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29 January 2016

Dear Dr Rossler

**LIVERPOOL MARITIME MERCANTILE CITY (United Kingdom of Great Britain and Northern Ireland) (C1150)**

In accordance with Decision 39 COM 7A.43 of the 39<sup>th</sup> Session of the World Heritage Committee, I am submitting the State of Conservation Report for Liverpool Maritime Mercantile City. We have used the format stipulated. The text of Decision 39 COM 7A.43 is shown below in italic print to distinguish it from the State Party response which forms the body of the report.

**1. Executive Summary**

The report addresses the issues raised by the World Heritage Committee in its decision 39 COM 7A.43. The decision has as its focus the Liverpool Waters development, part of which lies in the World Heritage Site with the remainder in the buffer zone (Liverpool Waters involves development in part of one of the five substantial character zones which comprise the World Heritage property in Liverpool).

It confirms that the State Party, Liverpool City Council, Peel Holdings (the Liverpool Waters developer) and Historic England remain committed to safeguarding the OUV of the property, including the conditions of authenticity and integrity.

It reports on the progress made in developing the Desired State of Conservation Report (DSOCR) which will be essential to secure the removal of Liverpool from the List of World Heritage in Danger. Although the State Party is keen to secure this outcome as rapidly as possible, it is unlikely that the DSOCR will be complete by 1<sup>st</sup> December 2016 as requested by the Committee. There are a number of reasons for this, one of the most significant of which is the timescale for the development and approval of Liverpool City Council's statutory Local Plan. The report notes that clarification of some of the issues raised by the advisory mission is

necessary to ensure that the DSOCR can be developed in line with the intentions of the mission and the World Heritage Committee.

The report suggests that the Committee decision has misunderstood the agreement that was reached between the advisory mission and key stakeholders in Liverpool that there should be a moratorium on new development only in the Central Docks neighbourhood of Liverpool Waters rather than in the whole of the WHS. The report explains in section 4 and at Annex A the basis on which planning decisions have continued to be taken and provides assurance that no decisions have been taken which are likely to cause harm to the OUV, authenticity and integrity of the property.

The report responds in detail to the recommendations of the February 2015 advisory mission and sets out the progress that has been made in addressing them.

There is a summary of the work that has been undertaken which is improving the condition of the WHS and of initiatives designed to promote awareness of the WHS and its values.

## **2. Response from the State Party to the World Heritage Committee's Decision 39 COM 7A.43**

1. *Having examined Document WHC-15/39.COM/7A,*
2. *Recalling Decision **38 COM 7A.19**, adopted at its 38th session (Doha, 2014),*
3. *Notes that a joint World Heritage Centre/ICOMOS Advisory mission to the property took place in February 2015 at the invitation of the State Party, and that it confirmed that all stakeholders recognize the serious concerns of the World Heritage Committee over the potential threat of the Liverpool Waters development scheme to the Outstanding Universal Value of the property;*

The State Party, Liverpool City Council, Peel Holdings and Historic England remain committed to safeguarding the OUV of the property, including the conditions of authenticity and integrity. In determining detailed proposals that come forward for individual phases of the Liverpool Waters development, attention will be given by Liverpool City Council (taking advice from its Liverpool Waters Conservation and Design Panels, Historic England and others where appropriate) to the impact of the proposals on the legibility of the architectural and town planning attributes of the city in so far as these attributes relate to the OUV of the property. In seeking to protect authenticity and integrity, account will be taken of the condition of the property at the time of inscription and the fact that part of the 60ha Liverpool Waters lies within the WHS, while the remainder falls within in the Buffer Zone

4. *Endorses the conclusions of this 2015 Advisory mission, in particular the need to reduce the urban density and height of the proposed development from the maximums granted for the Liverpool Waters project;*
5. *Urges the State Party to implement the mission's recommendations for the revision of the draft Desired State of Conservation for the Removal of the property from the List of World Heritage in Danger (DSOCR) for review by the World Heritage Centre and the Advisory Bodies. In order to do so, invites the State Party to request technical assistance and guidance and jointly organize with the World Heritage Centre and the Advisory Bodies a series of technical workshops*

As paragraphs 4 and 5 of the Decision (above) endorse the conclusions of the Advisory Mission and urges the implementation of its recommendations, this is the most appropriate point of the State of Conservation report to describe progress in the format set out in the 2015 Operational Guidelines for State of Conservation Reports for those properties on the List of World Heritage in Danger. The remaining paragraphs of the Committee's Decision and the State Party response are presented following the conclusion of section 2 (c) below.

**(a) Progress achieved in implementing the recommendations adopted by the World Heritage Committee**

The World Heritage Committee has urged the State Party to implement the recommendations of the 2015 advisory mission in respect of the Desired State of Conservation for the Removal of the property from the list of World Heritage in Danger (DSOCR). The relevant recommendations of the advisory mission (in italic print) and the State Party's response are set out below.

*After noting that there is a gap between the obligations of the State Party in safeguarding the World Heritage values and the Liverpool City Council in addressing the planning mechanisms needed to guide development of such a scale on parts of the property and its buffer zone, the mission recommends that, based on the fact that no detailed planning proposal will be submitted during the coming year for the Central Docks, the State Party provide the World Heritage Centre by 1 December 2015 with an amended Desired State of Conservation for the Removal of the property from the List of World Heritage in Danger. This document will clearly indicate which effective legal measures or public/private agreements might be adopted in order to address the threats to the authenticity and integrity of the property and to ensure the conservation and protection of its Outstanding Universal Value.*

Because of the significant amount of work needed to produce a DSOCR on the basis advised by the mission, the State Party welcomed the Committee decision to change the date for the submission of the DSOCR to December 1 2016. The State Party believes that it is essential for the review of the World Heritage Site Management Plan to take place in tandem with the development of the DSOCR to ensure a consistency of approach. However the State Party believes it would be unwise to proceed before resolving points of disagreement with, and receiving clarification on, some points in the mission report. The State Party raised these issues

with the World Heritage Centre on 11 May 2015, but, despite subsequent reminders, has not yet received a response.

*The amended DSoCR should be based on World Heritage Centre and Advisory Bodies' note from 29 April 2013 and reply by the State Party on 15 April 2014. In particular, it should clearly indicate:*

*- which effective legal measures or public/private agreements, might be adopted so to address the threats to the authenticity and integrity of the property and to ensure the conservation and protection of its Outstanding Universal Value;*

*- measures that would allow changes to the extent and scope, including densities and heights, of the proposed Liverpool Waters scheme to ensure urban design guidelines that will provide continued coherence for the architectural and town-planning values and that will be pro-active to ensure the management of the World Heritage property and the city centre;*

*- the timeframe to implement those measures and other conservation actions, identifying key indicators to control the progress in the proper actions as well as proper initiatives to increase awareness*

The recommendation in relation to the DSoCR is discussed above. In addition the DSoCR proposed by the State Party in April 2014 provided a statement of the measures that would be used to allow changes to the extent and scope, including densities and heights, of the Liverpool Waters scheme. These measures include the preparation of detailed neighbourhood masterplans and reserved matters applications relating to the layout, scale, appearance, access and landscaping for all parts of the proposed development and the other detailed particulars as required by the conditions of the outline planning permission.

There is a commitment on the part of the key stakeholders to protect the OUV of the property through the proper application of these measures. The Liverpool Waters outline planning permission is valid for 30 years from 2012. All key stakeholders anticipate that the parameters established by this permission will be modified over this period of time as a result of changing economic and social conditions as well as work undertaken to minimize potentially adverse impacts on OUV. In these circumstances the State Party places considerable weight on the planning processes set out in the proposed DSoCR of April 2014, and believes this approach will be more effective than setting out a revised vision for Liverpool Waters that would be as susceptible to change and alteration over the next quarter century as the existing permission.

The Liverpool Local Plan, the public consultation on which is scheduled to commence in April 2016, will be a crucial document in relation to the effective management of the WHS and wider city centre. This is a statutory strategic planning document which will contain policies for the protection of the historic environment across the Liverpool as a whole, including the WHS. The integration of historic environment policies in the Local Plan is in line with the Historic Urban Landscape approach. Examination in public and submission to the Secretary of State for Communities and Local Government in 2017 will follow and it is due to be adopted in 2018. The

Supplementary Planning Document (SPD) for the WHS, which provides the essential details that underpin local planning policies for the management and protection of the WHS, will also be reviewed in the light of the new Local Plan

*The DSoCR should, moreover, provide comprehensive documentation concerning the management system/plan to be put in place to integrate the public-private investment into a realistic process. Importance should be given to balancing the needs of the city for an equitable distribution of resources among the community together with a full programme for the re-integration of existing heritage conservation. It will recognize that Liverpool from its apogee between the World Wars with a population of over 850,000, is now a city of 466,415 (2011 census), and a forecast population of 475,000 for the year 2020.*

This is one of the recommendations on which the State Party sought clarification in May 2015 and is awaiting a response. The recommendation is at a very high level and the detailed measures that should flow from it are not clear to us. The World Heritage Site Management Plan and Liverpool City Council's emerging Local Plan/updated SPD should offer mechanisms to address the points raised, but the State Party would like to understand more fully the type of documentation that the Committee is seeking through its endorsement of this recommendation. It should also be noted that the population figure is 470,780 and is expected to continue to rise. This figure and projection should have a positive influence on the socio economic condition of the city centre and the WHS.

*Guidelines for the Desired State of Conservation for the Removal of the property from the List of World Heritage in Danger are attached in Annex 6.*

*Annex 6 - Desired state of conservation for the removal of the property from the List of World Heritage in Danger*

*1. A set of corrective measures including:*

*a) Central area management mechanism integrating the heritage attributes of the World Heritage property into a comprehensive document which will guide city-wide actions and development including socio-economic considerations and phasing;*

The World Heritage Site management plan, once revised, will be one of the primary instruments in relation to this measure. To be effective the management plan will need to cross reference and integrate with the emerging Local Plan/updated SPD and other policy documents and strategies that influence socio-economic considerations.

*b) Adequate policy and regulatory measures in place to regulate uses and building capacities together with maximum heights for new developments thus ensuring the protection of the townscape characteristics relevant to the Outstanding Universal Value of the property and of the important views related to the property and its buffer zone;*

There are many policy and regulatory measures in place, including the existing SPD for the WHS, which covers matters such as building heights, townscape characteristics relevant to OUV, views and the buffer zone. The State Party and Historic England will explore further with Liverpool City Council the way in which these measures are applied in practice.

*c) A moratorium on the detailed planning of the Liverpool Waters Central Docks development till an agreed urban design programme is prepared based on the DSoC.*

The moratorium is in place for twelve months, except for any temporary “meanwhile uses” that may come forward.

*d) The detailed plan for the northern Docks and their surroundings is to be proposed within a wider coherent framework for the overall waterfront of the property;*

The wider coherent framework for the waterfront already exists to a significant extent. The Strategic Investment Framework (SIF) considers the waterfront as a single entity and more detailed frameworks, such as those for the Albert Dock and the South Dock, together with the masterplan for King’s Dock are adding detail to the high level SIF.

Together with the neighbourhood plans that must be submitted for each of the five neighbourhoods of Liverpool Waters within this overall context, the coherent framework sought by the mission and agreed by the State Party as highly desirable is emerging clearly.

*2. The following corrective measures are proposed in order to ensure conditions of integrity and authenticity of the property to meet the Desired State of Conservation including those issues identified in the 2011 mission as adopted by the World Heritage Committee:*

*a) Preparation and implementation of a comprehensive management system integrating the World Heritage property in the city-wide policies and responsive to the economics of the city-growth target of a population of 460,000 for the year 2020. This will clearly integrate the necessary public-private investments over the coming years to ensure a feasible phasing of action for the Liverpool regeneration in general and the city centre and World Heritage property in particular. The application of the Historic Urban Landscape approach and other planning tools as space syntax and view analysis would be relevant;*

The comments made above in relation to the DSOCR apply equally to this recommendation. Liverpool City Council, in discussion with Historic England, will consider the Historic Urban Landscape approach in relation to the development of the Local Plan/updated SPD and the revised WHS management plan

*b) Clear analysis and description of the townscape characteristics relevant to the Outstanding Universal Value of the property and definition of important views related to the property and its buffer zone;*

Much of this work has been done in the evidential report that underpins the SPD for the WHS. This work will be reviewed in the light of work that has been done to define more clearly the attributes of OUV since the preparation of the SPD. Consideration will also be given to the

analysis and description of some key intangible attributes, especially those that illustrate “Liverpoolness”, as discussed with, and which was well received by, the advisory mission last year.

*c) Definition and adoption of policy and regulatory measures, based on these townscape characteristics and relevant views, to ensure protection of the attributes of the property;*

This work will be done as part of the revision of the management plan and through the Local Plan/updated SPD process.

*d) Continue the awareness raising endeavours and participatory processes geared to building professionals, developers, NGO’s and the wider public on the Outstanding Universal Value of the property and the conservation and management requirements under the World Heritage Convention.*

Liverpool City Council is taking a lead in raising awareness of the WHS through its own actions, for example through its acquisition and sensitive adaptation of the Grade II\* Cunard Building (one of the “Three Graces” on the waterfront) as described in section 3 below.

The previous SOC report advised on the publication of a book on the World Heritage Site that helps to explain the OUV of the World Heritage Site, describes its attributes and integrity and examines the recent work undertaken in the property. Aimed at raising public awareness the book also identified what more needs to be done to safeguard and promote the value of the WHS. The publication was funded primarily by Peel Holdings with additional support from private and public sector organizations including Liverpool City Council and Historic England. The book has proved to be popular, and a re-print will be required.

Liverpool City Council is working with the local newspaper, the Liverpool Echo, on a project called 'Stop the Rot'. This has identified 25 historic buildings that require repair and new uses, and features a history of each building and an examination into the circumstances of their ownership, redundancy and the efforts being made into bringing them back into use. Some of these buildings are within the World Heritage Property, and the City Council has a working group of politicians and officers who meet regularly to plan their repair and re-use. The campaign has proved to be highly popular with the readers, and is intended to bring transparency to the process of how these issues are dealt with by the Authority, as well as to raise awareness of the significance of historic buildings at risk among the residents of the City.

In 2015 Liverpool City Council was invited to join an URBACT network led by the Municipality of Napoli. Entitled 'Awaking the Sleeping Giants' the project examines the potential re-use of redundant historic buildings and shares best practice between Napoli, Ljubljana and Maribor, with a number of other European cities set to join the network. The first meeting was held in Ljubljana in October and a representative from Liverpool City Council attended. Funds have been set-aside so that Liverpool participates fully in the project, and the city is due to host the other network members in 2016.

A guidance document aimed at developers to explain the attributes and the cultural and intangible heritage values of the OUV of the World Heritage property will be developed and published by November 2016.

*e) Drafting of and seeking agreement on a detailed planning development strategy/plan for the Northern Docks and their surroundings to ensure that the architectural and town-planning coherence and the conditions of authenticity and integrity of the property are sustained. The detailed plan should seek to integrate all the different dock areas of the property into one continuous historic urban landscape, maintaining the symmetry of the city profile, expressed as a three-tiered urban structure, and the existing views from the north back to the Three Graces and of the Three Graces from Albert Dock, over the residential buildings of Mann Island. The detailed plan should also ensure that the functional hierarchy and morphology expressed by the port circulation system is maintained*

As noted above it is anticipated that the parameters of the outline planning permission will change over the remaining 26 year period for the implementation of the permission. The State Party remains of the view that there may be difficulties in establishing a similarly long term strategy, in addition to the scheme which has planning permission, which will not itself be liable to change over time. There is already a degree of integration between the various elements of the scheme, and the functional hierarchy and morphology expressed by the port circulation system is evident within Liverpool Waters. In these circumstances the State Party believes that the planning process led approach set out in the proposed DSOCR of April 2014 will be the most effective way of protecting the OUV of the property in the long term. The State Party will however explore with the key stakeholders in Liverpool the extent to which it may be possible to follow the advice of the mission in a way that offers confidence that any principles established for Liverpool Waters and the wider area, in line with the Historic Urban Landscape approach, are reasonable and can be implemented.

The State Party has noted that Committee's suggestion that the State Party should request technical assistance and guidance and jointly organize with the World Heritage Centre and the Advisory Bodies a series of technical workshops. The key local stakeholders are keen to seek further engagement with the Centre and Advisory bodies following last year's advisory mission and recognize that technical workshops offer one potentially useful way of achieving this. The State Party would welcome continued engagement with the members of last year's advisory mission on a continuing basis so that mutual understanding can be improved and technical discussion can take place. This could also help to define the scope of the proposed technical workshops.

**(b) Propose and justify an alternative time frame.**

A number of the factors set out above will affect the timing of the completion of the DSOCR. These include the statutory timescale for the development of the Local Plan, the revision of the SPD in the light of the Local Plan, the timescale for a comprehensive review of the WHS management plan, and the outstanding need to clarify issues raised with the World Heritage Centre in May 2015. While it will be possible to make significant progress towards the DSOCR by December 1<sup>st</sup> 2016, it will not be possible to complete the process satisfactorily ahead of the adoption of the Local Plan in 2018. The State Party will be pleased to discuss a detailed timescale within these overall parameters with the World Heritage Centre and ICOMOS and to seek the Committee's approval for it should this be required. In addition the State Party will be pleased to discuss how the advice of the World Heritage Centre and ICOMOS can best be accommodated within this timeframe, including the potential for technical workshops referred to in the Committee decision

**(c) Progress achieved towards the Desired State of Conservation for the removal of the property from the List of World Heritage in Danger (DSOCR)**

The progress made to date and the challenges that need to be addressed have been set out in detail in above.

6. *Requests the State Party to submit to the World Heritage Centre, by 1 December 2016, an amended DSOCR, for review by the World Heritage Centre and the Advisory Bodies, it being understood that no new detailed plans affecting the property will be approved before that date;*

The State Party is proposing an alternative time frame as set out above.

The State Party has expressed its concern to the World Heritage Committee about the wording of paragraph 6 in the Committee session in Bonn. A representative of the State Party respectfully explained that the agreement reached with the 2015 advisory mission related to a moratorium on new development in the Central Docks neighbourhood of Liverpool Waters only, and not to the World Heritage property as a whole. As noted above, the moratorium in the Central Docks is being observed. The ICOMOS spokesperson at the Committee acknowledged that the moratorium was not intended to apply to the WHS as a whole, but no change to the wording was made. The State Party believes that the Committee's understanding is incorrect. If a moratorium on all development within the WHS was imposed this would halt schemes which will benefit the property, such as the repair and reuse of historic buildings at risk. Liverpool City Council has therefore continued to issue planning permissions for developments that do not have an adverse impact on the WHS. The World Heritage Centre was advised of this in writing on 13 October 2015 and the State Party is awaiting a reply to this letter. The State Party, advised by Historic England, is content that none of the permissions that have been issued since the Committee meeting are likely to have a harmful impact on the OUV, authenticity and integrity of the WHS.

7. *Also requests the State Party to submit to the World Heritage Centre, by 1 February 2016, an updated report, including a 1-page executive summary, on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 40th session in 2016*

This letter sets out the UK government's report on the State of Conservation of the Liverpool Maritime Mercantile City World Heritage Site together with its executive summary.

8. *Decides to retain Liverpool – Maritime Mercantile City (United Kingdom of Great Britain and Northern Ireland) on the List of World Heritage in Danger*

The State Party accepts with regret that if the alternative timeframe proposed above is accepted it is likely that the World Heritage Committee will retain Liverpool on the list of World Heritage in Danger until 2018. We do however believe that the extended timetable for the preparation of the DSOCR is important if it is to be underpinned by policies in the statutory Local Plan to ensure that the necessary measures to remove Liverpool from the In Danger List are credible and achievable

### **3. Other current conservation issues identified by the State Party which may have an impact on the property's Outstanding Universal Value**

Following the previous State of Conservation report dated January 2015, there have been a number of significant achievements in protecting, conserving and presenting the Outstanding Universal Value of the World Heritage Site. These are set out in the response to recommendation 2 (d) of the advisory mission report above. In addition there has been significant progress in relation to the repair and re-use of historic buildings at risk as detailed below

The previous Statement of Conservation report of January 2015 identified a number of listed buildings that had been repaired and brought back into use, including the II\* listed north warehouse at Stanley Dock, the II\* listed Royal Insurance building and II\* listed Albion House on James Street. These buildings continue to operate very successfully as hotels, and the success of the Titanic Hotel located at Stanley Dock has encouraged the owners to submit planning applications for the adjacent disused historic buildings within the Stanley Dock complex. The grade II Tobacco warehouse will be converted to apartments, with commercial and exhibition space at ground and first floors, whilst it is intended that the South Stack warehouse will be converted to hotel and residential uses. The City Council's strategy for securing the future of historic buildings at risk, supported by Historic England is achieving one of the highest success rates in England.

Following a public consultation exercise that returned over 6000 responses, repair work has

started on the grade II\* listed St Luke's church within the buffer zone, with substantial investment from Liverpool City Council and Historic England. The consultation responses were heavily in favour of a community/public use for the building and its grounds, and this will be implemented following full repair. This will ensure that this important local landmark will not only be preserved for the future, but that residents and visitors will also continue to have public access.

The grade II\* listed Wellington Rooms in the buffer zone near to the Metropolitan Cathedral has been redundant for almost twenty years, but a scheme for repair and re-use is being drawn up through a collaboration between the City Council, Historic England, the Merseyside Building Preservation Trust and the University of Liverpool. The first stage of this process is to ensure that the building is surveyed and repaired; the City Council and Historic England are working collaboratively to drive this initiative forward.

The previous SoC report advised that the City Council had acquired the II\* Cunard Building, one of the outstanding Three Graces at Pier Head on the waterfront. The office floors have been fully-fitted out and the building is the main location for the City Council, with suites for the Mayoral and Chief Executive teams. The ground floor is currently being converted into a restaurant and the national British Music Experience centre. The latter acknowledges the global importance of Liverpool as the leading centre in contemporary music, with the Statement of Significance containing reference to the Beatles. It will also allow the building to be accessed by members of the public for the first time. In 2015 Liverpool also achieved UNESCO Creative City network status for music.

These initiatives build on the highly effective Liverpool City Council Buildings at Risk project, the most successful project of its type in England, with the numbers of buildings at risk reduced from 12% of stock to less than 4% over the past 10 years.

The City Council has produced an updated strategic heritage report that was adopted in October 2015. This sets out the priority historic buildings for funding, and this has been drawn up in conjunction with Historic England and Heritage Lottery Fund so that all three organisations can work together on these key buildings, sharing a strategy for repair and re-use. Whilst a number of these projects are outside the World Heritage Site and its buffer zone, they are still significant heritage attributes in terms of an approach to integrated heritage management using the Urban Landscape approach. Although the strategy majors on buildings at risk, it also includes community and educational heritage projects including a World Heritage Site interpretation stream.

The report also confirms a further funding bid for a renewed Townscape Heritage Initiative for the Chinatown area of the city centre, which is within the buffer zone. This area is of importance to the OUV of the Property as it remains an area associated with the ethnic Chinese population of Liverpool, the first such community in Europe as a direct result of Liverpool's maritime mercantile culture and trade links. Community consultation on the funding bid is

currently in progress, and a strategic master plan is also being drawn together as part of the process, to ensure a co-ordinated response. As part of this, proposals for a new development have been submitted in the area that will include units for Chinese traders.

**4. In conformity with Paragraph 172 of the *Operational Guidelines*, describe any potential major restorations, alterations and/or new construction(s) intended within the property, the buffer zone(s) and/or corridors or other areas, where such developments may affect the Outstanding Universal Value of the property, including authenticity and integrity.**

The State Party notified the World Heritage Centre on 4<sup>th</sup> December 2015 of a number of developments with potential to impact on OUV. This letter is attached as Annex A to this report. Since submitting this notification the planning application for Norfolk Street/Chaloner Street has been referred back to the developer to address the potentially adverse impact on OUV. The application relating to Renshaw Street has also been referred back on the same basis.

The Lime Street Gateway development in the buffer zone of the WHS which received planning permission in 2015 did not, in the view of Historic England and Liverpool City Council, have an adverse impact on OUV, and was granted planning permission in 2015. This permission was the subject of a legal challenge from SAVE Britain's Heritage, on the basis that the World Heritage Committee should have been notified of the development. The approved judgement dismissed the challenge. SAVE is considering whether to appeal against the judgement.

Peel Holdings have commissioned neighbourhood masterplanning for the Princes Dock area of the buffer zone, adjacent to the Pier Head. This is related to the development of Princes Dock as part of the Liverpool Waters development.

**5. Public access to the state of conservation report**

I can confirm that the State Party is content for the full text of this State of Conservation Report to be made publicly accessible.

Yours Sincerely

Hannah Jones  
World Heritage Site and Underwater Policy Officer

cc  
HE Matthew Sudders, UK Permanent Delegate to UNESCO  
UK National Commission for UNESCO  
Historic England



## **Annex A: Paragraph 172 notification letter, 4<sup>th</sup> December 2015**

Dear Marie-Noel,

### **Paragraph 172 notification – Liverpool Maritime Mercantile City WHS**

As you are aware, we wrote to you on 13 October 2015 about what we believe is a misunderstanding on the part of the World Heritage Committee in its decision 39 COM 7A.43 in relation to development proposals within the Liverpool WHS. As indicated in that letter, we believe that it is neither desirable nor practical to halt all development proposals within the WHS. Liverpool City Council has therefore continued to register planning applications and to take decisions except in the Central Docks neighbourhood of the Liverpool Waters development.

The Council, advised by Historic England, has also continued to consider the potential impacts of development proposals on the OUV of the World Heritage property as part of its development control procedures and in line with the policies set out in the National Planning Policy Framework. As a result the Council identified a number of proposals in the WHS and its buffer zone that could have a potential impact on OUV and considered/is considering potential impacts before taking planning decisions.

I am therefore writing to notify you in line with paragraph 172 of the *Operational Guidelines* of development proposals that may have a potential impact on the OUV of the property. In addition, I have included details of some developments proposals which have been given planning permission since the 39<sup>th</sup> Session of the Committee in Bonn, where the potential impact on OUV was considered and judged by the Council and Historic England to be insufficiently significant to cause actual harm to the property in the event of the developments being built.

In reaching these judgements, Liverpool City Council and Historic England recalled that the OUV for Liverpool is based on the city's role as one of the world's major trading centres in the 18<sup>th</sup> and 19<sup>th</sup> centuries. As such, Liverpool played an important role in the growth of the British Empire and became a major port for the mass movement of people. These characteristics are manifested in those buildings and areas that describe Liverpool's importance as a trading port, and in the physical evidence of innovative dock technology. These attributes of OUV include the extant docks; commercial buildings in the historic 'downtown' area, including shipping offices, produce exchanges, marine insurance offices and banks; warehouses along the waterfront and within the city centre; methods of transportation such as canals (Stanley Dock area) and railways (Lime Street station); early merchants housing in the proximity of the original docks and warehouses; and monumental and cultural civic buildings such as St George's Hall and the Town Hall.

### **PARAGRAPH 172 NOTIFICATIONS**

#### **Application: Norfolk Street/Chaloner Street, Baltic Triangle area.**

Located within the World Heritage Site buffer zone. Application received but currently invalid, so full information not yet available. Image attached.

Earlier pre-application discussions for this 20 storey residential scheme resulted in an objection to the proposal from Liverpool City Council due to its height. Does not accord with advice on tall buildings contained in the World Heritage Site Supplementary Planning Document. Likely to affect OUV by compromising the cohesive townscape of the warehouse area of the Baltic Triangle.

**Application and Listed Building Consent: Tobacco Warehouse, Stanley Dock.15F/2438. 15L/2437**

Application and Listed Building Consent for the conversion to residential units and exhibition space. Re-use of large warehouse building within the WHS that has been redundant for 30 years. Considered to have beneficial impact on World Heritage Site and OUV and likely to be approved. Part of the on-going restoration and re-use of the Stanley Dock complex.

[http://northgate.liverpool.gov.uk/DocumentExplorer/Application/folderview.aspx?type=MVMPRD\\_DC\\_PLANAPP&key=952460](http://northgate.liverpool.gov.uk/DocumentExplorer/Application/folderview.aspx?type=MVMPRD_DC_PLANAPP&key=952460) (Tobacco Warehouse)

**Application New Chinatown/Tribeca. 15O/1998**

New China Town - Hybrid application - To redevelop land in 3 phases for a mixed use scheme comprising residential accommodation, commercial units, Chinese market, food court, leisure and hospitality facilities and landscaped gardens.

Phase 1 in detail, with other phases in outline and subject to further detailed applications.

The site is within the buffer zone, but is unlikely to affect OUV. Earlier pre-application discussions have led to the reduction in scale of the highest part of the proposed development. Likely to be approved.

[http://northgate.liverpool.gov.uk/DocumentExplorer/Application/folderview.aspx?type=MVMPRD\\_DC\\_PLANAPP&key=955700](http://northgate.liverpool.gov.uk/DocumentExplorer/Application/folderview.aspx?type=MVMPRD_DC_PLANAPP&key=955700) (New Chinatown)

**Application 89-99 Renshaw Street 15F/2521**

Proposal for 8 storey residential block with commercial ground floor located within buffer zone. Early advice from both Liverpool City Council Planning and Historic England is that the proposal is too high and compromises a significant vista along Renshaw Street between St Luke's church and the portico of St Georges Hall. Discussions still on-going.

[http://northgate.liverpool.gov.uk/DocumentExplorer/Application/folderview.aspx?type=MVMPRD\\_DC\\_PLANAPP&key=961981](http://northgate.liverpool.gov.uk/DocumentExplorer/Application/folderview.aspx?type=MVMPRD_DC_PLANAPP&key=961981) (89-99 Renshaw Street)

**Application 65 Duke Street 15F/2579**

To demolish existing building except for facade facing Duke Street. rect 8 storey building containing 111 studio apartments to be used as student accommodation (sui generis use) with associated communal accommodation on upper and lower ground floor.

[http://northgate.liverpool.gov.uk/DocumentExplorer/Application/folderview.aspx?type=MVMPRD\\_DC\\_PLANAPP&key=965500](http://northgate.liverpool.gov.uk/DocumentExplorer/Application/folderview.aspx?type=MVMPRD_DC_PLANAPP&key=965500) (65 Duke Street)

**DEVELOPMENTS GRANTED PLANNING PERMISSION SINCE THE 39<sup>TH</sup> SESSION OF THE WORLD HERITAGE COMMITTEE**

**Application Wolstenholme Square. 15F/1320**

Residential and Mixed-Use scheme in the Ropewalks area. Located within buffer zone. Site comprises post-war buildings following bomb-damage and is a fragmented area of Ropewalks.

The scheme provides a cohesive approach that will help the continuity and repair of the area.

Whilst some elements of the development are above the general datum of the area, it also helps the legibility of Ropewalks and Historic England has advised that it will not affect OUV.

[http://northgate.liverpool.gov.uk/DocumentExplorer/Application/folderview.aspx?type=MVMPRD\\_DC\\_PLANAPP&key=943140](http://northgate.liverpool.gov.uk/DocumentExplorer/Application/folderview.aspx?type=MVMPRD_DC_PLANAPP&key=943140) (Wolstenholme)

**Application: Lime Street. 15F/0525**

The Lime Street Gateway proposals in the buffer zone of the property, which were approved by Liverpool City Council, were adjudged by Liverpool City Council not to have a harmful impact on the OUV of the property, a position with which Historic England agreed. It should, however, be

noted that the decision has been the subject of a legal challenge by SAVE Britain's Heritage, and this will be heard in December 2015.

[http://northgate.liverpool.gov.uk/DocumentExplorer/Application/folderview.aspx?type=MVMPRD\\_DC\\_PLANAPP&key=928220](http://northgate.liverpool.gov.uk/DocumentExplorer/Application/folderview.aspx?type=MVMPRD_DC_PLANAPP&key=928220) (Lime Street)

**Application: Skelhorne Street. 15F/0297**

A 15 storey hotel located within the buffer zone. The OUV of this area relates to the importance of transportation and of civic set-pieces centred on St Georges Hall and the William Brown Street conservation area. Historic England has advised that the scheme does not impact on OUV in this location.

[http://northgate.liverpool.gov.uk/DocumentExplorer/Application/folderview.aspx?type=MVMPRD\\_DC\\_PLANAPP&key=923861](http://northgate.liverpool.gov.uk/DocumentExplorer/Application/folderview.aspx?type=MVMPRD_DC_PLANAPP&key=923861) (Skelhorne Street)

I hope that you will find this information useful. Please do let me know if you require further information or clarification on any of these applications at this stage. We look forward to receiving a response to our letter of 13<sup>th</sup> October in due course.

Kind regards,

Hannah Jones  
World Heritage Site and Underwater Policy Advisor