

# ***Liverpool - Maritime Mercantile City World Heritage Site***

## **Supplementary Planning Document**

### **Public Consultation Summary**

#### **Introduction**

The overarching aim of this SPD is to “provide a framework for protecting *and enhancing the outstanding universal value of Liverpool – Maritime Mercantile City World Heritage Site, whilst encouraging investment and development which secures a healthy economy and supports regeneration.*”

Liverpool has one of the longest and most recognisable waterfronts of any city in the United Kingdom and it has “the largest and most complete system of historic docks anywhere in the world.” Its remarkable history as an international seaport and its outstanding historic environment make it more than just another provincial English city. Indeed, the cultural heritage of Liverpool’s World Heritage Site is of *outstanding universal value* to the international community.

Liverpool is witnessing a remarkable period of regeneration, as it seeks to grow, evolve and to find sustainable uses for its redundant historic docklands and the historic buildings that make such a positive contribution to its urban landscape. Liverpool City Council and its partners are committed to achieving a sensible balance between growth and conservation in this living working city. This SPD aims to provide guidance which will harmonise differing priorities for regeneration and conservation. It is a response to the changing demands of the port and the city, as Liverpool finds a new role in the 21<sup>st</sup> century, building upon its unique spirit of place. Enhancing Liverpool’s spirit of place is central to maintaining its distinctiveness, encouraging investment and development

The Supplementary Planning Document (SPD) has been prepared to guide development, conservation and investment in the *Liverpool - Maritime Mercantile City World Heritage Site (WHS)* and its Buffer Zone with the aim of protecting the WHS’s Outstanding Universal Value whilst ensuring that it continues to play a leading role in the sustained regeneration of the City and the wider sub-region. Under the terms of planning legislation, the role of a SPD is to supplement and elaborate on existing adopted or saved planning policies, rather than to create new planning policy.

The draft SPD has been prepared by Liverpool City Council for consultation purposes. Its contents have been informed by a range of background documents, including the Liverpool WHS Nomination Document, the Liverpool WHS Management Plan and an Evidential Report.

*Liverpool - Maritime Mercantile City World Heritage Site*

A cultural World Heritage Site (WHS) is a monument, group of buildings or site which is of *outstanding universal value* to the international community. A defined area of Liverpool was inscribed onto the World Heritage list of the United Nations Educational and Scientific Organisation (UNESCO) by its World Heritage Committee in 2004 as “the supreme example of a commercial port at the time of Britain’s greatest global influence.”

The World Heritage Committee considers that *Liverpool Maritime Mercantile City* - World Heritage Site has *outstanding universal value* primarily because:

- Liverpool played a leading role in the development of dock construction, port management and international trading systems in the 18<sup>th</sup> and 19<sup>th</sup> centuries
- The buildings and structures of the port and the city are an exceptional testimony to mercantile culture
- Liverpool played a major role in influencing globally significant demographic changes in the 18<sup>th</sup> and 19<sup>th</sup> centuries, through a) its involvement in the Trans-Atlantic Slave Trade and b) its involvement as the leading port of mass European emigration to the New World

The WHS embodies the civic, mercantile and maritime history of Liverpool and encompasses the historic core of the city centre and areas of the former docks. The WHS has six areas of distinct townscape character which reflect surviving variations in character and different patterns of historic growth.

- *Character Area 1 - The Pier Head* is an early 20<sup>th</sup> century designed area centred around three monumental commercial buildings that define Liverpool’s waterfront.
- *Character Area 2 - Albert Dock and Wapping Dock*. This area retains its mid 19<sup>th</sup> century docks as well as many of its warehouses, water spaces and associated buildings.
- *Character Area 3 - Stanley Dock Conservation Area* covers the northern docks including West Waterloo Dock, Stanley Dock and the surviving Dock Wall.
- *Character Area 4 - Castle Street / Dale Street / Old Hall Street Commercial Area* covers the historic mercantile, commercial and civic centre of Liverpool and is focussed on Dale Street and Victoria Street.
- *Character Area 5 - William Brown Street Cultural Quarter* encompasses the historic cultural heart of the City and includes the magnificent St George’s Hall and Liverpool museum complex;
- *Character Area 6 - Lower Duke Street* forms part of the Rope Walks Area. This area represents an unusual survival of an area of 18<sup>th</sup> and 19<sup>th</sup> trading townscape relating to the docks. Its planning issues are addressed by a separate SPD.

The inscription of the WHS should not prevent the city of Liverpool from developing but it will ensure that the conservation and enhancement of the historic environment, that is of outstanding universal value, is fully considered in all decision-making that affects its future. The inscription is a great honour and a source of great pride and itself can be used as a driver of investment, regeneration and tourism.

UNESCO actively monitors WHSs to ensure they are being managed appropriately and are not being put in danger. In October 2006, UNESCO and the International Council on Monuments and Sites (ICOMOS) undertook a State of Conservation Mission to Liverpool on the instruction of UNESCO's World Heritage Committee. The mission looked at the conservation of the WHS in its widest context, with special instructions to assess the impact of particular development proposals on the WHS.

The Mission concluded that the outstanding universal value of the site was not at the time under threat, but a key outcome of the mission was that the management of new developments in the WHS should be improved by producing planning and design guidance for development throughout the Site. This SPD is a response by LCC, the UK Government and its partners to this finding. It has been produced on behalf of Liverpool City Council by Atkins Heritage, guided by officers of the City Council, North West Development Agency, English Heritage, Government Office North West, Commission for Architecture and the Built Environment and Liverpool Vision.

## **Summary of the SPD**

**1.0 Introduction:** This section outlines the background to the SPD and highlights its primary aims and objectives

**2.0 Relationship to Current Planning Policy Framework:** This section outlines how this SPD relates to the existing planning policy framework

**3.0 Overview of the WHS and Buffer Zone:** This section provides a brief narrative description of the WHS

**4.0 General Guidance:** This section provides guidance on a number of issues that are relevant to the entirety of the WHS and its Buffer Zone.

**5.0 WHS-Wide Guidance:** The guidance in this section addresses a number of issues and will need to be considered by all developments, schemes and applications that lie wholly or partially within the WHS.

**6.0 WHS Character Area Guidance:** This section provides specific guidance on a range of issues for 5 of the 6 character areas in the WHS. The sixth (Lower Duke Street Area) is covered by the existing and adopted Ropewalks SPD.

**7.0 Implementation and Monitoring:** This provides guidance on how the Council will implement the SPD, what is expected of applicants bringing forward proposals in the WHS and Buffer Zone and how the Council will monitor the effectiveness of the SPD over time.

## **Summary of the Guidance**

### **1. General Guidance for development in the WHS and Buffer Zone**

#### **1.1 General Design Guidance**

1.1.1 Applicants for development will need to assess the impact of their proposals on the OUV of the WHS and undertake analysis and assessment to clearly demonstrate that they understand the characteristics of their site and its

setting and that the design of their development has responded to the characteristics of the locality in which it is situated in terms of its materials, layout, mass, relationship to the street, architectural detail and height

- 1.1.2 All developments in the Buffer Zone, whether in an area of surviving historic character or not, will need to respond to and reflect the characteristics of the area around them. The design and scale of developments will need to respond to, and respect, their context proportionately to their potential impact on the setting of a conservation area and the WHS.
- 1.1.3 New developments in the WHS need to achieve high standards in terms of the design, materials, overall architectural quality and, ideally, innovation.
- 1.1.4 The architectural quality of a proposal within the WHS and Buffer Zone must be of the highest quality of contemporary design but respect and respond to its highly sensitive and important historic context.
- 1.1.5 Given the need to maintain the character of the city centre and to create an integrated public realm across the area, the City Council expects applicants to respect the principles and guidance contained in its revised *Public Realm Implementation Framework (2009)*.

## **1.2 Views to, from and within the WHS**

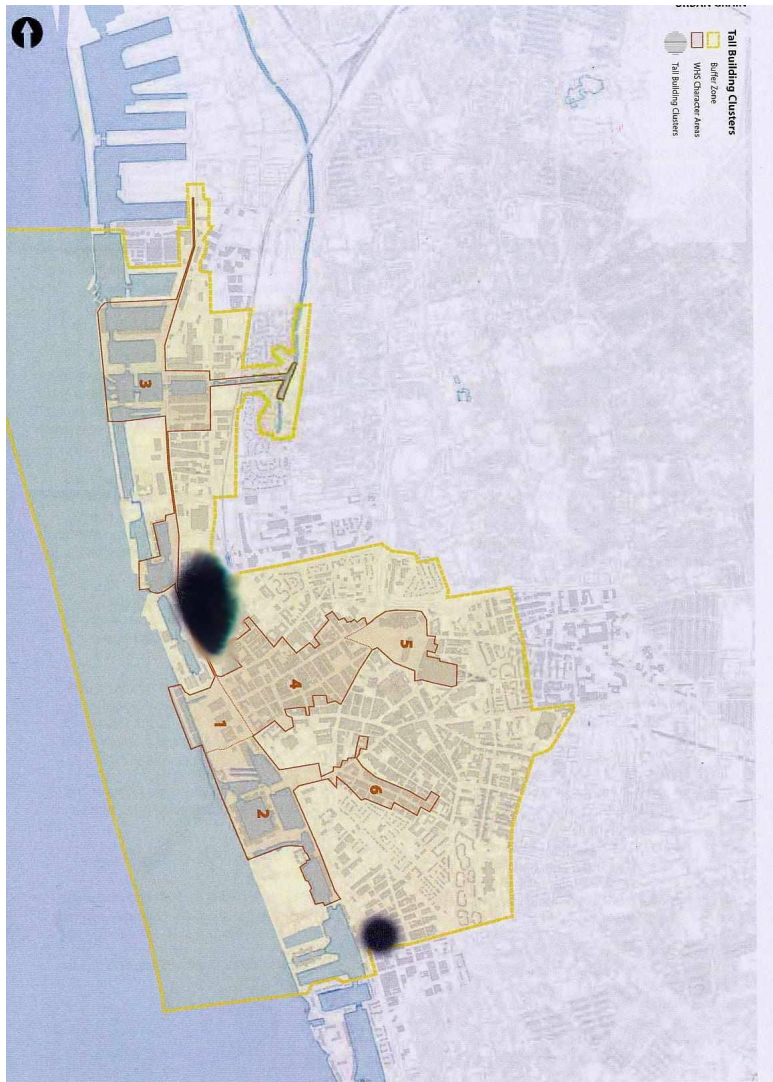
- 1.2.1 It is important that new development is brought forward in a manner that respects the network of views to, from and within the WHS.
- 1.2.2 The council expects applications to clearly demonstrate in their Design and Access statements how they have addressed potential impacts on agreed views and the Council will require applicants to provide accurate visual representations showing the effect of the development on the agreed views where it considers that this is necessary to assess the scale of potential change.
- 1.2.3 Whilst the Council accepts that all developments have some impact upon views, the council expects applications not to have a significant adverse impact on the key views to, from and within the WHS.

## **1.3 Riverside Development**

- 1.3.1 It will be important to deliver riverside development within the Buffer Zone in a manner that respects the following particular features:
  - The importance of views of the Pier Head buildings as the focal point for Liverpool's and the WHS'S river frontage
  - The varied skyline of city centre in particular views to the cathedrals, the ridge and other landmark buildings

## 1.4 Tall Buildings

- 1.4.1 There will be a strong presumption against bringing forward high-rise developments **within** the World Heritage Site, as they are considered to be out of context with its prevailing character.
- 1.4.2 The following locations for clusters of high-rise buildings in the Buffer Zone have been identified:



- The Commercial District, centred on the Old Hall Street/Tithebarn Street/Pall Mall area, but is not rigidly limited to these streets.
- The Southern Gateway, around the junction of Parliament Street / Chaloner Street, although this group should be visually and numerically subservient to the Commercial District cluster.

## 1.5 Dock Water Spaces

- 1.5.1 It is essential that the fundamental integrity of the docks as open water-spaces is retained. Although the docks in the WHS have passed their

economic life as operational commercial docks, new forms of active and transitory uses continue to be appropriate for these spaces.

- 1.5.2 The surviving areas of docks in the WHS and Buffer Zone, including historic dock retaining walls, quaysides, artefacts and their water spaces should be conserved, retained and enhanced. Existing water-spaces within the docks that survive should not be infilled further. Proposals to reduce the depth of water through partial infilling will be resisted.
- 1.5.3 Proposals to occupy the waterscapes with non-permanent construction may be acceptable where such construction would not dominate a water-space by virtue of its coverage and where the water-space would remain the dominant characteristic element. Proposals should improve public access to the existing water-space or surrounding quaysides and should encourage the leisure and recreational use of water spaces. Developments should be complementary to the existing developments and uses on surrounding quaysides and should facilitate the re-use or redevelopment of redundant quaysides. The council's aspiration is to create vibrant, active and public water spaces that retain long-term flexibility of use.

## **2. Guidance specific to the WHS**

### **2.1 Building Heights in the WHS**

2.1.1 New developments should reflect local variations in building heights and ensure that they do not dominate areas by virtue of their height. New buildings should not generally exceed the height of the tallest building in the immediate vicinity of the street(s) that they address.

2.1.2 Where new development is proposed adjacent to or with a close visual relationship to listed buildings, individual attention will need to be paid to the potential impact of the new development, in terms of its height and other factors, on the setting of those listed buildings.

### **2.2 Replacement of existing buildings**

2.2.1 Liverpool City Council welcomes a co-operative working relationship with developers and their agents in reaching consensus on development proposals and site specific solutions which bring investment to the WHS whilst preserving its outstanding universal value. The City Council is pro-active in encouraging discussions at pre-application stage with developers, consultant teams, planners, surveyors, heritage experts and other agencies to reach informal agreement on design and conservation issues, well in advance of submitting an application.

2.2.2 The Council will generally encourage redevelopment proposals for buildings and sites that have a negative impact on the character of the WHS where redevelopment proposals for those buildings would result in an enhancement of the

character of the WHS. The council will generally resist applications for the demolition of other buildings.

### **2.3 Re-use of Historic Buildings**

2.3.1 The council is committed to ensuring that unlisted historic buildings in the WHS are wherever possible retained and re-used.

2.3.2 The Council will generally support proposals to deliver viable long-term uses for historic buildings (whether listed or not) in the WHS

2.3.3 In cases regarding listed buildings or larger / more complex historic buildings the Council will generally require applications to be accompanied by a Conservation Statement or Conservation Management Plan.

### **2.4 Historic Buildings at Risk**

2.4.1 The Council wishes to see historic buildings at risk bought back into appropriate uses. It will work closely with owners and occupiers of the buildings to identify ways forward for the buildings, but where this does not lead to the resolution of issues the Council is prepared to use the full range of powers at its disposal e.g. Compulsory Purchase and Urgent Works Notices, to secure a long-term future for these buildings and to ensure their satisfactory repair.

### **2.5 Roofscapes and Attic Extensions**

#### ***Alterations / additions to existing buildings***

2.5.1 Generally the council would only consider proposals for significant alterations to the roof-scape of historic buildings where it can clearly be demonstrated that there is no suitable alternative approach to delivering an economically viable use for the building and that the development would:

- not require the loss of significant elements of the building's historic fabric
- not visually dominate the main façades of the building
- not be visually intrusive in views along the streets on which it is sited
- not have a significant impact on the character of the townscape
- be in keeping with the pattern of window, string course and parapet alignments along streets

### **2.6 Archaeology**

2.6.1 The Council considers that the entirety of the WHS is an area of suspected archaeological importance under the terms of UDP policy HD17. All developments in the WHS will therefore need to ensure the preservation in-

situ of important archaeological remains and/or undertake detailed archaeological evaluation, excavation, recording analysis and interpretation.

## **2.7 Conservation Works**

2.7.1 The council wishes to encourage the very highest standards of building conservation and repair work in the WHS.

## **3. Guidance specific to the 6 character Areas within the WHS**

### **Character Area 1 - The Pier Head**

#### ***Vision for the area***

*The opening of the new Museum of Liverpool, ferry terminal and canal link and the completion of the Mann Island developments and public realm scheme will bring new life and a sense of activity to the Pier Head that will ensure its continued role as the centrepiece of Liverpool's and the World Heritage Site's waterfront.*

*The monumental buildings on the Pier Head will remain the iconic representation of World Heritage Site and a focal point for visitors to the City. These buildings and the surrounding public realm will be maintained to the highest standards.*

*Development in the surrounding areas will respect the visual dominance of the Pier Head group and will not overawe this critically important group of buildings.*

#### ***Development opportunities***

There are no further locations within Character Area 1 that present opportunities for significant development. The development opportunities within the Buffer Zone around the Pier Head include: to the North, the completion of Princes Dock Development (most significantly Plot 7); to the North East, the development of under-used land north of Fazakerly Street and; to the South East, the redevelopment of offices and surface car parks South East of the junction of James Street and The Strand.

### **Character Area 2 - Albert Dock Conservation Area**

#### ***Vision for the area***

*The area will remain a major tourism, retail and cultural destination for the city centre. It will benefit from links with Liverpool One and the new Kings Dock Waterfront. A Conservation Management Plan will be agreed between all stakeholders to ensure that The Albert Dock complex is maintained to a high standard that befits its listed status and importance to the World Heritage Site. The docks will be conserved and the water-spaces revitalized by a new management regime. The surrounding public realm will be enhanced and will provide a suitable setting for the docks and buildings.*



### ***Development opportunities***

It may be appropriate to bring forward certain forms of development within the water spaces. Given the historic sensitivity and outstanding townscape quality of the area any such developments would need to be of the highest quality to be acceptable in this character area. They would also need to complement adjacent land uses. The development opportunities within the Buffer Zone around the Albert Dock Area include: the completion of the Kings Waterfront; the regeneration of the Baltic Triangle and; the Southern Gateway Tall Buildings cluster.

### **Character Area 3 – Stanley Dock Conservation Area**

#### ***Vision for the area***

*The Stanley Dock complex will be revitalised in the short-term by a mixed-use scheme that will bring new life into the area and through the implementation of a Conservation Management Plan will also ensure the long-term conservation of the key historic buildings in the complex. (The implementation of the planning application approved in 2008 will be crucial in achieving this part of the Vision for the area.)*

*Over the longer term, the currently redundant Central Docks (Princes Half-tide Dock to Bramley Moore Dock) will be subject to major mixed-use development in accordance with an agreed master plan. The development will reflect the scale and form of the dockland landscape and retain historic fabric, structures and features.*

*The Princes Dock redevelopment programme will be completed with significant townscape character benefits for the WHS and wider cityscape.*

*The implementation of the above schemes will deliver a new waterfront for Liverpool that reflects its world status. They will provide a fully integrated and accessible river frontage that in design terms forms a harmonious whole.*

*The Dock Wall should, wherever possible, be retained and preserved in its entirety.*

#### ***Development opportunities***

Area 3 and its surrounding Buffer Zone have significant development opportunity sites. Some of the development opportunities are within the WHS, some are in the Buffer Zone and some sites straddle the boundary of the WHS and the Buffer Zone:

1. *Stanley Dock* - Any development proposals for the complex must respect its integrity and historical authenticity. The designs and proposals should be of the highest standard and seek to retain the fabric and character of the principal buildings and structures. The proposals should respect the site's waterfront setting and unique townscape of the complex.

2. *Dublin Street/Saltney Street*

### 3. Land Parcels East of Stanley Dock

4. *Central Docks Site (Liverpool Waters)* - Prior to detailed development proposals being bought forward, a detailed master plan should be prepared for this area, to be commissioned by the owners/developers but produced in close consultation with the City Council and other stakeholders. This should be supported by a full Conservation Management Plan for the whole area to identify the key characteristics and significances of the area and to provide guidance on parameters for redevelopment. The Conservation Management Plan can then be used to inform the master plan and detailed development proposals.

### 5. Land East of Regent Road/Waterloo Road

## **2.8 Character Area 4 – Castle Street / Dale Street / Old Commercial Street / Commercial Centre**

### ***Vision for the area***

*The area will remain at the heart of the City and its on-going regeneration will bring vibrant mixed-use developments into the area. Historic buildings will be subject to sympathetic restoration and refurbishment to ensure that they continue to meet economic needs whilst ensuring the conservation of the WHS's Outstanding Universal Value. Inappropriate buildings and currently undeveloped sites will, through time, be subject to high quality redevelopment that supports the regeneration of the area whilst complimenting its rich and diverse historic character. All of this will be underpinned by the implementation of a high quality public realm that befits the international status of the City.*

### ***Development opportunities***

The significant development opportunities in and around Character Area 4 include:

#### a) Vacant sites:

- West Moorfields
- Chapel Street / Rumford Street
- Dale Street/ Hatton Garden
- Car Park at rear of Municipal Buildings
- Preston Street/Manchester Street
- The site of the former Jamaica House on the corner of Dale Street and Vernon Street.

b) The redevelopment of buildings which detracted from the character of its historic urban landscape:

- Kingsway House on Hatton Garden
- HSBC Bank at the west end of Dale Street
- 127 Dale Street
- Tinlings Building at Victoria Street/Crosshall Street
- State House at Dale Street/North John Street.
- Tithebarn House, Tithe Barn Street/Bixteth Street
- No 1 Old Hall Street

c) The restoration and conversion of Buildings At Risk:

- The terrace of early 19<sup>th</sup> century buildings on the corner of Cheapside and Dale Street, which have recently been listed at Grade II. These are owned by the City Council but are vacant and in very poor condition. These buildings represent an unusual survival of relatively small-scale 19<sup>th</sup> century shops within the city centre.
- The former Bridewell on Cheapside, an adjacent vacant listed building
- The Royal Insurance Building at Dale Street/North John Street and
- The Fruit Exchange on Victoria Street

d) Sites in the Buffer Zone:

- Various sites along Pall Mall, mostly along the West side
- The office buildings and car parks at James Street/ The Strand.

**Character Area 5 - William Brown Street Cultural Quarter**

*Vision for the area*

*This area will remain the cultural centre for the City and will act as a major high quality gateway for visitors. The principal historic buildings, sculptures and spaces will be maintained to the highest standards to ensure their long-term conservation and continued use. Lime Street station will be upgraded and the public realm around the terminus will be substantially redeveloped and enhanced. If the opportunity arises, traffic infrastructure in the area will be lessened and the existing flyovers removed.*

***Development opportunities***

The flyover along the northwest side of the Character Area detracts from the character of the WHS. Opportunities to remove this feature should be exploited over the longer term.

Lime Street Station and Gateway plaza -in progress

## Buffer Zone

The significant development opportunities in the Buffer Zone around Character Area 4 include:

- Redevelopment/re-elevating St John's Shopping Centre to present enclosing and active frontages to Lime Street and St John's Lane, whilst improving connectivity to the WHS.
- The redevelopment and restoration of the block between Lime Street and Bolton Street.
- The development of the remaining part of the site at Skelhorne Street and Bolton Street

### **Character Area 6 Lower Duke Street**

Covered by the RopeWalks SPD (adopted December 2005)

The formal consultation period for the SPD is 2<sup>nd</sup> March-14<sup>th</sup> April 2009

A questionnaire will be distributed with copies of the SPD and available online during the consultation period at [www.liverpool.gov.uk](http://www.liverpool.gov.uk)

All comments on this draft should be submitted by 5.00pm 14<sup>th</sup> April 2009.

Comments can be sent by post, fax or email to the following address: Mr John Hinchliffe, World Heritage Site Officer, Liverpool City Council, Municipal Buildings, Dale Street, Liverpool L2 2DH or 0151 233 4290 (Fax) or [john.hinchliffe@liverpool.gov.uk](mailto:john.hinchliffe@liverpool.gov.uk)



**The City of Liverpool**