon the world stage.

5.2 The history of Liverpool can be traced back to 1190 when the name 'Liuerpul', possibly meaning a pool or creek with muddy water, first appeared. In 1207, the borough of 'Livpul' was founded by royal charter.[11] Until the 17th century Liverpool remained a small port town, albeit an important point of access for the British military to the Irish port of Dublin.

5.3 All this was to change when, in 1664, England took over the Dutch colony of New Netherland in the Americas (including its capital of New Amsterdam) which England renamed the Province of New York. Initially, cloth, coal and salt from Lancashire and Cheshire were exchanged for sugar and tobacco from the Americas (Liverpool's first sugar refinery was established c.1670[12]) but very soon afterwards the focus of Liverpool's traders became human cargo in the form of enslaved Africans. On 3rd October 1699, the same year that Liverpool was granted status as an independent parish, its first 'recorded' slave ship (there may have been earlier ships), named *Liverpool Merchant*, set sail for Africa. It travelled from there to Barbados with a 'cargo' of 220 Africans before returning to Liverpool on 18th September 1700. The following month a second recorded ship, *The Blessing*, set sail for the Gold Coast. By the close of the 18th century 40% of the world's, and 80% of Britain's, Atlantic slave activity was accounted for by ships that voyaged from the docks at Liverpool.[13] Vast profits from the slave trade transformed Liverpool into one of Britain's foremost cities rivalling Bristol, another slaving port, and second only to London as a financial centre. Slave trading was made illegal in 1807 however slavery in British colonies was not abolished until 1833 and so goods produced on slave estates were still imported.

5.4 Seafaring success led to the development that was to have the most profound effect on Liverpool: the construction of a sophisticated system of enclosed dock basins and, later, large associated warehouses and associated facilities. These docks, linked to the countrywide network of canals, gave Liverpool unparalleled access to Britain’s towns and cities for the transportation of new, high value, industrial output such as cotton, cloth, coal and other goods from the new manufacturing districts of Lancashire, Yorkshire and

[11] Farrer, W & Brownbill, J. (eds.) (1911). ‘West Derby hundred: The City of Liverpool', A History of the County of Lancaster: Volume 4. Online: British History Online http://www.british-history.ac.uk/vch/lancs/vol4/
[12] Sugar Refiners Database. Online: http://www.mawer.clara.net/intro.html
[13] Liverpool and the Atlantic Slave Trade (2014). National Museums Liverpool, Maritime Archives & Library Information Sheet 3.

Staffordshire. Growth in the cotton cloth trade was accompanied by the development of strong trading links with India and the Far East.

5.5 As communications with other northern cities steadily improved, this brought not only increased opportunities for trade but also the workers from the surrounding countryside to fulfil demand for production. During the 18th century Liverpool's population grew from some 6,000 people to almost 80,000.[14]

5.6 The world's first commercial enclosed wet dock - The Old Dock - opened in Liverpool in 1715 with capacity for 100 ships.[15] In 1721, the Mersey River was made navigable to Manchester, and in 1757 the Sankey Canal linked the Mersey to the St. Helens coalfield. The Liverpool-Leeds canal was completed in 1816.[16]

5.7 In September 1830, the Liverpool and Manchester Railway became the world's first inter-urban passenger rail link with R.L. Stephenson's famous engine The Rocket, serving on the line until 1834.[17]

5.8 Liverpool went on to pioneer the development of modern dock technology including dock transport systems, port management, and building construction. In the 19th century a series of ingenious engineering feats saw its waterfront become a place of continuous expansion and development which put Liverpool at the centre of the world trading stage.

5.9 Liverpool was also shaped by immigration. Between 1830 and 1930 some 9 million people immigrated or emigrated through the port of Liverpool. Some moved on but the poorest who stayed often started work in the docks where poverty wages meant that families were crammed into fetid cellars and epidemics were rife. The immigrant group that was to have the biggest impact in the city were the Irish who arrived in large numbers in the 1840s after potato blight caused widespread famine in Ireland. In that one decade, 2 million Irish people came to and through Liverpool. They would be joined by Welsh, Chinese, African, Scottish, Italian and Jewish immigrants who all built their own communities in the City.[18]

5.10 Throughout the 19th century, Liverpool's trade, population and physical boundaries continued to rapidly expand mirroring its increasing strategic and economic importance. By 1851 its population had grown to 258,236 from 77,600 in 1801.[19]

5.11 Liverpool was granted City status in 1880, and the following year its university was established. The latter half of the 19th century had seen massive growth in commercial activities of all kinds including shipping, commodity exchanges and banking and insurance and many of these firms went on to construct elegant office buildings around the town's historic core. Liverpool's confidence is mirrored in the three principal waterfront buildings that still dominate Pier Head today - the Port of Liverpool Building (1907, GII*) which was designed to house the Mersey Docks and Harbour Board Offices; the Royal Liver Building (1911, GI) home of the Royal Liver Assurance group; and the Cunard Building (1917, GII*), headquarters of the Cunard Line. All of these buildings are

[14] Sykes, O., *et al.* (2013) 'A City Profile of Liverpool', *Cities.*
[15] *Op. cit.* Farrer, W & Brownbill, J. (eds.) (1911).
[16] Whitehead, P.J., (2017). 'Mersey and Irwell Navigation', The Industrial Heritage of Britain. Online: http://www.pittdixon.go-plus.net/m+i-nav/m+i-nav.htm
[17] 'Liverpool & Manchester Railway', Graces Guide to British Industrial History. Online: http://www.gracesguide.co.uk/Liverpool_and_Manchester_Railway
[18] *Op. cit.* Sykes, O., *et al.* (2013).
[19] A Vision of Britain through time. Online: www.visionofbritain.org.uk

built on the sites of some of the original docks – illustrating the long-standing tradition of re-using docks.

5.12 By the early 20th century Liverpool's merchant fleet was more modern and had larger in tonnage than London, its streets held more foreign consulates and, and its cargo handling exceeded that of New York and every port on mainland Europe.[20]

5.13 Further evidence of commercial success can still be seen around the City - in the central docks area with its docks, warehouses and other port-related facilities; in the mercantile area with its shipping offices, produce exchanges, marine insurance offices, banks, inland warehouses and merchants' houses; and in the William Brown Street Cultural Quarter with its monumental cultural and civic buildings.

5.14 The Liverpool Mercantile City World Heritage Site (WHS) was inscribed by the UNESCO World Heritage Committee in 2004 as an ''exceptional testimony to mercantile culture'' and the ''supreme example of a commercial port at the time of Britain's greatest global influence''.[21] A Statement of Outstanding Universal Value was approved by the World Heritage Committee in 2010.[22]

The Docks

Eighteenth Century

5.15 By 1700, Britain's maritime success had already fuelled the growth of the ancient port of London on the River Thames to become the world's largest and richest. In 1700, the burgeoning Empire looked to Liverpool to expand its sea-going capacity and it was proposed to bring the hitherto difficult to navigate port area - a sea-lake on the Mersey known as the 'Pool' - under control by constructing a wet dock within its confines. Thomas Steers, an engineer with previous experience of dock building on the Thames, was contracted to design and oversee the project. The dock was built directly on the bedrock of the Pool with walls of brick, capped with sandstone. Thomas Steers' Old Dock - the world's first commercial enclosed wet dock - was opened in 1715 with capacity for 100 ships.[23]

5.16 A programme of land reclamation, sea wall and dock construction quickly followed. Not long after it opened, modifications to the Old Dock included the addition of a one-and-a-half-acre octagonal tidal entrance basin, a graving (dry) dock off the north side and a landing stage. In 1740 the Dry Dock (later Canning Dock), also designed by Thomas Steers, was completed. The first sea wall was constructed to define the new shoreline and a programme of land reclamation was entered into gradually reshaping the waterfront and creating, by 1771, the area known today as Pier Head. The central area of Pier Head was occupied by Georges Dock, at 3 acres, one of the largest in the area. Georges Dock was linked to the Canning Dock via Georges Dock Passage to the south.[24]

5.17 Alongside the docks, terraces of small back-to-back houses grew up to house the new workforce along with hostelries and public houses, supply stores and churches. Further land reclamation between 1771 and 1785 necessitated the construction of two further

[20] *Op. cit.* Sykes, O., *et al.* (2013).
[21] Liverpool City Council (2009). Liverpool maritime mercantile city world heritage site – Supplementary planning document consultation draft, March 2009.
[22] UNSECO, Liverpool – Maritime Mercantile City. Online: http://whc.unesco.org/en/list/1150
[23] Liverpool Waters (2011). Heritage Impact Assessment. Assessment of Potential Effects on the Liverpool World Heritage Site, November 2011 (LWHIA, 2011)
[24] *Ibid*.

sea walls, the Old Quay and Manchester Dock (modified by John Foster in 1804-07). Eyes' map of 1785 shows how the docks and the city centre maintain a very close relationship to one another (fig. 2).

Figure 2: A Plan of the Town and Township of Liverpool, from an actual survey taken in the year 1785 by C. Eyes (detail)

5.18 Old Dock sits at the centre of the dock arrangement with Salt House, Dry Dock and Georges Docks to the west. The proposed site of Albert Dock can be seen to the south (fig. 3).

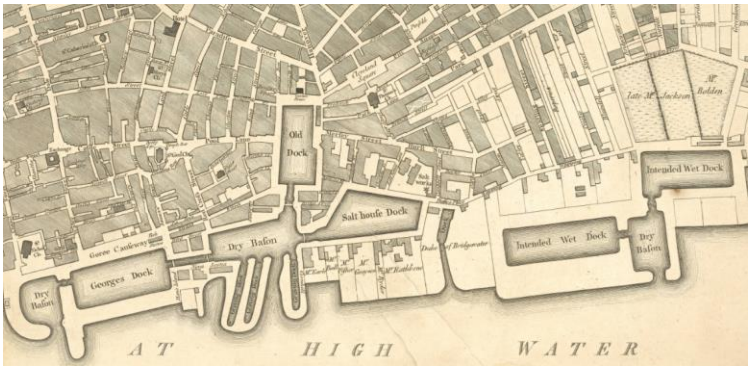


Figure 3: A Plan of the Town and Township of Liverpool, from an actual survey taken in the year 1785 by C. Eyes (detail)

Nineteenth Century – The Age of Jesse Hartley

5.19 The collapse of the East India Company's trading monopolies in the early 19th century resulted in the opening-up of global markets in India, China and South America. This brought a concomitant need for a rapid expansion in dock capacity to take advantage of these newly open markets.

5.20 Princes Dock was the first to be built in the new century. Designer William Jessop first drew up proposals in 1800 suggesting the installation of locks as a solution to mitigate the tidal effects of the Mersey which dictated loading and unloading times. In 1810, John Rennie's designs for the same dock proposed steam power and an iron railway to help remove construction spoil. Eventually, John Foster, Senior Surveyor to the Corporation of Liverpool, began construction in 1810 creating two access points from the River Mersey, to the north via Princes Dock basin and to the south via George's Basin. Construction proved slow however and when the dock opened in 1821, it was still not finished.

5.21 The 1830s saw the beginning of the transformation of Liverpool's docks under Foster's replacement, Jesse Hartley (1780-1860). Hartley was appointed Dock Surveyor in 1824 and served until his death in 1860. He became Liverpool's preeminent dock engineer and the world's first full-time professional dock engineer.

5.22 Jesse Hartley's obituary published by the Institution of Civil Engineers in 1872[25], sums up the esteem in which he was held by contemporaries and sheds some light on his methods:

> "*The style of work introduced by Mr. Jesse Hartley was peculiarly his own. In the earlier periods he used Ashlar, dressed and worked to the greatest mechanical perfection; in his latter years rubble-work was adopted both for dock and river walls, with granite-rubble carefully jointed for face-work. Then the forms of construction adopted in the sills, platforms, and sluicing culverts of his dock-entrances, the dock-gates, bridges, fire-proof warehouses, shed-roofs, dock-buildings, and also much of his other work, had each a distinctive character, specially fitting it for the object intended to be served. The lighthouses and telegraph stations along the coast, from Liverpool to Holyhead, were under the control of the Dock Surveyors; and most of the buildings connected with the system were constructed by the Hartleys.*[26]
>
> *The area of the Liverpool Dock Estate, at the time when Jesse Hartley first entered on the duties of Dock Surveyor, was 123 acres, including a water-space of 70 acres in wet docks and basins. At the time of his decease the area of the water-space was 251 acres, and the entire area of the estate had been increased to 866 acres. The river frontage, which at the earlier period of 1824 was about 3,000 yards in length, had been increased by extension in opposite directions, north and south, to 10,000 yards.*
>
> *The tonnage of the port, which, in 1824, was 1,180,914 tons, amounted in 1861 to 4,977,272 tons, while the revenue from duties on tonnage and goods had increased in the same interval from £130,911 to £444,417.*
>
> *During this period of thirty-seven years, the whole of the Liverpool Docks, with the exception of the Prince's Dock, had been built, rebuilt, deepened, or altered; and it is to the Hartleys, father and son, that the entire honour is due of designing, superintending, and carrying out this vast amount of engineering work. With the exception of the excavations, nearly the whole of the dock-extensions were executed by workmen under the immediate direction of the Messrs. Hartley. As the estate increased in extent, the superintendence of the repairs and maintenance alone added materially to the responsibility"*.

5.23 Hartley's unique position enabled him to treat the development of the previously disparate docks as one whole system rather than as a series of unrelated parts. He recognised the importance of good communication between the individual docks and achieved connectivity via railways, canals and roads whilst maintaining ease and safety for ships and their cargoes. He introduced innovative improvements over earlier dock and warehouse design including the use of locks to keep the water at a constant level ensuring that loading and unloading of ships' cargoes was not reliant on the tide, enclosed the docks with high boundary walls to reduce theft. He developed 'fireproof'

[25] 'Jesse Hartley', Institution of Civil Engineers Obituaries 1872. Online: http://www.gracesguide.co.uk/Jesse_Hartley
[26] This is Jesse Hartley and his son J.B Hartley

warehouse construction and adapted the warehouse design of London's St Katharine Docks (1828) by incorporating high arches in his buildings to accommodate cranes.

5.24 Hartley's distinctive 'Cyclopean' granite architecture style mean that his docks are probably the most easily recognisable of the Liverpool system. Using this innovative construction technique, he made improvement to the design of dock retaining walls – one of his major achievements. This technique is described in more detail below.

5.25 Built some distance to the north of Princes Dock and opening in 1830, Hartley's first major project, Clarence Dock and Clarence Graving Dock, specialised in handling steamships. The first iron steamship to go to sea had crossed the English Channel in 1822; and the first transatlantic voyage made substantially under steam power is thought to have been made in 1827. Clarence Dock was sited well away from the existing docks to reduce fire risk to other shipping from the steamships. The dock comprised two enclosed basins, parallel to each other and the river. Access to the sea from the inner basin was through an outer, half tide dock which allowed water to be impounded at high tide. Once the gates were shut, ships could then pass through to the fully impounded dock system beyond. On the north side of the half tide dock was a passage with a lock giving access to Clarence Gridiron Basin which led onto Clarence Graving Docks.[27]

5.26 Bennison's Map of 1835 shows how the docks were developing both south and particularly north of the city centre and includes Hartley's proposed docks of the 1840s (fig. 4).

Figure 4: Map of the town and port of Liverpool, with their environs, including Seacomb, Woodside, Birkenhead, Tranmere, &c. from an actual survey, by Jonathan Bennison, Liverpool, 1835 (detail)

5.27 Hartley's next development was the area between Princes Half Tide Dock and Clarence Dock where he added more new docks and associated facilities including a northern custom house, a new fish market and a new observatory. This observatory played a central role in helping to fix the longitude of Liverpool in relation to that of Greenwich in London.

5.28 By 1836, Hartley had built Victoria and Trafalgar Docks and these together with Waterloo Docks (1834), formed a uniform multi-functional triumvirate of dock and quay space with each dock covering 5 acres of enclosed water (fig 5). Access from the river was gained initially through the Victoria Dock lock gate entrance, however this access was later

[27] *Op. cit.* LWHIA (2011)

closed meaning that access could only be gained through the dock network, either to the north or south. This alteration made the Victoria, Trafalgar and Waterloo system 'the first real example of a spine and branch dock'. Low transit sheds surrounded each dock on every side. By using interconnecting docks and limiting the number of river entrances Hartley was able to reduce both construction and operating costs.[28]

Figure 5: OS Map Lancashire CVI (includes: Liverpool.) Surveyed: 1845 to 1849. Published: 1851 (detail)

5.29 The new docks required a high-level of security and Hartley continued the dock boundary wall in the style of Foster's red-brick dock wall of 1821 which had sandstone copings and gateways in the classical style, with square section piers in buff sandstone, pitted rusticated bases, ashlar shafts and gabled caps with acroteria.

5.30 Between 1841 and 1843 Hartley prepared a number of different designs for iron-framed ‘fireproof’ warehouses, convincing the Dock Board Trustees of the benefits of his construction method and designing the Albert Dock - which opened in 1846 - to these specifications.

5.31 Hartley saw the need to improve the capacity of the canal network and the security of goods moving between the canal and the docks. He created a branch from the existing basins of the Leeds and Liverpool Canal, via four granite locks down to the Stanley Dock (1848) and thence into the wider dock system via the Salisbury Dock passage. This efficiency removed the need for transhipment of goods between the canal and the docks by horse drawn vehicles.[29]

5.32 The Dock Act of 1844, prompted work to begin on a total of eight new docks for Liverpool, illustrating the thirst for additional port facilities and the confidence in

[28] *Ibid.*
[29] *Ibid*.

continuing growth. Albert Dock opened south of the central docks in 1845. North of the central docks area, five docks were designed as part of a single construction programme. These were Salisbury, Collingwood, Stanley, Nelson and Bramley-Moore Docks which opened in 1848. Immediately to the north of these followed Wellington (1850) Sandon Dock (1851) and Huskisson (1852). Canada Dock (1859), his furthest to the north, completed Hartley's work (fig. 6).

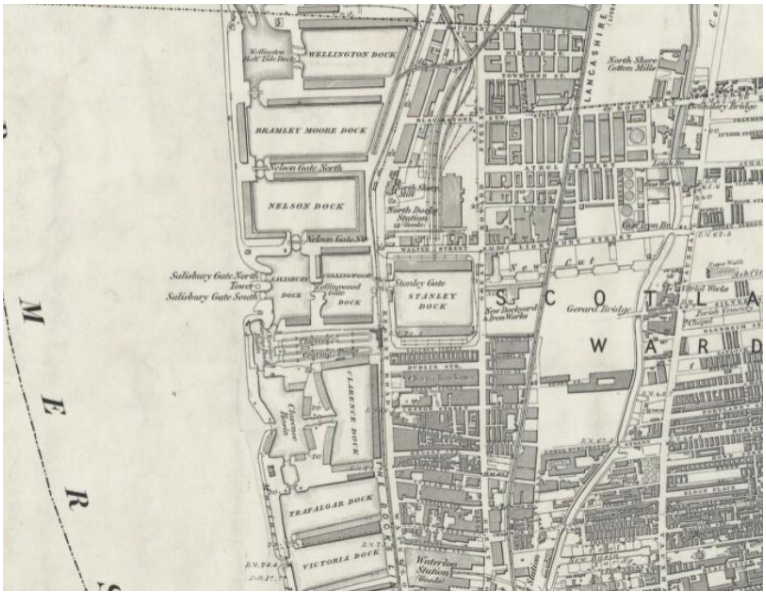


Figure 6: OS Map Lancashire CVI (includes: Liverpool.) Surveyed: 1845 to 1849. Published: 1851 (detail)

5.33 As with the 1830s docks, these docks formed an enclosed, interconnecting system, with Salisbury Dock being the link to the river utilising a double half tide entrance separated by an island. Salisbury linked to Collingwood and Stanley to its east. To its north was a link to Nelson and thence to Bramley-Moore and on to Wellington via the Wellington Half Tide dock. Sandon connected these to the Mersey via the Sandon Basin.

5.34 The navigable passages linking the docks were crossed by means of double leaf, iron swing bridges. Separate barge passages were provided for canal boats using the Leeds and Liverpool Canal to pass between Stanley, Collingwood, Salisbury and the river. Only Stanley Dock, the only dock to the east of Regent Road, was excavated from existing dry land, the others were built out into the river. The river wall which enclosed the docks was considered at the time to be a major feat and was built in the same manner as the dock walls, using Hartley's 'Cyclopean' granite technique.[30]

5.35 The OS map surveyed 1845 to 1849 gives some context to the dock development showing the docks growing northwards outstripping the growth of the city itself (fig. 7).

[30] *Ibid*.

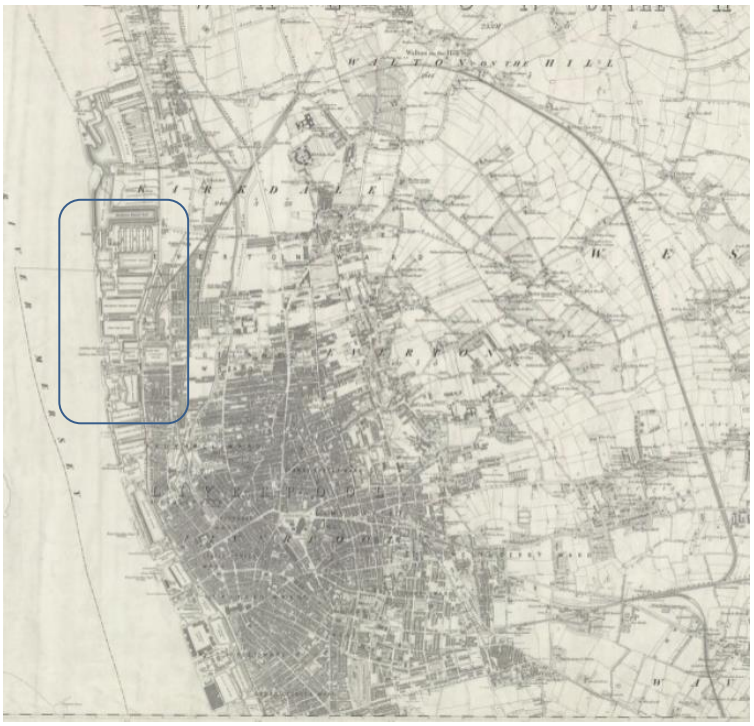


Figure 7: OS Map Lancashire CVI (includes: Liverpool.) Surveyed: 1845 to 1849. Published: 1851 (overview)

5.36 Hartley's system of interlinked wet docks is said to represent the culmination of his innovation in dock design.

> '*Constructed from a limited palette of materials - brick, stone, iron and mortar - innovative buildings and structures represent the pinnacle of industrial dock architecture of the Victorian period. The area incorporates the strong linear features of the dock boundary wall, the Leeds and Liverpool Canal and the canal locks, as well as the large water-filled Stanley, Collingwood, Bramley-Moore, Nelson and Salisbury Docks and the Victoria Clock Tower. The Tobacco Warehouse is a city landmark by virtue of its massive scale*'. [31]

5.37 Hartley's Docks - year of opening and alterations[32]

Name of Dock	Opened	/ Altered
Clarence	1830	1853
Brunswick	1832	1848, 1858, 1878, 1889, 1900
Waterloo	1834	1868
Victoria	1836	1848
Trafalgar	1836	
Canning	1844	
Albert	1845	
Salisbury	1848	
Collingwood	1848	

[31] *Ibid*.
[32] *Op. cit*. Farrer, W. & Brownbill, J. (eds.) (1911).

- Stanley 1848 1897 partly filled in
- Nelson 1848
- Bramley-Moore 1848
- Wellington 1850 Half tide dock closed 1901
- Sandon 1851 Half tide dock added 1901, 1906
- Huskisson 1852 1861, 1872, 1896, 1900, 1902
- Canada 1858 1896, 1903, 1906

5.38 Hartley's Dock Buildings

- Albert Dock Warehouses
- Wapping Dock warehouse
- Stanley Dock warehouses
- Stanley and Wapping Docks' accumulator towers
- Canada Dock accumulator tower (demolished)
- Wapping policeman's lodge
- Salthouse Dock Transit shed (rebuilt granite gable end survives)
- Canning Half Tide Dock watchmen's huts
- Victoria Tower

Hartley's Sea Walls and Dock Retaining Walls

5.39 By the time of the building of Princes Dock in 1810, it had been recognised that there were structural flaws in using sandstone set into the made ground for dock retaining walls, as the sheer weight of the walls made them prone to subsidence.[33]

5.40 One of Jesse Hartley's main achievements was the improvement made to the design of these retaining walls. Following on from his predecessor John Foster, his early docks were built from sandstone, but from the construction of Clarence Dock in 1830, he replaced this with granite (though shortages ensured some sandstone continued to be used into the 1880s). Hartley's docks are described as having a distinctive 'Cyclopean' style of construction - using massive granite bonding headers, with irregular pieces of rubble in between joined with fine mortar joints[34] (fig. 8).

[33] *Op. Cit.* LWHIA (2011).
[34] *Ibid*.

Figure 8: 'Cyclopean' Dock Retaining Wall

5.41 Hartley ensured that the quality of masonry work was very high, allowing him to build using relatively thin walls with only a slight batter. Straighter walls were essential to accommodate deep, square-hulled steamships, in use from the 1820s onwards. Hartley's construction method involved taking piers down to the level of the general foundations, leaving in masses of bedrock, and then building flat relieving arches. The walls were supported by counterforts, 6 feet square and 12 feet apart, which were cruciform buttresses set into the rear of the walls. The walls themselves were 12 feet thick at the base, 6 feet thick at the capping and 36 feet high, with a batter of only 1 inch to the vertical.[35]

5.42 The World Heritage Site (WHS) Nomination Criteria, Inscription and the World Heritage Site Management Plan[36] make repeated reference to the importance of 18th, 19th and early 20th pioneering dock technology and building construction methods as significant components of the WHS. Some of the evidence for these pioneering technologies is buried within dock wharves and includes sea and dock walls subsequently buried by dock remodelling.[37]

5.43 Desk research carried out on behalf of Liverpool Waters[38] establishes that substantial sections of dock retaining walls survive below ground. Visible structures including the ground surface, dock wall elevations, sea lock structures, half tide lock structures and associated sluices, hydraulics, swing bridges, etc. have all been identified as having 'High Potential' for the physical evidence they contain about technological innovation within the WHS.[39]

Hartley's Dock Boundary Walls

5.44 The strong linear form of the dock boundary wall is a defining feature of the Stanley Docks conservation area. Separating the waterside working area from Regent Road and warehouses and associated industry to the east, it was designed to give security to

[35] *Ibid*.
[36] LOCUS Consulting Ltd. (2017). Liverpool Maritime Mercantile City World Heritage Site Management Plan 2017 – 2024. Prepared for Liverpool City Council.
[37] *Op. cit.* LWHIA (2011).
[38] Liverpool Waters (2012). Liverpool Dock Boundary Wall Listed Building Application: Supporting Report, February 2012 (LWDBW, 2012).
[39] Liverpool Waters (2012). Liverpool Dock Boundary Wall Listed Building Application: Supporting Report, February 2012 (LWDBW, 2012).

moored ships and their valuable cargoes. The wall was erected in six stages, starting at Pier Head and growing as the dock estate extended northwards as far as Huskisson Dock, opposite Sandhills Lane. The wall is interrupted only at the Stanley Dock bascule bridge, where there is a short stretch of later red brick.

5.45 The architectural style of the wall and its gateways developed over time, starting with John Foster's early 18th century functional classical style and culminating in Jesse Hartley's monumental granite forms. The wall is striking for its height and length (2.75 km within the World Heritage Site) - and for its robust form of construction. Hartley's incorporation of imposing tower-like gate piers with heavy wooden gates added to the fortress-like appearance of the walls and its impact as a major townscape feature is evident in the central and northern dock areas. [40]

5.46 The wall wholly falls within the Stanley Dock Conservation and along with its entrances, from opposite Sandhills Lane to Collingwood Dock, it was listed Grade II in March 1975 (List Entry Number: 1072979).

5.47 Foster built the oldest section of the wall - coloured red in the Dock Boundary Wall Plan reproduced as figure 9[41] at Princes Dock Pier. Constructed in red brick with a sandstone coping it had monumental gateways with pitted borders to the sandstone piers in classical style. The wall stands at 5.5m high and is four bricks thick in English bond. Construction began in 1816 and was completed in 1821 when the dock opened. Originally, the wall ran around all four sides of the dock but today only one wall survives on the east side, with one original gateway.[42]

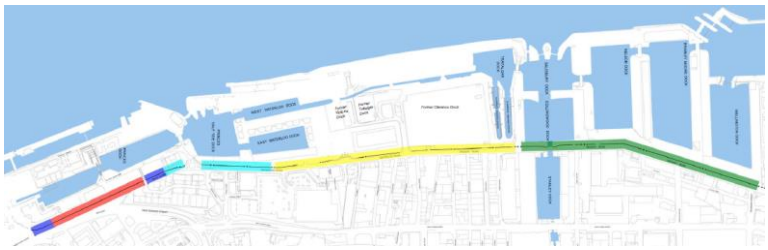


Figure 9: Dock Boundary Wall Plan

5.48 The next section to be built 1836-1841 (coloured yellow in fig. 9) was that covering Clarence, Waterloo, Victoria and Trafalgar Docks. In brick with sandstone copings, four gateways survive.[43]

5.49 The third phase of 1847-48 (coloured green in fig. 9) enclosed Salisbury, Collingwood, Nelson, Stanley and Bramley-Moore Docks. This time the wall differed from the earlier style. Instead of using brick, Hartley employed the same 'Cyclopean' granite style of building used in his dock retaining walls - finely jointed rubble stones brought to a fair face, tapered in section from base to top and topped with rounded coping stones (fig. 10).

[40] *Ibid.*
[41] *Ibid.*
[42] *Ibid.*
[43] *Ibid.*

Figure 10: Hartley's dock boundary wall at Collingwood Dock

5.50 The widespread use of granite came with the purchase, by the Dock Board, of the Creetown quarry in Scotland. Hartley's inventive form of construction was an economical and effective way of making best use of these resources.[44]

5.51 When Princes Dock had been constructed, it was entered via a tidal basin situated immediately to the north and since the basin was not used for unloading high value goods, it was not originally enclosed by a wall. By 1865, however, map evidence shows that the area had been enclosed by a wall running alongside Waterloo Road and connected to the existing boundary walls at Princes Dock and Waterloo Dock (coloured blue on fig. 9). A short section of the 1821 Princes Dock wall was rebuilt, probably after G.F. Lyster became dock engineer in 1861 (coloured purple).[45]

Gateways

5.52 Within the wall there are 22 openings: 13 original historic gateways, two late 19th century gateways (which were created to provide access for the dock railway e.g. at Collingwood but are no longer in use) and seven modern openings, all large enough vehicular access.[46] There are also several pedestrian doorways: the one at Collingwood Dock is still usable but the others have been blocked up (fig 11).

[44] *Ibid.*
[45] *Ibid*.
[46] *Ibid*.

Figure 11: Hartley's dock boundary wall at Sandon Dock incorporating a (blocked) pedestrian doorway

5.53 The four gateways that led into the Bramley-Moore, Wellington, Nelson and Collingwood Docks are styled very differently to the earlier gateways comprising of massive piers, oval in plan and designed in the form of tapering towers. Each gateway opening, at 5.5m wide, is proportionate to the height of the wall. Where the opening is wider, a third, larger centre tower pier is introduced which also functioned as offices for the dock policemen. At the entrance to the Salisbury and Collingwood Docks, the central tower also has a granite letter box (figs. 12-14).

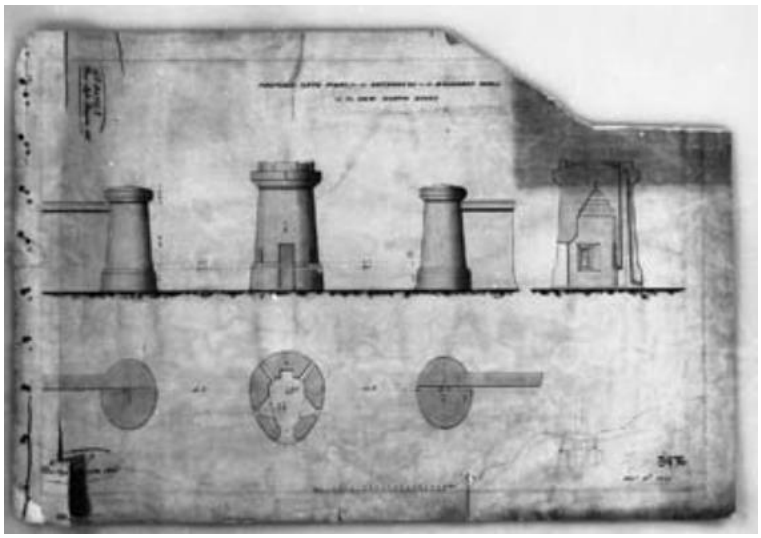


Figure 12: Contemporary plans for Hartley's granite gate piers

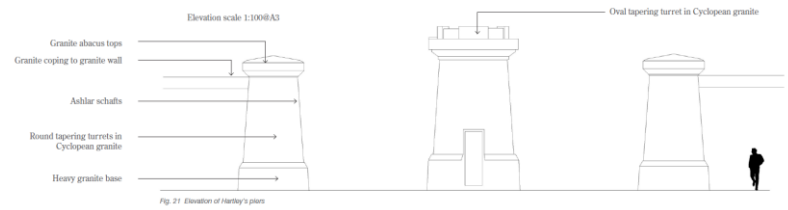


Figure 13: Elevation of Hartley's granite piers[47]

[47] *Ibid*.

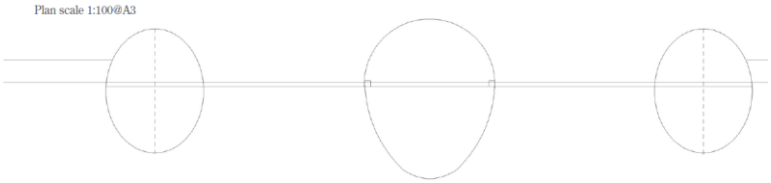


Figure 14: Plan of Hartley's granite piers[48]

5.54 Heavy wooden gates slid out on rollers from slits in the side piers operated by counterweights and locking into slotted recesses in the central towers. Across the docks only three sets of these historic gates survive - at the entrances to Princes Dock, Clarence Graving Dock and Bramley-Moore Dock, although all are in need of repair.[49]

5.55 At Collingwood Dock is a smaller, single gated entrance with rounded piers the same height as the dock wall (fig. 15

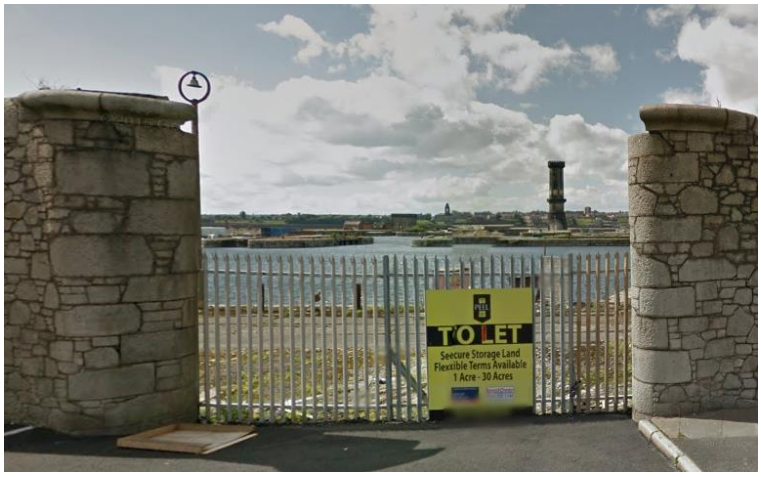


Figure 15: Single-gated entrance, Collingwood Dock, Regent Road

5.56 At Nelson Dock, a double gateway opening has a central 'Tuscan Doric' cast iron pillar to support an iron lintel that is possibly a remnant of the Overhead Dock Railway. (fig. 16).

Figure 16: Double-gated entrance Nelson Dock, Regent Road

[48] *Ibid*.
[49] *Ibid.*

5.57 At Sandon Dock, the central gate pier is of a unique design in the docks. The side piers have a squared profile but the centre pier, also squared, is of red brick with ornamental mouldings topped by a chimney stack and a plaque bearing the name of the dock (fig. 17).

5.58 The Liverpool Waters permission has accepted the principle of a further 11 vehicular or pedestrian openings in the length of the wall between Princes Dock and Bramley-Moore Dock[50]. The exact location and detail of the openings would have to be subject to separate Listed Building Consent ('LBC') submissions.

Figure 17: Sandon Dock entrance

Additional Features of the Wall

5.59 A number of features are built into the wall along its length including drinking fountains, cast iron stanchions that carried the overhead railway, police huts - which Hartley often ingeniously integrated within the gate piers - and carved granite plaques each carrying the name of the dock and date built.

5.60 In 1859, Charles Pierre Melly brought the idea of public drinking fountains back from Europe and instigated the provision of 33 cast-iron drinking fountains for the workers which were inserted into the dock walls.[51] Of these 33, only seven survive in varying states of repair (fig. 18). Five are of cast iron and two are of granite.

[50] Liverpool Waters outline planning permission ref 100/2424

[51] Neil, P. 'Charles Pierre Melly and his Drinking Fountains'. Liverpool Monuments Online: http://www.liverpoolmonuments.co.uk

Figure 18: Nelson Dock cast-iron drinking fountain

5.61 The Liverpool Overhead Railway (1893-1957) ran along the inside of the dock walls, supported by cast iron stanchions which still survive in places (fig. 19).[52] The Archaeological Desk-based Assessment prepared by Oxford Archaeology North (November 2019)[53] contains further detail on the history of the Overhead Railway and coal sidings.

Figure 19: Cast iron railway stanchion

Stanley Dock Conservation Area – A Brief History of the Heritage Assets

5.62 The Stanley Dock Conservation Area forms Character Area 3 of the WHS. There is no formal Conservation Area Appraisal however it is described in the World Heritage Site Management Plan 2017-2024 and the World Heritage Site SPD.

5.63 The conservation area is on the Historic England Heritage At Risk Register 2019. It is noted on the Heritage at Risk register as being in Very Bad condition and of medium vulnerability. However, the noted trend is that the Conservation Area is improving significantly.[54]

[52] *Op. cit.* LWDBW (2012).
[53] Bramley-Moore Dock, Liverpool Archaeological Desk-based Assessment (Nov 2019) Oxford Archaeology North. Prepared for Everton Stadium Development Ltd to accompany this planning application.
[54] https://historicengland.org.uk/images-books/publications/har-2019-registers/nw-har-register2019/

5.64 There is a high number of statutorily listed structures in the Stanley Conservation Area. The Dock Boundary Wall along Regent Road is one such structure and has been described in detail above.

5.65 The structures described below are found within the influence (approx. 1 km radius) of the Bramley-Moore Dock, which is itself discussed in detail below. All are listed Grade II (unless otherwise indicated) and were first listed in March 1975 (unless otherwise noted). Full listing entries for each can be found at: https://historicengland.org.uk/listing/the-list.

5.66 Jesse Hartley's major northern expansion scheme of 1844-48 saw him build five docks at the same time – Stanley, Collingwood, Salisbury, Nelson & Bramley-Moore – intended to form an enclosed, interconnecting system with two links to the River Mersey; one to the south via Salisbury Dock and one to the north via the slightly later Wellington Half Tide Dock (1850) through to Sandon Dock (1851). Each will be briefly described in turn.

5.67 Stanley Dock (unlisted) is the only dock east of the Regent Road. It is a rectangular dock with access to the Mersey via Collingwood and Salisbury Docks. To the east, a dock-gated channel links the dock to the Leeds-Liverpool canal. Envisaged as a fully enclosed dock, its quayside had large warehouses - constructed 1852-55 - to the south and north. A connection with the Lancashire and Yorkshire railway enabled direct dispatch of bonded goods from the warehouses. There was also a connection to the Dock railway connecting Stanley Dock to other docks, and the lines to London and North Western Railway. Stanley Dock was partly infilled in when the massive Tobacco Warehouse was erected in 1900 between the dock and the South Warehouse. Altogether, Stanley Dock boasted a total floor-space of over 2 million square feet with over 1.4 million of this in the Tobacco Warehouse alone.[55]

5.68 The Leeds-Liverpool Canal connects to the Docks via a branch arm that enters Stanley Dock at its east end. Hartley's rise of four canal locks (list no.: 1084206); the entrance to the Canal at the Head of the Dock (list no.: 1063329, listed June 1985); and bridge over Canal at Head of the Dock (list no.: 1218000, listed June 1985) are listed although the dock basin itself is not.

5.69 Stanley Dock Warehouses: 'Warehouse on North Side of Stanley Dock' (grade II*) and 'Stanley Warehouse to South of Tobacco Warehouse' (grade II), J. Hartley, 1852-54. These 5 storey buildings –20 bays wide (north) and 31 bays (south) – are iron-framed and brick skinned to help prevent the spread of fire. The rock-faced stone ground floor incorporates cast-iron Doric columns (List nos.: 1217978 & 1359841). The northern warehouse originally stored rum. It was refurbished and opened in June 2014 as the Titanic Hotel.

5.70 Stanley Dock entrances, J. Hartley, 1848. All four entrances to the dock, with their characteristic granite rubble-built gate piers and gate watchman's huts are listed (List nos.: 1187329, 1072940, 1356360, 1072939), as is the Hydraulic Tower to the west of the north warehouse (List no.: 1217985).

5.71 Tobacco Warehouse, A.G. Lyster, 1900 (List no.: 1063328). This warehouse of gigantic proportions stands on the southern quayside of Stanley Dock, the dock having been partly filled in to construct the quayside that accommodates the warehouse. At 14 storeys high and over 1.4 million $ft^{2,}$ it is said to be the largest brick building in the world.

[55] Historic England. Online: https://historicengland.org.uk/whats-new/debate/regeneration-stanley-dock-liverpool

The warehouse would have dominated the Central Docks area – as it does still - as it is visible from a considerable distance. It is currently undergoing major refurbishment to create residential apartments, along with ground floor commercial uses (fig. 20).

Figure 20: The Titanic Hotel and Tobacco Warehouse seen from Nelson Dock

5.72 Bonded Tea Warehouse, 177 Great Howard Street, S. K. J. Holme, *c.*1840 (List no.: 1298760). This substantial brick warehouse is an early example of a fireproof warehouse and is still in use. It comprises 11 separate stacks of 6 storeys within a single shell and is thought to be the largest group of private warehouses still surviving in the city. The Bonded Tea Warehouse was a major component of the thriving commercial district right up until the mid-20th century (fig. 21).

Figure 21: Bonded Tea Warehouse

Clarence Graving Dock

5.73 Clarence Graving Dock, J. Hartley, 1830 (Date listed: 19-Jun-1985. List no.: 1206210). Excavated partly from bedrock, these are a pair of elongated graving docks, with stepped sides. The dock walls are constructed of massive granite blocks and at the west end of each dock is a single pair of lock gates, still in place. Graving docks were dry docks built for the repair of ships and so goods warehouses were not needed and the area around was kept relatively open for temporary storage of repair materials and for working space. For much of its operational existence, Clarence Graving Dock was sandwiched between

two operational dock basins – Collingwood to the north and Clarence to the south – which would have hosted transit sheds on their quaysides.[56]

5.74 The graving docks have been altered several times including in 1928-33 when the dock basin was reshaped and opened up to the remodelled Trafalgar Dock, the basins shortened and the west dock gates removed. At the west end of the central spit is a two-storey brick-built workshop and at the north-east corner, a two-storey brick police station, with a tetrahedral slate covered roof. Elsewhere on the dockside are found a variety of small 20th century structures.[57]

5.75 After 1900 Clarence Dock's, eastern side was dominated by the massive bulk of the Stanley Dock tobacco warehouse. In 1929, the dock setting was transformed by the construction of a power station within the infilled Dock.[58] The power station was demolished in 1994.

Collingwood Dock

5.76 Collingwood Dock Retaining Walls, J. Hartley, 1848. (Date listed: 19 June 1985; List no.: 1209517). Collingwood Dock brokers access to Stanley Dock and the Leeds-Liverpool Canal - which lie to its east across the Regent Road - and Salisbury Dock, which gives access to the Mersey, to its west. The linking channel between Collingwood and Stanley is spanned by the bascule bridge. Collingwood is connected to Nelson Dock to the north and from there access could be gained to the rest of the northern dock system. The dock was used originally by coasters and later by the Liverpool Corporation refuse boats.

5.77 The current bascule bridge was built in 1932 replacing two earlier swing bridges from which masonry and some operating machinery remain. The bridge was repaired and refurbished in 2010. The bridge is not listed and is classed as an 'undesignated heritage asset'.

Salisbury Dock

5.78 Salisbury Dock Retaining Walls, J. Hartley, 1848 (List no.: 1361686). Lying south of Nelson and with Collingwood Dock to the east, this rectangular dock gave directly onto the Mersey via double river entrance lock gates, which are now blocked, and via lock gates west to Collingwood, south to Clarence Graving and north to Nelson. It still retains open water access to Nelson, Trafalgar (formerly Clarence Graving Basin) and Collingwood Docks. The remaining timber dock gates and dockside gate mechanisms are decayed and non-functioning. The river entrances were for the passage of barges and were half tide locks, i.e. with one pair of inward facing gates protected by an outward pair of storm gates, and an additional pair of lock gates. Apart from the Victoria Clock Tower and Dock Master's Office, the only remaining built structure is the remnant of the original brick dock wall attached to the Dock Master's Office.[59]

5.79 Sea Wall to South of Salisbury Dock Entrance, Sea Wall to North Island at Dock Entrance and Sea Wall to Island at Dock Entrance, Jesse Hartley, 1848 (List no.: 1073439, 1073438 & 1361706). Intrinsic parts of Hartley's innovative dock system.

5.80 Victoria Clock Tower, Salisbury Dock, J. Hartley, 1848 (List no.: 1209989). This tall, hexagonal clock and bell tower provided the time to shipping and the surrounding docks

[56] Bond, S. (2011). Assessment of the potential impact of the proposed Liverpool Waters master plan on OUV at Liverpool Maritime Mercantile WHS for English Heritage.
[57] *Ibid*.
[58] *Ibid.*
[59] *Ibid*.

and sounded the half and high tides as well as warnings. It also incorporated the Pier Master's apartment (fig. 23).

Figure 23: Victoria Clock Tower

5.81 Dock Master's Office, Salisbury Dock, J. Hartley, 1848. (List no.: 1073480). Designed to replace the earlier Dock Master's house, this substantial two-storey building is of granite rubble masonry construction, with a corbelled, castellated parapet supported on close packed masonry bracket supports (fig. 24)

Figure 24: Dock Master's Office

Nelson Dock

5.82 Nelson Dock, J. Hartley, 1848 (Date listed: 19-Jun-1985. List no.: 1209519). Nelson Dock lies immediately to the south of Bramley-Moore Dock and was originally connected to it via a single set of timber lock gates however this water connection was closed in 2008 to control the water level in the navigable waterway canal linking the Albert Dock and the Leeds and Liverpool Canal, protecting it from tidal surges.

5.83 The dock was designed to be used by steamships and was used mostly for coastal trade, especially the trade of livestock between Liverpool, Scotland and Ireland. Later this trade was replaced with the importation of rum. A curved red brick wall on the south dock along with the footprint of some earlier buildings remain of the original built structures - which would've been low transit sheds. Aerial photographs show that in the post-war

period, most of the single storey were cleared, leaving open quaysides.[60] Today, the South Bramley-Moore Transit Sheds (largely 20thcentury) on the northern quayside block the view into Bramley-Moore Dock.

5.84 All of the docks operated with a host of ancillary buildings and behind the walls most of these took the form of low level brick built transit sheds ranged around the docksides. Many of these sheds were lost as result of bombing raids during World War II or were removed at various times to facilitate changing uses. Extensive areas of granite sett paving remain throughout although in many places are now partly covered with asphalt or concrete. Cast iron mooring bollards and capstans are still present on the quayside as well as various other minor partial remnants of machinery survive, related to the control of the dock gates. Throughout the dock area are steel tracks for wagons.

5.85 A modern isolation structure has been installed between Nelson Dock and BMD which prevents navigation northwards and separates the two – although the existing structure does include sluice piping to maintain hydrological connectivity.

Context: Nearby Heritage Assets

5.86 Outside the dock wall between Regent Road/Waterloo Road and Great Howard Street, can still be found many unlisted 19th and early 20th century workshops and warehouses of various sizes and functions. Good examples can be found on Blackstone Street, opposite Bramley-Moore Dock, between Regent Road and Fulton Street (fig. 25) including a number of extant structures identified on the Merseyside Historic Environment Record. These include: 66 & 68 Regent Road, which formed part of the David Rollo & Sons Engineering Works; 9 Blackstone Street (see figure 25), a 19th century engineering works that also formed part of the David Rollo Works; 15-17 Fulton Street, a mid-19th century warehouse.

Figure 25: Warehouses on Blackstone Street, off Regent Road

5.87 15-17 Fulton Street – tucked behind Regent Road, off Blackstone Street, is Grade II listed and is an interesting example of two separate mid-19th century warehouse units contained within a single building containing much original fabric. It represents an important survival associated with the trade of the port at the peak of its prosperity and success and represents the expansion of the dock system northwards from the city centre. The building currently forms part of a site at Regent Road/Blackstone

[60] *Ibid*.

Street/Fulton Street subject to an application for conversion and redevelopment to include a 9 storey hotel and car park (LPA ref. 20F/0217).

5.88 The area around the docks contained numerous dock-related workshops including cooperages, forges, iron works, saw mills, ships chandlers and repair depots amongst warehouses, pubs, hotels and 'digs' for transient ship crew and the small terraced homes of dock workers and their families. These two-up-two-down back-to-back houses were described in 1882 as being 'about the worst in the Kingdom' with the intersecting corners of these long, impoverished terraces flanked by 'showy public houses'.[61] A few of these buildings, such as the three-storey brick terraces on Regent Road, which include some historic public house premises, survive and provide context to the blank face of the dock boundary wall opposite (figs. 26 & 27).

Figure 26: Terrace opposite the entrance to Wellington Dock, Regent Road

Figure 27: Regent Road: the Bramley-Moore public house opposite the entrance to the Dock. Blackstone Street warehouses in the distance

The Dock Railway and the Liverpool Overhead Railway

5.89 The development that was to have one of the greatest effects on industrialised Britain in the 19th century was the Railway which revolutionised the transportation of both goods and people. The Waterloo Dock Branch Railway linked to the Liverpool & Manchester Railway (L&M) which had opened in September 1830. Waterloo Dock operated a massive

[61] 'Life at the Dock, by a Dock Labourer', Liverpool Mercury, December 1882. Online: http://www.old-merseytimes.co.uk/docklabourer.html

goods station and had its own railway station which opened in 1849 (it closed in 1970). In 1855 the Sandhill and North Docks Branch Railway goods line opened, with a goods station just to the north of Stanley Dock.

5.90 An internal Dock Railway was built to facilitate faster and more secure distribution of goods around the docks area, replacing the horse and cart (fig. 28). It functioned until the closure of the city centre docks in the early 1970s.

Figure 28: The dock railway in 1962

5.91 The most famous railway line associated with the docks - and the world's first electric elevated railway - was 'The Liverpool Overhead Railway' designed by James Greathead and Sir Douglas Fox for the Mersey Docks and Harbour Board. The railway was officially opened on 4 February 1893 by the Marquis of Salisbury, who turned on the main electrical current during a ceremony at the generating station at the Bramley-Moore Dock.[62]

5.92 The railway was conceived as an electric railway in order reduce the risk of fire to the surrounding docks buildings. The line ran along the inside of the dock walls, supported by cast iron stanchions which still survive in places (fig. 29). There were 17 stations along its six-and-a-half-mile route which were reached by a stairway from street level. Primarily a commuter line for the dockers it became affectionately known as the 'Dockers' Umbrella'.[63]

[62] https://en.wikipedia.org/wiki/Liverpool_Overhead_Railway
[63] *Op. cit*. LWHIA (2011).

Figure 29: View to Stanley Dock and Tobacco Warehouse showing the Overhead Railway running inside the dock wall, 1920s

5.93 The Overhead Railway also became a popular day-trip for sightseers as it gave a view across the docks and the Mersey which the high dock boundary walls normally denied to passers-by. A poster of the 1930s described it as "the best way to see the finest docks in the world".[64] Its zenith was said to have been reached in 1919 when it was estimated that there were more than 22m passenger journeys a year, with trains running once every six minutes during peak times.[65]

5.94 As well as being the world's first electric elevated railway, it was also the first railway to use an escalator and the first to boast automatic signalling & electric colour light signals. Hydraulic lifting sections were provided at Brunswick, Sandon and Langton Docks to allow craft access and, at Stanley Dock, a combined lifting and swing bridge, the lower lifting section carrying the road and goods railway, allowed shipping access to the Leeds and Liverpool Canal. At Bramley-Moore Dock, the railway dropped to road level to pass under the Lancashire and Yorkshire Railway (L&YR) coal tip branch although all remnants of this are now gone.[66]

5.95 The railway was still carrying 9 million passengers in the 1950s but Second World War bomb damage and severe corrosion to the structure led to the line being closed in 1956 and then demolished in 1957. Only a few extant features remain, which include cast iron girders and vertical support stanchions incorporated into the dock boundary wall in places. A small amount of remnant brick wall remains abutting the western side of the Regent Road Dock Wall that indicates the gradient of the switchback that once took the railway underneath the former Coal Railway. The most substantial remains are associated with the bascule bridge at Stanley Dock.[67]

Twentieth Century To-Date

5.96 By 1889 the Docks were defining feature of the city and attracted engineers from across the world to study their construction and operation (fig. 30) however the Georgian and Victorian docks struggled to keep up with both the increase both in ship size - requiring greater harbour depths - and the concomitant handling requirements for larger loads.

[64] https://en.wikipedia.org/wiki/Liverpool_Overhead_Railway
[65] http://www.liverpoolecho.co.uk/news/liverpool-news/flashback-days-famous-liverpool-overhead-3321462
[66] https://en.wikipedia.org/wiki/Liverpool_Overhead_Railway
[67] *Op. cit*. LWDBW (2012).

The first of these major changes were beginning to be felt at the end of the 19th century when the city centre grouping of George's Basin and George's Dock were filled in, in 1874 and 1899 respectively.[68]

Figure 30: Plan of the Mersey docks and harbour estate with part of the city of Liverpool. Visit of American Engineers and professors of engineering to the United Kingdom, June 1889

5.97 Similarly, Trafalgar Dock, which had been designed for 1830s for deep-sea sailing ships could, by 1900, only take coastal and canal traffic. The need for rapid turnarounds also made the half tide dock system inefficient.

5.98 The 1890s saw the start of a significant period of alteration and refurbishment to Hartley's northern docks, a programme which was largely complete by the time of the OS map revised 1906-07 (fig. 31)[69]. The 6 graving docks at Sandon Dock were replaced by an extension of a new branch dock as part of Huskisson Dock. Wellington Half Tide Dock and Sandon Basin were merged and replaced by Sandon Half Tide Dock, which remains extant.

5.99 Wellington Dock has subsequently been infilled for the United Utilities Waste Treatment Plant (summary provided in Chapter 2). The infill of Wellington Dock was supported by Historic England in part because of the long-term potential for the proposals to be reversible.

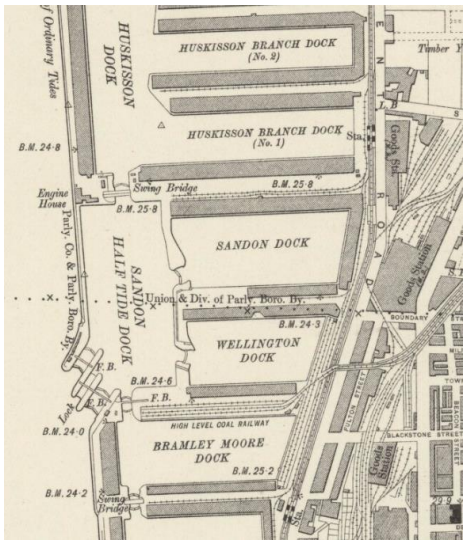


Figure 31: OS Map, Revised:1906 to 1907. Published: 1910

5.100 An aerial photograph of 1927 shows the northern docks in this new configuration (fig. 32).[70]

[68] *Op. cit.* LWHIA (2011).
[69] OS Lancashire CVI.NW (includes: Bootle Cum Linacre; Liverpool; Wallasey.) Revised: 1906 to 1907. Published: 1910
[70] 'Huskisson, Sandon and Bramley-Moore Docks, Sandhills, 1927' [EPW018890]. © Historic England. Reproduced under Licence.

Figure 32: From left: Huskisson, Sandon, Sandon Half Tide, Wellington, Bramley-Moore and Nelson Docks, 1927

5.101 New docks were being built further downstream, where the Mersey channel was deeper and the foreshore wider. This led, in 1929 to a programme of modernisation in the central docks, and the filling-in of Clarence Dock, Clarence Half Tide Dock and Victoria Dock and the reconstruction of Trafalgar Dock. The filled-in areas of these docks remain today largely derelict pending implementation of the Liverpool Waters Masterplan (LPA ref. 10O/2424 – latest non-material amendment being 19NM/1121).

5.102 The Bascule Bridge on Regent Road was built in 1928 as part of this wider improvement programme. As well as the road, it carried the Dock Railway across the opening to Stanley Dock.

5.103 A key turning point for the docks was the Second World War (1939-1945). During this time, Liverpool was an important base for the Royal Navy and its docks were central to maintaining the supply line between Britain and the United States. This made the city a key target for German bombers and Liverpool and Birkenhead - on the other side of the River Mersey - was the most heavily bombed area in the UK outside of London, experiencing eight major attacks between November 1940 and May 1941. During the May Blitz, nearly 70 out of 140 berths in Liverpool's docks were put out of action and many roads and rail routes through the city were also blocked.[71]

5.104 Post-war, Liverpool's docks saw a rapid decline in fortunes both because of the need for modernisation and because of general economic recession which led to closure of traditional heavy industry and associated manufacturing, particularly in the north of England. The southern half of Liverpool's dock system closed in 1971. Significant rebuilding had followed the war, including the new Seaforth Dock, the largest dock project in Britain however by 1981, Liverpool had some of the highest unemployment rates in the UK, exceeding 20%, around double the national average. The population had also fallen to 460,000.[72]

5.105 The 1980s saw developers look anew at the abandoned docklands of the inner city and, in 1981, The Merseyside Development Corporation (1981-1998), a central government-

[71] Imperial War Museum. Online: http://www.iwm.org.uk/history/the-liverpool-blitz
[72] *Op. cit.* Sykes, O., et al. (2013).

appointed Development Corporation, was set up to regenerate the Mersey docks of Liverpool, Bootle, Wallasey and Birkenhead.

5.106 Jesse Hartley's Albert Dock (1846), which had closed in 1972, was one of the first to have its potential for new uses realised when regeneration planning began in 1982. The first redeveloped phase opened in 1984 and the final space brought into reuse in 2003. Today it is home to retail, leisure, apartments and Tate Liverpool.

5.107 Similarly, the remaining eastern grain warehouse of East Waterloo Dock has been converted into apartments and other parts of the quayside at Waterloo and Princes Docks redeveloped for hotel, retail and public amenity use. Sensitive development has allowed these dockside areas to retain some of their previous character in the form of original facing, coping stones and cobbled quayside surface and dock furniture such as mooring rings and capstans.

5.108 Part of the on-going tradition of evolution and reinvention of Liverpool's maritime landscape has included the infilling of redundant docks - not least the site of the 'Three Graces' but also the Museum of Liverpool, built on the site of the former Manchester Dock and the Liverpool One development on the site of Old Dock.

5.109 Clarence Dock was largely filled in in 1929 and the power station built on the site, with its three prominent chimneys, until its demolition in 1994.

5.110 The 1960s had seen the resurgence of Liverpool's spirit in the form of the cultural phenomenon of Merseybeat and its most famous proponents, The Beatles, which brought the city to the world's attention once again. Liverpool's world-famous football clubs too have contributed to its reputation. The City celebrated its 800th birthday in 2007 and, capitalising on its musical, sporting and built heritage was named European Capital of Culture for 2008. Cultural rejuvenation brought The Museum of Liverpool, which opened in a purpose-built landmark building on Liverpool's waterfront in 2011 joining the Merseyside Maritime Museum which opened in 1980 in a warehouse at the Albert Dock and the International Slavery Museum, which opened in the Grade 1 listed former Dock Traffic Office building in August 2007. Tate Liverpool had opened in Albert Dock in 1988. A host of cultural institutions such as the Walker Art Gallery, World Museum and St George's Hall had been established in the 19th century around William Brown Street. Today tourism is a significant factor in Liverpool's economy.

5.111 Over the last 20 years Liverpool's city centre population has quadrupled, rising to 36,000 in 2012 from a low of 3,000-5,000 in the early 1990s.[73] Catering for this new economic confidence, a major city centre retail development 'Liverpool One' was constructed within the historic street pattern (and on the site of the historically infilled Old Dock), opening in 2008.

5.112 Numerous new hotels cater for visitors including the Titanic Hotel which opened in the old Stanley Dock North Warehouse (1854, GII*) in 2014 - the first urban regeneration project to be delivered in this part of Liverpool's docklands.[74] The Tobacco Warehouse (GII) opposite - the largest brick building in the world at the time of its construction in 1900 - is currently undergoing refurbishment to create a complex of apartments, bars and shops (fig. 33).

[73] *Op. cit.* Sykes, O., et al. (2013).
[74] Historic England. Online: https://historicengland.org.uk/whats-new/debate/regeneration-stanley-dock-liverpool

Figure 33: Regent Road looking south to Stanley Dock: Titanic Hotel, Tobacco Warehouse and Bascule Bridge

5.113 The newest chapter in the story of Liverpool's docks is the Liverpool Waters project (LPA ref. 10O/2424 – latest non-material amendment is 19NM/1121) which will comprehensively transform, over a period of 30 years, the city's northern docks, regenerating a 60-hectare stretch to create a world-class, high-quality, mixed-use waterfront quarter. As set out in Chapter 2, the approved scheme proposes implementation of the masterplan from south (Princes Dock) to north (BMD) over a time period to 2041 (BMD and Nelson Dock as the Northern Docks neighbourhood are proposed to come forward under the approved phasing plan between 2036-2041). Built development some far progressed across the Liverpool Waters site is focused at Princes Dock and plots C02 and C04 around Waterloo Dock.

5.114 Bramley-Moore Dock opened on 4 August 1848, as part of Jesse Hartley's major northern expansion scheme of 1844-48 (fig. 34). Hartley planned five docks all to be built at the same time – Stanley, Collingwood, Salisbury, Nelson & Bramley-Moore – to form an enclosed, interconnecting system with two links to the River Mersey; one to the south via Salisbury Dock and one to the north via the Wellington Half Tide Dock (1850) and through to Sandon Dock (1851).[75]

5.115 Bramley-Moore Dock - named after and opened by John Bramley-Moore, chairman of the Dock Committee - was the northernmost and at approx. 9 acres, the largest of the five 1848 docks[76] (fig. 22).

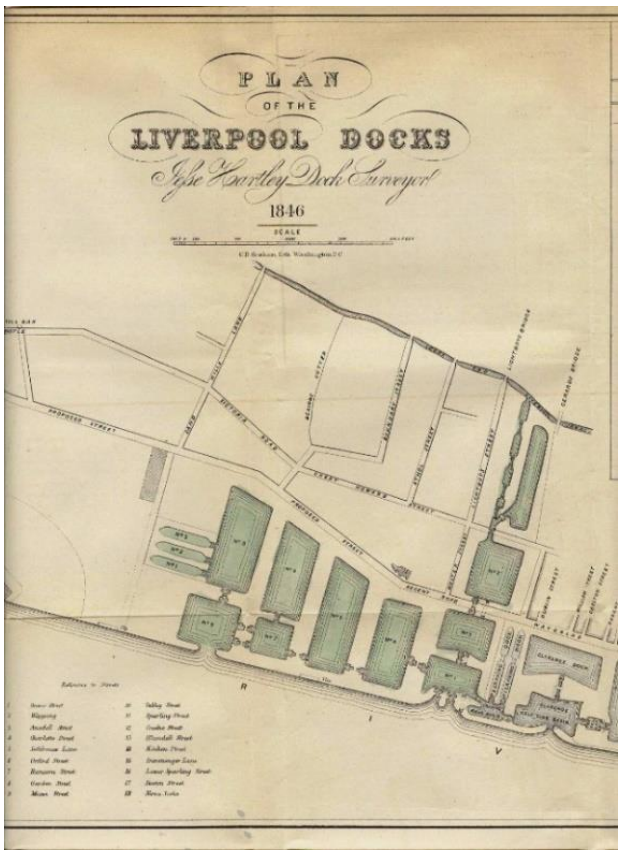


Figure 34: Plan of the Liverpool Docks 1846, Jesse Hartley

5.116 Bramley-Moore - along with Nelson Dock – was built with the intention of taking the largest steam ships and so its lock gates were built wider than those of previous docks. The rapidly increasing size of ships however meant that it was soon found to be inadequate for its intended purpose so was rapidly turned instead to specialising in coal handling - both for export and as bunker coal for steamships. The high-level coal railway is discussed in detail below.

5.117 Bramley-Moore Dock is the northernmost dock in the Liverpool Maritime Mercantile World Heritage Site and the Stanley Conservation Area, even though immediately to the north of these, Wellington Dock (1850) Sandon Dock (1851), Huskisson (1852) and Canada Dock (1859) were also by Hartley. Its Dock Retaining Walls (Date listed: 19-Jun-

[75] *Op. cit*. Farrer, W & Brownbill, J. (eds.) (1911).
[76] *Op. cit*. LWHIA (2011).

1985; list no.: 1072980) are Grade II listed.[77] The high-quality build of Hartley's 'Cyclopean' dock walls allowed for construction of relatively thin walls with only a slight batter. These straighter walls were essential to accommodate deep, square-hulled steamships, in use from the 1820s onwards. A condition survey carried out for Peel in 2009 to inform the Liverpool Waters scheme (permitted via outline planning application ref. 10O/2424) shows that the Bramley-Moore Dock walls are generally in sound condition, though 'with some loss of mortar, particularly below copings, vegetal growth, and minor cracks'. No urgent repairs were identified.[78]

5.118 An assessment prepared for English Heritage in 2011[79] described the state of the dock basin and sea walls:

'The dock basin walls of massive granite rubble with granite copings are mostly original, but with some areas of repair in mass cast concrete. The dock sea wall to the west side to the Mersey is apparently of massive cast reinforced concrete, but probably conceals remains of the original granite wall. The wall contains deep arched openings for shelter or storage and there are two flights of cast concrete steps to the upper level. The wall retains its cast iron mooring bollards and remains of a minimal iron railing. The condition of the wall is poor with substantial cracks and areas of decay, possibly exacerbated by rusting iron reinforcing bars'.

5.119 Hartley's dock boundary wall of granite was constructed in the third phase of dock wall building (1847-48) where he employed the same 'Cyclopean' granite style of building used in his dock retaining walls i.e. finely jointed rubble stones brought to a fair face - tapered in section from base to top – topped with rounded coping stones (fig. 35).

Figure: 35 Bramley-Moore Dock Boundary Wall

5.120 The wall at this point includes both wide goods entrance gates and smaller pedestrian entrances (now bricked-up) to give access not only to Bramley-Moore but also to Nelson to the south and Wellington (United Utilities Waste Water Treatment Plant) to its north. The double entrance gateways are designed with oval plan tapering towers as gate piers together with a larger central tower which functioned as an office for the dock police. Gates slid out on rollers, operated by counterweights, from slits in the side gate piers,

[77] Historic England List. Online: https://historicengland.org.uk/listing/the-list/list-entry/1072980
[78] *Ibid.*
[79] *Op. cit.* Bond (2011).

locking into slotted recesses in the central towers. Although no longer functional, the gates to all the 1848 entrances are still extant; withdrawn into the gate piers[80] (fig. 36).

Figure 36: Bramley-Moore Gateway (Southern Site Access Point)

5.121 Set into the wall is a granite plaque bearing the name of the dock and the date of construction, 1848 (fig. 37).

Figure 37: Granite plaque bearing the name of the dock and the date of construction

5.122 Around the quaysides a number of historic features such as mooring posts, capstans and bollards survive. An area of stone setts totalling 3000m^2 survives between the riverfront and the dock. A smaller area of setts in two different sizes totalling 700m^2 survives just inside the gateway south of the dock together with some short sections of dock rail track[81] (fig. 38).

[80] *Op. cit.* LWDBW (2012).
[81] *Op. cit*. LWHIA (2011).

Figure 38: Bramley-Moore Dock: Granite setts and rail track

5.123 Shortly after Bramley-Moore opened, further docks were opened to the north. Wellington Dock and Wellington Half Tide Dock (1851), gave Bramley-Moore a second access point for to the Mersey but soon afterwards the berthing of larger ships was moved from Bramley-Moore to the Sandon (1851) and Huskisson (1852) docks because of the better ease of access to the river that these docks afforded.

5.124 In 1856 a high-level coal railway was built to serve the docks. This was connected by viaduct to the adjacent Lancashire and Yorkshire Railway line and allowed wagons, each carrying three containers of coal from the South Lancashire Coalfield, to be taken directly to the holds of ships.

5.125 The OS surveyed: 1845 to 1849 and published in 1851 (fig. 39) [82] shows the high-level coal railway running within the dock boundary walls between Bramley-Moore and Wellington Docks and branching off eastwards towards to meet the Lancashire and Yorkshire Railway, this in turn terminates at The North Docks Goods Station to the north of Stanley Docks. Coal storage sheds were erected on the quaysides at the same time.

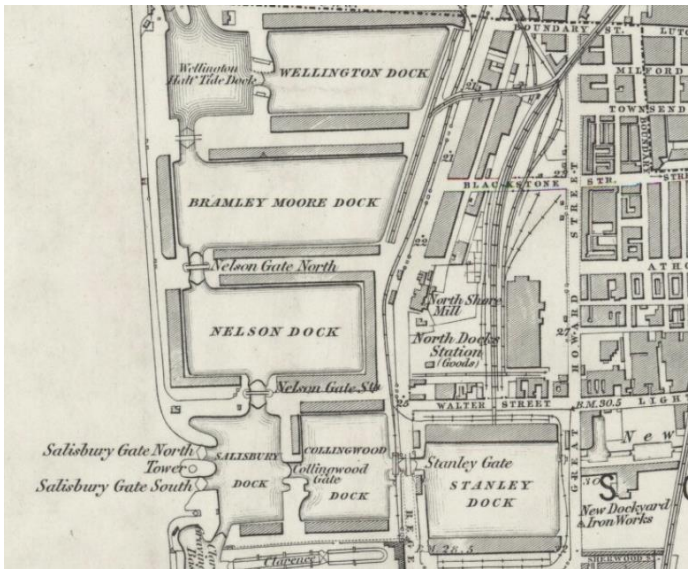


Figure 39: Hartley's Northern Dock complex showing rail connections. OS surveyed: 1845 to 1849, published: 1851

[82] OS Lancashire CVI (includes: Liverpool.) Surveyed: 1845 to 1849. Published: 1851.

5.126 The large-scale OS map of 1849, revised 1864, shows in more detail the lines of the high-level coal railway along the east side of the dock and transit sheds associated with this built on the remaining quaysides (fig. 40).[83]

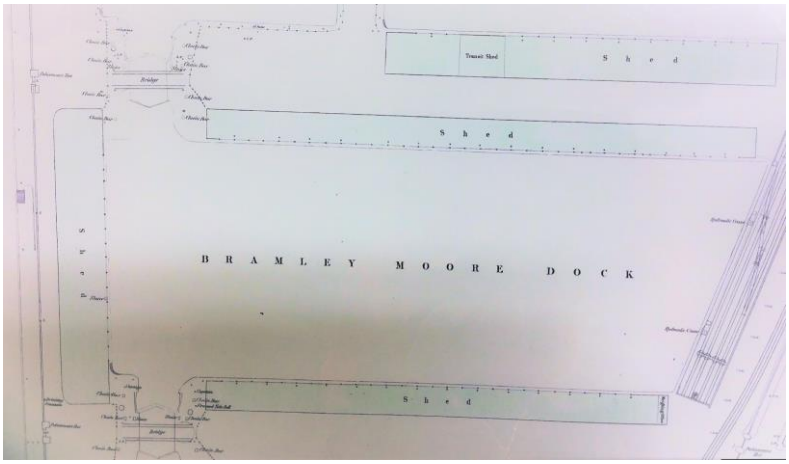


Figure 40: Bramley-Moore Dock, 1864

5.127 Detail from the same map shows sluice-gated lock entrances between Bramley-Moore Dock and the Wellington Half Tide and Nelson Docks, each spanned by a swing bridge. A policeman's hut was located at each of these bridges and a water fountain was found nearby (fig. 41).[84]

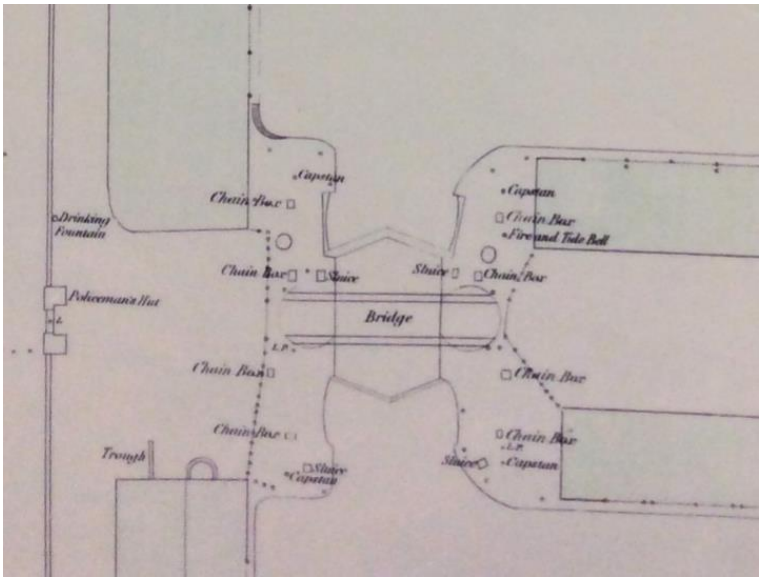


Figure 41: Detail of Lock Gate between Bramley-Moore Dock and Nelson Dock, 1864

5.128 The lines of the coal railway eventually flanked both the east and north quays of Bramley-Moore, linking to the Sandhills and North Docks Branch Line. By 1890, the northern range of transit sheds had been removed to accommodate the extended lines of the coal railway[85] (fig. 42). The line of the Overhead Dockers Railway can be seen running alongside the internal dock boundary wall. Nelson Station was located close to the entrance gate.

[83] OS Map 5 feet=1 mile. 1849; Revised 1864. Liverpool: Sheet 10.
[84] *Ibid*.
[85] OS Lancashire CVI.NW (includes: Bootle Cum Linacre; Liverpool; Wallasey). Surveyed: 1890. Published: 1894.

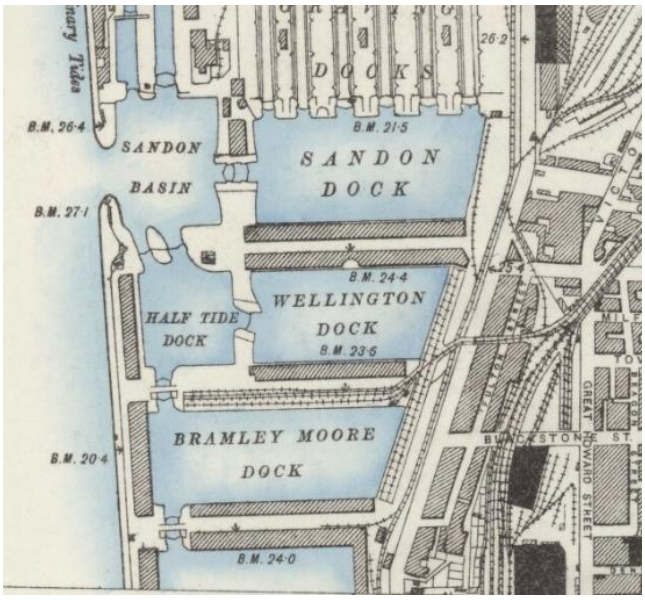


Figure 42: OS Map Surveyed: 1890. Published: 1894

5.129 A section of the elevated railway used to bring coal to the dockside on the dockside of the Boundary Wall between the entrances to Bramley-Moore and Wellington Docks. The structure is of red brick, faced with granite masonry[86] (fig. 43).

Figure 43: Remains of the elevated coal railway on Regent Road

5.130 The presence of the transit sheds, along with the boundary wall, High-Level Coal Railway and Overhead Dockers Railway and other dockside structures, meant that the dock itself was not visible either from the river or from the dock road (Regent Road), nor from the Nelson Dock or the other docks to the south (fig. 44).

[86] Oxford Archaeology North (2011). Wellington Dock, Regent Street [*Sic*.] Liverpool, Archaeological Fabric Survey Report, August 2011 for Jacobs and United Utilities.

Figure 44: Ships taking on coal at Bramley-Moore Dock (undated) [87]

5.131 The 1890s saw the start of a significant period of alteration and refurbishment to Hartley's northern docks, a programme which was largely complete by 1902 and shown on the OS map of 1906-07 (fig. 31). The programme saw Wellington and the adjoining Sandon Dock realigned, and the former Wellington Half Tide dock and Sandon Half Tide basin merged to form the Sandon Half Tide Dock, as can be seen today. This dock was linked to the Mersey by a double, gated entrance in its south-west corner (fig. 45).[88]

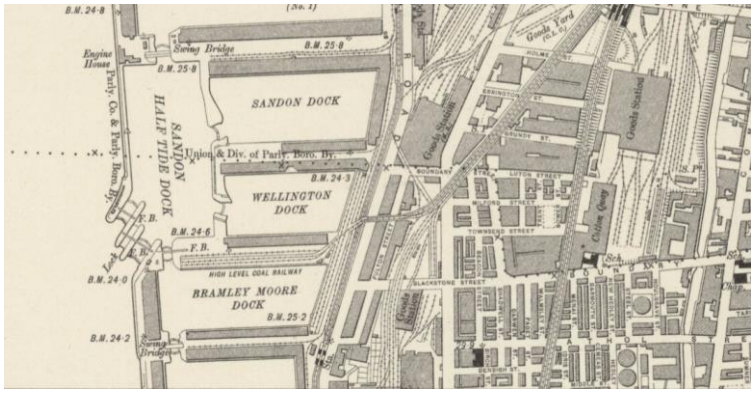


Figure 45: OS Map showing revised alignment of Wellington and Sandon Docks (Published 1910)

5.132 The programme of repairs carried out in 1902 is thought to have replaced the original 1848 oak lock gates although Brysson Cunningham noted in his 1910 volume on Dock Engineering, that '*The Bramley-Moore Dock gates, of English oak, built about 1835 [Sic.], were overhauled in 1902; below the water line, the wood was in perfect preservation*'.[89]

5.133 Extensive storage of goods on the western side of Bramley-Moore Dock seemed to have stopped around this time and, most likely as a result of this, the swing bridge which was previously located between the dock gates, was replaced with a smaller foot bridge. It is also likely that the cobble surface between Wellington and Bramley-Moore was installed at this time too. To the south-east of the former swing bridge are the remnants of a concrete platform and steps associated with the footbridge which is no longer extant.

[87] Stammers, M. (1999). Liverpool Docks: Images of England. The History Press.
[88] OS Map Lancashire CVI.NW (includes: Bootle Cum Linacre; Liverpool; Wallasey). Revised: 1906 to 1907. Published: 1910.
[89] Oxford Archaeology North (2012). Wellington Dock, closure of the dock gates. archaeological watching brief report for United Utilities.

Original or early dock furniture can be found around the dock entrance leading to the Sandon Half Tide Basin.[90]

5.134 An aerial photograph of 1927 shows the transit sheds to the west and south sides of the dock basin and the arched brick form of the High-Level Coal Railway on the north and east sides. The image also shows a chimney at the south east corner of the dock attached to what is probably a pumphouse. This had gone by 1946[91] (fig. 46).[92]

Figure 46: Bramley-Moore Dock (centre), 1927

5.135 The second half of the 20th century saw, recession hit heavy industry throughout the UK and the demise of coal mining in South Lancashire and elsewhere, meant that the export market for coal dissolved. The high-level coal railway was operational until 1966 with most of the substantial brick structure being demolished around 1991. Bramley-Moore ceased handling coal in 1988.

5.136 In 2008 a concrete isolation structure was installed by British Waterways between Bramley-Moore and Nelson Docks to control the water level in the new 1.4 mile stretch of navigable waterway canal linking the Albert Dock and the Leeds and Liverpool Canal.[93] This prevents open water access between the two docks. The recesses for the swing bridge survive at the entrance as do the lock gates and operating mechanisms although they are decayed and non-functioning.

5.137 Bramley-Moore still has open water access to Sandon Half Tide Dock to the north, with two sets of operational lock gates (in the open position). Again, the timber dock gates and dockside gate mechanisms survive but are decayed and non-functioning.[94] The access channels from Sandon Half Tide Dock to the Mersey were sealed in March 1977 and the nearest access to the river is via Langdon Dock c.1.8km to the north.

5.138 Bramley-Moore Dock was until recently commercially active. Two quays were used for unloading aggregates with access for vessels via the Sandon Dock to the north. Structures - including the South Bramley-Moore Dock transit building between it and Nelson Dock - are in use (including occasional night-club events). The Port of Liverpool's Svitzer tugs have their home berths in the dock (fig. 47).

[90] *Op. cit.* Oxford Archaeology North (2011).
[91] Archaeological Desk-based Assessment (November 2019) Oxford Archaeology North p.37
[92] 'Huskisson, Sandon and Bramley-Moore Docks, Sandhills, 1927' [EPW018890]. © Historic England. Reproduced under Licence.
[93] *Op. cit.* LWHIA (2011).
[94] *Op. cit*. Bond (2011).

5.139 The River Mersey wall runs along the western edge of the site, with a concrete crown wall constructed above the River Mersey Wall with a crest level of 8.12m AOD along most of the application site. This crest is approximately 1.5m higher than the adjacent ground level of the BMD (and is outside the red line boundary of the site) lies to the west and consequently forms[95]. However, for most of its operational life the dock was flanked by single storey transit sheds on all four sides. As well as the dock boundary wall on the east side, there was similar security on the river front. The presence of the wall and transit sheds, as well as the overhead coal railway and other dockside structures meant that the dock was not visible either from the river or from the dock road, nor from the Nelson Dock or the other docks to the south.

Figure 47: Svitzer Tugs in Bramley-Moore Dock

The Hydraulic Engine House, Bramley-Moore Dock

5.140 The Hydraulic Engine House stands towards the north-east corner of the Bramley-Moore Dock. The building is Grade II listed (date first listed 19-Jun-1985; List no.: 1072981) and described in its listing entry as:

'Engine house, accumulator tower and truncated octagonal chimney. 1883. Common brick with red brick dressings, slate roof. Round-headed windows and entrances; pyramidal roof to accumulator tower; chimney cap missing'. [96]

5.141 The building is not by Hartley, but was erected in 1883 by George Lyster who had, in 1861, succeeded Jesse Hartley's son John Bernard (J. B.) Hartley as Engineer in Chief to the Mersey Docks and Harbour Board.

5.142 Hydraulic power relies on a head of water and is produced by the action of a hydraulic ram, consisting of a hollow cylinder, closed at one end and in the other a sliding piston which is forced to move when water under pressure is admitted into the cylinder. The movement of the cylinder is then transferred to a chain and the piston's travel is multiplied by the number of pulleys around which the chain passes. The accumulator, into which water was pumped by a steam engine, was developed by W. G. Armstrong in 1850. It provided a constant supply of high pressure water, and effectively stored power against demand, ironing out cyclical variations in pressure from pumps. Armstrong's

[95] Flood Risk Assessment (November 2019) BurroHappold
[96] Historic England List. Online: https://historicengland.org.uk/listing/the-list/list-entry/1072981

accumulators and associated machinery were widely used throughout the Liverpool Docks.[97]

5.143 Hydraulic power was initially localised to specific pieces of equipment, such as dock gates and cranes, but from the 1850s the concept of central hydraulic power generating stations was introduced. The first in such generator in Liverpool was introduced by Jesse Hartley at Stanley Dock in 1854 and so the technology was no longer pioneering when it was introduced to Bramley-Moore Dock to provide power for the northern docks. By the 1930s, electric power had replaced hydraulic power throughout the Port of Liverpool.[98]

5.144 An aerial photograph of 1927 illustrates how the Hydraulic Engine House was built hard up against the high-level coal line, which ran along the north quayside of the dock within a crook formed by this and the quayside railway tracks to its east. Only its accumulator tower would have projected above the raised railway structure and dock boundary wall (fig. 48).[99]

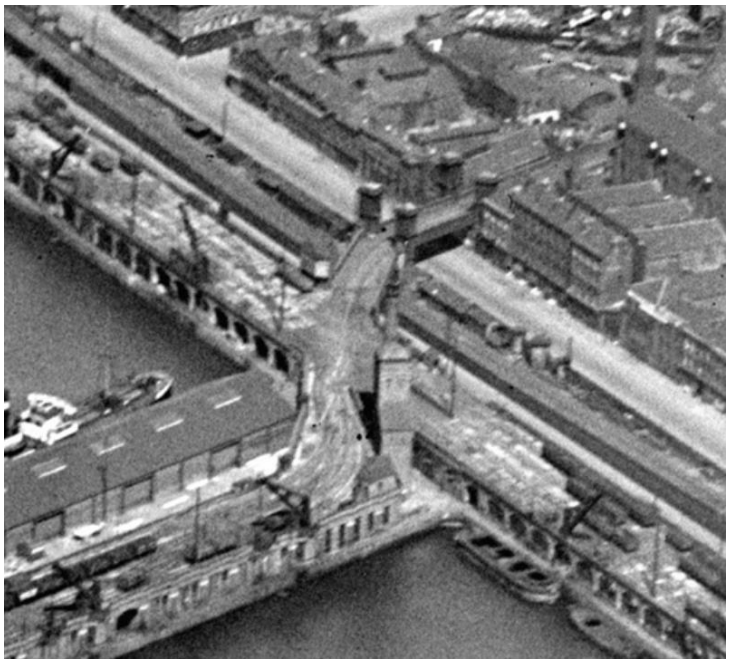


Figure 48: Hydraulic Tower, Bramley-Moore Dock, 1927

5.145 The engine house is now an isolated structure and attached at the rear are some remains of the coal railway structure (figs. 49-50). The building contains little if any machinery or equipment and is not remarkable in the way that the hydraulic towers at Stanley Dock or Birkenhead Docks are. It gains significance however by its association with the group of northern docks, and is therefore an important structure within the WHS.[100]

[97] *Op. cit.* LWHIA (2011).
[98] *Ibid*.
[99] 'Huskisson, Sandon and Bramley-Moore Docks, Sandhills, 1927' [EPW018890]. © Historic England. Reproduced under Licence.
[100] *Op. cit*. LWHIA (2011).

Figure 49: The Hydraulic Engine House within Bramley-Moore Dock

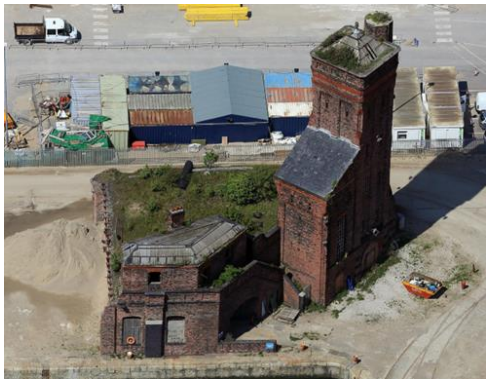


Figure 50: The Hydraulic Engine House Aerial View (Google Maps)

5.146 The building is currently in poor condition and requires major conservation and repair to walls, roof, rainwater goods, floors, windows and doors.[101] A survey carried out by Curtins in 2020 has been undertaken to ascertain the extent of its condition and inform decisions on its repair and stabilisation.

5.147 It currently has a visual relationship with the dock boundary wall and the Bramley-Moore dock basin but is less visible from the other northern docks because of the existing transit shed on the south side of Bramley-Moore Dock.

[101] *Ibid.*

7 The heritage significance of the site and its context

The heritage context of Bramley-Moore Dock

7.1 The historic core of Liverpool and its docks became a World Heritage Site in 2004. The inscription states that it is 'the supreme example of a commercial port at the time of Britain's greatest global influence'. Within it are six areas of distinct character, each reflecting different patterns of historic growth and aspects of mercantile culture. As detailed in the plan extract below:

- **World Heritage Site / Stanley Dock Conservation Area**; the application site is part of the UNESCO designated Liverpool Maritime Mercantile City World Heritage Site and is within the Stanley Dock Conservation Area.
- **Listed Structures**; the application site (redline boundary) contains the following listed structures which are listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended)) for their special architectural or historic inter:
    - **BMD Dock Retaining Walls** are Grade II listed (List Entry Number: 1072980). The quaysides retain original elements such as mooring facilities, capstans, cobbled surfacing and dock rail tracks.[102] The physical extent of the Grade II listed wet walls has been defined by LCC to include the coping stones that surround the dock (wet wall) and all artefacts directly affixed to the coping stones. The Heritage Asset Survey also identified those items that are regarded as curtilage listed.
    - **Nelson Dock Northern Retaining Wall** is Grade II listed (List Entry Number 1209519) and forms the application site southern boundary (top of the wall – not including the wall face but including the two dock gates south of the existing southern isolation structure).
    - **Hydraulic Engine House** is Grade II listed (List Entry Number: 1072981) and remains standing at the north-east corner of the dock.
    - **Regent Road Wall** is Grade II Listed (List Entry Number 1072979) and forms the eastern boundary of the application site.

7.2 Outside of the application site there are a number of listed buildings and structures nearby including:

- Nelson Dock Retaining Wall (II);
- Stanley Warehouse (Titanic Hotel) (II*) and Hydraulic Tower to its west (II);
- Entrances to Stanley Dock (II);
- Tobacco Warehouse (II);
- Stanley Warehouse to south of Tobacco Warehouse (II);
- Bonded Tea Warehouse (II);
- 15-17 Fulton Street (II); and
- Other dock and canal related structures.

[102] Historic England List. Online: https://historicengland.org.uk/listing/the-list/list-entry/1072980

7.3 As well as the listed buildings identified above, a search of the Merseyside Historic Environment Record also identified a number of additional extant 'above ground' unlisted structures within 500m.[103] These are regarded as non-designated heritage assets and include:

- Stanley Dock
- Bascule Bridge, Regent Road
- Remnants of the demolished former Overhead Railway
- Sea Wall (where not statutory listed)
- 66 & 68 Regent Road
- 9 Blackstone Street

7.4 A number of structures are not identified in the Historic Environment Record which have, nevertheless, been regarded as non-designated heritage assets. This includes:

- Wellington Dock
- Sandon Dock
- Huskisson Dock

7.5 Other structures, such as the bollards, captstans etc on the site that do not form part of a listed structure or its curtilage but are captured in the Heritage Asset Survey and regarded as making a positive contribution to the character and appearance of the conservation area have also been regarded as non-designated heritage assets. These are considered as part of the conservation area.

7.6 The non-designated heritage assets and their setting are discussed individually below or within the Stanley Docks Conservation Area and Wider Context part of this section.

The heritage significance of the site and its context – Introduction

The relevant heritage assets

7.7 In terms of the assessment of any proposals for Bramley-Moore Dock, the designated heritage assets most relevant to considering the effect of the scheme are the World Heritage Site, the heritage assets within Bramley-Moore Dock itself, the Stanley Dock Conservation Area and the setting of nearby listed buildings. The northern side of Nelson Dock also forms part of the application site.

7.8 The effect of the proposed scheme on these assets will be on the Outstanding Universal Value ('OUV') of the World Heritage Site ('WHS'), the special architectural and historical importance of the listed Dock and Walls, the character and appearance of the Conservation Area and the setting of other listed buildings.

7.9 Other buildings or structures that are regarded as making a positive contribution may be regarded as being non-designated heritage assets.

[103] Full copy of the Merseyside Historic Environment Record Report can be found in Appendix E.

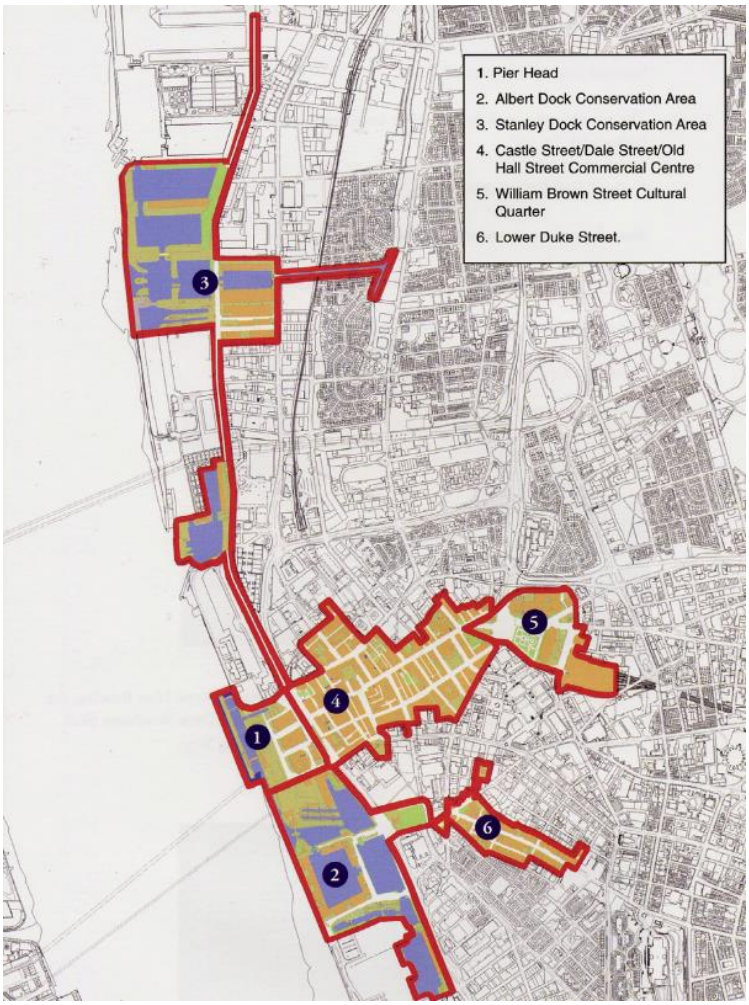


Figure 51: Liverpool Maritime Mercantile City UNESCO World Heritage Site. Source: Liverpool City Council

Assessing heritage significance

7.10 The Liverpool World Heritage Site, Bramley-Moore Dock, the Regent Road Dock Wall, the Stanley Dock Conservation Area and nearby listed buildings are 'designated heritage assets', as defined by the National Planning Policy Framework (the NPPF). Other buildings and structures that make a positive contribution to the conservation area or OUV can be considered as 'non-designated heritage assets'.

7.11 The defining characteristics (and therefore significance) of the World Heritage Site is set out within the Statement of Outstanding Universal Value. This was adopted in 2010 and attached as an appendix to this document. The ICOMOS Heritage Impact Assessment, which accompanies this application, considers the contribution of each heritage asset to the OUV of the WHS. The values which this assessment identifies are referred in this Section of the report alongside the consideration of each asset[104].

7.12 The WHS encompasses six areas across the city which, together, encapsulate its significance. The proposal site and many of the structures within it – in particular Bramley-Moore Dock and Regent Road Dock Wall, the Hydraulic Engine House and the items and artefacts that remain on the site relating to its maritime past are component

[104] The ICOMOS Heritage Impact Assessment has been carried out in accordance with the Guidance on Heritage Impact Assessments for Cultural World Heritage Properties 2011 https://www.icomos.org/world_heritage/HIA_20110201.pdf

parts of Character Area 3 and form part of the identified Integrity and Authenticity of the OUV. This includes the technological as well as physical evolution of the Dock system and their function.

7.13 The WHS Buffer Zone surrounds the entire WHS and is formed around key visual and townscape relationships between the property and adjoining areas, and areas with historical associations with the WHS. The Zone includes, for example, the Georgian terraces of Rodney Street, the two cathedrals, the whole of Ropewalks and the warehouses of the Baltic Triangle. The Buffer Zone also extends into the River Mersey, its western edge being the political boundary[105].

7.14 In the context of Bramley-Moore Dock, it includes Wellington Dock and the Sandon Half-Tide Dock to the north and the area to the east and west of Regent/Waterloo Road to the south of Character Area 3.

7.15 'Significance' is further defined in the NPPF 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'. The Historic England 'Planning for the Historic Environment Practice Guide' puts it slightly differently – as 'the sum of its architectural, historic, artistic or archaeological interest'.

7.16 'Conservation Principles, Policies and Guidance for the sustainable management of the historic environment' (Historic England, April 2008) describes a number of 'heritage values' that may be present in a 'significant place'. These are evidential, historical, aesthetic and communal value.

7.17 Historical value is described as being illustrative or associative. 'Conservation Principles' says that:

Illustration depends on visibility in a way that evidential value (for example, of buried remains) does not. Places with illustrative value will normally also have evidential value, but it may be of a different order of importance… The illustrative value of places tends to be greater if they incorporate the first, or only surviving, example of an innovation of consequence, whether related to design, technology or social organisation.
'Historic interest', 'Historical value' and 'Evidential value'

7.18 As part of the attributes that define the Outstanding Universal Value of the World Heritage Site, it states that:

'Liverpool played an important role in the growth of the British Empire. It became the major port for the mass movement of people, including slaves and emigrants from northern Europe to America. Liverpool was a pioneer in the development of modern dock technology, transport systems and port management, and building construction'[106].

7.19 Bramley-Moore Dock, the listed and unlisted buildings nearby, and their relationship to one another and the WHS and Stanley Dock Conservation Areas collectively illustrate and characterise the development of this part of Liverpool. They tell us particularly about the nature of the expansion of Liverpool in the 19th and 20th Centuries, and the urbanisation and industrialisation of previously open land (or river) and the nature of society at the time.

[105] Liverpool World Heritage Site Management Plan (2017) p.19
[106] Liverpool World Heritage Site Management Plan 2017- 2024 . p.23

7.20 Bramley-Moore Dock forms part of a 'system of interlined wet docks representing the culmination of Jesse Hartley's development of dock design, and a dramatic component of Liverpool's historic dockland, characterised by massive warehouses, walls and docks, but also smaller structures such as bridges, bollards and capstans'[107]. The dock displays elements of the integrity and authenticity of the WHS, and 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 its innovative techniques and types of construction of dock facilities.

7.21 However, the loss of much of the area's industry has also robbed the area of much of the historical character that was derived from by being such a hive of activity – employing thousands of people, with thousands more passing through.

7.22 Today the area and what remain of its buildings record the social and economic change of the late 20th into the 21st Century where its neglected post-industrial landscape provides the potential for reuse to bring life back into the area.

7.23 The re-use/re-purposing of docks is a long-standing approach in Liverpool and as referred to earlier, some of the most iconic buildings within the WHS and on the waterfront sit on former docks.

7.24 In terms of Historic England's 'Conservation Principles' the listed buildings and conservation area provide us with 'evidence about past human activity' and, by means of their remnant fabric, design and appearance, communicate information about its past. Subsequent alteration, demolition and redevelopment has not entirely removed the ability of the older townscape and intact historic buildings to do this; Bramley-Moore Dock, the surrounding area and its listed buildings clearly retain sufficient historic character and appearance to convey the areas historical value. In fact, the presence of different phases of development together in the area is part of its special historic interest, providing evidence about the historical changes that occurred to it over time.

7.25 The main unlisted remaining structure within the dock is the warehouse complex along the southern quayside. It is not known exactly when these particular 'sheds' date to, but they would appear to be largely of 20th century construction in engineering brick with a simple metal structured roof with modern metal sheet roofing[108]. They do not possess any architectural interest, and little historical interest other than the fact that there have been sheds on this site since the 19th century and are typical of an early 20th century utilitarian structure associated with warehouse/dock use.

7.26 The remaining unlisted single storey structure on the northern quayside was once situated at the end of the elevated coal railway. The structure dates from the early 20th century and is also functional and without architectural merit. It is also in a poor state of repair. It has entirely lost its context and as a functional building with no purpose does not now contribute to the dock or conservation area.

7.27 At best they make a neutral contribution to the character and appearance of the conservation area – due only to the fact that they relate to the dock-use of the area. However, their utilitarian construction of no quality or detail means they have none of the importance of the more permanent remaining brick structures in the conservation area.

[107] Liverpool World Heritage Site Management Plan 2017- 2024 . p.11
[108] Archaeological Desk-based Assessment (November 2019) Oxford Archaeology North p.26-38

7.28 A number of other artefacts remaining on the site that relate to the dock's historic past could be regarded as being non-designated heritage assets. These include granite sets, railway tracks and bollards[109]. Many of these have lost their context since the site was otherwise largely cleared – particularly those that related to the former coal railway and connected activities. These are identified in detail, as well as their condition, in the Artefacts Survey prepared by Plan-it and KM Heritage. This survey has then been used to inform the landscape strategy for the site. A supplementary Heritage Asset Survey (same authors) has identified all those artefacts that are physically attached to the listed structures within the site[110].

7.29 The remaining historic structures both within the site and nearby reveal the variety and impact of the prosperity of the Docks – such as the imposing Tobacco Warehouse at Stanley Dock, the Hydraulic Towers, both at Bramley-Moore and Stanley Docks, and the large Dock Boundary Walls that define the character of Regent Road and separate the Docks from the rest of the City.

7.30 Remnants of the former railways – both the Overhead Railway and the Coal Railway as well as other tangible but now redundant features such as the drinking fountains provide a reminder of the activity and industry that once took place there. Any works to these remnants that abut listed structures within the site will be detailed in subsequent listed building applications.

7.31 The now-demolished power station (itself built on the filled-in Clarence Dock in 1929) would have been a landmark due to its three prominent chimneys until its demolition in 1994.

7.32 The remaining listed structures all contribute to the integrity and authenticity of the WHS and despite the fact that many of the structures no longer serve their original use (indeed the Regent Road wall prevents visibility / accessibility into the majority of the WHS site at its northern extent). They still provide tangible evidence of Liverpool's role as the supreme example of a commercial port at the time of Britain's greatest global influence.

7.33 Further the historical significance of the assets has been diminished through the diminution in status of Liverpool as a world port and the loss of many of the structures. The Docks are no longer the centre of trade across a British Empire.

7.34 This is demonstrated physically by the extent of demolition, dereliction and alteration within the dock area – including both dock structures and also the infrastructure that used to service it such as the various railway lines. Remnants that illustrate the extent of activity that once took place within the dock include the disconnected railway lines amongst the cobbled quayside, capstans and bollards - all important, but now with no historical context.

7.35 The Hydraulic Engine House that remains by the Dock is now redundant and stripped of its equipment and context and stands as a derelict and disconnected landmark. Its later date (1883) means that it has less historical significance in terms of innovation and does not date to the period of Jesse Hartley's development of the Dock. Its presence does however reflect the evolving technology used throughout the wider Docks and remnant

[109] All of the artefacts on the site are identified and described in The Artefacts Survey that accompanies this application.
[110] Artefacts Survey & Heritage Asset Survey (December 2019) prepared by Plan-It and KMHeritage form part of the application submission documentation.

structures that attach to it are links to the otherwise now demolished coal railway that once ran alongside the Tower.

'Architectural interest', 'artistic interest' or 'aesthetic value'

7.36 It is clear that the all of the heritage assets previously mentioned have 'architectural' and 'artistic interest' (NPPF) or 'aesthetic value' ('Conservation Principles'). In respect of design, 'Conservation Principles' says that 'design value… embraces composition (form, proportions, massing, silhouette, views and vistas, circulation) and usually materials or planting, decoration or detailing, and craftsmanship'.

7.37 With regards Bramley-Moore Dock (dock retaining walls) and its boundary wall along Regent Road, both are examples of Hartley's unique form of construction, retaining their physically massive and carefully constructed granite forms which is described in detail in the previous section. Both are of considerable significance. By virtue of the quality of their construction and the materials used, they remain intact and well preserved.

7.38 The Boundary Wall makes an important physical impact on the character of the area along Regent Road both through its relentless scale and also the imposing entrance turrets at the north and south of the Dock (before the closure of the dock system it extended for c.8km). The wall runs continuously for 2.75km within the WHS and 227m in length along the BMD application site boundary (north to south redline). The artistic as well as practical skill of the stone masons is most apparent in its road side elevation. On the 'inner' dock side, there is remnant evidence of the myriad of functional structures that once would have hidden most of the wall from view – including possible fragments of the overhead railway. The physical scale of the wall does however have the negative effect of preventing access, visibility and an appreciation of the docks and WHS behind it.

7.39 The Hydraulic Engine House has architectural presence by virtue of its scale and position, however it has been severed from its context and surrounding infrastructure and is now derelict and redundant.

7.40 Nearby listed structures, as well as having significance in their own right are also important in the context of the World Heritage Site, Conservation Area and Bramley-Moore Dock. The large listed Dock buildings such as the Tobacco Dock, Stanley Dock Warehouse (Titanic Hotel) as well as the smaller less prominent structures and warehouses along Regent Road provide surviving physical context to the area and its past. In particular, the continued dominance and scale of the Tobacco Warehouse and other warehouses is important in the context of the WHS and Conservation Area – providing physical evidence, even beyond the immediate area, of the impact of the Docks on the city.

7.41 This is also the case for structures such as the Bascule Bridge carrying Regent Road across Stanley Dock and the various gateways along the Dock boundary walls, as well as a number of the unlisted 19th and early 20th century workshops and warehouses of various sizes and functions remaining between Regent Road/Waterloo Road and Great Howard Street. The unlisted 19th century former police station at the north east corner of Clarence Graving Dock also remains amongst other minor 20th century remnant structures.

7.42 As with the historical significance of the area and its heritage assets, its architectural significance has been diminished through dereliction, demolition and alteration. However, this is less so for the more robust structures such as the dock walls and

boundary walls and also to an extent the external envelopes of the surviving warehouse buildings.

7.43 The loss of the majority of the older structures around the BMD Dock, including the adjacent warehouses and railway structures have lessened an understanding of the architectural character of the Dock, how it functioned and how it once looked. Nearby new development such as the United Utilities wastewater treatment plant in Wellington Dock to the north (constructed following infill of dock waterbody) has altered the more historical setting of Bramley-Moore Dock.

The Heritage Assets

Liverpool Maritime Mercantile City World Heritage Site

7.44 The WHS, including its Buffer Zone, is a geographically large heritage asset of very high significance that spans north-south from Sandon Half-Tide Dock to Queen's Dock and subsuming most of the historic core of Liverpool. Parts of it are further protected under the planning system as designated heritage assets.

7.45 The WHS contains a number of highly significance heritage assets including, for example, the 'Three Graces' of Liverpool (The Liver Building, the Cunard Building and the Port of Liverpool),[111] many of which were themselves built on the site of earlier docks.

7.46 It was inscribed onto the UNESCO world heritage list in 2004 by meeting the following criteria, description and definitions, which are taken from the Liverpool Maritime Mercantile City World Heritage Site Management Plan 2017-2024[112]:

Description of Asset and Statement of Outstanding Universal Value

7.47 Located at the tidal mouth of the River Mersey, where it meets the Irish Sea, the maritime mercantile City of Liverpool played an important role in the growth of the British Empire. It became the major port for the mass movement of people, including slaves and emigrants, from northern Europe to North America. Liverpool was a pioneer in the development of modern dock technology, transport systems, port management, and building construction.

7.48 The Statement of Outstanding Universal Value (OUV) summarises the significance of the world heritage site:

"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 as one of the principal ports of the British Commonwealth. Its innovative techniques and types of dock facilities and warehouse construction had worldwide influence. Liverpool was instrumental in the development of industrial canals in the British Isles in the 18th century, and of railway transport in the 19th century. All through this period, and particularly in the 19th and early 20th centuries, Liverpool gave attention to the quality and innovation of its architectural 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 made a lasting

[111] Liverpool World Heritage Site Management Plan (2017) p.22-25
[112] Ibid.

contribution, remembered in the success of The Beatles, who were strongly influenced by Liverpool's role as an international port city, which exposed them to seafarers, culture and music from around the world, especially America" (Liverpool City Council, 2009)

Criteria for Inscription as World Heritage Site

7.49 The criteria used to select sites or locations for World Heritage Sites are set out by UNESCO. Liverpool Mercantile Maritime World Heritage Site meets the following three criteria:

7.50 Criterion (ii): to exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;

"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."

7.51 Criterion (iii): to bear a unique or at least exceptional testimony to a cultural tradition or to be a civilization which is living, or which has disappeared."[113]

"The city and the port of Liverpool are an exceptional testimony to the development of maritime mercantile culture in the 18th, 19th and 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".

7.52 Criterion (iv): to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history[114];

"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".[115]

Integrity

7.53 "The key areas that demonstrate Outstanding Universal Value in terms of innovative technologies and dock construction from the 18th to the early 20th century and the quality and innovation of its architecture and cultural activities are contained within the boundaries of the six areas forming the property. The major structures and buildings within these areas are generally intact although some such as Stanley Dock and associated warehouses require conservation and maintenance. The historic evolution of the Liverpool street pattern is still readable representing the different periods, with some alteration following the destruction of World War II.

7.54 There has been some re-development on sites previously redeveloped in the mid-late 20th century or damaged during World War II, for example at Mann island and Chavasse Park, north and east of Canning Dock. All archaeology on these development sites was fully evaluated and recorded; archaeological remains were retained in situ where possible, and some significant features interpreted in the public domain. A new visitor centre has been opened at the north east corner of Old Dock, which has been conserved and exposed after being buried for almost 200 years. The production and adoption of

[113] Ibid.
[114] ibid
[115] ibid

design guidance minimizes the risks in and around the WH property that future development might adversely affect architectural quality and sense of place or reduce the integrity of the docks*"*[116]*.*

Authenticity

7.55 "Within the property, the major dock structures and commercial and cultural buildings still testify to the Outstanding Universal Value in terms of form and design, materials, and to some extent use and function. Warehouses at Albert Dock have been skilfully adapted to new uses. Some new development has been undertaken since inscription and has contributed to the city's coherence by reversing earlier fragmentation. No significant loss of historic authenticity has occurred, as the physical evidence of the City and its great past remain prominent and visible, and in some cases has been enhanced. The main docks survive as water-filled basins within the property and the buffer zone. The impact on the setting of the property of further new development on obsolete dockland is a fundamental consideration. It is essential that future development within the World Heritage property and its setting, including the buffer zone, should respect and transmit its Outstanding Universal Value"[117].

Attributes of the Mercantile City[118]

7.56 The Integrity and Authenticity of the WHS is further codified through the Statement of Attributes for the WHS, established in 2011 and comprising five key themes:

I. The spirit of **innovation** illustrated by the pioneering dock technology, architecture, engineering, transport, port management and labour systems created and developed in Liverpool.

II. The buildings and monuments, stores and records that evidence Liverpool's central role in the development of the British Empire and **global trade**.

III. The buildings and monuments, stories and records that evidence Liverpool's central role in global **migration.**

IV. The docks, warehouses, commercial buildings, and dwelling houses and their relationships to each other that illustrate Liverpool's development as a **port city** of global importance.

V. The tradition of **cultural exchange** exemplified by Liverpool's role in the development of popular music and as a patron of the visual arts.

Bramley-Moore Dock Retaining Walls – Grade II

7.57 Bramley-Moore Dock forms part of a 'system of interlinked wet docks representing the culmination of Jesse Hartley's development of dock design, and a dramatic component of Liverpool's historic dockland, characterised by massive warehouses, walls and docks, but also smaller structures such as bridges, bollards and capstans'[119].

7.58 The retaining walls of the docks are an example of Hartley's 'cyclopean' form of construction, retaining their physically massive and carefully constructed granite forms which is described in the previous section. A detailed inspection and survey have been carried out by BuroHappold with Pebble Engineering and Kaymac Marine & Civil

[116] Ibid p.24
[117] Ibid.p.24
[118] Ibid. p.25
[119] Liverpool World Heritage Site Management Plan 2017- 2024 . p.11

Engineering which accompanies the application. This found that overall the structure remains in good condition. By virtue of the quality of their construction and the materials used, they remain largely intact but in need of some repair.

7.59 The level of integrity and authenticity of the retaining walls and 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 its innovative techniques and types of construction of dock facilities.

7.60 The Bramley-Moore Dock undoubtedly conveys aspects identified in Criterion (ii) and is representative of the innovative technologies and methods in dock construction and port management and thus contributes to the authenticity and integrity of the WHS however practical need to make changes has already been recognised with the introduction of the isolation structure that severs the connection between Bramley-Moore and Nelson Docks.

7.61 Its wider role in 'development of maritime mercantile culture…and contributing to the building up of the British Empire' (criterion iii) and the 'early development of global trading and cultural connections throughout the British Empire' (criterion iv) is less direct, with its original intended purpose of handling the largest steamships of the time very limited and being quickly superseded with a role specialising in coal handling. It, nevertheless, played an important part in industrial Liverpool's role as a trading port.

7.62 The waterbody is clearly an important element of the listed structure's setting and significance, as is the dock's interconnection with the surrounding docks. The structures and artefacts surrounding the dock also form part of its setting – to greater and lesser degrees of significance.

7.63 Its contribution to the OUV of the WHS is considered to be Very High.

Regent Road Dock Wall (Dock Wall from opposite Sandhills Lane to Collingwood Dock with entrances) – Grade II

7.64 The Regent Road Dock Wall forms a continuous barrier from the Sandon Dock in the north to Princes Dock in the south including a number of entrances, gate piers and gatekeeper lodges. Before the dock system closed, the dock wall extended for c.8km in its entirety (2.75km lies within the WHS). The stretch enclosing BMD is 227m in length. For a large part of this, and including at Bramley-Moore Dock, it is an example of Hartley's granite rubble form of construction and retains its physically massive and carefully constructed granite form. There are two openings into Bramley-Moore Dock, both as originally designed by Hartley which also include their sliding timber gates. The original gate at the south entrance is fixed open whilst the (currently closed) gates to the north are not original. The northern gate has been recognised by LCC to be a modern poor quality non-operational replica with little heritage significance.

7.65 The Boundary Wall makes an important physical impact on the character of the area along Regent Road both through its relentless scale and also the imposing entrance turrets containing gatekeeper lodges at the north and south of the Dock. The artistic as well as practical skill of the stone masons is most apparent in its roadside elevation. On the 'inner' dock side, there is remnant evidence of the myriad of functional structures that once would have hidden most of the wall from view – including the overhead railway. Within the BMD site this includes a remnant brick retaining wall that abuts the boundary wall and relates to the switchback of the railway that once dropped down and under the coal railway. The Overhead Railway is identified separately as a non-

designated heritage asset however consideration of its future is dealt with as part of the proposals for the Regent Road Dock Wall.

7.66 As a defining feature of the docks and its relatively intact condition the boundary wall is considered to contribute to the authenticity and integrity of the WHS.

7.67 The wall is an important element of the innovative dock construction and port management that is a key element of the criterion (ii) as well as forming an important part of the architectural ensemble identified in criterion (iv) relating to global trade in terms of the method by which the docks and goods were kept secure. However, it has also become a 'barrier' preventing an appreciation of the WHS behind.

7.68 The setting of the wall has changed considerably over its history. At one time it delineated 'dock activity' to its west with the associated warehousing and industry to its east. It was also physically and visually linked to the Overhead Railway. The openings provided access for goods and people. This physical historic setting is now largely lost at its northern end with even the openings being often locked 'barriers' rather than access points for hundreds of people, however, the docks 'behind' the wall do still form part of its setting. Visually, the setting of the wall is now largely embodied in its fortress-like presence in the townscape.

7.69 The application site positively contributes to the setting, and therefore significance, of the wall as it forms the space that the wall was originally constructed to 'protect'. This significance has been partly reduced however with the clearance of much of the site.

7.70 It should be noted that the approved parameter plans for Liverpool Waters (LPA ref. 19NM/1121) identify potentially 11 additional vehicular and pedestrian openings through the wall along the extent of the scheme. Listed Building Consent ('LBC') and full planning permission would be required for each individual opening. The first opening (6m) at Princes Dock (LPA ref. 17F/3518) was approved in August 2018.

7.71 Although its contribution to the OUV of the WHS is considered to be Very High, in reality its physical contribution to the local community is now a major negative as it effectively closes off both visibility and access to and important element of the WHS.

The Hydraulic Engine House – Grade II

7.72 The Hydraulic Engine House that remains by the Bramley-Moore Dock is now redundant and stripped of its equipment and context and stands as a derelict and disconnected landmark. Its later date (1883) means that it has little historical significance in terms of innovation and does not date to the period of Jesse Hartley's development of the Dock. However, built to provide power to the wider docks it is of historical interest as part of the overall dock complex.

7.73 It has architectural presence by virtue of its scale and position, however it has been severed from its functional context and surrounding infrastructure and is now derelict and redundant.

7.74 The listed building is prominent in key views along Regent Road – although this prominence is primarily a function of its use and the demolition of surrounding structures.

7.75 The Site forms part of the wider dockland landscape setting, and therefore significance, of the Hydraulic Engine House – being one of the few structures remaining on the site - although it would have once been surrounded by other structures and it is likely that the function and purpose of the Engine House was to power these, now lost, structures.

7.76 Its derelict state, as detailed in the Curtins report, the loss of the attached coal railway and the fact that it does not convey innovative technology of the time lessens part of its contribution to the integrity of the WHS. However, the heritage asset is considered to contribute to the authenticity and integrity of the WHS as it reflects the evolving technology used throughout the wider Docks as Liverpool continued its central role in the development of the British Empire and global trade, and remnant structures that attach to it are links to the otherwise now demolished coal railway that once ran alongside the Tower (criterion (ii)).

7.77 Its contribution to the OUV of the WHS is considered to be Very High.

Collingwood Dock, Salisbury Dock & Nelson Dock Retaining Walls – Grade II

7.78 As with the Bramley-Moore Dock this series of nearby docks forms part of a 'system of interlinked wet docks representing the culmination of Jesse Hartley's development of dock design[120]. The northern face of Nelson Dock, including its coping stones and dock gates, sits within the application site. The level of integrity and authenticity of the docks and their 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 its innovative techniques and types of construction of dock facilities.

7.79 The walls of many of the docks are an example of Hartley's 'cyclopean' form of construction, retaining their physically massive and carefully constructed granite forms which is described in the previous section. They also retain associated artefacts, such as capstans, bollards etc along their edges. By virtue of the quality of their construction and the materials used, these remain largely intact but in need of repair.

7.80 A number of changes have taken place which have lessened their contribution – in particular the closure of the link between Nelson and Bramley-Moore Dock by installation of an isolation structure (no navigation possible although the docks are still hydrologically connected via sluice pipes in the isolation structure).

7.81 As with Bramley-Moore Dock, the waterbodies that sit within the docks are an important part of their setting. The majority of historic structures surrounding these docks that would also have formed part of their setting have been demolished, giving the docks a sense of dereliction and openness that they would not once have had when fully operational. Enclosed on at least three sides by buildings, views between the docks would have been very limited previously however the integrated purpose and interaction of physical commercial activity between them was an important part of their significance.

7.82 The River Mersey and its associated activity is also considered to make a positive contribution to the setting and significance of the docks for similar reasons.

7.83 The application site now also forms part of the wider setting of these heritage assets due to the visual connection created by loss of the majority of structures that once surrounded each dock – especially Nelson, Collingwood and Salisbury Docks – and also as part of the overall set of docks created by Hartley (although physical water-based connection was stopped some time ago with the installation of an isolation structure between Bramley-Moore and Nelson Docks).

7.84 This visual connection is a negative contribution to their setting as it reflects the scale of dereliction across the docks. Implementation of the Liverpool Waters Masterplan (LPA

[120] Liverpool World Heritage Site Management Plan 2017- 2024. p.11

ref. 10O/2424 – latest non-material amendment being ref. 19NM/1121) will again sever the visual connectivity between these Docks and the application site.

7.85 The docks are considered to convey attributes of the Mercantile City and contribute to the authenticity and integrity of the WHS as a fundamental part of Hartley's overall plan and are representative of the 'innovative technologies and methods in dock construction and port management'. (criterion (ii)). Whilst their contribution to the integrity of the WHS has been impacted by the various alterations that the docks have suffered subsequently, including to their interconnectivity, the contribution of docks to the OUV of the WHS is considered to be Very High.

Clarence Graving Dock – Grade II

7.86 Similarly forming part of Jesse Hartley's overall dock design, the dock walls are constructed of massive granite blocks and at the west end of each dock is a single pair of lock gates.

7.87 The setting of the dock is similar to that of the other nearby docks and the contribution that the application site makes to the significance of the Graving Docks is similar to the others, in that it formed part of the integrated port management dock system created by Hartley which included commercial as well as visual inter-connectivity.

7.88 Whilst conveying attributes of OUV identified in Criterion (ii) and historically representative of the 'innovative technologies and methods in dock construction and port management', the graving docks have been altered several times including in 1928-33 when the dock basin was reshaped and opened up to the remodelled Trafalgar Dock, the basins shortened and the west dock gates removed. This has lessened some of the structure's historical significance.

7.89 Its contribution to the OUV of the WHS is considered to be Very High.

Stanley Dock – unlisted

7.90 Similarly forming part of Jesse Hartley's overall dock design and the only dock constructed east of Regent Road. The Dock was partially filled in 1900 when Tobacco Warehouses were erected between Hartley's warehouses.

7.91 The setting of the dock includes the waterbody and also the warehouses that remain around the dock, which unusually for the northern end of the dock system remain largely intact as a complex from the 19th and early 20th centuries. As well as the Titanic Hotel, these buildings are subject to ongoing conversion works for predominantly residential use. The bascule bridge effectively encloses the dock at its western side effectively and the canal spur stepping up the hill to the east also contribute to the wider setting of the dock. Despite being 'some docks away' the application site still forms part of the same integrated dock system as Stanley Dock and would have had a direct water-link at the time of construction.

7.92 Stanley Dock is not listed but is regarded as being a non-designated heritage asset. Whilst conveying attributes identified from Criterion (ii) and representative of the 'innovative technologies and methods in dock construction and port management', the dock was considerably altered in 1900 and is an unlisted structure in the conservation area.

7.93 Its contribution to the OUV of the WHS is considered to be High.

Leeds-Liverpool Canal, Stanley Locks – Grade II

7.94 The rise of four locks that step down from the Leeds-Liverpool Canal into Stanley Dock and subsequently link to wider Dock network (0.5km distance from BMD) were an important example of the integration of the docks into the wider national transport infrastructure at that time. Constructed in the 1840s, probably by Jesse Hartley[121], the locks are listed Grade II and are still in full working order (linking through to the Pier Head and the Albert Dock system beyond via a new canal link constructed from Princes Dock).

7.95 Stanley Dock to their west forms part of their setting, providing the conclusion to the link, with the bascule bridge beyond. The Victoria Clock Tower is directly on axis with Stanley Dock and the flight of locks. The application site does not have an immediate physical link to the canal, but it would have had a direct water link which is a tenuous but nevertheless important connection between the two.

7.96 The lock structures and the canal link are an important element of the overall port management system as conceived and built by Jesse Hartley, providing a vital connection for the exchange of raw and completed goods between the rest of the country and the rest of the world.

7.97 Their contribution to the OUV of the WHS is considered to be Very High.

Stanley Dock Warehouse (North side of Stanley Dock) – Grade II*

7.98 The 5-storey warehouse was built between 1852-54 to the designs of Jesse Hartley. Whilst the eastern half of the building has been demolished, the remaining part is of a cast-iron frame construction with a brick skin to help prevent the spread of fire. The ground floor on the south side recessed behind a colonnade of cast-iron Doric columns at the edge of the Dock to aid direct transference of goods. The warehouse was originally built to store rum. It was refurbished and opened in June 2014 as the Titanic Hotel.

7.99 The warehouse is regarded by Historic England[122] as being on a par with the Grade I listed Albert Dock, and forms part of the culmination of Jesse Hartley's development of dock design, and a dramatic component of Liverpool's historic dockland, characterised by massive warehouses, walls and docks.

7.100 The setting of the heritage asset is dominated by the Stanley Dock to its south and the 'group' of warehouses in the immediate vicinity which contribute positively to the asset's significance by virtue of its historic and functional link.

7.101 The contribution that the application site makes to the significance of the listed building is currently neutral. Whilst forming part of the same integrated dock system, the clearance of the majority of the site makes the connection limited.

7.102 The warehouse is one of a number of listed structures in and around Stanley Dock that contribute to the integrity and authenticity of the WHS as a group of warehouses and structures all containing attributes particularly found in Criteria ((iii) & (iv). They are testimony to the development of the maritime mercantile culture in the 19th and 20th centuries and create a tangible architectural (and in some cases technological) ensemble. This group are identified as Key Landmark Buildings[123].

7.103 Its contribution to the OUV of the WHS is considered to be Very High.

[121] Historic England List Entry 1084206
[122] Historic England List Entry 1359841
[123] Liverpool Maritime Mercantile City World Heritage Site Supplementary Planning Document (2009) Liverpool City Council

Hydraulic Tower to west of former North Warehouse at Stanley Dock – Grade II

7.104 The Hydraulic Tower is located within the boundary walls to Stanley Dock and dates possibly to 1848[124]. Faced in rubble granite it has a tall octagonal tower with a castellated top and a round chimney with arrow slit openings. The attached five bay block has a Tudor-arched entrance and windows.

7.105 The surrounding warehouses, wall and the Bascule Bridge contribute to its setting and significance through their associational and functional connection.

7.106 Dating from the 1840s it forms part of Hartley's original dock construction and port management vision and would have provided the power necessary to ensure the functioning of the complex.

7.107 It has architectural presence by virtue of its scale and position and the forms part of the wider dockland landscape, particularly in the context of the surrounding listed warehouses and the adjacent bascule bridge. It forms part of the key landmark group of the buildings at Stanley Dock.

7.108 The Hydraulic Tower within the application site, contributes to the setting and significance of this Hydraulic Tower by virtue both of their inter-visibility and also their inter-related historic functions. The application site itself makes a neutral contribution to its setting by virtue of being part of the integrated dock system designed by Hartley – even though the Regent Road Dock Wall currently prevents any direct inter-visibility.

7.109 The Hydraulic Tower contributes to the integrity and authenticity of the WHS. Although its integrity is diminished by its redundancy of use it nevertheless retains a Very High Value in terms of its contribution to the OUV of the WHS.

Stanley Dock Warehouse (south of Tobacco Warehouse) – Grade II

7.110 Built by Jesse Hartley in 1853-56, it was built together with the warehouse on the north side of the dock (now the Titanic Hotel) but this southern one is now cut off from the dock by the later Tobacco Warehouse. It is faced in brick with rubble granite base, rock faced stone ground floor and is five storeys in height. It has similar cast-iron Doric columns on the ground floor on the north side, but the arches are now blocked by brick infilling. It also forms part of the Jesse Hartley's development of dock design although its direct relationship with the Stanley Dock was diminished by the construction of the Tobacco Warehouse.

7.111 Its setting is dominated by the Tobacco Warehouse to the north and Bonded Tea Warehouse to the south both of which contribute to its setting as part of the group of historic warehouses.

7.112 The contribution that the application site makes to the significance of the listed building is currently neutral. Whilst forming part of the same integrated dock system, there is little direct inter-visibility and the clearance of the majority of the site further makes the connection limited.

7.113 The warehouse is one of a number of listed structures in and around Stanley Dock that contribute to the integrity and authenticity of the WHS as a group of warehouses and structures all containing elements particularly found in Criteria ((iii) & (iv). However, its contribution to the integrity of the WHS is lessened with the construction of the Tobacco

[124] Historic England List Entry 1217985

Warehouse severing its direct connection with the Stanley Dock. Nevertheless, the Stanley Dock Complex is identified as a group of Key Landmark Buildings[125].

7.114 Its contribution to the OUV of the WHS is Very High.

Stanley Dock Entrances – Grade II

7.115 All four entrances to the dock, with their characteristic granite rubble-built gate piers and gate watchman's huts are typical of one of Hartley's most recognisable entrance designs and represent his architectural flair as well as practical application. One side of both the north and south entrances along Regent Road have been bricked up, but the stone piers still remain.

7.116 The listed warehouses, Stanley Dock Hydraulic Tower and the Bascule Bridge all contribute to the setting of the heritage assets, providing the wider context to the entrances and also through their historical and functional association. Their significance is lessened by their more recent alteration through the blocking up of part of the entrances. The Regent Road Dock Wall and its entrances on the western side of Regent Road also contributes, to a lesser extent, as part of the wider 'fortification' of the docks. The application site has limited inter-connectivity other than by virtue of being part of the wider integrated dock system.

7.117 The entrances are an important physical reminder of the security afforded the warehouses and docks and the fortress-like enclosure of the Regent Road and even though they have suffered from some alteration are still considered to have a Very High Value in terms of their contribution to the authenticity and integrity of the WHS.

Tobacco Warehouse – Grade II

7.118 Dating from 1900 the Tobacco Warehouse towers over the area in red and blue brick, on a high rusticated stone base. Panelled with pilasters and crowned by small pediments and parapets the building extends the whole length of the Stanley Dock on its south side, in front of the earlier Stanley Warehouse.

7.119 In particular, the continued dominance and scale of the Tobacco Warehouse and other warehouses is important in the context of the WHS and Conservation Area – providing physical evidence even beyond the immediate area of the impact of the Docks on the city. Although it should be remembered that the Clarence Dock Power Station also sat in the Central Docks area from 1929 until 1994 and which would also have been a substantial structure in the near vicinity.

7.120 Its immediate setting is dominated by the Stanley Dock immediately to its north which as well as the 'group' of warehouses in the immediate vicinity contributes positively to its significance by virtue of its historic and functional link.

7.121 The contribution that the application site makes to the significance of the listed building is currently neutral. Whilst forming part of the same integrated dock system, the clearance of the majority of the site behind the Dock Wall makes the connection limited.

7.122 The warehouse is one of a number of listed structures in and around Stanley Dock that contribute to the integrity and authenticity of the WHS as a group of warehouses and structures all containing attributes particularly found in Criteria ((iii) & (iv) and identified

[125] Liverpool Maritime Mercantile City World Heritage Site Supplementary Planning Document (2009) Liverpool City Council

as a group of Key Landmark Buildings[126]. They are testimony to the development of the maritime mercantile culture in the 19th and 20th centuries and create a tangible architectural (and in some cases technological) ensemble.

7.123 Its contribution to the OUV of the WHS is considered to be Very High.

Bonded Tea Warehouse – Grade II

7.124 The Bonded Tea Warehouse forms part of the group of listed warehouses at and around Stanley Dock. Built in c.1840 it is an early example of a fireproof warehouse and is still in use. Whilst not built by Jesse Hartley (SKJ Holme) it was a major component of the thriving commercial district right up until the mid-20th century and therefore forms an important part of the development of maritime mercantile culture, contributing to the building up of the British Empire as well as being of innovative technology as an early fireproof warehouse (criterion (ii) & (iii)).

7.125 The Tobacco Warehouse and South Stanley Warehouse both form part of the setting of the warehouse and make a positive contribution to its significance as part of the group of surviving warehouses. The contribution that the application site makes to the significance of the listed building is currently neutral. Whilst forming part of the same integrated dock system, the clearance of the majority of the site behind the Dock Wall makes the connection limited.

7.126 The warehouse is one of a number of listed structures in and around Stanley Dock that contribute to the integrity and authenticity of the WHS as a group of warehouses and structures all containing attributes particularly found in Criteria ((iii) & (iv). They are testimony to the development of the maritime mercantile culture in the 19th and 20th centuries and create a tangible architectural (and in some cases technological) ensemble.

7.127 Its contribution to the OUV of the WHS is considered to be Very High.

Victoria Clock Tower – Grade II

7.128 This tall, hexagonal clock and bell tower provided the time to shipping and the surrounding docks and sounded the half and high tides as well as warnings. It also incorporated the Pier Master's apartment. Designed by Hartley at one of the key entrances to the northern dock complex, its significance lies in its form and its function. It was a key component of Hartley's overall dock construction and port management providing vital information to the ships and their operators. Its visibility along the docks from north to south as well as east to west, and out to the River Mersey is an important part of its significance.

7.129 The River Mersey and its associated activity are considered to make a positive contribution to the significance of the listed building due to the historical association and as its forms part of the asset's historic context. Similarly, the docks to the east, north and south contribute positively to the asset's setting and significance by virtue of their historic and functional link to the Clock Tower. This includes the application site which forms part of the integrated dock system.

[126] Liverpool Maritime Mercantile City World Heritage Site Supplementary Planning Document (2009) Liverpool City Council

7.130 The Clock Tower's contribution to the authenticity and integrity of the WHS is considered to be Very High, as a key component of Hartley's overall complex and port management system. It is identified as a Key Landmark Building.[127]

Dock Master's Office, Salisbury Dock – Grade II

7.131 Built in 1848 by Jesse Hartley, the Dock Master's Office is located close to the base of the Clock Tower. It is an impressive structure of granite masonry with stone mullioned and arched windows and a corbelled, castellated parapet clearly designed to give it solidity and status.

7.132 Whilst obviously designed to impress, its location relates primarily to the entrance to the Salisbury Dock and views out and along the River Mersey.

7.133 The River Mersey and its associated activity are considered to make a positive contribution to the significance of the building as well as the adjacent docks. The application site makes little contribution to the significance of the listed building other than as part of the wider integrated dock system.

7.134 The Dock Master's Office's contribution to the authenticity and integrity of the WHS as a key component of Hartley's overall complex and port management system is considered to be Very High.

Sea Wall – unlisted

7.135 The sea walls that divide the docks with the River Mersey were all part of Hartley's overall dock construction plan and provide the man-made boundary between docks and, effectively, the open sea. They also form the river edge when seen from across the River to the west. However, the stretch along BMD is not specifically listed and has been significantly modified with a concrete crown wall built on top of the original sea wall[128].Within the application site the dock wall forms the western boundary to the river and thus forms an important element of its setting and particularly by virtue of its purpose, its significance. Due to the unlisted status and the modifications that have been made (substantial encasement in modern concrete structure), the Sea Wall at BMD is considered to be an undesignated heritage asset of Medium Value due to its historical associations with the wider dock complex.

15-17 Fulton Street – Grade II

7.136 15-17 Fulton Street is located behind Regent Road and Blackstone Street on Fulton Street to the north east of the site. It is an interesting example of two separate mid-19th century warehouse units contained within a single building. Despite some later conversion works, its character survives along with many elements of historic fabric. It is recognised as being an important survival of a mid-19th century warehouse associated with trade from the port at the peak of its prosperity and success and represents the expansion of the dock system northwards from the city centre.

7.137 It has group value with the nearby dock wall along Regent Road and the Hydraulic Engine House at Bramley-Moore Dock, as well as the numerous listed buildings in the surrounding docks, reflecting a chain of process from dock to warehouse.

[127] Liverpool Maritime Mercantile City World Heritage Site Supplementary Planning Document (2009) Liverpool City Council

[128]the Flood Risk Assessment (Nov 2019) BuroHappold.

7.138 This site is part of a larger site currently subject to an application for a 9 storey hotel and associated car park. The buildings would be incorporated within the scheme. (Application Ref: 20/0217)

7.139 The building is not within the World Heritage Site or conservation area but lies in the WHS Buffer Zone and thus contributes to their historic context and setting.

Stanley Dock Conservation Area

7.140 The Stanley Dock Conservation Area forms one of the six distinct Character Areas that make up the WHS[129].

7.141 The character is described in Liverpool Maritime Mercantile City World Heritage Site Supplementary Planning Document (2009) which states:

"*Character Area 3 encompasses a number of surviving areas of historic docks, part of the Leeds and Liverpool Canal and the dock wall. The docks in the northern part of this areas were mainly built in the 1840s, although Princes Dock and Waterloo Dock were opened in 1821 and 1834 respectively. Stanley Dock and Waterloo Dock retain much of their associated warehousing and Salisbury Dock retains granite dockyard buildings, landmark groups of buildings in their own right. To the east of Stanley Dock, the ground rises to the Leeds and Liverpool Canal, linked to Stanley Dock by a series of four locks.*

The docks that lie outside of the WHS but within the Buffer Zone, form part of the general dockyard landscape and contribute to the character of the WHS and wider city. They are broadly contemporary with those within the WHS but have generally lost their historic dockside buildings and in some cases have been largely re-built.

Within the WHS, original dockyard surfaces and dock walls often survive and there are areas where groups of buildings retain their historic character. Hard surfaces, edges, stock brick, stone and iron define the character of the area. The dock wall and the way it defines the relationship between the docks and the city are significant aspects of the character of this area, the dockyard wall often underscoring views towards the city from the docks.

In the Buffer Zone, the docks around those within the WHS and the relatively low historic buildings that survive outside the WHS, to the east of Waterloo Road and Regent Road, provide historic context and setting to the WHS".

7.142 The conservation area is made up not just of the listed buildings and structures identified earlier, but also a number of structures that contribute to the character of the area that are not listed and thus regarded as non-designated heritage assets.

7.143 The Bascule Bridge that crosses the link between Stanley Dock and Collingwood Dock is an unlisted non-designated heritage asset identified in the Merseyside Historic Environment Record which contributes to the character of the area. Built in 1928 it originally also provided a crossing for the Dock Railway as well as rising up to allow access to and from Stanley Dock. Its setting is, for the most part, tightly defined by the Dock Wall to the west and the built structures to the east of Regent Road. Its position close to the remaining historic warehouses means that its setting is also inter-related with theirs as part of the group of remnant dock related structures as well as the Regent Road stretching beyond in both directions. The bridge is regarded as having Medium

[129] Liverpool World Heritage Site Management Plan 2017-2024 (Liverpool City Council)

Value as a prominent unlisted building that has clear historical associations with the operation of the docks.

7.144 The Overhead Railway that once ran the length of the docks is a non-designated heritage asset that has largely been demolished and lost. Only a few extant features remain, which include cast iron girders and vertical support stanchions incorporated into the dock boundary wall in places. Within the site a small amount of remnant brick wall remains abutting the western side of the (listed) Regent Road Dock Wall that indicates the gradient of the switchback that once took the railway underneath the former Coal Railway. The remnant now has no architectural value but has some historic value as a fragment of the now lost railway line. The remnant of wall is regarded as having Low Value as a fragmentary relic that has historical associations with the operation of the docks.

7.145 Stanley Dock is an important element of Hartley's dock development and despite the fact it was partially filled in 1900 for the Tobacco Warehouses it still has a High Value.

7.146 Other structures including the Police/Watchkeeper's Hut between Collingwood and Stanley Docks and the former Fire & Police Station at Clarence Graving Dock have not been identified in the Merseyside Historic Environment Record but are late 19th/early 20th century remnants that are representative of the working docks. They are architecturally functional and now defunct structures of little architectural merit and thus are regarded as having Low value.

7.147 Around the quaysides at Bramley-Moore Dock (beyond those directly attached to the coping stones of the listed retaining walls) are a number of historic features such as bollards as well as areas of stone setts and dock rail track.[130] These are important survivors in terms of character and have been identified and described in the Artefacts Appraisal and supplementary Heritage Asset Survey carried out by Plan-It and KM Heritage as part of the application submission. Their setting relates to the commercial port-related activity that once took place around the docks.

7.148 The main unlisted structure within the Bramley-Moore Dock is the warehouse complex along the southern quayside. It is not known exactly when these particular 'sheds' date to[131], but they would appear to be of 20th century construction in engineering brick with a simple metal structured roof with modern metal sheet roofing. They do not possess any architectural interest, and little historical interest other than the fact that there have been sheds on this site since the 19th century and are typical of an early 20th century utilitarian structure associated with warehouse/dock use.

7.149 The remaining unlisted single storey structure on the northern quayside was once situated at the end of the elevated coal railway. The structure dates from the early 20th century and is also functional and without architectural merit. It is also in a poor state of repair. It has entirely lost its context and as a functional building with no purpose does not now contribute to the dock or conservation area.

7.150 At best these structures make a neutral contribution to the character and appearance of the conservation area – due only to the fact that they relate to the dock-use of the area. However, their utilitarian construction of no quality or detail means they have none of the importance of the more permanent remaining brick structures in the conservation area.

[130] These are all identified individually as part of The Artefacts Survey which accompanies the application.
[131] Archaeological Desk-based Assessment (November 2019) Oxford Archaeology North p.26-38

7.151 The setting of the site (and conservation area) to the north is the United Utilities Waste Treatment Plant in the infilled Wellington Dock.

7.152 The significance of the conservation area is summarised in the WHS Management Plan:[132]

"A system of interlinked wet docks represents the culmination of Jesse Hartley's development of dock design, and is a dramatic component of Liverpool's historic dockland, characterised by massive warehouses, walls and docks, but also by smaller structures such as bridges, bollards and capstans. Constructed from a limited palette of materials – brick, stone, iron and mortar – innovative buildings and structures represent the pinnacle of industrial dock architecture of the Victorian period.

The area incorporates the strong linear features of the dock boundary wall, the Leeds and Liverpool Canal, and the canal locks, as well as the large water-filled Stanley, Collingwood, Bramley-Moore, Nelson and Salisbury Docks and the Victoria Clock Tower, many of which are in private ownership and used commercially and are not currently accessible to the public. The Tobacco Warehouse is a city landmark by virtue of its massive scale".

7.153 The description in the WHS Management Plan identifies the key elements of the area which contribute to the authenticity and integrity of the WHS.

7.154 However, it should be noted that much of the conservation area to the west of the Regent Road Dock Wall (primarily the Central Docks, Clarence Docks and Northern Docks areas of the approved Liverpool Waters scheme) currently remains predominantly vacant/derelict.

7.155 The docks here have been cleared of all structures that would have once made a valuable contribution to the OUV of the WHS. This includes most structures to the west of the Regent Road Dock Wall except the dock walls themselves, the Hydraulic Engine House, Victoria Clock Tower and the Dock Master's House.

7.156 The loss of these structures has been in tandem with the loss of the industry and activity that once employed thousands of people – giving the area a further layer of character that has also been lost. The loss of activity has turned the Regent Road Dock Wall into a community as well as physical barrier, cutting the docks off from the communities that once worked within them (no visibility or access).

7.157 The application site therefore does form an important part of the character of the conservation area and thus contributes to the conservation area's contribution to the overall OUV of the WHS, however this is lessened by the combination of largely vacant/derelict status and poor quality remaining structures and the impact that this and the loss of activity has had on the character of the area.

7.158 Overall, the Conservation Area forms one of the six character areas of the WHS and thus has a Very High Value.

Other Heritage Assets

7.159 As described in section 5 of this report, outside the application site, conservation area and WHS but within the Buffer Zone, between Regent Road/Waterloo Road and Great Howard Street, can still be found many unlisted 19th and early 20th century workshops and warehouses of various sizes and functions. Some of these have been identified on

[132] ibid

the Merseyside Historic Environment Record search and have been treated as non-designated heritage assets. These include 66 & 68 Regent Road and 9 Blackstone Street which, together with the Grade II listed 15-17 Fulton Street form a group to the north of the site. The Grade II listed Church of St Alban is also located to the east of the site, on Athol Street. Designed in 1849 by Weightman & Hadfield it is now a climbing centre and would not be affected by proposals on the site.

7.160 66 & 68 Regent Road are two brick built 19th century structures of a similar date on the eastern side of Regent Road, to the north of the site, built as engineering works as part of the David Rollo & Sons Engineering Works they provide the 'front of house' in terms of architectural treatment. They sit within a terrace of mostly industrial buildings of varying date and quality and the frontage remains mostly intact. The building forms part of the wider commercial hinterland to the Dock area and its setting relates to this commercial environment as well as the long linear Regent Road with the Dock Wall opposite which continues down to BMD and the site. Although historically the visual connection between the buildings and the application site would have been blocked by the Coal Railway crossing Regent Road, they also reflect a chain of process from dock to warehouse that gives them a group value with the numerous remaining dock warehouses and buildings in the area.

7.161 This site is part of a larger site currently subject to an application for a 9 storey hotel and associated car park (LPA ref. 20F/0217). The buildings would be incorporated within the scheme.

7.162 9 Blackstone Street is also a 19th century engineering works built in brick with a barrel-vaulted roof. It sits to the rear of 66-68 Regent Road on the corner of Blackstone Street and Fulton Street and was once also part of the David Rollo & Son Engineering Works. Its setting also relates to the commercial hinterland of the Dock area, and in particular forms part of a group of commercial buildings to the north of Blackstone Street and Fulton Street. The building and the application site are not inter-visible but contribute to each other's significance through their inter-connected role in Liverpool's trade through the expanded dock system.

7.163 The area around the docks contained numerous dock-related workshops including cooperages, forges, iron works, sawmills, ships chandlers and repair depots amongst warehouses, pubs, hotels and 'digs' for transient ship crew and the small terraced homes of dock workers and their families. These two-up-two-down back-to-back houses were described in 1882 as being 'about the worst in the Kingdom' with the intersecting corners of these long, impoverished terraces flanked by 'showy public houses'[133].

7.164 Wellington Dock, Sandon Dock and Huskisson Dock, all to the north of the application site have all been considered as non-designated heritage assets and all contribute to the historic setting and context of the World Heritage Site – Wellington Dock in particular, lying within the Buffer Zone of the WHS. All built in the years immediately after BMD (1850, 1851 and 1852) they have been considerably altered since construction and thus lost much of their original architectural and historical significance, but they nevertheless still reflect the ever-further expansion of the dock system to the north.

7.165 A few of these buildings, such as the three-storey brick terraces on Regent Road (57-65 Regent Road), which include some public house premises, survive and provide context to

[133] 'Life at the Dock, by a Dock Labourer', Liverpool Mercury, December 1882. Online: http://www.old-merseytimes.co.uk/docklabourer.html

the blank faces of the dock boundary wall opposite. Similarly, some of the more historic remnant structures that form the '10 Streets' to the south of Stanley Dock. All of these undesignated structures play a part in the historic setting of the WHS. They provide a context to the docks to their west through their historical associations and historical uses.

8 The Proposal

Introduction

8.1 This section of the report describes the proposals in terms of its effect on the heritage significance of the site and its context, described and analysed earlier in this report. The proposed scheme is illustrated in the drawings and Design & Access Statement (DAS) prepared by Meis Architects (December 2019), the Design & Access Statement Addendum prepared by Pattern Design (August 2020) and the Townscape & Visual Impact Assessment (TVIA) prepared by WYG (August 2020) as well as the other supporting documents and methodologies as set out in Chapter 1.

8.2 As described earlier in this report, the impact of the proposals would be on the Outstanding Universal Value of the World Heritage Site; the architectural and historical interest of the listed Bramley-Moore Dock walls and the Regent Road Dock Wall; Stanley Dock Conservation Area and the setting of nearby listed buildings and structures as well as a number of identified non-designated heritage assets. The northern retaining wall of the listed Nelson Dock also forms part of the site.

8.3 This report should also be read in conjunction with the Heritage Impact Assessment prepared using the ICOMOS 2011 Guidance on Heritage Impact Assessments for Cultural World Heritage Properties (August 2020).

8.4 The proposed development has been the subject of considerable pre-application and post-application discussions with Liverpool City Council and Historic England, which is outlined in the Design & Access Statements and also the introduction to this report.

8.5 The report also recognises the input and feedback provided through the statutory consultation process. This is summarised below:

- Historic England consider that the proposals will cause substantial harm to the Grade II listed Bramley Moore Dock retaining walls; modest harm to the Grade II Dock Boundary Wall; the heritage benefit and heritage harm to the Grade II listed Hydraulic Engine House would balance each out; a very high level of harm to the Stanley Dock Conservation Area; and a moderate change to the WHS such that it would cause a 'large/very large' harmful impact.
- Victorian Society consider that there is not yet enough detail on the proposals for the Hydraulic Engine House to assess the effect of the proposals on its significance; whilst it is believed that the proposed openings to the Regent Road Dock Wall will cause a great deal of harm to the significance of the wall it is recognised that the structure extends far beyond the boundaries of the application site; substantial harm is caused to the Bramley Moore Dock retaining walls, although it is recognised that the proposals will not cause the significance to be entirely drained away; severe harm to the OUV of the WHS, but this harm cannot be considered substantial in the context of the extent of the WHS.
- ICOMOS consider that the proposals will cause a major adverse impact on the authenticity, integrity and OUV of the WHS.

Cumulative Assessment

8.6 As well as considering the impact of the application proposals on the historic environment in its current form, the proposals have also been assessed taking into consideration the impact of the approved Liverpool Waters scheme (LPA ref. 10O/2424 –

latest approved non-material amendment being ref. 19NM/1121, a further non-material amendment application is currently pending determination, reference 20NM/1801).

8.7 The potential cumulative impact of the surrounding development as envisaged by the permitted Masterplan has been represented in the views produced in the TVIA.

8.8 The approach to the cumulative assessment is to focus on the additional effects of the proposed development on top of the cumulative 'future baseline' formed by the consented scheme. (i.e. as if the consented scheme were in place). The key cumulative schemes identified are:

- The Peel Liverpool Waters permission (Ref. 10O/2424) as varied by the non-material amendments to the original permission, the most recent is pending determination (reference 20NM/1801) and the latest approved was approved in August 2019 (reference 19NM/1121), and any subsequent reserved matters applications (e.g. Application Ref: 18RM/1554; 19RM/1817) and the Central Docks masterplan, submitted under a discharge of conditions application (Discharge of Condition 11 application ref. 19DIS/1315);
- Standalone applications for schemes at Liverpool Waters (e.g. Peel Land & Property and Your Housing (A06) - Application Ref: 20F/1203, pending determination), Plaza (A05 - Application Ref: 17F/0913), The Lexington (A04 - Application Ref: 16F/1370 and 17F/2056), Cruise Liner Terminal: Application Ref: 17O/3230 and Application Ref: 19RM/1037; Isle of Man Ferry Terminal: Application Refs: 18F/3231 & 18L/3232); Plot 11, Application Ref: 19F/1038, approved November 2019
- Land bounded by Blackstone Street, Fulton Street and Regent Rd, L5 (Application 20F/0217) – known as the 'Bramley Hotel'.
- 2-6 Lightbody Street (Application 20F/1947) -residential-led mixed-use scheme to the east of The Titanic Hotel across Great Howard Street.
- Wirral Waters;
- Goodison Park proposal (note this is only relevant for the post-construction assessment as will require the Club's move to BMD first) (application reference 20O/0997; and
- The Ten Streets Strategic Regeneration Framework (2018).

The permitted Liverpool Waters Masterplan

8.9 A detailed overview of the approved Liverpool Waters scheme and particularly the building height parameters is set out in Chapter 2 of the report. However, in summary:

- The approved parameter plan established the precedent for medium-rise buildings (over 21m and under 45m in height) for Bramley-Moore and Nelson Docks. Specifically, it identified buildings ranging from 27m to 38m surrounding both Bramley-Moore and Nelson Docks.
- The Northern Dock neighbourhood would be the final phase of the entire Liverpool Waters scheme, due between 2036-2041.
- The buildings permitted under the Masterplan would be constructed on all four sides of the BMD, including close-up to the Hydraulic Engine House. By virtue of its height, the development would be visible behind the Regent Road Dock Wall

from the east, and behind the Sea Wall from across the River Mersey to the west, as well as bisecting the docks north and south. Whilst the (already closed) navigation link between BMD and Nelson Dock would allow views between the two, views towards the Victoria Clock Tower and Dockmaster's Office would be obscured by a 19m building at the south west corner of Nelson Dock.

8.10 Whilst not specifically relevant to BMD, the approved parameter plans also identified multiple new openings in the Regent Road Dock Wall to allow for permeability into the docks. However, as per the approved Princes Dock opening (LPA ref. 17F/3518), any new openings in the wall will be subject to separate full planning application and listed building consent submissions.

The Proposed Scheme – Design Interventions

8.11 A detailed description of the proposed development is provided in Chapter 2 of the report. The following section therefore summarises in headline terms the approach adopted to minimise the impact of the proposal on heritage assets.

- **Design**; the design of the proposed stadium has drawn inspiration from the palette of its historic context (Stanley Dock Conservation Area warehousing), as well as from the spirit of innovation that characterises the period of its construction.

  At the base and façade of the stadium, brick is the primary material, in proportions derived from surrounding structures, notably the Tobacco Warehouse. Steel structure and perforated aluminium panels form the barrel roof floating above the façade, evidencing both the engineering and aesthetic potential of modern methods of fabrication and assembly.

  The design of the façade has been simplified following consultation with LCC (ongoing officer consultation and two Places Matter independent design review sessions) and HE (ongoing officer consultation and presentation to Advisory Committee). This has resulted in the distinctive Leitch Truss pattern being adjusted for better legibility; the pattern only appearing in the brickwork and not the metal panels or glazing, resulting in a bolder clearer gesture and removal of the thinnest proposed brick piers to give the façade a more solid presence in line with the warehouse setting.

  In the revised scheme the multi-storey car park has been removed and the western elevation redesigned to incorporate a new elevated stepped area with sheltered access/egress to the west stand below and a large glazed portal with views across the River Mersey incorporated into the brick structure.

  Photovoltaic panels, previously affixed to the surface car park on the west quay of the site, have been moved to the roof of the stadium (to be structurally integrated with the roof so not visible from street level).

- **Materiality**; in keeping with the character of the area, the proposal would be constructed from a limited palette of materials, which have been recognised as being "brick, stone, iron and mortar"[134] as well as glass. A preferred brick has been selected in consultation with LCC/HE and a mock-up installed on site for review (August 2020).

[134] Liverpool World Heritage Site Management Plan 2017-2024

- **Building Height / Scale**; the intent through the design process has been to minimize the building height to the minimum possible – to minimize the visual impact over the city's skyline, the setting of nearby listed buildings and the WHS generally - whilst still achieving the needs and aims of the project. The building height has also had regard for the agreed height parameters permitted by the Liverpool Waters Masterplan (maximum height on Northern Docks neighbourhood is 38m). The revised scheme has reduced the height of the roof to below 45m (thereby resulting in the structure being defined as medium-rise within the World Heritage Site SPD).
- **Foundation Design**; engineering considerations and modern construction methodologies are also brought to bear on the preservation of heritage elements, particularly to ensure that the dock walls would not be damaged where they lie within the stadium footprint. This approach provides considerable mitigation to the impact of the proposals.
- **Wind Mitigation Measures**; the wind-mitigation measures have been designed to ensure they form part of the overall design, and on the western elevation have been incorporated into a stepped terrace offering raised vantage point for visitors and safe entrances to the building in all conditions as well as a new civic space in the WHS with views over the River Mersey. The review of the wind mitigation measures has resulted in the beneficial removal of the large out-rigger baffles and their replacement with a soft landscaping solution.
- **Water Channel;** the creation of a shallow water-channel on the western side of the stadium will enable the visual link between Sandon Dock and Nelson Dock[135], through Bramley-Moore Dock to be retained with the associated physical artefacts including dock gates, capstans, sets etc. either retained in situ or relocated elsewhere within the proposed landscaping scheme. The existing western dock wall will remain visible within the new channel.
- **Regent Road Wall Openings**; 3 no. openings (29.4m of physical intervention) required in the Regent Road Dock Wall (in addition to the existing turreted entrances at the north and south ends of the site) have been kept to an absolute minimum and reduced further in width in the revised scheme with the maximum extent of physical intervention now 9.8m per opening (8.1m visible in each opening) over the length of 227m within the application site. The design ensures that its monumentality, and the pre-eminence of the existing entrances remain intact through the reinstatement of lintels and the covering of the new metal structural supports with the granite facing stone (larger stones only) saved during the demolition process for use in the subsequent reconstruction. A separate listed building consent ('LBC') submission for the physical works associated with demolition of the existing wall and the rebuild to reflect the final proposed scheme is currently being prepared following extensive consultation with Liverpool City Council and Historic England officers.
- **Hydraulic Engine House**; the applicant has committed (Grampian-style commitment in submitted draft S106 heads of terms) to fully repair and refurbish

[135] Navigation is not possible between Sandon Half-Tide Dock / Bramley-Moore Dock and Nelson Dock due to the installation of an isolation structure between Bramley-Moore and Nelson Docks. Whilst pipes installed enable hydrological connectivity it is not currently navigable (and has not for a considerable period of time).

the Hydraulic Engine House prior to first use of the stadium; this is to ensure that a long-term sustainable use for a building which has been derelict for many decades. It is intended that this facility will be used to highlight the cultural history of the Docks and football (Everton Football Club in particular) as told through The Everton Collection, artefacts currently in archive and held by local institutions such as National Museums Liverpool, and the history of BMD as told through its proposed redevelopment.

- **Landscape / Public Realm**; the Landscape Strategy has been designed to recognise and celebrate the dock's historic and functional past in the public realm through the use of existing surfaces, artefacts and the dock retaining walls themselves to ensure the memory of the dock is obvious and celebrated. Existing artefacts (bollards, capstans etc.) are proposed within the landscaping scheme to recognise and tie the scheme back to the dock maritime use.

  The public realm will incorporate surface car-parking on the western side of the water channel as well as the Outside Broadcast Enclosure and Substation which have been moved to the northern end of the western quay in the revised proposals. The movement of the buildings to the northern extent of the west quay provides a significant shared-share area and an appropriate connection to the planned river walk through the World Heritage Site (connection only feasible once the wider Liverpool Waters scheme to the south is delivered by Peel Land & Property).

8.12 The documentation accompanying the application (see Chapter 1) provides the detail of these methodologies and so this report will not repeat their content but consider how the overall proposal impacts the heritage assets that are affected by the proposal.

9 Assessment and Evaluation of Overall Impact

9.1 The effect of the proposals on the identified assets

Bramley-Moore Dock Retaining Walls – Grade II – Very High Value

9.2 The stadium will sit within the Dock on a north-south axis. The proposals will require the infill of much of the dock to accommodate the stadium and the removal of its open water character. Whilst this will fundamentally alter its historic purpose and function, the proposals have been designed to ensure that the physical integrity of Hartley's walls remain entirely intact.

9.3 A recognised important element of the dock management system designed by Hartley, and part of the wider setting of Bramley-Moore Dock, is the inter-connecting nature of the Docks. This has been recognised in the proposal with the retention of a wide channel that will visually link the Sandon Half-tide Dock, through Bramley-Moore to Nelson Dock to the south. Although isolation structures at both entrances to the dock (the isolation structure between Bramley-Moore and Nelson Dock already existing) will mean that shipping can no longer pass into/through Bramley-Moore, it will nevertheless ensure an understanding of the original Dock management system is easily appreciable.

9.4 The Artefacts Appraisal, and specifically the supplementary Heritage Asset Survey[136], has identified all of the smaller structures such as bollards and capstans that sit on or are part of the listed dock structure and also the wider site. In relation to the listed dock walls, (including the northern retaining wall of Nelson Dock), where possible the artefacts of historic interest are being retained in situ – this is particularly the case around the water channel at the western side of the dock and along the northern retaining wall of Nelson Dock. Where it is not possible to retain the item in situ, if it is of historical interest it would be relocated within the site.

9.5 The setting of the dock would be altered through the removal of dock-related structures such as the remaining (unlisted) warehouse on the southern side of the dock, the remnant structures on the north side of the dock and the provision of uses not historically associated with the dock, such as the ground level parking on the site to the west of the dock, between the dock and River Mersey sea wall.

9.6 However, much work has been carried out to ensure that the majority of the Dock structure would remain unharmed by the proposal. Hartley's cyclopean wall structure would remain intact (and repaired) with the stadium cantilevered out and over the dock walls to ensure their integrity is retained. This will effectively create a genuine position of future 'reversibility'. In the case of the United Utilities treatment plant within Wellington Dock the long-term potential for the proposals to be reversible was recognised as an important element of Historic England's acceptance of that proposal (exceptional justification arising from location specific need and associated environmental benefits).

9.7 A recognised important element of the dock management system designed by Hartley is the inter-connecting nature of the Docks. This has been recognised in the proposal with the retention of a water channel that would visually link the Sandon Half-Tide Dock through Bramley-Moore to Nelson Dock to the south. Although isolation structures at

[136] The Artefacts Appraisal and supplementary Heritage Asset Survey (December 2019) produced by Plan-It with KMHeritage & Laing O'Rourke and submitted as part of this application.

both entrances to the dock (the isolation structure between Bramley-Moore and Nelson already existing) would mean that boats can no longer pass into Bramley-Moore, it would nevertheless ensure an understanding of the original Dock management system, particularly from aerial views, is easily appreciable.

9.8 As described earlier, the Dock walls would be retained in situ. At the western end of the dock they would be exposed and would continue to carry out their original function, lining the western side of the proposed new water channel. At the eastern end of the dock the retaining walls would also be visible within the landscape treatment to the east side of the proposed stadium that would also reflect the extent of the previous waterbody through the proposed blue' interpretative surfacing[137] – ensuring that the scale, position and materiality of the dock walls could still be appreciated within the site and an interpretive sense of where the dock waterbody used to be.

9.9 The proposals provide a detailed design of how the 'new' dock wall would be constructed on the eastern side of the water channel.

9.10 Therefore, whilst the impact of the proposals on the setting of the listed structure will be substantial, the physical impact would be minimal.

9.11 The impact on the setting of listed dock walls would be partially mitigated by the creation of a new water channel and the visible retention of the dock wall in the landscaping at its western end as well as the blue surfacing at the east side of the stadium. The retention of historical artefacts (capstans etc.) in the hard landscaping scheme that currently surround the dock retaining wall would also help to provide a visible memory of the former maritime use of the application site.

9.12 Despite the considerable mitigation integrated into the proposals and described above, it is regarded that the impact of the proposal on the significance of the designated heritage asset would be substantial.

Impact on Contribution to OUV of the WHS

9.13 Bramley-Moore Dock is identified as having a Very High value in terms of its contribution to the OUV of the WHS - as part of the 'system of interlined wet docks representing the culmination of Jesse Hartley's development of dock design, and a dramatic component of Liverpool's historic dockland, characterised by massive warehouses, walls and docks, but also smaller structures such as bridges, bollards and capstans'[138]. To this end it reflects both the integrity and authenticity of the WHS incorporating a number of the identified attributes.

9.14 The proposals will encompass all of the dock and replace the majority of the waterbody with the stadium and associated buildings and functions. This will have an impact on the ability of the dock to display its contribution to the OUV of the WHS but will not extinguish it entirely. The impact will be permanent, although technically reversible and will be a major change to its contribution to the OUV of the WHS. There will be a change to a key historic structure that contributes to OUV but it will not be 'totally' altered.

Significance of Effect or Overall Impact on Bramley Moore Dock

9.15 It is considered that the impact on Bramley-Moore Dock will be Major Adverse and therefore the overall effect would be Very Large and Adverse.

[137] Final surfacing scheme (colour tone etc.) to be agreed with Liverpool City Council and Historic England prior to determination of the application.
[138] Liverpool World Heritage Site Management Plan 2017- 2024. p.11

Cumulative effect taking into consideration the cumulative schemes

9.16 The implementation of the Liverpool Waters permission would fundamentally change the setting of BMD from its existing situation, introducing development that rises from 27-38m in height around all four sides of the dock walls.

9.17 However, the completion of the cumulative schemes will not change the overall impact of the proposals on the Bramley-Moore Dock Retaining Walls.

Regent Road Dock Wall – Grade II – Very High Value

9.18 The Grade II listed Regent Road Dock Wall (listed as Dock Wall from opposite Sandhillls Lane to Collingwood Dock with entrances), along with its entrances at the north and south end of the site is an important element of the whole dock complex – providing a significant visual and physical barrier between the docks to the west and the city to the east. The entrance to the dock (as with all the other dock entrances) is marked by imposing entrance towers and huge timber gates that could be slid across to enclose the docks. On the eastern side of the wall a section of remnant wall associated with the Overhead Railway switchback still exists but in poor repair.

9.19 As well as the existing openings, the application proposals require three new pedestrian openings in the wall. The need, extent and location of these openings has been carefully tested (constraints plan to identify heritage assets; capacity of adjacent road-space to accommodate pedestrians in the post-match scenario; and counter terrorism advice on siting of openings) and reviewed to ensure that they are the minimum number and width that is possible to meet safety standards. This has enabled the overall size of the openings to be reduced to approximately 29.4m (9.8m per opening) across the three openings (from 45m proposed in the original application submission) with the final visual extent of the openings being 24.3m (8.1m per visible opening).

9.20 Once the extent of openings was established, the nature of them was also tested, resulting in a proposal to create 'punched' openings in the wall.

9.21 The nature and design of the openings has been the subject of extensive post-submission engagement with LCC and HE. The new openings will retain a stone cladding over each of the new entrances which will reuse the existing stone to maintain the colour, texture and material of the original wall. However, only the larger stones will be used, meaning there will be a subtle visual difference between the existing wall and the new intervention but should ensure that the visual continuity of the wall is retained – which is a key element of its significance.

9.22 The detailed design and construction methodology prepared by Pattern Design Architects and Laing o'Rourke should ensure that upon completion the integrity and significance of the wall is retained including important architectural and functional features such as the carved dock sign (on both sides of the dock wall); the timber gates and the existing entrances and their turreted openings.

9.23 The new openings would ultimately retain a (reconstructed) overhead section of the wall (lintels to be rebuilt) and are separated by columns). This approach should ensure that the visual continuity of the wall is retained in views from both Regent Road and from within the dock – which is a key element of its significance – and when viewed obliquely when travelling along the road from north to south the extent and width of the openings will be seen obliquely and appear even less obvious.

9.24 The primacy of the entrance turrets will also remain intact.

9.25 The impact on an appreciation of the listed wall is illustrated in an updated additional Townscape Visual Impact Assessment. This demonstrates that by ensuring that the openings are kept simple in finish when viewed from Regent Road, the extent and width of the openings will appear even less obvious when seen obliquely when travelling along the road from north to south. This also needs to be considered in the context of the entire length of the wall (of which 2.75km within the WHS).

9.26 From within the Dock, the wall had a more functional purpose of defence than an aesthetic one, with the remnants of other utilitarian and ad hoc structures evident. Even though the modern gates to the new openings would be more apparent from within the Dock, an appreciation of the scale of the wall would still be fully appreciable. The remnant brick wall relating to the Overhead Railway switchback, which abuts the boundary wall, will be removed where an opening is proposed but otherwise stabilised and retained in situ as evidence of the railway's presence.

9.27 Whilst the proposals would lead to the physical loss of historic fabric from the wall and create openings in what was designed to be a defensive and solid barrier, it is regarded that the harm to the listed structure would be less than substantial. The majority of the entire length of listed wall would remain intact and the nature of the proposed openings would ensure that the massive and fortress-like nature of the wall was retained. The retained elements of the remnant brick wall relating to the Overhead Railway will ensure that this 'archaeological' remnant can still be appreciated. The main entrance gates to this, and other docks along the length of the wall would retain their visual prominence.

9.28 Whilst the solidity of the wall is an important part of its significance, it also has a major negative influence on the community's appreciation of WHS beyond. The openings will also provide the considerable benefit of creating visibility and accessibility into a key part of the WHS for the general public.

9.29 The impact on the contribution that the wall makes to the OUV of the WHS would be Minor when the extent of the wall in its totality is taken into consideration.

The Impact of the Stadium on the wall's setting

9.30 The impact of the proposed stadium and associated structures would have a limited effect on the significance of the wall and its setting. The wall would continue to perform its function as a substantial physical barrier that separates the docks in the west from the road and city to the east with the stadium appearing, set back behind the wall. This is not dissimilar to how the remaining large warehouse structures in the area are perceived and the incorporation of the warehouse materiality and aesthetic into the façade of the stadium will further enable the relationship between the wall and the structure to be a sympathetic one.

9.31 The proposed public realm to the east of the stadium would contain necessary elements for the operation of the stadium including a number of structures that would sit close to the wall such as cycle parking and toilet provision. There are already remnants of former structures (overhead railway/switch-back) that sat alongside the inner face of the wall and any new structures would not impact the ability to appreciate the special interest of the listed wall as a tall and continuous barrier between Regent Road and the site.

Impact on the Contribution to OUV of the WHS

9.32 The proposed limited new openings in the wall will have a Minor impact on the contribution of the wall to the OUV of the WHS. The majority of the wall will remain entirely intact and the primacy of the original entrance turrets will be retained.

9.33 The proposed new stadium is also regarded as having a Minor impact on the setting of the wall. The proposals in the backdrop will not fundamentally alter the purpose and function of the wall to provide a barrier. Whilst the stadium proposals will bring about a change in the setting of the Dock Wall the extent to which the design has been conceived to respect the character of the area should minimise the impact on the setting of the listed wall. Therefore, any adverse effect to its setting is primarily caused by the physical opening up of the wall in three places.

Significance of Effect or Overall Impact on the Regent Road Dock Wall

9.34 There will be a direct impact on the heritage significance of the wall by the required openings through it, and by the construction of the stadium to its east. Overall it is considered that this impact will be Minor Adverse and therefore the scale and the overall effect would be Moderate/Large Adverse.

Cumulative effect taking into consideration the cumulative schemes

9.35 The Liverpool Waters permission has already accepted the principle that new openings into the Dock Wall (along its entire length) are necessary to improve permeability and access (including into Nelson Dock). (The detail of the openings will however be subject to separate full planning permission and listed building consent submissions as per the approved Princes Dock wall insertion.)

9.36 However, the completion of the cumulative schemes will not change the significance of effect of the proposals on the Regent Road Dock Wall.

The Hydraulic Engine House – Grade II – Very High Value

9.37 There will be no physical impact on the heritage asset at this stage as the planning application only seeks to facilitate its future change of use to an exhibition / cultural centre with ancillary café; all physical works (temporary or permanent) will be subject to separate Listed Building Consent ('LBC') submissions. However, at the outset, the applicant has made a clear commitment to repair, restore and convert the building in order to provide a viable and sustainable future use. It will also provide an active and purposeful termination of the River Walk through the WHS as envisaged in the Liverpool Waters Masterplan.

9.38 The north-south orientation of the proposed stadium has allowed for considerable space to be created between it and the Hydraulic Engine House. View 8 in the TVIA illustrates that despite the stadium being moved 4.5m to the east, the extent of this separation is still clear and how its special interest, in particular its architectural interest, can still be appreciated from Regent Road to the south.

9.39 View 3 of the TVIA illustrates (despite the CCTV post) that the Engine House is still legible above the Regent Road Dock Wall and in the context of the new stadium. The top of the brick façade of the stadium is also visible in this view and illustrates how the façade has responded to the Hydraulic Engine House in terms of materiality and tonality to ensure a harmonious context.

9.40 In its immediate setting, the proposed hard and soft landscaping scheme will ensure it retains its connection to its historic past, with the listed Bramley-Moore Dock walls still visibly sitting in front of the building, and the location of the stadium will ensure that in views along Regent Road the tower will still appear prominently over the Regent Road Dock Wall at the front of the site.

9.41 Where the proposed stadium and the Hydraulic Engine House are seen together, the complementary brick aesthetic of the stadium will ensure that it does not compete with the listed structure but will sit comfortably alongside it. The stadium will be a prominent, contemporary, positive new structure, its brick and steel design in keeping with the local vernacular materials.

Impact on Contribution to OUV of the WHS

9.42 There will undoubtedly be an impact on the setting of the Hydraulic Engine House due to its proximity, however it will retain its independence and dominant presence in many views, both immediate and long distance. Whilst currently the structure is the only one of any height in the vicinity, this is more to do with the extent of post-war demolition and site clearance than the reality of its historic setting – when it would always have been seen in the context of many other structures (primarily the elevated railways), and always behind the Regent Road Dock Wall. Permission already exists in the Liverpool Waters Masterplan for buildings to be built right up to its edge (the application proposal is therefore beneficial in terms of providing greater off-set distances to those already permitted via the Liverpool Waters scheme).

9.43 The impact of the proposals on the Hydraulic Engine House is twofold. In terms of the proposed change of use, to enable the restoration and re-use of the building, this is a considerable heritage benefit that will give the building a genuinely sustainable future optimum viable use. It will have a Major Beneficial impact on the contribution of the currently derelict building to the OUV of the WHS.

9.44 In terms of the impact of the proposals on the building's setting, and the contribution that that setting makes to the OUV of the WHS, this will be Minor. The integrity and authenticity of the building in terms of its technological significance will remain intact and it will remain as evidence of the integrated approach to port management. The building has always sat within a context of other buildings however the proposed stadium will be a dominant presence within its setting, infilling the dock. The building will still form part of the overall dock environment and therefore its contribution to the wider group of dock related buildings – of which its function was interrelated – will be preserved.

Significance of Effect or Overall Impact on the Hydraulic Engine House

9.45 It is considered that the impact that the change of use will facilitate is a Major Benefit to the building and will lead to a scale and severity of change that would be Very Large and Beneficial.

9.46 It is considered that the impact of the proposals on the setting of the Hydraulic Engine House would be Minor Adverse. The building will still form part of the overall dock environment and therefore its contribution to the wider group of dock related buildings – of which its function was interrelated – will be preserved and the extent to which the context and quality of the proposal has been considered will ensure that it is a positive relationship, however the proposed stadium would be a dominant presence within its setting. Therefore, the overall effect would be Moderate Adverse.

Cumulative effect taking into consideration the cumulative schemes

9.47 The Liverpool Waters permission has allowed for buildings of 27m and 28m to be built directly adjacent (and closer than the proposals) to the Hydraulic Engine House to the west and south. This would fundamentally change the immediate setting of the listed building from its existing situation. The submitted proposals (LPA ref. 20F/0217) at

Regent Road/Blackstone Road/Fulton Street would introduce a 9 storey hotel building on the opposite side of Regent Road to the listed building which would be visible in views up and down Regent Road.

9.48 By not undertaking the BMD element of the Liverpool Waters permission, the setting of the Hydraulic Engine House will be left more open, giving the listed building more space to be appreciated.

9.49 However, the completion of the cumulative schemes without the BMD element of the Liverpool Waters permission will not cumulatively change the impact of the proposals on the Hydraulic Engine House or its contribution to the OUV of the WHS.

Collingwood Dock, Salisbury Dock & Nelson Dock – Grade II – Very High Value

Impact on Contribution to OUV of the WHS

9.50 The dock structures, as with Bramley-Moore are all listed Grade II. Each of these structures is listed in its own right as examples of Jesse Hartley's innovative dock wall design, however together they form an intrinsic part of the inter-connected dock system design. Each dock interconnected with each other and, via the Stanley Dock, with the Liverpool-Leeds Canal.

9.51 This connection has now not been possible for many years as the Docks are already 'closed off' through the installation of an isolation structure at the southern end of Bramley-Moore Dock at its entrance to Nelson Dock.

9.52 The purpose of the water-channel incorporated within the proposal is to ensure that visually the interconnected nature of the dock complex encompassed by these listed docks is retained (and thus the sense of collective functional connection). This will allow for a continued full appreciation and understanding of how historically the docks were once used and how ships were once able to connect between each dock. It will also ensure that this important element of their contribution to the OUV of the WHS is not harmed.

9.53 Their special interest also lies in the purpose they facilitated as much as their physical construction and layout. This element of their significance has been much reduced with the loss of the majority of port activity and also the wharf buildings that once surrounded the docks.

9.54 In terms of the impact of the proposals on the respective docks setting, a number of the views in the TVIA (in particular 8,9, 26 & 27) demonstrate how the proposed stadium will appear within the context of the Docks prior to the development of any of the Liverpool Waters Masterplan for this part of the WHS. The proposal will introduce a structure that is not traditionally 'dock-related' into the dock context, however the proposal will not prevent a full appreciation of the special interest of each individual dock structure and its purpose, both historically and today – particularly when it is recognised that the docks would all have had buildings and structures of differing heights surrounding them that would have related to the port activities of each dock, preventing views between each dock except where there is a physical water connection - and this will be retained by the reinstatement of the water-channel.

9.55 It is important to note that historically there was very little inter-visibility between the Docks, due to the presence of the buildings that once surrounded them, and this will also be the case again when the approved Liverpool Waters Masterplan is implemented (approved parameters plan identifies varying timeframes for implementation with

Central Docks area to be developed out between 2020-2036; Clarence Docks between 2031-2026; and Northern Docks 2036-2041) .

9.56 Historically, the site would not have formed part of the visual setting of the surrounding docks due to the formerly enclosed nature of each of them.

9.57 The stadium will be a prominent, contemporary, positive new structure, its brick and steel design in keeping with the local vernacular.

9.58 The extent of change to the setting of each Dock will depend on its immediate proximity and inter-visibility and will range from Negligible to Minor.

Significance of Effect or Overall Impact on the Docks

Collingwood & Salisbury Docks

9.59 It is therefore considered that whilst the proposals will bring about a change in the setting of the listed Docks (particularly Nelson Dock), as they have historically been surrounded by structures and the waterbody and dock walls will remain intact it is not considered, when taking into account the design mitigation for the stadium, that their individual contribution to OUV or their individual architectural and historical interest will be harmed.

9.60 The significance derived from the perceived physical and functional connection between the integrated dock system, and therefore the listed docks, will be reflected by the water channel (the actual connectively having long been severed by the construction of the existing southern isolation structure on site).

9.61 It is considered that any impact on the ability to appreciate the setting of the listed docks or their contribution to the OUV of the WHS is Negligible and that their individual architectural and historical interest remains largely intact.

9.62 Whilst the proposals will bring about a change in the setting of the listed docks, the extent to which the design has been conceived to respect the character of the area means that this change is not harmful to their setting and thus regarded as Neutral.

9.63 Therefore, the overall impact would be Slight and Neutral.

Cumulative effect taking into consideration the cumulative schemes

9.64 The completion of the Liverpool Waters permission (LPA ref. 10O/2424 – latest non-material amendment is ref. 19NM/1121) will mean that development sits between the docks and the proposal site, nearly entirely removing the visual inter-connectivity other than where the docks interconnect and the proposed water channel will ensure that the collective inter-connectivity can still be appreciated. The scale and severity of change would remain Negligible and Neutral.

Nelson Dock

9.65 The proposals ensure that the northern retaining wall to Nelson Dock, and the physical artefacts of historical interest fixed to the coping stones as well as the lock gates are retained in situ.

It is considered that the impact on Nelson Dock will be Minor. The proposal will not impact the dock waterbody or its contribution to the WHS, however it will noticeably change its setting, with the stadium appearing directly to the north of the dock. The proposal will not prevent a full appreciation of the special interest of the dock structure and its purpose, both historically and today and its impact will be mitigated by the design approach and materiality of the proposed stadium, and at ground level by the landscape

proposals to incorporate the existing dock related objects. However, the part of its significance that relates to being physically adjacent to another water-filled dock to its north will be changed by the proposals. Therefore, the overall effect would be Moderate and Neutral.

Cumulative effect taking into consideration the cumulative schemes

9.66 The completion of the Liverpool Waters permission will change the wider setting of Nelson Dock, to include new development on all sides, however as the BMD element of the Liverpool Waters permission would not be completed if this application is permitted it will not change the effect of the proposals on Nelson Dock to the north.

Clarence Graving Dock – Grade II – Very High Value

Impact on Contribution to OUV of the WHS

9.67 The dock structure, as with Bramley-Moore is listed Grade II. It is listed in its own right as an example of Jesse Hartley's innovative dock design and together with the other listed docks forms an intrinsic part of the inter-connected dock system design. The Clarence Graving Dock was specifically a set of dry docks for ship repair and maintenance.

9.68 The proposal will introduce a structure - some distance away - that is not traditionally 'dock-related' into the dock context, however its impact will be mitigated by the design approach and materiality and it will not prevent a full appreciation of the special interest of the dock structure and its purpose, both historically and today – particularly when it is recognised that the dock would have had no visual connection with the Site originally and therefore would not have formed part of its setting. The significance derived from the perceived physical and functional connection between the integrated dock system, and therefore the listed docks, will be reflected by the water channel (the actual connectively being long severed). The impact of the proposal will be Negligible.

Significance of Effect or Overall Impact on the Clarence Graving Dock

9.69 Whilst the proposals will bring about a Negligible change in the setting of the listed docks, the extent to which the design has been conceived to respect the character of the area means that this change is not harmful to their setting and thus regarded as Neutral. Therefore, the overall impact would be Slight and Neutral.

Cumulative effect taking into consideration the cumulative schemes

9.70 The completion of the Liverpool Waters permission will mean that there will be considerable development between the dock and the proposal site effectively severing any visual interconnection such that the proposals would have a reduced impact on the Graving Dock. The proposed water channel will enable the inter-connectivity of the group of docks to still be appreciated and the cumulative impact would remain Neutral.

Stanley Dock – unlisted – High Value

Impact on Contribution to OUV of the WHS

9.71 The contribution of Stanley Dock to the OUV of the WHS is regarded as High. Similarly forming part of Jesse Hartley's overall dock design and the only dock constructed east of Regent Road, it was partially in-filled in 1900 when Tobacco Warehouse was built and is unlisted.

Significance of Effect or Overall Impact on Stanley Dock

9.72 It is considered that the impact on the setting of Stanley Dock will be Negligible. Due to the enclosed nature of the dock the application site does not form a direct part of its

visual setting and the proposal and the dock are unlikely to be seen in the same context in a meaningful way. As with the other docks, the significance derived from the perceived physical and functional connection between the integrated dock system, and therefore the listed docks, will be reflected by the water channel (the actual connectively being long severed). Therefore, the overall impact would be Slight and Neutral.

Cumulative effect taking into consideration the cumulative schemes

9.73 The completion of the Liverpool Waters permission will mean that there will be considerable development between the dock and the proposal site effectively severing any visual interconnection such that the proposals would have a reduced impact on the setting of Stanley Dock and the cumulative impact would be Neutral.

Leeds-Liverpool Canal – Stanley Locks – Grade II – Very High Value

9.74 The proposal will be visible from the upper locks but will not affect its setting and so it is considered that there will be no impact caused by the proposals.

9.75 The significance derived from the perceived physical and functional connection between the canal, through the integrated dock system, will be reflected by the water channel (the actual connectively having long been severed by the construction of a southern isolation structure between Bramley-Moore and Nelson Docks).

Impact on Contribution to OUV of WHS

9.76 There will be no impact of the contribution that the Leeds-Liverpool Canal Stanley Locks makes to the OUV of the WHS.

Significance of Effect or Overall Impact on the Leeds-Liverpool Stanley Locks

9.77 It is not considered that there will be any impact on the structures and therefore the overall impact would be Neutral.

Cumulative effect taking into consideration the cumulative schemes

9.78 The recently submitted 2-6 Lightbody Street application would probably mean that the proposals are not visible for much of the length of the canal spur and the completion of the cumulative schemes will not change the impact of the proposals on the listed locks.

Stanley Dock Warehouse (North side of Stanley Dock) – Grade II - Very High Value*

9.79 There will be negligible impact caused by the proposals to the setting of the Warehouse as their inter-visibility is only possible in longer distance views, where the Warehouse itself is not particularly prominent.

Impact on Contribution to OUV of the WHS

9.80 As one of the relatively few remaining dock warehouses an appreciation of its architecture and function are particularly important however the most important element of its setting relates to its functional relationship with Stanley Dock and as part of the extant group of historic warehouses identified as Key Landmark Buildings[139].

9.81 The TVIA has demonstrated that the listed building is primarily only fully appreciated in closer views. In longer views towards the site, such as views 7, 22, 23 & 24 just the top of the building is visible and generally it is overwhelmed in scale by the adjacent Tobacco Warehouse. However, when identified the warehouse forms a group, all recognisable by

[139] Liverpool Maritime Mercantile City World Heritage Site Supplementary Planning Document (2009) Liverpool City Council

their robust brick forms, with the other remaining warehouses on the eastern side of Regent Road, by Stanley Dock.

9.82 These views illustrate how the proposed stadium sits, visually, some way from the listed warehouse at a scale not dissimilar - at long distance – to that of the adjacent Tobacco Warehouse. The approach to the façade treatment of the stadium – with the brick facades ensuring that the structure has its origins in the warehouse architectural typology - 'grows out of' the Dock and its wider context further would ensure that the relationship is appropriate in terms of scale, mass and location in the context of the group of landmark buildings, particularly in light of the reduction in the stadium's height by 2 metres. The stadium will be a prominent, contemporary, positive new structure but its brick and steel design are in keeping with the local vernacular.

9.83 In closer views, when approaching from the north and south on Regent Road the Stanley Dock Warehouse is always visually separated from the proposal site by the road and the imposing Regent Road Dock Wall and when approaching from the south only comes into view once past the Tobacco Warehouse by which time the visual separation between the listed building and the proposal ensures little interconnection and thus impact on setting.

9.84 Whilst there is an oblique visual connection between the warehouse and the application site, it does not form an important element of its setting - which relates more to the existing group of historic buildings (both visually and in terms of the historic function) to the east of Regent Road - and thus significance. Therefore, it is considered that the impact of the proposal on the contribution that the Warehouse makes to the OUV of the WHS is Negligible.

Significance of Effect or Overall Impact on Stanley Dock Warehouse (north side of Stanley Dock)

9.85 It is considered that the impact on the warehouse is Negligible and the scale and overall impact would be Slight and Neutral.

Cumulative effect taking into consideration the cumulative schemes

9.86 The Liverpool Waters permission allows for buildings ranging from 28m to 33m in height between the warehouse and the application site. The development proposed around Nelson Dock will be considerably closer to the listed warehouse than the application site and will thus have a greater impact. When viewing the building from Regent Road it is likely that the submitted 2-6 Lightbody Street application will appear in the backdrop

9.87 The completion of the cumulative schemes (without the BMD element) will change the immediate setting of the warehouse to its west, introducing new development along the western and southern side of Nelson Dock between it and the proposal site – largely severing any sense of interconnectivity of the application site and the warehouse and their settings. These schemes will also mean that the building is no longer visible from the western side of the River Mersey. The significance of effect will remain Negligible and Neutral.

Hydraulic Tower to west of former North Warehouse at Stanley Dock – Grade II – Very High Value

9.88 The significance of the building derives from its role as part of Hartley's original dock construction and port management vision and would have provided power necessary to ensure the functioning of the dock complex.

9.89 It has architectural presence by virtue of its scale and position and the forms part of the group of key landmark buildings, along with the listed warehouses, surrounding Stanley Dock and the Bascule Bridge.

9.90 Due to the scale of the Bascule Bridge, the Hydraulic Tower is primarily appreciated in views from the north, looking south. Within this context its physical setting relates to being part of the Stanley Dock 'group' rather than the docks to the west. The building will still form part of the overall dock environment and therefore its contribution to the wider group of dock related buildings – of which its function was interrelated – will be preserved. Therefore whilst there will be occasions that the building will be seen in the same context as the proposed stadium this is not regarded as forming an important element of its setting and thus significance.

Impact on Contribution to OUV of the WHS

9.91 The building is one of the Key Landmark Buildings at Stanley Dock[140]. TVIA View 7 illustrates that the proposal will not affect the setting of the Hydraulic Tower in long views, and View 8 demonstrates that in close views the bascule bridge largely obscures any inter-visibility from the south. The proposals will not affect its contribution to the wider integrated dock complex. Therefore, the impact of the proposals on the contribution that the Hydraulic Tower makes to the OUV of the WHS would be Negligible.

Significance of Effect or Overall Impact on the Hydraulic Tower west of former North Warehouse at Stanley Dock

9.92 It is considered that the impact on the Hydraulic Tower would be Negligible and the scale and overall impact would be Slight and Neutral.

Cumulative effect taking into consideration the cumulative schemes

9.93 The completion of the cumulative schemes will change the immediate setting of the Hydraulic Tower to its west, introducing new development along the western and southern side of Nelson Dock between it and the proposal site – effectively severing any sense of interconnectivity of the proposal site and the Hydraulic Tower and their settings. The significance of effect would remain Slight and Neutral.

Stanley Dock Warehouse (south of Tobacco Warehouse – Grade II – Very High Value

9.94 The setting of this Dock is dominated by the Tobacco Warehouse to the north and partially by the Bonded Tea Warehouse to the south, both of which contribute to its setting as part of the group of historic warehouses. There is very little direct inter-visibility between the listed warehouse and the application site.

9.95 The proposed stadium would sit, visually, some way from the listed warehouse at a scale not dissimilar at long distance to that of the closer-by Tobacco Warehouse which already dominates this warehouse.

Impact on the Contribution to OUV of the WHS

9.96 The warehouse forms part of the group of Key Landmark Buildings at Stanley Dock[141]. However, whilst there is an oblique visual connection between the warehouse and the

[140] Liverpool Maritime Mercantile City World Heritage Site Supplementary Planning Document (2009) Liverpool City Council

[141] Liverpool Maritime Mercantile City World Heritage Site Supplementary Planning Document (2009) Liverpool City Council

application site, it does not form an important element of its setting and thus significance. Therefore, it is considered that there will not be an adverse impact on the setting and thus contribution that the warehouse makes to the WHS.

Significance of Effect or Overall Impact on Stanley Dock Warehouse (south of Tobacco Warehouse)

9.97 It is considered that there would be not be an adverse impact on the setting of the warehouse and therefore the overall effect would be Neutral.

Cumulative effect taking into consideration the cumulative schemes

9.98 The implementation of the Liverpool Waters permission will introduce development of considerable height to the docks on the western side of Regent Road Dock Wall. In views from the south this will potentially alter the sense of dominance produced by the group of warehouses at Stanley Dock.

9.99 The completion of the cumulative schemes will not change the impact of the proposals on the warehouse, which will remain Neutral.

Stanley Dock Entrances – Grade II – Very High Value

9.100 The entrances are largely appreciated in views to the east and in the context of the eastern Dock Wall and the warehouses beyond. Their special interest and setting relates directly to the Stanley Dock and the security which it provided for the goods within. Therefore, whilst there will be occasions that they will be seen in the same context as the proposed stadium this will not have an adverse impact on their significance or contribution to OUV.

Impact on Contribution to OUV of the WHS

9.101 It is not regarded that the proposal will have any impact on the contribution that the entrances make to the WHS – marking the entrance to warehouses to the east of Regent Road.

Significance of Effect or Overall Impact on the Entrances to Stanley Dock Warehouses

9.102 It is considered that there will be no impact on the entrances caused by the proposal and therefore the overall impact will be Neutral.

Cumulative effect taking into consideration the cumulative schemes

9.103 The completion of the cumulative schemes will not change the impact of the proposals on the Stanley Dock Entrances.

Tobacco Warehouse – Grade II – Very High Value

9.104 The proposals will appear in the setting of the warehouse.

9.105 The Tobacco Warehouse is of gigantic proportion and sits on the southern quayside of Stanley Dock. It is the most prominent of the Key Landmark Buildings at Stanley Dock[142]. The building would have dominated the Central Docks area – as it does still – and is visible from a considerable distance.

Impact on Contribution to OUV of the WHS

9.106 In the context of the proposals it is its dominant presence that is as important as its architecture and purpose – although recognising its purpose through its form and scale

[142] Liverpool Maritime Mercantile City World Heritage Site Management Plan 2017-2024

makes it an important marker in 'locating' the docks from longer views – all of which contribute to its status as a City Landmark.

9.107 The intent through the design process to minimize the proposed stadium height also ensures that it does not overwhelm or dominate the Tobacco Warehouse or its setting but sits in partnership with it in terms of scale.

9.108 The Liverpool Waters outline permission enables two buildings of 38m on the western quays of BMD and Nelson Dock and 29m on the southern quay of Collingwood Dock – there the stadium height (46.86m) is not substantially challenging what has already been approved in terms of scale.

9.109 In the key longer views in the TVIA from both sides of the River Mersey the form, scale and materiality of the Tobacco Warehouse is identifiable and appreciable. For example, in View 7 the brick 'box' form of the warehouse is distinguishable in its own right whilst the mass of the new stadium is some way to the left, broken up by the grey roof with its warehouse inspired brick façade below. This is also the case from The Wirral on the western side of the River Mersey. In views 22, 23 & 24 the proposed stadium does not appear very different in height to Tobacco Dock, and the architectural approach of the roof 'growing out of' its brick base and the Dock anchors it more contextually to its location. The simple palette of materials further mitigates against any impact.

9.110 The impact of the proposals is Minor. Whilst the proposal would be visible in the wider setting of the warehouse this will not have an adverse effect on an ability to appreciate the setting of the warehouse or its contribution to the OUV of the WHS.

Significance of Effect or Overall Impact on Tobacco Warehouse

9.111 It is considered that the impact on the setting of the warehouse is Minor and the scale and overall impact would be Moderate/Large and Neutral.

Cumulative effect taking into consideration the cumulative schemes

9.112 The completion of the cumulative schemes will change the immediate setting of the Tobacco Warehouse by the introduction of substantial new development to its west behind the Regent Road Dock Wall. The proposed 2-6 Lightbody Street residential-led mixed-use scheme to the east of Great Howard Road would appear in the backdrop in views across Stanley Dock further adding to the regeneration of the area.

9.113 As described above, the Liverpool Waters outline permission enables two buildings of 38m on the western quays of BMD and Nelson Dock and 29m on the southern quay of Collingwood Dock, and the parameters for Central Docks include building plots of 141/117/119/109 m high as well as blocks on the west side facing the river being 41m.

9.114 Cumulative View 23 of the TVIA illustrates how the proposal will form part of the overall redevelopment of the northern docks, the proposal itself would be partially obscured in the view by the approved Liverpool Waters scheme. Whilst still just visible above the setting Liverpool Waters scheme the setting of the Tobacco Warehouse will be altered and the impact of the proposal on the warehouse lessened as a consequence. It is considered that the cumulative impact on the warehouse is Negligible and the overall impact would be Slight and Neutral.

Bonded Tea Warehouse – Grade II – Very High Value

9.115 There would be no impact caused by the proposals on the setting of the Bonded Warehouse as it sits behind the Tobacco Warehouse and therefore there is no inter-

visibility between it and the site. The setting of the warehouse relates primarily to the group of warehouses in its immediate context.

Impact on Contribution to OUV of the WHS

9.116 There would be no impact on the contribution that the Bonded Tea Warehouse makes to the WHS.

Significance of Effect or Overall Impact on Bonded Tea Warehouse

9.117 It is considered that there would be no impact on the warehouse and therefore the overall impact would be Neutral.

Cumulative effect taking into consideration the cumulative schemes

9.118 The completion of the cumulative schemes will not change the impact of the proposals on the warehouse.

Victoria Clock Tower – Grade II – Very High Value

9.119 The Victoria Clock Tower is a prominent feature at the Mersey entrance to Salisbury Dock and directly in line with the Liverpool-Leeds Canal spur that leads down to Stanley and Collingwood Docks to the east. It is identified as a Key Landmark Building.[143]

9.120 It is a prominent landmark that provided time to shipping and the surrounding docks and sounded the half and high tides as well as warnings – all key elements of the Victorian dock management system. Its visual prominence is therefore an important element of its significance. In recognising that the docks were all originally surrounded by buildings, the existing extent of visibility between the docks should be recognised as only part of the tower's relationship with the surrounding docks – hence the warning bells as well as the clock.

9.121 There would be a minor impact on the setting of the Clock Tower due to the visibility of the Clock Tower across the docks, however historically this inter-visibility would have been limited by the structures that would have sat between the Clock and Bramley-Moore Dock.

Impact on Contribution to OUV of the WHS

9.122 Views 26 and 27 of the TVIA best illustrate the proposal in the context of the setting of the Clock Tower (although these views are currently not publicly accessible along with much of the northern part of the WHS). These views show that the Clock Tower retains its prominence at the entrance to the Dock and that views along all of the inter-connecting water channels between each of the Docks to the north will remain unimpeded by the proposal.

9.123 The views also illustrate the effectiveness of the design intention that the stadium becomes part of the 'family' of brick structures that typify those remaining in the vicinity, with its warehouse inspired façade.

9.124 In view 22 of the TVIA the proposal would appear behind the Clock Tower, however the tower's form would still be legible due to the contrasting materiality proposed for the stadium behind. Historically the Clock Tower would have had buildings behind it and it is also not considered that this is a not a key view point from which to specifically appreciate the Clock Tower's setting.

[143] Liverpool Maritime Mercantile City World Heritage Site Supplementary Planning Document (2009) Liverpool City Council

9.125 The significance derived from the perceived physical and functional connection between the integrated dock system, and therefore the listed docks, will be reflected by the water channel which will ensure that the majority of historic views towards the tower from the site will be retained.

9.126 It is therefore considered that whilst the proposals will bring about a change in the existing visual setting of the Clock, as the docks between the Clock and the application site would have historically been surrounded by structures it is not considered, when taking into account the design mitigation for the stadium, that its contribution to OUV or their individual architectural and historical interest will be adversely effected.

9.127 It is considered that that the proposals would not have a detrimental impact on the setting of the Victoria Clock Tower and its contribution to the WHS will remain intact.

Significance of Effect or Overall Impact on Victoria Clock Tower

9.128 It is considered that the impact on the Victoria Clock Tower would be Minor Neutral and the overall impact would be Moderate/Large Neutral.

Cumulative effect taking into consideration the cumulative schemes

9.129 Cumulative View 23 of the TVIA also illustrates how the setting of the Victoria Clock Tower will be changed by the completion of the Liverpool Waters permission and will further reduce the visual interconnectivity between the proposal site and the tower. The cumulative impact would be Negligible and the significance of effect would be Neutral.

Dock Master's Office, Salisbury Dock – Grade II – High Value

9.130 Whilst obviously designed to impress, its location relates primarily to the entrance to the Salisbury Dock and views out and along the River Mersey. When built, the other warehouses that lined the sides of the docks to the north and south would have meant there was no visual relationship between the listed building and the site of the stadium.

Impact on Contribution to OUV of WHS

9.131 It is considered that the proposals will not have an impact on the contribution the Dockmaster's Office makes to the WHS.

Significance of Effect or Overall Impact on Dockmaster's Office

9.132 It is considered that there would be no impact on the warehouse and therefore the overall impact would be Neutral.

Cumulative effect taking into consideration the cumulative schemes

9.133 The completion of the cumulative schemes (Liverpool Waters) will lead to a much-altered character and appearance to the conservation area and thus this part of the WHS however it will not alter the impact of the proposals on the OUV of the WHS.

Sea Wall – unlisted – Medium Value

9.134 The proposals would sit within the setting of the Sea Wall, particularly when seen in views from the west side of the River Mersey. The Sea Wall provides the 'datum' above which any dock structures and the city beyond 'sit' (although the dock waterbody actually sits well below the sea wall at BMD.

9.135 The proposal will introduce a stadium structure that is not traditionally 'dock-related' into the dock context, however the proposal will not prevent a full appreciation of the special interest of the Sea Wall and its purpose, both historically and today.

Impact on Contribution to the OUV of the WHS

9.136 The original Sea Wall is an intrinsic part of the Jesse Hartley's dock construction, providing the outer wall to all of his docks, however this structure has now been largely encapsulated within the more modern concrete construction that is now visible at BMD. Whilst the proposal would have a Minor visual impact on the setting of the Sea Wall, when taking into consideration the design mitigation for the stadium and the fact that historically (and currently) there were buildings seen beyond the sea wall, the proposal would not have an adverse impact on its setting and would not prevent an ability to appreciate its special interest or its contribution to the OUV of the WHS.

Significance of Effect or Overall Impact on the Sea Wall

9.137 It is considered that there would be a Minor and Neutral impact on the Sea Wall and therefore the overall impact would be Slight Neutral.

Cumulative effect taking into consideration the cumulative schemes

9.138 The completion of the cumulative schemes will not change the impact of the proposals on the sea wall but the Liverpool Waters permission will introduce a further change in its setting to the south.

Other Identified Non-Designated Heritage Assets

9.139 The Bascule Bridge – Medium Value – The bridge, that crosses the link between Stanley Dock and Collingwood Dock, was built in 1928 and originally also provided a crossing for the Dock Railway as well as rising up to allow access to and from Stanley Dock. Its setting is, for the most part, tightly defined by the Dock Wall to the west and the built structures to the east of Regent Road. Its position close to the remaining historic warehouses means that its setting is also inter-related with theirs as part of the group of remnant dock related structures as well as the Regent Road stretching beyond in both directions. The bridge is regarded as having Medium Value as a prominent unlisted building that has clear historical associations with the operation of the docks.

Impact on Contribution to the OUV of the WHS

9.140 It is not considered that the proposals will have a harmful impact on the significance of the bridge or its contribution to the OUV. The bridge which will remain framed by Stanley Dock to the east and the Salisbury Dock to the west but largely seen in the context of the Regent Road Dock Wall and the Stanley Dock group of warehouses.

Cumulative effect taking into consideration the cumulative schemes

9.141 The completion of the cumulative schemes will considerably reduce the impact of the proposals on the bridge as the Liverpool Waters permission will introduce development that blocks the proposals in views looking north (see View 8).

9.142 66 & 68 Regent Road & 9 Blackstone Street form a group, (along with the Grade II listed 15-17 Fulton Street) of warehouse/commercial buildings outside the conservation area but within the WHS Buffer Zone. They are regarded as having Low Value. Their historical and architectural interest derives in part from their association with the trade from the port of Liverpool at the peak of its prosperity and success and represent the expansion of the dock system northwards. Whilst their visual inter-connectivity with the application site would historically have been severed by the Coal Railway crossing Regent Road, they nevertheless provide historic context to the port and dock network.

Impact on Contribution to the OUV of the WHS

9.143 It is not considered that the proposals will have an impact on the ability of these buildings to contribute to the wider understanding of the impact of the docks on the

commercial development of this part of Liverpool or their ability to contribute to the setting of the conservation area and WHS. The retained Regent Road Dock Wall will continue to maintain the character of Regent Road and the Hydraulic Tower will remain a prominent and recognisable landmark. The buildings form part of a currently undetermined planning application for conversion to a hotel including a 9 storey element between them and the site. This will alter their immediate setting and their relationship with the site.

Cumulative effect taking into consideration the cumulative schemes

9.144 The completion of the cumulative schemes will not change the ability their ability to contribute to the OUV of the WHS.

9.145 Wellington Sandon & Huskisson Docks are located north of BMD and the application site. Outside the WHS, Wellington Dock is within the WHS Buffer Zone and they sit hidden partly behind the listed Regent Road Dock Wall. Whilst all unlisted and much altered, the docks nevertheless contribute to the setting of the WHS and the conservation area as representing the onward expansion of the docks to the north.

Impact on Contribution to the OUV of the WHS

9.146 It is not considered that the proposals or the completion of the cumulative schemes will alter this contribution to OUV and the setting of the WHS.

9.147 The remnants of the Overhead Railway are addressed in the section on the Regent Road Dock Wall.

Stanley Dock Conservation Area – Very High Value

9.148 Bramley-Moore Dock, the listed and many of the unlisted structures and artefacts within it all form part of the overall character and appearance of the conservation area and the area's contribution to the OUV of the WHS.

9.149 The majority of the other structures within the conservation area that make a positive contribution are also statutory listed and the impact on their individual setting has already been considered. These structures as well as a number of unlisted ones also form part of the overall character and the impact of the proposals on this overall character is also an important consideration.

9.150 Bramley-Moore Dock forms a key element of the conservation area character as defined in the World Heritage Site Management Plan 2017-2024; it is one of the 'system of interlinked wet docks representing the culmination of Jesse Hartley's development of dock design'[144]. However, it is also lies within part of the WHS that is currently predominantly vacant/derelict (including the derelict Hydraulic Engine House) aside from those buildings within the application site which have been identified as being of little value but currently have nominal temporary uses.

9.151 In terms of overall impact of the proposals on the character and appearance of the conservation area, the greatest impact will be on Bramley-Moore Dock itself in which the existing dock use and therefore character will be altered. The removal of the dock waterbody and the construction of the stadium structure over a significant element of it will fundamentally alter the character and appearance of this part of the conservation area as one of the five water-filled basins. As a core element of the conservation area and its system of interlinked wet docks, it is likely that the proposals will cause harm to

[144] Liverpool World Heritage Site Management Plan 2017-2024

its character and appearance through reducing the ability to appreciate the significance derived from the 'group' – all of which reflected and contributed to Liverpool's global dominance in maritime trade.

9.152 However, it must be noted that the proposals have been designed to allow for the long-term possibility of reversibility, and within the site itself, very little physical fabric of significance will be lost. The change will be to the open water and dock character of the Bramley-Moore Dock through the introduction of a structure that does not directly relate to the site's industrial and dock heritage.

9.153 The main unlisted structure to be demolished within the dock is the warehouse complex along the southern quayside. The structure does not possess any architectural interest and little historical interest other than the fact that there have been sheds on this site since the 19th century and are typical of a largely early 20th century utilitarian structure associated with warehouse/dock use.

9.154 Also proposed to be demolished is the remaining unlisted single storey structure on the northern quayside, which was once situated at the end of the elevated coal railway. The structure appears to date from the early 20th century and is also functional and without architectural merit. It is also in a poor state of repair. It has entirely lost its context and as a functional building with no purpose does not now contribute to the dock or conservation area.

9.155 At best these structures make a neutral contribution to the character and appearance of the conservation area – due only to the fact that they relate to the dock-use of the area. However, their utilitarian construction of no quality or detail means they have none of the importance of the more permanent remaining brick structures in the conservation area.

9.156 The extensive pre-application discussion with Liverpool City Council and Historic England has been undertaken to ensure that as many aspects of the proposals as possible have been designed to mitigate any adverse impacts that might be caused to heritage assets including the conservation area, as well as the OUV of the WHS.

9.157 The stadium base volume is conceived as a structure which grows from the dock, providing the robustness and solid appearance present in the multiple warehouses throughout the Stanley Dock conservation area. This base, built primarily in brick, replicates the rectangular massing of the warehouse typology, breaking the scale by dividing the brick into vertical piers by the use of recessed metal panels from that brick façade with a central glazed portal to the east and west. Above, the galvanised steel roof structure has been kept as low as possible to ensure minimum impact.

9.158 The facades of the key listed structures within the conservation area are documented as precedents for the study of the proposed brick colour. In collaboration with Historic England and Liverpool City Council, a palette of predominantly red brick, with a colour shade difference varying from orange and brown was chosen for the stadium, which was judged to best complement the Hydraulic Engine House by way of contrast, but to comfortably sit in its wider conservation area context. The brick tone, type and mortar has been agreed following substantial post submission engagement with HE and LCC.

9.159 To the west of the stadium will be a new West Terrace. The design of the stepped terrace references the historic dry docks in the WHS and provides a vantage point with views over the River Mersey and World Heritage Site whilst also providing the necessary a cover to the western concourse at ground level which is required for safety purposes

associated with the wind environment. The facades of this structure have been designed in the same warehouse typology, with similar materials, to ensure that it forms a coherent part of the overall proposed structure. Following the considerable consultation with LCC and HE the simplified façade now has a more solid presence and the detailing given a bolder and robust presence.

9.160 The inclusion of the water channel within the proposals is an important element of the design in terms of the conservation area – allowing the visual connectivity between the docks and thus the perceived functional connectivity (the actual functional connectivity having been severed some years ago by the construction of the southern isolation structure) that forms a key part of the area's character. It also allows for the exposure of the western side of the Bramley-Moore dock wall its original water-setting, with associated capstans and bollards reinstated (following removal for repair during the construction phase).

9.161 The new public realm, around the proposed stadium and the Hydraulic Engine House will incorporate a significant number of existing (re-purposed) artefacts and features, including granite sets, railway tracks, bollards and capstans and most importantly the Bramley-Moore Dock retaining wall will be visibly retained at ground level to delineate the former dock at its eastern end (blue-shaded surface to denote former extent of waterbody). Those artefacts that relate to the historic functioning of the docks are regarded as making a positive contribution to the character of the conservation area.

9.162 The new uses proposed within the eastern public realm area known as the 'Fan Zone' plaza will be largely unseen from outside the Regent Road Dock Wall to the east and where visible from currently open vistas to the south, will be seen in the context of the remaining artefacts.

9.163 The Landscape Strategy documents in detail the proposals for the public realm across the whole site and in particular how artefacts will be retained and re-used within the proposal. They will be given a meaningful use located within the site where possible to ensure that the dock's maritime history and past can be appreciated in the context of the new stadium and help to ensure the historic character and appearance of the dock is preserved even where the particular space has been re-purposed.

9.164 The surface car parking located to the west of the water channel will also be integrated into the landscape strategy (shared surface philosophy) and the architectural treatment to the Outside Broadcasting Enclosure and substation will reflect the design approach and materials of the base of the stadium.

9.165 The extent of the public realm proposed will ensure that the site can link into the River Walk that forms part of the Liverpool Waters Masterplan, with the Hydraulic Engine House providing a meaningful termination to this future route. The new public realm will also introduce public access to an element of the WHS that has been hitherto private.

9.166 While there will be a number of insertions/openings into the Regent Road Dock Wall, the overall sense of enclosure that the wall provides, and is part of the character of the area, will remain and the stadium will very much appear to be a structure 'behind' the wall. However, the new openings provide significant opportunity to the local community and visitors to view the WHS in a way that is not presently possible.

9.167 The proposal will not have a detrimental impact on the contribution that the Bascule Bridge makes to the conservation area which will remain framed by Stanley Dock to the east and the Salisbury Dock to the west but largely seen in the context of the Regent

Road Dock Wall and the Stanley Dock group of warehouses. Its historical functional purpose for carrying the dock railway will also remain unchanged.

9.168 The proposal site is located to the north of the majority of the existing 'group' of above-ground structures in the conservation area (that also form a key landmark group in the WHS). This group illustrate that the character of the area is partly defined by dominant 'strong' buildings which reflected the prosperity of Liverpool at that time.

9.169 A great deal of consideration and pre-application discussion has been undertaken to ensure that the proposal sits comfortably and contextually within the area, and this includes recognising the strength of the buildings that makes up the area as representations of the city's success.

9.170 The proposals will also provide a 'bookend' to the WHS and Conservation Area as beyond to the north is operational port and the United Utilities waste treatment plant.

9.171 The impact of the proposal on these structures and the wider conservation area is illustrated in the TVIA and Design & Access Statement submitted with the application. These views demonstrate how the proposed stadium would sit with, but apart from, the other warehouse structures. Its reduced height ensures that it does not overwhelm or dominate the other structures as it is of a contextual height to the Tobacco Warehouse. The careful consideration of materials ensures the structure – whilst obviously a stadium – recognises the limited palette of materials that contribute to the character of the area.

9.172 It is considered that the proposals demonstrate that the physical impact on the conservation area is primarily confined to Bramley-Moore Dock, with the impact on the wider area mitigated through the design considerations previously considered.

9.173 Bramley-Moore Dock is an important element of the conservation area; however, it is only a 'part' of it and its important interconnectivity to the other docks will be represented by the proposed water channel.

9.174 Therefore, whilst the impact of the proposal on the character and appearance of the conservation area is regarded as a very high level of harm because of the infill of the waterbody of the dock and also the impact that this will have on the ability to appreciate the significance derived as part of the 'group' of interconnected docks.

9.175 In terms of the impact on the contribution that the conservation area makes to the OUV of the WHS, it is considered that this will be Moderate. The impact of the proposal will lead to an element of the WHS being significantly modified, but important elements, such as the interconnectivity of the docks, and its separation from Regent Road behind the Dock Wall remain legible. The proposals will enable the repair and sustainable re-use of the Hydraulic Engine House - an important listed building within the conservation area – and public access to a part of the conservation area that has long been closed off from the community. The proposals will also enable the regeneration of a part of the WHS that will otherwise be left mostly derelict for potentially up to 20 years or longer (approved parameter plan for Northern Docks identifies 2036-2041 timeframe for implementation)..

Impact on Contribution to OUV of the WHS

9.176 In terms of the impact on the contribution that the conservation area makes to the OUV of the WHS, it is considered that this will be Moderate Adverse. The Conservation Area forms Area 3 of the WHS and is therefore of very high significance and the proposals will lead to a comprehensive change of setting for Bramley-Moore Dock. However, for the wider conservation area this change will not have such a comprehensive effect and will

not prevent an appreciation of the key elements that have been identified as giving the area its value across the whole WHS.

Significance of Effect or Overall Impact on Stanley Dock Conservation Area

9.177 It is considered that the impact of the proposals on The Stanley Dock Conservation Area will be Moderate Adverse and therefore the overall impact would be Large/Very Large and Adverse.

Cumulative effect taking into consideration the cumulative schemes

9.178 The Liverpool Waters permission will fundamentally alter the character and appearance of the conservation area over its existing state, introducing buildings up to 38m in height and allowing for increased accessibility and permeability through the Regent Road Dock Wall. The proposed 2-6 Lightbody Street scheme to the east of Great Howard Road would appear in the backdrop in views across Stanley Dock further adding to the regeneration of the area whilst the 9 storey proposed hotel scheme at Regent Road/Blackstone Street would be visible beyond the conservation area to the north on Regent Road

9.179 The completion of the cumulative schemes without the BMD element of Liverpool Waters will still lead to a much-altered character and appearance to the conservation area, particularly to the west of the Regent Road Dock Wall. Due to the impact of this application on the conservation area being primarily confined to Bramley-Moore Dock the cumulative effect of the impact will remain largely un-changed, however the individual impact of the proposal on the wider area will be much reduced due to the extent of development proposed by the Liverpool Waters Masterplan.

Liverpool Maritime Mercantile City World Heritage Site – Very High Significance

9.180 This report has identified the Outstanding Universal Value of the WHS; the criteria for which it was inscribed; the integrity and authenticity of the WHS; and its identified attributes.

9.181 The OUV identifies 'Six' areas in the historic centre and docklands of Liverpool which bear witness to the development of one of the world's major trading centres in the 18th, 19th and early 20th centuries. A series of significant commercial, civic and public buildings lie within these areas, including the Pier Head, with its three principal waterfront buildings – the Royal Liver Building, the Cunard Building, and Port of Liverpool Building; the Dock area with its warehouses, dock walls, canal system, docks and other facilities related to port activities; the mercantile area, with its shipping offices produce exchanges, marine insurance offices, banks, inland warehouses and merchant's houses, together with the William Brown Street Cultural Quarter, including St George's Plateau, with its monumental cultural and civic buildings'.

9.182 The assessment has also identified the key heritage assets that contribute to the OUV of the WHS that would potentially be affected by these proposals in order to consider their contribution to the WHS and consider the impact that the proposals would have on each asset within the context of the WHS. This section considers the WHS as a single entity and the proposals' impact on the overall OUV.

Impact on Integrity and Authenticity of the WHS

9.183 As identified, the site is located within Character Area 3 of the WHS and it has been established that the site and the assets that it contains reflect a number of the attributes of the WHS and contribute to the OUV of the WHS as comprising one of the system of

interlinked wet docks that represent the culmination of Jesse Hartley's development of dock design, and is a dramatic component of Liverpool's historic dockland. In particular the spirit of innovation; the role of Liverpool in the development of the British Empire and global trade; and the development of the city as a port city of global importance.

9.184 The open water spaces of the docks along with their associated remaining buildings, artefacts and inter-connectivity form part of the integrity of the WHS and testify to the OUV in terms of form and design, materials, and to some extent use and function.

9.185 The proposals would infill the Bramley-Moore Dock for the construction of a stadium and associated uses which would result in a permanent change to heritage assets located within the Site that are also identified as contributing to the WHS. They would also impact the setting of a number of heritage assets in the vicinity.

9.186 In terms of the integrity of the WHS it would still be possible for the quality and innovation of technology and architecture, including the interconnected nature of the dock system within the Character Area to be appreciable and understandable. Even within BMD elements of the innovative dock wall (western wall of the proposed new water channel - similar to those in other docks) its inter-connectivity and also its scale would all be appreciable. However, it is recognised that the loss of much of the dock as open water and the contribution that the open water makes to the OUV would be lost.

9.187 The partial in-filling of one the docks and the alterations (new openings) to the Regent Road Dock Wall would diminish the historical authenticity of the dock as well as its role as part of the integrated dock system – which was crucial to the development of Liverpool as a port city of global importance and central role in the development of the British Empire and global trade.

9.188 However, there is a long tradition of the infilling of Docks within the Liverpool Docks throughout the WHS, with the Three Graces built on former Docks as well as The Museum of Liverpool and the Liverpool One development. The Clarence Dock Power Station was built in the infilled Dock in 1929 (subsequently demolished in 1994).

9.189 It should be noted that, as with the infill of the Wellington Dock, the proposals have been designed so that the long-term option of reversibility is possible.

9.190 The visual impact of the proposals on the wider WHS have been tested in the TVIA. This includes those views identified in the WHS SPD[145] and also other views chosen (following detailed pre-application and post-submission consultation with Liverpool City Council and its retained heritage advisor) to consider the impact of the proposals on other key landmarks and vistas across the wider WHS.

9.191 With regard to the proposal in views across the River Mersey towards the WHS, these are illustrated in views 22, 23 & 24 of the TVIA. In views 23 & 24 – which are those closest to the proposal Site, the Key Landmark Buildings in close proximity to the proposal – the Stanley Dock complex, dominated by the Tobacco Warehouse, and the Victoria Clock Tower – all retain their prominence, integrity and authenticity. The proposal will introduce a culturally important structure that is not traditionally 'dock-related' into the dock context. However, the approach to the façade treatment of the stadium – with the brick facades ensuring that the structure has its origins in the warehouse architectural typology - 'grows out of' the Dock and its wider context. The stadium will be a prominent, contemporary, positive new structure but its brick and steel

[145] Liverpool Maritime Mercantile City World Heritage Site Supplementary Planning Document (2009) Liverpool City Council

design reference the local vernacular and are in keeping with the tradition of strong, muscular buildings that define Liverpool's prosperity and success.

9.192 In this respect, the proposals reflect the quality and innovation of the city's architecture and cultural activities, identified as a component of OUV, without diminishing those that contribute to the WHS.

9.193 In View 22, the proposal appears behind the Victoria Clock Tower, however its form should still be legible due to the contrasting materiality proposed for the stadium behind (and historically buildings would have appeared behind the Tower).

9.194 A number of the views have been identified to consider the proposals from the other Character Areas and from within the Buffer Zone – in particular Pier Head (Character Area 1) and the Albert Dock Conservation Area (Character Area 2). Views 13-20 in the TVIA illustrate that the proposal would not be visible in any of these views or from those Character Areas of the WHS.

9.195 It is considered that whilst the proposals would cause a Major Adverse change to the dock within the site they would cause a Moderate Adverse change to the Stanley Dock Conservation Area which forms Character Area 3 of the WHS. This also reflects Historic England's conclusions that the magnitude of impact to the conservation area would be Moderate Adverse leading to a significance of impact on the authenticity and integrity of the whole WHS to be Large/Very Large'.

9.196 The Bramley-Moore Dock site is one of the series of inter-linked docks in a part of the WHS that is currently predominantly vacant/derelict and whilst the proposal will significantly modify the Dock and associated heritage assets and elements of its setting, the overall understanding of the dock construction and port management of which it forms part, will still be appreciable and understandable. The proposals would also enable the repair and re-use (and thus better appreciation of) an important heritage asset that contributes to OUV but has been derelict for decades and open up to the public a part of the WHS that has been privately operated and securely closed.

9.197 From large parts of the WHS and its Buffer Zone the proposal would not be visible, and where it is the approach to the façade treatment of the stadium – with the brick facades ensuring that the structure has its origins in the warehouse architectural typology and in keeping with the local vernacular – ensures the building sits comfortably in its setting. The proposals would not affect any of the five other areas identified within the WHS, any of the buildings or attributes that they contain or an ability to appreciate the elements of OUV that they convey.

9.198 However, when applying the ICOMOS matrices, the proposals would alter the BMD dock and change key historic building elements such that the conservation area and character area is significantly modified and it is considered that the significance of the effect or overall impact on the WHS resulting from the Proposed Development would be Large/Very Large and Adverse.

Cumulative effect taking into consideration the cumulative schemes

9.199 The completion of the cumulative schemes (primarily Liverpool Waters) will lead to a much-altered character and appearance to the conservation area and thus this part of the WHS however it will not alter the impact of the proposals on the OUV of the WHS which will remain Large/Very Large and Adverse.

10 World Heritage Site Supplementary Planning Document (SPD) October 2009

10.1 Whilst the World Heritage Site SPD was produced before the NPPF was published in 2012, it nevertheless amplifies the existing adopted UDP heritage / conservation policies and provides guidance for protecting the OUV of the WHS whilst encouraging investment and development which will secure regeneration for the area.

10.2 Section 4.4 considers views to, from and within the WHS. The TVIA that accompanies this application has demonstrated the impact of the proposals. These have also informed the heritage assessment contained within this report.

10.3 With regards Riverside Development in section 4.5, the proposals contribute to the 'aim to create a cohesive and exciting waterfront of both historic and contemporary buildings, which sit harmoniously together'.[146]

10.4 Section 4.6 relates to Tall Buildings. The proposals have had full regard for the guidance within this section, including the recognition that medium-rise buildings to the north of Collingwood Dock and Salisbury Dock might be acceptable[147]. The revised scheme has reduced the height of the roof to below 45m (thereby resulting in the structure being defined as mid-rise within the World Heritage Site SPD).

10.5 The views prepared as part of the TVIA demonstrate that the proposal would not be 'over-dominant…and out of context with its prevailing character'[148] and would not be seen from the majority of the WHS.

10.6 Section 4.7 relates to Dock Water Spaces. The proposals are contrary to the guidance which states 'it is essential that the fundamental integrity of the docks as open water spaces is retained' (4.7.2) and that 'the retention of the contributions of the docks as focal points, to setting and openness is critical in both heritage conservation and urban design terms' 4.7.4), further, 'the surviving areas of docks in the WHS and Buffer Zone, including historic dock retaining walls, quaysides, artefacts and their water spaces should be conserved, retained and enhanced' (4.7.6).

10.7 The extent of the impact is considered earlier in this report, it can be noted however, that the proposals do meet a number of the criteria for when permanent structures in water spaces may be acceptable:

10.8 ii) them not prejudicing water-based activities or the role of the docks as settings for surrounding buildings/developments; iii) the role of the docks in demonstrating innovative technologies and method of dock construction being safeguarded and transmitted; and the community benefit of a new structure being proven to substantially outweigh any disbenefits to the cultural heritage'.[149]

10.9 Section 5 provides guidance specific to the WHS. The proposals have had full regard for paragraph 5.2.5 that 'new development should reflect local variations in building heights and ensure that they do not dominate areas by virtue of their height'. And para 5.2.6 'new buildings in the WHS should not generally exceed the height of the tallest building in the immediate vicinity of the streets that they address…(the only exception to this is the area north of Salisbury and Collingwood Docks, where there is very little

[146] Liverpool World Heritage Site SPD (2009) 4.5.2
[147] Liverpool World Heritage Site SPD 4.6.13
[148] Ibid.
[149] See Planning Statement for 'community benefits.

predetermined form of development)'. Further attention has been given to ensuring 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 the new development, in terms of its height and other factors, on the setting of these listed buildings'.

10.10 Section 6 offers guidance specific to the Character Areas within the WHS. Of particular relevance, the proposals have had full consideration for the guidance provided in paragraphs 6.4.6 and 6.4.8 regarding the Dock Wall, ensuring that the wall and its setting are retained, repaired and preserved including associated features and that the proposals respect the integrity and setting of the Dock Wall and the proposal is set more than 9 metres behind the wall with the historic surfaces being incorporated into the proposals in a coherent and meaningful way.

10.11 It is recognised that the proposals do not reflect the guidance provided in 6.4.12 regarding water spaces with the impact of this discussed in detail earlier in the report.

10.12 With regard to public realm, historic paving materials and fixtures and street furniture will be preserved, conserved and replicated where the historic character of the docks survive. Similarly, areas of railway track will be reinstated as part of the landscape strategy for the public realm as suggested in paragraph 6.4.16.

11 Conclusion

11.1 This report should be read alongside the Heritage Statement and all other relevant reports as identified in the Introduction.

11.2 This Statement provides a baseline analysis of the Site and its historical development and an assessment of the identified designated and non-designated heritage assets which may be affected by the proposed Development and present within the Site or its environs.

11.3 The proposals build-upon a historical tradition within the Liverpool Docks for the re-use and re-purposing of individual docks as has taken place on the site of the Three Graces, the Museum of Liverpool, Liverpool One and the former Clarence Dock.

11.4 This document sets out an assessment of the potential impact of the Development on the OUV of the WHS, which is evaluated through consideration of the impact on the criteria and attributes which convey the OUV of the WHS. It also considers the proposals with regard the World Heritage Site Supplementary Planning Document (2009).

11.5 As well as considering the impact of the proposals on each asset, it has been assessed that the significance of the effect or overall impact on the overall WHS resulting from the Proposed Development would be Large/Very Large Adverse. This is based on a Major Adverse Impact on the Bramley Moore Dock and a Moderate Adverse Impact on the Conservation Area - elements of the WHS attributed with Very High value, concluding a Moderate Adverse Impact on the overall OUV of the WHS.

11.6 The proposals offer a considerable number of heritage benefits to the WHS, most notably the repair and viable re-use of the Hydraulic Engine House and also opening up this part of the WHS to the general public to allow for a greater appreciation of its value. Other substantial benefits that derive from the proposal are outlined in the Heritage Statement and the Planning Statement.

11.7 Although when taking into consideration the cumulative schemes (primarily Liverpool Waters) the cumulative impact is considered to remain unchanged to the overall World Heritage Site, the outline permission granted for Liverpool Waters will fundamentally alter the character of the northern part of the WHS and sever much of the existing inter-visibility through the dock system in this part of it. The introduction of the stadium will not be a significant variation in terms of scale and height to that already approved.

11.8 This report has focused on an Impact Assessment based on the ICOMOS guidance, but as outlined in the WHS Management Plan[150], the acceptability of schemes within the WHS will also need to be considered in terms of the National Planning Policy Framework – which enables the decision maker to allow development within the WHS even under circumstances of substantial harm - providing it can be demonstrated that the substantial harm is necessary to achieve substantial public benefits that outweigh that harm or loss.

11.9 Therefore, whilst this report forms part of the overall suite of documents informing the application the wider planning-based balancing exercise will need to be completed having regard to the entire application submission.

[150] World Heritage Site Management Plan 2017-2024 p.49

72 Pymer's Mead
London SE21 8NJ
T: 020 8670 9057
F: 0871 750 3557

mail@kmheritage.com
www.kmheritage.com