1.0 INTRODUCTION

1.1 This report assesses the potential impact on heritage assets and the Outstanding Universal Value of the World Heritage Site, of providing a new road through the Dock Boundary Wall at Princes Dock, Liverpool.

1.2 The Dock Wall is part of the Liverpool Maritime Mercantile City World Heritage Site, and is a designated, grade II listed structure. The site is located within the Stanley Dock conservation area, although there are no buildings of special architectural or historic interest on the site. There are no undesignated heritage assets on the site.

1.3 The development is for the breaching of the Dock Wall to facilitate a new vehicular and pedestrian entrance. To the west of the wall, within the former dock area, there are remnants of granite setts and railway tracks, but where earlier developments have been constructed, these surfaces have been removed. To the south of the proposed breach is the Princes Dock multi-storey car park, to the east is Bath Street, and to the north, within the former Dock Estate, is an empty site for which planning permissions have been consented for three tall buildings, and an eight storey office block, William Jessop House.

1.4 This report describes the heritage context and the assets, with a commentary on their significance, and the potential for impact due to the development proposals. The assessment also includes the potential impact on the Outstanding Universal Value (OUV) of the World Heritage Site (WHS).

1.5 The report has been prepared by Rob Burns, an urban designer and specialist in heritage issues, who has 30 years of experience in dealing with historic townscapes and buildings. Formerly employed by English Heritage (now Historic England) as a specialist in urban conservation and regeneration/development, he has worked extensively in Liverpool.

1.6 The Planning (Listed Buildings and Conservation Areas) Act 1990 requires that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area. The Act also places a statutory duty upon the Local Planning Authority, in determining applications for development affecting listed buildings, to pay special regard to the desirability of preserving the special interest and setting of a listed building.

1.7 The National Planning Policy Framework (NPPF- 2012) includes advice on heritage matters and what should be taken into account when dealing with the historic environment. Paragraph 128 states that;

In determining applications, local planning authorities should require an applicant to

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

1.8 In relation to the World Heritage Site, the UNESCO Operational Guidelines (2015) apply to developments that may affect Outstanding Universal Value.

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

2.0 HERITAGE CONTEXT

Liverpool World Heritage Site (WHS)

2.1 In July 2004, Liverpool was inscribed onto UNESCO's World Heritage List by the World Heritage Committee. As part of the inscription process, the World Heritage Committee stated that planning procedures should be applied to ensure that the height, character and location of any new construction in the World Heritage Site and its Buffer Zone respects the area's special architectural, historic, townscape and visual interests. This is captured in the World Heritage Site Management Plan and the Supplementary Planning Document (2009). The Statement of Significance is attached as Appendix 1.

2.2 The Liverpool Maritime Mercantile City WHS was inscribed as "the supreme example of a commercial port at the time of Britain's greatest global influence" and was inscribed as a WHS in 2004. The inscription was based on the following criteria:

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

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

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

2.3 The buffer zone extends beyond the World Heritage Site boundaries, primarily to protect its visual setting and to ensure that future development in the setting of the Heritage Site respects the Outstanding Universal Values (OUV).

2.4 The World Heritage Site boundary encompasses the area within the City which contributes to its outstanding universal value and retains a high degree of integrity and authenticity, relating strongly to its historic role as a commercial port. It stretches from Bramley Moore Dock to Wapping Dock and includes the historic business and cultural quarters as well as earlier

warehousing areas within the Ropewalks quarter. The Site is divided into 6 distinctive areas, and these are shown along with the WHS area and Buffer Zone in Figure 1:

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

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

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

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

- Innovation and inventiveness
- Adaptability and re-use
- Commercial and economic imperatives
- Ostentation
- Ethnic and societal diversity
- Civic unrest, ‘edginess’ and radicalism
- Risk-taking
- Entrepreneurship and purposefulness
- Cultural pre-eminence

2.7 The proposed development is within the World Heritage Site. Geographically, the nearest character areas to the development site is the Stanley Dock to the north of the site, in the area of Princes Half-Tide Dock, and the wall itself acts as a linking element, between the Stanley Dock Character Area, and that of the Pier Head (Character Area 1) to the south of Princes Dock. The Dock Wall is of fundamental importance in the development of Liverpool’s dock system, and an intrinsic part of the evolution of the dock system, and one of the elements that helps to define the Outstanding Universal Value of the WHS.

Listed Buildings

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

2.9 The Dock Boundary Wall is grade II listed, and is associated with two separate listings for the two remaining gateways located on Bath Street. The list descriptions are attached within Appendix 2. There are no other listed buildings within the vicinity, and the proposal will not impact on the setting of any listed structures elsewhere within the WHS, Buffer Zone or within the city.

Conservation Areas

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

2.11 There are a total of 36 designated Conservation Areas within Liverpool, and a large amount of the City Centre is protected by this policy designation. The wall is within the Stanley Dock conservation area, which is coterminous with the Stanly Dock Character Area of the WHS.

Scheduled Ancient Monuments.

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

Registered Parks and Gardens

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

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

2.14 No significant views from the city's suburban, historic parks and landscapes were identified. Many of the city's Victorian parks are bounded by large villas and have extensive tree cover that tends to contain the views. As a result, views of the wider city skyline are significantly restricted. The nature of the proposal means that the development will not be visible from any of these areas, including the Key Views identified within the WHS Supplementary Planning Document (SPD).

Non-designated heritage assets

2.15 Liverpool City Council does not hold a local list of significant buildings or other heritage assets, nor was the site identified as having archaeological finds or of interest with the Merseyside Historic Environment Record.

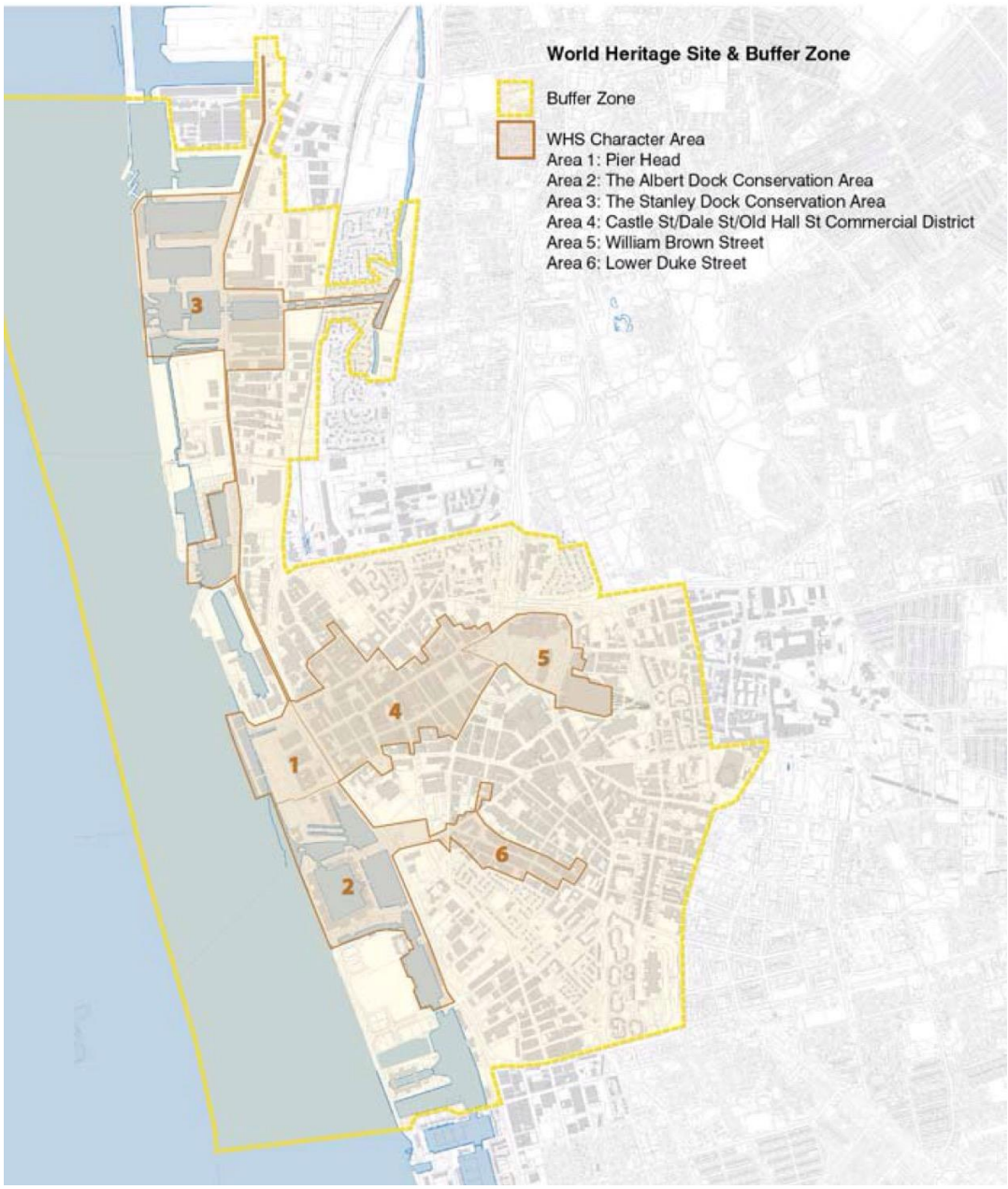

Figure 1. World Heritage Site and Character Areas (reproduced from the WHS SPD)

3. POLICY AND GUIDELINES CONTEXT

Planning (Listed Buildings and Conservation Areas) Act 1990

3.1 This remains the primary legislation governing the historic built environment, and in relation to listed buildings places a statutory duty on Local Planning Authorities to have special regard to the desirability of preserving the building or its setting, or any features of special architectural or historic interest which it possesses (sections 16 and 66). In *Barnwell vs East Northamptonshire DC 2014,* it was clarified that 'decision makers should give considerable importance and weight to the desirability of preserving the setting of listed buildings'.

3.2 Similarly, in respect of conservation areas, a Local Planning Authority must pay special attention to the desirability of preserving or enhancing the character or appearance of that area.

National Planning Policy Framework

3.3 The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The Government sees three dimensions to sustainable development: economic, social and environmental, and these roles should be regarded as mutually dependent. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities. The planning system is therefore expected to play an active role in guiding development to sustainable solutions. Policies 126 -141 are related to conserving and enhancing the historic environment.

The NPPF describes the historic environment in terms of "*heritage assets*." It defines the significance of a heritage asset as its value '*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.'*

3.4 Paragraphs 128 and 129 of the NPPF require planning applicants and local planning authorities to assess the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be appropriate to the assets' importance and no more than sufficient to understand the potential impact of the proposal on their significance. Local planning authorities should take this assessment into account when the potential impact of proposed development to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

3.5 Paragraph 130 of the NPPF sates that where there is evidence of deliberate neglect of or

damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.

3.6 Paragraph 131 states that local planning authorities should take account of the desirability of new development sustaining and enhancing the significance of heritage assets; the positive contribution that heritage assets can make to sustainable communities; and the desirability of new development making a positive contribution to local distinctiveness.

3.7 Paragraph 132 sets out policy principles guiding the consideration of impact of development on the significance of a designated heritage asset. The more important the asset, the greater the weight should be given to the asset's conservation. Any harm to or loss should require clear or convincing justification.

3.8 Paragraph 133 provides a series of tests which should be applied in cases where substantial harm to or total loss of significance will be caused. In the case of development proposals which will lead to substantial harm or loss, this harm should be weighed against the public benefits of the proposal.

3.9 Paragraph 134 states that where a development proposal will lead to less than substantial harm to the significance of a heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

3.10 Paragraph 135 states that the effect of a development on a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm and the significance of the heritage asset.

3.11 Paragraph 137 states that local authorities should look for opportunities for new development within Conservation Areas and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

3.12 Paragraph 138 states that not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or the World Heritage Site as a whole.

3.13 Policy 140 concerns enabling development and the need for LPAs to assess whether the benefits of this would outweigh planning policies if the future conservation of a heritage asset is secured.

3.14 Policy 141 states that local planning authorities should make information about the significance of the historic environment gathered as part of the development process publicly accessible, and should require developers to record and advance understanding of the heritage asset before it is lost.

Planning Practice Guide

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

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

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

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

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

Liverpool Unitary Development Plan

3.17 Policy HD4: Alterations to Listed Buildings:

Consent will not be granted for:

- *(i) extensions, external or internal alterations to, or change of use of, or any other works to a listed building that would adversely affect its architectural or historic character;*
- *(ii) applications for extensions, alterations to, or the change of use of a listed building that are not accompanied by the full information necessary to assess the impact of the proposals on the building;*
- *(iii) any works which are not to a high standard of design in terms of form, scale, detailing and materials.*

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

3.18 Policy HD5: Development Affecting the Setting of a Listed Building
Planning permission will only be granted for development affecting the setting of a listed building, which preserves the setting and important views of the building. This will include, where appropriate:

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

3.19 Policy HD18: General Design Requirements

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

- *1 The scale, density and massing of the proposed development relate well to its locality*
- *2 The development includes characteristics of local distinctiveness in terms of design, layout and materials*

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

3.20 Policy HD8: Preservation and Enhancement of Conservation Areas

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

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

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

3.22 Policy HD17: Protection of Archaeological Remains

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

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

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

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

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

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

World Heritage Convention-Operational Guidelines

3.23 The Operational Guidelines for the Implementation of the World Heritage Convention (2015) are the latest iteration of guidelines for management of World Heritage Sites, which remain the responsibility of the national governments, as State Parties. The aims of the WHC are stated as:

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

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

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

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

3.26 The Vienna Memorandum (2005) states that:

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

Liverpool World Heritage Site Supplementary Planning Document (2009)

3.27 The SPD contains guidelines relating specifically to the Dock Boundary Wall. (6.4.6- 6.4.8). This states that:

> *The Dock Wall and its setting should, wherever possible, be retained, repaired, and preserved in its entirety, complete with associated features of interest such as gate-piers, original timber gates, drinking fountains, adjacent setts and railway lines.*
>
> *Where development does take place west of the Dock Wall, development must respect the integrity and setting of the Dock Wall and the opportunity should be taken to conserve the wall and its associated features such as gates, shelters and drinking fountains. Development should retain and conserve surviving historic surfaces, kerbs, rail tracks, and other ancillary historic structures. Any new buildings west of the Dock*

Wall should generally be set back at least 9 metres from the wall in order; to provide an adequate setting for that wall; to enable these historic surfaces and features to be retained; to create a useable corridor for cycling and walking.

3.28 However, the document does allow for some alteration, stating that

The Dock Wall was built to control access into the dock estate, rather than prevent it. At present with most openings still closed, it remains a barrier to movement….Where east west access is required to and from Liverpool Waters Site to facilitate the development and improve connectivity, the design of the development should look in the first instance to utilising …existing openings through the wall as the main east-west access points through the wall, If adequate access cannot be achieved through existing openings, strong justification will need to be made to create new openings, by demonstrating that it is essential to deliver major generation opportunities or to provide essential permeability and connectivity to the surrounding area. Any such justification should ideally be made as part of the overall masterplan for Liverpool Waters.

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

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

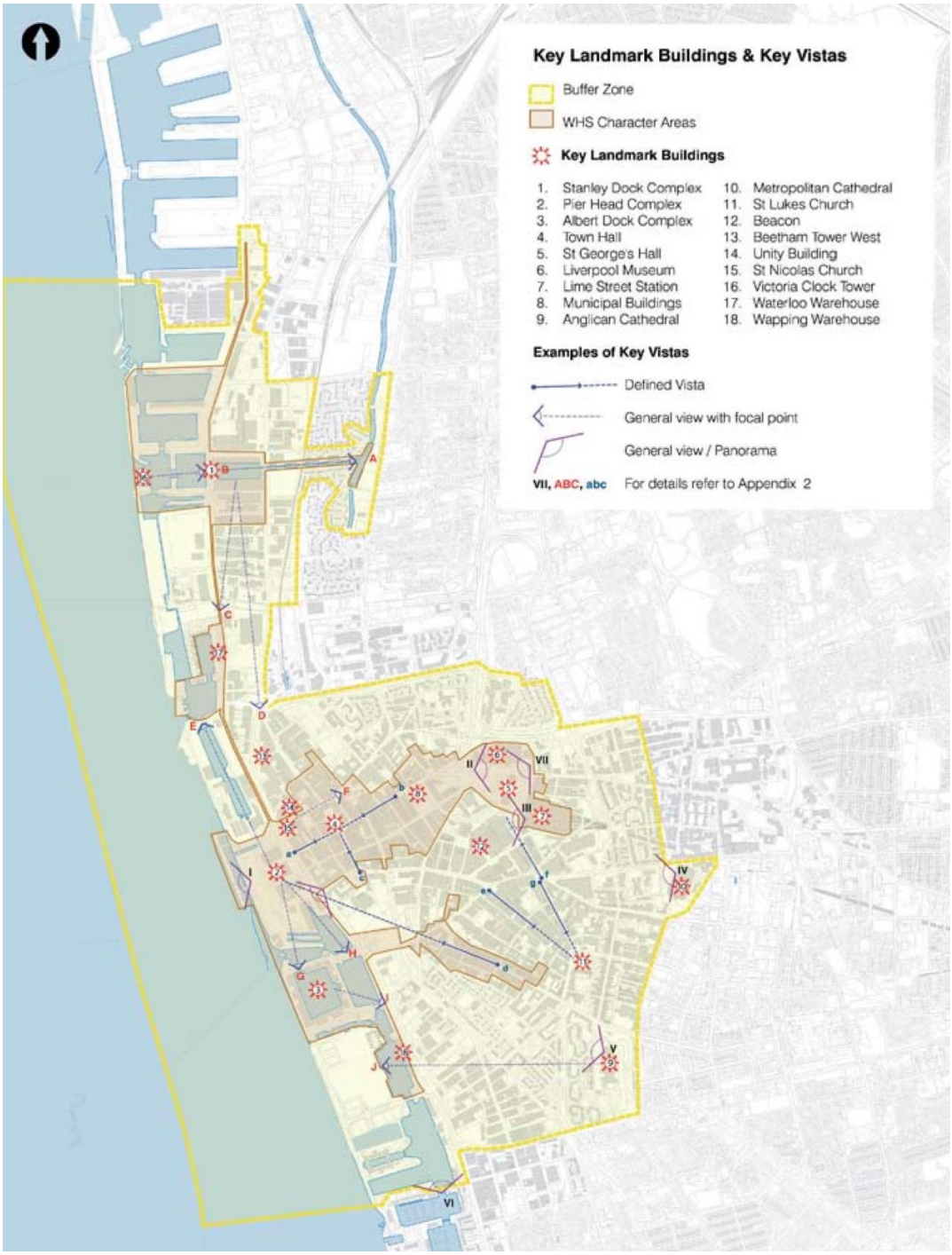

Figure 2- key landmark buildings and key vistas (reproduced from the WHS SPD, Liverpool City Council).

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

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

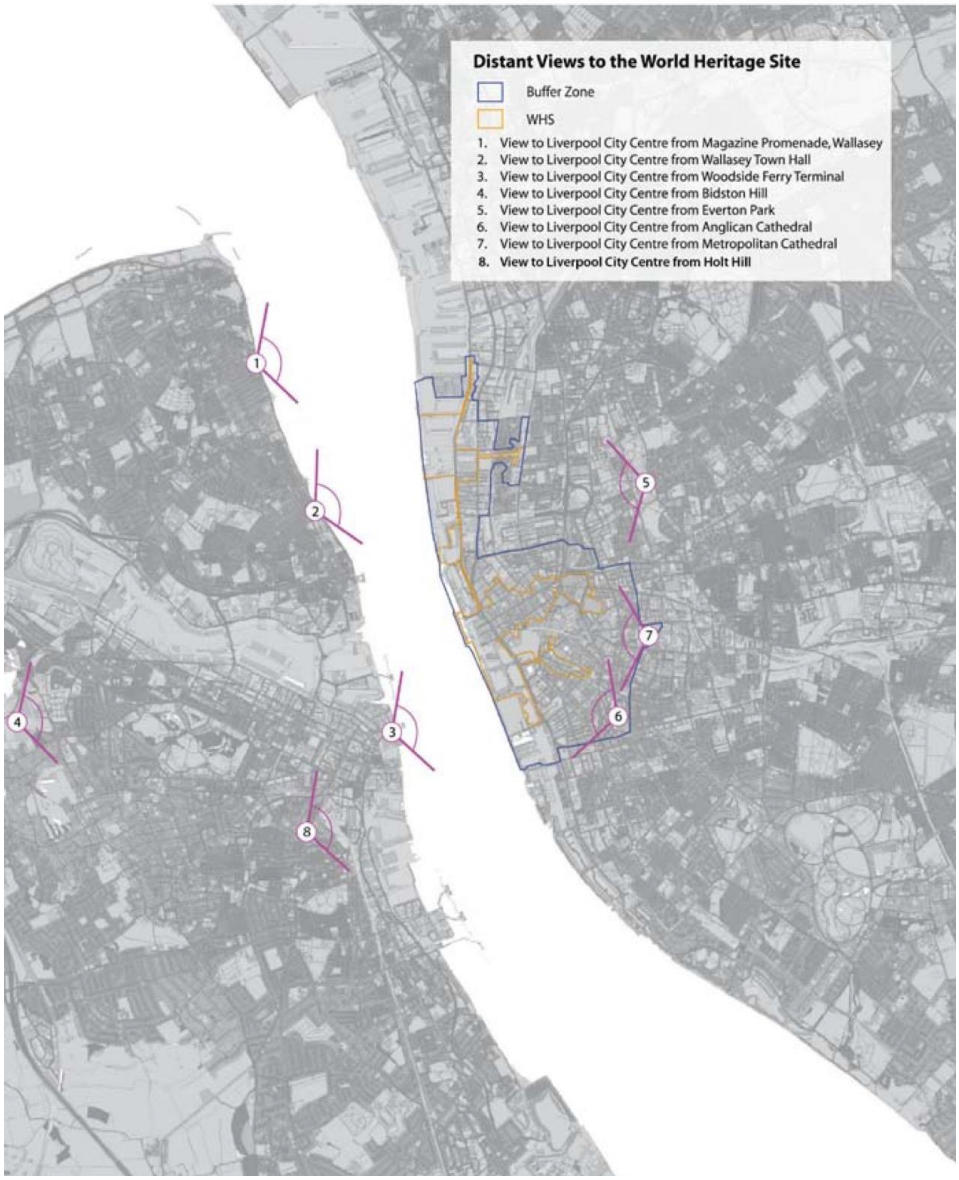

Figure 3- Distant views to the WHS (reproduced from the WHS SPD, Liverpool City Council)

3.31 The development proposal for the breaching of the Dock Wall at Princes Dock does not impact on any of the landmark buildings, nor are views of the proposal visible from any of the Distant Views, or along the Key Vistas. The visual effects are entirely localised to certain sections of Princes Dock only, and its immediate environs. As such, a visual assessment has not been undertaken.

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

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

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

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

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

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

3.33 The evaluation method used is that set out in Appendix 3a of the ICOMOS guidance. In this system, the value of heritage resources is assessed in relation to statutory designations, international, national and local, but linked clearly and objectively to the components identified in the Statement of OUV, integrity and authenticity. The values of the assets and attributes are defined using the following graded scale, in accordance with Table 1 below:

- Very High
- High
- Medium
- Low

- Negligible
- Unknown

Table 1

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

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

Negligible	Assets with little or no surviving archaeological interest Buildings or urban landscapes of no architectural or historical merit and buildings of an intrusive character.

3.34 **Scale of Specific Impact**

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

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

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

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

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

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

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

4.0 THE DOCKLAND CONTEXT

4.1 One of the key attributes of Liverpool, and a fundamental reason for the inscription of the WHS, is the presence of the docks. At their peak the operational docks ran for c.12km north to south along the Mersey waterfront, and were a feat of engineering marked by innovative water management techniques and advances in cargo handling, that made them the most effective docks of the period. This was accomplished not through a long, drawn out process of gradual evolution, but over a relatively short time-frame, starting with the opening of the Old Dock by Thomas Steers in 1715, and which at the time was the world's first commercial wet dock. Although fraught with risk, and the enterprise heavily mortgaged to pay for the investment, the success of the Old Dock, built within the confines of the original 'pool', and with space to take 100 vessels, established the commercial imperative and the general construction approach to the provision of the future dock system.

4.2 Following on from the Steers Dock, an octagonal tidal entrance basin was built, with graving docks and a landing stage, and the first sea wall was constructed that started to define the new shoreline. The huge investment in land reclamation, with docks and sea walls built into the river, was supported by the requisitioning of waste material from the growing population of the city, including pottery, quarry waste, and organic matter generated by the butchers, tanners etc who were increasingly based along the new waterfront. The area known as Nova Scotia, constructed around a slipway to the river, and located in the present day Mann Island area, provided a ready supply of infill material, and led to further westward expansion of the sea walls, and the Manchester Basin. By 1771, the area of Pier Head had also been reclaimed, with the central area of that location occupied by Georges Dock, and linked to Canning Dock via George's Dock passage to the south. Further change came with the construction of Georges Dock Basin and Georges Ferry, which effectively created a series of small 'islands' linked by swing bridges. At the end of the 18th century, the construction of the Manchester Dock was swiftly followed by that of the Chester Basin to the south of Pier Head. Whilst warehouses were generally located to the east of the Pier Head around Goree Plaza, transit sheds were provided on the west and east sides of Georges Dock in 1829 and 1836 respectively, and in 1828 Georges Baths were established at Pier Head. Figure 4 shows the situation in 1810, a snapshot of this part of the city made by a German cartographer. At this stage, the northern docks, including Princes Dock, were not constructed, the map clearly showing that area still within the River Mersey, and the eastern edge of Princes Dock marked with the Baths that were to give Bath Street its name.

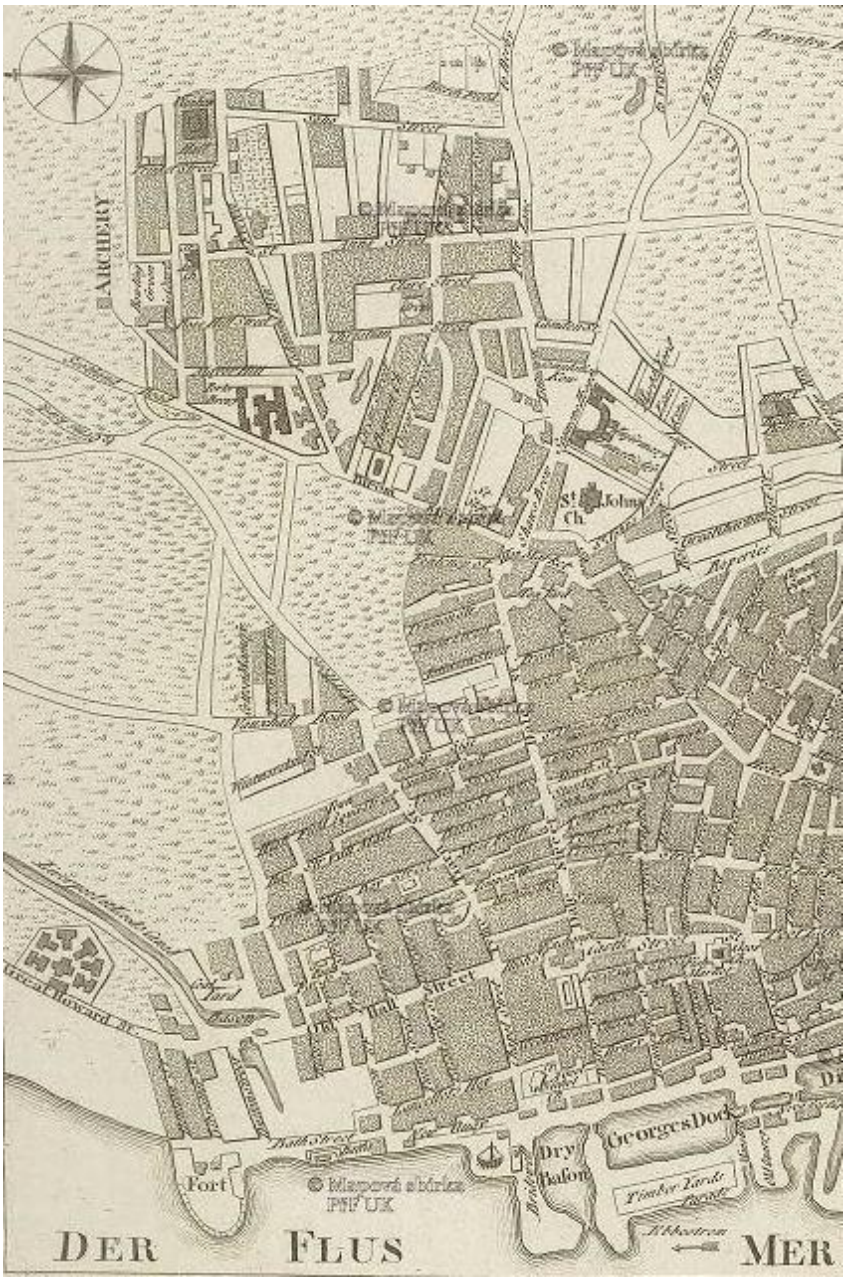

Figure 4- Liverpool in 1810- based on an earlier plan of 1795. (Old Maps online).

4.3 To the north of Georges Dock, there followed a series of construction projects in quick succession. Princes Dock was completed in 1821, to designs initially drawn up by William Jessop in 1800, and amended by John Rennie in 1810. The construction for Princes Dock relied on steam power and railway to remove spoil, with the stone used in the sea wall shipped by river from quarries in Runcorn. Figure 5 is a plan dating from the early 1820's by an unknown cartographer, and shows the site of Princes Dock as it was before construction had finished, with the baths still in place, and the site of the Fort about to be subsumed into the Dock. The image shows that the dock was designed as a larger area of water, but was reduced in size, and Princes Basin was added as the design evolved, due to difficulties with

both funding and manpower caused by the Napoleonic Wars. The dock was designed to be used with a connection to Georges Dock to the south, and accessed from the Mersey via the Princes Dock Basin to the north. At the same time, the first of the Dock boundary walls was provided, to control access between the operational docks and the city.

Figure 5- Princes Dock in the early 1820's.

4.4 Although construction of Princes Dock commenced in 1810, it wasn't completed until 1821, and then under the supervision of John Foster. For 10 years it was the largest dock in Liverpool, at 4.6 ha, and the main hub for trans-Atlantic trade, particularly cotton and migration. Figure 6 shows that Princes Dock was supplied with transit sheds, particularly large on the eastern side, and the first Dock Boundary Wall, with entrances on all sides apart from the west. Here the river walk was used for 'parading', and a popular place from which to view the trade on the river. The Dock Boundary Wall was begun before the completion of the dock itself, so that it was ready for opening in 1821. Of red brick, and some four courses

thick, the wall was accompanied by monumental sandstone gateways, Greek Revival in style, that matched the stone copings to the wall. Only the eastern portion of the wall now remains.

4.5 The next phase of dock construction was overseen by Jesse Hartley, between 1824 and 1860, the pre-eminent engineer who more than doubled the dock accommodation in the city. Clarence Dock and Clarence Graving Dock opened in 1830, with Waterloo Dock completed in 1834. By 1836, Victoria and Trafalgar Docks were open, and along with Waterloo Dock they formed a uniform trio of inter-connecting water spaces, with river access gained through the Victoria Dock lock gate. However, this access was closed after just 10 years, meaning that access could only be gained through the dock network. This made the trio of docks the first real examples of spine and branch dock, with the docks aligned on an east-west axis, and transit sheds surrounding them on each side. Figure 6 shows the arrangement in 1836, with Princes Dock and its Basin complete, and with the linkage to the spine and branch system to the northern docks complete. It also shows the extent of the Dock Boundary Walls.

Figure 6- Gage plan of 1836 (Liverpool City Group)

4.6 In 1868, Princes Basin was remodeled as a Half Tide Dock, under GF Lyster, and who also infilled Georges Dock Basin to construct the floating roadway for the Landing Stage. This was extended to run the full length of Princes Dock, and became the point of embarkation for trans-Atlantic passengers. As part of this growing infrastructure, the Riverside Railway Station was opened in 1895 on the western side of Princes Dock, allowing rail passengers access to the waterfront through tunnels that ran to the Waterloo Dock Goods Yard, and then crossed

Waterloo Road to Princes Dock, crossing the northern edge of the dock over a swing bridge. Figure 7).

Figure 7- Riverside Station in 1911- platforms beyond the wall to the right of the image.

4.7 Due to the amount of maritime traffic, Princes Jetty was built in 1899, partially designed by Gustave Mouchel, as the first reinforced concrete structure within the dock estate, and as an early example of the Hennebique system in the UK, although the Liver Building was also constructed a few years later using the same system.

4.8 As part of the continuing investment in infrastructure, the Liverpool Overhead Railway was constructed in 1889-93 (demolished in 1957-8), and became affectionately known as the Dockers Umbrella. A station was provided at Princes Dock (Figures 8 and 9), and parts of the eastern Dock Boundary Wall was used as part of the structural works that carried the rails. Iron stanchions were fitted into the wall at intervals to carry the rails, and these were left in place following the demolition of the railway.

Figure 8 – Overhead Railway Station at Princes Dock

Figure 9- Overhead Railway with Princes Dock to the left.

4.9 In 1905, changes to the design of ships, coupled with the cambered profile of the dock walls, made Princes Dock unsuitable for the more modern ships. A new structure was constructed that occupied the length of the western side of the dock, and this was followed in 1928 by the provision of a matching new quay on the eastern side. As part of a roll on-roll off ferry facility for the Irish Packet, the dock enjoyed a new success, but this was short-lived and the facility was replaced by a new terminal in Victoria Dock in 1981.

4.10 Following its closure for river traffic in 1981, the dock became surplus to requirements, and following the completion of a masterplan, the transit sheds were demolished, and the eastern quay was widened to allow for development plots. In 2007/8 the new link to the Leeds-Liverpool canal was cut through the southern side of Princes Dock.

4.11 The Dock Wall that eventually ran the full length of the former Dock Estate is a unique feature, and has evolved since the first sections were constructed at Princes Dock in 1816. The following timeline and commentary illustrates its evolution:

- 1816-21. The first section was constructed by John Foster starting in 1816, and it was completed in 1821 in time for the opening of the Dock. Originally it ran around all 4 sides of the Dock, but only the eastern section remains, with one of the original openings. There are two gateways within this eastern

section, but only the gateway further south is original, with the other to the north being added at a later date.

- 1836-1841. Jesse Hartley succeeded Foster as Dock Engineer, and constructed the Dock Wall along with the northern docks of Clarence, Waterloo, Victoria and Trafalgar. Four gateways in granite or stone survive from this period.
- 1847. Salisbury, Collingwood, Nelson, Stanley and Bramley-Moore Docks were constructed, following the Dock Act of 1844. Hartley was again the Engineer responsible, and the Dock Wall became a grander structure of cyclopean granite rather than the earlier red brick with sandstone copings. Gateways also became more monumental, with double entrances accommodating slots for sliding gates, and castellated detailing.

Figure 10- Entrance to Collingwood Dock, showing transition to granite for the gateways and walls.

- 1845-65. Princes Half-Tide Basin. This was an addition following the completion of the northern docks, and possibly dates from when GF Lyster re-modelled the Half Tide Basin in 1865.
- Princes Dock Wall rebuilding. This dates to Lysters time as Dock Engineer, and runs north from the original 1821 gateway, to a vertical break where a drinking fountain has been inserted (Figure 11), and although it is in brick it has a different bonding pattern than the earlier brick construction of the Dock

Wall. At the same time, a short section was also built at the southern end of Princes Dock.

Figure 11- straight joint showing rebuild.

- Within the Liverpool Waters site, there are 22 openings in the Dock Wall, with 13 originals, 2 late 19th century additions, and 7 modern openings. There are

also 3 pedestrian entrances, with an original example at Collingwood Dock, and 2 at Princes Dock which are modern additions.

- The two remaining entrance gateways at Princes Dock are different in style and material, and seemingly date from different construction periods. The original 1821 gateway is of sandstone, with pitted rustication, with raised panels and caps (Figure 12). The more northern gate is of granite rubble with accommodation for a gatekeeper, and with grooves for sliding doors. It is paired with a similar design at Princes Half-Tide dock to the north, and appears to date from the period of remodeling in the 1860's (Figure 13).

Figure 12- original gates to Princes Dock

Figure 13- northern gateway to Princes Dock. These appear to be based on Hartley's dock gate designs from the 1840's, but date from the 1860's.

5.0 CHARACTER ASSESSMENT

5.1 Princes Dock was opened in 1821, and is part of the later tranche of docks constructed following the earlier phases that started with the Old Dock in 1715. It has witnessed continual evolution since its opened, and its context has changed considerably from that of a working dock, since its closure in 1981.

5.2 Changes to the structure of the dock and its quaysdes include:

- the depth of the water basin has been reduced considerably
- the dock walls have been extended with the construction of new structures that narrowed the water space. The older dock walls remain as archaeological features
- the Dock Boundary Wall has been altered on the eastern side to accommodate the structure of the Liverpool Overhead Railway, and has been repaired and altered through these works. The remainder of the surrounding Dock Wall has been demolished, leaving only the eastern section standing.
- The quayside surfaces have mostly been entirely removed, and where they survive on the eastern side adjacent to the Dock Wall, they have been damaged, and changed from the original.
- None of the original transit sheds, mooring facilities or operational infrastructure remain, other than some of the rail tracks on the eastern side of the dock.

5.3 Nevertheless, the character of the area still relates to the dockland context, and the proximity of the River Mersey to the west, the city centre to the east, the Pier Head to the south, and the evolved docks system to the north. The openness of the dock also allows for views to landmark buildings such as the Three Graces and to the north.

Figure 14- Princes Dock looking south

Figure 15- Princes Dock looking north.

5.4 Although the Dock is outside the WHS, it is within the Buffer Zone, and its contribution to OUV was identified in the Liverpool Waters Heritage Assessment as:

- The series of continuous and connected water spaces, resulting from notions of functional efficiency, and producing a strong visual structure. This depends on the continuity of water running through the site, joining together the two groups of historic water bodies at each end.

- The dockland strip was built on land reclaimed from the River Mersey, and is therefore flat in contrast with the land that rises gently from the former shoreline beyond. This provides a horizontality of land form, which is reflected in the architectural forms of buildings on the waterfront such as the Albert Dock warehouses, the Echo Arena and the Museum of Liverpool.

- The vistas that a wide river affords provide a remarkable panorama of a city in which the rising land form contrasting with the horizontality of the reclaimed dockland is enhanced by the contribution of tall buildings. These commenced in the late 19th century with tall buildings such as the White Star Line offices, and then in the 20th century with the Liver Building, and more recently with the cluster of emerging towers in the commercial district.

- The built form which is characterised by a strong geometrical layout, heroic scale of construction and robustness of surface and materials. The distance of view that a wide river affords demands development of a scale sufficient to

make an impact.

5.5 Other than the grade listed Dock Boundary Wall, there are no other listed structures, and the dock infrastructure has largely been removed. The architectural character of the area relies on the more recent additions to the area, and on its association with the views to other parts of the city. The first tranche of new office buildings on the western side of the dock are of mid-range scale, and are in a variety of architectural style and materiality, with no overall design coding that would provide a coherent character. The later residential developments, like Alexandra Tower on the northern edge of the Dock, are much taller, and help to define and landmark the northernmost extension of the dock. These will be supplemented on the eastern side adjacent to the dock wall with a series of tall structures recently consented, and working in conjunction with the existing City Lofts tower. This will deliver a series of stand-alone structures, and which, due to their location, will change the immediate context of the Dock Boundary Wall, from having an open aspect from the west, to a series of glimpsed views through the spaces between the buildings. The wall, at some 5m in height, is a substantial feature, but the large open area across which it is viewed from the former quaysides reduces its apparent impact, and certainly in relation to the buildings that have been constructed on this side. It remains a much more prominent structure from the 'public' side of Bath Street to the east, as its context as a linear construction, uninterrupted by buildings, and the narrowness of Bath Street, contribute to its monumental appearance.

5.6 Of primary importance, such that it raises the overall townscape quality of Princes Dock, is the capacity for long-range views, and views with a landmark focal point. The view south to the Three Graces, dominated by the bulk of the Liver Building is of particular importance, and provides a compelling context for the dock and the water space. The lower horizontal datum provided by the more contemporary buildings on the east and west quays serve to frame the view, and focus on the historic building and Pier Head. It establishes a direct visual relationship with the Liver Building in particular, and provides continuity of association. To the north, the views are contained by Alexandra Tower and City Lofts, that stand as sentinels on the eastern and north-west corners of the dock. Beyond can be seen Waterloo Dock and its warehouse, as well as the more prosaic Waterloo apartments built on the site of the former west Waterloo Grain Warehouse. Beyond these, to the north again, the operational docks at Seaforth can be viewed, again providing a strong sense of continuity. To the east and west, the buildings that line the dock edge work to control a central waterspace that is contained by the homogenous scale of the buildings, and is sub-divided visually by the modern pedestrian bridge that crosses the water.

5.7 The area effected by the proposal is a section of the Dock Boundary Wall itself, and the public realm to the west of the wall. General views of this are shown in Figures 16 and 17 but the features in these images are not directly affected by the proposals.

Figure 16- West of Dock Wall- note iron stanchions for supporting the later Liverpool Overhead Railway.

Figure 17- showing gates and later, 19th century Police Hut.

The area has a surface treatment of granite setts and rail tracks, as well as sandstone kerbs to the footpath route along the wall. The visual association of the surfaces and the wall as residual elements of the former use of the area, provides authenticity and integrity to this part of the Buffer Zone, and helps to establish OUV. The wall contrasts markedly with the more prosaic architecture of the contemporary buildings within Princes Dock, and is marked by a simple strength and industrial character, that strongly adds to the sense of place.

6. STATEMENT OF SIGNIFICANCE

6.1 Values

Conservation Principles published by English Heritage (now Historic England) in 2008 identifies four related values that should be considered when assessing the impact of development proposals. These values are *Evidential*, deriving from the potential of a place to yield evidence about past activity; *Historical*, deriving from the ways in which people, events and aspects of past life can be connected through a place to the present; *Aesthetic*, deriving from the ways in which people draw sensory and intellectual stimulation from a place; and *Communal*, deriving from the meaning of a place for the people who relate to it, or for whom it figures in their collective experience and memory. The following assessment adopts these heritage values:

- Evidential Value- The site illustrates a clear progression of development activity from the pre-1715 period before the construction of the world's first commercial wet dock and the beginning of Liverpool's meteoric rise as a trading port, to the burgeoning importance of the waterfront area as a complete dock system, using innovative techniques in its development. Princes Dock and its Boundary Wall represent the start of a huge campaign of dock construction on reclaimed land that was to extend for almost 12 km along the Mersey. The Dock Wall illustrates the way in which access to the dockland areas was controlled, and the functional simplicity of Dock Wall and associated surfaces provides an industrial feel to the area, as residual elements of its former use.
- Historical Value- the dock has seen a number of changes to its form and context since it was closed in 1981, and is no longer of the same dimensions as it was originally, and the new dock walls to east and west are unlike its earlier construction. Nevertheless, the existing arrangement provides a similar appearance to the original, and it contributes to the character of the general dockland area and provides a setting for the Three Graces. The removal of transit sheds, most of the surfacing, and the almost continuous evolution of the Dock demonstrate the changing complexities of the dock trade and functionality of its different areas and spaces. Similarly, the construction and then removal of the Liverpool Overhead Railway, with remnants still found embedded within the Dock Wall at Princes Dock, helps to describe the importance of infrastructure in the working life of the city, that aided both dock workers and office workers. Its more recent redundancy followed by masterplanning and development illustrates the changing aspects of Liverpool's regeneration strategies, following the docks falling into disuse and disrepair.

- Aesthetic Value- The aesthetic value of Princes Dock is limited to the manner in which it helps to tell the narrative of the evolution of dock water spaces within the city, its visual association with the Three Graces to the south, commercial quarter to the east, other docks to the north and the river to the west. Other than the Dock Boundary Wall itself, and its associated surfacing, there is little of historic interest, and it is the wider context and the way in which the dock sits within the waterfront townscape that provides a compelling appeal.
- Communal Value- Princes Dock is one of the few remaining docks along this part of the waterfront that is accessible to the public, and ironically, has been since new developments were constructed following the closure of the dock in 1981. It is associated by many people with the docks to the south, rather than the docks to the north, because like the Albert, Salthouse and Canning Docks for example, it can be visited and experienced. The landing stage also has substantial communal value as part of the collective memory of migration stories and its role in Liverpool's history, and this has been enhanced by the berthing of cruise ships adjacent to the dock, which has seen significant growth.

6.2 **Significance to Outstanding Universal Value (OUV).**

The site is located within the main waterfront area of the city, which is central to understanding the maritime culture of Liverpool, and the WHS. The docks reflect the importance not only of trade in goods and migration, but also of innovative technologies and civic investment that made Liverpool the pre-eminent port of its day.

The Statement of OUV is based on the commercial imperative of Liverpool as a trade city, and includes not just pioneering dock management systems and technologies, but also mercantile maritime culture through the number and quality of the commercial buildings that were an essential component of maritime trade. This is perhaps best expressed at Pier Head with the set-piece composition of the Three Graces, and these form a part of the setting for Princes Dock.

6.3 Those features /attributes of Princes Dock that contribute to OUV can be summarized as:

- The dock as an early example of the reclamation of land to form controlled bodies of water for port purposes, and later as part of the spine and branch dock system, as a managed facility.
- Innovative construction techniques
- Its role in the movement of goods, but mainly of people as the main hub for the trans-Atlantic trade

- The first example of the Dock Boundary Wall that was to become a key feature of the northern docks, and the remains of the wall on the eastern side.
- The dock itself- albeit in a much altered form.
- The historic surface treatment that survives adjacent to the dock wall.

7. ASSESSMENT

7.1 The assessment of impacts on heritage assets and the OUV of the WHS is based on the scheme to remove a section of the Dock Boundary Wall at Princes Dock. This is to facilitate the continued development of the Princes Dock area, as per the Liverpool Waters outline planning permission, and to ensure that there is sufficient handling of traffic in the area. The justification for this is contained in other documents submitted as part for the application.

6.1 The assessment relates directly to the grade II listed Dock Boundary Wall, and the impact on the remaining areas of granite setts and railway tracks that are located in the area to the west of the wall. It also considers the impact on the Stanley Dock Character Area. It is considered that the proposal does not impact on the setting of other Character Areas.

6.2 A full description of the proposal is provided as part of the submission, but briefly, the works involve the removal of c.15 linear metres of dock wall, and the removal, storage and re-use within the Princes Dock area of the existing setts.

6.3 The dismantling of the wall will be informed by a methodology (Appendix 3). The works will provide a new access and carriageway to take vehicular and pedestrian traffic. Due to the change in levels, the existing railway tracks will be recorded and preserved in-situ under the new surface treatments. One of the iron stanchions for the Liverpool Overhead Railway will be removed, whilst another will be retained in-situ and used as part of the new piers arrangements. The gate piers will be substantial granite and pier deigns that echo those of the existing gateway arrangements elsewhere along the Dock Wall, but which are of a more contemporary design.

6.4 The history of the Dock Wall is one of continual evolution, and reflects the changing nature of the docks themselves. Modification and adaptation are two elements of the intangible heritage attributes of the WHS, and reflect the pragmatism that was required to both deliver and direct the management of the port. Of the 22 openings in the Dock Wall within the Liverpool Waters site, 9 are not original to the planned wall and are later piercings of the Dock Wall to allow for access, and to cater for changes to the docks. This does not include the 2 pedestrian access points at Princes Dock. A number of these breaches are substantial, and some of these are shown in Figures 18-21.

Figure 18- Opening in Dock Wall at Waterloo Warehouse

Figure 19- Opening at former Victoria Dock, north of Waterloo Warehouse

Figure 20- Opening at former Clarence Dock

Figure 21- Opening at former Trafalgar Dock

6.5 In terms of the dimensions of the new opening, at 15.7m wide, it is larger than the existing openings within the Dock Wall at Princes Dock. However, other modern openings to the north, are considerable wider than this. The entrance gateway to Waterloo Warehouse, for example, is 16.9m between the splay points, but with a total distance of 69.5m removed (Figure 22) The opening further to the north, that will become the entrance to the northern link road has a distance of 41.6m between the splay points, and the gateway itself at its narrowest part is 21.6m (Figure 23)

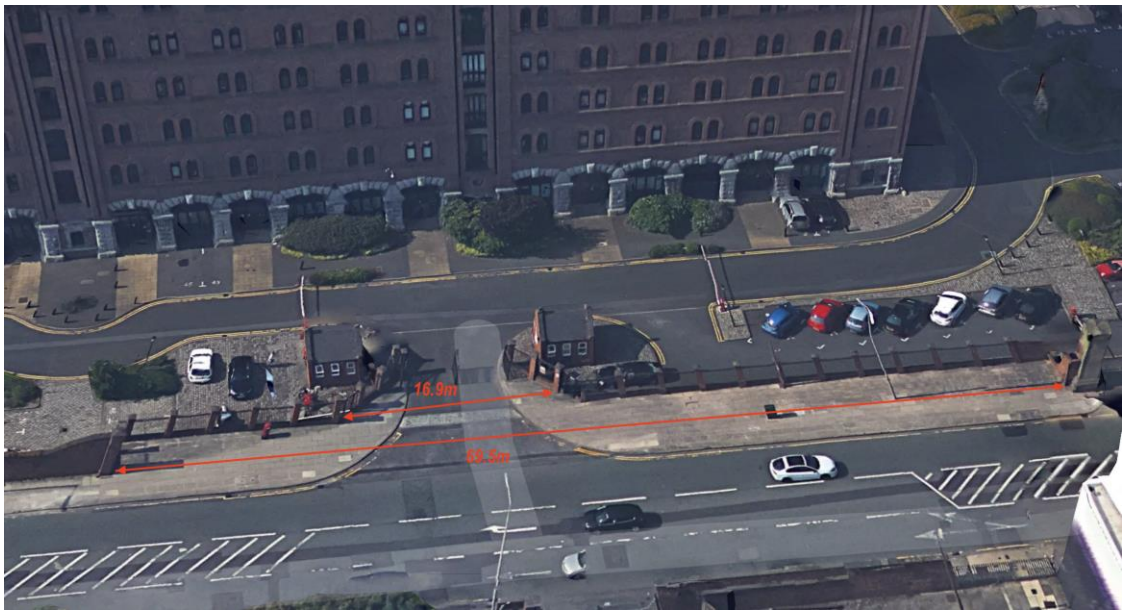

Figure 22- Entrance to Waterloo Warehouse

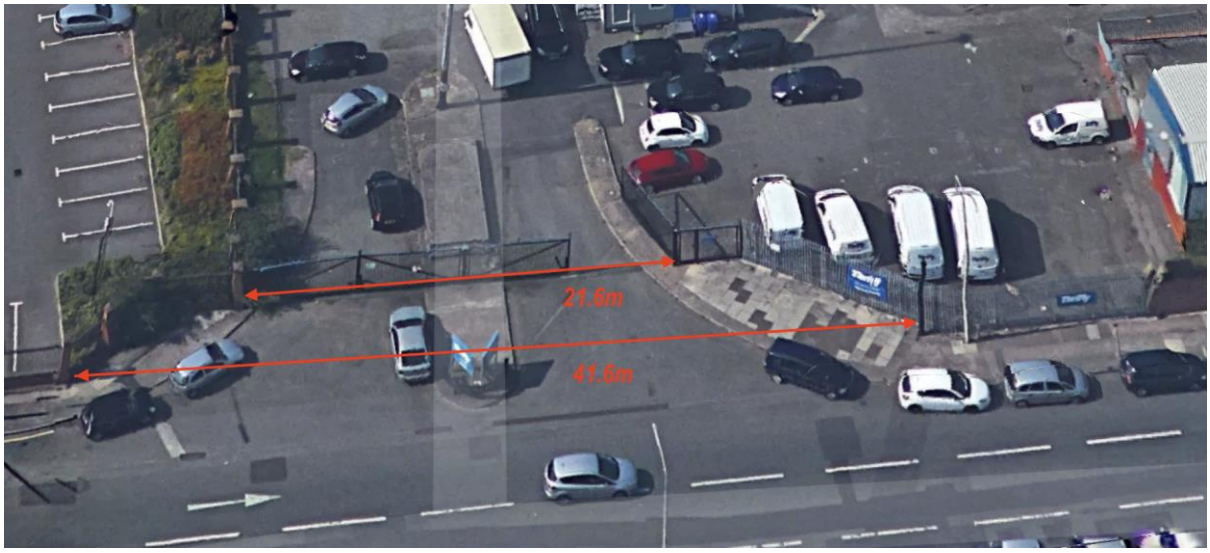

Figure 23- Entrance to Clarence Dock- proposed northern link road

6.6 The proposed new entrance is similar in size to the original, double entrance arrangements further to the north at the later docks such as Bramley-Moore and Wellington, which have dimensions of 13.6m (Figure 24). As such, the proportions of the new entrance are not un-

characteristic of the Dock Wall, and with the contemporary gate-piers, will provide an appropriate resonance with the original wall.

Figure 24- Bramley-Moore Dock, double entrance.

6.7 The proposal, whilst breaching the wall, will be designed to ensure that the essential elements of high wall, sandstone copings and monumental gate piers are preserved in the works as art of the permanent solution, and the wall is not simply pierced without thought to final finishes. Although a single iron stanchion relating to the Overhead railway will be removed, other features are not affected by the proposal, and drinking fountains, original gateways, and later additions such as the infrastructure for the Overhead Railway and for the management of the docks such as Police Huts, will all remain. The Dock Wall runs for c.2km as part of the Liverpool Waters site, and before the closure of the dock system, it extended for c.8km. The loss of the Dock Wall has been incremental, and has denuded the narrative of the Docks and the WHS. Loss has not always been for strategic justifications, and some of the new entrances, such as that at Waterloo Warehouse (Figures 18 and 22) appear to have been provided largely for cosmetic reasons, with little or no regards to the importance of the wall, or its contribution to the history and evolution of the dock system. Other breaches have been undertaken with a brutal disregard for the finished product, and lack the quality that was clearly a part of the aesthetic approach by Foster, Hartley and Lyster (for example, Figures 19, 20, 21).

6.8 The scheme has been designed following a full options appraisal for traffic management during and after the construction phase of the consented schemes within Princes Dock. It is located in an area of the Dock Wall that has previously been granted permission for some dismantling to accommodate a new entrance, and at 6m in width it was smaller than the

scheme now proposed (Application Number 06F/0592). A proposal for an entrance of 5.5m was also submitted in 2012, but withdrawn before a decision was made.

6.9 Whilst the loss of part of the listed structure will inevitably lead to some harm to that asset in terms of the NPPF, the proposal is considered to cause less than substantial harm. The loss of 15.7m of the Dock Boundary Wall, should be set against the continued use of the remainder of the boundary wall, some 2km in length, and the contribution that this will still make to OUV and the character of the Stanley Dock conservation area and WHS. There is not a total loss of the asset, and the listed gateways and other features that are integral to the wall, would remain. The proposal would also facilitate the continued development and regeneration of Princes Dock, and provide public benefits in terms of a more accessible environment.

6.10 The design of the scheme will allow for the re-use of the existing setts, and the railway tracks would be preserved in-situ. This work will ensure that the historic surfaces are re-used, within the Dock Estate and associated with the new developments in Princes Dock, and are laid so that they can continue to be used for their original purpose of carrying traffic. The new gatepiers are a contemporary addition, and of high quality, and the design has been informed by a study of the materiality and the aesthetic ethos of the Dock Wall and its gateways. The wall has evolved continually since its construction, and the proposals are part of that narrative of adaptation and change that is central to understanding the WHS and its OUV.

Summary Table

Attribute of OUV/Heritage Asset	**Impact**	**Sensitivity**	**Magnitude of Impact**	**Significance of Impact**
Dock Boundary Wall	Moderate	Very High	Moderate	**Slight Adverse**
Princes Dock	Negligible	High	Neutral	**Neutral**
Stanley Dock Character Area/conservation area	Negligible	Very High	Neutral	**Neutral**
Historic Surfaces	Moderate	Medium	Moderate	**Slight Beneficial**
Liver Building setting	Negligible	Very High	Neutral	**Neutral**

7.0 SUMMARY

7.1 The assessment has examined the relevant policies and guidelines at international, national and local level, and has used the ICOMOS guidelines as a methodology for assessing the proposals at the application site.

7.2 The Dock Boundary Wall is an important component of the Liverpool Maritime Mercantile City dock system, and is a significant asset that expresses OUV. The proposal, whilst dismantling a small section of the grade II listed structure, will allow for the on-going regeneration of Princes Dock, and provides substantial public benefits.

7.3 The majority of the Dock Boundary Wall will remain intact as part of the proposal, displaying the original intentions and also telling the story of the modifications and changes that have left their mark on the asset. The scheme is considered a part of this narrative, and it is concluded that the proposal will not undermine the importance of the Dock Wall in its totality. The original intent of the wall was to control rather than to prevent access, and this has been recognized in the numerous new openings that have all contributed to the history of the wall. The removal of a 15.7m section of the wall, from a total linear area of c.2km is considered to be minimal, and insignificant, and is not enough to impact detrimentally on OUV.

7.4 In overall terms, the proposal does not impact on OUV, and preserves the authenticity and integrity of the Property.

APPENDIX 1- HERITAGE ASSESSMENT FOR PRINCES DOCK BOUNDARY WALL

STATEMENT OF OUTSTANDING UNIVERSAL VALUE

Liverpool - Maritime Mercantile City

World Heritage Site Summary

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

Name: Liverpool - Maritime Mercantile City

Brief Description:

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

Criteria:

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

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

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

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

Statement of Significance:

Statement of Outstanding Universal Value:

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

Brief synthesis

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

Six areas in the historic centre and docklands of Liverpool bear witness to the development of one of the world's major trading centres in the 18th,19th and early 20th centuries. A series of significant commercial, civic and public buildings lie within these areas, including the Pier Head, with its three principal waterfront buildings - the Royal Liver Building, the Cunard Building, and Port of Liverpool Building; the Dock area with its warehouses, dock walls, remnant canal system, docks and other facilities related to port activities; the mercantile area, with its shipping offices, produce exchanges, marine insurance offices, banks, inland warehouses and merchants houses, together with the William Brown Street Cultural Quarter, including St. George's Plateau, with its monumental cultural and civic buildings.

Liverpool - Maritime Mercantile City reflects the role of Liverpool as the supreme example of a commercial port at the time of Britain's greatest global influence. Liverpool grew into a major commercial port in the 18th century, when it was also crucial for the organisation of the trans-Atlantic slave trade. In the 19th century, Liverpool became a world mercantile centre for general cargo and mass European emigration to the New World. It had major significance on world trade as one of the principal ports of the British Commonwealth. Its innovative techniques and types of dock, dock facilities and warehouse construction had worldwide influence. Liverpool was instrumental in the development of industrial canals in the British Isles in the 18th century, and of railway transport in the 19th century. All through this period, and particularly in the 19th and early 20th centuries, Liverpool gave attention to the quality and innovation of its architecture and cultural activities. To this stand as testimony its outstanding public buildings, such as St. George's Hall, and its museums. Even in the 20th century, Liverpool has made a lasting contribution, remembered in the success of The Beatles, who were strongly influenced by Liverpool's role as an international port city, which exposed them to seafarers, culture and music from around the world, especially America.

Criterion (ii): Liverpool was a major centre generating innovative technologies and methods in

dock construction and port management in the 18th, 19th and early 20th centuries. It thus contributed to the building up of the international mercantile systems throughout the British Commonwealth.

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

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

Integrity (2009)

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

There has been some re-development on sites previously redeveloped in the mid-late 20th century or damaged during World War II, for example at Mann Island and Chavasse Park, north and east of Canning Dock. All archaeology on these development sites was fully evaluated and recorded; archaeological remains were retained in situ where possible, and some significant features interpreted in the public domain. A new visitor centre has been opened at the north east corner of Old Dock, which has been conserved and exposed after being buried for almost 200 years. The production and adoption of design guidance minimizes the risks in and around the WH property that future development might adversely affect architectural quality and sense of place, or reduce the integrity of the docks.

Authenticity (2009)

Within the property, the major dock structures, and commercial and cultural buildings still testify to the Outstanding Universal Value in terms of form and design, materials, and to some extent, use and function. Warehouses at Albert Dock have been skillfully adapted to new uses. Some new development has been undertaken since inscription and has

contributed to the city's coherence by reversing earlier fragmentation. No significant loss of historical authenticity has occurred, as the physical evidence of the City and its great past remain prominent and visible, and in some cases has been enhanced. The main docks survive as water-filled basins within the property and in the buffer zone. The impact on the setting of the property of further new development on obsolete dockland is a fundamental consideration. It is essential that future development within the World Heritage property and its setting, including the buffer zone, should respect and transmit its Outstanding Universal Value.

Protection and management requirements (2009)

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

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

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

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

Justification for Inscription:

Date of Inscription: 2004

Date of most recent amendment: 2010

Other Information:

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

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

APPENDIX 2- HERITAGE ASSESSMENT FOR PRINCES DOCK BOUNDARY WALL

LIST DESCRIPTIONS

SJ3340 LIVERPOOL BATH STREET (West side)

392/27/10143 Princes Dock Wall

II

Dockyard wall. 1821. English bond brick with sandstone copings, approx. 18 foot high. Wall extends for approx. 210m. The stretch of wall that completes the southern half of the landward boundary to Princes Dock, the first closed dock in Liverpool, was built under Hartley's predecessor, John Foster, as a secure boundary against theft of goods brought into the port, and is attached to the Greek Revival gateway and brick wall (qv item 108+ 1) that complete the boundary to the north.

BATH STREET, PRINCES DOCK , GATES TO PRINCES DOCK

(Formerly listed as: BATH STREET PRINCES DOCK GATES TO DOCKS 24, 27, 28 AND PRINCES DOCK)

19.06.85

II

Gate piers, gates removed. 1821. By John Foster, Dock Engineer between 1799 and 1824. Stone piers have pitted rustication, raised panels and caps. C20 railings close the entrance.

SJ3390 BATH STREET 392/27/108+2 PRINCES DOCK 19-JUN-85 GATES TO DOCKS 24, 27, 28 AND PRINCES DOCK (Formerly listed as: BATH STREET PRINCES DOCK GATE TO PRINCES DOCK)

GV II

Gate piers. 1821. John Foster, Dock Engineer 1799-1824. Granite rubble piers with splayed

bases, rounded angles and Doric caps, that to left larger, with window and rear entrance (Gatekeeper's hut); that to right has groove and original gate.

APPENDIX 3- HERITAGE ASSESSMENT FOR PRINCES DOCK BOUNDARY WALL

METHOD STATEMENT FOR DISMANTLING DOCK BOUNDARY WALL AND PARTIAL RE-BUILDING

Recording and Preparation.

Prior to undertaking any work, the wall should be photographed on both sides in high resolution, and photographs provided for archiving, with hard copies printed off and made available on site. Hard copies should be marked up with annotations identifying features.

The extent of the wall dismantling should be clearly marked on site through chalk lines, and also marked on the photographs. Each brick/coping stone will be identified, and its location noted so that in reconstruction the location can be fixed.

Adequate propping should be provided on either side of the dismantling lines to ensure that there is no loss accidental loss or structural damage to the parts of the wall to be retained in situ.

Dismantling

Dismantling should be undertaken by experienced masons, and by hand. Mechanical devices such as angle grinders should not be used.

Each brick is to be carefully cleaned to remove any mortar, and without breaking arises during the process. Cleaning should be done by hand, using bristle brushes. Where thicker areas of mortar or cementitious binding are adhered to the brick and brushes are ineffective, a chisel may be required.

Bricks should be sorted into good condition, and those which are damaged, so that in re-instatement works, those in good condition can be re-used, and damaged bricks may be useful for cutting if required.

Bricks should then be stored on timber palettes, and stacked so that they can be safely moved. Palettes should be wrapped and stored safely, and secured from any damage or possible theft.

Where the wall is to be re-instated, the foundations should remain in-situ, and finished in a temporary solution to accommodate traffic movement. This should be through the use of a protective, flexible barrier such as timber, below metal road plates. Where the wall is not to be re-instated, foundations shall be grubbed up and finished to allow for the road construction.

Coping stones shall be treated in the same manner as the bricks.

Rebuilding

Rebuilding should be carried out by experienced masons, and preferably those who were responsible for dismantling.

Brickwork is to be reconstructed using the original bond, and where possible within the existing positions, unless damaged bricks have been removed, in which case a brick in good condition can be used as a replacement.

Bricks should be reinstated in their original orientation, and not turned to expose a previously hidden edge, as this would impact on the patina.

Mortar for the brickwork should be hydraulic lime.

Upon completion, the contractor should provide a set of marked up photographs showing extent of rebuilding, and any replacement bricks used. This record shall be suitable for archive purposes.