

**SITE CO2, WEST WATERLOO DOCK
LIVERPOOL**



HERITAGE/ICOMOS ASSESSMENT

October 2019

1.0 INTRODUCTION

- 1.1 This report assesses the potential impact on heritage assets and the Outstanding Universal Value of the World Heritage Site, of a residential development (Plot CO2) at the former West Waterloo Dock in Liverpool.
- 1.2 The site is outside the boundary of the Liverpool Maritime Mercantile City World Heritage Site, but is within the buffer zone, and the development is visible from, and within the setting of the grade II listed Waterloo Warehouse, the grade II listed Dock wall, and that of the World Heritage Site. The site is not located within a conservation area, and there are no buildings of special architectural or historic interest on the site. There are no designated heritage assets on the site, but the development is located partially within the West Waterloo Dock, which, despite much alteration and significant changes to its form and function, helps to define the setting of the World Heritage Site.
- 1.3 The development is for the construction of four residential blocks, in an orthogonal layout, and aligned north-south. The site is identified within the Liverpool Waters Parameters Plan Report, given planning permission in 2013 (Ref: APP100/2424), and this also allowed for further infilling of West Waterloo dock, which has already been partially infilled. The Central Docks Masterplan which sits as part of the outline consent also reinforces the required partial infill of West Waterloo Dock, to accommodate Plot CO1 and CO2. To the south of the site is Princes Half Tide Dock, the retaining walls for which are grade II listed, whilst to the east is the grade II listed Waterloo Warehouse, and to the north and west is the location of the proposed northern link road from Regents Road to the east (18F/2628), and which leads to the proposed Isle of Mann ferry terminal at Princes Half Tide Dock (18F/3231) and the wider Liverpool Waters development area. Immediately to the east of the site is the Leeds-Liverpool canal link, which occupies the remaining water space of West Waterloo Dock.
- 1.4 This report describes the heritage context and the assets, with a commentary on their significance, and the potential for impact due to the development proposals. The assessment also includes the potential impact on the Outstanding Universal Value (OUV) of the World Heritage Site (WHS), using methodology produced by ICOMOS.
- 1.5 The report has been prepared by Rob Burns, an archaeologist, urban designer and specialist in heritage issues, who has 30 years of experience in dealing with historic townscapes and buildings. Formerly employed by English Heritage (now Historic England) as a specialist in urban conservation and regeneration/development, he has worked extensively in Liverpool.
- 1.6 The Planning (Listed Buildings and Conservation Areas) Act 1990 requires that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area. The Act also places a statutory duty upon the Local Planning Authority, in determining applications for development affecting listed buildings, to pay special regard to the desirability of preserving the special interest and setting of a listed building.

1.7 The National Planning Policy Framework (NPPF- 2019) includes advice on heritage matters and what should be taken into account when dealing with the historic environment. Paragraph 189 states that;

In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance'.

1.8 In relation to the World Heritage Site, the UNESCO Operational Guidelines (2017) apply to developments that may affect Outstanding Universal Value.

1.9 This report describes the significance of the various heritage assets that may be affected by the development proposals, and the impacts. It also identifies issues of Outstanding Universal Value of the WHS, and measures impacts. The report has been compiled following a number of site visits as the design of the scheme has evolved, as well as an analysis of legislation and guidance, and research undertaken through local and national archives.

2.0 HERITAGE CONTEXT

Liverpool World Heritage Site (WHS)

- 2.1 In July 2004, Liverpool was inscribed onto UNESCO's World Heritage List by the World Heritage Committee. As part of the inscription process, the World Heritage Committee stated that planning procedures should be applied to ensure that the height, character and location of any new construction in the World Heritage Site and its Buffer Zone respects the area's special architectural, historic, townscape and visual interests. This is captured in the World Heritage Site Management Plan and the Supplementary Planning Document (2009). The Statement of Significance is attached as Appendix 1.
- 2.2 The Liverpool Maritime Mercantile City WHS was inscribed as “the supreme example of a commercial port at the time of Britain’s greatest global influence” and was inscribed as a WHS in 2004. The inscription was based on the following criteria:
- *Criterion (ii): Liverpool was a major centre generating innovative technologies and methods in dock construction and port management in the 18th and 19th centuries. It thus contributed to the building up of the international mercantile systems throughout the British Commonwealth.*
 - *Criterion (iii): the city and the port of Liverpool are an exceptional testimony to the development of maritime mercantile culture in the 18th and 19th centuries, contributing to the building up of the British Empire. It was a centre for the slave trade, until its abolition in 1807, and to emigration from northern Europe and America.*
 - *Criterion (iv): Liverpool is an outstanding example of a world mercantile port city, which represents the early development of global trading and cultural connections throughout the British Empire. ”*
- 2.3 The buffer zone extends beyond the World Heritage Site boundaries, primarily to protect its visual setting and to ensure that future development in the setting of the Heritage Site respects the Outstanding Universal Values (OUV). The proposed development site is not within the WHS, but is within the Buffer Zone.
- 2.4 The World Heritage Site boundary encompasses the area within the City which contributes to its outstanding universal value and retains a high degree of integrity and authenticity, relating strongly to its historic role as a commercial port. It stretches from Bramley Moore Dock to Wapping Dock and includes the historic business and cultural quarters as well as earlier warehousing areas within the Ropewalks quarter. The Site is divided into 6 distinctive areas, and these are shown along with the WHS area and Buffer Zone in Figure 1:

- Character Area 1 - The Pier Head is an early 20th century designed ensemble centred around three monumental commercial buildings that define Liverpool's waterfront.
- Character Area 2 - Albert Dock and Wapping Dock. This area retains its mid 19th century docks as well as many of its warehouses, water spaces and associated buildings.
- Character Area 3 - Stanley Dock Conservation Area encompasses the northern part of the docks including Princes Half-Tide Dock, Stanley Dock and the surviving Dock Wall. The area is mostly derelict and disused (except at Waterloo Dock) and has massive potential for extensive heritage-based regeneration. Character Area 3 is the nearest to the development site.
- Character Area 4 - Castle Street / Dale Street / Old Hall Street Commercial District covers the historic mercantile, commercial and civic centre of Liverpool and is focussed on the area of Liverpool's medieval origins.
- Character Area 5 - William Brown Street Cultural Quarter encompasses the historic cultural heart of the City and includes the magnificent St. George's Hall and William Brown Street complex of cultural buildings; it also includes Lime Street Station - a major gateway into the City.
- Character Area 6 - Lower Duke Street forms part of the Ropewalks Area. This area represents an unusual survival of an area of 18th and 19th trading townscape relating to the historic docks. It is also addressed by a separate SPD.

2.5 Those tangible aspects and attributes that convey OUV, based on the strength of authenticity and integrity, can be summarized as:

- Innovative dock technology and the dock systems (character areas 2 and 3)
- Warehouses (character areas 2,3, 4 and 6)
- Commercial buildings (character areas 1 and 4)
- Civic buildings (character areas 4 and 5)
- The street pattern, morphology, 3D envelope of the Property, texture and tone, residual industrial and civic remains such as the public realm, and historic layering of the city, including archaeological deposits and palimpsest sites.

2.6 Intangible attributes that express OUV are not limited to the WHS boundaries, but include amongst other qualities:

- Innovation and inventiveness
- Adaptability and re-use
- Commercial and economic imperatives
- Ostentation
- Ethnic and societal diversity
- Civic unrest, 'edginess' and radicalism
- Risk-taking
- Entrepreneurship and purposefulness

- Cultural pre-eminence

2.7 The proposed development site lies outside the World Heritage Site but is within the Buffer Zone. Geographically, the nearest character areas to the development site is the Stanley Dock to the north and south of the site, with the dock boundary wall to the east. The location of the development site, the nature of the surrounding townscape, the topography of the city, the existence of long range views and the scale of the proposals are all elements that have potential to lead to heritage impacts.

Listed Buildings

2.8 Section 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Act) imposes a duty on the Secretary of State to compile or approve a list or lists of buildings of special architectural or historic interest as a guide to the planning authorities when carrying out their planning functions. The statutory criteria for listing are the special architectural or historic interest of a building. Many buildings are interesting architecturally or historically, but, in order to be listed, a building must have “special” interest.

2.9 The development site does not contain any listed buildings within its curtilage, with the nearest listed building the grade II Princes Half Tide Dock to the south east of the site, and the grade II Waterloo Warehouse to the east. However, other landmark buildings, such as the Anglican (grade I) and Metropolitan (grade II*) Cathedrals have extensive settings, due to the topography of the city and their location and scale. Any impacts on listed buildings are secondary rather than direct, and relate to setting. Due to the topography of the city, the opportunity for wide ranging panoramic views, and the scale of the proposals, there is potential for impact on a number of listed buildings. These are:

- Anglican Cathedral (grade I)
- Royal Liver Building (grade I)
- The Metropolitan Cathedral (grade II*)
- Cunard Building (Grade II*)
- Port of Liverpool Building (grade II*)
- Stanley Dock Tobacco Warehouse (grade II)
- Victoria Clock Tower (grade II)
- Waterloo Warehouse (grade II)
- Princes Half Tide Dock and its separately listed lock gates (both grade II)

The setting of each of these will be described and assessed as part of the impact analysis.

Conservation Areas

2.10 Conservation Areas are defined in the Planning Act 1990 (Listed Buildings and Conservation Areas) as areas of "special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance".

- 2.11 There are a total of 36 designated Conservation Areas within Liverpool, and a large amount of the City Centre is protected by this policy designation. The proposed development site lies within close proximity to the Stanley Dock conservation area, but is not situated within it. The boundaries of the conservation area are coterminous with the WHS Character Area 3. Impacts on the conservation area are restricted in this case to setting rather than change to physicality or fabric.

Scheduled Ancient Monuments.

- 2.12 There are 4 Scheduled Ancient Monuments within Liverpool, and none of these are within the city centre or within close proximity to the application site.

Registered Parks and Gardens

- 2.13 Liverpool, and its immediate vicinity, has a number of important designated historic parks that form part of a network of green spaces throughout the city and wider city region. These include:

- 1 Stanley Park - Grade II
- 2 Anfield Cemetery - Grade II*
- 3 Newsham Park – Grade II
- 4 Toxteth Park Cemetery
- 5 Princes Park - Grade II
- 6 Sefton Park - Grade II*
- 7 Birkenhead Park (Wirral) - Grade I

- 2.14 No significant views from the city's suburban, historic parks and landscapes were identified. Many of the city's Victorian parks are bounded by large villas and have extensive tree cover that tends to contain the views. As a result, views of the wider city skyline are significantly restricted. In contrast to this, the modern Everton Park provides elevated panoramic views over the city and a view from this location is included within the principal viewpoints.

Non-designated heritage assets

- 2.15 Liverpool City Council does not hold a local list of significant buildings or other heritage assets, nor was the site identified as having archaeological finds or of interest with the Merseyside Historic Environment Record. However, the site is located within the in-filled Victoria Dock although the former dock walls are not affected.



Figure 1. World Heritage Site and Character Areas (reproduced from the WHS SPD)

3. **POLICY AND GUIDELINES CONTEXT**

Planning (Listed Buildings and Conservation Areas) Act 1990

- 3.1 This remains the primary legislation governing the historic built environment, and in relation to listed buildings places a statutory duty on Local Planning Authorities to have special regard to the desirability of preserving the building or its setting, or any features of special architectural or historic interest which it possesses (sections 16 and 66). In *Barnwell vs East Northamptonshire DC 2014*, it was clarified that ‘decision makers should give considerable importance and weight to the desirability of preserving the setting of listed buildings’.
- 3.2 Similarly, in respect of conservation areas, a Local Planning Authority must pay special attention to the desirability of preserving or enhancing the character or appearance of that area.

National Planning Policy Framework (2019)

- 3.3 The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The Government sees three dimensions to sustainable development: economic, social and environmental, and these roles should be regarded as mutually dependent. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities. The planning system is therefore expected to play an active role in guiding development to sustainable solutions. Policies 184 -202 are related to conserving and enhancing the historic environment.

The NPPF describes the historic environment in terms of “*heritage assets*,” and states that *assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.*

- 3.4 Paragraphs 187 and 189 of the NPPF require planning applicants and local planning authorities to assess the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be appropriate to the assets’ importance and no more than sufficient to understand the potential impact of the proposal on their significance. Local planning authorities should take this assessment into account when the potential impact of proposed development to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal.
- 3.5 Paragraph 191 of the NPPF states that where there is evidence of deliberate neglect or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.
- 3.6 Paragraph 192 states that local planning authorities should take account of the desirability of new development sustaining and enhancing the significance of heritage assets; the positive contribution that heritage assets can make to sustainable communities; and the desirability of new development making a positive contribution

to local distinctiveness.

- 3.7 Paragraph 193 sets out policy principles guiding the consideration of impact of development on the significance of a designated heritage asset. The more important the asset, the greater the weight should be given to the asset's conservation. Any harm to or loss should require clear or convincing justification.
- 3.8 Paragraph 195 provides a series of tests which should be applied in cases where substantial harm to or total loss of significance will be caused. In the case of development proposals which will lead to substantial harm or loss, this harm should be weighed against the public benefits of the proposal.
- 3.9 Paragraph 196 states that where a development proposal will lead to less than substantial harm to the significance of a heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 3.10 Paragraph 197 states that the effect of a development on a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm and the significance of the heritage asset.
- 3.11 Paragraph 200 states that local authorities should look for opportunities for new development within Conservation Areas and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.
- 3.12 Paragraph 201 states that not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or the World Heritage Site as a whole.
- 3.13 Policy 202 concerns enabling development and the need for LPAs to assess whether the benefits of this would outweigh planning policies if the future conservation of a heritage asset is secured.
- 3.14 Policies 188 and 189 state that local planning authorities should make information about the significance of the historic environment gathered as part of the development process publicly accessible, and should require developers to record and advance understanding of the heritage asset before it is lost.

Planning Practice Guide

3.15 The PPG provides further technical detail and guidance on the approach outlined in the NPPF. In particular, contained in the section on World Heritage Sites, there is advice on principles.

Para 32 states that the following principles should be taken into account with regard to policies and decision-making:

- protecting the World Heritage Site and its setting, including any buffer zone, from inappropriate development
- striking a balance between the needs of conservation, biodiversity, access, the interests of the local community, the public benefits of a development and the sustainable economic use of the World Heritage Site in its setting, including any buffer zone
- protecting a World Heritage Site from the effect of changes which are relatively minor but which, on a cumulative basis, could have a significant effect
- enhancing the World Heritage Site and its setting where appropriate and possible through positive management
- protecting the World Heritage Site from climate change but ensuring that mitigation and adaptation is not at the expense of integrity or authenticity

3.16 Para 017 on the assessment of substantial harm advises that, *Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its*

special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.

Liverpool Unitary Development Plan

3.17 Policy HD4: Alterations to Listed Buildings:

Consent will not be granted for:

- *(i) extensions, external or internal alterations to, or change of use of, or any other works to a listed building that would adversely affect its architectural or historic character;*
- *(ii) applications for extensions, alterations to, or the change of use of a listed building that are not accompanied by the full information necessary to assess the impact of the proposals on the building;*

- *(iii) any works which are not to a high standard of design in terms of form, scale, detailing and materials.*

Where the adaptive reuse of a listed building will be used by visiting members of the public, the needs of disabled people should be provided for in a manner which preserves the special architectural or historic interest of a building.

3.18 Policy HD5: Development Affecting the Setting of a Listed Building

Planning permission will only be granted for development affecting the setting of a listed building, which preserves the setting and important views of the building. This will include, where appropriate:

- *i. control over the design and siting of new development;*
- *ii. control over the use of adjacent land; and*
- *iii. the preservation of trees and landscape features.*

3.19 Policy HD18: General Design Requirements

When assessing proposals for new development, the City Council will require applications to comply with the following criteria, where appropriate, to ensure a high quality of design:

- *1 The scale, density and massing of the proposed development relate well to its locality*
- *2 The development includes characteristics of local distinctiveness in terms of design, layout and materials*
- *3 The building lines and layout of the development relate to those of the locality*
- *4 External boundary and surface treatment is included as part of the development and is of a design and materials which relate well to its surroundings*
- *5 All plant machinery and equipment are provided within the building envelope or at roof level as an integral part of the design*
- *6 The development pays special attention to the views into and out of any adjoining green space, or area of Green Belt*
- *7 The development has regard to and does not detract from the city's skyline, roofscape and local views within the city*
- *8 The satisfactory development or redevelopment of adjoining land is not prejudiced*
- *9 There is no severe loss of amenity or privacy to adjacent residents*
- *10 In the case of temporary buildings, the development is of a suitable design and not in a prominent location*
- *11 Adequate arrangements are made for the storage of refuse within the curtilage of the site and the provision of litter bins where appropriate*
- *12 The exterior of the development incorporates materials to discourage*

graffiti

- *13 Adequate arrangements are made for pedestrian and vehicular access and for car parking*

3.20 Policy HD8: Preservation and Enhancement of Conservation Areas

The City Council will take positive action to secure the preservation or enhancement of conservation areas and will:

- *(i) seek support and funding from all available sources for the repair of buildings and environmental improvements;*
- *(ii) prepare action plans for priority areas;*
- *(iii) use its available powers to secure the removal of features which significantly detract from the character of the area; and*
- *(iv) provide planning guidance and advice to owners and developers.*

3.21 Policy HD12: New Development adjacent to Conservation Areas *Development on land adjacent to a conservation area will only be permitted if it protects the setting of the conservation area and important views into and out of it.*

3.22 Policy HD17: Protection of Archaeological Remains

1. The Council will seek to protect other sites of archaeological importance. Where development is proposed in areas of known or suspected archaeological importance the City Council will require that:

(i) developers have the archaeological implications of their proposals assessed by a recognised archaeological body at an early stage and the results submitted as part of the planning application;

(ii) important archaeological remains and their settings are permanently preserved in situ;

(iii) where in situ preservation is not justified and disturbance by development is acceptable in principle, the applicants undertake an agreed programme of mitigation including investigation, excavation and recording before development begins, or as specified in the agreed programme; and

(iv) conflicts regarding archaeological issues and development pressures are resolved by means of management agreements.

2. The City Council will continue to support the Merseyside Sites and Monuments Record held by the National Museums and Galleries on Merseyside, to ensure that archaeological evidence, both above and below ground is properly identified, recorded and protected.

3.23 The emerging Local Plan (2018) contains policies on Heritage, at HD1 and HD2. The

former deals with designated and non-designated Heritage Assets, whilst the latter relates to the Liverpool Maritime Mercantile City World Heritage Site. Policy HD1 states that:

- 1. The City Council will support proposals which conserve or, where appropriate, enhance the historic environment of Liverpool.*
- 2. Particular consideration will be given to ensure that the significance of those elements of its historic environment which contribute most to the City's distinctive identity and sense of place are not harmed. These include:*
 - The docks, warehouses, ropewalks, shipping offices, transport systems and other maritime structures associated with the City's role as one of the World's major ports and trading centres in the 18th, 19th and early 20th Centuries;*
 - The architectural innovation and exuberance of the nineteenth and early twentieth Century banks, exchanges and offices in the commercial centre;*
 - The nineteenth Century Institutional buildings including its libraries, institutes, schools, university buildings, public baths and hospitals (particularly those which sprang from the City's role as an international port such as the seaman missions, sailors' homes and orphanages);*
 - The City's mid and late nineteenth Century civic buildings;*
 - The Georgian Terraces of the Canning Street area;*
 - The extensive network of historic open spaces, parks, gardens, cemeteries and squares; The dominance and views of its two Cathedrals;*
 - The range, wealth and quality of its places of worship;*
 - The distinctive designs and detailing of its surviving late 19th and early 20th Century public houses;*
 - The eclectic mix of buildings associated with the oldest Chinese Quarter in Europe.*
- 3. Proposals affecting a designated heritage asset (or an archaeological site of national importance) should conserve those elements which contribute to its significance. Harm to such elements will be permitted only where this is clearly justified and outweighed by the public benefits of the proposal. Substantial harm or total loss to the significance of a designated heritage asset (or an archaeological site of national importance) will be permitted only in exceptional circumstances.*
- 4. Proposals which would remove, harm or undermine the significance of a non-designated heritage asset will only be permitted where the benefits are considered sufficient to outweigh the harm to the character of the local area.*

3.24 Policy HD2 relates specifically to the World Heritage Site and states that:

1. The City Council will support proposals which conserve or, where appropriate, enhance the Outstanding Universal Value of the Liverpool Maritime Mercantile City World Heritage Site. In addition to the requirements of Policy HD1:

a. Permission will not be granted for proposals which would have an adverse impact upon the views of the Waterfront from the River Mersey, or of the key Landmark Buildings and vistas identified in the Liverpool Maritime Mercantile City World Heritage Site SPD.

b. Proposals for the redevelopment or remodelling of buildings or sites which have a negative or neutral impact on the character of the World Heritage Site will be supported where it can be demonstrated that this will enhance or better reveal the Outstanding Universal Value of the World Heritage Site.

c. Proposals which would help to facilitate the reuse of vacant or under-used floorspace in buildings which make a positive contribution to the character of the area and the Outstanding Universal Value of the World Heritage Site will be supported.

d. Proposals for tall buildings in the World Heritage Site or its Buffer Zone will be assessed against Policy UD6.

2. Applications within the Liverpool Maritime Mercantile City World Heritage Site (or within its buffer Zone) which are likely to impact upon an element which contributes to its Outstanding Universal Value (including its archaeology) will not be granted unless they are accompanied by an appropriate Heritage Impact Assessment or archaeological assessment, as appropriate, which evaluates the likely effect of the proposals upon the attributes that contribute to the Outstanding Universal Value.

3. Proposals should accord with the design requirements set out in Policy CC10.

4. Proposals for development within the World Heritage Site or its Buffer Zone should accord with the advice set out in the Liverpool Maritime Mercantile City World Heritage Site Management Plan and the guidance in the Liverpool Maritime Mercantile City World Heritage Site SPD.

World Heritage Convention-Operational Guidelines

3.25 The Operational Guidelines for the Implementation of the World Heritage Convention (2017) are the latest iteration of guidelines for management of World Heritage Sites, which remain the responsibility of the national governments, as State Parties. The aims of the WHC are stated as:

“The cultural and natural heritage is among the priceless and irreplaceable assets, not only of each nation, but of humanity as a whole. The loss, through deterioration or disappearance, of any of these most prized assets constitutes an impoverishment of the heritage of all the peoples of the world. Parts of that heritage, because of their exceptional qualities, can be considered to be of ‘outstanding universal value’ and as such worthy of special protection against the dangers which increasingly threaten them.”

3.26 As part of the approach to securing the preservation of cultural World Heritage Sites

and their Outstanding Universal Value, the International Committee on Monuments and Sites (ICOMOS) has produced an evaluation tool in the form of the *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* (2011).

- 3.27 UNESCO has also agreed the *Historic Urban Landscape* (adopted 2011), that followed on as a direct result of the Vienna Memorandum (2005) on managing development in historic urban environments.

The Historic Urban Landscape approach moves beyond the preservation of the physical environment and focuses on the entire human environment with all of its tangible and intangible qualities. It seeks to increase the sustainability of planning and design interventions by taking into account the existing built environment, intangible heritage, cultural diversity, socio-economic and environmental factors along with local community values. (UNESCO, 2013).

- 3.28 The Vienna Memorandum (2005) states that:

The central challenge of contemporary architecture in the historic urban landscape is to respond to development dynamics in order to facilitate socio-economic changes and growth on the one hand, while simultaneously respecting the inherited townscape and its landscape setting on the other. Living historic cities, especially World Heritage cities, require a policy of city planning and management that takes conservation as one key point for conservation. In this process, the historic city's authenticity and integrity, which are determined by various factors, must not be compromised.

Liverpool World Heritage Site Supplementary Planning Document (2009)

- 3.29 The SPD contains guidelines relating to development proposals within the WHS and the Buffer Zone. Paras 4.2.8/4.2.9 of the document state that:-

All developments in the Buffer Zone, whether in an area of surviving historic character or not, will, in accordance with HD18, need to respond to and reflect the characteristics of the area around them. The design and scale of developments will need to respond to, and respect, their context proportionately to their potential impact on the setting of a conservation area and the WHS. Major schemes adjacent to conservation areas and the WHS will be considered more carefully for their impact on OUV of the WHS and character of conservation areas than minor developments further away from the WHS and conservation areas.

Where a proposal in the Buffer Zone is for 1) a tall building, 2) a building with a mass that significantly exceeds that of surrounding buildings, 3) a development that is immediately adjacent to the WHS, 4) a building which has a significant impact upon key views or key landmark buildings, 5) a building of architectural or historic interest (whether listed or not), or 6) a development that affects a site of archaeological interest: special consideration should be given to the relationship between the development and the WHS and the impact of development on the historic character of its locality and any buildings that contribute to that character.

- 3.30 Para 4.2.12 states that:-

The architectural quality of a proposal within the WHS and Buffer Zone must be of the highest quality of contemporary design but respect, respond to and enhance its highly sensitive and important historic context.....In all cases, the emphasis should be on quality architecture which is grounded in understanding and design concepts, informed by the context.

3.31 Section 4.4 of the SPD relates to the importance of views. In particular, the document outlines the importance of key visual landmarks within the WHS and Buffer Zone:

There are significant landmark buildings and building complexes that form a fundamental part of the WHS's OUV and wider city's visual structure. They make a positive contribution to the skyline and distinctiveness of the city because of their size, architectural quality, location and / or their inter-relationships. They provide visual reference points across the cityscape and form major components of key views to, from and within the WHS. Not all the landmarks are listed buildings but many are. Views to and from these listed buildings form part of their setting and consequently are a material consideration in planning applications and directly addressed by UDP policy HD5. The key landmark buildings are: Stanley Dock Complex, Pier Head Complex, Albert Dock Complex, Town Hall, St George's Hall, Liverpool Museum, Lime Street Station, Municipal Buildings, Anglican Cathedral, Metropolitan Cathedral, St Luke's Church, Beacon, Beetham Tower West, Unity Building, St Nicolas Church, Victoria Clock Tower, Waterloo Warehouse and Wapping Warehouse.



Figure 2- key landmark buildings and key vistas (reproduced from the WHS SPD, Liverpool City Council).

3.32 The SPD describes a series of view typologies, including river prospects, panoramas, and key local views comprising defined vistas, general views/panoramas and general views with a focal point. Figure 3 shows distant views to the WHS. In 4.4.14 of the SPD, it is stated that:

The City Council expects that developments should not have a significant adverse impact on the key views to, from and within the WHS, by wholly obstructing a key public view of a landmark building or overly dominating a panorama.

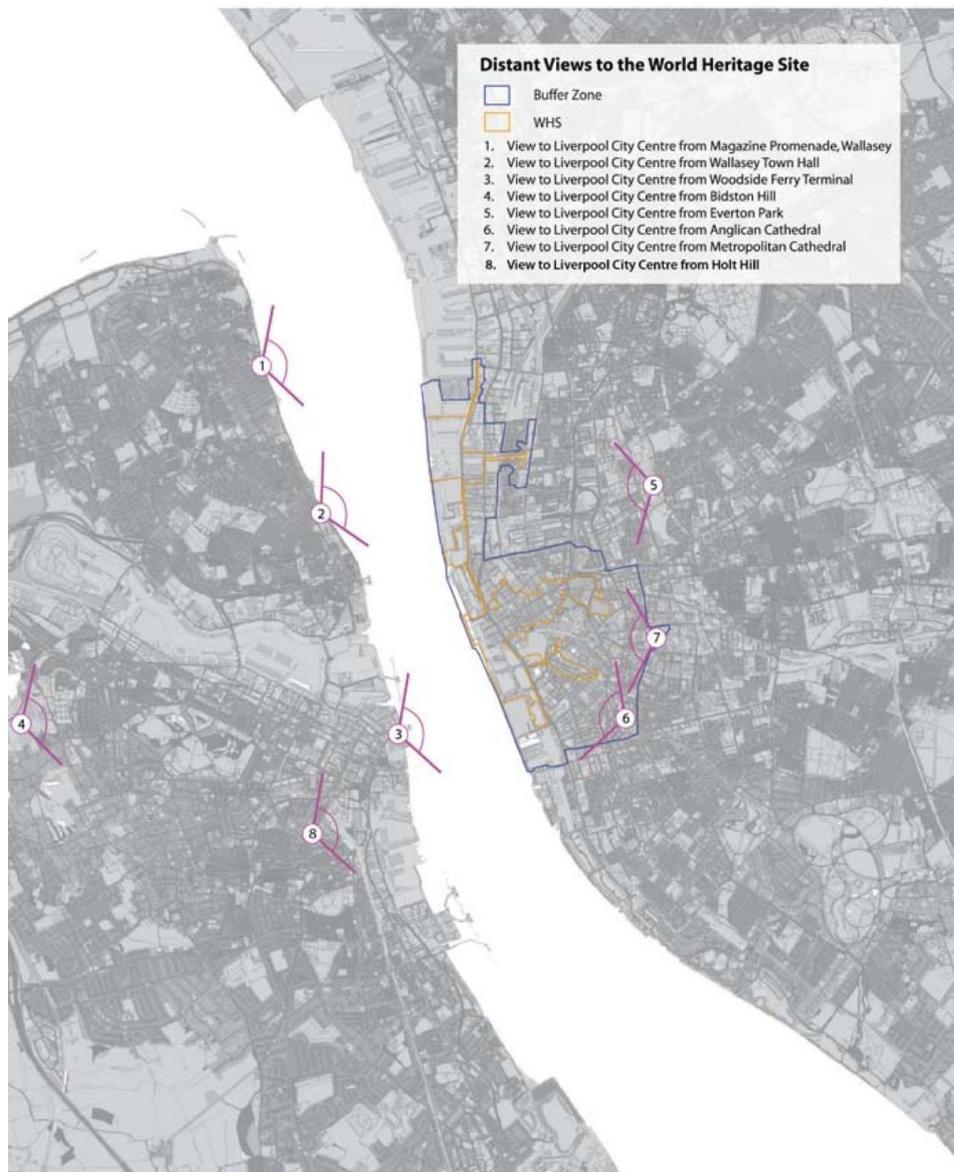


Figure 3- Distant views to the WHS (reproduced from the WHS SPD, Liverpool City Council)

3.33 Section 4.5 of the SPD relates to riverside development, and the fundamental importance of the relationship between the river Mersey and the WHS. The guidelines at Para. 4.5.2 state that:-

Riverside development is therefore a particular consideration in terms of UDP policies HD5, HD12 and HD18 (particularly vii). In this context it will be important to deliver riverside development within the Buffer Zone in a manner that respects the WHS's OUV and the following particular features:

- *The importance of the Pier Head buildings as the focal point for Liverpool's and the WHS's river frontage*
- *The varied skyline of city centre in particular views to the cathedrals, other landmark buildings and the ridge of higher ground to the east of the city centre*
- *The careful juxtaposition of buildings of different periods along the waterfront, which demonstrates the evolution of the waterfront and can create an exciting visual interplay*

The aim is to create a cohesive and exciting waterfront of both historic and contemporary buildings, which sit harmoniously together.

3.34 Section 4.7 of the SPD relates to dock water spaces, with a presumption that they will be preserved and activity introduced. Para 4.7.4 states that “*new forms of active uses, both permanent and transitory, are needed in the water and on the adjacent quaysides to animate these spaces*”, whilst 4.7.6 states that “*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.*” In terms of infilling, 4.7.7 considers that it is inappropriate for existing dock water spaces within the dock that survive within the buffer zone to be filled, although the exception to this is where permission has previously been granted for partial infilling. The consented Liverpool Waters outline scheme contained a proposal for the partial infill of West Waterloo dock, and the current proposals conform to this.

Seeing the History in the View

3.35 As part of the series of good practice guides, English Heritage (now Historic England) produced a document on assessment methodology, specifically for assessing heritage significance within views. Although this has not been formally adopted, it does provide advice on assessments, and still remains relevant as an assessment methodology.

3.36 The document divides each of the assets into high, medium or low value, and the same categorisation is recommended for the importance of the view itself. The criteria for determining the magnitude of the impact on heritage significance within a view range from positive to negative, using the criteria high beneficial, medium beneficial, low beneficial, imperceptible/none, low adverse, medium adverse or high adverse. The same criteria are used when assessing the cumulative impact of proposals. In determining the overall impact, the following table (Table 1) is utilised:

	WITH HIGH VALUE	WITH MEDIUM VALUE	WITH LOW VALUE
With high magnitude of impact	Major effect	Major effect	Moderate effect
With medium magnitude of impact	Major effect	Moderate effect	Minor effect
With low magnitude of impact	Moderate effect	Minor effect	Negligible effect
Negligible/neutral impact	Negligible effect	Negligible effect	Negligible effect

Table 1

The Setting of Heritage Assets (Historic England) 2015

3.37 The good practice guide reiterates the advice in the NPPF that the setting of a heritage asset is the surroundings in which a heritage asset is experienced. *Setting itself is not a heritage asset, nor a heritage designation, though land within a setting may be designated. Its importance lies in what it contributes to the significance of the heritage asset. This depends on a wide range of physical elements within, as well as perceptual and associational attributes pertaining to, the heritage's assets surroundings'* (paragraph 9).

3.38 The degree to which setting makes a contribution to significance of a heritage assets depends on a complex interplay of attributes, although it is unlikely that all of the attributes will be relevant in relation to a specific asset. These include:

The asset's physical surroundings

- *Topography*
- *Other heritage assets (including buildings, structures, landscapes, areas or archaeological remains)*
- *Definition, scale and 'grain' of surrounding streetscape, landscape and spaces*
- *Formal design*
- *Historic materials and surfaces*
- *Land use*
- *Green space, trees and vegetation*
- *Openness, enclosure and boundaries*
- *Functional relationships and communications*
- *History and degree of change over time*
- *Integrity*
- *Issues such as soil chemistry and hydrology*

Experience of the asset

- *Surrounding landscape or townscape character*
- *Views from, towards, through, across and including the asset*
- *Visual dominance, prominence or role as focal point*
- *Intentional intervisibility with other historic and natural features*
- *Noise, vibration and other pollutants or nuisances*
- *Tranquillity, remoteness, 'wildness'*
- *Sense of enclosure, seclusion, intimacy or privacy*
- *Dynamism and activity*
- *Accessibility, permeability and patterns of movement*
- *Degree of interpretation or promotion to the public*
- *The rarity of comparable survivals of setting*
- *The asset's associative attributes*
- *Associative relationships between heritage assets*
- *Cultural associations*
- *Celebrated artistic representations*
- *Traditions*

3.39 In terms of the potential attributes of a development affecting setting, the following may be germane, although it is unlikely every one will apply to all proposals:

Location and siting of development

- *Proximity to asset*
- *Extent*
- *Position in relation to landform*
- *Degree to which location will physically or visually isolate asset*
- *Position in relation to key views*

The form and appearance of the development

- *Prominence, dominance, or conspicuousness*
- *Competition with or distraction from the asset*
- *Dimensions, scale and massing*
- *Proportions*
- *Visual permeability (extent to which it can be seen through)*
- *Materials (texture, colour, reflectiveness, etc)*
- *Architectural style or design*
- *Introduction of movement or activity*
- *Diurnal or seasonal change*

Other effects of the development

- *Change to built surroundings and spaces*
- *Change to skyline*
- *Noise, odour, vibration, dust, etc*
- *Lighting effects and 'light spill'*
- *Change to general character (eg suburbanising or industrialising)*
- *Changes to public access, use or amenity*
- *Changes to land use, land cover, tree cover*

- *Changes to archaeological context, soil chemistry, or hydrology*
- *Changes to communications/ accessibility/permeability*

Permanence of the development

- *Anticipated lifetime/temporariness*
- *Recurrence*
- *Reversibility*

Longer term or consequential effects of the development

- *Changes to ownership arrangements*
- *Economic and social viability*
- *Communal use and social viability*

ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties 2011

3.40 This document outlines an appropriate methodology for assessing impacts, and requires the Heritage Impact Assessment report should provide the evidence on which decisions can be made in a clear, transparent and practicable way, and sets out a well-structured methodology for evaluating impact on the attributes of OUV. This is different in emphasis from the EIA process, which normally disaggregates all the possible cultural heritage attributes and assesses impact on them separately, through discrete receptors such as protected buildings, archaeological sites, and specified viewpoints with their view cones, without applying the lens of OUV to the overall ensemble of attributes. This methodology is more directly linked to the expression of the site’s OUV

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

What is the heritage at risk and why is it important – how does it contribute to OUV?

How will change or a development proposal impact on OUV?

How can these effects be avoided, reduced, rehabilitated or compensated?’

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

- Direct impacts on heritage assets that have been identified as reflecting OUV
- Impact on views of and from the site identified in pre-application discussions
- Impact on Views and Setting of strategic Landmark Buildings within the WHS and Buffer Zone
- Compliance with Guidance in WHS SPD
- Cumulative Impact Assessment on OUV

3.41 The evaluation method used is that set out in Appendix 3a of the ICOMOS guidance. In this system, the value of heritage resources is assessed in relation to statutory

designations, international, national and local, but linked clearly and objectively to the components identified in the Statement of OUV, integrity and authenticity. The values of the assets and attributes are defined using the following graded scale, in accordance with Table 2 below:

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

Table 2

Level of Significance	Heritage Attributes
Very High	<p>Sites, structures or landscapes of acknowledged international importance inscribed as WHS</p> <p>Assets that contribute significantly to acknowledged international research objectives</p> <p>Urban landscapes of recognised international importance</p> <p>Associations with particular innovations or developments of global significance</p> <p>Associations with individuals of global importance</p>
High	<p>Scheduled monuments and undesignated assets of such importance to be scheduled</p> <p>Grade I and II* listed buildings and Grade II buildings with exceptional qualities</p> <p>Conservation Areas containing very important buildings</p> <p>Undesignated structures of clear national</p>

	<p>importance</p> <p>Urban landscapes of exceptional importance</p> <p>Associations with particular innovations or developments of national significance</p> <p>Associations with individuals of national significance</p>
Medium	<p>Designated or undesignated assets that contribute to regional research objectives</p> <p>Grade II listed buildings and undesignated buildings that have exceptional qualities or historical associations</p> <p>Conservation Areas that contain buildings that contribute significantly to its historic character</p> <p>Historic townscapes with important integrity in their buildings or built settings</p> <p>Associations with particular innovations or developments of regional or local significance</p> <p>Associations with individuals of regional importance</p>
Low	<p>Designated or undesignated assets of local importance</p> <p>Assets compromised by poor preservation and/or poor survival of contextual associations</p> <p>Assets of limited value, but with potential to contribute to local research objectives</p> <p>Locally listed buildings</p> <p>Assets of modest quality in their fabric or historical associations</p> <p>Historic townscapes with limited integrity in their buildings or built settings</p> <p>Associations with individuals of local</p>

	importance Poor survival of physical areas in which activities occur or are associated
Negligible	Assets with little or no surviving archaeological interest Buildings or urban landscapes of no architectural or historical merit and buildings of an intrusive character.

Table 2

3.42 **Scale of Specific Impact**

The scale/severity of impacts are considered in relation to their direct and indirect effects, without regard to the value of the asset as follows:

- No Impact
- Negligible Impact
- Minor Impact
- Moderate Impact
- Major Impact

The significance of the effect of change or impact on an asset is a function of the importance of the asset and the scale of impact. As impacts can be adverse or beneficial, there is a nine-point scale, with 'neutral' signifying no change or change with no impact.

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

The scale and severity of change or impact (either adverse or beneficial) is identified by considering the direct and indirect effects against the value of the heritage asset, and is outlined in Table 3 below:

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

Table 3

3.43 The Heritage Impact Assessment for the current proposals will use this ICOMOS compliant methodology.

4.0 THE APPLICATION SITE

- 4.1 One of the key attributes of Liverpool, and a fundamental reason for the inscription of the WHS, is the presence of the docks. At their peak the operational docks ran for c.12km north to south along the Mersey waterfront, and were a feat of engineering marked by innovative water management techniques and advances in cargo handling, that made them the most effective docks of the period. This was accomplished not through a long, drawn out process of gradual evolution, but over a relatively short time-frame, starting with the opening of the Old Dock by Thomas Steers in 1715, and which at the time was the world's first commercial wet dock. Although fraught with risk, and the enterprise heavily mortgaged to pay for the investment, the success of the Old Dock, built within the confines of the original 'pool', and with space to take 100 vessels, established the commercial imperative and the general construction approach to the provision of the future dock system.
- 4.2 Following on from the Steers Dock, an octagonal tidal entrance basin was built, with graving docks and a landing stage, and the first sea wall was constructed that started to define the new shoreline. The huge investment in land reclamation, with docks and sea walls built into the river, was supported by the requisitioning of waste material from the growing population of the city, including pottery, quarry waste, and organic matter generated by the butchers, tanners etc who were increasingly based along the new waterfront. The area known as Nova Scotia, constructed around a slipway to the river, and located in the present day Mann Island area, provided a ready supply of infill material, and led to further westward expansion of the sea walls, and the Manchester Basin. By 1771, the area of Pier Head had also been reclaimed, with the central area of that location occupied by Georges Dock, and linked to Canning Dock via George's Dock passage to the south. Further change came with the construction of Georges Dock Basin and Georges Ferry, which effectively created a series of small 'islands' linked by swing bridges. At the end of the 18th century, the construction of the Manchester Dock was swiftly followed by that of the Chester Basin to the south of Pier Head. Whilst warehouses were generally located to the east of the Pier Head around Goree Plaza, transit sheds were provided on the west and east sides of Georges Dock in 1829 and 1836 respectively, and in 1828 Georges Baths were established at Pier Head. Figure 4 shows the situation in 1810, a snapshot of this part of the city made by a German cartographer. At this stage, the northern docks, including Waterloo and Victoria Docks were not constructed, the map clearly showing that area still within the River Mersey.



Figure 4- Liverpool in 1810- based on an earlier plan of 1795. (Old Maps online).

- 4.3 To the north of Georges Dock, there followed a series of construction projects in quick succession. Princes Dock was completed in 1821, with a connection to Georges Dock to the south, and accessed from the Mersey via the Princes Dock Basin to the north. At the same time, the first of the Dock boundary walls was provided, to control access between the operational docks and the city.
- 4.4 The next phase of dock construction was overseen by Jesse Hartley, between 1824 and 1860, the pre-eminent engineer who more than doubled the dock accommodation in the city. Clarence Dock and Clarence Graving Dock opened in 1830, with Waterloo Dock completed in 1834. By 1836, Victoria and Trafalgar Docks were open, and along with Waterloo Dock they formed a uniform trio of inter-connecting water spaces, with river

access gained through the Victoria Dock lock gate. However, this access was closed after just 10 years, meaning that access could only be gained through the dock network. This made the trio of docks the first real examples of spine and branch dock, with the docks aligned on an east-west axis, and transit sheds surrounding them on each side. Figure 5 shows the arrangement in 1841.

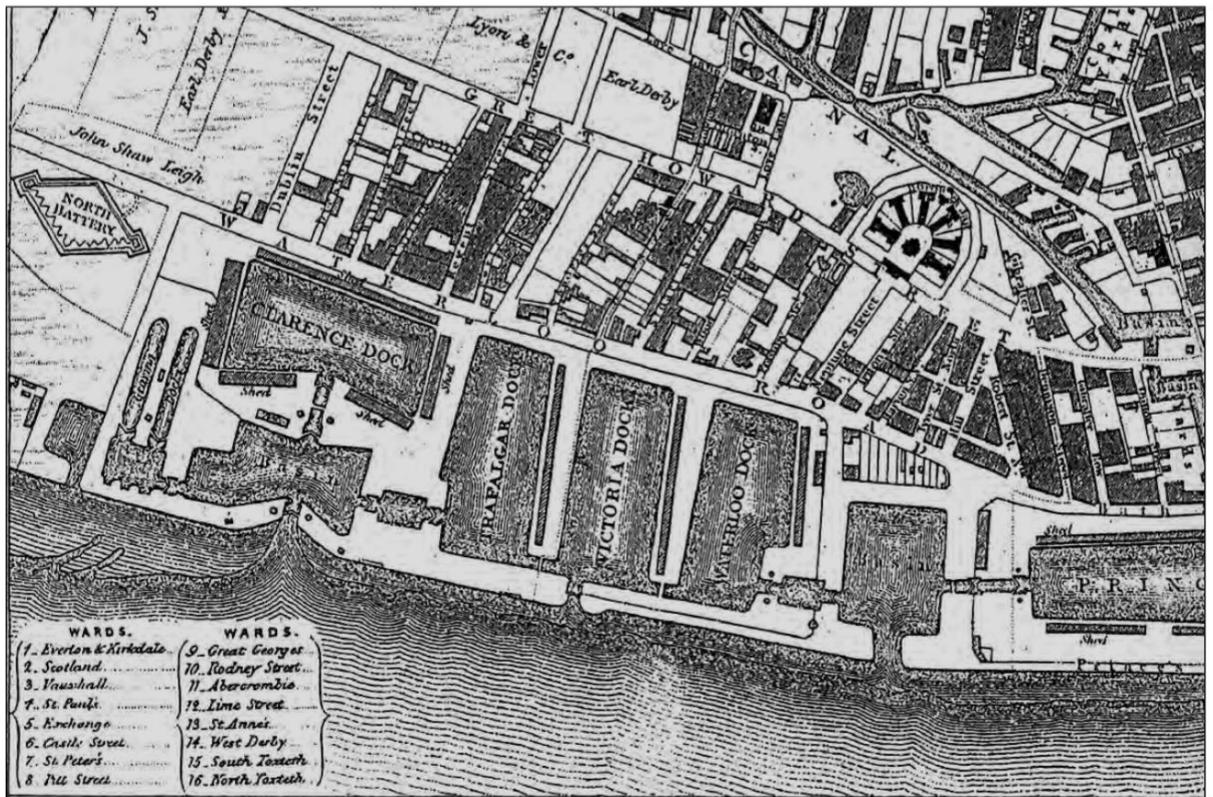


Figure 5- Bennison plan of 1841

- 4.5 All of these docks were built into the river, and archaeological excavations in advance of the Leeds-Liverpool canal link demonstrated that the majority of reclaimed land around the Trafalgar and Victoria Docks comprised quarry waste and beach sand mixed with waste brought from the city. Parts of the Victoria and early original Trafalgar Dock walls were demolished to accommodate the canal link, and a 15m section of each was demolished. The remainder of the dock walls survive beneath a layer of nineteenth and twentieth century backfill. As part of the construction of these docks, the Dock wall was extended.
- 4.6 The Dock Act of 1844 was followed by the construction of 8 new docks, including Albert Dock to the south. In the northern docks, Wellington and Sandon were built in 1848, with the central dock system occupied by Salisbury, Collingwood, Stanley, Nelson and Bramley-Moore Docks., also open by 1848. As with the 1830's docks, they formed a series of interconnecting water spaces.
- 4.7 From 1830, Hartley's dock retaining walls, previously of sandstone, were constructed in the much harder granite. The quality of the work was high, and this allowed the use of much thinner walls with only a slight batter. This was a crucial intervention, as

straighter dock walls could accommodate deep, square-hulled steamships, and this provided a degree of future-proofing for the huge investment. The retaining walls were constructed using piers that were taken down to the general foundations, working with the 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. Each wall was 12 feet thick at the base, 6 feet at the capping and 36 feet high, with a batter of just 1 inch to the vertical. Like his Dock boundary wall, the dock retaining walls were built in ‘cyclopean’ technique, using huge bonding headers, and with small irregular pieces of rubble in between. The pieces fitted together precisely, with very thin mortar joints to minimise leakage.

4.8 Whilst Princes Dock was constructed as the hub for trans-Atlantic trade, Waterloo Dock was also the location for the American packet ships, and was instrumental in the migration of people and goods. It was also at the centre for the traffic from Ireland, and played an important role in the Irish diaspora following the potato famine in the 1840’s. This aspect of Waterloo Dock was significantly reduced after the 1860’s, as Princes Dock, and its new landing stage, once again became the focus for the American trade.

4.9 Hartley’s successor, GF Lyster, was responsible for re-modelling a number of the docks, including Princes Basin in 1868, which was re-modelled and re-named as Princes Half-Tide Dock. In 1873, Georges Dock Basin was infilled allowing for a floating roadway leading down to the landing stage. Georges Dock itself was infilled c.1900, and the area of the former dock was used as the site for the construction of the Three Graces.

4.10 Waterloo Dock was re-developed in 1868 following the repeal of the Corn Laws, and this allowed the Dock to become the world’s first specialist grain dock. From its original 5 acre space, the new dock was completely re-orientated, and two basins were constructed, on a north-south axis, and named Waterloo Docks East and West.

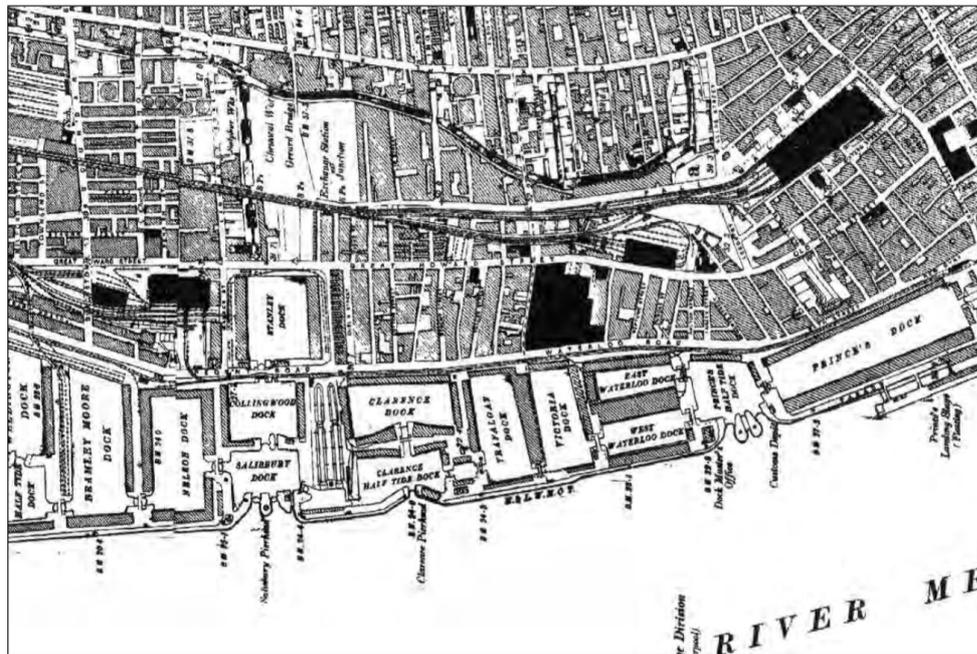


Figure 6- OS plan 1894

- 4.11 East Waterloo Dock became the specialist grain dock, with huge brick warehouses with colonnades. The three buildings were located on all three sides of the dock, with that on the northern quay being shorter than those to east and west. The long warehouses had granite bases with limestone floors, of 5 working storeys, plus basement and mezzanine. These levels housed machinery and conveyor belts, operated hydraulically, which in turn worked three bridges, ten ship capstans, and 24 gate engines. West Waterloo Dock was used for general cargo, and provided a passage between Victoria Dock and Princes Half-Tide Dock, as well as berths for ocean going vessels. It had long transit sheds on its east and west quays, with a smaller one to the south. The northern warehouse was destroyed in the air-raids of 1941, whilst the western warehouse was demolished in 1969, along with the smaller transit buildings. The eastern warehouse remains, although it was converted into residential accommodation in the 1980's, and is now a grade II listed building. The site of the northern warehouse is now partially a car-park for the residents of the former eastern warehouse.
- 4.12 In 1929, a modernization programme was undertaken that saw the in-filling of Clarence Dock, Clarence Half-Tide Dock and part of Victoria Dock, whilst Trafalgar Dock was substantially re-ordered, and a power station was constructed within the in-filled Clarence Dock. Figure 7 shows the Waterloo warehouse complex in 1920, with Victoria Dock to the north. Figure 8 shows the docks from the south in 1949, following the substantial re-modelling and the construction of the power-station.



Figure 7- Waterloo warehouses and docks, 1920. Also notable is the scale of Bibbys Warehouse to the east, beyond the warehouses. (Historic England)



Figure 8- Aerial Photo 1949. Northern Warehouse at Waterloo Dock has been demolished, although the western Warehouse is still in situ, as is Bibbys warehouse on Waterloo Road.

- 4.13 With the provision of lock gates as part of the re-modelled West Waterloo Dock in 1949, which allowed direct access to the Mersey, the dock water space essentially merged with Victoria Dock to the north as a larger L-shaped dock, and was used as a small container port in the 1970's. However, this proved short-lived, and the Dock closed in 1988. Following its in-filling, it was partially re-excavated with the construction of the Leeds-Liverpool canal link in 2007.
- 4.14 The changes made to West Waterloo Dock included the demolition of its northern wall to allow for the breaking through into Victoria Dock, and the re-orientation of its western retaining wall to accommodate the canted river lock. This also led to a new sea wall being constructed in mass concrete, and its re-alignment. In the 1990's, the northern part of West Waterloo dock was infilled, along with Victoria Dock, and then partially re-excavated during the Leeds-Liverpool canal extension works in 2007.
- 4.14 The current dock retains none of the original form as designed by Hartley, and the only remaining works relating to the 1868 Lyster re-ordering is the eastern retaining wall. The remainder of the dock dates from the 1949 re-modelling to accommodate the river lock.

5.0 **SETTING AND VIEWPOINTS**

5.1 The location of the site and the nature of the development proposal means that there is the potential for impact on heritage assets, including the OUV of the WHS.

5.2 In order to assess these, a series of images have been produced that show the site in context, and in relationship to the city, and the WHS in its current form (baseline). These conform to the WHS SPD, and comprise the following viewpoints:

1. Magazine Promenade, Wirral. Distant panorama. WHS SPD view 1
2. Egremont Promenade, Wirral. Distant panorama. WHS SPD view 2
3. Seacombe Promenade. Wallasey. Distant panorama
4. Woodside Ferry, Birkenhead, Wirral. Distant panorama. WHS SPD view 3
5. Port Sunlight River Park. Distant panorama.
6. Royal Albert Dock/ Local view
7. Museum of Liverpool. Local view
8. Canada Boulevard. Local view
9. King Edward Street. Local view
10. Everton Park. Distant panorama. WHS SPD view 5
11. Arena with Royal Albert Dock. Local view
12. Pier Head. Local view
13. Princes Parade South. Local view
14. Junction of Leeds Street/King Edward Street. Local view
15. Metropolitan Cathedral. Distant view. WHS SPD view 7
16. Anglican Cathedral. Distant view. WHS SPD view 6
17. Bidston Hill, Wirral. Distant panorama. WHS SPD view 4
18. Holt Hill, Birkenhead. Distant panorama. WHS SPD view 8
19. Victoria Clock Tower. Local view.
20. Northern Link Road. Local view
21. Central Docks. Local view

5.3 The viewpoints include a number of listed buildings and other heritage assets, and the setting of these assets are important aspects to consider. The assets include:

- Anglican Cathedral (grade I)
- Royal Liver Building (grade I)
- The Metropolitan Cathedral (grade II*)
- Cunard Building (Grade II*)
- Port of Liverpool Building (grade II*)
- Princes Half Tide dock and lock gates (grade II)
- Stanley Dock Tobacco Warehouse (grade II)
- Salisbury Dock entrance (grade II)
- Dock Masters Office (grade II)
- Victoria Clock Tower (grade II)
- Waterloo Warehouse (grade II)
- Character Area 1 (Pier Head) of the WHS
- Character Area 2 (Albert Dock) of the WHS

- Character Area 3 (Stanley Dock) of the WHS
- Castle Street Conservation Area
- Albert Dock Conservation Area
- Stanley Dock Conservation Area

5.4 View 1- Magazine Promenade

This panoramic view includes most of the waterfront within the WHS, including Albert Dock, Pier Head, Waterloo warehouse, Stanley Dock, Victoria Cock Tower and Dock Masters House and the Metropolitan Cathedral. The view captures the powerful presence of the river itself in the foreground, a kinetic force that acts as a compelling visual focus. It also shows the importance of the tiered horizontality of the city centre, the topography of the city, and the manner in which the existing tall buildings work as a cluster. The setting of the WHS and the character areas, as well as the conservation areas, is defined by the continuity of settlement and the dense townscape, as well as the relationship to the river. The Albert Dock, Waterloo warehouse and Tobacco Warehouse are marked by the similarity of tone and materiality through the use of red brick, and their strong horizontal datum. However, the roof-lines of the two warehouses have a backdrop of higher development behind them which compromises their silhouettes. The twin towers of the Liver Building, and its pale colour, as well as its location at Pier Head where it breaks forward further into the river, provides a unique quality on the skyline from this point. Similarly, the Metropolitan Cathedral stands apart from other buildings in this view, and its lantern acts as a landmark. The setting of these assets relies on the relationship of the assets to the river, the continuity of tone of the warehouses, the layering of the city and the location of the tall buildings within the cluster.

5.5 View 2- Egremont Promenade

This view is taken from the promenade, at the base of the steps leading to the eastern façade of the Town Hall. From this point, the view is concentrated more on the waterfront buildings rather than the overall cityscape. The cluster of tall buildings within the commercial quarter and Princes Dock are more apparent, and catch the eye, whilst the Liver Building is also a key focal point. The horizontality of the Waterloo Warehouse, and the Liverpool Museum at Mann Island provide strong bookends to contain the verticality of the Pier Head and the commercial quarter. The series of 4-storey apartment blocks to the west of Waterloo warehouse are negative features, which are poor quality replacements for the original western Corn warehouse which was demolished to make way for the expansion of West Waterloo dock. The setting of the assets in this view relates to their association to the river in the foreground, and the continuity of the river wall that provides a shared plinth for the Pier Head buildings and the Waterloo warehouse. The group of buildings at Pier Head have a clear spatial arrangement and shared setting.

5.6 View 3- Seacombe Promenade

In terms of heritage assets, the focal point of this view is the Waterloo warehouse, with its long horizontal ridge line, broken by twin hoist slots. The mass of the building has a strong unifying tone and texture, and the ordered articulation of its façade provides an iterative patterning, which is broken by the diminutive apartment blocks constructed in

the late 1990's, and which stand in front of the Warehouse in this viewpoint. Whilst there is a clear distinction between the warehouse and the tall buildings cluster to the south seen in the image, the unifying factor is the long sea wall and the river in the foreground, both of which supply a cohesive 'plinth' to the view. The image demonstrates the layering of the city, with a strong horizontality at river level, and then a series of vertical punctuations which is characteristic of the city and the WHS.

5.7 View 4- Woodside Ferry Terminal

This view centres on the Pier Head Character Area of the WHS, with the ensemble of monumental commercial buildings at its heart, and this provides a comprehensive landmark. The river is again the key agent in providing a shared setting for the assets shown within the view, as is the river wall. The view also shows the horizontal line of the roofline of the Tobacco Warehouse at Stanley Dock and this provides a visual termination point to constrain the view. The view of the Waterloo Warehouse has been interrupted by Alexandra Tower at Princes Half Tide Dock, and the impact of reading that building with the Tobacco Warehouse to the north has been compromised. In this view, the setting of the heritage assets is associated with much later development, and in particular the cluster of tall buildings in the commercial area. This leaves the unencumbered setting of these heritage assets to local views rather than panoramics or vistas. The viewpoint emphasizes the importance of multi-period development in providing a dynamic and animated cityscape, and it is the symbiotic interaction of the historic and new that forms the setting. The waterfront presents a series of horizontal layers from the Museum to the south through Princes Dock and then into Central Docks, which are broken by the tall buildings, both historic and contemporary, and it is this association and relationship between the horizontal and the vertical that is a central part of character definition, and which forms the setting for a whole series of historic assets.

5.8 View 5- Port Sunlight River Park

This long distant view from the south west shows the distinctive cathedrals on the sandstone ridge line to the east of the city centre, and illustrates the role of topography in understanding the evolution and morphology of the city, and in defining setting of heritage assets. Whilst the view is too far to read detailing, the basic forms, scale and mass of the townscape and the WHS can be seen, with the Royal Albert Dock prominent on the southern waterfront, and seen in perspective close to the Three Graces. The visual association of the historic warehouse and commercial typologies are not always so apparent in local views, and the viewpoint captures the essential relationship between the two which helps to capture OUV. Also clearly apparent is the creative tension resulting from the layering of historic buildings with more contemporary structures, and the importance of the vertical expression of some of these more modern buildings.

5.9 View 6- Royal Albert Dock

A local view from the south which captures the landmark qualities of the Three Graces, and the monumental industrial undertaking of the river wall in this section of the city centre. The viewpoint illustrates that the setting of some of the most distinctive and high quality historic buildings such as the Three Graces, which are almost synonymous with the city, does not just rely on unencumbered views, but also works with the distinctive layering of varied scale and diverse time periods. In an urban WHS this is a distinguishing feature and relates the heritage assets to the morphology and organic evolution of the Property, providing context and balance to how the assets are experienced. Also of importance in the view is the role of the public realm, as a factor in drawing the individual assets together as a series of structures within the wider area. The tone and texture of the granite setts and sandstone flags are an iterative feature in the city.

5.10 View 7- Museum of Liverpool (showing Pier Head)

The major heritage feature in the viewpoint is the western elevation of the Royal Liver buildings, and a glimpsed view of the Cunard building, which frame the image and hold the eye. The viewpoint also makes clear the spatial relationship between these two landmark buildings, constructed as ostentatious gateways to the city, and the river itself. The two are inextricably linked, and the image captures this relationship between the built manifestation of commercial enterprise, trade and shipping, and the natural highway which allowed for this to succeed. The setting of the assets relies on the continued spatial and visual relationship to each other and to the river.

5.11 View 8- Canada Boulevard (outside Royal Liver Building)

Whilst the view is taken directly west of the Royal Liver building, there is little in the image of historic interest. However, the space itself, and the tone and texture of the public realm provide evidence of the nature of the Pier Head, a public open space in the city which forms a crucial part of the setting for the Three Graces. In the distance, whilst not visible, the configuration of the contemporary buildings within the view point suggests that there is a defined void located there, and is the location of Princes Dock. The perception of an open dock water space with the new buildings aligned around it, provides a visceral sense of continuity, and illustrates that heritage assets are not always visibly associated, but can still form part of a setting.

5.12 View 9- King Edward Street

Other than the southern gable of the Waterloo warehouse, there are no heritage assets within the viewpoint, which is a relatively anonymous scene in a metropolitan environment, and provides little hint of the qualities of the Property or OUV. The image is dominated by the six lane inner ringroad, which once marked the location of the river's edge, but there is little to indicate that. The image also illustrates how the topography of the city drops down towards the river to the west.

5.13 View 10- Everton Park

An expansive panorama looking west over the city centre from the sandstone ridge. Here large areas of the WHS and its Buffer Zone are contained within the image, in addition to a number of listed buildings, including the Royal Liver Building, and the northern portion of the Waterloo Warehouse. In the far distance is the long plateau of the Wirral peninsula. There is little indication of the river Mersey occupying the space between the Royal Liver Building and the Wirral peninsula, although the waterfront is marked by the buildings at the Pier Head. What is notable about the view is the striking vertical punctuation provided by the tall buildings, which from this viewpoint appear less as a cluster, and more of a sequential series of isolated buildings. These fall away dramatically to the north, allowing much smaller structures such as the Wallasey Kingsway tunnel ventilation shaft adjacent to the Waterloo Warehouse, to be seen as a prominent structure in that location.

The distant view contrasts sharply with the suburban foreground, but the image does serve to demonstrate the importance of the topography of the city, and the location of the city centre within the natural amphitheatre. There can be no doubt from the viewers perspective, that the tall buildings in the image mark the city centre, and the density and disaggregation of forms, scale and materiality convey a real sense of metropolitan vitality and dynamism.

In terms of the setting of the Royal Liver Building from this location, this relies on the viewer's ability to see the two towers silhouetted against the skyline, whilst the setting of the Waterloo Warehouse is marked by its enclosure by adjacent structures affording glimpsed views.

5.13 View 11- Arena (with Royal Albert Dock)

A long linear view, with the river and the buildings sharing the same axis and orientation. The view is marked by a simplicity of form and palette, from the consistent orange hue of the pavilion buildings and the wall, the dark grey of the granite setts and flags, and the steely grey of the Mersey. As with View 7, it is the visual and spatial relationship of the heritage assets with the river which is crucial to appreciate setting and OUV. The physical presence of the warehouses and the river illustrate graphically how important the trade routes were to the development of the city, and the reliance of the river as a major factor in the economic rise of Liverpool. The image shows in detail the simple detailing of the warehouse typologies found throughout the WHS, with single punctured fenestration and intermittent vertical hoist slots, and these facades are repeated with little difference in approach throughout the WHS. They provide a consistent architectural expression which typifies the industrial aesthetic of the warehouses. The Royal Albert Dock is perhaps the best known and visited group of Liverpool warehouses, and the simple and robust design contrasts with the richer architecture of the commercial and civic buildings. The division of the warehouses into a series of pavilions, with deep recessive bays prevents the buildings from becoming a single mass, and provides relief to the long elevations. The view also shows part of the dock containing wall, which were used as secure barriers to control access to these bonded warehouses.

5.14 View 12- Pier Head

Another image which shows the relationship between the river and the city, as well as illustrating the richness and ornamentation of the commercial buildings at Pier Head, and their importance in defining the public space. Three are modern intrusion in the view, with the Mersey Ferry building, and beyond, Beetham Tower West, so although the space is contained, there is a clear continuity and sense of the city beyond the space. It also shows the importance of the relationship between the historic buildings and new development, with the two read together, rather than as separate entities. This is shared in View 6, and provides a creative tension which is marked in the WHS and throughout the city. The war memorial is for the Merchant Seamen of the two world wars, and illustrates again the importance of the river and the sea to Liverpool.

5.15 View 13- Princes Parade South

The view is contained entirely in the buffer zone of the WHS, and shows the modern developments at Princes Dock, and the river promenade. Promenades along the rivers edge were provided as the docks evolved, and were contained by the Dock Boundary Wall from 1821 onwards. However, as the docks evolved, the public access originally afforded was diminished, and the whole area of the docklands became inaccessible. The viewpoint contains little to help define OUV, but does illustrate the continuing relationship of the built form and the river, which is an underlying factor in the city.

5.16 View 14- Junction of Leeds Street/King Edward Street

Similar to View 9, the image shows the inner ring road, and its anonymous townscape, with little of historic interest. However, the view does serve to illustrate again, importance of topography to appreciating the city and the setting of its assets.

5.17 View 15- Metropolitan Cathedral.

The view is entirely within the buffer zone, and looks along the view corridor provided by Mount Pleasant, from the top of the sandstone ridge. It shows the topography of the city, and the Georgian buildings illustrate how the city expanded up the hill after the opening of Steers Dock in 1715. As the city expanded, the original merchants houses clustered around the waterfront area became choked with warehouses, and the merchants moved to more salubrious surroundings away from the industrial and port activities, into new suburbs on top of the ridge, including Canning. The Metropolitan Cathedral is a distinctive building both in local and distant views, and was built on the site of the largest workhouse in the city.

5.18 View 16- Anglican Cathedral.

Complementing the previous view, the viewpoint is taken from the plaza to the northern front of the Anglican Cathedral, and looks towards the waterfront, marked by the distinctive Beetham Tower West. The viewpoint is within the buffer zone, but it looks over the Ropewalks area of the city, part of which is within the WHS, and which was an area containing early merchants houses and their warehouses, marking the early settlement of what were field systems leading up the hill to the sandstone ridge. This was one of the first areas to develop following the opening of Steers Dock, with bridges

constructed over the original tidal pool which connected the original seven mediaeval streets of the city clustered on the northern side of the pool, to the roads and fields on the other bank. There is little of historic interest within the view field, although the Georgian housing of Rodney Street is just visible, which was one of the early eighteenth streets established as a speculative development for merchants.

5.19 View 17- Bidston Hill

The view shows the city and the WHS from a high point across the River Mersey. With the exception of the twin cathedrals and the Pier Head group, the warehouses that form part of the WHS and its Buffer Zone are not visible, with the exception of the Royal Albert Dock. From this viewpoint the Royal Albert Dock is seen as a series of simple orthogonal mass with no detailing visible, although the division of the elevations into recessive series of bays, provides strong shadow lines and depth. The most prominent warehouses in the view are the Corn Warehouses in East Float, Birkenhead. The view illustrates the importance of the topography in providing setting, most noticeably with the two cathedrals occupying the sandstone ridge that contains the city centre within a natural amphitheatre. The Anglican Cathedral is seen as an isolated structure that completely dominates that part of the city centre, whilst the Metropolitan Cathedral, although smaller and with other city centre buildings encroaching within the view corridor, is still clearly visible and identifiable. A notable aspect of this view is the role of the tall buildings cluster, which break the ridge line to the east of the city centre, and which provide a sequence of vertical punctuations that help define the city centre core.

5.19 View 18- Holt Hill, Birkenhead

The view captures the city centre and the Three Graces on the waterfront, but is too distant to provide any real detailing. It does illustrate the growing importance of tall structures as landmarks within the city centre, as the view point does not pick up on the rivers edge from this point, and the tall buildings are the only structures with presence. The focal point in heritage terms are the two towers of the Royal Liver building, and the way in which they indicate the location of the waterfront, acting as a key landmark.

5.20 View 19- Victoria Clock Tower.

In the foreground are the grade II listed river walls of the entrance to Salisbury Dock and the Dock Masters Office, also grade II. The image was taken adjacent to the Victoria Clock tower, which is also listed and its isolation provides it with some prominence as a landmark. The view looks over the Central Docks area of Liverpool Waters, with its largely infilled Trafalgar Dock and towards the city centre with the cluster of tall buildings, and the eastern turret of the Royal Liver building seen in the distance. The contrast between the foreground/middle ground and the distance is marked, with different scales, and densities. The Central Docks area is derelict, with no activity other than the on-going construction of CO4-CO6 seen in the centre of the image, and the construction of the Northern Link Road, this provides a clear narrative of abandonment of the docklands, and the evolution of the city centre and commercial quarter. At the time of operational activity, the scene would have been very different, with a series of transit sheds, tall cranes, berthed ships and other infrastructure

buildings including pumping stations, accumulator towers and one of the observatories used for tide prediction. The monumental sea walls constructed in Cyclopean masonry are evidence of the quality of workmanship and design which were part of the dockland aesthetic, but there is little other remaining infrastructure which provides evidence for the former global importance of the docks. The view is important for the setting of the Royal Liver building, and its relationship to the former operational docks, and the presence of the river, with no other distant views of the WHS assets seen in the image.

5.21 View 20- Northern Link Road. (Junction of Princes Parade/William Jessop Way, Princes Dock)

The foreground of Princes Half Tide dock is within the WHS, whilst the background of the remains of the West Waterloo Dock is within the buffer zone, along with the poor quality apartment buildings which occupy the eastern quay of the dock, and which replaced a monumental warehouse. The view captures the industrial nature of the docklands, and the way in which the various water spaces were interconnected to form an early spine and branch dock system. This innovation allowed the free movement of vessels and cargo throughout the dock system, regardless of the tide, and was crucial in facilitating the expansion of trade in the city. The view shows that the setting of Princes Half Tide dock also includes the dock water space of West Waterloo Dock, which is within the buffer zone.

5.22 View 21- Central Docks.

The river is to the right (west) of the image, whilst in the distance, the Royal Liver building is framed by the more contemporary towers of City Lofts and Alexandra Tower, with the commercial quarter tall building cluster emerging beyond the lower scale buildings, in a layered townscape. However, the Royal Liver Building is not viewed alongside its companion pieces at Pier Head, but as a stand-alone building, and this loses some of its collective importance as an ensemble of commercial buildings. The long roofline of the Waterloo Warehouse, interrupted by the twin vertical hoist shafts, contrasts with the vertical axes of the tall buildings, and provides a more serene and less animated and dynamic feel to the Central Docks area, and whilst the modern apartment blocks screen most of the warehouse, are of poor design quality and underscaled for the area, they at least offer a continuity of tone and texture which complements the historic warehouse. The image demonstrates the way in which the city continues to be layered, and whilst this is more obvious from the panoramic views from the west across the river, and from the sandstone ridge to the east, it is apparent that this is also the case with more local views from the north. The image also shows some of the dock related surfaces of granite setts which can be found in isolated areas across the northern docks, and which provides a clear indication of the former industrial uses of the site, and its robust and functional infrastructure. However, the site is associated not with the 19th century or earlier operational port, but with the post-1949 re-modelling of West Waterloo dock.

Setting Summary

5.23 Setting of heritage assets relies on a number of factors, and is experienced in different contexts, and this is outlined in the Historic England document on the subject (2015). In Liverpool, the topography of the city and the location of the river allows for panoramic, distant views, and because of this the macro element is of fundamental importance in assessing setting issues. In other areas, the morphology and grain of the city allows only limited or constrained setting, with the asset only partially seen or read with other structures, and setting is at the local or micro level. The relationship with the street, other buildings and the immediate cityscape that surrounds it are all factors in how the asset is experienced, and which help define both its physical, and non-physical setting. The site for the proposed development is located within what was an enclosed dock system, with no public access, and views into the site are currently limited.

5.24 Anglican Cathedral

As a grade I listed building the Cathedral has high significance. The physical and ecumenical dialogue that the building shares with the Metropolitan Cathedral is one of the defining features of the skyline, and this wider aspect of setting where the two read together is a key consideration in any assessment. The Cathedral dominates the southern part of the city, both from the west across the river, and on the eastern approach to Liverpool, where its location on the sandstone ridge and the bulk of its tower provide a powerful sense of place. At micro level, the adjacent St James' cemetery provides a unique, landscaped setting from Hope Street, and the much smaller scale residential area of Canning allows the Cathedral to dominate the area. There are many views of the tower along east-west roads within Canning, and from the Ropewalks area of the city centre, where the Tower is a substantial presence and where glimpsed views are frequent.

5.25 Royal Albert Dock

The pavilions of the dock are grade I, and the area is within the WHS and a conservation area. Its significance is very high. The Royal Albert Dock is located directly on the waterfront, and in river views from the west, the setting is marked by an extensive panorama, and the strong association with the river Mersey. From the city centre, the Dock is seen from the east across Salthouse and Canning Docks, and it is a visual destination in key views from Liverpool 1. Due to the enclosed nature of the Dock, not all of the pavilions are seen together, and the dock is only seen from within the inner space formed by the buildings, or glimpsed via the water link between Salthouse and Royal Albert Docks. From the north and Pier Head, the Dock is glimpsed through a vista framed by the Museum and Mann Island buildings, and internally there are views northwards from the western part of the colonnade directly to the Pier Head. These associated views are important in establishing the link between the commercial and warehousing elements that express OUV.

5.26 Royal Liver Building, Cunard Building, Port of Liverpool Building
The grades of these three listed buildings are I, II* and II* respectively. They are within the WHS and the Castle Street conservation area, and they share a similar setting due to

their proximity, and as a planned development through a design competition. Their significance as a group and as individual buildings is very high. The setting of these buildings is based on the macro views through the cross-river panorama, and from higher ground to the east such as Everton Park, and the more micro and local views from the streets and spaces within the city centre. The topography of the city centre, with high ground in the east running in a series of tiers to the river in the west, leads to a series of view corridors created by the city streets such as Water Street that provide corridor views of the Pier Head group. The continuity of the streets was planned through the competition brief, and is a deliberate strategy. The Royal Liver Building in particular, due to its greater height, is seen from more distant locations such as the northern docks, and from the south, and the twin towers with its pair of Liver Birds are emblematic of the city of Liverpool. The buildings are read as a related unit from across the river, but also along Strand and from the Royal Albert Dock and Pier Head, where they form the centerpiece of the waterfront. This relationship between the group is an important element of OUV, that helps describe the commercial imperative of the city and its trading prowess, and the relationship to the river and the sea. The buildings symbolically face west to the sea and the Americas, the main trading partner of Liverpool, and where the city found inspiration for its architecture and cultural heritage. If St George's Hall looked to classical continental traditions for its Graeco-Roman architectural style, the Royal Liver Building represents the Liverpool interpretation of a more New World, eclectic style that resonates with North America. The setting of the buildings is symbiotic, with each adding to the other, and whilst the Royal Liver Building may be seen as the more senior partner due to its more dynamic design and scale, their setting relates both to the Mersey and the more local views established by the street pattern. They encapsulate the commercial and trading aspects of OUV, and the self-aggrandisement and ostentation of the city, that is also seen in its civic buildings. Innovation and inventiveness are also a part of their significance, with the Royal Liver Building recognized as the first 'sky-scraper' in Europe, made possible through the construction technique of Hennebique reinforced concrete. Their location on what was the site of George's Dock, which still remains beneath the three buildings, illustrates the importance of adaptation and re-use that is also very much part of the Liverpool narrative.

5.27

Stanley Dock Tobacco Warehouse

When the building was constructed at the beginning of the twentieth century, this was reputedly the largest brick-built building in the world. At 14 storeys high, and with little else nearby of that scale, the building has a wide ranging setting, and is a dominating presence in the northern docks when seen from the west across the river. However, it is also a notable structure when viewed from the south along Great Howard Street, and from the same road when travelling south towards the city centre, and from parts of the sandstone ridge to the east. At grade II and within the Stanley Dock character area of the WHS, the building has a very high significance, and encapsulates OUV through its association with warehousing and its proximity to the canal link- a key movement corridor for commercial enterprise. The building was also constructed through the partial infilling of Stanley Dock, and is a further demonstration of adaptability and re-use that marks the history of the docks and the city. The setting of the building relies on retaining its association with the Stanley Dock group, and its distinctive mass in the local townscape.

5.28 Victoria Clock Tower

Within the Stanley Dock character area/conservation area and grade II listed, the structure has high significance. Sitting in isolation at the head of Salisbury Dock on the waterfront, the Clock Tower was built as an aid to shipping, and also provided an accurate time to those working on the surrounding docks. The building, although relatively small, is prominent when viewed across the river from the Wirral, as it is isolated in an area devoid of significant buildings, and as such it remains as a landmark. Although the dock system is not open to the public, and was never intended to be, there are glimpsed views of the Clock Tower from Regents Road through the entrances that perforate the dock wall at intervals, and it remains highly visible in these more local views. The setting relies on its location at the very edge of the river wall, and it contributes to OUV through its association with maritime trade and shipping, and as a functioning of the docks. Designed by Jesse Hartley, the structure also ties in with other Hartley buildings throughout the dock system, such as the pavilions at Royal Albert Dock.

5.29 Waterloo Warehouse and associated Dock Wall

The Waterloo Warehouse is grade II listed, and is within the Stanley Dock character area of the WHS. Although there were originally three of these large warehouses around Waterloo Dock, two have been lost through demolition, and the remaining warehouse was converted into apartments in 1989. Of typical red brick, the warehouse is notable for its high hoist bays which break the roof of the building. It is of high significance due to its contribution to OUV as one of the largest of the surviving warehouses within the dock system, and it has a high visible presence when seen from some areas across the river. Its more localized setting is directly from Princes Dock to the south and Regent Road, although the high dock wall only affords glimpsed views of the top portion of the building. Its gable is seen from the north when travelling towards the city centre, and the high hoist structures can just be seen from Strand when travelling north. There are also glimpsed views of the building from Great Howard Street to the east. Its setting has changed due to the loss of its contemporary neighbours, when it was part of a collection of buildings, but its strong presence within local views particularly from Princes Dock and Regents Road are important considerations. The view of the building from across the river shows it against the backdrop of taller structures within the city centre, and some of the impact of the building is reduced. The section of Dock Wall associated with the warehouse is grade II listed and runs for the full length of the curtilage of the building, aligned north-south. As part of an extensive wall that ran through the docklands, it was constructed in brick as a secure perimeter that separated the operational docks from the city. It has experienced considerable change since its construction, in this section, in the 1830's, and has been breached with wide openings that contrast with the purpose built entrances, with dramatic gate-piers. The wall is only apparent in local views, as it is located to the east of the dockland buildings, and much of it is not visible in the key strategic views from across the Mersey.

5.30 Salisbury Dock entrance and Dock Masters office

Both grade II listed and designed by Hartley, opened in 1848. The cyclopean masonry is a typical signature of Hartley, and the monumental river walls and the crenellated and fortress like Dock Masters office are impressive structures of granite and stone. Despite their diminutive size, their relative isolation from other structures, and the opportunity for panoramic views from the west, ensures that they can be seen from many viewpoints, particularly from the Wirral peninsula. It is the clear connection between them and the river to one side, and the dock water spaces to the other which is crucial to their setting.

5.31 Princes Half Tide dock

Although the half tide dock was originally a Hartley creation, the existing version has been remodeled by Lyster. The dock contained three separate entrances to the river, although two of these were infilled as part of the remodeling and realignment of the sea walls in 1949 when the river lock was constructed. A single opening, with original dock gates, remains, but this has also been permanently blocked. The setting of Princes Half Tide dock relies on the visual relationship with the river to the west, and to the internalized dock water spaces. Whilst there are currently few structures around the quaysides, this was not always the case, and the area did contain an Observatory, as well as transit sheds, and the three original warehouses of Waterloo dock also provided a strong built presence, which gave some enclosure to the dock.

5.32 Character Area 1 of the WHS (Pier Head)/part Castle Street conservation area

The Pier Head is of very high significance and contributes substantially to OUV. This includes the attributes of:

- landmark buildings and civic expression as the buildings were constructed with the support of the Corporation as a dramatic entrance point to the city
- the plethora of substantial office buildings that formed the heart of the historic downtown district, many of which were involved with maritime insurance and shipping
- the construction of the dock system and estuary management technology. The buildings are located in an area that was reclaimed from the Mersey, and the technological achievement and sheer scale of that exercise allowed the city to flourish and achieve the status of second port of Empire. This also supports the intangible assets of purposefulness and commercial imperatives that drove the city forward
- the adaptation and re-use of earlier structures. The site originally contained Georges' Dock, but this was infilled and the site re-used for the Pier Head group of buildings
- the buildings represent an opulence and braggadocio that was the hallmark of the city at its height, and a distinguishing feature. There was a large element of risk-taking with the commission of the design competition for the site, and progress on the full scheme was slow and threatened to stall
- innovation and inventiveness. The Royal Liver Building in particular was ground breaking in its construction technique, and the audacity of its scale.

The setting of the Pier Head is formed by the panorama from across the river, and from key views from within the city, particularly from the Royal Albert Dock and Strand, and from the central and northern docks.

5.33 Character Area 2 of the WHS (Royal Albert Dock)/Royal Albert Dock conservation area

The Royal Albert Dock is of very high significance and contributes substantially to OUV. This includes the attributes of:

- Dock technology and dock systems. The Royal Albert Dock remains one of the best preserved examples of contained dock systems within the world. It is an early example of fireproof warehousing and was the first to use hydraulic lifting systems for the movement of goods. Innovation is a key attribute associated with the Dock and its buildings.
- Warehousing. The pavilions of the Dock are a prime example of the ubiquitous warehouse typology that was a key characteristic of the city and its waterfront, and contains many of the elements to be found in those buildings
- The dock also contains the attributes of purposefulness and commercial imperative, as a series of pavilions designed to further the fortunes of the city through the reclamation of land from the river.
- The later history of the Dock, following its closure in the late 1950's to dereliction and eventual refurbishment in the 1980's illustrates continuity of risk-taking into the modern era

The setting of Royal Albert Dock has two elements- the cross river panorama, and the views from within the city. The group of warehouses can be seen in key, cross-river views, as a strong horizontal datum above the waterline of the river, and this has established a similar datum with contemporary developments such as the Arena and Convention Centre at Kings Dock to the south, and the Museum of Liverpool to the north. The setting also has a more local or micro element, as a visual destination from the city centre, and as part of the sequential experience of the waterfront when travelling north and south along Strand. There is also a strong visual connection from within the Dock looking north towards Pier Head, where the Royal Liver Building, Port of Liverpool building and the Cunard building dominate the area, and there is design contrast between the simple and mannered utilitarianism of the warehouse, and the rich and ornate facades of the Pier Head group. The relationship between the two character areas is fundamental in understanding OUV and the character of Liverpool as a place.

5.34 Character Area 3 (Stanley Dock)/Stanley Dock conservation area

Stanley Dock is of very high significance and contributes substantially to OUV. This includes the attributes of:

- Dock technology and dock systems. The Stanley Dock is the only water body and 'inland' dock within the Liverpool system.
- Warehousing, with the north and south 'stack' warehouses adjacent to the enormous, and later, Tobacco Warehouse.
- Transport and movement, via the Leeds-Liverpool canal that runs through the Stanley Dock itself.
- Re-use and adaptation. The Stanley Dock was partially infilled to construct the Tobacco Warehouse, effectively isolating the south stack warehouse from its dock context.

- The successful refurbishment and re-use of the north stack warehouse, and the on-going conversion of the Tobacco Warehouse as residential is a contemporary example of substantial re-use and risk-taking that provides continuity with the historic intangible attributes of OUV.

The setting of Stanley Dock has two elements- the cross river panorama, and the views from within the city. The setting from distant views is indivisible from the huge volume of the Tobacco Warehouse which dominates the dock and this part of the northern docks. This is also prominent when viewed from areas of the sandstone ridge to the east, and on the linear route of Great Howard Street from both north and south. Local views relate to the surrounding boundary wall that encloses the warehouses and dock, and the volume of the warehouses extending above them, although there are views directly from the Bascule Bridge into Stanley Dock from the east, and as the Dock also forms part of the route of the Leeds-Liverpool canal, this is one of the few water bodies where the setting also has a lower perspective, and is experienced from the water itself. The industrial character of the warehouses and the dock is partially preserved through the spatial relationship of the buildings to each other, especially the narrow space between the south stack and the Tobacco Warehouse, which contrasts with the larger dock space that separates the north stack from the Tobacco Warehouse.

6.0 ASSESSMENT

6.1 The assessment of impacts on heritage assets and the OUV of the WHS is based on a series of images described in section 5 above. There are 21 viewpoints, divided into key strategic views, distant views and local views.

6.2 Appendix 2 shows the existing views (baseline), illustrates views with the application proposals followed by other development proposals with detailed planning permission, that have either commenced on site or where there is an expectation of the permission being implemented, so that a cumulative impact can be assessed. There are other proposals at different stages of progression which may also have a cumulative impact if they are given permission, and the schemes are implemented. However, these have not been included in the assessment, as they are still subject to confidentiality agreements, and the projects may fail. The assessment of the consented development under the outline Liverpool Waters project has been included, and the heights and massing are set to those forming part of the Parameter Plan Report. Whilst there are no detailed proposals for any of the plots within the Central Docks Neighbourhood, except CO4, CO6 and the Isle of Man Ferry Terminal, the Liverpool Waters potential scale has been included for the sake of completeness and integrity. There is a clear limitation in terms of the inclusion of these potential developments within the Liverpool Waters site, as no detailed proposals have come forward, and as such cumulative impacts may change subject to any future development of the plots.

The proposals are rendered as ‘white-out’ in the images, so that they are easily identified in the viewpoints, but the structures are to be finished in red brick.

6.3 View 1- **Magazine Promenade- C02 view.**

This is one of the key, distant views identified within the WHS SPD, and shows the application site from a distance, across the Mersey, from the north-west. The proposals can be seen roughly centrally placed within the image, and the use of a brick finish will provide the scheme with the same tonal range as other buildings along the waterfront and within the locality, allowing it to merge with the general palette provided within the view. This contrasts with the more contemporary materials used in the tall buildings in the background, and identifies them very much as waterfront buildings.

The design of the proposal responds to the warehouse typologies associated with the waterfront, comprising a simple interplay of vertical ‘slots’ and a horizontal sequence of recessed windows which resonate with the punctuation established by the Waterloo Warehouse.

The proposal ensures that Waterloo Warehouse remains in the viewpoint, with no screening, and the interplay of the existing and the proposed dovetail to provide a density that works with the grain of the waterfront. The proposal also goes some way to replace the physicality of the now demolished western Waterloo Dock warehouse that was once part of the view, and provides some essential up-scaling to counter the diminutive apartment blocks constructed in the 1980’s, and located to the west of Waterloo Warehouse.

Impacts on the WHS character areas 1, 2 and 3 is **negligible**, as the Pier Head buildings remain prominent structures on the waterfront, and the Royal Albert Dock retains its

relationship with the river, and its strong horizontal axis is left unaffected. Stanley Dock to the north also retains its importance, and the Victoria Clock Tower and the lantern of the Metropolitan Cathedral remain as vertical elements in the view, and are not challenged by the volume of the proposed building.

6.4 View 1- **Magazine Promenade- cumulative view.**

The cumulative view shows the number of new development proposals given detailed planning permission, and also the outline proposals for Liverpool Waters at Central Docks. The latter has not yet been the subject of detailed planning permissions apart from the Isle of Man ferry terminal and plots CO4-CO6 which are currently on-site. The outlines shown in the viewpoint for Liverpool Waters represents the scale established as part of the consented parameters plan, and this represents the maximum development envelope. The largest of the development proposals are outside of the Liverpool Waters scheme, and consist of the three towers of the Lanyork Road scheme, and the tower of the Ovatus scheme at the end of Old Hall Street. Other developments are the Lexington, Plaza 1821 and Hive towers in Princes Dock. Collectively, these proposals change the visual focus in the viewpoint, diverting the viewer from the foreground of the waterfront, to that of the tall buildings cluster to the south. The WHS character areas remain undisturbed in the viewpoint, but the focal point has shifted to the mid-centre, around the hub of the Ovatus scheme. Sited to the rear of the Waterloo Warehouse, the towers switch the receptors eye to a higher point than the existing view, but also helps to emphasize the horizontal ridge of the Waterloo Warehouse as the eye scans the full height of the tower. The scheme at C02 occupies some of the same visual area as the parameters for Liverpool Waters at the King Edward site. In this view, the sympathetic palette of the C02 proposal helps to fix the view back into the waterfront location, acting as an intermediary between the two different scales of the Waterloo Warehouse, and the new towers, and helping to consolidate the importance of the waterfront and the warehouse typologies. Whilst there are no detailed proposals for Plot CO3 (Cultural Square) to the north of CO2, the masterplan proposal demonstrates there is some potential to screen East Waterloo Grain warehouse. At this stage however, none of the Liverpool Waters schemes identified have come forward for detailed design, and the outlines associated with the larger masterplan are for maximum heights, which may not be achieved. In this view point the proposal at C02 is assessed as **slight beneficial** to OUV.

6.5 View 2- **Egremont Promenade - C02 view.**

The proposal sits to the north of the view-point, towards the left of the frame. Located to the west of Waterloo warehouse, and partially screening it, the building goes some way to re-instating the earlier configuration of three warehouses at Waterloo Dock, and is more indicative of the original arrangement than the current situation. Figure 7 shows a pre-war aerial photograph of Waterloo Dock and the warehouses, with the large volume of Bibby's warehouse to the rear. The combination of long horizontal ridge lines and nearby buildings with a more vertical axis is characteristic of the docklands in earlier periods, and the proposal perfectly captures this arrangement.

Although the proposal has a **slight adverse** impact on Waterloo warehouse as an individual heritage asset, the WHS character areas and other assets remain unaffected

by the development, and the scheme is **moderate beneficial** to OUV as it helps to repair the earlier townscape that has been compromised by the demolition of two of the Waterloo Warehouses, and the Bibby's Warehouse. East Waterloo Corn Warehouse was originally completely screened by a western version, demolished in the early 1970's, when West Waterloo Dock was adapted for Irish shipping. Although it is now visible in the existing viewpoint, it was not intended to be a landmark building, and its current exposure is as a result of demolitions both to the west and to the north.

6.6 View 2- **Egremont Promenade - cumulative view.**

The view is significantly changed through the addition of towers that consolidate the tall buildings cluster. The impact is readily seen on the Waterloo Warehouse that is dominated by the towers that rise above it in the background, although these do help to emphasise the ridge line of the warehouse.

The proposal is an element of continuity within this view, reflecting the earlier dockland townscape, and providing a horizontal datum at river level which is characteristic of the WHS and the city. In contrast to the surrounding towers, it is of a sympathetic scale in relation to the warehouse, and helps to bring the eye down from the tall buildings cluster, to the level of the docklands and the river. As an intermediary between the horizontality of the river wall, the height of the warehouse, and the much taller buildings to the rear, the proposal has a significant role to play in managing these dramatic differences.

In this view, the proposal at C02 is **slight beneficial** to OUV, and **slight adverse** to the setting of the East Waterloo Corn Warehouse.

6.7 View 3- **Seacombe Promenade-CO2 view**

The proposal sits in front of the Waterloo warehouse, sharing the same north-south axis but perforated centrally to allow a glimpsed view through to the warehouse to the east. The shared height of the buildings provides a horizontal datum. The development does not compromise the setting of the dock water spaces from this viewpoint, which remain invisible, but they do not intrude into the quayside of Princes Half Tide dock, allowing the space to be read as a flatter, unoccupied space or void in the townscape. The scheme is **negligible** in relation to impact on OUV. The proposal partially screens the East Waterloo Corn Warehouse, and is **slightly adverse** in terms of the setting of that building. However, the Corn Warehouse would have originally been completely screened from this location by its now demolished western neighbor, and illustrates that the building was not intended to be identified as a cross-river landmark. It is already partially screened by the blocks of apartment buildings at lower level. The current proposal allows for the building to be seen and perceived within the viewpoint, as a continuous structure to the rear of CO2.

6.8 View 3- **Seacombe Promenade- cumulative view**

The cumulative view shows the addition of a number of towers to the south, which consolidates the cluster. The proposal is a transition between the emerging clusters to north and south, providing a slightly upscaled development which does not dominate Waterloo warehouse, and helping to create a clear trough in the cadence of the emerging skyline. This emphasizes the device of a continuous horizontality at river

level, with taller punctuation in other locations, which is a characteristic of the city and of parts of the WHS and buffer zone. The scheme is **slight beneficial** to OUV in this viewpoint, and with a **slight adverse** impact on the setting of the east Waterloo Corn Warehouse.

6.9 View 4- **Woodside Ferry Terminal- C02 view.**

The proposal has a ridge line which, in perspective from this view-point, is similar that of the Waterloo Warehouse, and that of the Stanley Dock Tobacco Warehouse. As such, there is an element of continuity within the view point. The role of the Tobacco Warehouse, in holding and terminating the view beyond Waterloo Corn Warehouse, is continued with the proposal, at the expense of seeing the Tobacco Warehouse in its totality. Nevertheless, the eastern part of the Tobacco Warehouse can still be seen. The scheme also helps replicate the missing western warehouses of the original arrangement of Waterloo Dock, and compensates for the imbalance between the original warehouse buildings and the underscaled apartments constructed on the site of the western warehouse.

The OUV of the other WHS character areas remain intact, with the view concentrated to the north.

In this view point, the impact of the proposal on OUV is **slight adverse**.

6.10 View 4- **Woodside Ferry Terminal- cumulative view.**

The cumulative view illustrates the critical mass of the additions to the tall buildings cluster, which is some distance from the application site. The effects of this is to concentrate the focal point on the cluster rather than further north, and the application site. At this location, it is the juxtaposition of the horizontal axes established by the foreground buildings, and the river itself, with the series of vertical punctuations provided by the tall buildings. This layering and weave of the two different geometries is a characteristic of Liverpool, and the horizontal datum of the proposal, coupled with the simple perforate elevational treatment, gives a sense of continuity and cohesion. In this view, the concentration of the tall buildings cluster disengages the viewer from the application site, and it becomes almost peripheral to the view. It provides a sense of continuity of the horizontal datum at river level, in contrast to the parameter buildings in the secondary cluster of Central Docks, and as such helps to manage that change of scale, and retain a contextual element on the waterfront.

Impact of the proposals on OUV arising from development of C02 in this view is **slight beneficial**.

6.11 View 5- **Port Sunlight River Park- CO2 view**

From this viewpoint, the proposal is barely visible, and preserves the view of the Stanley Dock Tobacco Warehouse and character area to the north, with no impact on the setting of that collection of assets, nor on Waterloo warehouse. It also helps to continue the horizontal datum along the riverfront, established by the Royal Albert Dock to the south, and extends that beyond the currently isolated Alexandra Tower. As such, the impact on OUV is considered to be **moderate beneficial**.

6.12 View 5- **Port Sunlight River Park- cumulative view.**

The proposal acts in counterpoint to the numerous tall buildings emerging as part of the Liverpool skyline, including those within the Central Docks secondary cluster. It has a crucial role to play in preserving the characteristic of the river-line horizontal datum, and acting as a visual bookend to the Royal Albert Dock warehouses to the south. Most of the proposal is screened by the Cruise Liber facility at Princes dock. Impact on OUV is considered to be **moderate beneficial**.

6.13 View 6-**Royal Albert Dock**

CO2 and Cumulative Views- Proposal not visible- **no impact**.

6.14 View 7- **Museum of Liverpool**

CO2 and Cumulative Views -Proposal not visible- **no impact**.

6.15 View 8- **Canada Boulevard-CO2 view**

The proposal can be seen in the distance, beyond the twin towers which mark the west and east quaysides of Princes Dock. It provides some continuity of development, but does compromise the ability to read the existing void space as a dock. However, it also works with the common heights of the buildings within Princes Dock, to emphasise the general datum, and provides a further degree of layering. It also landmarks the location of West Waterloo dock. Impact on OUV is **negligible**.

6.16 View 8- **Canada Boulevard- cumulative view**

The cumulative view will distract from the proposal in this location. Impact on OUV **negligible**.

6.17 View 9- **King Edward Street- CO2 view**

CO2 -Proposal not visible- **no impact**.

6.18 View 9-**King Edward Street- cumulative view**

The cumulative view shows the proposals for a series of tall buildings at Princes Dock, intended to consolidate the existing cluster in the commercial quarter. They are removed and of a different scale to the proposals for CO2, and do not work together as composite elements of the townscape. Impact on OUV is **negligible**

6.19 View 10- **Everton Park- CO2 view**

The proposal can be seen to the north (right) of the image, beyond the Waterloo warehouse. The proposal marks the waterfront and the historic docklands, changing the existing anonymous townscape, and as such it provides a degree of legibility to the

view. Glimpses of the river are still available, but the proposed new buildings also add a sense of activity and occupation of the space, which is currently vacant. It is sympathetic to the scale established by the Ventilation Towers, and is also noticeably of a different scale to the structures located within the tall buildings cluster, which mark the city centre commercial area. The scale of the buildings reflect that of earlier buildings now demolished, such as the Corn Warehouses and Bibby's, and helps to provide a real sense of dockland activity that ceased when the site became redundant. Separated from other heritage assets such as the Liver Building, and the WHS character areas, the proposal has a **slight beneficial** impact on OUV.

6.20 View 10- **Everton Park- cumulative view**

The view shows the consolidation of the commercial district tall buildings cluster, and the parameters plan for a secondary cluster at Central Docks as part of the Liverpool Waters permission. The current proposal is isolated from these clusters, and its scale demonstrates a significant reduction in height from the city centre and Central Docks towers, being more typical of the dock landscape in which it is sited. It works in tandem with the Tunnel Ventilation Towers that face each other across the Mersey, and marks a variation in height with the emerging collection of towers, following the Liverpool characteristic of layering and the counterpoint of horizontal and vertical expressions. There is a significant softening of the view between the emerging clusters, which retains the view of the Wirral peninsula, and allows a fuller reading of geographical and topographical context in the open 'slot' between the clusters. CO2 is read as part of this void. Impact of the proposals on OUV arising from development at C02 in this view is **slight beneficial**.

6.21 View 11- **Arena**

CO2 and Cumulative Views -Proposal not visible- **no impact**

6.22 View 12- **Pier Head**

CO2 and Cumulative Views -Proposal not visible- **no impact**

6.23 View 13- **Princes Parade South**

CO2 and Cumulative Views -Proposal not visible- **no impact**

6.24 View 14- **Junction of Leeds Street/King Edward Street - CO2 view**

Similar to View 9, the image conveys very little of OUV, although it does illustrate the topography of the city. The proposal is completely screened in this location. **No impact**.

6.25 View 14- **Junction of Leeds Street/King Edward Street- cumulative view**

The view shows the parameter plan proposals relating to the King Edward area of Liverpool Waters, which is distinct from the site of CO2. Read in conjunction with this, the proposal has **negligible** impact on OUV.

6.26 View 15- **Metropolitan Cathedral.**

CO2 and Cumulative Views - Proposal not visible- **no impact**

6.27 View 16- **Anglican Cathedral.**

CO2 and Cumulative Views - Proposal not visible- **no impact**

6.28 View 17- **Bidston Hill- CO2 view.**

An expansive view from the highest point to the west of the WHS. The proposal is located in the northern (left) portion of the view, but at this distance it merges with the general mass of the townscape. At this angle and distance the proposal reads as one of a series of mid-range, vertical structures, along with the Tunnel Ventilation Towers located on both sides of the Mersey, although it does screen a large part of the Waterloo Warehouse. It is well below the sandstone ridge to the east of the city centre, and the view is dominated by the tall building cluster, and to the south, the Anglican Cathedral. In the foreground, the Birkenhead docks provide a series of low-lying structures interrupted by the East Float Corn Warehouses in red brick, but this fades into the background buildings of Liverpool City Centre. Impact of the proposals on OUV arising from development at C02 in this view is **neutral**.

6.29 View 17- **Bidston Hill- cumulative view.**

The view point again illustrates the change in focus through the expansion of the tall buildings cluster, with several more towers now breaking the sandstone ridge line. The proposal occupies a trough in between the emerging clusters of tall buildings to the north and south, and this reduction in scale acknowledges the general lower scale and horizontal axis of the waterfront buildings, with the Royal Albert Dock to the south as a key precedent. Impact of the proposals on OUV arising from development at C02 in this view is **negligible**.

6.30 View 18- **Holt Hill, Birkenhead**

CO2 and Cumulative Views - The proposal is not visible in this view. **No impact** on OUV.

6.31 View 19- **Victoria Clock Tower- CO2 view.**

The proposal sits forward of the series of small scale apartment blocks which are located on the eastern quayside of West Waterloo dock. The proposal follows the

pattern of a horizontal frontage building line along the waterfront. The tones of the building are intended to resonate with the brick of the warehouse typologies within the WHS and buffer zone, the granite of the public realm, and the lighter materials of some of the more contemporary buildings, and the merging of these creates a simple aesthetic which distils the evolution of the city into a single structure. At this distance the regimented facades will be apparent, and their rigid pattern making is also a response to the industrial buildings which populated the waterfront. The scale of the rear blocks has been reduced in the latest iteration.

The location of the proposal in part of West Waterloo is not evident in the view, and the space of the remaining dock water is clearly legible with the area of separation between CO2 and the apartment blocks on the eastern quayside of the dock. The eastern tower of the Royal Liver building is still seen in the view, and the remaining dock water space of Trafalgar dock is visible in the foreground, as well as the river itself, and these provide a context which remains legible and clear. Impact on OUV is **negligible**.

6.32 View 19- **Victoria Clock Tower- cumulative view**

The parameters plan for Liverpool Waters allows for a series of mid-range and tall buildings in the Central Docks neighbourhood, and these would screen the proposal from this viewpoint. Impact on OUV is **slight adverse** in terms of views towards the city centre and the Royal Liver building, but the seawalls and the dock infrastructure in the foreground, and the relationship to the river Mersey, will be retained.

6.33 View 20- **Northern Link Road- CO2 view**

The proposal can be seen hard against West Waterloo dock, with Princes Half Tide dock in the foreground. Whilst the view from the baseline does change, the dock waters are still legible, and read as continuous from Princes Half Tide dock into West Waterloo Dock. Their current status as two linked water spaces is preserved, albeit with a reduction in the area of water within West Waterloo dock. The proposal sits on the quayside of West Waterloo dock and also within the partial infill, but this is not apparent in the view, and its presence helps to re-animate what was once a busy dock. The buildings appear as a series of silos with an industrial and warehouse aesthetic which complements the area, and which picks up on the materiality, tones and textures established in the neighbourhood. The viewpoint also shows the public access alongside the dock, marked with a colonnade to give sheltered access against the dock water space. This is intended to be associated with commercial use at ground floor in some of the buildings, and to also have interpretation. Impact of the proposals on OUV arising from development at CO2 in this view is **slight beneficial**.

6.34 View 20- **Northern Link Road- cumulative view**

The image illustrates the parameters for the Central Docks neighbourhood, and the permitted Isle of Man ferry terminal, and these read with the proposed CO2 building, to provide a series of new structures. This will benefit the proposal and the area by introducing further new activity and a sense of continuity further into the site. The relationship between the buildings, with a mid-range structure at CO2 and with taller buildings to the rear, conforms to the general lower lying buildings alongside the river,

with taller buildings further inland, which is characteristic of the city. Impact on OUV is **negligible**.

6.35 View 21- **Central Docks- CO2 view**

The proposal provides some continuity along the river frontage, which is currently viewed as an empty space, formerly associated with dockland infrastructure when an operational port. The current site is part of the re-modelling of West Waterloo dock from 1949, and the viewpoint illustrates how CO2 is proposed to occupy some of the existing partial infilling at its northern edge, and use further partial infilling to provide for the development site. The development would completely screen the Royal Liver Building from this viewpoint, but would allow a complete view of the East Waterloo Corn Warehouse, and a view of the remaining water space at West Waterloo Dock. Given the viewpoint, orientation and perspective, any development of c.5 storeys or above would have a similar impact on the setting of the Royal Liver Building. The proposal allows for the continued association of the river Mersey with the port hinterland, and allows for the distinctive layering of the city beyond. Its orthogonal geometry resonates with the industrial character of the area, and at this distance important design details such as materiality, the arched plinth course acknowledging the similar device at the East Waterloo Corn warehouse, and the homage to the hoist slots, will all help to ground the development in context. Impact on OUV is **slight adverse**, whilst the impact on the setting of the Royal Liver Building is **moderate adverse**.

6.36 View 21- **Central Docks- cumulative view**

This view illustrates show the current river frontage will be populated by the Isle of Man and Cruise Liner facilities, marking a westward extension of the city towards the river itself. The plot to the north of CO2, whilst not currently subject to any detailed proposals, will be occupied by a structure which will screen the rear blocks of CO2, as well as the East Waterloo Corn warehouse, and the water space at West Waterloo Dock. Whilst the application site does not manifest OUV in itself, it does contribute to the setting of the WHS, the Royal Liver Building and the East waterloo Corn warehouse. The cumulative view shows that the historic setting will be compromised, although the strong association with the river will still remain. Impact on OUV is **slight adverse** due to the screening of the setting of some of the attributes, which collectively help to manifest OUV.

Setting Summary Table

Attribute of OUV/Heritage Asset	Impact	Sensitivity	Magnitude of Impact	Significance of Impact
Anglican Cathedral setting	Negligible	High	Neutral	Neutral
Albert Dock setting	Negligible	Very High	Neutral	Neutral
Royal Liver Building setting	Minor	Very High	Minor adverse	Slight adverse
Metropolitan Cathedral setting	Negligible	High	Neutral	Neutral

Cunard Building setting	Negligible	Very High	Neutral	Neutral
Port of Liverpool Building setting	Negligible	Very High	Neutral	Neutral
Stanley Dock Tobacco Warehouse setting	Moderate	Very High	Minor adverse	Minor adverse
Victoria Clock Tower setting	Negligible	High	Neutral	Neutral
Waterloo Warehouse	Minor	Very High	Moderate	Minor adverse
WHS Character Area 1 Pier Head setting/part Castle Street conservation area setting	Negligible	Very High	Neutral	Neutral
WHS Character Area 2 Royal Albert Dock setting/Royal Albert Dock conservation area setting	Negligible	Very High	Neutral	Neutral
WHS Character Area 3 Stanley Dock setting/Stanley Dock conservation area setting	Minor	Very High	Minor adverse	Minor adverse

7 SUMMARY AND CONCLUSION

- 7.1 The assessment has examined the relevant policies and guidelines at international, national and local level, and has used the ICOMOS guidelines as a methodology for assessing the proposals at the application site.
- 7.2 Due to the location of the proposals outside the WHS boundary and within the Buffer Zone, the issue of setting has been assessed on individual heritage assets, and on the attributes of OUV that are described and defined within the guidance and the statement of OUV. In order to explore the potential impacts on setting, a series of views 21 have been assessed. The Buffer zones itself does not convey OUV but *is an area surrounding the nominated property which has complementary legal and/or customary restrictions placed on its use and development to give an added layer of protection to the property. This should include the immediate setting of the nominated property, important views and other areas or attributes that are functionally important as a support to the property and its protection.* (Operational Guidelines 2019). West Waterloo dock has a supporting role to play in relation to setting, but the current dock arrangement and the structures associated with it do not relate to the main periods for innovative and expansive port activities. These are described in the Statement of OUV as: *Criterion (ii): Liverpool was a major centre generating innovative technologies and methods in dock construction and port management in the 18th and 19th centuries. It thus contributed to the building up of the international mercantile systems throughout the British Commonwealth.* The value and significance of the WHS relates to the 18th and 19th century port related activities rather than those of the mid to late 20th century, of which West Waterloo dock is an example. This does not fit the chronology for which the WHS warranted inscription. In terms of the partial in-filling, the proposal impacts on dock retaining walls of the much later re-ordering of West Waterloo Dock, when the river lock was constructed in 1949. There was nothing innovative about the 1949 river lock, and it compromised the spine and branch system on which Liverpool's port trade earlier relied, and which is significant to OUV.
- 7.3 Whilst Waterloo Dock was used as a secondary location for trans-Atlantic migration trade, and also for Irish migrants, this activity largely related to the early history of Waterloo Dock, before its substantial re-orientation by Lyster in the 1860's. At that time, East Waterloo Dock became a dedicated corn dock, and West Waterloo was used for limited migration traffic and general cargo. Princes Dock became the main focus for immigration, and this was further enhanced by the construction of the landing stage and jetty, and the construction of Riverside railway station serving Princes, rather than West Waterloo Dock. Association with migration is limited to the early period in the history of the dock, and specifically when it was a single body of water rather than sub-divided. The current arrangement of the Waterloo Docks provides little manifestation of Liverpool's role in migration.
- 7.4 The extant remains of West Waterloo dock relate to the 1949 and later re-ordering rather than the earlier works by Hartley and then Lyster. Its evolution has consistently

been from lateral orientation to longitudinal, and in the current iteration, the dock water space has been narrowed in part by partial infilling and then the partial re-excavation to accommodate the Leeds-Liverpool canal link. This has provided a body of water which is essentially a narrowed channel rather than an open dock water space. The proposal is the latest iteration in this process, and although the proposed partial infilling will reduce the water space, it is consistent with the historic evolution of the dock, and approximately 50% of the current water space will remain. The proposal also seeks to ensure that this remaining water space is activated, and will allow public access close to it, which is unique within the Liverpool dock system. The proposal itself does not impact on OUV in terms of the physical works, as it is entirely within the buffer zone, and West Waterloo dock itself is not a manifestation of OUV. Its current form dates to the mid 20th century rather than the 18th or 19th centuries for which the property was inscribed. The physical works of the partial infilling and the construction of the buildings relate to impacts on setting only, and secondary impacts on OUV.

- 7.5 The proposal already benefits from the planning permission for Liverpool Waters which included the partial infilling of the dock in this location, and the proposal conforms to that permission in terms of the area to be infilled. This also conforms to the advice offered in the WHS SPD, which states that: *it is considered inappropriate for existing water spaces within the docks that survive within the Buffer Zone to be infilled. The only exception will be where permission has previously been granted for partial infilling and where circumstances have not changed sufficiently for any similar proposals to be resisted in the future. The retention of open water is considered by the council to be highly desirable in terms of retaining the character and value of these spaces in both historic and urban design terms. (4.7.7)*. West Waterloo Dock was already partially infilled before the Liverpool Waters permission was granted, and the permission itself sought to consolidate this partial infilling, rather than an infill which would have essentially removed the dock water space altogether. Some 50% of the existing dock water space within West Waterloo dock will remain. The strategy for the in-fill has also been submitted as part of the suite of documents supporting the proposals. This demonstrates that, as with the proposals for Isle of Man Ferry Terminal, the existing dock walls will remain in-situ, and a new wall constructed, piled into the bedrock below the dock. The existing dock retaining wall dates from the 1949 re-modelling, and as such does not manifest OUV, but will nevertheless be preserved as part of the works.
- 7.6 In terms of the setting of the WHS and its attributes, it is concluded that although there is a consistent very high or high significance of the attributes and assets, the impacts of the proposal are predominantly negligible, or of no impact. Where there are adverse impacts, these relate to the setting of East Waterloo Corn Warehouse, the Tobacco Warehouse and Stanley Dock, and a single view of the Royal Liver building.
- 7.7 The public benefits of the proposal relate to the reintroduction of activity in what is a derelict and redundant site, the provision of a public boardwalk so that the dock water space can be appreciated, and associated interpretation. This is a unique provision within the Liverpool dock system. The development of the site for residential use with

commercial ground floor activity, will encourage natural surveillance and footfall, in addition to acting as a catalyst for further investment and development of the brownfield site of Central Docks. Re-purposing the site with a development of a suitable city scale provides a critical mass of people, and, in physical terms, it will provide a more cohesive townscape, with suitable enclosure and legibility, to read alongside the Isle of Man Ferry terminal.

- 7.8 Whilst slight or moderate adverse impacts have been identified, these relate to the setting of the Royal Liver building from a single viewpoint, and to the setting of East Waterloo Corn warehouse, Tobacco Dock and the Stanley Dock character area from limited viewpoints. Taken as a whole, these do not constitute fundamental difficulties with the proposals in terms of impacts on OUV, with the overall assessment considered to be negligible impacts.
- 7.9 In its current configuration, West Waterloo Dock is essentially a mid-20th century arrangement, which falls outside of the important chronological sphere which is fundamental to the WHS. The criteria for inscription state that this relates to the 18th, 19th and early 20th centuries. There is nothing innovative or of technological importance in port construction terms in relation to the current West Waterloo dock- it is a late intervention to provide a river lock passage. It also marks the fragmentation of West Waterloo and Victoria Docks as individual dock water spaces, to provide a single, larger dock for 20th century traffic. The role of West Waterloo dock in migration was largely ended when Lyster re-orientated the single Waterloo Dock into east and west basins, and at that time it became a specialist corn dock. Princes Dock is the focus for migration activities, as evidenced by the construction of the landing stage, and the Riverside Railway station. West Waterloo dock had some limited functionality in terms of a secondary dock for people movement, but it was fundamentally a dock for general cargo.
- 7.10 The current dock retaining walls on the western side of the dock, the surrounding infrastructure, and the surfaces, all belong to the mid and late 20th century, and nothing remains of either Hartley's or Lyster's dock. In its current arrangement, the dock is rightly within the buffer zone, rather than within the WHS, as it does not directly contribute directly to OUV, and its relevance is entirely in terms of its setting on attributes which help define OUV. The cumulative changes to West Waterloo dock have led to the loss of both integrity and authenticity, and the current townscape is a 20th century version of this part of the dock system, with vestigial elements of the earlier port. In overall terms, whilst the proposals do have some slight adverse impacts on the setting of a limited number of these attributes, they do not detrimentally impact on OUV, and preserve the authenticity and integrity of the Property. Based on this overall assessment, the proposals which fall within this planning application should not be rejected due to heritage issues.

APPENDIX 1

STATEMENT OF OUTSTANDING UNIVERSAL VALUE

Liverpool - Maritime Mercantile City

World Heritage Site Summary

World Heritage Site inscribed by the World Heritage Committee of UNESCO in 2004.

Name: Liverpool - Maritime Mercantile City

Brief Description:

Six areas in the historic centre and docklands of the maritime mercantile City of Liverpool bear witness to the development of one of the world's major trading centres in the 18th and 19th centuries. Liverpool played an important role in the growth of the British Empire and became the major port for the mass movement of people, e.g. slaves and emigrants from northern Europe to America. Liverpool was a pioneer in the development of modern dock technology, transport systems and port management. The listed sites feature a great number of significant commercial, civic and public buildings, including St George's Plateau.

Criteria:

This entry is compiled from information provided by UNESCO who hold the official record for all World Heritage Sites at their Paris Head Quarters. This entry is provided for information only and those requiring further assistance should contact the World Heritage Centre at UNESCO.

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

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

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

Statement of Significance:

Statement of Outstanding Universal Value:

This was approved in 2010 by the World Heritage Committee in Brasilia.

Brief synthesis

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

Six areas in the historic centre and docklands of Liverpool 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, remnant 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 merchants houses, together with the William Brown Street Cultural Quarter, including St. George's Plateau, with its monumental cultural and civic buildings.

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, dock facilities and warehouse construction had worldwide influence. Liverpool was instrumental in the development of industrial canals in the British Isles in the 18th century, and of railway transport in the 19th century. All through

this period, and particularly in the 19th and early 20th centuries, Liverpool gave attention to the quality and innovation of its architecture and cultural activities. 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 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.

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

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

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

Integrity (2009)

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.

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 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.

Authenticity (2009)

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 skillfully 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 historical authenticity has occurred, as the physical evidence of the City and its great past remain prominent and visible, and in some cases has been enhanced. The main docks survive as water-filled basins within the property and in the buffer zone. The impact on the setting of the property of further new development on obsolete dockland is a fundamental consideration. It is essential that future development within the World Heritage property and its setting, including the buffer zone, should respect and transmit its Outstanding Universal Value.

Protection and management requirements (2009)

The property is within the boundary of Liverpool City Council and is protected through the planning system and the designation of over 380 buildings. The six sections of the property are protected as Conservation Areas under the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990.

The properties within the boundary are in mixed ownership and several institutions have management responsibilities relating to them. The property is subject to different plans and policies, including the Liverpool Unitary Development Plan (2002) and the Strategic Regeneration Framework (July 2001). There are several detailed master plans for specified areas, and conservation plans for the individual buildings. A Townscape Heritage Initiative for Buildings at Risk in the World Heritage site and its buffer zone is successfully encouraging and assisting the restoration of buildings within designated areas of the property. A full Management Plan has been prepared for the property. Its implementation is overseen by the Liverpool World Heritage Site Steering Group, which includes most public bodies

involved in the property.

At the time of inscription, the World Heritage Committee requested that the height of any new construction in the property should not exceed that of structures in the immediate surroundings; the character of any new construction should respect the qualities of the historic area, and new construction at the Pier Head should not dominate, but complement the historic Pier Head buildings. There is a need for conservation and development to be based on an analysis of townscape characteristics and to be constrained by clear regulations establishing prescribed heights of buildings.

A Supplementary Planning Document for Development and Conservation in and around the World Heritage site addresses the management issues raised by the World Heritage Committee in 2007 and 2008 and was formally adopted by the Liverpool City Council in October 2009.

Justification for Inscription:

Date of Inscription: 2004

Date of most recent amendment: 2010

Other Information:

This is a cultural world heritage site in England located at N53 24 24.0 W2 59 40.0. It measures 136 hectares and its buffer zone measures 751 hectares.

There is a World Heritage Site Management Plan for the World Heritage Site (2003) and implementation of the objectives and action plan is undertaken by a World Heritage Site coordinator based in Liverpool City Council. A Steering Group made up of key stakeholders oversees World Heritage activities.