

STATE OF CONSERVATION REPORT

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

1. Executive Summary

This report addresses the issues raised by the World Heritage Committee in its Decision 41 COM 7A.22. The decision has as its focus the Liverpool Waters development scheme, part of which lies in the World Heritage Site with the remainder in the Buffer Zone.

This report confirms that the State Party, Liverpool City Council (LCC), Peel Holdings (the Liverpool Waters developer) and Historic England (HE) remain committed to safeguarding the OUV of the property, including the conditions of authenticity and integrity and the protection and management regime.

It reports on the progress made in developing the Desired State of Conservation Report (DSOCR), which will be essential to secure the removal of Liverpool from the List of World Heritage in Danger. The DSOCR was overseen by the State Party and prepared by Liverpool City Council with the advice of Historic England. The State Party submitted the DSOCR to the World Heritage Centre on 31 January 2018 as a basis for discussion with ICOMOS and the Centre with a view to reaching agreement before the 2018 World Heritage Committee session. .

It provides a progress report concerning the elaboration of the Liverpool Local Plan as well as an updated report on the State of Conservation of the property.

It also addresses the request that a final Local Plan and Master Plan be submitted to the World Heritage Centre by December 2018.

The report explains the basis on which planning decisions have continued to be taken and provides assurance that no decisions have been taken which will result in harm to the OUV, authenticity and integrity of the property.

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

2. Response from the State Party to the World Heritage Committee's Decision 41 COM 7A.22.

1. Having examined Document WHC/17/41.COM/7A,

2. Recalling Decisions 37 COM 7A.35, 38 COM 7A.19, 39 COM 7A.43, and 40 COM 7A.31, adopted at its 37th (Phnom Penh, 2013), 38th (Doha, 2014), 39th (Bonn, 2015), and 40th (Istanbul/UNESCO, 2016) sessions respectively,

3. Notes with regret that the implementation of the Liverpool Waters scheme has started with the granting of planning permission for a 34 storey tower at Princes Dock and that the State Party acknowledges that it cannot accede to the Committee's request to limit granting of further planning permissions that impact adversely on the Outstanding Universal Value (OUV);

4. Considers that the recent planning permissions at Liverpool Waters scheme and elsewhere, and the stated inability of the State Party to control further developments clearly reflect inadequate governance systems and planning mechanisms that undermine protection and management and therefore fail to sustain the OUV of the property;

In the State Party's view, developments within Liverpool Waters to date have not caused harm to OUV, and the DSOCR now seeks to ensure that corrective measures that prevent potential harm in the future to OUV are put in place to the satisfaction of the Committee.

The State Party continues to work in partnership with LCC, HE and developers to ensure that planning decisions are informed by Heritage Impact Assessments and that development will be permitted only where it does not, in the light of these HIAs, have an adverse effect on OUV. In consultation with Historic England, LCC has reinforced the need for assessment of all major developments within the World Heritage Site to be undertaken in line with the ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, 2011. LCC have taken this approach to the Princes Reach and Skelhorne Street developments in the buffer zone. Where appropriate, we will continue to seek the advice of the World Heritage Committee through paragraph 172 notifications to the World Heritage Centre.

The State Party recalls that the permission for Liverpool Waters was granted in outline in 2012. The measures summarised in this report, which have been taken since then, have reinforced planning procedures and the State Party, while always looking for ways to improve the protection afforded to world heritage properties, does not accept the Committee's view that governance systems are inadequate to sustain the OUV of the property. The State Party will intervene where necessary in cases where development could harm OUV but reiterates that it does not believe that developments that harm OUV have been allowed within the Liverpool Waters scheme or elsewhere within the property.

5. Recalls that it has repeatedly expressed its serious concerns over the impact of the proposed Liverpool Waters development, as it would irreversibly damage the attributes of OUV and conditions of integrity of the property; and also recalls that it already considered possible deletion of the property (Decisions **36 COM 7B.39** and **37 COM 7A.35**) due to the potential threat brought by Liverpool Waters development to the OUV, including the authenticity and integrity of the property;

The State Party accepts that if implemented in line with the illustrative masterplan that accompanied the outline planning permission granted on 18 June 2013, there would be substantial harm to the OUV of the property. However, it should be emphasized that the masterplan, which illustrated the quantum of development for which approval has been granted is not one of the ten parameter plans that, together with the development schedule, govern the consent. In addition there are mechanisms for protecting the Outstanding Universal Value of the property in the

planning conditions and legal agreement that were attached to the permission. This includes the requirement for plans to be developed for each of the five neighbourhoods of Liverpool Waters before development takes place in each of these neighbourhoods.

In accordance with the requirements of the outline permission these neighbourhood masterplans will provide a detailed spatial framework for future development within the docks. They will establish a baseline of minimum requirement and provide guidelines including detailed development briefs that re-set the maximum heights for individual plots and measures to ensure the OUV of the WHS and heritage assets are protected and enhanced including views from, within and to the property. The neighbourhood masterplan for the Central Docks is currently being developed in a way that places heritage considerations at its heart, taking into account recommendations made by the World Heritage Committee. The conditions of the outline permission require the neighbourhood masterplan to be approved before any detailed applications are submitted in each respective neighbourhood which must be by 18th August 2018 to avoid the outline permission expiring. Historic England will be important consultees on the emerging plans which will be critical to delivering a successful neighbourhood that respects the WHS.

Liverpool City Council will advise the State Party when individual neighborhood plans are in preparation so that the World Heritage Centre can be notified. On this basis we advise you that the masterplans for Princes Dock and Central Dock neighbourhoods (part of Liverpool Waters development scheme) are currently under preparation and we will be inviting advice on them shortly.

6. Although noting that the State Party has proposed a draft Desired state of conservation for the removal of the property from the List of World Heritage in Danger (DSOCR), also regrets that this draft does not provide a comprehensive desired state of conservation nor appropriate corrective measures, and remains a statement of process instead of acknowledging the importance of protecting key attributes which contribute to the OUV of the property, and the significance of the context of the property and its buffer zone;

A revised draft of the DSOCR was submitted to the World Heritage Centre on 31 January 2018. The revised DSOCR responds positively to the Committee decision as it not only refers to the planning processes that will protect OUV, but also sets out more details of what the desired state of conservation actually is and defines more clearly the corrective measures that will enable this state of conservation to be attained.

7. Notes that all stakeholders recognize the serious concerns of the World Heritage Committee over the potential threat of the Liverpool Waters development scheme to the OUV of the property;

The State Party, Liverpool City Council, Peel Holdings and Historic England remain committed to safeguarding the OUV of the property, including the conditions of authenticity and integrity and implementation of an effective planning and management regime. In determining detailed proposals that come forward for individual phases of the Liverpool Waters development, attention is being and will continue to be given by Liverpool City Council (taking advice from its Liverpool Waters Conservation and Design Boards, HE and others where appropriate) to the impact of the

proposals on the legibility of the architectural and town planning attributes of the city in so far as these attributes relate to the OUV of the property. In seeking to protect authenticity and integrity, account will be taken of the condition of the property at the time of inscription and the fact that part of the 60ha Liverpool Waters lies within the WHS, while the remainder falls within in the Buffer Zone. The State Party would also draw attention to the increasing engagement of civil society in the care of the WHS. In particular Engage Liverpool, an organisation which represents the interests of those who live and work in the WHS, is taking an increasingly active and welcome role advocating the need to protect world heritage values while securing economic and social objectives

8. Requests the State Party to clarify whether a further DSOCR can be defined in line with previous recommendations, and further recalls that submission of a further draft of the DSOCR by the State Party and its approval by the Committee should come prior to the finalization and approval of the necessary planning tools and regulatory framework;

9. Also requests the State Party to submit, only if it confirms the feasibility of revising the draft DSOCR in line with previous recommendations by the Committee, a revised draft of the DSOCR to the World Heritage Centre by 1 February 2018, for review by the World Heritage Centre and the Advisory Bodies, as requested in Decision 40 COM 7A.31, and to include the approval of the Local Plan and the revised Management Plan as part of the agreed implementation plan for the corrective measures;

The State Party is overseeing the development of a DSOCR which is more responsive to the recommendations of the Committee than previous iterations. The timescales are such that any approval of the DSOCR by the Committee at its 2018 Session will come before the finalization of planning tools such as the Local Plan and updated Supplementary Planning Document. When the State Party submitted the revised draft of the DSOCR to the World Heritage Centre it requested that the draft is used as a basis for discussion with the Centre and ICOMOS with a view to further modifications that will enable a positive recommendation to be made to the Committee concerning the adoption of the DSOCR.

The **WHS Management Plan**, adopted by the Mayor's Cabinet in 2017, was submitted to the World Heritage Centre by the State Party on 25 May, 2017. This is, and will continue to be, a critically important document in guiding WHS management actions within Liverpool including those associated with development, socio-economic considerations and phasing.

The preparation, consultation on, statutory public examination of and eventual adoption of the **Liverpool Local Plan** is prescribed by national legislation and progress is described in more detail above. The Local Plan, approved by Cabinet and Council on 19th and 24th January respectively will be published for pre-submission consultation for a period of 6 weeks., After this consultation, it is expected that it will be submitted to the Secretary of State for Housing, Communities and Local Government for the purposes of an independent public examination in mid-2018. Following the examination and provided that the inspector recommends the Local Plan is adopted, with or without modifications specified by the inspector, the Local Plan will be formally adopted by Liverpool City Council towards the end of 2018 or early 2019.

The State Party invites the Advisory Bodies to review the draft of the Liverpool Local Plan and to submit their advice within the statutory 6 week consultation period.

10. Further requests the State Party to progress in the establishment of clearly defined attributes that contribute to OUV and substantive commitments to limitation on the quantity, location and size of allowable built form and linking the strategic city development vision to a regulatory planning document, which provides legal guidelines on protection of OUV;

The revised **WHS Management Plan** establishes clearly defined attributes that contribute to OUV.

With the support of the State Party and Historic England a series of measures have been put in place that offer substantive commitments to the effective regulation of new development. These include a **Tall Buildings policy** which has been developed for inclusion in the emerging Liverpool Local Plan.

As previously noted, the conditions of the Liverpool Waters outline planning consent provide the means by which issues such as urban density and height in relation to OUV are taken into account when detailed proposals for development are put forward. The World Heritage Site Supplementary Planning Document (2008) provides clear guidelines to protect OUV and will be updated in parallel with the Liverpool Local Plan.

*11. Requests furthermore the State Party to submit to the World Heritage Centre, by **1 February 2018**, an updated report on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 42nd session in 2018, **with a view to considering the deletion of this property from the World Heritage List at its 42nd session if the State Party does not:***

a) Reverse course and stop the granting of planning permissions which have a negative impact on the OUV of the property,

b) Provide substantive commitments to limitation on the quantity, location and size of allowable built form,

c) Link the strategic city development vision to a regulatory planning document,

d) Submit, lastly, a DSOCR and corrective measures in a form that might be considered for adoption by the Committee;

This report on the State of Conservation of the World Heritage property constitutes the response to the Committee's request.

As noted above, the State Party does not accept that any planning permissions, other than the outline consent for Liverpool Waters if built out to the maximum parameters allowed by the outline consent, have been allowed for developments that have a negative impact on the OUV of the property. Also, as noted above, the masterplan which illustrated the quantum of development for which approval has been granted is not one of the ten parameter plans that, together with the development schedule, govern the consent. The DSOCR will offer substantive commitments to limit

the quantity location and size of allowable built form. The DSOCR will also be in a form that we believe will be capable of adoption by the Committee, particularly following the requested discussion with ICOMOS and the Centre and appropriate amendment. The Local Plan and other measures summarised in this report will provide the link between the strategic vision and the planning powers that are used to protect OUV

2.

(a) Progress achieved in implementing the corrective measures adopted by the World Heritage Committee

Corrective measures have not been formally adopted by the Committee, pending consideration of the DSOCR prepared by Liverpool City Council and submitted by the State Party in January 2018. . Progress against the measures recommended by the 2015 Advisory Mission was reported in detail in the SOCR submitted by the State Party on January 29 2017. Progress achieved since January 2017 is described in Section 1 above.

(b) Propose and justify an alternative time frame.

A time frame for the implementation of the proposed corrective measures has been set out in the revised DSOCR.

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

The Desired State of Conservation for Removal has been revised and prepared by Liverpool City Council and was submitted by the State Party in January 2018. The progress made to date has been set out in detail in Section 1 above.

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

Following the previous State of Conservation report dated January 2016, there have been a number of significant achievements in protecting, conserving and presenting the Outstanding Universal Value of the World Heritage Site. In addition there has been significant progress in relation to the repair and re-use of historic buildings at risk as detailed below.

The previous Statement of Conservation report of January 2016 identified a number of listed buildings that had been repaired and brought back into use, including the II* listed north warehouse at Stanley Dock, the II* listed Royal Insurance building and II* listed Albion House on James Street. These buildings continue to operate very successfully as hotels, and the success of the Titanic Hotel located at Stanley Dock has encouraged the owners to submit planning applications for the adjacent disused historic buildings within the Stanley Dock complex. The grade II Tobacco warehouse will be converted to apartments, with commercial and exhibition space at ground and first floors, whilst it is intended that the South Stack warehouse will be converted to hotel and residential uses. The City

Council's strategy for securing the future of historic buildings at risk, supported by Historic England is achieving one of the highest success rates in England.

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

Wellington Rooms

The Wellington Rooms is a grade II* listed former assembly room located in the buffer zone near to the Metropolitan Cathedral. The premises has been unoccupied for more than a decade and fallen into disrepair. The Wellington Rooms is recognised by the City Council and by Historic England as Liverpool's top priority heritage building at risk. The Council is therefore taking positive action with Merseyside Building Preservation Trust and partners to conserve this important heritage asset through a programme of urgent works and ultimately by securing a long-term sustainable future use for the Wellington Rooms. Options for future use include the creation of an "Innovation Hub" proving space for businesses, meeting space, a café and interpretation centre.

St Luke's (Bombed Out) Church

The former Church of St Luke is a Grade II* listed building within the buffer zone and has been included on the Historic England Register of Buildings at Risk since the register's initial publication in 1998. The interior of this much-loved Liverpool landmark suffered catastrophic incendiary bomb damage at the hands of the Luftwaffe, which 'blitzed' Liverpool in 1941 leaving only the external masonry walls capable of salvage. In view of the building's outstanding architectural value and generally poor condition Liverpool City Council has recently completed a £500,000 programme of urgent works to the building, jointly funded by the City Council and Historic England. St Luke's was removed from Historic England Register of Buildings at Risk in late 2017. The Mayor of Liverpool and the Regional Director of Historic England celebrated the completion of the works at a special event marking the achievement and the full re-opening of the church and gardens in October 2017.

URBACT III – 2nd Chance

In 2015 Liverpool City Council was invited to join an URBACT network led by the Municipality of Napoli. Entitled 'Awaking the Sleeping Giants' the project examines the potential re-use of redundant historic buildings and shares best practice between Napoli, Porto, Ljubljana, Brussels and Maribor, and a number of other European cities. In March 2016 the partners met in Naples to develop the application which was approved in May 2016. On 20 - 21 June 2016, Liverpool hosted a

two-day Action Planning Network 'Kick-off' Meeting for the partners. The programme included presentations from the City and the Building Preservation Trust and guided site visits to Liverpool's project buildings - the Wellington Rooms, St Luke's Church and exemplar schemes in the Ropewalks. Outcomes arising from 2nd Chance will include the development of good practice fact sheets on how to support the reactivation of vacant buildings and generate ideas for uses and awareness raising activities to attract users. Outcomes will include practical tools for bringing sleeping giants back to life. These good practice fact sheets will be published at the end of the network in May 2018 as part of the 2nd Chance good-practice compilation.

These initiatives build on the highly effective Liverpool City Council Buildings at Risk project, the most successful project of its type in England, with the numbers of buildings at risk reduced from 12% of stock to less than 3% over the past 10 years.

The **Atlantic Corridor Development Framework** was published in October 2016. This document is an informal framework plan for the City Council and its partners in regeneration for the Atlantic Corridor area of the city. This is an area south of the Stanley Dock complex comprising the remnants of historic warehousing that have been redundant for decades. The area offers a distinctive sense of place recognised by its designation as a World Heritage Site, associated Buffer Zone and Conservation Area centred on the Docks, the dock Wall, Stanley Lock flight and important warehouse building groups. It provided the overarching context for regeneration, establishes principles for development and will be used to demonstrate the aspirations for the area, help lever in funding, guide the use of limited public sector resources and ultimately informs the vision for the **"Ten Streets" project**. A draft **"Ten Streets" Spatial Regeneration Framework** was consulted on in autumn 2017 with the final document due to be considered for adoption as an SPD by the City Council's Cabinet on 23rd February 2018. **Celebrating heritage is one of the ten 'big ideas'** that underpins the shared vision for the area. Conserving and refurbishing all the area's listed and important heritage buildings, starting with Liverpool's largest listed structure – the Tobacco Warehouse at Stanley Dock are fundamental to the SRF.

Given the success of the Stanley Dock complex regeneration scheme undertaken by Harcourt Developments, this project has acted as a catalyst for the development of the surrounding area with new uses being attracted to the city fringe location and historic fabric. The area is now the home of a number of creative events, and is continuing attracting creative, digital and cultural sectors including the recent announcement that Creamfields (a music festival) would be relocating to a venue at Central Dock to deliver music events in the City.

Work is also progressing on implementing the City Centre Strategic Investment Framework, which includes the World Heritage Site and its buffer zone within its boundary. As plans are being developed to upgrade the public realm and highways, creative interpretation that reveals the OUV is being designed as an integral element to assist with wayfinding and navigation of the Property and increase awareness and understanding of its significance for pedestrians.

Presenting the OUV

Following the adoption of the revised WHS Management Plan, the WHS Steering Group agreed that the focus over the next two years should be on communicating the positive stories of heritage led regeneration in the property and raising awareness of the benefits of World Heritage status on tourism, the economy and well-being.

The Royal Institute of British Architects (RIBA) North - Hub for Liverpool Maritime Mercantile City World Heritage Site

During 2017, LCC worked in partnership with RIBA North to establish a **Hub for Liverpool Maritime Mercantile City World Heritage Site** in the new national architecture centre, which opened on Liverpool's Waterfront in 2017. At the heart of RIBA North is the City Gallery where visitors can learn more about Liverpool's past, present and future, as well as the processes involved in urban development and the evolution of the built environment. The City Gallery includes the **Digital City Model**, an interactive 3D model that tells a variety of stories about Liverpool and the surrounding area, including the World Heritage Site, the six character areas and the OUV. The Digital City Model is also an extraordinary professional tool, which can be used by developers, architects and planners to host public consultations, anticipate the impact of future development and encourage the best design approaches.

LCC is also exploring potential for other hubs within the property including St George's Hall in the William Brown Street Conservation Area situated opposite the City's main Lime Street railway station.

Seminars

Heritage, Curation and Regeneration Symposium, Merseyside Maritime Museum, June 2017

The University of Liverpool, Heseltine Institute in partnership with National Museums Liverpool and Liverpool City Council organized the first in what will be a series of symposiums on the issues surrounding heritage, regeneration and curation involving key experts and stakeholders in Liverpool and beyond. The symposium set out to address key aims and actions identified in the Management Plan, namely raising awareness of the OUV and the benefits of the WHS to the regeneration of the City and sharing good practice. The event took place in the Merseyside Maritime Museum in June 2017. Guest speakers included Duncan Wilson, Chief Executive of Historic England; Mike Robinson, Director of the Ironbridge International Institute for Cultural Heritage and David Fleming, Director National Museums Liverpool.

Engage Seminar Series

Engage Liverpool (a Charitable Incorporated Company), chaired by WHS Steering Group member Gerry Proctor, organised a high-profile and well-attended series of seminar events during the autumn. This highly successful event aimed to promote civic reflection on whether World Heritage Site status is worth fighting for, and if so, what can citizens do? With guest speakers including a UNESCO Chair and the Chief of the World Heritage Centre Europe and North America Unit and HE

the three seminars raised awareness of the complex issues and debates that surround the conservation and development of World Heritage Sites, and provided the opportunity for the public to share their ideas with national and international heritage experts and representatives from the City Council.

Mayoral Task Force

Responding to the 2017 Committee decision, the Mayor of Liverpool appointed a Task Force. This external and independent group of experts, chaired by Sir David Henshaw, are investigating and making recommendations to the Mayor on what should be done in order to persuade the Committee to retain Liverpool on the World Heritage List. The work of the Task Force will morph itself into a Trust for the WHS and the timescale for that is ongoing. The Task Force will report to the Mayor on a regular basis, advise and influence the SOCR and DSOCR documents, processes that lead to the WHC, and matters thereafter.

One of the priorities in 2017 has been to review and refresh the **Terms of Reference for the WHS Steering Group**. Civil society representation on the Steering Group is now better represented with membership from Engage Liverpool and the Merseyside Civic Society.

Design and Heritage Review Panel

To inform better quality design development within the planning process, LCC has appointed an independent **Design and Heritage Review Panel**, which has heritage expertise as part of its membership. This Panel meets at RIBA North to review appropriate major schemes of local and or national importance, including those within the World Heritage Site and its buffer zone.

In December 2016, LCC was awarded “Role Model” status in Europe’s largest sustainable Heritage project **Horizon 2020**. Liverpool is one of ten Cities to successfully bid for 10 million euros of Horizon 2020 European funding to examine how historic city centres can use heritage as a powerful engine for economic growth. The City is to receive just over 400,000 euros in the ROCK programme (Renewable Heritage in Creative and Knowledge Economies) which will be invested in a three year plan to drive community engagement linked to the city’s Mercantile World Heritage Site.

In 2017 Liverpool attended the inception meeting in Bologna. In the autumn, Liverpool hosted a site meeting with urban design/project management organisation UrbaSofia, to discuss the approach for the implementation of Liverpool’s work programme. The funding will be used to deliver a dynamic marketing programme to help increase awareness of the city’s unique heritage as well as income from Heritage-themed products at St George’s Hall and Liverpool Town Hall. The funding will also kick start pilot activity at St George’s Hall to enhance its forthcoming application to the Heritage Lottery Fund.

This 32 partner project will place Liverpool at the pinnacle of European research in sustainable heritage and will see the city participate in a best practice knowledge sharing programme including exchange visits and conferences. Receiving this funding will allow Liverpool to invest in radically improving its marketing and interpretation of the World Heritage Site and its key assets to local

people and visitors. The collaboration with partners across Europe will also provide an invaluable opportunity to learn from best practice in other role model cities such as Athens, Bologna and Lisbon.

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

The State Party has notified the World Heritage Centre of a number of developments with the potential to impact on the OUV of the property since the January 2017 State of Conservation Report was submitted. These notifications are listed in Annex A to this report. There are no additional notifications to report at the present time. Should proposals emerge during the course of the year they will be notified to the World Heritage Centre in the usual way.

ANNEX A: Paragraph 172 notifications, in 2017

122 Old Hall Street

William Jessop Way, Princes Dock

3-5 York Street

Infinity Towers (Northgate)

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

Desired State of Conservation Report for the Removal of the Property from the List of World Heritage in Danger (DSOCR) and a set of Corrective Measures.

Preamble

The following DSOCR and Corrective Measures was developed by the UK State Party in partnership with Liverpool City Council and with the advice of Historic England in response to the requests of the World Heritage Committee. It takes account of decisions taken by the Committee and is based on the approved Statement of Outstanding Universal Value (OUV) for the Property and its attributes as defined in the Management Plan (2017-2024) that was approved by the Cabinet of Liverpool City Council in 2017, namely:

- *The spirit of **innovation** illustrated by the architecture, engineering, transport, port management and labour systems created and developed in Liverpool;*
- *The tradition of **cultural exchange** exemplified by Liverpool's roles in the development of popular music and as a patron of the visual arts.*
- *The buildings and monuments, stories and records that evidence Liverpool's central role in the development of the British Empire and **global trade**.*
- *The buildings and monuments, stories and records that evidence Liverpool's central role in global **migration**.*
- *The docks, warehouses, commercial buildings, cultural buildings and dwelling houses and their relationships to each other that illustrate Liverpool's development as a **port city** of global importance.*

The Property contains **six main character areas** that help to convey the above key attributes. These are:

- *The waterfront **Pier Head** that contains the emblematic trio of buildings known as the Three Graces, and acted as the prime gateway into the city from the River Mersey;*
- *The waterfront **Albert Dock**, its linkage to a series of neighbouring docks, and a group of privately owned warehouses now successfully and sensitively refurbished to include museums and galleries;*
- *The waterfront **Stanley Dock**, including three privately owned warehouses now successfully and sensitively refurbished as a hotel, and the massive Tobacco and Southern warehouses currently in progress of conversion to adaptive re-use;*
- ***Castle Street/Dale Street Commercial Centre** - the historic 'downtown' area that contains the City's key civic and financial buildings;*

- ***William Brown Street** that contains a cluster of monumental buildings, including St George's Hall, Museum, Art Gallery, Central Library, and Lime Street Station;*
- ***Ropewalks** area that developed shortly after the opening of the Old Dock in 1715 and contains merchants' housing and warehouses close to the existing city centre and the Bluecoat, the oldest arts centre in Great Britain and the oldest surviving building in the city centre.*

The above areas – taken as a whole - are manifestations of the commercial enterprise of Liverpool as a global trading port, and the civic and cultural institutions that grew as part of this trade. They help define its physical characteristics.

State of Conservation

The **physical state of conservation is not the issue** - as this has **improved substantially** - and **systematically** - since inscription in 2004; indeed, the repair and re-use of a number of outstanding historic buildings that were previously at risk was highlighted in the Report of the Joint World Heritage Centre/ICOMOS mission (24-25 February 2015). This positive situation continues:

- The number of **Buildings at Risk** (problematic heritage buildings requiring repair and re-use) **have been reduced** to below 2.75% of building stock - far below the UK national average – an achievement made possible by prioritisation of the substantial finances for heritage managed by Liverpool City Council;
- From 2015 each development proposal that has the potential to affect the OUV of the Property is accompanied by an ICOMOS-compliant **Heritage Impact Assessment** that details the significance of the asset/s that may be affected, the nature of that impact and, where appropriate, how any harmful impacts can be mitigated. **Historic England**, as the national heritage advisory body, is **consulted on all of these proposals** and the State Party, taking into consideration the advice of Historic England, will notify the World Heritage Centre, as necessary, under the provisions of the Operational Guidelines paragraph 172.

The issue is the ascertained threat of “the proposed development of Liverpool Waters”. The State Party accepts that this scheme - if implemented in line with the illustrative masterplan that accompanied the outline planning permission granted on 18 June 2013 – would undoubtedly cause substantial harm to the Outstanding Universal Value of the World Heritage Property and would lead the World Heritage Committee to delete the Property from the World Heritage List.

Planning consent for Liverpool Waters legally lasts until 2042. However, it should be emphasized that the masterplan, which illustrated the quantum of development for which approval has been granted, is not one of the ten parameter plans that, together with the development schedule, govern the consent. As such, it carries little weight in planning terms. More importantly, Peel Holdings (the property owner that proposes the Liverpool Waters Regeneration Project) has recently confirmed to

Liverpool City Council that there is no likelihood of the scheme coming forward in this form. Instead, Peel Holdings is undertaking a comprehensive review of the scheme and is drawing up new masterplans taking full account of heritage considerations including all recorded commentary by the World Heritage Committee.

The Neighbourhood Masterplan for the first phase of the development in Princes Dock has been submitted to Liverpool City Council for consideration and Peel's consultants are now preparing plans for Central Docks guided by the Historic Urban Landscape (HUL) approach. It is expected that consultation on the plans will begin later this year.

The Central Docks neighbourhood masterplan will articulate a new layout that comprises a reduced scale of perimeter block-led development that positively responds to the established urban fabric within and around the WHS. Buildings will have a more human scale, with a gradual stepping back from the River Mersey and there will be a reduction in scale adjacent to the Dock Wall that will create a new north-south route not previously envisaged that will allow a fuller appreciation of the Dock Wall that links the Pier Head, Princes Half-Tide Dock/Waterloo Warehouse/East Waterloo Dock and Stanley Dock components of the WHS. Proposed development will be arranged with a more considered and contextual three-dimensional envelope.

The key stakeholders would welcome the advice and active involvement of the World Heritage Centre and ICOMOS as the new masterplans come forward, particularly in the context of the HUL Recommendation and subsequent guidance. In addition, it should be remembered that the plans for the implementation of the outline consent require detailed planning (Reserved Matters) consent for the layout, scale, appearance, access and landscaping of all components of the scheme. The new masterplanning work is taking account of these requirements, particularly as they relate to OUV, and reflects exactly the 2015 joint World Heritage Centre/ICOMOS mission report which states "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."

The lack of confidence by the World Heritage Committee in Liverpool's effective planning control to avoid negative impacts on the Outstanding Universal Value of the Property is a serious concern to the State Party which, while it does not believe this is the case, is committed together with other key stakeholders, to making improvements to the management and protection regime, should this prove necessary.

Detailed planning proposals that have subsequently been approved within the Princes Dock neighbourhood of Liverpool Waters have, however, not been deemed to have negatively impacted on the attributes that convey the OUV of the property by Historic England, the State Party's heritage adviser. Such proposals have been guided by the 2009 Supplementary Planning Document (to be revised in 2018), which contains detailed guidance on how development is managed to avoid harm to OUV within the World Heritage Site and its Buffer Zone. However, the World Heritage Committee considered the approval (2016) of a planning proposal for a 34-storey residential tower block on Princes Dock in the Buffer Zone unacceptable due to excessive height, albeit recognising that this

was much lower than the 2013 Outline Planning Consent. ICOMOS also found the approved student residences at Skelhorne Street, in the Buffer Zone of the Property adjacent to Lime Street railway station unacceptable. Further approvals, whilst again acceptable to the State Party's heritage adviser, Historic England, were granted in 2017. These applications were each carefully assessed through ICOMOS-compliant Heritage Impact Assessments.

Desired State of Conservation for Removal

The State Party wants to ensure that the following elements are in place so that the Committee may have the confidence to remove the site from the List of World Heritage in Danger.

- *Effective protection of the physical dimension and the characteristics of the townscape and port landscape, together with an understanding of the historic function, that is relevant to the **Outstanding Universal Value** of the Property and its Buffer Zone;*
- *Effective protection of **important views** related to the Property and its Buffer Zone;*
- *Threats to the World Heritage Property from the **Liverpool Waters** development (whether from within the Property, or its Buffer Zone) have been **reversed or mitigated** to such an extent that they no longer pose a threat to the OUV of the Property;*
- *Policy and regulatory measures in place to **regulate maximum heights and three dimensional envelope** for new developments ("Liverpool Skyline" policy to be adopted);*
- *Awareness and appreciation of Liverpool's **World Heritage status** by its citizens and visitors enhanced through the successful implementation and evaluation of a heritage interpretation and communication strategy;*
- *Awareness, by developers, planners and building professionals, of the World Heritage Property, its **Outstanding Universal Value and conservation and management requirements** under the World Heritage Convention enhanced through progressive engagement by stakeholders;*
- *Integrity of the World Heritage Property **enhanced** through the inscription of an extension to the World Heritage Property and its Buffer Zone.*

Corrective Measures and Timeframe for their Implementation

In order to achieve this Desired State of Conservation, we are taking the following corrective measures:

a) **Update of planning tool in force**, responding to the 2015 mission to “...provide comprehensive documentation concerning the management system/plan to be put in place...”: a **comprehensive updated Management Plan** was **adopted in 2017** that integrates the attributes of the World Heritage property to guide citywide policies and actions (responsive to the economics of the city-growth target of a population of 460,000 for the year 2020), and that clearly integrates the necessary public-private investments from 2018 onwards to ensure a feasible phasing of action for the World Heritage Property in particular, and the City centre and wider Liverpool regeneration in general

b) **Update of planning tool in force**, by the definition and adoption of policy and regulatory measures embodied in a **Local Plan** (link to final draft documentation pack at **Appendix A**) based on townscape characteristics, functional relationships in the port area, together with relevant important views, to ensure protection of the attributes of the World Heritage Property. UK National Planning Policy places Local Plans at the heart of the planning system. The Liverpool Local Plan, together with the Neighbourhood Masterplans being developed for Liverpool Waters, the adopted World Heritage Site Management Plan, and the Supplementary Planning Document (being updated in 2018), are the regulatory planning documents which provide: clear legal guidelines to protect the OUV of the Property, assistance for developers to design their projects accordingly based on early incorporation of proposals within a jointly-curated 3D city model produced by Liverpool City Council and their private sector partners, in particular Peel and the Royal Institute of British Architects (RIBA); and the basis for considering whether applications can be approved. Historic England is a statutory consultee. This will manage the comprehensive regeneration of the city, set the context for the World Heritage Site, and will integrate heritage conservation with the on-going socio-economic and regeneration imperative for Liverpool within the City Region;

Local Plan Position and Next Steps

As part of a staged process the Local Plan was published for six weeks public consultation under Regulation 19 of the Town and Country Planning (local Planning) (England) Regulations 2012, on January 26th 2018. The consultation closed on March 9th 2018 and City Council is currently considering the representations received in order to determine, as required under Section 20 of the Planning and Compulsory Purchase Act (2004), whether the Local Plan remains ready for submission to the Secretary of State for the Ministry of Housing, Communities and Local Government (MHCLG) for the purposes of independent examination in public.

It is expected that the Local Plan will be submitted by the end of May 2018 and that the Examination in Public period will take up to 18 months to complete. At the end of the examination period, and assuming the Local Plan is found sound, the City Council will then be

in a position to adopt the Local Plan. The potential adoption date is therefore sometime in mid- late 2019.

c) **Update of planning tool in force, following the adoption of the Local Plan**, through the revision of the **Supplementary Planning Document (SPD)** that adopts the Historic Urban Landscape approach and further strengthens the clear analysis and description of the townscape characteristics relevant to the attributes of the OUV of the Property that has been described in the **SPD Evidential Report (March 2009 – available online in 2018)**. The existing SPD will be subject to a full review and, if necessary, enhancement of the section on important views related to the Property and its Buffer Zone, as currently defined, together with a clear description of the functional relationships and public circulation in the port area (with the community of Liverpool in mind). In relation to important views the existing SPD provides a strong framework in Section 4.4, which clearly defines views to, from and within the WHS on maps and in text descriptions; Appendix 2 of the SPD also presents an analysis of significance of the key views identified. The review of the SPD will allow the provision for important views to be strengthened in the light of the attributes of OUV that have been defined in the 2017 WHS Management Plan and the potential to extend the use of digital modelling;

d) **Review the development in progress for the Princes Dock Neighbourhood** (approvals received no objections from Historic England) and, by negotiation with all parties concerned, to continue the pattern of substantially lowering the height of schemes which receive detailed permission as compared to the maximum envelope granted under the Liverpool Waters Outline Planning Consent. In accordance with the conditions of the Liverpool Waters outline planning permission the detailed Princes Dock neighbourhood masterplan has been submitted to Liverpool City Council for approval. In line with agreed working arrangements Historic England have been consulted on the document and Peel and the City Council have agreed how the plan will be refined to ensure it delivers an appropriate level of development in Princes Dock and compliments the area beyond.

e) **Develop and finalize a height (“skyline”) policy for tall buildings** within the Property and its Buffer Zone. Note: - A tall buildings policy has been included in the submission draft of the Liverpool Local Plan. The Local Plan, approved by Cabinet and Council on 19th and 24th January 2018 respectively, was published for pre-submission consultation for a period of 6 weeks. After this consultation it is expected that it will be submitted to the Secretary of State for Housing, Communities and Local Government for the purposes of an independent public examination in mid-2018. After the examination, the City Council would hope to adopt the Plan towards the end of 2018/or early 2019.

f) Responding to the 2015 mission report recommendation 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 **Neighbourhood Masterplans** for Central Docks and for Northern Docks and their respective surroundings will be reviewed and finalized, in accordance with the terms of the outline permission in close consultation and collaboration with the national statutory heritage advisor Historic England and be guided by the core principle of the DSOCR to ensure that the architectural and town-planning coherence and the conditions of authenticity and integrity of the World Heritage Property are sustained.

As noted above the advice of the World Heritage Centre and ICOMOS will also be sought. The updated Supplementary Planning Document referred to in section (c) above will support this approach to masterplanning, particularly in relation to key views relating to the WHS and will form the basis for the protection of those views. This piece of work has commenced and is expected to lead to formal consultations with statutory and non-statutory consultees and all other parties with a potential interest in the outcome, including the World Heritage Centre and ICOMOS, in late 2018 prior to its formal adoption by the City Council in June 2019.

The detailed plans will integrate all the different dock areas of the property into one continuous historic urban landscape, maintaining the existing horizontal layering of the city profile, expressed as a three-tiered urban structure, and the important views from the northern and central docks back to the Three Graces and the strategic views of the city from the opposite side of the River Mersey. The plans will also provide detailed content on: the general disposition of buildings in each neighbourhood and plan for a general reduction in the height and urban density from the maximum indicated in the outline permission, in order to attain a more sustainable and deliverable development that will re-vitalise the City for the well-being of the community and its visitors alike; the rationale for the height limitation of buildings by relating to, and being guided by, specific buildings in the World Heritage Property (some individual buildings might break height threshold but will nonetheless reflect historic elements); and how the morphology and functional hierarchy expressed by the port circulation system is maintained. To demonstrate the very real progress that is being made to realize this desired state of conservation, the emerging Central Docks neighbourhood plan has initiated a fresh approach, which utilizes OUV as a driver for place making. This progress has been achieved by local and national public sector organisations working in close partnership with the private developer and evidence of all parties’ desire to follow the principles of Historic Urban Landscape Recommendation in planning for the site.

Key protected views are being maintained and enhanced and a legible pattern of historic streets is being established reflecting historical characteristics. This is work in progress and we invite the active participation of the World Heritage Centre and ICOMOS in the masterplanning process to assist us in reaching the desired state of conservation that is set

out here.

h) **Implement the new complementary framework** within the WHS Buffer Zone of the “Ten Streets” proposals area of the City (south of the Stanley Dock complex comprising the remnants of historic warehousing that have been redundant for decades). The City Council has produced a “Ten Streets” Spatial Regeneration Framework (SRF). A draft SRF was consulted on in autumn 2017 with the final document due to be considered for adoption as an SPD by the City Council’s Cabinet in February 2018. This articulates a shared vision for the area, provides an overarching context for regeneration, establishes principles for development, and a focus for investment and regeneration. Celebrating heritage is one of the ten ‘big ideas’ that are fundamental to the SRF and support the vision and conservation and refurbishment of all the area’s listed and important heritage buildings, starting with Liverpool’s largest listed structure – the Tobacco Warehouse at Stanley Dock.

i) **Strengthen the management system for the Property, and the consistency of approach in managing the development process**, through an integrated multi-stakeholder approach, including consideration of the **creation of a Liverpool World Heritage Trust (LWHT)**, a new partnership under an agreed mandate on behalf of the wider stakeholder interest including: the UK Government Department for Digital, Culture, Media and Sport; Historic England; ICOMOS UK; Liverpool City Council; property owners; developer interests; Merseyside Civic Society and ‘Engage Liverpool’. LWHT is designed to embrace the comprehensive interests of Liverpool not only in the management of the Property but for the benefit of the City’s wider historic environment. Note: - The Terms of Reference for the WHS Steering Group were reviewed and refreshed in 2017 and are included in the WHS Management Plan adopted in April 2017. An independent Design and Heritage Review Panel has also been set up in 2017 which considers appropriate major schemes of local and or national importance including those within the World Heritage Site and its Buffer Zone.

j) Develop and implement a **World Heritage interpretation and communication strategy** aimed at the community of Liverpool, and its visitors, and an awareness-raising programme aimed at developers and building professionals, of the World Heritage Property, its **Outstanding Universal Value and conservation and management requirements** under the World Heritage Convention. Note: - The City Council in partnership with Royal Institute of British Architects (RIBA) North has established a **Hub for Liverpool Maritime Mercantile City World Heritage Site** in the City Gallery of the new national architecture centre, which opened on Liverpool’s Waterfront in 2017. The **Digital City Model** in the City Gallery provides accessible information on the WHS and its OUV to a wide range of audiences and can be used as a planning and development tool with developers and buildings professionals;

k) Review the Property boundaries and Buffer Zone, and consider an enhancement of its integrity by an **extension of Liverpool Maritime Mercantile City World Heritage Site** to better

reflect her maritime and mercantile pre-eminence as the greatest Western European seaport, from the early eighteenth to the mid -twentieth centuries.

Timeframe

a)	Implementation of the comprehensive updated Management Plan	2018 (ongoing)
b)	Approval of Local Plan	May 2018 and mid 2019
c)	Revised Supplementary Planning Document	June 2019
d)	Princes Dock development amendments	June 2018/ongoing
e)	Develop and finalize a height (“skyline”) policy for tall buildings	April 2019
f)	Review and approval of neighbourhood plans	2018 (ongoing)
g)	Implement the new complementary framework	2018 (ongoing)
h)	Creation of a Liverpool World Heritage Trust	December 2018
i)	World Heritage interpretation and communication strategy	June 2018
j)	Extension of Liverpool Maritime Mercantile City	2025

Desired State Indicators

The following Desired State Indicators have been developed specifically for the DSOCR and respond to its Corrective Measures. In the case of Liverpool, it is fundamental to understand that the indicators are not measures of the restoration of the attributes that convey the OUV of the Property. The indicators are measures that monitor progress towards the elimination of a major perceived development threat, and of the strengthening of the Property’s overall effective protection and management and consequently the strengthening of OUV as a whole. Such Desired State Indicators augment existing indicators implemented since inscription to monitor the condition of the OUV of the Property.

Corrective Measure	Indicator for removal of the Property from the List in Danger	Rationale	Method of Verification
a)	Adoption of an approved updated Management Plan	Update of planning tool in force	Date approved.
b)	Adoption of Local Plan	Update of planning tool in force	Date approved
c)	Supplementary Planning	Update of planning	Date approved

	Document	tool in force	
d)	Adoption of Neighbourhood Masterplan for Princes Dock	Update of planning tool in force	Date approved
e)	Height policy for the WHS and its Buffer Zone	Update of planning tool in force	Date of an approved tall buildings policy adopted in Local Plan
f)	Adoption of Neighbourhood Masterplans for Central Docks and Northern Docks	Update of planning tool in force	Date approved
g)	Spatial Regeneration Framework for "Ten Streets"	Update of planning tool in force	Date approved; Date implemented
h)	Creation of a Liverpool World Heritage Trust	Strengthened, independent management of the WHS and its Buffer Zone	Date implemented
i)	World Heritage Interpretation and Communication Strategy, and an awareness-raising programme	Enhanced awareness and understanding of World Heritage values	Dates implemented
j)	Extension of the WHS and its Buffer Zone	Enhanced integrity and authenticity	Date of nomination, date of inscription

Appendix A

Links to Liverpool City Council Local Plan Final Draft – January 2018:

1. Link to the Submission Draft Local Plan document only
<http://consult.liverpool.gov.uk/file/4855757>
2. Link to the Policies Map – City Centre Inset <http://consult.liverpool.gov.uk/file/4852923> - shows whole of the WHS and most of the Buffer
3. Link to Policies Map – rest of Liverpool <http://consult.liverpool.gov.uk/file/4852923> - note a small part of the Buffer Zone is shown on this map
4. Link to the current World Heritage Site Supplementary Planning Document
<http://liverpool.gov.uk/council/strategies-plans-and-policies/environment-and-planning/plan-making-in-liverpool/current-local-plan-documents/world-heritage-site-spd/>