

**Report of the Joint World Heritage Centre/ICOMOS mission
Liverpool Maritime Mercantile City, UK
24-25 February 2015
Giancarlo Barbato and Michael Turner**

The joint World Heritage Centre and ICOMOS mission thank the State Party as well as Liverpool City Council Members and Senior Executives for the arrangements of the Advisory Mission and the preparation of all the relevant material needed, together with the good will in the furthering of a Desired State of Conservation.

The World Heritage Committee in its decision 38 COM 7A.19, in Annex 1, noted that the State Party had submitted a proposal for the Desired State of Conservation for the removal of the property from the List of World Heritage in Danger along with a set of corrective measures, and had expressed its willingness to pursue consultations with the World Heritage Centre and the Advisory Bodies in view of its finalisation for examination by the World Heritage Committee at its 39th session in 2015. This Advisory Mission took place 24-25 February 2015 and the Terms of Reference are in Annex 2.

Brief synthesis

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

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

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

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

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

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

Background material:

Liverpool RMM report 14-18 November 2011, for the 36th session of the World Heritage Committee – see Annex 3;
State of Conservation, 29 April 2013, Letter from the World Heritage Centre - see Annex 4;
Liverpool City Council Sealed agreement and Schedules relating to Liverpool Waters, 14 June 2013;
Desired State of Conservation 15 April 2014, Letter from DCMS with text;
Desired State of Conservation 20 October 2014, Letter from DCMS with invitation;
SoC report, January 2015, Letter from DCMS;
Liverpool DSoC Seminar, Background Document prepared by World Heritage Centre, February 2015;
World Heritage Centre/ICOMOS Advisory Mission timetable and list of participants;

Participants:

Representatives of the following organisations participated:
UNESCO World Heritage Centre, ICOMOS, Liverpool City Council, the Liverpool – Maritime Mercantile City World Heritage Site Steering Group, English Heritage, Peel Holdings and NGO's.

The full list appears in Annex 5.

1 - Background

Subsequent to the Reactive Monitoring Mission report of 2011, the Liverpool Waters Development received the approval of the City Council Planning Authority. The World Heritage Committee, at its 36th session in 2012, decided to inscribe the property on the World Heritage List in Danger (Decision 36 COM 7B.93):

7. Considers that the proposed development of Liverpool Waters constitutes a potential danger to the World Heritage property and, therefore, **decides to inscribe Liverpool – Maritime Mercantile City (United Kingdom of Great Britain and Northern Ireland) on the List of World Heritage in Danger, with the possibility of deletion of the property from the World Heritage List, should the current project be approved and implemented;**

These concerns and requests have been reiterated to the State Party at successive Committee sessions.

On 29 April 2013, the World Heritage Centre and ICOMOS transmitted to the State Party a first draft of the Desired State of Conservation for the Removal of the property from the List of World Heritage in Danger (DSoCR).

On 15 April 2014, the State Party submitted a draft DSoCR prepared on its behalf by English Heritage in coordination with and agreed by the property's key stakeholders: City Council, Peel Holdings and the chair of the property's World Heritage Steering Group. The State Party explained that the draft DSoCR focuses on those arrangements and controls that the English legal system allows within the terms of the non-cancellable planning permission. The DSoCR provided by the State Party has been considered by ICOMOS as a 'statement of process' not conclusive on the removal of the threats to the property at its end point.

At its last session, the World Heritage Committee in its decision 38 COM 7A.19, noted that the State Party had submitted a proposal for the DSoC for the removal of the property from the List of World Heritage in Danger along with a set of corrective measures, and had expressed its willingness to pursue consultations with the World Heritage Centre and the Advisory Bodies in view of its finalisation for examination by the World Heritage Committee at its 39th session in 2015.

Following this decision, the State Party invited representatives from UNESCO and ICOMOS to undertake an advisory mission to Liverpool - Mercantile Marine City in order to hold consultations to finalise a DSoCR and a set of corrective measures.

1.1 - Factors affecting the property identified in previous reports:

- Lack of overall management of new developments;
- Lack of analysis and description of the townscape characteristics relevant to the Outstanding Universal Value of the property and important views related to the property and its buffer zone;
- Lack of clearly established maximum heights for new developments, for the backdrops of the World Heritage areas as well as along the waterfront;

- Lack of awareness of developers, building professionals and the wider public about the World Heritage property, its Outstanding Universal Value and requirements under the World Heritage Convention;

1.2 - Summary of critical actions since the last mission November 2011

Liverpool Maritime Mercantile Marine City

- The Liverpool Waters received outline planning permission being a maximum framework – however detailed planning proposals are necessary with the first stage due not later than 2018
- Heritage regeneration has been encouraged for the existing fabric reducing the buildings at risk from 12% of stock to 3.8% (December 2014)
- Detailed Neighbourhood Conservation guidelines have been prepared;
- Notwithstanding challenging financial circumstances, the Albert Dock has provided a model for the successful regeneration while Stanley Dock, including the Titanic hotel in Jesse Hartley's north warehouse complex has been a trail-blazer. These projects provide good examples of heritage-led regeneration in Liverpool through public/private partnership funding.
- Awareness programmes and the cooption of stakeholders in the decision-making processes of the Liverpool City Council have been put in place, building trust and partnership;
- Promoting wider understanding and appreciation of the World Heritage Site, through the publication of a book, the printing of explanatory leaflets and the ongoing development of digital media;
- Conservation Management Plan for Liverpool Waters was approved as part of outline planning permission, 2011
- Due to the high cost of implementation, Peel Holdings took the operative decision to reduce the amount of underground parking in Liverpool Waters Development,

UNESCO recommendations and WH Committee decisions

- The World Heritage Committee has expressed deep concerns for the ongoing planning of Liverpool Waters;
- UNESCO Recommendation on Historic Urban Landscape was approved embodying an approach for culture as an enabler for sustainable development.
- The 2011 UNESCO Recommendation on Historic Urban Landscape has been successfully applied in many cities embodying an approach for culture as an enabler for sustainable development;

2 - Notes from the mission meeting

The serious concern of the World Heritage Committee over the potential threat of the Liverpool Waters development scheme on the Outstanding Universal Value (OUV) of the property Liverpool - Maritime Mercantile city was recognized. This concern comes in light of the current UK planning system within which a three-dimensional outline planning application was approved in 2013, albeit requiring detailed planning consents.

2.1 - Recognizing the World Heritage status of the Liverpool Maritime Mercantile City

All the participants were asked at the outset whether they were interested in the continued inscription of Liverpool – Mercantile Maritime City on the World Heritage List. The reply was a unanimous affirmative.

The City Council and the major stakeholders have expressly stated that they are intent in continuing to maintain the values of the property and the status of World Heritage site. This implies a recognition and awareness of the attributes that contribute to the OUV, and a joint effort in the management of the property according to the recommendations of the World Heritage Committee.

The 2015 State of Conservation report of the State Party highlights the very positive progress that has been made in improving the state of conservation of the World Heritage property through the repair and re-use of a number of outstanding historic buildings that were previously at risk.

2.2 - City Council Presentation on the Liverpool Waters outline planning permission

During the meetings Mr. Pete Jones, City Centre Development Manager, explained that the City Council Planning Authority cannot, *de jure*, modify the approval of the outline planning application presented by Peel Holding during 2012 and granted during 2013, in terms of amount of square metres to build: although some conditions and a series of legal obligations were imposed by the Council when approving the outline planning permission (19 June 2013) to control development carefully and safeguard heritage assets.

It was subsequently clarified by the City Council competent authorities that the Liverpool Waters outline planning permission, as granted, represents the approved maximum envelope of the planning consent.

Detailed neighbourhood master plans are to be presented before each implementation phase of the project and will have to receive the further approval of the Planning Authority. The control of the Planning Authority, at this stage, can be exerted on the *quality* of urban and architectural design (layout, scale, appearance access and landscaping).

3- Mission experts' considerations

The mission experts, after recalling that the 2011 Reactive Monitoring Mission report (see Annex 3) raised serious concerns about the Liverpool Waters development (*“the Liverpool Waters development scheme, if implemented as currently planned, would irreversibly damage the attributes of the property’s Outstanding Universal Value (OUV) and the conditions of integrity that warranted inscription could lead to the potential deletion of the property from the World Heritage List”*) stressed that, on the basis of the decisions of the WH Committee, the granted outline planning scheme, if considered as the development proposal, would result in a recommendation for the delisting of the property as its implementation would compromise the OUV of the property.

Concerning the presentation of the Detailed Neighbourhood Master Plan for approval by the City Council Planning Authority, the mission experts noted that:

- the conditions and legal obligations at this stage do not sufficiently address the issues raised regarding the effect on the Outstanding Universal Value of the property and specifically the scale of the proposed development;
- the design drawings that accompany the Liverpool Waters the maximum outline planning approval are currently being understood as plans for implementation;
- the Planning Authorities, within the detailed proposals, will have to reduce the urban density and the height of the buildings from the maximums granted to Liverpool Waters project and the reductions of those parameters will depend mainly on the commitment and negotiating capacity of the City Council together with the initiatives of Peel Holdings.

Therefore, the comprehensive measures to eliminate the threats to the OUV of the property have yet to be completed by the City Council, while the development of mid and high-rise buildings of the Liverpool Waters project has yet to be resolved.

The mission experts, based on the recommendations of the 2011 mission report, noted the need for a comprehensive review of the potential for regeneration within the existing planning frameworks and that the design drawings accompanying the Liverpool Waters planning outline should not be presented as design proposals but be used in an indicative way, redrawn as a three-dimensional programmatic envelope also indicating minimum and maximum heights. In order to address the review the following topics should be considered:

a - Analysis and description

A layered approach to manage each of the criteria should be developed using tools as the Historic Urban Landscape approach, cultural mapping, view analysis and space syntax. The spheres of influence and symbiotic relationships between the many initiatives need to be integrated into the city planning processes while guidelines for the buffer zone need to be redefined in scope to take into account the necessity for 'added layers of protection'.

b -Planning and design

The integration of the World Heritage site into the future urban development will demand a comprehensive approach which will have to relate to trends of the real estate market within the framework of a city with a forecast population 475,000 for the year 2020, which represents a 1.8% growth over the decade from 466,415 counted in the 2011 census.

New city-wide initiatives need to be woven into the urban fabric including the new passenger terminal, housing for North Liverpool and the changes which are taking place in the mouth of the River Mersey. These together with the positive effects of the heritage regeneration of the Rum and Tobacco warehouses, can provide new planning directions.

The dock technology and water basins, through the centuries, have provided the basis for the development of Liverpool and are a major contribution for linking the evolving uses of the waterfront. These attributes together with the canals and other transportation systems should be integrated in the heritage guidelines and connected into a single open space system.

The general guidance in the Local Development Framework document paragraph 4.7 exists and is very clear. Unfortunately the translation of these policies into the reality of the detailed proposals of the Liverpool Waters leaves much to be desired in ensuring the OUV of the property.

Key attributes of the waterfront and the quays are essentially the large-scale horizontal warehouse buildings and these characteristics should be enhanced. However, building heights above the approved planning permissions ambient levels of 25 metres, typical of Albert Docks, may affect the OUV of the property and would need to be evaluated on presentation of the detailed planning through Environmental/Heritage Impact Assessment. This is especially relevant to the Central Docks area as proposed in the Liverpool Waters outline-planning scheme.

There should be an agreement that, in the context of the Neighbourhood Masterplans, the mid-rise developments as well as the high rise in Central Docks will be reviewed to reduce heights and densities whilst considering the cultural significance of the World Heritage property and the river silhouette. It should be noted that many of the excellent street view images proposed in the Liverpool Waters planning outline scheme show how the development might become more sustainable and re-vitalise the city for the well-being of the community and its visitors alike.

c - Management

A comprehensive management plan should be put in place to integrate the public-private investment into a realistic process balancing the needs of the city for an equitable distribution of resources between the needs of the community together with a full programme for the re-integration of existing heritage conservation.

A city-centre wide phasing directive should be provided for strengthening the sense of place and Liverpoolian identity through activities in the public realm as well as a process orientated policy supporting the 'meanwhile' actions proposed for the many open spaces.

d - Partnership Awareness

The efforts of the past years for conservation in the city centre have been a major impetus for the awareness of heritage values. These efforts include the participatory approach of all stakeholders in the management of the World Heritage property to ensure the safeguarding of the values. These emerging mechanisms should provide an exemplary process for public-private NGO partnerships and might be documented for good practice within the Historic Urban Landscape Approach for World Heritage properties.

This partnership approach needs to be extended to include all the stakeholders, including civil society. This will ensure a sustainable programme for awareness and interpretation. Possible actions might include a World Heritage port-city workshop, international student competition for World Heritage design alternatives and strengthening existing programmes for linking the intangible city heritage to wider city activities, including the roles in mercantile culture and emigration.

4 - Mission conclusions

The mission considers that while there have been a number of significant achievements in protecting, conserving and presenting the Outstanding Universal Value of the World Heritage Site through adaptive reuse, the comprehensive measures to eliminate the threats to the OUV of the property have yet to be completed by the City Council, while the mid and high-rise buildings of the Liverpool Waters development project has yet to be resolved. At the current stage of the UK planning process, this will only be resolved with the pro-active negotiations of the three principal stakeholders, being Liverpool City Council, Peel Holdings and English Heritage.

As the Liverpool Waters is a 30 year plus long-term development project, involving some parts of the World Heritage property, it is likely to become an evolving concept, transmuting and developing through time in response to changing context. This is already happening as demonstrated by emerging 'meanwhile uses' and the need to re-evaluate building below-ground level.

The City Council authorities point out that, concerning the Liverpool Waters development area (partly within the property, partly in the buffer zone), to the current date, no construction on the site has yet started. No detailed planning consent will be submitted in the coming year for the Central Docks and no building activity should be initiated before 2016. This should allow for continuing efforts and cooperation in preparing the necessary guidance and will give time to build trust and partnership.

5 - Mission recommendations

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.

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 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.

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.

The mission finally recommends that, based on the information that no further detailed plans will be presented to the planning authorities in the coming year for Central Docks, the property remain on the List of World Heritage in Danger until the State Party has provided a DSoCR demonstrating that the potential threats have been successfully addressed. It is clearly understood that if the full planning envelope would be approved for implementation, the Committee would need to consider the loss of Outstanding Universal Value and the possible delisting of the property from the World Heritage List.

Annex 1 - World Heritage Committee Session in Doha in June 2014

19 Liverpool – Maritime Mercantile City (United Kingdom of Great Britain and Northern Ireland) (C 1150)

Decision: 38 COM 7A.19

The World Heritage Committee,

Having examined Document WHC-14/38.COM/7A,

Recalling Decisions **36 COM 7B.93** and **37 COM 7A.35**, adopted at its 36th (Saint-Petersburg, 2012) and 37th (Phnom Penh, 2013) sessions respectively,

Also recalling the results of the joint World Heritage Centre/ICOMOS reactive monitoring mission of November 2011,

Reiterates its serious concern over the potential threat of the Liverpool Waters development scheme on the Outstanding Universal Value (OUV) of the property, and notes that the implementation of the development, as currently planned, would irreversibly damage the attributes and conditions of integrity that warranted inscription, and could lead to the potential deletion of the property from the World Heritage List;

Also notes the information provided by the State Party, and requests it to:

submit comprehensive documentation for any proposed detailed master plans and detailed planning proposals, before they are adopted, together with an overall vision for the property over-arching such master plans, as well as details of the draft legal obligations and draft planning conditions for granting permission for any future development proposals,

ensure that the process whereby master plans and detailed plans for the Liverpool Waters scheme, when developed, takes into consideration the concerns of the World Heritage Committee;

Strongly urges the State Party to consider all measures that would allow changes to the extent and scope of the proposed Liverpool Waters scheme to ensure the continued coherence of the architectural and town-planning attributes, and the continued safeguarding of the OUV of the property including the conditions of authenticity and integrity;

Further notes with appreciation that the State Party submitted a proposal for the Desired state of conservation for the removal of the property from the List of World Heritage in Danger along with a set of corrective measures, and expressed its willingness to pursue consultations with the World Heritage Centre and the Advisory Bodies in view of its finalisation for examination by the World Heritage Committee at its 39th session in 2015;

Also requests the State Party to submit to the World Heritage Centre, by **1 February 2015**, 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 39th session in 2015;

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

Annex 2 – Terms of Reference

TERMS OF REFERENCE for
ICOMOS/WHC Advisory Mission to
Liverpool Maritime Mercantile City, UK
24-25 February 2015

Background

A World Heritage property is inscribed on the List of World Heritage in Danger when its Outstanding Universal Value is threatened by serious and specific danger, whether imminent or ascertained. In order for the property to be removed from this List, it must be determined that its Outstanding Universal Value is no longer under threat, in line with Paragraph 191 of the *Operational Guidelines*.

The decision to remove a property from the List of World Heritage in Danger should therefore be based on demonstrating the absence of threat to its Outstanding Universal Value and the presence of adequate protection and management to prevent the threats from recurring.

In 2007, the World Heritage Committee requested the establishment of Desired State of Conservation in order to facilitate sound decisions for the removal of properties from the List of World Heritage in Danger (**Decision 31COM 7.3**, 2007).

The Desired State of Conservation for Removal is a defined state of conservation that the property has to reach to demonstrate it has sufficiently recovered to be removed from the List of World Heritage in Danger

To reach that desired state, corrective measures will be undertaken to remove the threat and restore the attributes that might have been damaged.

A set of indicators will need to be developed that can provide a focused and transparent way of evaluating when a property has reached the desired state of conservation.

The DSoC allows States Parties, the World Heritage Centre, the Advisory Bodies and the World Heritage Committee to gauge whether the OUV of a property is no longer under threat.

Liverpool World Heritage property

The property was inscribed on the World Heritage List in Danger in 2012.

A first draft of the desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR) was prepared by the World Heritage Centre and ICOMOS on 29 April 2013.

On 15 April 2014, the State Party submitted a draft DSoCR prepared on its behalf by English Heritage in coordination with and agreed by the property's key stakeholders, City Council, Peel Holdings and the chair of the property's World Heritage Steering Group. The State Party explained that the draft DSoC focuses on those arrangements and controls that the English legal system allows within the terms of the non-cancellable planning permission.

At its last session, the WH committee in its decision 38 COM 7A.19, noted that the State Party had submitted a proposal for the DSO CR for the removal of the property from the List of World Heritage in Danger along with a set of corrective measures, and had expressed its willingness to pursue consultations with the World Heritage Centre and the Advisory Bodies in view of its finalisation for examination by the World Heritage Committee at its 39th session in 2015.

Purpose of Advisory Mission

The purpose of the Advisory Mission is to undertake these consultations with the State Party to see if a DSCoCR and Corrective measures can be drafted that satisfy the following parameters:

1. The DSoCR must reflect a state when the threats to the property arising from the proposed development have been reversed or mitigated to such an extent that they no longer pose a threat to OUV;
2. The DSoCR must be agreed and officially approved as a goal to be achieved within a certain timeframe;
3. The Corrective measures necessary to achieve the DSoC must be clearly linked to the DSoC and deliverable;
4. A clear timeframe should be set out within which the Corrective measures would be implemented.

Through help and advice, mission experts will aim to help the State Party to see if ways can be found to satisfy these parameters.

In the event that a final version of the DSoC is not agreed during the time of the mission, the experts should provide a report of the process, including the discussions and main issues encountered during the meeting.

Annex 3 - 2011 Monitoring Mission Report

Extracts from the 2011 Monitoring Mission Report:

Impact of the proposal on the Authenticity of the World Heritage property

Up until today, the still extant central docks' structures within the World Heritage property, although in poor condition, have retained much of their spatial relationship to the river and provide a strong sense of place, function and character.

Therefore, and in view of:

- a) the absence of a functional connection and significance between the proposed buildings and the historical assets;
- b) the proposal to create artificial islands in the water spaces;
- c) the proposal of an urban development which presents a significant difference of scale in building height and density (medium-rise buildings along the waterfront in the World Heritage property, and medium-rise and high-rise buildings in the buffer zone) compared to the scale of the historic-industrial typologies and morphology assets, setting and context that would affect the morphological and symbolic relationship between the Central Dock Area and the monumental Three Graces buildings;
- d) the proposal to create, in the former Trafalgar and Victoria Docks area, a canal corridor parallel to the river, as well as to create an urban grid inspired by the adjoining east area grid existing beyond the dock wall (those features not corresponding to the historical functional urban patterns modelled by the docks structures and water basins orthogonal to the river frontage);

the development would result in the definitive modification of the functional hierarchy and morphology expressed by the port circulation system (river – sluices – docks – water basin), as well as by the historical typologies of the port industrial structures and services, thus seriously affecting the authenticity of the World Heritage property.

Impact of the proposal on the Integrity of the World Heritage property

In view of:

- a) the proposed modification of historical typology and morphology of the concerned areas;
- b) the proposal to create artificial islands in the water spaces;
- c) the physical and visual separation that would be created between two parts of Character Area 3 – Stanley Dock Conservation Area;
- d) the proposed modification of the morphological and symbolic relationship between the Central Dock area and the monumental Three Graces buildings;
- e) the modification of the comprehensive morphology of the townscape observed from distant views and the modification of vistas on some key land mark buildings from the World Heritage property;

the development would alter the relationship of the different areas of the World Heritage property, thus seriously affecting its integrity.

Conclusion

..... the mission considers that the property would be faced with a potential serious deterioration of its architectural and town-planning coherence, a serious loss of historical authenticity, and an important loss of cultural significance. Therefore, the mission considers that if the proposed development would be implemented, the essential attributes testifying to the Outstanding Universal Value of Liverpool Maritime Mercantile City during the 18th, 19th and early 20th centuries would be irreversibly damaged.

It strongly recommends that the three principal stakeholders, being Liverpool City Council, Peel Holdings and English Heritage, reconvene around the table and work out an adjusted scheme that includes the observations put forward in this report.

Annex 4 - State of Conservation, 29 April 2013, Letter from the World Heritage Centre

World Heritage Property “Liverpool – Maritime Mercantile City”

[1st Draft] Desired state of conservation for the removal of the property from the List of World Heritage in Danger and a set of corrective measures

1. Adopts the Desired state of conservation for the removal of the property from the List of World Heritage in Danger, as follows:
 - a) Halting the proposed new Liverpool Waters development scheme;
 - b) Agreement to a new development plan for the northern Docks and their surroundings within a wider coherent framework for the overall waterfront of the property;
 - c) Adequate policy and regulatory measures in place to regulate maximum heights for new developments and to ensure 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;
 - d) Awareness raising of developers, building professionals and wider public about the World Heritage property, its Outstanding Universal Value and conservation and management requirements under the World Heritage Convention.

2. Also adopts the following corrective measures and timeframe for their implementation in order to ensure conditions of integrity and authenticity of the property and meet the Desired state of conservation:
 - a) Drafting of and seeking agreement on a new 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 revised 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 revised development plan should also ensure that the functional hierarchy and morphology expressed by the port circulation system is maintained;
 - 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;
 - c) Definition and adoption of policy and regulatory measures, based on the definition of townscape characteristics and relevant views, to ensure protection of the attributes of the property;
 - d) Implementation of awareness raising endeavours geared to developers, building professionals and wider public on the Outstanding Universal Value of the property and the conservation and management requirements under the World Heritage Convention.

Annex 5 Participants

WHC Michael Turner
ICOMOS Giancarlo Barbato

Liverpool City Council

Councillor Malcolm Kennedy- Cabinet Member-Regeneration
Councillor Mark Norris- Heritage Champion
Nick Kavanagh- Director for Regeneration
Mark Kitts- Assistant Director Regeneration
Claire McColgan- Director Culture
Dave Hughes- Divisional Manager Planning
Rob Burns- Urban Design and Heritage Manager
Samantha Campbell- Deputy Urban Design and Heritage Manager
Pete Jones- City Centre Development Manager
Chris Griffiths- Principal Conservation Officer- Buildings at Risk
Pete Hoey- Principal Conservation Officer- Ropewalks Project Officer
Wendy Morgan- Principal Conservation Officer
Lesley Woodbridge-Urban Design & World Heritage Site steering group

WHS Steering Group Professor Ian Wray (Chairman)

David Fleming (Director National Museums Liverpool)
Chris Bliss (Estate Director, Liverpool 1)
Chris Brown (Director of Marketing, Liverpool Vision)
Lesley Beattie (Head of Commercial and Visitor Economy)
Matt Brook (Director Broadway Malyan Architects & RIBA Council member)
Sue Grindrod (Liverpool Waterfront Business Partnership)
Patrick Power (Harcourt Development)
Gerry Proctor (Engage- community group, Liverpool)
Trevor Skempton (Merseyside Civic Society)
Peter Sandman (Head, Visitor Economy & Development, L.E.Partnership)

English Heritage

Henry Owen-John- International Advisor
Trevor Mitchell- North West Planning Director
Karl Creaser

Peel Holdings

Lindsey Ashworth, Director of Development, Liverpool Waters
Ian Pollitt- Development Investor Surveyor,
Consultant: Paul Grover- Arup
Peter de Figueiredo- Heritage consultant
Pete Swift- planit design
Martin Bailey- Planning consultant

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;
 - 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;
 - 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.
 - 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;

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;
 - 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;
 - 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;
 - 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.
 - 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;