

# **Heritage Statement**

Monarchs Quay, Liverpool (Revised Application  
1B)

March 2018

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# 1. Introduction

- 1.1 This Heritage Assessment has been prepared by Turley Heritage on behalf of YPG Developments Ltd in connection with a full planning application for the following development (the 'Proposed Development') at Monarchs Quay, Liverpool (the 'Application Site'):

*"Mixed use commercial building including interpretation Centre, car park with ground floor retail and an apartment block"*

- 1.2 A full planning application (ref1F/3261) for an "Interpretation Centre, car park with ground floor retail and an apartment block" was submitted to Liverpool City Council on 20 November 2017. The car park element of the proposal has been removed and therefore this Heritage Statement has been prepared to assess the impact of the revised scheme.

- 1.3 The submitted application is the second application of a mixed use masterplan to create a leisure destination at the Monarchs Quay site. An application for full planning permission for the first phase, a commercial building, was submitted to Liverpool City Council in September 2017 (17/F2490) and approved on 10 January 2018.

- 1.4 The site is close to the southern boundary of the Liverpool Maritime Mercantile World Heritage Site (WHS) and is within the World Heritage Site Buffer Zone (BZ). It is close to the southern boundary of the Albert Dock Conservation Area and the Proposed Development also has the potential to affect the setting and significance of a number of listed buildings, by causing change within their setting.

- 1.5 The National Planning Policy Framework (NPPF) provides the Government's national planning policy on the conservation of the historic environment. In respect of information requirements for applications, Paragraph 128 states the following:

*'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'*<sup>1</sup>.

- 1.6 Section 2 of this statement identifies the relevant heritage assets proximate to the Application Site that may be affected by the Proposed Development and Section 3 provides an overview of the historic development of the Application Site.
- 1.7 Section 4 provides statements of significance for the identified designated heritage assets that may be affected by the Proposed Development; proportionate to both the importance of the asset and the likely impacts. This assessment is undertaken on the basis of published information, archival research and on-site visual survey.

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<sup>1</sup> DCLG (2012) National Planning Policy Framework (NPPF) - para. 128

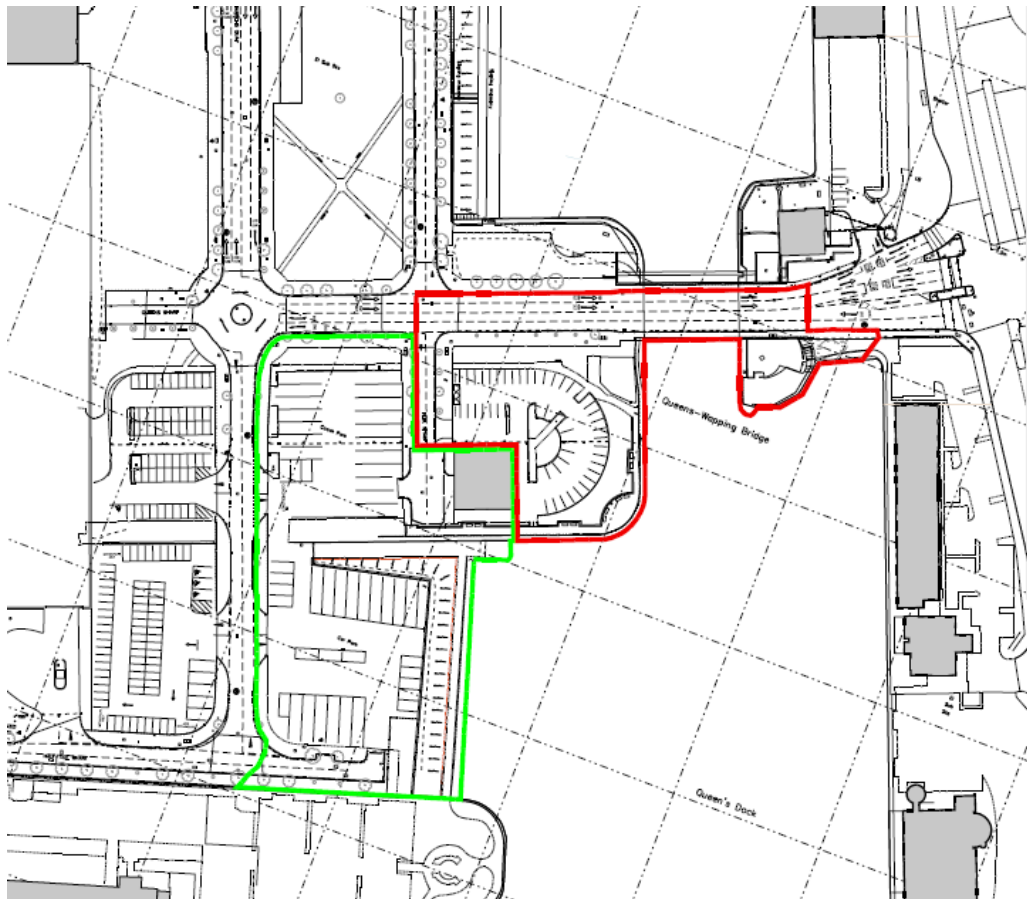
- 1.8 Section 5 provides an assessment of the impact of the Proposed Development on the significance of the identified designated heritage assets, in light of the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy set out in the NPPF, and local planning policy for the historic environment (set out in detail at **Appendix 1**).
- 1.9 The Application Site is located within the Buffer Zone (BZ) of the Liverpool Maritime Mercantile World Heritage Site (WHS). The World Heritage Convention places a responsibility on the 'State Party' (DCMS) to protect, conserve, present and transmit the Outstanding Universal Value (OUV), authenticity and integrity of the WHS. In order to address these requirements, a separate appendix (Appendix 2) has been prepared to assess the impact of the Proposed Development on the OUV of the WHS. This is entitled 'World Heritage Site Heritage Impact Assessment' and has been prepared in accordance with the ICOMOS 'Guidance on Heritage Impact Assessments for Cultural World Heritage Properties' (January 2011).ES

## 2. The Application Site and Historic Development

### The Application Site

- 2.1 The Application Site is positioned in the Monarchs Quay area to the south side of the Liverpool dock estate (Figure 2.1). The site is to east of the Liverpool Exhibition Centre (completed in 2105). To the south is the Keel residential apartments, and Queens Dock. To the north and north east is Wapping Dock and the Wapping Warehouse. To the north west is a large area of further vacant land and some distance beyond, a large scale residential building (Mersey Front Apartments).
- 2.2 The Application Site forms part of the wider Masterplan proposals for the redevelopment of the wider Monarchs Quay site. Enclosed to the east and south of the red line is an area of open land which is subject of a separate planning permission for a commercial building which was submitted in September 2017 (Application ref:17F/2490).

**Figure 2.1: The Application Site (red line)**



- 2.3 The Application Site forms an irregular area of land which includes areas of surface car parking and access roads.

- 2.4 The Application site and surrounding land was reclaimed after an area of former Docks was in-filled during the 1990's; it has remained largely undeveloped since. The Application Site is part of a larger area of surface car parking which presents a vacant and disparate character of low quality. The area is developed with completed road infrastructure as well as public footpaths and hard landscaping around the docks and provides clear opportunity for development.
- 2.5 The Exhibition Centre and Echo Arena to the west are large scale modern buildings which form robust and prominent features in the townscape.

### Historic Development

- 2.6 During the 17<sup>th</sup> century maritime trade in Liverpool was largely confined to the 'Pool', a tidal inlet that was overlooked by the castle that once occupied Derby Square at the southern end of Castle Street.

*"Until the second half of the 17<sup>th</sup> century Chester was the leading port of NW England; Liverpool had a tiny fleet (only one ship, of 30 tons, was recorded in 1609, sheltered in the Pool." (Pevsner)*

- 2.7 The process of developing the dock estate in Liverpool by reclaiming the tidal margins of the River Mersey started with the opening of Old Dock in 1715 as the first enclosed commercial wet dock in the World. Prior to that time the tidal range of the Mersey had limited maritime activity. The Liverpool docks became characterised, in part, by the artificial landform that extended along the tidal margin of the Mersey. Stanley Dock was the only dock basin cut into the natural landform. The docks are also characterised, and significant for, the patterns of often dramatic change as docks were reconstructed, enlarged and reconfigured to adapt to changing shipping requirements and avoid obsolescence.
- 2.8 A summary of the historic map regression of the south docks, in which the Application Site is located, is provided below. The maps are provided in Appendix 3.

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Crane and Jones Map 1797	<p>Following the success of Old Dock (1715) and Salthouse Dock (1734) were constructed on the edge of the river and the process of reclaiming the long dock estate from the Mersey had begun.</p> <p>By 1797 Georges Dock (now occupied by Pier Head) had been constructed to the north of Salthouse Dock and Kings Dock and Queens Dock had been constructed to the south of the Application Site. The alignment of Dukes Dock, between Salthouse Dock and Kings Dock can also be identified, although it is not clear whether it was a fully enclosed dock by this time. As found today Dukes Dock is notable for the early use of red sandstone blocks for the construction of the dock retaining walls, with a clear extension in granite during the mid-19<sup>th</sup> century.</p> <p>During the late 18<sup>th</sup> century the docks were accessed by a series of 'dry basins' that formed sheltered tidal inlets, rather than the enclosed half-tide docks developed during the mid-19<sup>th</sup> century.</p> <p>The Application Site was largely occupied by Kings Dock and the</p>
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	adjoining timber yards.
Swires Map 1823-4	Kings Dock and Queens dock were accessed by a shared dock basin, that also provided access into a graving dock, located on the southern edge of the Application Site. A large tobacco warehouse had been constructed, partly on the Application Site, between Kings Dock and the sea wall, which was referred to as 'The Parade'.
Bennison Map 1841	<p>By 1842 Old Dock had been filled in and the site was occupied by the Customs House, which continued as one of the most prominent commercial buildings in Liverpool until it was cleared after the Blitz in 1941. The original 'Dry Dock' had also been replaced with Canning Dock.</p> <p>The land now occupied by the Echo Arena and International Convention Centre, on the western edge of the Application Site, were occupied by the Duke of Bridgewater's Yard and an extremely large tobacco warehouse.</p>
1851 OS Map	<p>By 1850 a series of significant changes had taken place. Albert Dock and the associated warehouses had been constructed at the northern end of the South Docks and Salthouse Dock had been reconfigured to take its current form.</p> <p>South of Dukes Dock the most significant change involved the construction of Wapping Dock in 1851-55 by Dock Engineer Jesse Hartley. The integrated approach to the Liverpool Dock system provided access from both Kings Dock and Queens Dock into the newly constructed Wapping Dock. A large building form is illustrated along the eastern side of Wapping Dock, although the existing warehouse was not constructed by Hartley until 1856.</p> <p>Queens Dock was still accessed by the open dock basin, rather than a half-tide dock as at Canning Dock and a further series of interconnected docks had developed to the south, including Brunswick Dock.</p>
1894 OS Map	<p>The broad configuration of docks remained unchanged throughout the later 19<sup>th</sup> century, with the addition of Coburg Dock to the south of the Application Site being the principal addition.</p> <p>The most significant changes with respect to the Application Site involved the conversion of the Queens Dock Basin into a half-tide dock, complete with an island separating double lock gates, as found today at Salisbury Dock in the Central Docks.</p> <p>The entire length of the quayside between Wapping Dock and Kings Dock was covered by a transit shed and a ship building yard occupied the land immediately south of Queens Half-Tide Dock.</p>
1908 OS Map	<p>The 1908 OS Map represents a further stage of dramatic change within the dock estate and the area around the Application Site.</p> <p>The western retaining wall of Wapping Dock had been removed and Kings Dock had been substantially reconfigured to form two separate branch docks extending from Wapping Dock. The north</p>

	<p>and south quaysides of each branch dock were enclosed by long transit sheds and the dock railway, which ran between Wapping Warehouse and the dock security wall, had been extended to the southern branch of Kings Dock.</p> <p>Queens Dock had also been reconfigured to follow a similar east-west alignment with two branch docks extending west from the original dock water space, separated by a large dry dock, which is now retained and partly covered by the former Customs and Excise Building that was developed in 1991-3. The northern arm of Queens Dock, branch dock No. 1, had been developed over the former Queens Half-Tide Dock and access to the integrated South Docks, from Brunswick Dock to Wapping Dock was gained from a major new sea-lock system at the southern end of Brunswick Dock.</p>
1989-91 OS Map	<p>The 1956 OS Map confirms that the integrated dock system of the South Docks remains largely unchanged during the mid 20<sup>th</sup> century, However, by 1989-91 further significant change followed the decline of the Liverpool docks. Both of the Kings Dock branches to Wapping Dock had been in-filled and the existing dock retaining walls had been constructed. The alignment of Queens Wharf, the current access road through the Application Site, is illustrated as incomplete and the Application Site and adjoining area to the north were used as surface car parking, an arrangement that has partly continued until today.</p> <p>In contrast to Kings Dock, Queens Dock remained unaltered at this time, with both branch docks retained, although the transit sheds had been removed.</p>
Aerial Photographs 2000 and 2016	<p>The aerial photograph taken in 2000 illustrates the final significant change to the dock water spaces in the South Docks, with the northern branch dock of Queens Dock having been in-filled during the 1990s. The in-filled land now forms the Application Site.</p> <p>By 2016 the Echo Arena and International Convention Centre had both been constructed to the north –west side of the Application Site.</p>

## Summary

2.9 The historic development of the Application Site and surrounding area epitomises the historic development of the dock estate as a whole:

- The success of Old Dock and initial expansion of the docks into the tidal margins of the Mersey during the mid to late 18<sup>th</sup> century was followed by rapid expansion during the early to mid-19<sup>th</sup> century.
- During the 19<sup>th</sup> century the Application Site formed part of Queens Dock and basin. Wapping Dock was constructed in 1851-55 by the renowned Dock Engineer Jesse Hartley.



- The docks became increasingly integrated as dock management systems evolved. The south docks were typically enclosed by transit sheds rather than larger warehouses, Albert Dock and the western side of Wapping Dock being the exceptions to the normal form of enclosure.
- The decline of the dock estate during the mid to late 20<sup>th</sup> century resulted in large parts of the dock system including the land within the Application Site being in-filled. The Application Site and surrounding areas has since been used as surface car parks.
- The post 2000 renewal of the international waterfront extending from the New Museum at Pier Head south to the International Convention Centre has transformed much of the South Docks.

### 3. Heritage Assets

#### Introduction

- 3.1 The NPPF (2012) defines a heritage asset as:

*“A building, monument, site, place, area, or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest”<sup>2</sup>.*

- 3.2 The designated and non-designated assets identified in association with the Application Site are identified on the Heritage Asset Plan provided in Appendix 2.

#### Designated Heritage Assets

- 3.3 Designated heritage assets are those which possess a level of heritage interest that justifies designation under relevant legislation and are then subject to particular procedures in planning decisions that involve them. The NPPF confirms that designated heritage assets include world heritage sites, listed buildings and conservation areas, which are relevant to the Application Site.

#### Listed Buildings

- 3.4 A number of listed buildings have been identified which may be indirectly affected by virtue of change caused by the Proposed Development within their setting:

**Table 2.1 Listed Buildings**

Listed Buildings	Grade	Date of Listing
Wapping Basin	II	19 June 1985
Gatekeeper’s Lodge at Entrance to Wapping Dock	II	14 March 1975
Hydraulic Tower at Wapping Dock	II	14 March 1975
Warehouse at Wapping Dock	II*	12 July 1966
Baltic Fleet Public House	II	14 March 1975

#### Conservation Areas

- 3.5 The site is close to the southern boundary of the Albert Dock Conservation Area. The Albert Dock Conservation Area was designated in November 1976 and forms Character Area Two of the WHS.

#### Non-Designated Heritage Assets

- 3.6 Historic England guidance in Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning: 2 (2015) confirms that:

<sup>2</sup> DCLG (2012) National Planning Policy Framework (NPPF) – Annex 2: Glossary

*“Non-designated heritage assets include those that have been identified in a Historic Environment Record, in a local plan, through local listing or during the process of considering the application.”*

- 3.7 Liverpool City Council has not published a list of local heritage assets, however a search of the Merseyside Historic Environment Record (HER) was undertaken in March 2018 and identified the following above-ground heritage assets that are not included on the statutory national list and comprise an above ground heritage structure:

**Table 2.2 Above-ground Non-designated Heritage Assets located close to the Application Site**

Asset No.	HER Asset Name
MME9596	Queen’s Dock

## 4. Significance of the Heritage Assets

### Significance and Special Interest

- 4.1 The NPPF defines the significance of a heritage asset as:

*“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting<sup>3</sup>.”*

### Listed Buildings

- 4.2 Listed Buildings are defined as designated heritage assets that hold special architectural or historic interest. The Principles of Selection for listed buildings are published by the Department of Culture, Media and Sport and are supported by Historic England’s Listing Selection Guides for a range of thematic building types.

### Conservation Areas

- 4.3 Conservation areas are designated on the basis of their special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance. Historic England has published guidance in respect of conservation areas which provides a framework for the appraisal and assessment of the special interest and significance of a conservation area<sup>4</sup>.

### Non-Designated Heritage Assets

- 4.4 Non-Designated Heritage Assets (also identified as ‘locally listed assets’) are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets.
- 4.5 The ‘Good Practice Advice Note 2: Managing Significance in Decision-Taking’ produced by Historic England (2015) states that Non-designated heritage assets include those that have been identified in a Historic Environment Record (HER).

### Setting

- 4.6 The NPPF defines the setting of a heritage asset as:

*“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral<sup>5</sup>.”*

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<sup>3</sup> DCLG (2012) National Planning Policy Framework (NPPF) – Annex 2: Glossary

<sup>4</sup> Historic England (2016) Advice Note 1: Conservation Area Designation, Appraisal and Management

<sup>5</sup> DCLG (2012), National Planning Policy Framework (NPPF) – Annex 2: Glossary

- 4.7 Historic England has published ***Good Practice Advice Note 3: The Setting of Heritage Assets*** (2015) in respect of the setting of heritage assets, providing detail on understanding setting and the associated assessment of the impact of any changes. The guidance confirms at paragraph 9 that setting is not a heritage asset, nor a heritage designation, rather its importance lies in what it contributes to the significance of the relevant heritage asset itself.
- 4.8 Further guidance on the definition of setting and how it should be taken into account is set out in National Planning Practice Guidance. In assessing the contribution of setting to the significance of the following identified assets, the role of the Application Site has been considered.

## **Assessment of Significance**

### **Listed Buildings**

**Warehouse at Wapping Dock (Grade II\*), Hydraulic Tower at Wapping Dock (Grade II), Gatekeeper's Lodge at entrance to Wapping Dock (Grade II), and Dock Basin (Grade II)**

#### ***Special Architectural Interest***

- 4.9 Wapping Warehouse was constructed in 1855 by Jesse Hartley. Wapping Warehouse is similar in form to those at Albert Dock. However from an aesthetic perspective as it follows a more utilitarian, simplified approach, and has more similarities to the warehouses at Stanley Dock, which also date from the mid 1850s. The building was originally 232 metres long, with forty bays that were divided into five fire proof sections, but it was reduced in length following damage sustained in the May Blitz, 1941. The redundant iron columns of the demolished end of the building have been retained at the southern end.
- 4.10 The building is constructed in brick with an iron frame and rises to five storeys. To the dock side is an open colonnade of iron columns with large segmental arches, a top cornice and panelled parapet.

**Figure 4.1: Wapping Warehouse and Dock Basin**



- 4.11 An interesting distinction between Wapping Warehouse and those at Stanley Dock is the use of cyclopean granite construction, rather than brickwork to the ground floor of the eastern elevation. In this respect the warehouse elevation corresponds to the dock security wall and the use of granite within the warehouse elevation may have been dictated by the need to safeguard the building from potential damage from the railway siding that ran between the wall and warehouse. The dock security wall also incorporates fragments of the stanchions that originally supported the over-head railway.
- 4.12 The Gatekeeper's Lodge at the entrance to Wapping Dock, is one of the more unusual in the dock estate, particularly the blind arrow slit. However, its construction from cyclopean granite, battered sides, chamfered plinth and corbelling is common with others and a key feature of the sections of the dock security wall that were constructed while Hartley was the Dock Engineer. It is the central pier of a demolished double gate in the dock wall.
- 4.13 The use of hydraulic power is an important aspect of the significance of the warehouses within Liverpool's dock system. Each section of the warehouse was serviced by a hydraulically powered lift. The power was supplied by the Hydraulic Tower, which rises from a battered granite base to an octagonal tower, complete with battlements. The brick tower is the accumulator tower and the turret on the top, the chimney.
- 4.14 Wapping Dock Basin, in common with others constructed by Hartley at this time features cyclopean granite dock walls, with massive granite copings to the quayside. It was designed to link Salthouse Dock with those to the south. The dock wall is one of the pioneering elements of the dock estate.

**Figure 4.2: Gatekeepers Lodge (left) and Hydraulic Tower (right)**



### ***Special Historic Interest***

- 4.15 Wapping Warehouse and the associated structures are ascribed significant historic interest for their association with Jesse Hartley, Liverpool's most prominent Dock Engineer during the period of the most extensive dock expansion. The dock formed part of the integrated dock system designed by Hartley, although the original plan to enclose three sides of the dock with similar warehouses was not realised.
- 4.16 The warehouse also contributes to the narrative of the May Blitz in 1941; the southern part of the warehouse was damaged, and finally demolished in 1986 when the whole was converted for residential use and a new southern end constructed, with the quayside columns being preserved.
- 4.17 The eastern dock retaining wall, immediately adjoining the warehouse, displays the archetypal cyclopean granite of Hartley's docks and is also a good example of the way in which some of the Liverpool Docks were adapted and reconstructed, as evidenced in the above map regression.

### **Contribution of Setting to Significance**

#### ***Description of surroundings***

- 4.18 Wapping Warehouse encloses almost the entire of the eastern side of Wapping Dock and the colonnaded elevation faces directly towards the water. To the east is the wide thoroughfare of Wapping Street and beyond a mix of modern and traditional buildings set back beyond a grassed area. To the north is Wapping Basin, to the west beyond Wapping Dock is Keel Wharf and an area of modern development including the Echo Arena, multi storey car park and some residential buildings and the Liverpool Exhibition Centre. To the south is the Queens Dock.
- 4.19 The Hydraulic Tower and Gatekeepers lodge buildings are located to the south side of Wapping Dock adjacent to Queens Wharf and the bridge at the dock entrance.

#### ***Experience of the Asset***

- 4.20 The setting of Wapping Warehouse makes an important contribution to its significance. It is legible as part of the dock estate, enclosed to the east by the dock security wall and built within the flat artificial landform of the wider dock system. The warehouse is functionally associated with the dock itself, the adjoining Wapping Basin and the integrated docks to the south. There is a close functional relationship with the Hydraulic Tower and Gatekeeper's Lodge, which are separately listed; these assets are experienced as a group; which emphasises their historic functionality and relationship.
- 4.21 Wapping Warehouse provides one of the most prominent examples of the relationship between a warehouse and the dock security wall in the WHS and provides a very clear example of the separation of the dock estate from the adjoining city. In this context the relationship between the Wapping complex and the Baltic Fleet Public House is an important illustration of the context of the dock estate within its wider hinterland. The wall to the east marks a robust and forbidding element of the townscape and emphasises the historic private nature of the dock area.
- 4.22 The Warehouse is appreciated in long distance views from the west, where it is seen across the open water of the Wapping dock. In these views the wide expanse of the



west elevation of the warehouse and the exposed columns to the south are legible. The open water of the dock is an important aspect of the setting of the Warehouse and is legible as an interconnected feature. The open space to the west of the dock provides an area from which the expanse of the warehouse can be viewed but the open character of this space is the result of modern intervention; the historic character of the area has been eroded.

***Contribution of the Application Site to significance***

- 4.23 The Application Site comprises part of the historic dock landform that was constructed along the tidal margins of the Mersey and forms part of the historic narrative of dock development and reconstruction. However, the infilling of the former dock and redevelopment for surface car parking has erased any legibility of the historic character of the site and reduced any the legibility of functional or historic connection to Wapping Warehouse, dock and the associated structures. Whilst the site forms part of the physical surroundings of the asset, and allows for open views towards the dock and warehouse in its undeveloped state, it does not contribute to the significance of the warehouse or other assets.

**Dock Retaining Walls Duke's Dock (Grade II)**

***Special Architectural Interest***

- 4.24 Duke's Dock is the narrowest dock in the Liverpool dock estate. It is aligned east-west and is connected into Wapping Basin. The dock was extended in 1841-45 to form a half-tide dock and one of the interesting aspects of its construction is that it demonstrates the development of the initial phase of sandstone retaining wall construction and also the subsequent phase of cyclopean granite favoured by Hartley. Evidence remains of a covered dry dock structure on the northern side of the dock.

**Figure 4.3: Dukes Dock**





### ***Special Historic Interest***

- 4.25 Duke's Dock was constructed in 1773 and is the oldest surviving water filled dock in Liverpool. It was constructed for the Duke of Bridgewater and extended with a half tide dock in 1841-5. It was integrated into the wider dock system during the mid-19<sup>th</sup> century, providing a direct connection into both Salthouse Dock and Wapping Dock by the construction of Wapping Basin.
- 4.26 The dock is one of the few remaining above ground 18<sup>th</sup> century structures in the Liverpool Docks, and forms an integral part of the interconnected dock system and demonstrates the development in construction techniques.

### **Contribution of Setting to Significance**

#### ***Description of surroundings***

- 4.27 The dock extends to the south of Gower Street and extends west away from Wapping Basin. To the north beyond Gower Street is the southern side of Albert Dock. To the south is the Echo Arena and large scale 20<sup>th</sup> century buildings including the Jurys Inn Hotel.

#### ***Experience of the asset***

- 4.28 The land to the south of the dock changed dramatically during the late 20<sup>th</sup> century with the construction of the Echo Arena and associated hotel and car park to the immediate south. This has erased any legibility of a former historic or functional connection between the dock and this area.
- 4.29 To the north of the dock is the Albert Dock. Significance is ascribed to the important group value between the dock and these warehouses, as well as the other dock buildings and structures with which it has a dialogue resulting from contemporaneous origins and shared functionality.

### ***Contribution of the Application Site***

- 4.30 Duke's Dock is entirely obscured from the Application Site by the intervening residential and hotel developments that enclose the northern part of Keel Wharf. The Application Site makes no contribution to the significance of Duke's Dock, other than forming part of the current artificial landform of the dock estate.

### **Baltic Fleet Public House (Grade II)**

#### ***Special Architectural Interest***

- 4.31 The Baltic Fleet Public House (Figure 4.4) dates from c.1860 and occupies a small triangular site, forming a narrow curved corner to the junction of Hurst Street and Wapping. The Wapping elevation of five bays incorporates the main entrance to the pub; however the four bays to Hurst Street and three bays to Cornhill incorporate a similar level of architectural detailing and ambition. The building is clad in painted stucco render, with a slate roof. The Wapping elevation incorporates an arcade of round arched windows to the ground floor, divided by Tuscan pilasters. A projecting cornice defines first floor level and the three central windows are decorated with carved tympana. All of the first floor windows are framed with moulded architraves and the elevation incorporates a decorative eaves cornice, supported by multiple

brackets. The narrow curved corner differs in this respect by incorporating several low second floor windows in place of the decorative cornice.

***Special Historic Interest***

- 4.32 The 1890-93 OS Map confirms that the Baltic Fleet was one of numerous public houses located along Strand Street and Wapping to serve the many dock workers and sailors associated with the port. The pub appears to have been named after the Baltic trade and replaced an earlier pub. The historic map regression also identifies a corresponding narrow triangular site to the north, as Hurst Street formed an oblique angle with Wapping, possibly suggesting a degree of formal town planning to the arrangement of streets and buildings.
- 4.33 The building has historic interest as a mid-19th century public house; the legible and continuous pub use contributes to its significance.

**Figure 4.4: The Baltic Fleet Public House**



**Contribution made by Setting to Significance**

***Description of surroundings***

- 4.34 The physical surroundings of the pub are dominated by the width of Strand Street / Wapping, which forms a major highway along the eastern side of the dock estate, the massive Wapping Warehouse on the western side of Wapping and the new apartment developments to the east of the pub.

***Experience of the asset***

- 4.35 The Public House is principally experienced from Wapping, which is a broad busy carriageway and which separates the building from the wider dock estate.
- 4.36 The area to the east of the Baltic Fleet has experienced several phases of change since the early-mid 19<sup>th</sup> century, including the areas of densely developed warehouses and their subsequent clearance and more recent residential development. That area has evolved to the extent that it makes only a limited contribution to the significance of the listed building, although recent developments on Cornhill have recreated a much

greater sense of enclosure. The stucco elevations of the pub allow it to stand out from the backdrop of largely brick elevations used for the recent apartment based developments, to its rear lending the pub prominence despite its diminutive scale. The contrast emphasises the isolated nature of the building and enhances legibility of the building as a remnant of a former historic streetscape.

- 4.37 The building has a clear visual relationship and historical resonance with Wapping Warehouse to the west. A historic resonance exists between the buildings and this is legible in the historic origins of the buildings and their shared dialogue with the wider dock estate. Whilst Wapping warehouse has a resonance with the building, it also screens it from direct view from much of the estate.
- 4.38 The building has clearly been designed especially for the narrow triangular site, the architecture of the building responds with effectively three 'front elevations' to adjoining streets and this contributes positively to the significance of the listed building.

***Contribution of the Application Site to Significance***

- 4.39 The public house is obscured from the Application Site by the mass and length of Wapping Warehouse and the dock walls. There is no visual relationship between the Application Site and listed building and the current form of the Application Site makes no contribution to significance.

**Albert Dock Conservation Area**

- 4.40 The Albert Dock Conservation Area was designated in November 1976 and forms Character Area Two of the WHS. The character and appearance of the conservation area is essentially derived from the flat topography of the reclaimed land that enabled the dock estate to expand out into the river margins; the large expanses of dock water spaces themselves and the related evolution of dock construction and management and the key built structures including the Gateman's Huts, Gate Lodges, Hydraulic buildings and graving docks as well as the landmark warehouses.

***Contribution of setting***

- 4.41 The setting of the conservation area is variable in quality. To the north are the dramatic forms of the Mann Island development, which were designed to frame specific views of the Pier Head group and provide an effective enclosure to the northern side of Canning Dock. The east side of the conservation area is largely open, giving an artificial aspect and creating expansive views, west, towards Albert Dock, which would originally have been screened by the transit sheds to Salthouse Dock and subsequently by the elevated 'docker's railway'. To the south the area around Kings Dock comprises a large area of surface car parking including the Application Site, with the Echo Arena and Convention Centre to the west. This area of setting suffers from vacancy and is in parts poor quality.

***Contribution of Application Site to Significance***

- 4.42 There are no above-ground heritage assets located within the Application Site, which is experienced in the context of recent developments at Kings Dock and around Coburg Dock and Brunswick Dock to the south.

- 4.43 In this context the Application Site forms part of the flat dockland topography that continues to the south of the conservation area and whilst elements of this landscape have a dialogue with the conservation area which results from their contemporaneous origins, shared materiality and function, the Application Site itself, being vacant and poor quality makes no contribution to significance.

## **Non-Designated Heritage Assets**

### **Queens Dock**

#### ***Architectural and Historic Interest***

- 4.44 Queens Dock is located on the east side of the River Mersey in the Southern Dock System of the port of Liverpool. It is located to the immediate south of Wapping Dock and to the north of Coburg Dock, forming part of the Southern Dock System. The Queens Dock was designed by engineer Thomas Morris, also responsible for King's Dock, Salthouse Dock and George's Dock. It was opened in 1785, and named after Queen Charlotte.
- 4.45 Queens Dock was later expanded by John Foster, succeeding Henry Berry, who was himself succeeded by Jesse Hartley<sup>6</sup>. It consisted of a main basin with two branch docks; the branch dock number 2 to the north has since been infilled. It is bound by a cast iron balustrade which emphasises the sense of horizontality created by the open mass of the basin. The eastern retaining wall is constructed with granite and the western side of the dock was realigned with two branch docks, separated by a dry dock, between 1894 and 1908 to replace a shipyard, series of smaller dry docks and the Queens Half-Tide Dock.

### **Contribution of Setting to Significance**

#### ***Description of Surroundings***

- 4.46 Queens Dock is located to the south of Wapping Dock and north of Coburg Dock and forms part of the system of connected docks to the south side of Monarchs Quay. Two dock basins extend west towards the Mersey. To the north and west is the surface car parking areas associated with the Application Site, and beyond the Echo Arena and Exhibition Centre. To the east are some small scale re-developments on the dockside, which Pevsner describes as 'aesthetically the least successful'<sup>7</sup> and beyond, Chaloner Street which separated the waterfront from the city.

#### ***Experience of the Asset***

- 4.47 The dock itself is best and principally experienced from the immediate surroundings where its structure and expanse of water is legible. The immediate urban context around the dock has however been heavily altered by 20<sup>th</sup> century development and few historic structures remain. There is a connection to the dock infrastructure to the north and south and this represents an important and legible relationship emphasising the interconnected nature of the asset to the wider dock estate and its former function.

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<sup>6</sup> Grace's [https://www.gracesguide.co.uk/John\\_Foster\\_\(1758-1827\)](https://www.gracesguide.co.uk/John_Foster_(1758-1827))

<sup>7</sup> Joseph Sharples. Pevsner Architectural Guides: Liverpool (2004)

***Contribution of Application Site to Significance***

- 4.48 The Application Site is to the north-west side of Queens Dock and forms part of the historic dock landform that was constructed along the tidal margins of the Mersey, however the later changes at the site including its present re-use as a surface car park has erased any legibility of a historic connection or functional association. The Application Site makes no contribution to significance.

## 5. Assessment of Impact

### Summary of Legislation and National Planning Policy

- 5.1 Under The Planning (Listed Buildings and Conservation Areas) Act 1990, Liverpool City Council, in determining the submitted full planning application, has a statutory duty to have special regard to the desirability of preserving listed buildings and their setting or any features of special architectural or historic interest which they possess (S.66) and to pay special attention to preserving the character and appearance of conservation areas (S. 72). In this context ‘preserve’ is taken to mean ‘to do no harm’.
- 5.2 There are no designated or non-designated heritage assets located within the Application Site. Any effects arising from the Proposed Development on built heritage will therefore be indirect in nature, having potential to affect the significance of the identified heritage assets through alteration of their setting, rather than any direct physical effects on fabric.
- 5.3 The following assessment of impacts is proportionate to both the significance of the relevant heritage assets, the nature of the Proposed Development and the likely magnitude and form of effect.
- 5.4 The relevant heritage legislation, policy and guidance context for consideration of the Proposed Development is set out in Appendix 1. This includes the ‘statutory duties’ of the Planning (Listed Buildings and Conservation Areas) Act 1990, national planning policy set out in the NPPF, and local policy for the historic environment, as well as other national guidance and relevant material considerations.
- 5.5 Case law has confirmed that in respect to Section 66 of the 1990 Act decision-makers should give “considerable importance and weight” to the desirability of preserving the setting of listed buildings, where ‘preserve’ means “to do no harm”.
- 5.6 Paragraph 129 of the NPPF requires that local planning authorities should identify and assess the particular significance of heritage assets that may be affected by proposals. They should take this assessment into account when considering the effect of proposals in order to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal.
- 5.7 Paragraph 137 of the NPPF encourages local planning authorities to look for opportunities for new development within conservation areas and the setting of heritage assets to enhance or better reveal their significance. It also establishes that proposals that preserve those elements of setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.
- 5.8 Importantly, Annex 2 of the NPPF defines ‘conservation’ as the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances significance. It is not a process that should prevent change.

## **Kings Dock Masterplan**

- 5.9 In 2012, Liverpool City Council published a Strategic Investment Framework (SIF) which aimed to guide economic growth within the City Centre over the next 15 years. The SIF identified the culture and visitor economy as one of four key economic sectors to drive growth. The Waterfront in particular was identified as an area that will continue to drive visitor numbers through focused investments.
- 5.10 Considering the aspiration of the City Council to create a leisure destination at the site, a Masterplan (prepared by BDP) was published. The Masterplan covers the wider site, an area covering 4.6 hectares and previously owned by the HCA.
- 5.11 A Planning Brief and Masterplan were published in May 2016, which set out the vision and development framework for the site. The King's Dock Masterplan and Planning Brief have been informed by consultation with key stakeholders that have an interest in the site and its operation.
- 5.12 The Masterplan stated that;

*"King's Dock will be an important destination within Liverpool's waterfront, offering an exciting mix of leisure attractions with year round appeal and associated shops, bars, restaurants, hotels, offices and homes. It will deliver outstanding design within an historic dockside setting and improve the connectivity of the waterfront with the wider city".*

## **The Proposed Development**

- 5.13 The Proposed Development involves two separate buildings, being an Interpretation Centre with commercial space above, and a residential building, as well as associated access and landscaping.
- 5.14 The Interpretation Centre is proposed to be located on the small projecting area of land adjacent to Queens Wharf and projecting into Queens Dock. The relevant plot is set at two levels, the upper road level and lower water side level. The building is designed to respond positively in architectural style and scale to the Wapping Warehouse Hydraulic Tower whilst also reinterpreting the history of the site in a modern architectural approach and to form a gateway into the docklands site. The building is designed to respond to the old swing bridge between Wapping and Queens Dock and forms a broadly triangular shape in plan. At the ground floor is a two storey void creating a waterside garden. The lower levels are almost entirely glazed creating a light base to the structure adjacent to the water level whilst the upper levels are clad in corten cladding which reflects the industrial context of the setting and the warm colour of the traditional buildings in the vicinity.
- 5.15 The residential building will provide 102 apartments and will form an 'L' shape with principal elevations to Queens Wharf and the Queens Dock. The linear form replicates the traditional shape and mass of the landmark warehouse buildings in the docklands estate. Its north – south orientation is also consistent with the pattern of development in the area. The building provides an opportunity to create a landmark gateway building on a key junction in the waterfront and will be six storeys. The ground floor



will be defined by concrete or stone cladding and expansive glass curtain walling ensuring a visual connection to the street level. Above, the elevations are in 'autumn' or 'dark red' multi bricks and the sixth floor roof structures will be in corten which will ensure that the building is visually consistent with the proposed Interpretation Centre. The sixth storey will be a gabled structure set back from the principal elevations. The gables reflect the traditional form of the warehouses and other dock structures and the muted tones of the brick and corten ensure that the building is consistent with the character of the surrounding dockland buildings.

- 5.16 The new development will promote additional activity in the Monarchs Quay area, particularly pedestrian uses along Queens Wharf, and this will be further enhanced with the uses proposed. The proposed buildings also provide the opportunity to enhance and improve the interaction with the dock areas and waterfront to Queens Dock.
- 5.17 The Application Site and surrounding area was historically developed with a dock and associated buildings as part of the southern docks. The principle of development of the site is therefore established and the Proposed Development provides an opportunity to reinstate the historic arrangement. At present the Application Site and the area surrounding it to the west side of Wapping and Queens Dock is vacant and undeveloped and has a somewhat deserted and isolated quality. The Proposed Development, with the other applications relating to the wider masterplan provides an opportunity for a high quality enhancement of the area.

## **Impact on Significance**

### **Listed Buildings**

***Warehouse at Wapping Dock (Grade II\*), Hydraulic Tower at Wapping Dock Grade II), Gatekeeper's Lodge at entrance to Wapping Dock (Grade II) and Wapping Basin (Grade II)***

- 5.18 As aforementioned the Wapping warehouse, dock and associated structures are ascribed high levels of architectural and historical interest and have shared associations with the development of the former dock estate and with Jesse Hartley, as well as important group value which illustrates and exemplifies their historic functionality. The surrounding infrastructure and buildings of the dock estate are elements of setting which contribute to significance. The Warehouse complex is experienced in the context of very large scale modern development which includes the Echo Arena and Exhibition centre.
- 5.19 The Application Site is located to the south west of the Warehouse at Wapping Dock and the associated lodge and tower. As aforementioned the Application Site is largely used for surface car parking and is poor quality. Any former historic or functional association with the Wapping Warehouse complex has been eroded by the removal of dock related infrastructure and the redevelopment for car parking.
- 5.20 The Proposed Development will introduce a pair of high quality buildings, enhancing and improving the visual experience of the Application Site and bringing it back into an active use. Whilst the new buildings are different to the former historic structures, the



proposal contributes to the re-invigoration and reinterpretation of the historic context of the warehouse group by reinstating built form.

- 5.21 The Interpretation Centre is the proposed building most proximate to the Wapping group and will respond positively to the Wapping Hydraulic Tower forming a gateway feature with it; both buildings will have a clear vertical emphasis and enclose the Wapping Quay road entrance. This will create a positive and striking new gateway to the docklands area and the buildings will have a dialogue resulting from their shared height and proximity. The new building will however be clearly legible as a modern intervention, and will be constructed in corten, which will emphasise the modernity of the structure but will also be complementary colour of the tower and associated structures. The formality and simplicity of the elevations of the Interpretation Centre ensure that the more decorative appearance of the hydraulic tower remains visually distinctive in this relationship. The legibility of the tower as a historic structure and its historic associations with the Wapping Warehouse group of assets will be preserved.
- 5.22 The interpretation centre and new associated residential building will be viewed alongside Wapping Dock and Warehouse and the group of assets in views from the north and west side of the open dock. At present the Application site is vacant and presents an open and undeveloped context to views of the Wapping group. The proposed Interpretation Centre and Residential Building will re-introduce built form to the area. The buildings are proposed to be constructed in contemporary architectural style and will be legible as modern interventions in the dock estate. The proposed materials however ensure that the buildings blend with the colours and textures of Wapping Warehouse and the surrounding traditional buildings and their legible modernity will contrast with and emphasise the solidity and traditional character of the historic structures.
- 5.23 Wapping Warehouse is substantial in scale and mass. The Interpretation Centre and residential building are smaller in scale and mass and will not diminish the overall dominance of the warehouse. The most important views of the warehouse, experienced when its principal elevation is viewed from the north will not be impeded; the modern buildings are seen as part of the surrounding urban context, which is already characterised by a variety of modern buildings.
- 5.24 Views taken from the area to the south of the Queens Dock will be altered, with the new Interpretation Centre and Residential building appearing in the foreground of the Warehouse. It is however noted that the existence of built form in this area is traditional and characteristic, and the present open character of the Application Site results from the clearance of historic buildings in the early 20<sup>th</sup> century.
- 5.25 The Proposed Development will have no impact upon the appreciation of the group value of Wapping Warehouse and the associated assets; it will also not affect the appreciation of the architectural and historical interest of the buildings or the legibility of the group value and associations between them, and with the wider dock estate. The Proposed Development will result in a change in the setting of the warehouse and other listed structures, and will bring modern built form closer to the structure, but this will be seen in an existing extensive context of 20th century change. The development

of the Application Site will enhance the urban grain of the area surrounding the group of assets, reinstating built development.

- 5.26 It is concluded that the Proposed Development will have no harmful impact upon the assets, and their significance will be sustained.

***Baltic Fleet Public House (Grade II)***

- 5.27 The Baltic Fleet Public House is to the east of the Application Site; beyond the large scale mass of Wapping Dock and Wapping Warehouse and the warehouse screens views such that there is no visual connection between the two. As discussed in Section 4 of this report, the significance of the public house is principally ascribed to its architecture and historical associations with the dock estate and workers.
- 5.28 The Proposed Development will not be visible from the Baltic Fleet Public House or the surrounding area. There will be no change to the appreciation of the historic and architectural interest of the building or to its legibility as part of a former historic townscape. The visual connection between the asset and Wapping Warehouse and the docklands to the north will be unchanged.
- 5.29 The Proposed Development will not be visible and will have no impact on the significance of the asset. The significance of the Baltic Fleet public house will be preserved.

**Conservation Areas**

**Albert Dock Conservation Area**

- 5.30 The Application Site is located adjacent to the southern boundary of the conservation area. The part of the conservation area most closely associated with the Application Site principally encloses Wapping Dock and Warehouse.
- 5.31 The Proposed Development would be seen from within the Conservation Area boundary when looking south into the Kings Dock area, principally from Wapping Dock and Warehouse. As discussed above however, this part of the setting of the conservation area is heavily changed and characterised by large scale modern developments including the Echo Arena.
- 5.32 The principal elements of the Proposed Development which will be viewed from within the Albert Dock conservation area boundary are the Interpretation Centre building and the residential building. These structures will be viewed from the Wapping Dock and warehouse frontage. At present these areas are hardsurfaced and are used for surface car parking and are visually poor quality. The Proposed Development offers an opportunity for high quality development which will positively enclose the dock frontages.
- 5.33 As aforementioned the architectural style of the buildings is simple and the regular grid forms and architectural detailing refer to the traditional architectural styles in the dock area. The materials proposed are high quality and the colour and textures are sympathetic and consistent with the brick tones of the traditional buildings in the dock estate, particularly Wapping Warehouse.

- 5.34 The area to the south of the Conservation Area which includes the Application Site is discussed in Section 4 and it is identified that the area is mixed, and includes traditional buildings as well as large scale modern buildings and areas of expansive surface car parking. The Proposed Development provides an opportunity to reinvigorate an area of the docks which is presently underused and vacant. The development will enhance the character and visual appearance of the site, and the overall contribution it makes to the conservation area.
- 5.35 The Proposed Development will therefore preserve the character and appearance of the Conservation Area.

#### **Buildings identified on the Historic Environment Record (HER)**

- 5.36 The Proposed Development will be located to the north and east of **Queens Dock**. The Interpretation Centre will be located on the small section of dock which extends into the waterfront at the north and the residential building will be located to the north-west corner of the dock partially enclosing the dock frontage. These buildings will change the context and setting of the dock in these areas and change views from the dock to the north and west, however the Proposed Development will be high quality and sensitive to the character of the surrounding area. The form, mass, scale and materiality of the buildings responds to the building typology of the warehouses in the dock areas.
- 5.37 At present the Application Site is vacant and undeveloped and has a somewhat deserted and isolated quality. The Proposed Development intends to directly engage with the waterfront to Queens Dock with reinvigorate public space and access to the dock sides. There will therefore be a benefit through bringing the space back into active use and allowing greater appreciation and experience of the dock. The Proposed Development will not affect the ability to appreciate the specific significance of Queens Dock. There will also be no change to the group value and associations between the buildings and the dock itself. It is concluded that the Proposed Development will have no harmful impact upon the asset, and its significance will therefore be sustained.

#### **Statutory Duty**

- 5.38 Although the Application Site has some historic functional association with the surrounding assets as a result of its former use as part of the docklands, any legibility of the former connections or resonance with the assets has been erased by the later infilling of the dock and redevelopment of the site in the 20<sup>th</sup> century as a surface car park.
- 5.39 Due to the erosion of any functional associations and the later redevelopment of the site for a surface car park, the Application Site makes no contribution to the significance of the relevant heritage assets. The Application Site is largely disused and appears fragmentary and low quality.
- 5.40 The Proposed Development involves the development of two high quality buildings, for an Interpretation Centre and commercial uses, and a residential building and it will contribute towards the redevelopment of a low quality area of the dock estate. The interpretation centre and residential building reflect and respond to the warehouse building typology in scale, form, mass and in the use of red toned materials.

- 5.41 The buildings will be seen and experienced in an existing context of change, which characterise the southern docks, which includes the buildings identified above as well as large scale residential buildings including the Arena and Exhibition Centre.
- 5.42 Having considered each of the heritage assets affected and the contribution that setting makes to their significance, it is concluded that the Proposed Development will result in change within the setting of these assets but will not harm their significance.
- 5.43 The Proposed Development therefore addresses of s.66(1) and s.72 of The Planning (Listed Building and Conservation Areas) Act 1990 and accords with Paragraphs 131, 132 and 135 and 137 of the NPPF.

**Liverpool Unitary Development Plan**

- 5.44 The Proposed Development accords with the provisions of Policy HD5 of the Liverpool UDP which establishes that planning permission will only be granted for development affecting the setting of a listed building where the setting and important views of the building are preserved. As discussed above, the elements of setting which contribute to the significance of the relevant listed buildings are preserved. The Application Site is situated in an existing context of change and is presently disused. The Proposed Development provides the opportunity to enhance the quality and appearance of the site and increase opportunities for engagement with relevant assets.
- 5.45 Policy HD12 states that 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. The Proposed Development provides the opportunity to enhance a site in the setting of the conservation area and bring it back into active use.
- 5.46 The Proposed Development also accords with Strategic Policy 24 of the Core Strategy (2012) which sets out that heritage assets will be protected from inappropriate development by requiring development proposals within or adjacent to them to demonstrate that it will preserve and enhance them and the special features for which they are designated.

## 6. Summary and Conclusions

- 6.1 The Application Site is part of the former Liverpool dock estate and has been subject to successive change which has fundamentally altered its character. During the 19<sup>th</sup> century the Application Site was part of Queens Dock but it was in-filled during the 1990's and is now part of a larger area of surface car parking.
- 6.2 The Application Site is within the setting of the Albert Square Conservation Area and within the BZ of the WHS. It is also proximate to a number of statutory listed buildings and an asset identified on the HER.
- 6.3 Although the Application Site has some historic functional association with the surrounding assets as a result of its former use as part of the docklands, any legibility of the former connections or resonance with the assets has been erased by the later infilling of the dock and redevelopment of the site in the 20<sup>th</sup> century as a surface car park. It therefore no longer contributes to the significance of the relevant heritage assets.
- 6.4 The Proposed Development involves the development of two high quality new buildings. The Interpretation Centre will form a dialogue with the Wapping Warehouse hydraulic tower in creating a gateway into the Wapping dock area; the building is modern in appearance, utilising corten cladding and simple geometric lines and will emphasise the solidity and historic character of the listed structures adjacent to it. The corten is toned to ensure it is sympathetic with the colour and appearance of the Wapping warehouse group.
- 6.5 The residential building is high quality and has been designed to accord with the warehouse typology of buildings in the dock area. Features including the gable roofs and arched openings at ground floor are utilised which relate to the traditional structures in the dock area and the building is constructed in multi brick which will tone with the surrounding historic structures. The building is smaller in scale than the surrounding buildings and in particular Wapping Warehouse; the immense scale and mass of the warehouse is such that the residential building will not diminish the prominence of the building.
- 6.6 The Proposed Development provides a positive opportunity to enhance the visual appearance of the Application Site and reinstate a historic character of built form in the area, positively enclosing and relating to the dock forms. The new buildings will be consistent with the context of change in the area and will contribute the wider scale masterplan for redevelopment of the dock estate.
- 6.7 This Heritage Statement has considered each of the heritage assets affected and the contribution that setting makes to their significance. It is concluded that overall the Proposed Development will result in change within the setting of the assets but their significance will be sustained.
- 6.8 For these reasons the Proposed Development satisfies the objectives of s.66 of the Planning (Listed Buildings and Conservation Areas) Act 1990. It also addresses the requirements of Paragraphs 131, 132 and 135 and 137 of the NPPF.

- 6.9 This Heritage Statement has been informed by the ICOMOS Heritage Impact Assessment guidance with respect to the importance of the assets and the magnitude of likely impacts. The assessment of significance has considered the contribution of the six character areas of the WHS and the criteria for inscription. The proposals will not affect the WHS criteria for inscription, other than to contribute to the townscape in one part of the BZ that is referred to in the WHS SPD as a development opportunity. The Proposed Development is therefore considered to have a neutral impact on the OUV, integrity and authenticity of the WHS.

# Appendix 1: Policy and Legislation

## Legislation

### **The Planning (Listed Buildings and Conservation Areas) Act 1990**

In determining applications for planning permission affecting the setting of statutory listed buildings, the following duty is placed on the decision maker:

*“s.66 (1) In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”*

Recent case law has confirmed that Parliament’s intention in enacting section 66(1) was that decision-makers should give *“considerable importance and weight”* to the desirability of preserving the special interest and setting of listed buildings, where *“preserve”* means to *“to do no harm”*. The presumption is therefore that development proposals should not give rise to harm to the special interest of a listed building. This duty must be borne in mind strongly when considering cases where harm may be considered to accrue, and then the balancing of such harm against public benefits as required by national planning policy.

Section 71 of the Act identifies that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of conservation areas.

## **National Planning Policy**

### **National Planning Policy Framework, 2012**

The National Planning Policy Framework was introduced on 27 March 2012 and provides a statement of Government planning policies with regard to the protection of all heritage assets. One of the twelve core planning principles of the NPPF is that planning should:

*“conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.”*

Chapter 12 outlines the Government’s guidance regarding conserving and enhancing the historic environment.

Paragraph 128 outlines the information required to support planning applications affecting heritage assets, stating that applicants should provide a description of the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset’s importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Paragraph 131 states that with regard to determining planning applications planning authorities should take account of the desirability of sustaining and enhancing the significance of the heritage assets, and putting them into viable uses consistent with their conservation, as

well as the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 132 confirms that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation and the more important the asset, the greater the weight should be. It is also confirmed that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Any harm to, or loss, of significance of a designated heritage asset should require clear and convincing justification.

Paragraph 134 is applicable where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset. In these circumstances, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Paragraph 135 states that in weighing applications that affect directly or indirectly on non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss of the significance of the heritage asset.

Paragraph 137 states that local planning authorities should look for opportunities for new development 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 a heritage asset should be treated favourably.

## **National Guidance**

### **National Planning Practice Guidance (PPG) (2014)**

Whilst not planning policy Planning Practice Guidance provides a clear indication of the Government's approach to the application of national policy contained in the NPPF. Where there is conflict between the guidance in the PPG and earlier documents the PPG will take precedence.

### **Department of Culture, Media and Sport Circular (2010) Principles of Selection for Listing Buildings**

The Principles of Selection for Listing Buildings was published by the DCMS in 2010. It sets out the general criteria for assessing the special interest of a building in paras. 9 and 10, as below:

*Architectural Interest. To be of special architectural interest a building must be of importance in its architectural design, decoration or craftsmanship; special interest may also apply to nationally important examples of particular building types and techniques (e.g. buildings displaying technological innovation or virtuosity) and significant plan forms;*

*Historic Interest. To be of special historic interest a building must illustrate important aspects of the nation's social, economic, cultural, or military history and/or have close historical associations with nationally important people. There should normally be some quality of interest in the physical fabric of the building itself to justify the statutory protection afforded by listing.*

These criteria were used to assess the significance of the listed buildings in Section 4.



## **Historic England (2015) Historic Environment Good Practice Advice in Planning Note 2, Managing Significance in Decision-Taking in the Historic Environment**

This Good Practice Advice (GPA) note is not a statement of Government policy, but supports the implementation of national government policy. It provides advice on assessing the significance of heritage assets and the impact of proposals on that significance.

### **Good Practice Advice Note 3: The Setting of Heritage Assets, Historic England (2017)**

Historic England has recently revised its guidance relating to setting and views of heritage assets. The guidance advocates a staged approach to assessment involving identification of the affected assets and setting, an assessment of the degree to which setting and views contribute to the significance of the assets, an assessment of the effects of the proposed development, exploration of ways to maximise enhancement and avoid or minimise harm and the monitoring of outcomes.

The revised guidance clarifies that there is a distinction between views that contribute to heritage significance and views that might be valued for reasons of landscape character or visual amenity. It states that the extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places.

The guidance makes it clear at paragraph 9 that setting is not a heritage asset, nor a heritage designation, rather its importance lies in what it contributes to the significance of the relevant heritage asset itself. The guidance sets out the need for a systematic and staged approach to assessing the impact of development proposals in the setting of a heritage asset. It confirms that such assessment should be based on an understanding of the significance of the heritage assets affected and then the contribution of setting to that significance. Guidance is provided on what potential attributes of setting may or may not make a contribution to the significance of a heritage asset, noting that in any one instance a limited selection of the attributes will be of particular relevance to an asset. These attributes can include:

- the asset's physical surroundings;
- experience of the asset;
- an asset's associative relationships with other heritage assets.

It is identified that views which contribute more to understanding the significance of a heritage asset include the following:

- Those where the composition within the view was a fundamental aspect of the design or function of the heritage asset
- Those where town- or village-scape reveals views with unplanned or unintended beauty
- Those with historic or cultural associations

- Those where relationship between the asset and other heritage assets or natural features or phenomena are particularly relevant.

When assessing the effect of a proposed development on the significance of a heritage asset through effects on setting, matters of location and siting of development; the form and appearance of development; wider effects of the development; and, permanence are highlighted.

The guidance highlights a series of other considerations that are relevant to consideration of the proposed development including 'change over time', 'cumulative change', 'access and setting', 'designed settings', 'setting and urban design' and 'setting and economic viability'.

## **Local Planning Policy**

### **Liverpool Unitary Development Plan (November 2002)**

Policy HD5 asserts that planning permission will only be granted for development affecting the setting and important views of a listed building where the setting and important views of the building are preserved. This will include control over the design and siting of new development and control over the use of adjacent land

Policy HD12 states that new development 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.

## **Appendix 2: ICOMOS Heritage Impact Assessment**

# **World Heritage Site Heritage Impact Assessment**

Monarchs Quay, Liverpool (Phase 1B revised  
application)

March 2018

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## Non-technical Summary

1. Liverpool Maritime Mercantile World Heritage Site (WHS) was inscribed by the United Nations Educational, Scientific and Cultural Organisation (UNESCO) in July 2004 on the basis of the following criteria:

*“Criterion (ii): Liverpool was a major centre generating innovative technologies and methods in dock construction and port management in the 18<sup>th</sup> and 19<sup>th</sup> 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 18<sup>th</sup> and 19<sup>th</sup> centuries, contributing to the building up of the British Empire. It was a centre for the slave trade, until its abolition in 1807, and of 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. The Application Site is adjacent to the southern boundary of the WHS. It is not within the designated area but does form part of the defined Buffer Zone (BZ). Any former connections or resonance with the Outstanding Universal Value (OUV) of the WHS has been erased by infilling of the dock and redevelopment of the site in the 20<sup>th</sup> century as a surface car park. The site as found today does not contribute to the integrity or authenticity of the WHS. It does not display OUV or any of the attributes which contribute to the OUV of the WHS.
3. The Proposed Development involves the development of two separate buildings. An Interpretation centre will be located at the entrance to the site on Queens Wharf forming an entrance feature with the Wapping Warehouse hydraulic tower. A residential building will provide 107 apartments and is detailed and designed to reflect the traditional forms of the surrounding dock estate.
4. Having considered the criteria for inscription of the WHS it is concluded that the Proposed Development will have no effect on the ability to appreciate the WHS as a former major centre generating innovative technologies and methods in dock construction and port management in the 18<sup>th</sup> and 19<sup>th</sup> centuries (Inscription criterion 1). As a result of redevelopment in the 20<sup>th</sup> century, the Application Site has no known connections with maritime mercantile culture, the slave trade or patterns of emigration from northern Europe and America, nor will the Proposed Development affect these aspects of OUV (Inscription criterion 2). The Proposed Development will also have no impact on the ability to appreciate Liverpool as an outstanding example of a world mercantile port city, which represents the early development of global trading and cultural connections throughout the British Empire (Inscription Criterion 3).
5. The Proposed Development involves the development of a site which is presently in use as a surface car park site with associated road infrastructure that will add to and reflect the overall quality of the area.

6. The Proposed Development will have no effect on the integrity or authenticity of the WHS. Having considered the attributes of the World Heritage Site we have concluded that the Proposed Development will not affect the ability to appreciate these or the contribution they make to the OUV of the WHS.
7. Overall, it is concluded that the Proposed Development will not adversely affect the integrity and authenticity of the WHS or the attributes that contribute to its OUV. Its OUV will be sustained.

# 1. Introduction and Methodology

- 1.1 This Appendix has been prepared to specifically assess the impact of the Proposed Development on the Outstanding Universal Value (OUV) of the Liverpool Maritime Mercantile City World Heritage Site (WHS).
- 1.2 It has been prepared in accordance with the ICOMOS 'Guidance on Heritage Impact Assessments for Cultural World Heritage Properties' (January 2011) (the 'ICOMOS Guidance') and the structure is based on the guidance set out in Appendix 4 of that document entitled 'Heritage Impact Report Contents'.
- 1.3 The assessment of the impact of the Proposed Development on the OUV of the WHS has been informed by our research of the history and development of the Application Site and its relationship with the buffer zone of the WHS, as defined by the World Heritage Site Supplementary Planning Document adopted in October 2009 (the 'WHS SPD'). We have identified the WHS attributes with potential to be affected by the Proposed Development and we have assessed the direct and indirect effects of the Proposed Development on those attributes.
- 1.4 This assessment has been informed by historic map regression and archival research, published sources (including those related to the WHS), combined with our knowledge of the Application Site, the surrounding area and the WHS from site visits and experience. We have also used site visits and published sources, including the WHS SPD to identify any key views that could be affected by the Proposed Development.
- 1.5 This Appendix is structured as follows:
  - (i) **Liverpool Maritime Mercantile World Heritage Site (WHS)** – This section introduces the WHS, it describes when it was inscribed and why, it includes a proportionate assessment of the significance of the WHS, including the role of the buffer zone.
  - (ii) **Application Site History and Development** – This section provides an understanding of the history and development of the Application Site relative to the Statement of OUV and the attributes which convey OUV and contribute to the statements of authenticity and integrity of the WHS.
  - (iii) **Description of the Proposed Development** – This section describes the Proposed Development and also comments on the planning history of the Application Site.
  - (iv) **Assessment and Evaluation of the overall impact of the Proposed Development on the Attributes of OUV** – This assessment will consider the direct and indirect impacts of the Proposed Development – it will include physical or visual impacts on individual heritage attributes, assets or elements and associations, and on the whole.



- (v) **Evaluation of the Significance of Effect** – This section will summarise the assessment set out in Section (v) in a series of Tables – prepared in accordance with the ICOMOS Guidance.
- (vi) **Summary and Conclusions.**

## 2. Liverpool Maritime Mercantile World Heritage Site (WHS)

- 2.1 The Application Site is within the Buffer Zone of the Liverpool Maritime Mercantile World Heritage Site (WHS), which was inscribed by UNESCO in July 2004. The Liverpool WHS was inscribed on the basis of the following criteria:

*“Criterion (ii): Liverpool was a major centre generating innovative technologies and methods in dock construction and port management in the 18<sup>th</sup> and 19<sup>th</sup> 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 18<sup>th</sup> and 19<sup>th</sup> centuries, contributing to the building up of the British Empire. It was a centre for the slave trade, until its abolition in 1807, and of 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.*

- 2.2 The full Statement of Outstanding Universal Value (OUV) which summarises the integrity and authenticity of the WHS is included at Appendix 1 of this report. The WHS SPD describes six character areas within the WHS. Although not within the WHS, the Application Site is closest to Character Area Two – Albert Dock Conservation Area. The WHS boundary and associated Buffer Zone are shown on the Heritage Asset Plan included at Appendix 3 of the Heritage Assessment. The planning policy and guidance framework relevant to WHSs and assessment of the Proposed Development is set out at Appendix 2.”

### **Assessment of Significance**

#### **Liverpool Maritime Mercantile City World Heritage Site**

- 2.3 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 on the basis of the above criteria (paragraph 2.3).
- 2.4 The National Planning Policy Guidance emphasises the importance of the Statement of OUV as *the “key reference document for the protection and management of each WHS”*. The Statement of OUV for the Liverpool WHS describes it as follows:

*“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 18<sup>th</sup> and 19<sup>th</sup> centuries. Liverpool played an important role in the growth of the British Empire and became the major port of the mass movement of people e.g. slaves and emigrants from northern Europe to America. Liverpool was a pioneer in the development of dock technology, transport systems and port management. The listed*

*site features a great number of significant commercial, civic and public buildings, including St. George's Plateau."*

- 2.5 The management and protection of the WHS is also informed by the WHS Management Plan and Supplementary Planning Document (SPD), which identifies the six character areas. These comprise:

*"Character Area One – Pier Head, an early 20<sup>th</sup> century designed ensemble created around three monumental commercial buildings that define Liverpool's waterfront.*

*Character Area Two – Albert Dock and Wapping Dock, this area retains its mid-19<sup>th</sup> century docks as well as many of its warehouses, water spaces and associated buildings.*

*Character Area Three – 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. [Since the WHS SPD was published the successful conversion and repair of the northern warehouse at Stanley Dock has been completed].*

*Character Area Four - Castle Street / Dale Street / Old Hall Street, Commercial District covers the historic mercantile, commercial and civic centre of Liverpool and is focused on the area of Liverpool's medieval origins.*

*Character Area Five – 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 Six – Lower Duke Street, forms part of the Ropewalks area. This area represents an unusual survival of an area of 18<sup>th</sup> and 19<sup>th</sup> century trading townscape relating to the historic docks<sup>1</sup>."*

- 2.6 The integrity of the WHS is summarised in the Statement of OUV, as:

*"The key areas that demonstrate OUV in terms of innovative technologies and dock construction from the 18<sup>th</sup> to the early 20<sup>th</sup> 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 WWII."*

- 2.7 The authenticity of the WHS is summarised in the Statement of OUV, as:

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<sup>1</sup> Liverpool City Council (2009) Liverpool Maritime Mercantile City World Heritage Site Supplementary Planning Document,

*“Within the property, the major dock structures, and commercial and cultural buildings still testify to the OUV in terms of form and design, materials, and to some extent, use and function. Warehouses at Albert Dock have been skilfully adapted to new uses. Some new development has been undertaken since inscription and has contributed to the City’s coherence by reversing earlier fragmentation. No significant loss of historic authenticity has occurred, as the physical evidence of the City and its great past remain prominent and visible, and in some cases have been enhanced. The main docks survive as water-filled basins within the property and 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 OUV.”*

## **World Heritage Site Attributes**

- 2.8 The OUV of the WHS is also based on a series of ‘attributes’. The ICOMOS Guidance refers to tangible and non-tangible attributes of OUV. The Statement of OUV does not describe the attributes in detail, however they can be summarised as follows:

Dock technology and systems	Including river walls, dock retaining walls and associated structures such as lock gates and capstans, the integrated dock system of docks and half-tide docks, historic surfaces, the development of dock retaining wall structures, the archaeological value of buried dock remains, including those associated with evolution and re-alignment of the dock system and structures associated with dock management, the Victoria Clock Tower, the dock wall and associated entrance gates and police lodges, gatemen’s shelters and hydraulic structures.
Warehouses	Warehouse construction, development and innovation, including fire-proof structures, specialist warehouses e.g. for rum or tobacco, the spatial location of warehouses and their relationship with retail, wholesale and commercial functions, the aesthetic value of warehouse design, evidence of WWII damage and renewal.
Commercial Office Buildings	Including banks, insurance company offices and shipping company offices, often designed as prestigious buildings in a variety of architectural styles including the Edwardian Baroque Royal Insurance Building, the American classicism of Martins Bank, Beaux Arts influenced India Buildings, the Classical Bank of England, the Art Nouveau influenced Cotton Exchange and French Renaissance style Municipal Buildings. Key examples include structural innovations for their time, including the slender cast iron framing of Oriel Chambers, the Royal Insurance Building, incorporating an innovative structural frame to support the building and Hennebique construction method of the Liver Building.
Architectural	Including the town hall, Municipal Buildings, St. George’s Hall

expressions of Civic Grandeur and Key Landmarks	and the William Brown Street group and ecclesiastical landmarks, including the Metropolitan Cathedral, Anglican Cathedral and St. Nicholas's Church.
The Cityscape associated with the World Mercantile Port City	Including the principal expression of the port city at Pier Head, created by developing Georges Dock / Manchester Dock; St. Georges Plateaux, William Brown Street and the late Victoria and Edwardian development of the 'great streets' of Liverpool, including Dale Street, Castle Street and Victoria Street.
Intangible attributes of Liverpool's role in global trading, cultural connections and the British Empire	Including Liverpool's role with the slave trade and its abolition; mercantile society and associated street names; the spirit of enterprise and innovation, occasionally resulting in the most influential buildings being commissioned through competitions and form the engagement of young architects with potential but who were not tried and tested; Liverpool's role as a key port city at the time of Britain's greatest global influence; the legacy of new trading systems, the 'futures market' that encouraged the co-location of banks, insurers, shipping companies and merchants; the search for innovation that led to the construction of the unprecedented dock system; recovery and renewal following the Blitz, the spirit that propelled Liverpool on to the world stage and the desire of the city to express this status in many of the architectural commissions of the city centre.

#### **Character Area Two – Albert Dock Conservation Area**

- 2.9 Character Area Two is most closely associated with the Application Site geographically and represents the surviving elements of the 18<sup>th</sup> century and 19<sup>th</sup> century growth of the docks, south of Mann Island. The principal features of the character area are the dock waterspaces themselves. Albert Dock retains a complete ensemble of warehouses and Wapping Dock retains most of the western warehouse, the southern end of which was lost during WWII bombing.
- 2.10 The character area is physically separated from the City Centre by the multi-lane Strand Street, which originally defined the natural edge of the river until the dock estate was constructed on land reclaimed from the estuary. The warehouses form an important attribute of the WHS and combine with a series of ancillary buildings and structures to contribute significantly to criterion (ii) of the WHS inscription, relating to innovative dock technologies and construction. For example, Albert Dock was designed by Jesse Hartley, dock engineer, who further developed fire-proof construction, including:

*"a wholly new and remarkable stressed-skin roof, made of wrought iron rods suspended on hangers from ribs attached to the underside. Unlike conventional roofs that derive strength from trusses, in Hartley's the strength lies within the curvature of the riveted skin itself."*<sup>2</sup>

<sup>2</sup> Sharples, J (2004) Pevsner Architectural Guides: Liverpool

- 2.11 Wapping Warehouse was completed in 1856 in a more utilitarian stripped-back classical style than the earlier Albert Dock. Wapping Dock was also designed to improve connections between adjoining dock water spaces. Although three sides of the dock were intended to be enclosed by warehouses, only the western warehouse was actually constructed. The dock was also integrated into the railway system.
- 2.12 The WHS Supplementary Planning Document (SPD) published in 2009, sets out the following vision for Character Area Two:

*“The area will remain a major tourism, retail and cultural destination for the city centre. It will benefit from links with Liverpool One and the new Kings Dock Waterfront. A conservation management plan will be agreed between all stakeholders to ensure that; the Albert Dock complex is maintained to a high standard that befits its listed status and importance to the WHS and; that the character of the area is not eroded by small alterations and signage. The docks will be conserved and the water spaces revitalised by a new management regime and new animated spaces. The surrounding public realm will be enhanced with greater pedestrian permeability and will provide a suitable setting for the docks and buildings.”*

### **World Heritage Site Attributes that may be directly or indirectly affected by the Proposed Development**

- 2.13 The ICOMOS Guidance requires that there is a clear and comprehensive description of individual and/or groups of heritage attributes that may be directly or indirectly affected by the Proposed Development. Attributes of OUV are inextricably linked to issues of authenticity and integrity and an overall summary of attributes of the WHS as a whole is provided above. Specific consideration of the attributes most likely to be affected by the Proposed Development is set out below.

Dock technology and systems	The Application Site is located to the south of Character Area Two, which is focused on the connected dock system incorporating Albert, Canning, Canning Half-Tide, Graving Docks, Salthouse, Duke’s and Wapping Docks. The Docks in Character Area Two are renowned for illustrating the developments in the construction of the dock retaining walls, including early sandstone ashlar construction and the later development of the granite cyclopean form of construction synonymous Dock Engineer Jesse Hartley. The dock estate in Character Area Two also incorporates a series of important ancillary structures, including the swing bridge between Canning Dock and Canning Half-Tide Dock and the octagonal gatemen’s shelters of Canning Half-Tide Dock. Most of the historic surfaces around the docks have been replaced, however the materials are compatible with the historic character of the Albert Dock area.
Warehouses	The most prominent warehouse within the vicinity of the Application Site is Wapping Warehouse which is positioned adjacent to Wapping Dock and associated structures including the gatekeepers lodge and hydraulic tower. The Application Site

is to the south west of the dock and open views will be available across the open water.

An area of large scale 20<sup>th</sup> and 21<sup>st</sup> century buildings to the north of the Application Site, including the Echo Arena, Jurys Inn Hotel and other residential buildings screen views from the site towards the clusters of other warehouse groups to the north.

Commercial Office Buildings	<p>The key commercial buildings of the banks and insurance companies were largely clustered in the 'commercial district' around Castle Street, Dale Street and Old Hall Street rather than on the frontage to the dock estate. The exception to this spatial arrangement is the Liver Building, which was designed and located to dominate the waterfront in association with the Cunard Building and the offices of the Mersey Docks and Harbour Board.</p> <p>There is no visual relationship between the Application Site and these structures due to intervening distance and built development, however the Application Site and parts of these structures are visible together in long distance views from the south.</p>
Architectural expressions of Civic Grandeur and Key Landmarks	<p>Pier Head makes one of the most recognisable and powerful contributions to the inscription criteria (iv) related to Liverpool's development as an exceptional example of a world port city. The impetus for the grand waterfront statement coming from the Corporation that drained George's Dock to create the site for the three contrasting landmark buildings.</p> <p>There is no visual relationship between the Application Site and these structures due to intervening distance and built development. The new buildings will not be visible from the River Mersey as they will be screened by the large scale Arena and Exhibition Centre.</p>
The Cityscape associated with the World Mercantile Port City	<p>The Application Site forms part of the complex urban landscape forming the dock estate, but is distanced to the south of the principal area of importance.</p> <p>The Proposed Development is positioned in an area which was formerly in use as part of the docks, but was later in filled during the 1990s. This, along with later change and development during the 20<sup>th</sup> century has eroded the legibility of the historic use and function of the site and its association with the wider cityscape and port.</p>
Intangible attributes of Liverpool's role in global trading, cultural connections and the British Empire	<p>Liverpool's intangible attributes stem for the entrepreneurial spirit of innovation and trade that resulted in the City's global influence. There is no specific intangible attribute directly associated with the Application Site or affected by the Proposed Development.</p>

#### **World Heritage Site Buffer Zone**

- 2.14 The Buffer Zone was identified to conserve OUV by protecting the setting of the WHS. It is an expansive area and covers much of the city centre, extending from the centre of the River Mersey in the west to include both Cathedrals in the east. It covers much of the Baltic Triangle area of Liverpool to the south and the docklands and associated buildings to the north.
- 2.15 The WHS SPD confirms that there are areas of the Buffer Zone where the historic character of the WHS extends beyond its boundaries. The area containing the Application Site is not identified.
- 2.16 The Application Site forms part of an area identified in the WHS SPD as a 'Development Opportunity' around 'Kings Waterfront'.



### 3. Overview Site History and Development

- 3.1 During the 17<sup>th</sup> century maritime trade in Liverpool was largely confined to the 'Pool', a tidal inlet that was overlooked by the castle that once occupied Derby Square at the southern end of Castle Street.

*"Until the second half of the 17<sup>th</sup> century Chester was the leading port of NW England; Liverpool had a tiny fleet (only one ship, of 30 tons, was recorded in 1609, sheltered in the Pool." (Pevsner)*

- 3.2 The process of developing the dock estate in Liverpool by reclaiming the tidal margins of the River Mersey started with the opening of Old Dock in 1715 as the first enclosed commercial wet dock in the World. Prior to that time the tidal range of the Mersey had limited maritime activity. The Liverpool docks became characterised, in part, by the artificial landform that extended along the tidal margin of the Mersey. Stanley Dock was the only dock basin cut into the natural landform. The docks are also characterised, and significant for, the patterns of often dramatic change as docks were reconstructed, enlarged and reconfigured to adapt to changing shipping requirements and avoid obsolescence.

- 3.3 A summary of the historic map regression of the south docks, in which the Application Site is located, is provided below. The maps are provided in Appendix 3.

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Crane and Jones Map 1797	<p>Following the success of Old Dock (1715) and Salthouse Dock (1734) were constructed on the edge of the river and the process of reclaiming the long dock estate from the Mersey had begun.</p> <p>By 1797 Georges Dock (now occupied by Pier Head) had been constructed to the north of Salthouse Dock and Kings Dock and Queens Dock had been constructed to the south of the Application Site. The alignment of Dukes Dock, between Salthouse Dock and Kings Dock can also be identified, although it is not clear whether it was a fully enclosed dock by this time. As found today Dukes Dock is notable for the early use of red sandstone blocks for the construction of the dock retaining walls, with a clear extension in granite during the mid-19<sup>th</sup> century.</p> <p>During the late 18th century the docks were accessed by a series of 'dry basins' that formed sheltered tidal inlets, rather than the enclosed half-tide docks developed during the mid-19<sup>th</sup> century.</p> <p>The Application Site was largely occupied by Kings Dock and the adjoining timber yards.</p>
Swires Map 1823-4	<p>Kings Dock and Queens dock were accessed by a shared dock basin, that also provided access into a graving dock, located on the southern edge of the Application Site. A large tobacco warehouse had been constructed, partly on the Application Site, between Kings Dock and the sea wall, which was referred to as 'The Parade'.</p>
Bennison Map	<p>By 1842 Old Dock had been filled in and the site was occupied by</p>

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1841	<p>the Customs House, which continued as one of the most prominent commercial buildings in Liverpool until it was cleared after the Blitz in 1941. The original 'Dry Dock' had also been replaced with Canning Dock.</p> <p>The land now occupied by the Echo Arena and International Convention Centre, on the western edge of the Application Site, were occupied by the Duke of Bridgewater's Yard and an extremely large tobacco warehouse.</p>
1851 OS Map	<p>By 1850 a series of significant changes had taken place. Albert Dock and the associated warehouses had been constructed at the northern end of the South Docks and Salhouse Dock had been reconfigured to take its current form.</p> <p>South of Dukes Dock the most significant change involved the construction of Wapping Dock in 1851-55 by Dock Engineer Jesse Hartley. The integrated approach to the Liverpool Dock system provided access from both Kings Dock and Queens Dock into the newly constructed Wapping Dock. A large building form is illustrated along the eastern side of Wapping Dock, although the existing warehouse was not constructed by Hartley until 1856.</p> <p>Queens Dock was still accessed by the open dock basin, rather than a half-tide dock as at Canning Dock and a further series of interconnected docks had developed to the south, including Brunswick Dock.</p>
1894 OS Map	<p>The broad configuration of docks remained unchanged throughout the later 19<sup>th</sup> century, with the addition of Coburg Dock to the south of the Application Site being the principal addition.</p> <p>The most significant changes with respect to the Application Site involved the conversion of the Queens Dock Basin into a half-tide dock, complete with an island separating double lock gates, as found today at Salisbury Dock in the Central Docks.</p> <p>The entire length of the quayside between Wapping Dock and Kings Dock was covered by a transit shed and a ship building yard occupied the land immediately south of Queens Half-Tide Dock.</p>
1908 OS Map	<p>The 1908 OS Map represents a further stage of dramatic change within the dock estate and the area around the Application Site.</p> <p>The western retaining wall of Wapping Dock had been removed and Kings Dock had been substantially reconfigured to form two separate branch docks extending from Wapping Dock. The north and south quaysides of each branch dock were enclosed by long transit sheds and the dock railway, which ran between Wapping Warehouse and the dock security wall, had been extended to the southern branch of Kings Dock.</p> <p>Queens Dock had also been reconfigured to follow a similar east-west alignment with two branch docks extending west from the original dock water space, separated by a large dry dock, which is now retained and partly covered by the former Customs and Excise</p>

	Building that was developed in 1991-3. The northern arm of Queens Dock, branch dock No. 1, had been developed over the former Queens Half-Tide Dock and access to the integrated South Docks, from Brunswick Dock to Wapping Dock was gained from a major new sea-lock system at the southern end of Brunswick Dock.
1989-91 OS Map	<p>The 1956 OS Map confirms that the integrated dock system of the South Docks remains largely unchanged during the mid-20<sup>th</sup> century, However, by 1989-91 further significant change followed the decline of the Liverpool docks. Both of the Kings Dock branches to Wapping Dock had been in-filled and the existing dock retaining walls had been constructed. The alignment of Queens Wharf, the current access road through the Application Site, is illustrated as incomplete and the Application Site and adjoining area to the north were used as surface car parking, an arrangement that has partly continued until today.</p> <p>In contrast to Kings Dock, Queens Dock remained unaltered at this time, with both branch docks retained, although the transit sheds had been removed.</p>
Aerial Photographs 2000 and 2016	<p>The aerial photograph taken in 2000 illustrates the final significant change to the dock water spaces in the South Docks, with the northern branch dock of Queens Dock having been in-filled during the 1990s. The in-filled land now forms the Application Site.</p> <p>By 2016 the Echo Arena and International Convention Centre had both been constructed to the north –west side of the Application Site.</p>

## Summary

- 3.4 The historic development of the Application Site and surrounding area epitomises the historic development of the dock estate as a whole:
- The success of Old Dock and initial expansion of the docks into the tidal margins of the Mersey during the mid to late 18<sup>th</sup> century was followed by rapid expansion during the early to mid-19<sup>th</sup> century.
  - During the 19<sup>th</sup> century the Application Site formed part of Queens Dock and basin. Wapping Dock was constructed in 1851-55 by Dock Engineer Jesse Hartley.
  - The docks became increasingly integrated as dock management systems evolved. The south docks were typically enclosed by transit sheds rather than larger warehouses, Albert Dock and the western side of Wapping Dock being the exceptions to the normal form of enclosure.
  - The decline of the dock estate during the mid to late 20<sup>th</sup> century resulted in large parts of the dock system including the land within the Application Site being in-filled. The Application Site and surrounding areas has since been used as surface car parks.

- The post 2000 renewal of the international waterfront extending from the New Museum at Pier Head south to the International Convention Centre has transformed much of the South Docks.

### **Contribution made by the Application Site to the Outstanding Universal Value of the World Heritage Site**

- 3.5 Historic map regression and research shows that the Application Site historically had a strong resonance with the Maritime Mercantile City. During the early to mid-19<sup>th</sup> century it was part of the Queens Dock and basin that extended west towards the Mersey and historic maps show some built development in these areas.
- 3.6 The dock was in filled during the 1990's following the decline of the docks in the mid-late 20<sup>th</sup> century and now forms part of a large area of surface car parking with associated access roads. The context of the site is mixed but contains the large scale 21<sup>st</sup> century structures which have been developed to the west; and some more traditional structures including Wapping Warehouse to the north-east.
- 3.7 As previously stated the Application Site does not form part of the WHS, but is within the Buffer Zone. Any former connections or resonance with the OUV of the WHS has been erased by the infilling and redevelopment of the site in the 20<sup>th</sup> century. The site, as found today, does not display any of the attributes of the WHS and does not contribute to the OUV of the designated area. The site does not contribute to the integrity or authenticity of the WHS. It does not display OUV in terms of innovative technologies, dock construction, dock structures or warehouses. It does not contain commercial or cultural buildings that testify to the OUV of the WHS. The open quality of the site does enable open views towards buildings in the dock estate.
- 3.8 As previously stated, the Application Site forms part of an area identified as a development opportunity area around the Kings Dock in the WHS SPD.

## 4. Description of the Proposed Development

- 4.1 The Proposed Development represents the second application as part of a mixed use masterplan to create a leisure destination at the Monarchs Quay site. The first application, for a four storey commercial building was submitted in September 2017 (17/F2490).
- 4.2 The Proposed Development involves two separate buildings, being an Interpretation Centre with commercial space and a residential building as well as associated access and landscaping.
- 4.3 The Interpretation Centre is proposed to be located on the small projecting area of land adjacent to Queens Wharf and projecting into Queens Dock. The relevant plot is set at two levels, the upper road level and lower water side level. The building is designed to respond positively in architectural style and form to the Wapping Warehouse Hydraulic Tower whilst also reinterpreting the history of the site in a modern architectural approach and to form a gateway into the docklands site. The building is designed to form a broadly triangular shape in plan. At the ground floor is a two storey void creating a waterside garden. The lower levels are almost entirely glazed creating a light base to the structure adjacent to the water level whilst the upper levels are clad in corten cladding which reflects the industrial context of the setting and the warm colour of the traditional buildings in the vicinity.
- 4.4 The residential building will provide 102 apartments and will form an 'L' shape with principal elevations to Queens Wharf and the Queens Dock. The building provides an opportunity to create a landmark gateway building on a key junction in the waterfront and will be six storeys. The ground floor will be defined by concrete or stone cladding and expansive glass curtain walling ensuring a visual connection to the street level. Above, the elevations are in 'autumn' or 'dark red' multi bricks and the sixth floor roof structures will be in corten which will ensure that the building is visually consistent with the proposed Interpretation Centre. The sixth storey will be a gabled structure set back from the principal elevations. The gables reflect the traditional form of the warehouses and other dock structures and the muted tones of the brick and corten ensure that the building is consistent with the character of the surrounding dockland buildings.
- 4.5 The new development will promote additional activity in the Monarchs Quay area, particularly pedestrian uses along Queens Wharf, and this will be further enhanced with the retail uses proposed. The proposed buildings also provide the opportunity to enhance and improve the interaction with the dock areas and waterfront to Queens Dock.
- 4.6 The Application Site and surrounding area was historically developed with a dock and associated buildings as part of the southern docks. The principle of development of the site is therefore established and the Proposed Development provides an opportunity to reinstate built development in the area. At present the Application Site and the area surrounding it to the west side of Wapping and Queens Dock is vacant and undeveloped and has a somewhat deserted and isolated quality. The Proposed

Development, together with the other applications relating to the wider masterplan provides an opportunity for a high quality enhancement of the area.

## 5. Assessment and Evaluation of the Overall Impact of the Proposed Development on the Attributes of OUV

### Assessment

- 5.1 The ICOMOS guidance describes the process of assessing the impact of development on a WHS as simple and poses the following three questions:
- What is the heritage at risk and why is it important – how does it contribute to OUV?
  - How will it change or a development proposal impact on OUV?
  - How can these effects be avoided, reduced, rehabilitated or compensated?
- 5.2 Further guidance is set out in the Appendices to the document. The guidance set out in Appendix 4 has been used to structure this assessment and headings have been used to assess the impact of the Proposed Development on the OUV, authenticity, integrity and attributes of the WHS as described in Chapter 2 of this report. It should be noted that no development is proposed within the WHS and the development does not propose any direct physical works that would affect any attributes of the WHS. The ICOMOS Guidance does however define ‘direct impacts’ as those that arise as a primary consequence of the proposed development and can include the physical loss of part or all of an attribute and/or changes to its setting. The Proposed Development will result in change to aspects of the setting of the WHS (the Buffer Zone) and Character Area Two – Albert Dock and Wapping Dock.

### Impact of the Proposed Development on the OUV of the World Heritage Site

- 5.3 As previously stated within this report, the OUV of the WHS is derived from the three criteria for inscription as follows:

*Criterion (ii): Liverpool was a major centre generating innovative technologies and methods in dock construction and port management in the 18<sup>th</sup> and 19<sup>th</sup> 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 18<sup>th</sup> and 19<sup>th</sup> 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.*

- 5.4 In relation to Criterion (ii), the Proposed Development will have no effect on the ability to appreciate the WHS as a former major centre generating innovative technologies and methods in dock construction and port management in the 18<sup>th</sup> and 19<sup>th</sup> centuries. The Proposed Development will be visible from Wapping Docks but will form part of the urban backdrop of these assets and will introduce buildings that are compatible with the already established and developing context of contemporary architecture in this part of the Buffer Zone including the Echo Arena and Exhibition Centre.
- 5.5 In relation to Criterion (ii) the Application Site, as a result of redevelopment in the 20<sup>th</sup> century, has no known connections with maritime mercantile culture, the slave trade or patterns of emigration from northern Europe and America, nor will the Proposed Development affect these aspects of OUV.
- 5.6 In relation to Criterion (iv) the Application Site and the Proposed Development involves the development of a vacant surface car park site with buildings of appropriate scale and massing which reflects and responds to the existing buildings in the area. It will add to the overall quality of the area. The building has been designed to reflect the warehouse typology of buildings in the area in the scale, mass, height and materiality. The Proposed Development will have no effect on the legibility of the role of the city in the early development of global trading or its cultural connections.

#### **Impact of the Proposed Development on the Integrity and Authenticity of the World Heritage Site**

- 5.7 As previously stated in relation to the WHS inscription criteria, the Application Site does not demonstrate OUV in terms of innovative technologies and dock construction. The existing site is vacant and laid as a surface car park, with access roads and infrastructure; it does not contribute to the quality and innovation of the architecture of the WHS or cultural activities and the 'historic evolution of the Liverpool street pattern' is not evident on the site. The Proposed Development will replace an existing poor quality site with a group of buildings that positively respond to their context and provide an opportunity for high quality redevelopment of the Monarchs Quay area. The development will contribute to the authenticity of the WHS by improving this element of the buffer zone and improving access to and experience of the former dock townscape.

#### **Impact of the Proposed Development on Attributes of the World Heritage Site**

- 5.8 As described in Section 2 of this report, there are a number of WHS attributes that are near the Application Site and have the potential to be affected by the Proposed Development. These are considered in turn:
- **Dock Technology and Systems** – The Application Site is separated from the most important and significant elements of the dock estate, around Albert Dock, by large scale development around the Echo Arena. The Proposed Development will not be visible from this area. It will be visible from Wapping Dock and Wapping Warehouse but will appear as part of the backdrop of modern developments viewed from this area when looking west; additionally it will result in a positive change through beginning to re-enclose the dock landscape and recreate the



former historic character of the area. The Application Site is presently in use as a surface car park and makes no contribution to the legibility of the dock technology and systems attribute of the WHS. The development will therefore not affect the ability to appreciate and the dock technology and systems as attributes of the WHS.

- **Warehouses** – As set out above, the Application Site forms part of the southern part of the dock estate, and the closest historic warehouse is Wapping Warehouse, which is to the northeast. The Proposed Development will have no impact on the ability to appreciate the warehouse or the grouping of related listed structures or the legibility of these as a functional and historic group. The principal views of these assets will be unchanged and the new buildings will be legible as modern additions to the area. The Proposed Development will result in a modest change to the setting of these assets but will not affect the ability to appreciate them as attributes of the WHS.
- **Commercial Office Buildings, Architectural Expressions of Civic Grandeur and Key Landmarks** – Wapping Warehouse is identified as a key landmark building in the SPD. The SPD states that ‘key landmark buildings’ 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. The landmark quality of the warehouse is attributed to its robust architectural appearance, large size and distinctive linear form which are principally legible from Wapping to the east and the open dock area to the west. The Proposed Development will have no impact on these views of the building and will not impact upon its landmark status. The Proposed Development will not affect the ability to appreciate these attributes of the OUV of the WHS.
- **The Cityscape associated with the World Mercantile Port City** – The development of the Application Site will contribute to the townscape that forms part of the backdrop to the international waterfront and will therefore contribute to the urban landscape of the port city. The existing site is in use as a surface car park with associated access roads and is poor quality, making no contribution to the OUV of the WHS. The development of a high quality group of buildings which reflects the scale and mass of development in the area provides an opportunity to enhance the contribution the site makes to this attribute of the OUV.
- **Intangible attributes of Liverpool’s role in global trading, cultural connections and the British Empire** – As set out above, there is no specific intangible attribute directly associated with the Application Site. The Proposed development will have no impact upon this attribute of the WHS.

### **Evaluation of the Significance of Effect**

- 5.9 The ICOMOS Guidance provides examples for assessing the value of heritage assets and the magnitude of potential impacts. ICOMOS grades the value of WHSs as ‘very high’

and the value of nationally graded buildings or structures as 'high'. It advocates an impact grading of: major, moderate, minor, negligible or no change.

- 5.10 For a cultural asset as complex as Liverpool WHS considerable sensitivity is required in applying the ICOMOS methodology. Many tangible and in-tangible attributes contribute to the OUV of the WHS. Both the ICOMOS Guidance and the NPPF recognise that not all elements of a WHS will contribute to its significance or OUV.
- 5.11 As set out earlier, the Proposed Development will not affect the ability to appreciate the Dock technology and systems that are integral attributes of the OUV of the WHS. It will not affect the ability to appreciate the warehouse typology as an attribute of OUV, nor will it compromise the value of commercial office buildings, architectural expressions of civic grandeur or key landmarks. These attributes have been assessed as having 'very high' value (in accordance with Appendix 3A of the ICOMOS Guidance<sup>3</sup>). The Proposed Development is considered to cause 'no change' to that heritage value and is assessed to have a neutral impact on these attributes of the WHS. This summary is set out within the ICOMOS Tables included at Appendix 5.
- 5.12 The cityscape associated with the world mercantile port city is assessed as being of 'high' value. By introducing built form and contextually designed buildings that will improve the Kings Dock area, the Proposed Development is assessed to have a slight beneficial impact on this attribute, resulting in negligible change.
- 5.13 Intangible attributes of Liverpool's role in global trading, cultural connections and the British Empire are assessed as having a 'high' value. The Proposed Development is considered to have a neutral effect on the heritage value of this attribute, resulting in no change.

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<sup>3</sup>

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

## 6. Summary and Conclusions

- 6.1 The Application Site is close to the boundary of Liverpool Maritime Mercantile World Heritage Site (WHS) and forms part of the Buffer Zone. The site does not contribute to the integrity or authenticity of the WHS. It does not display Outstanding Universal Value (OUV) or any of the attributes which contribute to the OUV of the WHS.
- 6.2 Having considered the criteria for inscription of the WHS it is concluded that the Proposed Development will have no effect on the ability to appreciate the WHS as a former major centre generating innovative technologies and methods in dock construction and port management in the 18<sup>th</sup> and 19<sup>th</sup> centuries (Inscription Criterion 1). As a result of redevelopment in the 20<sup>th</sup> century, the Application Site has no known connections with maritime mercantile culture, the slave trade or patterns of emigration from northern Europe and America, nor will the Proposed Development affect these aspects of OUV (Inscription Criterion 2). The Proposed Development will also have no impact on the ability to appreciate Liverpool as an outstanding example of a world mercantile port city, which represents the early development of global trading and cultural connections throughout the British Empire (Inscription Criterion 3).
- 6.3 The Proposed Development involves the development of a site which is presently in use as a surface car park with access roads and buildings of appropriate scale and massing that respond to local character. The Proposed Development involves the development of two separate buildings. An interpretation centre will be located to the entrance to the site on Queens Wharf forming an entrance feature with the Wapping Warehouse hydraulic tower. A residential building will provide 107 apartments and is detailed and designed to reflect the traditional forms of the surrounding dock estate. The buildings form the second part of a wider masterplan for the redevelopment of much of the Monarchs Quay area.
- 6.4 The Proposed Development will have no effect on the integrity of the WHS. It will however contribute to the authenticity of the WHS by improving this element of the Kings Dock area.
- 6.5 Overall, it is concluded that the Proposed Development will not adversely affect the integrity and authenticity of the WHS and the attributes that contribute to its OUV. Its OUV will be sustained.

**Appendix 1:    Liverpool Maritime Mercantile City  
World Heritage Site Statement of  
OUV**

## **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.



## **Appendix 2: Heritage Legislation, Planning Policy and Guidance**

## Heritage Legislation, Policy and Guidance

### Legislation

#### **The Planning (Listed Buildings and Conservation Areas) Act 1990**

In determining applications for planning permission affecting the setting of statutory listed buildings, the following duty is placed on the decision maker:

*“s.66 (1) In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”*

Recent case law has confirmed that Parliament’s intention in enacting section 66(1) was that decision-makers should give *“considerable importance and weight”* to the desirability of preserving the special interest and setting of listed buildings, where *“preserve”* means to *“to do no harm”*. The presumption is therefore that development proposals should not give rise to harm to the special interest of a listed building. This duty must be borne in mind strongly when considering cases where harm may be considered to accrue, and then the balancing of such harm against public benefits as required by national planning policy.

### National Planning Policy

#### **National Planning Policy Framework, 2012**

The National Planning Policy Framework was introduced on 27 March 2012 and provides a statement of Government planning policies with regard to the protection of all heritage assets. One of the twelve core planning principles of the NPPF is that planning should:

*“conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.”*

Chapter 12 outlines the Government’s guidance regarding conserving and enhancing the historic environment.

Paragraph 128 outlines the information required to support planning applications affecting heritage assets, stating that applicants should provide a description of the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset’s importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Paragraph 131 states that with regard to determining planning applications planning authorities should take account of the desirability of sustaining and enhancing the significance of the heritage assets, and putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 132 confirms that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s

conservation and the more important the asset, the greater the weight should be. It is also confirmed that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Any harm to, or loss, of significance of a designated heritage asset should require clear and convincing justification.

Paragraph 134 is applicable where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset. In these circumstances, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Paragraph 135 states that in weighing applications that affect directly or indirectly on non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss of the significance of the heritage asset.

Paragraph 137 states that local planning authorities should look for opportunities for new development 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 a heritage asset should be treated favourably.

## **National Guidance**

### **National Planning Practice Guidance (PPG) (2014)**

Whilst not planning policy Planning Practice Guidance provides a clear indication of the Government's approach to the application of national policy contained in the NPPF. Where there is conflict between the guidance in the PPG and earlier documents the PPG will take precedence.

### **Department of Culture, Media and Sport Circular (2010) Principles of Selection for Listing Buildings**

The Principles of Selection for Listing Buildings was published by the DCMS in 2010. It sets out the general criteria for assessing the special interest of a building in paras. 9 and 10, as below:

*Architectural Interest. To be of special architectural interest a building must be of importance in its architectural design, decoration or craftsmanship; special interest may also apply to nationally important examples of particular building types and techniques (e.g. buildings displaying technological innovation or virtuosity) and significant plan forms;*

*Historic Interest. To be of special historic interest a building must illustrate important aspects of the nation's social, economic, cultural, or military history and/or have close historical associations with nationally important people. There should normally be some quality of interest in the physical fabric of the building itself to justify the statutory protection afforded by listing.*

These criteria were used to assess the significance of the listed buildings in Section 4.

## **Historic England (2015) Historic Environment Good Practice Advice in Planning Note 2, Managing Significance in Decision-Taking in the Historic Environment**

This Good Practice Advice (GPA) note is not a statement of Government policy, but supports the implementation of national government policy. It provides advice on assessing the significance of heritage assets and the impact of proposals on that significance.

### **Good Practice Advice Note 3: The Setting of Heritage Assets, Historic England (2017)**

Historic England guidance 'The Setting of Heritage Assets' advocates a staged approach to assessment involving identification of the affected assets and setting, an assessment of the degree to which setting and views contribute to the significance of the assets, an assessment of the effects of the proposed development, exploration of ways to maximise enhancement and avoid or minimise harm and the monitoring of outcomes.

The revised guidance clarifies that there is a distinction between views that contribute to heritage significance and views that might be valued for reasons of landscape character or visual amenity. It states that the extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places.

The guidance makes it clear at paragraph 9 that setting is not a heritage asset, nor a heritage designation, rather its importance lies in what it contributes to the significance of the relevant heritage asset itself. The guidance sets out the need for a systematic and staged approach to assessing the impact of development proposals in the setting of a heritage asset. It confirms that such assessment should be based on an understanding of the significance of the heritage assets affected and then the contribution of setting to that significance. Guidance is provided on what potential attributes of setting may or may not make a contribution to the significance of a heritage asset, noting that in any one instance a limited selection of the attributes will be of particular relevance to an asset. These attributes can include:

- the asset's physical surroundings;
- experience of the asset;
- an asset's associative relationships with other heritage assets.

It is identified that views which contribute more to understanding the significance of a heritage asset include the following:

- Those where the composition within the view was a fundamental aspect of the design or function of the heritage asset
- Those where town- or village-scape reveals views with unplanned or unintended beauty
- Those with historic or cultural associations
- Those where relationship between the asset and other heritage assets or natural features or phenomena are particularly relevant.

When assessing the effect of a proposed development on the significance of a heritage asset through effects on setting, matters of location and siting of development; the form and appearance of development; wider effects of the development; and, permanence are highlighted.

The guidance highlights a series of other considerations that are relevant to consideration of the proposed development including 'change over time', 'cumulative change', 'access and setting', 'designed settings', 'setting and urban design' and 'setting and economic viability'.

#### **National Planning Practice Guidance, 2014**

Whilst not planning policy the Planning Practice Guidance provides a clear indication of the Government's approach to the application of national policy contained in the NPPF. Where there is conflict between the guidance in the PPG and earlier documents the PPG will take precedence

#### **Guidance**

#### **ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties (2011)**

The World Heritage Convention, for the protection of the World's Cultural and Natural Heritage, which came into being in 1972, recognises properties of outstanding universal value. The OUV is fixed by the World Heritage Committee at the time of inscription and since 2007 has been encapsulated in a Statement of OUV.

The World Heritage Convention is ratified by State Parties, who agree to conserve properties on their territories. This means that OUV needs to be sustained through the protection of attributes that are seen to convey OUV. WHSs are thus single heritage assets with an international value that has been clearly articulated. Not everything within them contributes to OUV, but those attributes that do must be appropriately protected. The ICOMOS guidance provides a methodology for evaluating impact on attributes of OUV in a systematic and consistent way.

ICOMOS advise that World Heritage properties need to be seen as single entities that manifest OUV. Their OUV is reflected in a range of attributes, and in order to sustain OUV it is those attributes that need to be protected.

ICOMOS suggest procedures for Heritage Impact Assessment in circumstances where change may affect OUV, and acknowledge that change may be adverse or beneficial. But whatever process is selected, the assessment must be 'fit-for-purpose' in respect to the local context and the changes proposed. Every effort must be made to eliminate or minimise adverse impacts.

The basis for management and decision making is a good understanding of the WH property, its significance and OUV, its attributes and its context. The Management Plan will often be the important first step in building an ability to have a clear and effective impact assessment. Both the WHS Management Plan and SPD have been consulted during the development of the proposals.

ICOMOS provide advice regarding the methods and tools available for undertaking Heritage Impact Assessments. This Heritage Statement is based on site visits, historic research and specific viewpoint analysis tailored to the relevant area of the BZ and is consistent with the ICOMOS advice.

ICOMOS considers direct impacts as those that arise as a primary consequence of a proposed development or change of use. Direct impacts can result in the physical loss of part or all of an attribute, and/or changes to its setting. Direct impacts that affect the setting of an attribute may occur as a consequence of construction or operation of a development and may have an effect some distance from the development.

#### **Liverpool World Heritage Site Supplementary Planning Document (SPD), 2009**

The World Heritage Site Supplementary Planning Document was adopted in October 2009 and provides detailed guidance for new development, regeneration and conservation in the Liverpool Maritime Mercantile City World Heritage Site (WHS) and the surrounding area.

#### **Local Planning Policy**

##### **Liverpool Unitary Development Plan (November 2002)**

Policy HD5 asserts that planning permission will only be granted for development affecting the setting and important views of a listed building where the setting and important views of the building are preserved. This will include control over the design and siting of new development and control over the use of adjacent land

Policy HD12 states that new development 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.

**Appendix 3: ICOMOS Tables**

## ICOMOS Guidance Tables

The below tables have been informed by the Guidance on Heritage Impact Assessments for Cultural World Heritage Properties prepared by the International Council on Monuments and Sites (ICOMOS) in 2011.

**Table 3.1 Example table for assessing scale and severity of change/impact for WH properties with very high value<sup>4</sup>**

VALUE OF HERITAGE ASSET <sup>5</sup>	SCALE AND SEVERITY OF CHANGE/IMPACT				
	No Change	Negligible Change	Minor Change	Moderate Change	Major Change
SIGNIFICANCE OF EFFECT OR OVERALL IMPACT (EITHER ADVERSE OR BENEFICIAL)					
For WH properties Very High – attributes which convey OUV	Neutral	Slight	Moderate/Large	Large/very Large	Very Large

<sup>4</sup> ICOMOS (2011) Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, Section 5, page 9

<sup>5</sup> The value of each heritage asset has been informed by Appendix 3A of the ICOMOS Guidance (2011)



**Table 3.2 Proposed Development table for assessing scale and severity of change/impact for WH properties with very high value<sup>6</sup>**

VALUE OF HERITAGE ASSET <sup>7</sup>	SCALE AND SEVERITY OF CHANGE/IMPACT				
	No Change	Negligible Change	Minor Change	Moderate Change	Major Change
<b>SIGNIFICANCE OF EFFECT OR OVERALL IMPACT (EITHER ADVERSE OR BENEFICIAL)</b>					
<b>Dock technology and systems – Very High Value</b>	Neutral	Slight	Moderate/Large	Large/very Large	Very Large
<b>Warehouses – Very High Value</b>	Neutral	Slight	Moderate/Large	Large/very Large	Very Large
<b>Commercial Office Buildings – Very High Value</b>	Neutral	Slight	Moderate/Large	Large/very Large	Very Large
<b>Architectural expressions of Civic Grandeur and Key Landmarks – Very High Value</b>	Neutral	Slight	Moderate/Large	Large/very Large	Very Large
<b>Intangible attributes of Liverpool's role in global trading, cultural connections and the British Empire – Very High Value</b>	Neutral	Slight	Moderate/Large	Large/very Large	Very Large

<sup>6</sup> ICOMOS (2011) Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, Section 5, page 9

<sup>7</sup> The value of each heritage asset has been informed by Appendix 3A of the ICOMOS Guidance (2011)

**Table 3.3 Example table for assessing scale and severity of change/impact for other WH properties/attributes<sup>8</sup>**

For other heritage assets or attributes <sup>9</sup>	SCALE AND SEVERITY OF CHANGE/IMPACT				
	No Change	Negligible Change	Minor Change	Moderate Change	Major Change
SIGNIFICANCE OF IMPACT (EITHER ADVERSE OR BENEFICIAL)					
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	Large/very Large	Slight/Moderate
Negligible	Neutral	Neutral	Neutral/Slight	Neutral/Slight	Slight

<sup>8</sup> ICOMOS (2011) Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, Section 5, page 10

<sup>9</sup> The value of each heritage asset has been informed by Appendix 3A of the ICOMOS Guidance (2011)

**Table 3.4 Proposed Development table for assessing scale and severity of change/impact for other WH properties/attributes<sup>10</sup>**

For other heritage assets or attributes <sup>11</sup>	SCALE AND SEVERITY OF CHANGE/IMPACT				
	No Change	Negligible Change	Minor Change	Moderate Change	Major Change
SIGNIFICANCE OF IMPACT (EITHER ADVERSE OR BENEFICIAL)					
<b>The Cityscape associated with the World Mercantile Port City – High Value</b>	Neutral	Slight	Moderate/Large	Large/very Large	Very Large

<sup>10</sup> ICOMOS (2011) Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, Section 5, page 10

<sup>11</sup> The value of each heritage asset has been informed by Appendix 3A of the ICOMOS Guidance (2011)

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## Appendix 3: Historic Maps

Figure 3.1 Crane and Jones Map of Liverpool, 1797 (Broad location of Application Site identified)

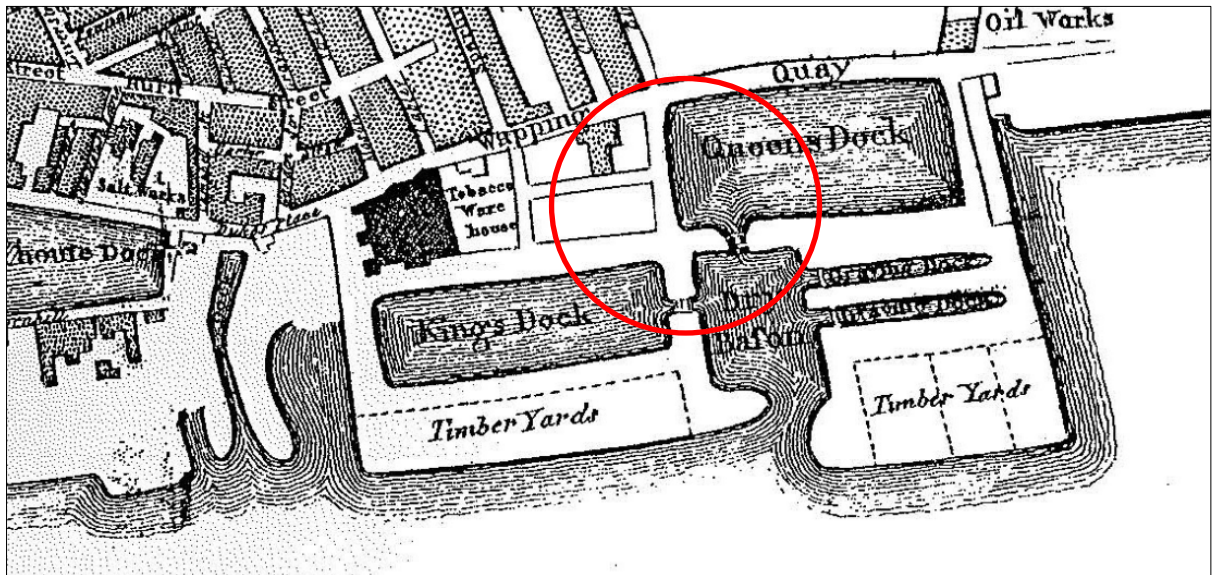


Figure 3.2 Swires Map of Liverpool, 1823-4 (Broad location of Application Site identified)

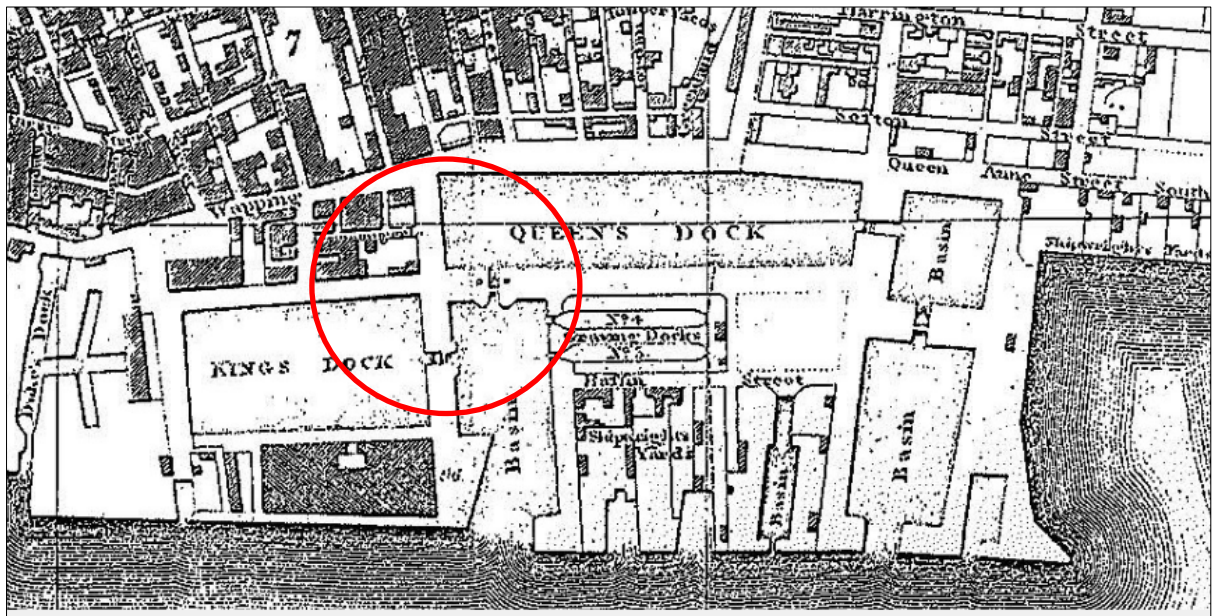




Figure 3.3 J Bennison Map of Liverpool, 1841 (Broad location of Application Site identified)

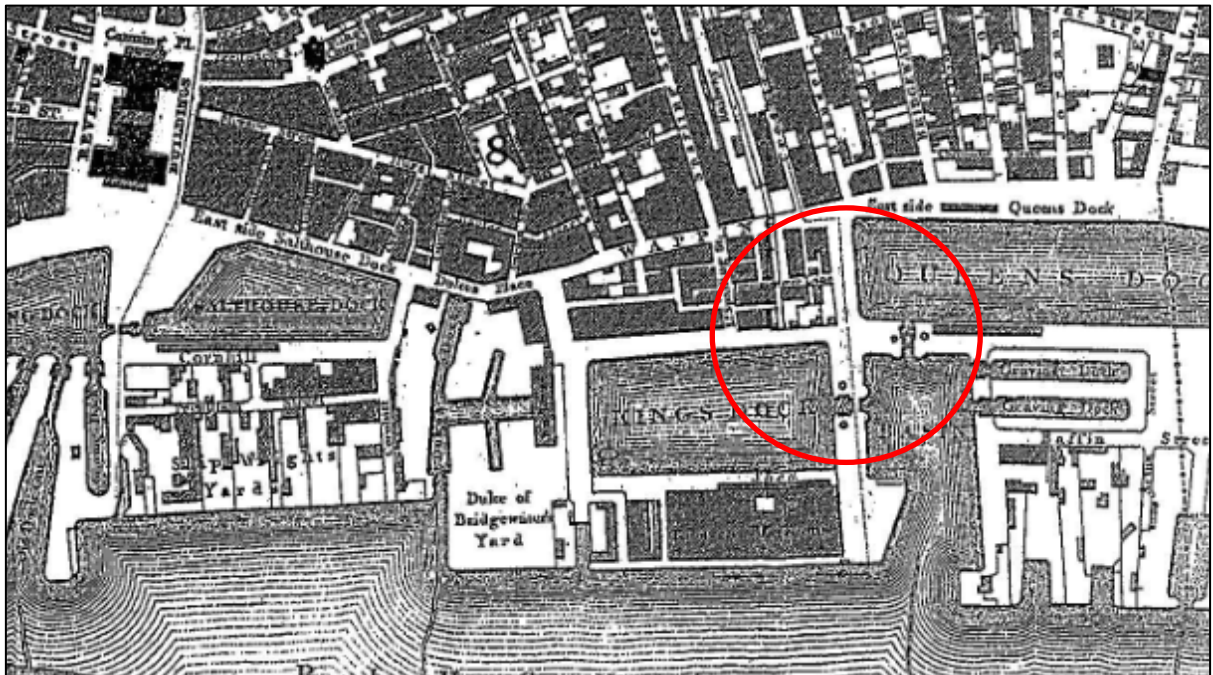


Figure 3.4 1894 Ordnance Survey Map (Broad location of Application Site identified)

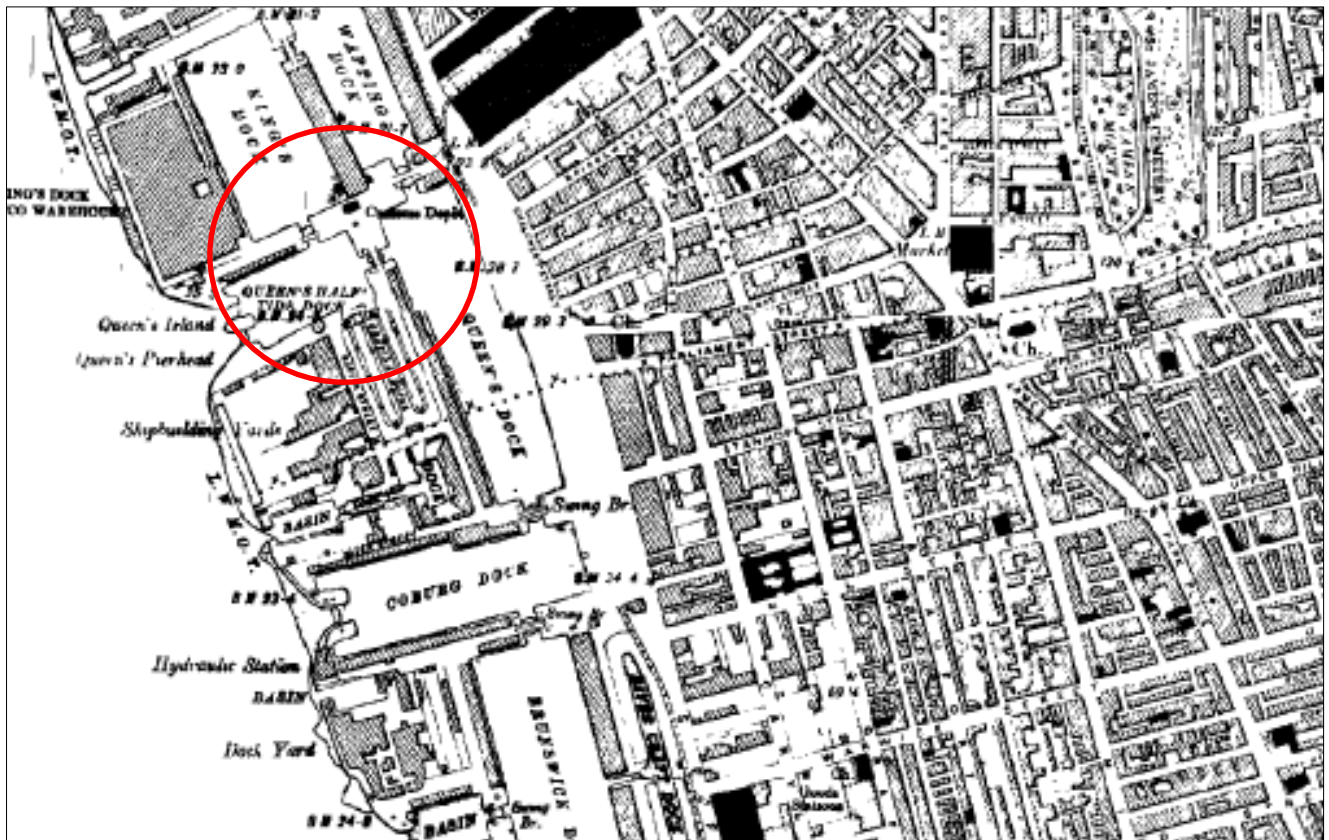


Figure 3.5 1910 Ordnance Survey (Broad location of Application Site identified)

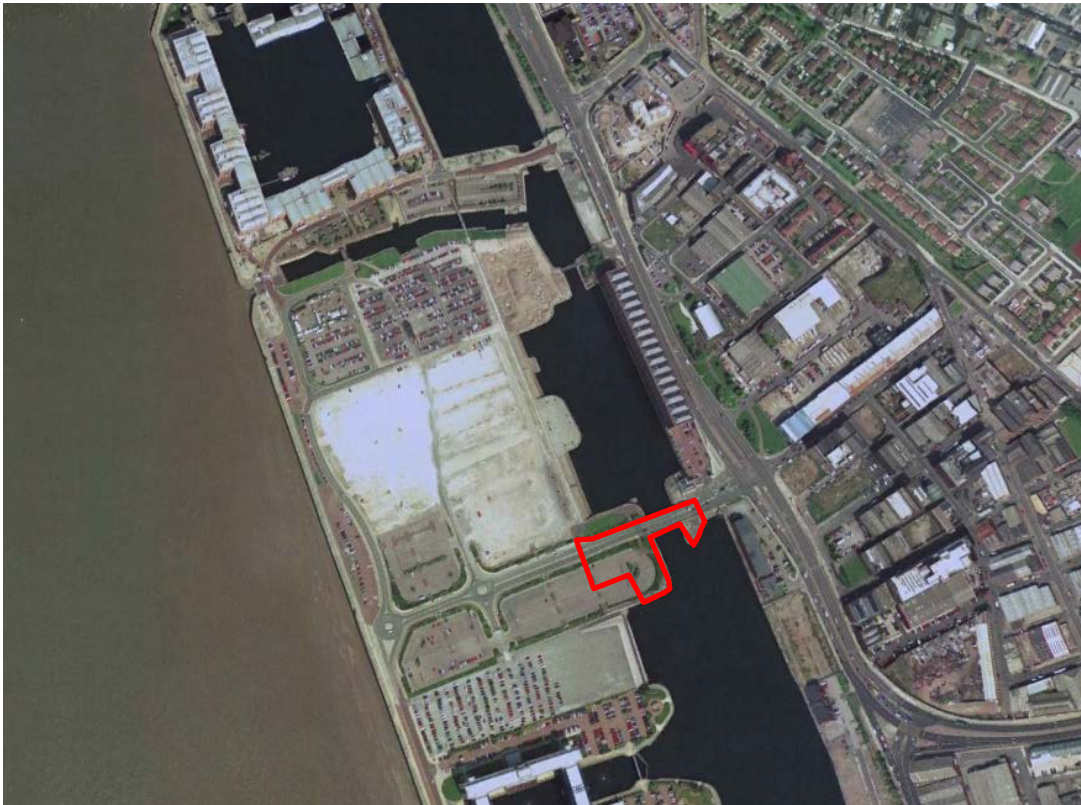


Figure 3.6 1989 Ordnance Survey (Broad location of Application Site identified)

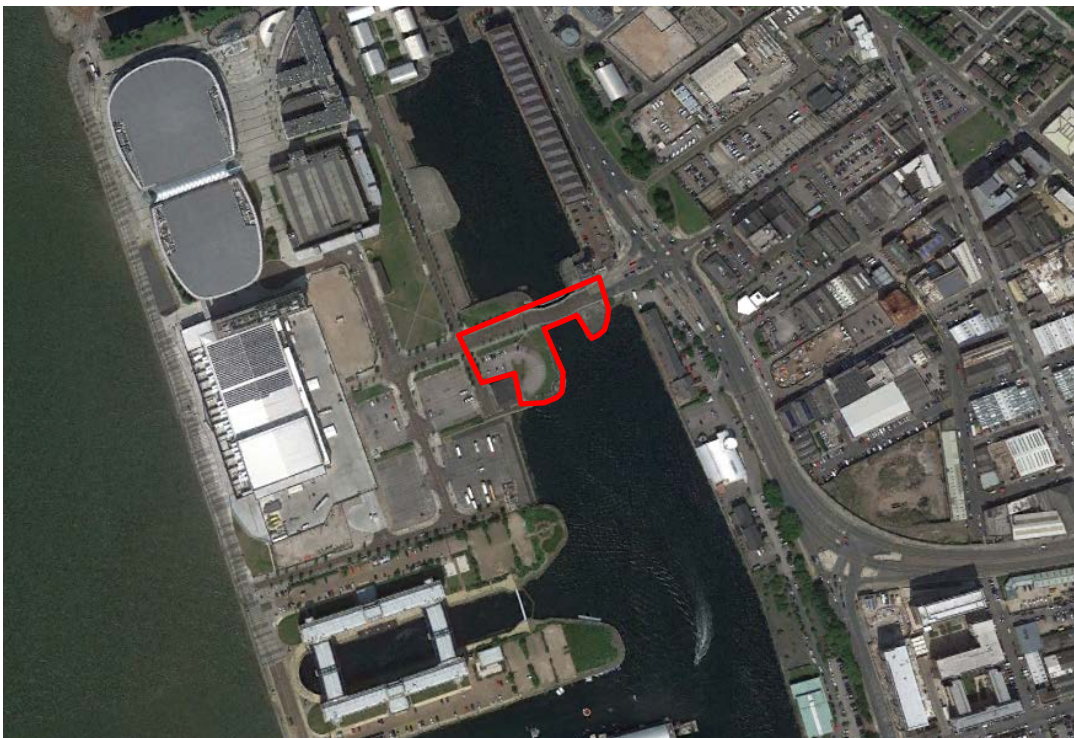




**Figure 3.7     2000 Aerial Image (Broad location of Application Site identified)**



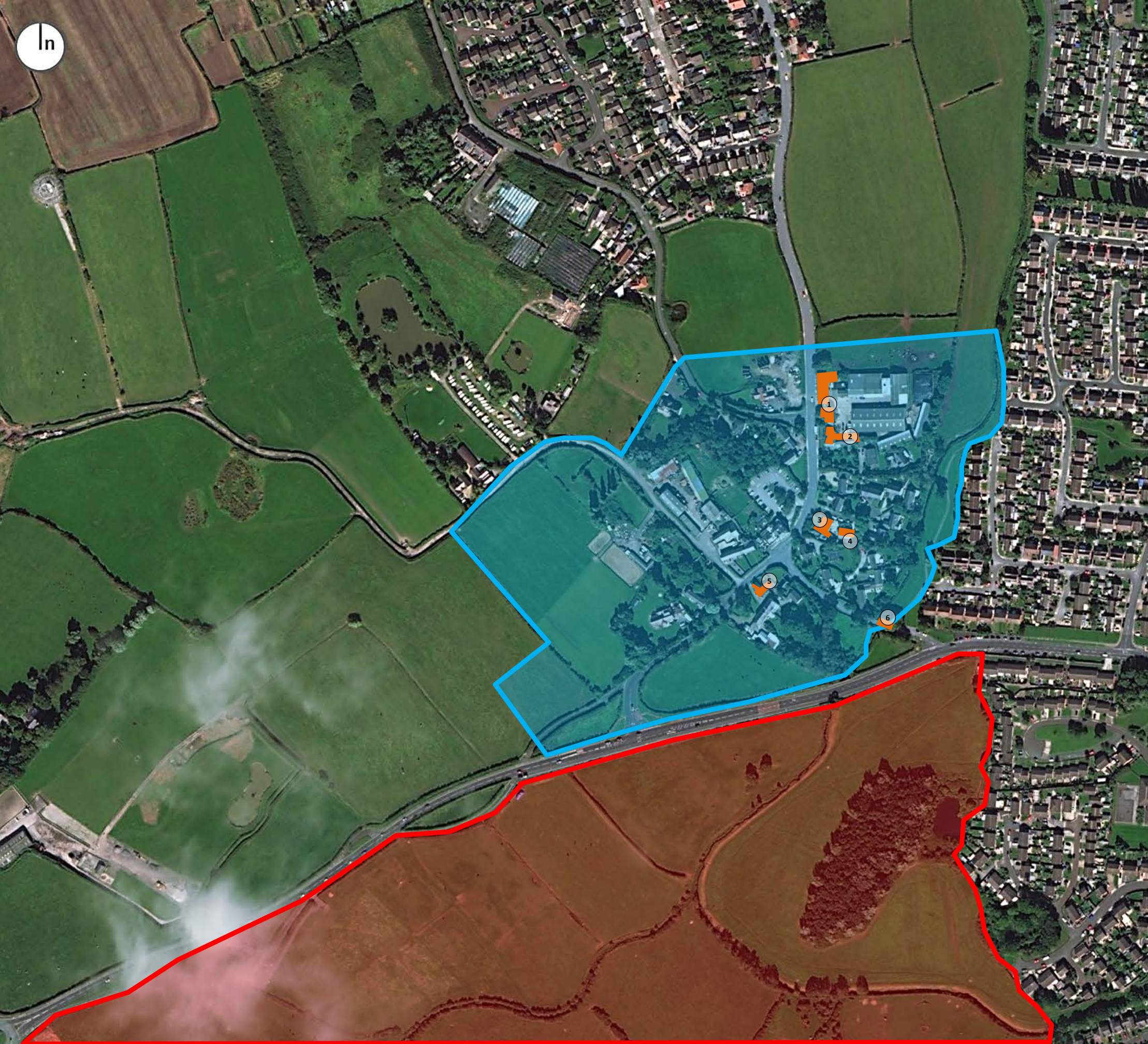
**Figure 3.8     2016 Aerial Image (Broad location of Application Site identified)**








## **Appendix 4: Heritage Asset Plan**





- 1 Diamond Farmhouse and attached Barn  
**GRADE II**
  - 2 The Elms  
**GRADE II**
  - 3 Poplar Farmhouse  
**GRADE II**
  - 4 Outbuilding to rear of Poplar Farmhouse  
**GRADE II**
  - 5 Ivy Cottage  
**GRADE II**
  - 6 Saughall Massie Bridge  
**GRADE II**
- 
-  Listed Building
  -  Saughall Massie Conservation Area
  -  Appraisal Site Boundary



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