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CONVENTION CONCERNING THE PROTECTION OF THE WORLD
CULTURAL AND NATURAL HERITAGE

CONVENTION CONCERNANT LA PROTECTION DU PATRIMOINE
MONDIAL, CULTUREL ET NATUREL

WORLD HERITAGE COMMITTEE / COMITE DU PATRIMOINE MONDIAL

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23 June - 2 July 2007 / 23 juin - 2 juillet 2007

Item 7 of the Provisional Agenda: State of conservation of properties inscribed on the World Heritage List and/or on the List of World Heritage in Danger.

Point 7 de l'Ordre du jour provisoire: Etat de conservation de biens inscrits sur la Liste du patrimoine mondial et/ou sur la Liste du patrimoine mondial en péril

MISSION REPORT / RAPPORT DE MISSION

Liverpool - Maritime Mercantile City (United Kingdom) (1150) / Liverpool – Port marchand (Royaum-Uni) (1150)

18-20 October 2006 / 18-20 Octobre 2006

This mission report should be read in conjunction with Document:
Ce rapport de mission doit être lu conjointement avec le document suivant:

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WHC-07/31.COM/7A.Add

WHC-07/31.COM/7B

WHC-07/31.COM/7B.Add

REPORT OF THE JOINT UNESCO-ICOMOS REACTIVE MONITORING MISSION TO LIVERPOOL–MARITIME MERCANTILE CITY, UNITED KINGDOM

18 - 20 OCTOBER 2006

Acknowledgements

The mission would like to thank Ms. Mandy Barrie, Head of International, World Heritage & Listings Branch of the Department for Culture, Media & Sport, for welcoming and informing the mission in Liverpool on behalf of the national authorities in the United Kingdom. Furthermore, during the on-site visit the mission greatly benefited from the information and kind cooperation provided in particular by Mr. Nigel Lee, Mr. John Hinchliffe, Mr. Henry Owen-John, Dr. Christopher Young and Mr. Harry Reeves, as well as all the professional teams that gave presentations on Liverpool's heritage protection, management and regeneration.

EXECUTIVE SUMMARY

Following **Decision 30 COM 7B.93** the mission assessed the impact on the World Heritage property of the new Liverpool Museum building and three additional new buildings (i.e. Mann Island Project) that are being planned on the waterfront next to the Three Graces, as well as the overall situation of the Maritime Mercantile City with regard to the state of conservation of the site in its widest urban context, its integrity and authenticity.

After 75 years of economic and social decline, the city of Liverpool is currently experiencing an urban renaissance that has generated a significant potential for development. To manage this, an impressive planning system has been put in place, with formally established Master Plans for each development site –with the exception of Pier Head– and with English Heritage, the national Government's statutory advisor, as a key partner in the regeneration process. Nevertheless, mission and counterpart recognized that improving this system to provide better guidance and involve more partners, in particular local communities, was key.

World Heritage status, it was agreed, should call for the introduction of a stricter regime of planning control based on a thorough analysis and description of townscape characteristics and sense of place. These then should be taken as a point of departure to establish consensus upstream over the extent and range of development in and around the World Heritage site, and ways and means to achieve this. Benefits would include more consistency in decision-making and bringing more clarity to the public at large, including developers and local heritage conservation groups, as well as the World Heritage Committee.

The overall state of conservation of the World Heritage site is good as the docks and port areas, as well as the city's listed historic buildings, are either restored and well-maintained, or part of a programme of rehabilitation, all carefully planned, documented and executed with great respect for the authenticity of the design and materialization.

The wider urban context includes areas that suffered damage in WW II and, due to the economic decline in the 1960s and 70s, further deteriorated or became part of poorly planned architectural interventions or infrastructure development. In particular these areas are currently under planning for development and regeneration. As such, renovation, rehabilitation and redevelopment initiatives, in progress or proposed, essentially aim at carefully re-establishing the city's coherence through the

enhancement of its numerous remaining historical features, the infill of vacant lots and the redesign of the public realm.

With regard to the Museum of Liverpool Project, as well as the three new buildings of the Mann Island Project, all next to the Three Graces complex, the mission assessed that:

- As regards height, the Museum and Mann Island projects were respectful, as there are differential height propositions between 24 metres for the Museum building, thereby not exceeding the height of the Albert Dock, and 60 metres for the part of the Mann Island Project fronting the Strand, thereby not exceeding the height of the Kingsway Tunnel ventilation building belonging to the Three Graces complex;
- With respect to these projects being complementary to the Three Graces, the City Council and its partners, including English Heritage, were of the opinion that the projects complement the Three Graces, because of their high-quality architectural design and materialization;
- With respect to the dominance of the Museum building in particular, architect Kim Nielsen and City Council with partners were of the opinion that it was not challenging the “iconic Three Graces” and that the design had taken into account the sensitivity of its location, as set out in the architectural design brief. However, the mission noted that this design brief didn’t contain specific descriptions of the site’s characteristics, such as verticality and rhythm of the Three Graces, which should have served to inform the new design in order to bridge historic environment and contemporary architectural interventions and to minimize controversy.

In response, the City Council has committed itself to rapidly producing a set of *Supplementary Planning Documents* with the aim of introducing stricter planning control based on a thorough analysis and description of townscape characteristics, wider values (such as density and urban pattern) and sense of place.

In conclusion, the mission considered *Operational Guidelines* paragraphs 178-186 (the List of World Heritage in Danger) and 192-198 (Procedure for the eventual deletion of properties from the World Heritage List), and in terms of ‘threatening effects of town planning’ (§ 179 b. iv) established that:

- The site’s protected areas with related structures and individual buildings were **not under imminent danger** of significant modification or degradation, nor would any of the development proposals obstruct views to them in any significant way;
- However, when taking into account building density, urban pattern and historic character of the Pier Head, **potential threats to the functional and visual integrity of the site may exist**. With the development of guidelines for the application of the condition of integrity to cultural sites still in process, potential impacts of contemporary design proposals on historic areas such as the Pear Head will remain difficult to assess.

1. BACKGROUND TO THE MISSION

At the invitation of the Government of the United Kingdom (by letter dated 5 October 2006) and as requested by the World Heritage Committee at its 30th session (**30 COM 7B.93**), a joint UNESCO-ICOMOS mission was carried out to review the state of conservation of the World Heritage site of Liverpool-Maritime Mercantile City, United Kingdom, inscribed in 2004. The mission took place from 18 to 20 October 2006. Immediately after the mission, on 23 October 2006, a Preliminary Report was sent to the UK Government and Liverpool City Council to facilitate the Council’s debate, on 24 October 2006, on proposed new development schemes.

2. MAIN ASPECTS FOR REVIEW AND DISCUSSION AS IDENTIFIED IN THE TERMS OF REFERENCE

- Review the overall situation of the property of the Maritime Mercantile City with regard to the state of conservation of the site in its widest urban context, its integrity and authenticity, and how current construction projects in its neighbourhood may affect the Outstanding Universal Value of the site;
- Discuss with national and local authorities how the new Museum building project next to the Three Graces and any construction plans affect the Outstanding Universal Value of the site;
- Discuss with relevant authorities, local institutions and organisations the protection of the historic urban landscape and its visual integrity in relation to the “Declaration on the Conservation of Historic Urban Landscapes” as adopted by the General Assembly of States Parties to the *World Heritage Convention* in October 2005;
- Consider any requirements for the creation of strategic plans for future development of the World Heritage property of the Maritime Mercantile City, and to integrate them into an overall concept for the protection and development of the World Heritage property in Liverpool, with strategies for the overall townscape, skyline and river front;
- Evaluate the city authorities’ overall urban development scheme, with special emphasis on the high-rise developments, in terms of its possible impacts on the World Heritage property in Liverpool;
- Discuss opportunities for co-operation on conservation management and development and exchange of experiences with other World Heritage sites;
- Prepare a detailed report by 15 December 2006 for review by the World Heritage Committee considering *Operational Guidelines* paragraphs 178-186 (the List of World Heritage in Danger) and 192-198 (Procedure for the eventual deletion of properties from the World Heritage List), and submit the report to the World Heritage Centre in electronic form.

3. CONSIDERATIONS BY THE WORLD HERITAGE COMMITTEE, 30th SESSION, VILNIUS (LITHUANIA), JUNE/JULY 2006

Decision 30 COM 7B.93 adopted by the World Heritage Committee at its 30th session, June/July 2006:

The World Heritage Committee,

1. Having examined Document *WHC-06/30.COM/7B*,
2. Recalling Decision **28 COM 14B.49**, adopted at its 28th session (Suzhou, 2004),
3. Commends the City Council on securing investment to construct a new Museum building;
4. Notes with great concern that the new Museum building next to the Three Graces does not comply with the recommendation of the 28th session as it is designed to be dominant rather than recessive; and also notes that three additional new buildings are being planned on the waterfront, one of which could also be intrusive in architectural terms;
5. Requests the State Party to invite a joint World Heritage Centre/ICOMOS monitoring mission to consider the impact of these proposals on the World Heritage property;
6. Urges the State Party to put in place strategic plans for future development that set out clear strategies for the overall townscape and for the skyline and river front;
7. Further requests the State Party to provide the World Heritage Centre with an updated report by **1 February 2007** on the progress of strategic plans for future development and on the

state of conservation of the property, for examination by the Committee at its 31st session in 2007.

4. INSCRIPTION HISTORY OF LIVERPOOL

Liverpool – Maritime Mercantile City was inscribed in 2004 during the 28th session of the World Heritage Committee (Suzhou, China) based on Cultural criteria (ii), (iii), (iv):

- 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.

The **Brief Description** (Nomination file 1150.pdf) reads: “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.” The six areas are Pier Head; Albert Dock Conservation Area; Stanley Dock Conservation Area; Castle Street/Dale Street/Old Hall Street Commercial Centre; William Brown Street Cultural Quarter; and Lower Duke Street (Liverpool nomination file, p. 16).

The **Statement of Outstanding Universal Value** (ICOMOS Evaluation no. 1150, March 2004) reads: “The proposed nomination of Liverpool consists of selected areas in the historic harbour and the centre of the city, defined 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 slave trade. In the 19th century, Liverpool became a world mercantile centre and had major significance on world trade being one of the principal ports of the British Commonwealth. Its innovative techniques and types of construction of harbour facilities became an important reference worldwide. Liverpool also became instrumental in the development of industrial water canals on the British Isles in the 18th century, as well as 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 of its cultural activities and architecture. To this stand as testimony its outstanding public buildings, such as St. George’s Hall and the many museums. Even in the 20th century, Liverpool has given a lasting contribution, which is remembered in the success of the Beatles, who originated from this city.”

It is important to note that at the time of its inscription, the World Heritage Committee had a lengthy debate on foreseen new developments within the World Heritage site, in particular the ‘Pier Head’ and ‘Fourth Grace’ development project. Several Committee Members expressed their concern (WHC-04/28.COM/26, pp. 224-226) that such development was reminiscent of the case of Vienna, where much time, energy and lengthy negotiations had been necessary to avoid skyscrapers with a certain height (Delegation of Lebanon); that such development projects should not be accepted by

the elders of Liverpool (Delegation of Kuwait); that any development should be in line with the character of the place and, as a general rule, new buildings should not be higher than existing ones (ICOMOS); that any development should be in harmony with the historic character of the site (Chairperson); but that apparently there was no legal framework in place by which to determine whether or not a project was in harmony with the character of the site (Delegations of Lebanon; The Netherlands), and the recommendation was put forward that monitoring of urban development processes would be necessary (Delegation of Norway).

In conclusion to this debate, the World Heritage Committee adopted **Decision 28 COM 14B.49**:

The World Heritage Committee,

1. **Inscribes Liverpool - Maritime Mercantile City**, United Kingdom, on the World Heritage List on the basis of cultural criteria (ii), (iii) and (iv):

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 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.

2. **Recommends** that the authorities pay particular attention to monitoring the processes of change in the World Heritage areas and their surroundings in order not to adversely impact the property. This concerns especially changes in use and new construction.

3. **Requests** that the State Party, in applying its planning procedures rigorously, assure that:

- a) the height of any new construction in the World Heritage property not exceed that of structures in the immediate surroundings,
- b) the character of any new construction respect the qualities of the historic area,
- c) new construction at the Pier Head should not dominate, but complement the historic Pier Head buildings.

5. NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

Planning Policy Guidance 15 (PPG 15) on Planning and the Historic Environment lays out government policies for the identification and protection of historic buildings, conservation areas, and other elements of the historic environment. PPG 15 also recognizes the link between conservation and economic (urban) regeneration. It explains the role of the planning system in the protection of the historic environment and provides guidance to local authorities on its management, including listed buildings and conservation areas, in relation to the national planning system.

For the moment, no additional statutory controls follow from the inclusion of a site in the World Heritage List although, in accordance with the guidance, the outstanding international importance of a World Heritage site as a key material consideration must be taken into account by local planning authorities in determining planning and listed building consent applications. Local authorities should also formulate specific planning policies for protecting these sites and include these policies in their development plans. However, the mission was informed that the Secretary of State for Culture, Media and Sports is due to publish a White Paper on Heritage Protection in early 2007 that will set out proposals to clarify and possibly strengthen protection for World Heritage sites. In any case, significant development proposals affecting World Heritage sites generally require a formal environmental assessment to ensure that their immediate impact and their implications for the longer term are fully evaluated (PPG 15, Paragraphs 2.22, 2.23, 6.35, 6.36 and 6.37).

Further part of the national planning framework is the Regional Spatial Strategy (RSS, formerly Regional Planning Guidance) containing a number of objectives, the key of which is to secure an urban renaissance in the cities and towns of the North West through the active management of the region's environmental and cultural assets. RSS Policy ER3 is designed to ensure the historic environment is protected and enhanced. Importantly, under Section 77 of the Town and Country Planning Act, the Secretary of State can intervene to override local planning authorities when national security or interest is at stake. On at least two occasions (the Canal Project and a high-rise project at the southern border of the Liverpool World Heritage site), development proposals were presented to the Secretary of State, who decided not to intervene since all formal planning procedures were properly followed.

The City of Liverpool has produced a number of strategic documents that are of relevance to the management of the city's historic environment. A Unitary Development Plan (UDP) was approved in 2002, with policies for protection and sustainable use of the historic environment. It predates the inscription of Liverpool on the World Heritage List, but remains relevant as it contains policies for Conservation Areas, Listed Buildings, Archaeology and Design, which are used for the determination of planning applications. The UDP is supplemented by a non-statutory Supplementary Planning Guidance on Urban Design, entitled 'The Liverpool Urban Design Guide'. The Liverpool Site Management Plan (December 2003) includes a spatial and thematic vision for the site, with as an over-arching vision to manage the site "as an exemplary demonstration of sustainable development and heritage-led regeneration", and it includes clearly identified areas as "New Development Opportunities". Last but not least, a Draft Tall Buildings Guidance, based on an urban design and policy analysis, is effective since December 2004, the final version of which is expected to be approved by the end of 2006. This guidance will be supplementary to the adopted, non-statutory Liverpool Urban Design Guide and statutory Design Policy HD18 contained within the adopted Unitary Development Plan (UDP).

As such, the requirements as set out in sections 98 (Legislative, regulatory and contractual measures for protection) and 108 (Management systems) of the February 2005 *Operational Guidelines for the Implementation of the World Heritage Convention* are fully met.

6. IDENTIFICATION AND ASSESSMENT OF ISSUES IN THE WIDER SETTING OF THE WORLD HERITAGE SITE

After 75 years of economic and social decline, which started after 1930 and saw the population decrease from more than a million to less than half a million, the city of Liverpool is currently experiencing an *urban renaissance* that is remarkable and profound, and the potential for development that has been generated –no doubt in part because of its listing as a World Heritage site–, should be welcomed and utilized, in the most sensible and sensitive way. The mission was impressed by the planning system put in place for public and professional consultations, review and approval of development proposals, in pursuance of democratic principles and transparency. Importantly, all development schemes are part of formally established Master Plans (one for each development site, with the exception of Pier Head), for which English Heritage, the national Government’s statutory advisor, is being consulted. Nevertheless, mission and counterpart recognized that improving this system to provide better guidance and involve more partners, in particular local communities, was key.

In Liverpool’s Strategic Regeneration Framework, several sites or ‘nodal points’ have been identified for redevelopment, which were vacant due to WW II-bombing, and industrial or economic obsolescence, being King’s Dock – Pier Head – Lime Street Station – Hope Street – Commercial District – Retail Core – Castle Street, all of which were discussed during site visits. The mission took particular note of the overriding objective underlying all these development proposals, which was to either fill-in vacant spaces or to replace poorly conceived urban designs, as a result of the city’s weak post-war economy, in order to restore urban fabric and connections, improve public space and enhance overall setting.

The mission was able to appreciate the high degree of knowledge and sensitivity of local authorities, architects and developers on design approaches for new buildings or extension of existing buildings in the historic core of the city, especially in and around the World Heritage site. The many accomplishments in this field, notably in the Ropewalks area, testify that design options –that range from copy or pastiche, to harmonious integration, to contrast– are well-understood and that decisions on approaches for specific sites are taken with considerable attention paid to their impact on the existing urban fabric, as well as to the protection of important views. In this respect, a great deal of concern is given especially to the height of new buildings. Proposals for new tall buildings inside or near the World Heritage site are seen as an opportunity to add new landmarks to the city, while regenerating or, in some cases, giving character and identity to specific urban areas, such as Central Station and Lime Street.

At this moment in time, Liverpool is looking for a new *spirit of place* which it seems to be finding, as much through welcoming very contemporary and in some cases very audacious architectural design and town planning proposals, as through the protection and enhancement of the physical evidences of its strong historical background.

The approach taken in the process of planning and review is, next to the strategic documents prepared by the Liverpool City Council (mentioned in section 5 on National Policy), also based on Committee documents referring to urban development, in particular the 2002 Budapest Declaration and the 2005 Vienna Memorandum. However, the mission would like to point out that references to these documents have been rather selective and pragmatic: the interpretation given is often one-sided, focusing primarily on the need for high-quality architecture to complement the historic environment, instead of recognizing that these documents also call for harmonious integration, based on respect for the inherited townscape.

The concepts of “high-quality architecture” and “harmonious integration” are not well-defined and, the mission agreed, not so easy to define. Proposals seem to be interpreted case by case, with a lot of subjectivity –and emotions– involved. There is no legal framework to translate these concepts into guidelines that could facilitate their understanding and implementation in design proposals. During on-site discussions, the mission noted that ‘harmonious integration’ was often associated with ‘copy’ or ‘pastiche’, and therefore not favoured. Developers and architects are thus allowed to promote high-tech or iconic designs for buildings, which do not always integrate or complement, or cannot always be considered compatible to, the traditional architecture that characterizes the inherited townscape. Furthermore, it seems to be a particular British tradition in the design discipline not to impose, but rather to negotiate, which was the attitude taken in sensitive urban environments such as World Heritage sites – reason why building awareness through educating the public, the stakeholders and the decision makers is seen as fundamental to the preservation process.

7. STATE OF CONSERVATION OF LIVERPOOL - MARITIME MERCANTILE CITY

The state of conservation of the World Heritage site is good as the docks and port areas, as well as the city’s listed historic buildings, are either restored and well-maintained, or part of a programme of rehabilitation, all carefully planned, documented and executed with great respect for the authenticity of the design and materialization. One of the most prominent buildings in town, St. George’s Hall, has recently undergone a multi-million dollar restoration and will have an interpretation centre established on Liverpool’s tangible and intangible heritage – an outstanding example of heritage preservation.

The wider urban context includes areas that suffered damage in World War II and, due to the economic decline in the 1960s and 70s, further deteriorated or became part of poorly planned infrastructure development and filled in with buildings of a poor urban and architectural design. In particular these areas are currently under planning for development and regeneration.

In further assessing this item, the mission took special note of the site’s inscription criteria, Brief Description and Statement of Outstanding Universal Value (OUV), which all emphasize that the site consists of “selected areas” that are testimony to the wealth of the city and the development of modern dock technology, transport systems, and port management. Significant individual commercial and public buildings, grouped along a limited number of streets, are featured as supporting material evidence of the city’s grandeur at the height of its development.

Following *Operational Guidelines* paragraph 179 on ascertained danger to cultural properties, the mission assessed that there was:

- i. No serious deterioration of materials – many projects for restoration and conversion of historic buildings respect authenticity of form, lay-out and fabric.
- ii. No serious deterioration of structure and/or ornamental features – urban morphology of docks, harbour and related structures and historic buildings remains intact.
- iii. No serious deterioration of architectural or town planning coherence – on the contrary, several development projects such as Paradise Project, Lime Street Station and Ropewalks are in fact contributing to the city’s coherence as they restore earlier fragmentation that occurred during the 1940s, 50s and 60s.
- iv. No serious deterioration of urban space – the development projects are designed to improve functionality or quality of urban space; in Ropewalks for instance new open spaces were created to improve poor urban conditions.
- v. No significant loss of historical authenticity – the city’s physical evidence and memory of its great past remain prominent and visible, and in some cases will be enhanced.

- vi. No important loss of cultural significance – the historic environment is used to strengthen cultural significance by introducing projects with a clear focus on culture and cultural activities that will attract visitors both from its residential population, as well as tourists.

Furthermore, in assessing the potential danger in particular from “threatening effects of town planning” (§ 179 b. iv) the mission noted that the city appears today as the result of a long process of change which has profoundly modified its visual, as well as functional integrity through time; twentieth-century war, economic decline and some ill-planned modern era additions have altered its original coherence; renovation, rehabilitation and redevelopment initiatives, in progress or proposed, essentially aim at carefully re-establishing the city’s coherence through the enhancement of its numerous remaining historical features, the infill of vacant lots and the redesign of the public realm, which is modernized and sometimes extended to accommodate contemporary needs.

The system put in place by the UK Government and the Liverpool City Council is comprehensive and complex, with an overall planning framework, consultative processes and a wide range of partnerships, including English Heritage and the Commission for Architecture and the Built Environment (CABE), who are consulted on each individual development project. However, the mission and its counterparts agreed that there was room for improvement, in particular where it concerned better guidance of development projects (Local Development Frameworks) in terms of regulatory measures. World Heritage status, it was agreed, should call for the introduction of a stricter regime of planning control based on a thorough analysis and description of townscape characteristics and sense of place. These then should be taken as a point of departure for the debate on each development initiative, effectively raising the bar and pre-empting the need to discuss inappropriate planning initiatives. This would enable the establishment of consensus upstream over the extent and range of development in and around the World Heritage site, and ways and means to achieve this. Other benefits would include more consistency in decision-making and bringing more clarity to the public at large, including developers and local heritage conservation groups, as well as the World Heritage Committee.

Following discussion with the mission on this issue, the City Council agreed to fast-track its programme to produce supplementary planning documents (the Liverpool Local Development Scheme) in relation to the World Heritage site. On 20 October 2006 the mission was given a letter confirming this commitment, while additional information was provided by letter dated 27 November 2006 stating (quote):

The Annual Monitoring Report of the Local Development Framework has been amended since the mission by the inclusion of the following paragraph: *A World Heritage Site SPD [supplementary planning document] has been a future intention of the City Council for some time, designed to deal with the management of the site; to act as a guide to future development in and around the site; and embody the principles in the existing World Heritage site management plan. Following a joint UNESCO-ICOMOS mission reviewing the state of conservation of the World Heritage Site from 18th – 20th October 2006 and their preliminary report, the need for SPD has been brought forward as a matter of urgency. Work will commence on detailing a timetable immediately and will be fully prescribed within the amendment to the LDS.* (Unquote)

A timetable provided with the letter of 27 November 2006 indicated that such a Supplementary Planning Document could be ready in Draft format by the time of the 31st session of the World Heritage Committee in June 2007 in New Zealand.

8. REVIEW OF MUSEUM OF LIVERPOOL PROJECT IN RELATION TO OUTSTANDING UNIVERSAL VALUE

With regard to the Museum of Liverpool and Mann Island projects, both next to the Three Graces, the mission observed that:

- As regards height, as debated during the Committee's 28th session (Suzhou, China), the Museum and Mann Island projects were respectful, as there are differential height propositions between 24 metres for the Museum building, thereby not exceeding the height of the Albert Dock, and 60 metres for the part of the Mann Island Project fronting the Strand, thereby not exceeding the height of the Kingsway Tunnel ventilation building;
- With respect to the project being complementary to the Three Graces, the City Council and its partners, including English Heritage, were of the opinion that the project complements the site, because of its high-quality architectural design and materialization;
- With respect to the dominance of the Museum building, architect Kim Nielsen and City Council with partners were of the opinion that it was not challenging the "iconic Three Graces" and that the design had taken into account the sensitivity to its location, as set out in the architectural design brief (p. 3). However, it was noted that this brief didn't contain specific descriptions of the site's characteristics, such as verticality and rhythm of the Three Graces, which should have informed the new design.
- Questions were raised concerning "complementarity" and "dominance" and UK counterparts confirmed that architectural briefs in the UK tended not to be too prescriptive in respect of architectural design.

In conclusion: the Museum and Mann Island projects don't exceed the height of the Three Graces complex. However, the overall design, with slanting and sliding forms, massive scale and asymmetry, deviates from existing urban pattern and historic character of the locale.

In the absence of specific architectural design guidelines that referred to the highly sensitive area of the Pier Head with Three Graces and Albert Dock behind, in terms of existing cultural-historic values –in particular Outstanding Universal Value and its translation–, room for interpretation will remain, with corresponding intense debates, including those in the World Heritage Committee, on the appropriateness of architectural designs.

The Liverpool City Council has produced several documents (such as the Liverpool Waterfront – Mann Island Planning and Development Brief and the Liverpool Urban Design Guide), which refer to the need for high-quality design that is sensitive to the setting and provide guidance on issues like scale, massing, height and views. Perhaps the most comprehensive in this respect is the Ropewalks Supplementary Planning Document (December 2005), which outlines the special character of the area of Ropewalks, detailing aspects of Form, Scale, Material and Details, Key Gateways and Buildings, Key Views and Vistas, and Adjoining Areas (pp. 22-29) with principles for employment in urban design (pp. 37-59).

The mission recommends that such comprehensive historic character analysis be conducted for the entire World Heritage site to support the management of change in the future. Such historic character analysis, with principles for employment in urban design, should then be introduced in architectural design briefs, which would facilitate a more systematic and technical assessment of the appropriateness of designs in sensitive, historic contexts.

9. REVIEW OF URBAN DEVELOPMENT SCHEME, WITH EMPHASIS ON HIGH-RISE DEVELOPMENTS

Concerning the other development proposals in the overall Scheme, being Princess Dock, Lime Street Gateway, Ropewalks and Paradise Project, the mission is of the opinion that the site analyses were always comprehensive and sensitive to the site's requirements, economically, functionally and culturally. It was noted that some planning applications were rejected by the City Council, such as for Skelthorne Street (two towers of 14 and 34 storeys high), because the proposal would have had a negative impact on the townscape and setting of the World Heritage site. The tower for Lime Street Gateway, initially proposed as 104m high, was lowered to 80m upon advice from English Heritage. Similar for a tower that was projected in Princess Dock, although a revised design had not been submitted at the time of the mission.

Aside from these few development nodal points, the mission advises the City Council to cluster future tall buildings in the current Central Business District, and not to disperse them all over the city. By any means, respect for the silhouette and skyline of the inherited townscape remains of the utmost importance and the mission strongly supports the position of the City Council that no buildings should exceed in height the 'shoulders' of the Anglican Cathedral in the backdrop. (The mission was informed that City representatives had communicated with and visited the City of Cologne, with another visit foreseen in December 2006).

The mission also recommends that no new building inside the World Heritage Site and its buffer zone in the area that stretches from Mersey River to Strand Street be allowed to exceed in height that of the new Museum of Liverpool, in order for the Three Graces to remain the main focal point of the urban landscape along the waterfront. If the new museum is going to become a 'Fourth Grace', then it should be considered that a 'Fifth Grace' on the north side of Pier Head might be needed to complement the composition of square and gardens in front of the Three Graces, in which the design of the new Ferry Terminal shouldn't disturb the visual coherence, but very discretely blend in the urban ensemble and elegantly link the grounds to the water.

10. MISSION'S CONCLUSION AND RECOMMENDATIONS

The mission concluded that the urban development projects currently in planning or underway, in particular for the Museum of Liverpool and Mann Island Project, were not an imminent threat to the site's Outstanding Universal Value. This assessment was based on recognizing that the site's statement of significance, and related physical characteristics, refer to a series of selected conservation areas emphasizing dock technology, port management and accompanying architectural showpieces. These conservation areas are intertwined with highly fragmented and degraded areas earmarked for regeneration, by which coherence and setting will be improved. The site's protected areas with related structures and individual buildings were not under imminent danger of significant modification or degradation, nor would any of the development proposals obstruct views to them in any significant way. However, potential threats exist to the functional and visual integrity of the Pier Head, taking into account building density, urban pattern and historic character of the locale. But with the development of guidelines for the application of the condition of integrity to cultural sites still in process, impacts on the site remain difficult to assess.

The mission would like to make the following recommendations to improve the management of the World Heritage site.

- The projects of the Museum of Liverpool and of Mann Island generated considerable opposition from committed groups of citizens, which demonstrated that this dossier was seen by many as being very significant. The City Council should further improve its information, consultation

and participation processes, involve local communities and make public the results of hearings and the arguments in support of new designs in order to allow a more informed decision making and diminish polarization.

The mission was informed by letter of 27 November 2006 that the Mann Island proposal, after a deferral by the Planning Committee from 24 October to 7 November 2006 that was used to give a special presentation to several civil society groups and have more discussion, was approved by the Planning Committee after a full debate.

- The City Council should improve its methods for the management of new developments inside the World Heritage site and its buffer zone, particularly as regards the introduction of a stricter regime of planning control based on a thorough analysis and description of townscape characteristics (including building density, urban pattern, materials) and sense of place. In this respect, the City Council should clearly establish maximum allowed heights, so new buildings inside the World Heritage Site and its buffer zone along the waterfront, between Mersey River and Strand Street, would not be allowed to exceed that of the Museum of Liverpool, and for buildings in the backdrop of the Three Graces that of the “shoulders” of the Anglican Cathedral. The City Council has committed itself to rapidly producing a set of *Supplementary Planning Documents* covering these aspects; the mission suggests that the Council should be required to inform the Committee of the timetable for the completion and implementation of the works, and that the Council should indicate how the Committee will be consulted to express its view on the issue.
 - The City Council should take measures to raise the population’s awareness of the motives which formed the basis for the city’s inclusion in the World Heritage List, and in particular to ensure that property developers and building professionals who intervene on the site are aware of these motives. The Outstanding Universal Value, and its translation into physical characteristics supported by historic townscape analysis, should be statutorily indicated in all calls for proposals, architectural competitions and professional contracts issued or awarded by the city or its partners which relate to projects situated inside the site or in its buffer zone. It should be made compulsory for the developers and professionals concerned to take this value into account when drawing up their proposals.
 - Finally, the World Heritage Committee should encourage a further refinement of in particular technical requirements of types and forms of new development inside World Heritage sites and their buffer zones, as well as the establishment of guidelines for the application of the condition of integrity to cultural sites. This would avoid striking contrasts that provoke protests by heritage protection groups and the general public.
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ANNEX 1. Illustrations

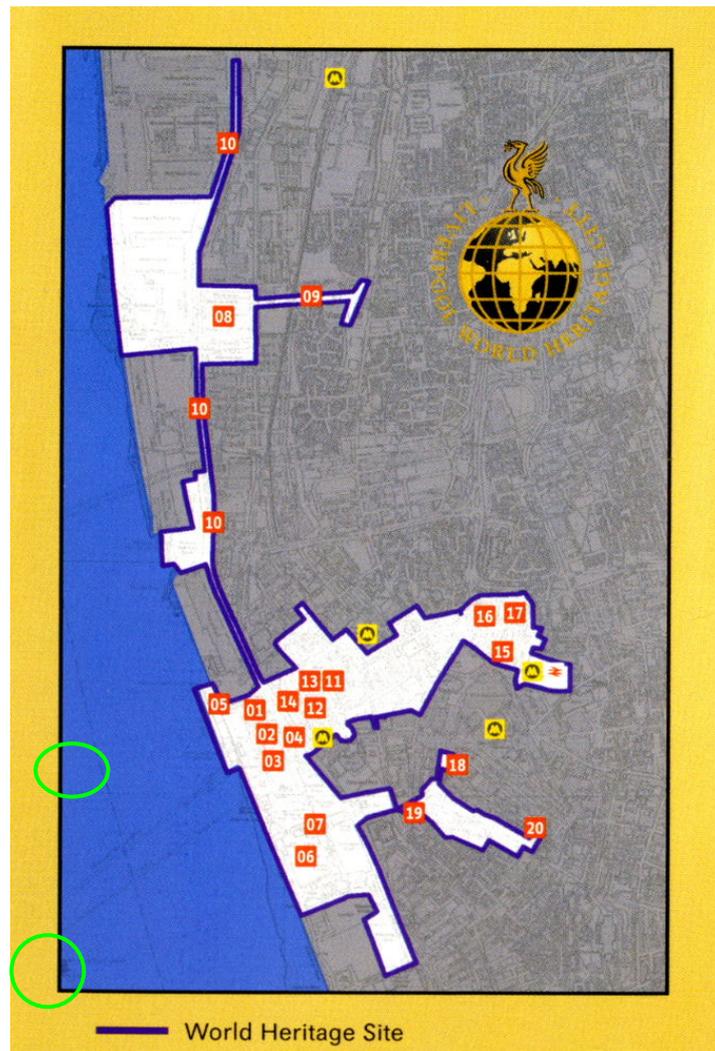


Illustration 1: Outline of the Liverpool World Heritage Site, as a series of selected, rather haphazardly linked conservation areas emphasizing dock technology, port management and accompanying architectural showpieces. The green circles show some major regeneration projects.

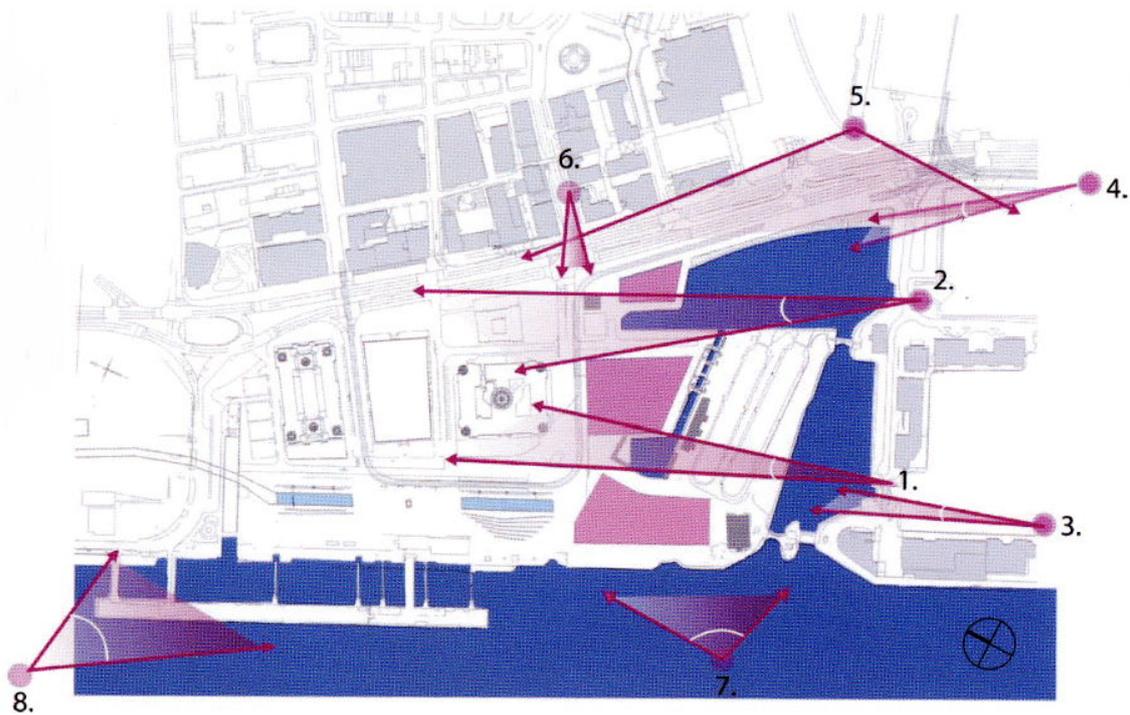


Illustration 2: Protection scheme for key views to the Three Graces on Pier Head, taken from the Mann Island Development Brief Master Plan.



Illustration 3: The urban landscape of the Pier Head, still free of high-rise constructions in its direct backdrop, could benefit from an introduction of a stricter regime of planning control. In the foreground the white 'tent' construction, which is the present inadequate ferry terminal that will soon be replaced by a contemporary 3-story building of modest architectural appearance.



Illustration 4: Contemporary architectural interventions, as part of the Paradise Project in Liverpool's centre, that follow the traditional urban pattern, building height and, to a lesser extent, rhythm of the historic facades.



Illustration 5: View of the townscape of the historic centre of Liverpool, with the towers of the Royal Liver Building (one of the Three Graces) in the back, which is not a homogeneous urban ensemble containing a high degree of architectural coherence – quite the contrary.

ANNEX 2. Mission Composition

UNESCO	Dr. Ron van Oers (Head of the mission) Programme Specialist – Coordinator World Heritage Cities Programme
ICOMOS	Mr. Michel Bonnette President ICOMOS-Canada

ANNEX 3. Draft Programme for UNESCO/ICOMOS Mission to Liverpool, 18-20 October 2006

Tuesday 17th			
Time	Event	Personnel	Confirmed
8.45am	Meet Michel Bonnette at Manchester Airport and take to hotel	JH in LCC limousine	C
4pm-5pm	Afternoon tea reception in Municipal Building Aim of the Mission and Role of the Delegation, explained by the mission	Colin Hilton, Cllrs Warren Bradley, Bernie Turner and Joan Laing and Ben Dolan	C
Evening	Ron van Oers arrives		
Wednesday 18th			
9am -11am	General tour of the city – Palm House, Old Airport, Collegiate, Everton Brow, Anfield and City Model	Nigel Lee, Henry Owen-John, JH,	C
11am-12pm	Ride on Mersey Ferry	NL, HOJ, JH, DCMS, Neil Scales	C
12-1pm	Lunch at Shanghai Palace	NL, HOJ, JH, Mandy Barry, NS, George Downing	C
1.30pm-1.40pm	GONW, Cunard Building Introduction to the Mission and the Role of DCMS by Mandy Barrie	NL, HOJ, JH, Ian Wray, Janet Matthewman, Paul Byrne, Mark Forbes, Elliot Lewis-Ward	C
1.30pm-2.10pm	GONW <i>Presentation: Liverpool WHS – Why was it inscribed? The positive steps to manage and conserve the heritage of the WHS by JH and NL</i>	NL, HOJ, JH, JG, Ian Wray, Janet Matthewman, Paul Byrne, Mark Forbes,	C
2.10pm-2.45pm	GONW <i>Presentation: Framework of Planning Policies (national and local)</i> <i>Outline of planning system in UK – how present planning systems operate and decisions taken.</i> <i>Different levels of plans and</i>	NL, NL, HOJ, JH, SC, IW, JM, MF, PB,	C

	<i>existing master plans</i> by Paul Byrne and Mark Forbes		
2.45pm-3pm	Tea Break		
3pm-3.30pm	GONW Presentation: <i>The Role of NWDA and EP with particular reference to Liverpool</i> by IW and ELW	PB, JD, NL, HOJ, JH, SC, MF,IW, Jim Gill, Elliot Lewis-Ward	C
3.30pm-4.00pm	GONW Presentation: <i>The Role of Liverpool Vision</i> by JG	PB, MF,NL, HOJ, JH, SC,IW,JG, MB, ELW	C
4.00pm-4.30pm	GONW Presentation: <i>The Role of English Heritage in the Planning Process</i> by HOJ	PB, MF,NL, HOJ, JH, SC,IW,JG, MB, ELW	C
4.30-5.15pm	Presentation: <i>The Mann Island development - design concept and detailed proposals</i> by Matt Brook and Rob Mason	PB, MF,NL, HOJ, JH, SC,IW,JG, MB	C
5.15pm-5.30pm	Visit to Mann Island Model and materials in former Porsche garage	PB, MF,NL, HOJ, JH, SC,IW,JG, MB	C
Evening	Free time		
Thursday 19th			
9.30am-11am	Tour of St George's Hall by Graham Boxer	HOJ, JH, NL, Graeme Ives, Christopher Young	C
11am-11.45am	Tour of Bluecoat Chambers with Alistair Upton and Julie Ehlen	HOJ, JH, Graeme Ives, CY	C
12-12.30pm	Visit to PSDA Model with explanation by Rod Holmes and Cllr Mike Storey	JH, HOJ, NL, SP, JD, CY	
12.30pm-1.45pm	Lunch at Alma de Cuba, Seel Street	JH, HOJ, NL, SP, CY,GI (MS/RH)	C
2pm-4pm	Tour of Central Station Site and Rope Walks	JH, GI, HOJ, NL,CY	C
4pm-5.30pm	Millennium House Presentation: <i>Review of Development Proposals</i> by NL and Rob Burns Individual cases of concern to UNESCO; update on	JH, Rob Burns, JD,GI, HOJ, NL	C

	development proposals in question live cases; what's coming up in near future (cross-ref. new buildings dossier/photos); rationale for decisions in context of strategic plans		
6pm- 8pm	Launch of <i>Liverpool 800</i> in Town Hall and tour of Town Hall by Steve Binns		C
Friday 20th October			
9.00-9.15am	Planning conference Room, Millennium House Private discussion with Wayne Colquhoun	WC	C
9.15-9.35am	Private discussion with Merseyside Civic Society	Peter Brown	C
9.35am-10.15	Millennium House English Heritage Presentations: 1) <i>The Historic Environment of Liverpool Project</i> , by HOJ	HOJ,HR, CY, NL, JH, Eileen Willshaw, Sherban Cantacuzino (Icomos UK)	
10.15-11am	Millennium House English Heritage Presentations: 2) <i>Protection of World Heritage Sites in England – Overview. How planning systems protect WH Sites</i> by Dr Christopher Young	HR, CY, NL, JH, SC, Eileen Willshaw	C
12.00pm-1.30pm	Lunch at the Athenaeum	Kris Donaldson (to explain the relationship and role of the Culture Company), JH, NL, HOJ,CY,SC and Ken Pye (Common Purpose)	C
1.30-2.30pm	World Museum Liverpool Presentation: <i>Museum of Liverpool. Design Concept and detailed proposals</i> by David Fleming - 5 minutes Sharon Granville - 5 minutes Kim Nielsen - 15 minutes Rob Burns - 5 minutes Tour of World Museum	JH, NL, HOJ,CY,DF,SG,RB,SC	C

	Liverpool by David Fleming (Time permitting).		
2.30pm-3pm	Private discussion time for the delegation		
3pm-4pm	Round table discussion on key issues, chaired by MJB	JH, NL, HOJ, CY, DF, SG, RB,SC, JG, GI	C
End of Mission			

JH 13.10.06