

# *Part 5: 'Future for the WHS' and Management Objectives*



*"Perspective View Scheme for Inspiring River Front of Liverpool" Harold Chalton Bradshaw c. 1913 © Professor A. Bradshaw*

*Quentin Hughes - Liverpool City of Architecture 1999*

*"No one knows what the future holds, but the past is still there in Liverpool, a splendid panorama from many generations which is a rich heritage well worth caring for and, indeed, boasting about."*

# *Part 5: ‘The Future for the World Heritage Site’ and Management Objectives*

- 5.1 INTRODUCTION*
- 5.2 ‘THE FUTURE FOR THE WORLD HERITAGE SITE’*
- 5.3 MANAGEMENT OF THE SITE*
- 5.4 REGENERATION*
- 5.5 BUILT HERITAGE CONSERVATION*
- 5.6 TOWNSCAPE / PUBLIC REALM*
- 5.7 NEW DEVELOPMENT*
- 5.8 TRANSPORTATION*
- 5.9 ARCHAEOLOGY*
- 5.10 UNDERSTANDING THE SITE*
- 5.11 CULTURE AND INTANGIBLE HERITAGE*
- 5.12 EDUCATION AND INTERPRETATION*
- 5.13 VISITOR MANAGEMENT AND TOURISM*
- 5.14 SETTING OF THE SITE*
- 5.15 NATURAL ENVIRONMENT*



## *Part 5: 'The Future for the WHS' and Management Objectives*

### *5.1 INTRODUCTION*

- 5.1.1 This section outlines an agreed 'Future for the WHS' that seeks to ensure the outstanding universal value of the site is conserved and transmitted to future generations, whilst supporting and enhancing Liverpool's ongoing sustainable regeneration. This is supported by 50 Management Objectives aimed at guiding the future management of the Site and addressing the issues outlined in Part 4.0 of the Management Plan.
- 5.1.2 The Objectives are structured thematically, in the same order as the issues in Part 4. Each Objective is supported by explanatory text and / or recommended actions. These are then carried forward into the Action Plan (Section 6.0).

### *5.2 'THE FUTURE FOR THE WORLD HERITAGE SITE'*

5.2.1 The *Liverpool - Maritime Mercantile City* World Heritage Site will be managed as an exemplary demonstration of sustainable development and heritage-led regeneration which aims to:

- ◆ Forge an identity for Liverpool as a thriving, historic city of international significance
- ◆ Make the Liverpool city centre a more attractive place for people to live, work, shop and visit
- ◆ Foster pride, awareness and understanding of Liverpool's cultural distinctiveness and diversity
- ◆ Promote Liverpool's heritage as a driver for sustainable development
- ◆ Engage the residents of Liverpool in helping to sustain its significances
- ◆ Integrate world heritage matters into educational programmes within Liverpool

Delivering this Vision will involve drawing together all the key players involved in Liverpool's World Heritage Site to allow them to work in partnership to unlock the heritage potential of the Site and maintain a high-quality historic environment. The mechanism for delivering this Vision will be the Management Plan, which is based on the principles of:

- ◆ Defining, conserving and protecting the Site's outstanding universal value and significances
- ◆ Protecting, conserving and enhancing Liverpool's historic buildings and townscape
- ◆ Encouraging the continued use of historic buildings for their original purpose, wherever possible

- ◆ Promoting sustainable new development and re-use of Liverpool's historic buildings and water-spaces, where the original use is no longer viable
- ◆ Developing and maintaining a high-quality public realm
- ◆ Ensuring sustainable access to the Site for all
- ◆ Continuing Liverpool's distinctive cultural life and identity
- ◆ Fostering national and local partnerships and facilitating social inclusion
- ◆ Promoting knowledge of the site and its significances to a local and global audience.

As a result, Liverpool's next generation will be endowed with a heritage legacy of global significance woven into the heart of a vibrant city. Liverpool will be universally recognised as a city of international standing for both its unique contribution to world history and the outstanding quality of life it affords residents and visitors.

### *THE FUTURE FOR THE WORLD HERITAGE SITE*



## **5.3 MANAGEMENT OF THE SITE**

**Objective 1.1:** Ensure that the management of the Site and its Buffer Zone defines, protects, conserves and enhances its significance.

- 5.3.1 This broad overarching objective seeks to ensure that all management actions and change within the site and its Buffer Zone sustain the outstanding universal value. Any proposals for change or actions that do not accord with this broad principle would be contrary to the basic guiding principles of WHS management. For this policy to be effective then the significance of the Site must be clearly defined and stated, for the purposes of the future management of the Site the Nomination Document and Part 3 of this document supply that definition.

**Objective 1.2:** Ensure that all stakeholders are aware of the significance of the Site and the Management Plan objectives

- 5.3.2 For management to be effective, all stakeholders must be aware of the existence and significance of the resource and the principles guiding the future management of that resource. Access to the Management Plan and Nomination Document should be made freely available to all those living within, owning, managing or with an interest in the Site. The existence of the Site and its significance must be widely promoted. This Consultation Draft of the Management Plan should be widely distributed by a variety of means to ensure that all stakeholders are aware of the Management Plan process. Where possible, all stakeholders should play an active and guiding role in the management of the Site.

**Objective 1.3:** Support the Management Plan as a central and critical consideration for all decisions, plans and policies relating to the WHS and Buffer Zone.

- 5.3.3 The Management Plan forms part of a suite of plans and documents that make up a strategic framework for the future management of the Site and its environs, this framework is listed in section 1.6.2.
- 5.3.4 For all decisions that relate to the WHS and Buffer Zone the Management Plan must be a central and critical consideration to ensure that the agreed Vision and Objectives are implemented. The Management Plan should therefore be supported by all the agencies represented by the Steering Group. In addition, Supplementary Planning Guidance based on the Management Plan should be developed as this would give it greater statutory weight in the planning system.

**Objective 1.4:** Ensure that change within the Site and its environs is managed and implemented in a manner that respects the agreed 'Future for the WHS' and Management Objectives and is in accordance with internationally established conservation principles and national and local conservation standards and best practice.

5.3.5 Objective 1.3 will go a long way to achieving this objective. However, there is a need for all agencies and bodies involved in producing plans, documents or strategies relevant to the site, including Masterplans and Conservation Plans, to take into account the Management Plan internationally established conservation principles and national and local conservation standards and best practice. These include:

- ◆ UNESCO 1972 Convention concerning the protection of the World Cultural and Natural Heritage
- ◆ UNESCO 1994 Nara Document on Authenticity
- ◆ UNESCO 1999 Operational Guidelines for the Implementation of the World Heritage Convention
- ◆ Australia ICOMOS 1999 Burra Charter,
- ◆ Feilden, B and Jokilehto, J 1998 Management Guidelines for World Cultural Heritage Sites. ICCROM, UNESCO and ICOMOS
- ◆ ICOMOS 1964 The Venice Charter: International Charter for the Conservation and Restoration of Monuments and Sites
- ◆ ICOMOS 1972 Resolutions of the Symposium on the Introduction of Contemporary Architecture into Ancient Groups of Buildings
- ◆ ICOMOS 1987 Charter on the Conservation of Historic Towns and Urban Areas
- ◆ ICOMOS 1990 Charter for the Protection and Management of The Archaeological Heritage
- ◆ ICOMOS 1999 Charter on the Built Vernacular heritage
- ◆ DoE 1990 Planning Policy Guidance Note 16: Archaeology and Planning
- ◆ DoE and Department of National Heritage 1994 Planning Policy Guidance Note 15: Planning and the Historic Environment
- ◆ Clark, K (ed.) 2001 Informed Conservation. English Heritage

5.3.6 This process should be aided by the production of a summary document outlining the process and principles of Conservation Planning for distribution to all agencies and bodies making decisions relevant to the Site or persons lodging planning applications for developments within the Site or Buffer Zone. This summary document could be developed as part of the suite of guidance material recommended under Objective 3.6.

**Objective 1.5:** Implement, monitor and review the Management Plan through an active and effective partnership of bodies with responsibility for making and implementing decisions that may affect the Site.

5.3.7 The Management Plan has been developed through a process of consensus through a Steering Group. The Steering Group has established a forum for the discussion and implementation of the Management Plan and will continue this role. This consensus-based approach to the management of the Site will help ensure that a balance between regeneration and conservation continues to lie at the heart of all decisions.

5.3.8 The Steering group should therefore continue and oversee the implementation of the Plan. This would require new terms of reference, and these are a need to be agreed as a matter of urgency. In terms of remit there are a number of areas where the group could play a significant role, these include:

- ◆ Influencing the development of master plans, strategies, plans and documents that may affect the Site;
- ◆ Championing the WHS as a funding priority;
- ◆ Co-ordinating and channelling funding to small-scale projects within the WHS;
- ◆ Disseminating and guiding research programmes;
- ◆ Promoting the WHS to a range of audiences;
- ◆ Undertaking periodic reviews of the Management Plan;
- ◆ Engaging local communities in the management of the Site.

**Objective 1.6:** Meaningfully involve local communities in the management of the Site and in making decisions that may affect the Site.

5.3.9 Local community support for, and involvement in, the management of the Site is vital to ensure that their needs are met and concerns addressed. The Steering Group should seek to establish links with local community organisations and individuals. These links should lead to regular correspondence and meetings to ensure that local community needs and concerns are being addressed.



*Mersey River Festival 2003 © LCC*

## **5.4 REGENERATION**

**Objective 2.1:** Promote the Site's heritage assets and distinctive high-quality historic environment as key drivers in the sustainable regeneration of the City and as a force for securing investment and enabling sustainable regeneration.

- 5.4.1 The WHS can play a major role in aiding the sustainable regeneration of Liverpool through providing a high quality distinctive historic environment and ensuring that Liverpool's iconic heritage assets, which are central to its standing on the international stage, are conserved and maintained. Conservation works on the Site, e.g. the THI schemes, have also generated significant capital funds and will continue to do so. This positive message about the role of the historic environment in regeneration needs to be clearly promoted and reinforced at every available opportunity if the perception of heritage as a constraint is to be avoided.
- 5.4.2 To aid this process the Steering Group should prepare a short publication outlining the benefits of the historic environment to Liverpool and its regeneration, in both qualitative and quantitative terms. English Heritage's recent publications - Heritage Dividend 2001 and 2002 provide an excellent starting point in this regard.

**Objective 2.2:** Implement regeneration schemes that conserve and enhance the significance of the WHS

- 5.4.3 The key force for change within the Site and Buffer Zone within the life of this plan will be regeneration schemes and new development opportunities. It is vital that these are prepared and implemented in a way that respects the outstanding universal value of the WHS. There needs to be a pro-active approach to this with promoters of schemes identifying the benefits of schemes to the WHS and ensuring that there are no significant adverse impacts on the WHS.

**Objective 2.3:** Develop and maintain a synergy between the conservation and socio economic needs.

- 5.4.4 This aspiration seeks to ensure agencies, organisations and individuals establish and maintain an approach to the management of the Site that seeks both positive gains for conservation and its sustainable regeneration. The conservation of the WHS can contribute much to Liverpool's regeneration and conservation schemes and professionals need to promote this aspect of their work and demonstrate qualitative and quantitative benefits. It is also important that a continued balance is struck between realistic conservation objectives and sensitive regeneration schemes.

## **5.5 BUILT HERITAGE CONSERVATION**

**Objective 3.1:** Identify and secure sustainable and appropriate uses for the built heritage resource of the Site that support the regeneration of the City.

5.5.1 Key to conserving the built heritage resource is the identification and establishment of sustainable long-term uses for historic buildings. This will require an innovative approach to the conservation and refurbishment of buildings and a coherent programme of public sector funding that balances the need to conserve the historical, townscape and architectural significance of each structure with the need to regenerate the City and eradicate dereliction. An initial starting point for this would be the production of a gazetteer of the built heritage that identifies every historic building's broad significance, current uses, occupancy levels and then prioritises buildings for refurbishment and re-use. The nature of appropriate sustainable uses also requires considerable thought and active discussion between conservation professionals, developers and building managers on a site-by-site basis.



*Converted warehouses on Argyle Street © CBA*

5.5.2 A number of high-profile refurbishment schemes are already underway or being planned by public and charitable bodies, including: the refitting and extension of Liverpool Museum; the refurbishment and reorganisation of St. George's Hall and the improvement of access to it and means of escape from it; the refurbishment of, reorganisation of and extension to Bluecoat Chambers; the provision of an improved entrance to Liverpool Central Library and the improvement of storage and access facilities to the Library and the Records Office; and the internal reorganisation of Lime Street Station. It is essential that these schemes are satisfactorily completed to set standards for private sector works.

**Objective 3.2:** Ensure that sympathetic materials, styles and techniques are utilised by all conservation projects within the Site and its environs.

5.5.3 Information is the key to ensuring that this objective is achieved. The relevant conservation bodies, EH, LCC and NML (Conservation Centre), should prepare detailed information on appropriate materials, techniques and styles for conservation projects within the Site and Buffer Zone, this should include guidance on the conservation and management of monuments and art. In addition, the promotion and establishment of awards, conservation training, and courses, as recommended by H.E.L.P, will aid the process. LCC needs to ensure that this objective is met, primarily through the development of Conservation Plans / Statements (Objective 3.6) and the continued detailed scrutiny of planning applications.

**Objective 3.3:** Ensure that settings of historic buildings and / or building complexes are taken into account when planning change.



Walker Art Gallery, William Brown Street © English Heritage

- 5.5.4 The setting of a built heritage feature, is a key aspect of its character and significance. PPG 15 states that such a setting is a material consideration in a planning application. This view is supported by Policy HD5 of LCC's UDP. It is therefore important that this issue is adequately addressed by developers at the masterplanning stage for all developments and at the planning application stage by LCC. Proposals that run contrary to PPG15 and Policy HD5 would not be supported by the Management Plan.

**Objective 3.4:** Continue to monitor the built heritage resource to ensure that buildings at risk are identified and conserved and implement a programme of regular inspection and maintenance for all historic buildings and monuments.

- 5.5.5 LCC's and EH's ongoing Buildings at Risk (BAR) surveys supply the foundation for monitoring and conserving the listed built heritage resource of the Site and Buffer Zone. These schemes need to be extended to include all historic buildings and structures of townscape value, whether listed or not. In addition, there is an urgent need to improve the maintenance regimes for historic buildings and monuments on the Site and in the Buffer Zone. The Maintain our Heritage project currently being piloted in Bath supplies an excellent model for developing a similar approach to maintaining the heritage of the Site. A pilot scheme should be established as soon as practicable.



The Albany, Old Hall Street © English Heritage

- 5.5.6 A condition survey of all of the major monuments in the WHS is urgently needed to enable their condition to be comprehensively assessed and a programme for their repair and long-term management to be developed.

**Objective 3.5:** Ensure that historic buildings and monuments are adequately maintained and repaired, through existing and future grant-funding initiatives and the application of statutory powers where necessary.

- 5.5.7 Existing area-based heritage-led regeneration schemes such as the Castle Street Heritage Economic Regeneration Scheme and the WHS Townscape Heritage Initiative should be implemented to assist owners in carrying out comprehensive schemes of repair to their buildings and the opportunity should be taken in the future to set up similar initiatives when the opportunity arises. Where owners are reluctant to carry out the necessary repairs to their buildings, then Liverpool City Council will have to consider the need for serving and implementing Urgent Works Notices and Repairs Notices and in extreme cases pursuing compulsory purchase, in accordance with its agreement with NWDA.

**Objective 3.6:** Undertake appropriate recording programmes for all historic buildings, especially prior to substantial alteration or demolition.

- 5.5.8 The information and meaning contained within the fabric of a building requires recording and analysis to inform its conservation and especially prior to demolition or significant alteration. This process of preservation by record is established conservation practice in the UK and supported by the EH sponsored Informed Conservation (Clarke 2001). The preference is, however, always for preservation in-situ, Within the context of a regenerating city this is not always achievable and, where appropriate, preservation by record may be acceptable. All works will need to be of an appropriate standard and level of detail. The Royal Commission for Historic Monuments, England Guidance (RCHME 1996) and the Institute of Field Archaeologists guidance (IFA 1999) on this should inform this process.

**Objective 3.7:** Provide robust guidance on conservation practice and encourage the preparation of conservation plans / statements for all significant historic buildings and complexes.

- 5.5.9 The conservation of the built heritage resource requires guidance, on a general level and on a site-by-site basis. The general site-wide guidance needs to be clear, concise and intelligible to lay readers to ensure that it is adopted and incorporated within built heritage projects of all sizes and scale. This form of guidance does not currently exist for the Site and its environs and needs to be developed as a matter of urgency. This should be developed by the conservation agencies in consultation with the WHS Steering Group.
- 5.5.10 In addition, the preparation of Conservation Plans and Statements for all listed built heritage features on the site should be encouraged as part of the masterplanning and development control planning process. Effectively, all major building groups or Grade I/II\* listed buildings/structures should be subject to a full Conservation Plan prior to planning sustainable futures, where as smaller complexes and Grade II buildings/structures can be adequately addressed by a Conservation Statement. National guidance on Conservation Plans issued by English Heritage and the Heritage Lottery Fund should form the basis of all conservation plans and statements. These plans and statements also need to be rooted in an appreciation of the local property market and vacancy/demand levels.

**Objective 3.8:** Ensure that the redundant dock water spaces are managed and re-used in a way that respects their significance and utilises their potential.

- 5.5.11 The water-bodies on the site are an important aspect of its significance and character. They have the potential to act as settings for new and historic buildings, as focal points to the townscape and as a venue for leisure activities. The future management and re-use of these water-bodies needs to respect their significance and the range of possibilities for their future use should be explored with their owners, primarily MDHC in the North of the WHS and British Waterways in the South of the WHS.

## 5.6 TOWNSCAPE / PUBLIC REALM

**Objective 4.1:** Ensure that the unique character, distinctiveness and aesthetic quality of the Site's townscape is recognised, conserved and enhanced.

5.6.1 The townscape of the Site is a unique and vital resource and central to the outstanding universal value of the Site. There is an immediate need to develop a comprehensive understanding and appraisal of the Site's and the Buffer Zone's townscape character, evolution and aesthetic quality. This should take the form of a single townscape appraisal and cover the entirety of the City Centre region, including the Buffer Zone, to ensure that a comprehensive understanding of the area is achieved. This will help guide the future management of the Site and enable the production of other key strategy documents and policies including:

- ◆ City Centre Design Guide (In preparation)
- ◆ Liverpool Urban Design Guide (Published July 2003)
- ◆ City Centre Movement and Public Realm Strategy (CCMAPRS) (In preparation)
- ◆ Tall Buildings Policy (In preparation)
- ◆ 'Local Visions' (Objective 5.2)

5.6.2 Future change in the Site needs to be managed within the context of the broad Urban Design agenda, the documents listed above and the statutory controls associated with conservation area status to ensure that the distinctive townscape character is enhanced rather than degraded. Masterplans and planning applications for works within the Site and its environs should take the townscape into consideration and actively promote its appreciation, conservation and enhancement. This process will need to be monitored by LCC. Schemes that substantially degrade the townscape of the Site and its Buffer Zone should be discouraged or refused.

**Objective 4.2:** Increase recognition of the contribution of the townscape and public realm to the outstanding universal value of the Site.

5.6.3 The townscape appraisal, when completed, should include an assessment of the townscape's value to, and role in the outstanding universal value. This assessment should be used as the basis for promoting the importance conserving and enhancing the townscape to all agencies involved in the management of the Site. The assessment can also help inform future reviews of the Management Plan. All documentation relevant to the WHS should emphasise the role of the townscape within the significance of the Site.

**Objective 4.3:** Promote a high-quality and sensitive approach to the management and maintenance of the Site's townscape and public realm.

5.6.4 The public realm is an important aspect of the townscape and character of the Site and needs careful management. Key issues include retaining (where possible) historic fabric, implementing contemporary schemes in historic contexts and creating a style compatible with the Site's status and aspirations. This will be achieved within the context of the CCMAPRS to ensure that all agencies are addressing the same issues and based on the same design criteria. The CCMAPRS only covers the City Centre and provision needs to be made for other areas of the Site. It is essential that the clients and contractors responsible for maintaining the public streets and squares recognise the importance of a high quality maintenance regime.

5.6.5 It is also essential that the contribution that the public monuments make to the character of the WHS is identified, preserved and enhanced by carrying out a comprehensive survey, and subsequent programme of repairs (see 4.7.8, 5.5.4 and Objective 3.4)

5.6.6 Street clutter, in the form of unnecessary street furniture and unauthorised and inappropriate advertisements, is having must be developed and implemented. This clutter is having a series adverse affect on the character of the site. The reduction of street clutter is an agreed aim of the City Centre Movement and Public Realm Implementation Framework (CCMAAPRIF) and a start has been in achieving that reduction in a systematic way, in respect of the street furniture in the area to which the CCMSAPRS relates (ie the city centre). However, the unnecessary street furniture outside the area to which the CCMSAPRS relates needs a similar programme for its removal and reduction. Furthermore, the issue of unauthorised and inappropriate advertisements throughout the site needs to be addressed as a matter of urgency by a comprehensive programme of discontinuance notices and the preparation of suitable advertisement guidelines for the WHS.

**Objective 4.4:** Identify and protect key visual relationships, panoramas and vistas into, out of and across the Site.

5.6.7 As identified by the appraisal of the Site's Setting (See Section 4.16) there are a number of important visual relationships into, across and out of the site that form a significant component of its townscape character and setting. Many of these visual relationships also correspond to strategic views identified during a recent study undertaken on behalf of the North West Regional Assembly. Regional Planning Policy regarding these strategic views is awaited. Wherever possible, LCC and other partners need to ensure that change protects and enhances the visual relationships identified into the Management Plan. LCC can assist in this process through long-term planning measures such as the preparation of separate guidance on visual character, perhaps in the form of SPG. This guidance could be prepared on the basis of a more detailed Townscape Appraisal that would enable a fuller analysis and description of the visual character of the site and its environs to be undertaken.

**Objective 4.5:** Improve sustainable access, connectivity and movement into and across the site and its environs for the benefit of visitors, users and local communities.

5.6.8 The Site is currently well served by a variety of sustainable transport and access options, including a relatively strong pedestrian network. These options will be substantially enhanced and increased by introduction of the Merseytram. There are however a number of remaining issues, including access to the northern part of the Site, pedestrian access from the Pier Head and Albert Dock to the Castle Street and Duke Street areas and linkages between the Duke Street areas and the Castle Street areas. Also some of the gateways into the Site e.g. Lime Street and its environs do not offer the highest quality experience and connectivity. Within the context of Merseytravel's Local Transport Plan, the City Centre Movement and Public Realm Strategy and Walking Strategy there is scope to improve the situation. The Townscape Appraisal (Objective 4.1) will also enable the identification of problem areas and potential improvement opportunities.

## 5.7 NEW DEVELOPMENT

**Objective 5.1:** Continue to ensure that all new developments within the Site and its Buffer Zone are of high design and construction quality.

5.7.1 The Site has a history of innovative and high quality development from the 18th century through to the modern day. This tradition deserves to be continued into the future and all new developments within the Site should be of high quality to complement the existing resource. Regeneration agencies and other development sponsoring bodies should encourage developers to implement schemes of high quality and this approach should be enforced through the planning system especially with regard to Conservation Area controls and Listed Building consents. The use of development briefs for development sites within the WHS would help ensure this objective is achieved.



Campell Square © CBA

**Objective 5.2:** Ensure that new development respects the significance of the Site and is appropriate to the historic urban grain and the architectural and townscape context.

5.7.2 There is an acknowledged need to incorporate new development in the Site and its Buffer Zone if the sustainable regeneration of Liverpool is to be achieved. Modern designs should not be ruled out but given the outstanding universal value of the Site there is a need to ensure that new development is of an appropriate design and in an appropriate location. This requires guidance from the local planning authority and the WHS Steering Group. It is felt that five particular pieces of guidance, all based on the Townscape Appraisal, would benefit the future development of the Site. These are:

- ◆ City Centre Design Guide (In Preparation)
- ◆ Liverpool Urban Design Guide (Published July 2003)
- ◆ Tall Buildings Policy (In Preparation)
- ◆ 'Local Visions' (Awaited)
- ◆ Regionally Important Strategic Views (Published 2003)

- 5.7.3 The first three are all in preparation or published and these coupled with the Townscape Appraisal (Objective 4.1) would supply broad guidance on the nature of development that could be accommodated in different parts of the Site. From this an agreed series of 'Local Visions' for the six areas of the site would be developed that take into account current land use and policy as well as the views of the local communities. The 'Local Visions' should draw together all of the Conservation Areas appraisals, master plans, public realm strategies, conservation proposals etc., for an area to develop a cohesive and integrated approach to the future management and development of each individual area of the Site. The 'Local Visions' should be based on an analysis of the issues facing each area.
- 5.7.4 Perhaps more important in the short-term is the Tall Buildings Policy. This needs to guide the ongoing development of tall buildings within the site and its environs, including land outside of the Buffer Zone. Recent guidance issued by CABE and EH and a discussion paper for Newcastle (2001) offer direction for the development of a tall buildings policy. The development of its policy is being led by LCC, English Heritage and Liverpool Vision in consultation with other members of the Steering Group.
- 5.7.5 The use of development briefs for major sites in the WHS and Buffer Zone could help ensure that the significance of the WHS is taken into account and adequately recognised in the master planning process.

**Objective 5.3** Identify inappropriate buildings within the Site and its environs and establish a long-term programme for their replacement or redevelopment.

- 5.7.6 Initial analysis of the townscape has indicated that a number of buildings within the Site and Buffer Zone are inappropriate to their historic, architectural and townscape context. Buildings of this type should be identified during the Townscape Appraisal and long-term measures established to ensure that when the opportunity arises, or is created, they will be redeveloped in a manner appropriate to their context. This process will need to be proactive as well as reactive and the possibility of compulsory purchase by regeneration agencies should be considered and explored through the Steering Group.

**Objective 5.4:** Identify and release development sites within the Site and Buffer Zone in a manner that does not conflict with, and wherever possible, supports the conservation and regeneration objectives.

- 5.7.7 The prioritisation and release of development sites within the Site and Buffer Zone needs to occur, whenever possible, in a phased and staged manner that allows for the co-ordination of all elements of the regeneration and conservation programmes. The City Centre Business Plan currently identifies the ideal phasing for the release of sites for redevelopment from an economic regeneration perspective. This can then be balanced with the issues arising from the CCMAPRS, Townscape Appraisal and 'Local Visions'.

## 5.8 TRANSPORTATION

**Objective 6.1:** Manage transport into and across the Site in a sustainable manner that aids the conservation of the character and significance of the Site and Buffer Zone.

- 5.8.1 The Local Transport Plan (LTP) supplies the framework for the provision of sustainable transport and access to all areas of the Site. The LTP, although requiring revision, in due course, in light of the WHS Management Plan, should continue to form the basis for transport policy and implementation within the WHS and its environs. The design of some schemes, such as the Merseytram, has taken into account the need to conserve and enhance the rich townscape character and outstanding universal value of the Site. The implementation of the scheme needs to respect the Management Plan and to this end ongoing consultation between MT and the relevant bodies on the Steering Group is anticipated. In the future LTP needs to identify sustainable transport solutions to improve access between the central area of the Site and the northern Stanley Dock area in conjunction with its future regeneration of the Stanley Dock area.



*Artist's impression of Merseytram on Lime Street © Merseytravel*

**Objective 6.2:** Provide high quality pedestrian and cycling routes across the Site and its environs and reduce conflict between vehicles and pedestrians.

- 5.8.2 The City Centre Movement and Public Realm Strategy and Walking Strategy form the basis for ensuring adequate pedestrian access to all areas of the Site, except the northern area around Stanley Dock, this area is currently addressed within the context of local regeneration initiatives. It is recommended that links to and from the north of the site and the central area are included within the CCMAPRS. . These strategies need to be gradually updated and revised to incorporate the aims of the of the Management Plan.

**Objective 6.3:** Balance the needs of all users of the Site and the local community when developing transportation solutions for the City Centre.

- 5.8.3 The LTP and associated strategies offer a balanced strategy to the long-term transport needs of the Site. These are updated and reviewed annually to reflect the changing regeneration and community needs of the Site. Consultation with local communities should be continued as part of the LTP review process, as should consultation with the WHS Steering Group.

**Objective 6.4:** Maintain the high levels of access to the Site through the provision of a broad range of sustainable transportation options.

- 5.8.4 The Site is currently served by a broad range of access and transport options and this situation should be continued. The LTP should continue to form the basis for ensuring sustainable access to the Site and opportunities to improve access. The aims and objectives of the Management Plan will help to guide the future development of the LTP.

## 5.9 *ARCHAEOLOGY*

**Objective 7.1:** Interpret and promote the archaeological resource of the Site and its environs to the local community and visitors.

- 5.9.1 The Site and Buffer Zone contain a rich and substantial archaeological resource covering all major periods of Liverpool's history. This resource deserves greater public exposure and could form the basis for increasing educational and interpretative opportunities on the Site. Known archaeological sites, such as the Old Dock, require interpretation to the public to help inform both their understanding about history of the Site and the potential future management and development of the Site. This can be best achieved by including archaeology into the proposed Interpretation and Education Strategy (Objective 10.1).
- 5.9.2 Given the public's current interest in archaeology and archaeological excavations in particular, development projects should seek, wherever appropriate, to present and interpret to the public ongoing excavations or the results of such excavations.

**Objective 7.2:** Develop a comprehensive understanding of the Site's archaeological resource.

- 5.9.3 The Historic Characterisation Project being undertaken as part of H.E.L.P, will form the basis for developing a more comprehensive understanding of the City's archaeological resource. There is also scope to extend this process further through archaeological deposit modelling and more intensive archaeological evaluation and assessment. The increased understanding of the resource would allow developers to better gauge the risk of encountering archaeological deposits earlier in the development process, subsequently reducing risk and potential costs arising from delays.

**Objective 7.3:** Ensure that archaeological issues are addressed by and integrated into, the development and conservation process.

- 5.9.4 The Merseyside Archaeological Service MAS and, where Scheduled Monuments may be affected, English Heritage are the lead organisations regarding the treatment of archaeological deposits in the planning process. These organisations should continue to play the leading role in this process. Archaeological deposits are a substantial aspect of the Site's significance, especially where they relate to the historical themes and processes under which the Site has been nominated. Some sites in this category may warrant scheduling. This possibility should be explored by EH, MAS and the Steering Group within the context of the Monument Protection Programme methodology. PPG16 gives clear guidance on the treatment of archaeological deposits and should form the basis, with the UDP, for addressing archaeological issues.

## **5.10 UNDERSTANDING THE SITE**

**Objective 8.1:** Develop appropriate research strategies and frameworks to ensure that the future management of the Site is based on sound understandings.

- 5.10.1 Understanding is the key to effective conservation management. Although the Nomination Document and other historical sources, articles and books supply us with a detailed understanding of the Site there are still many areas where improved knowledge would benefit the management of the Site and the appreciation of the Site. The H.E.L.P project is currently promoting and supporting a range of projects relevant to developing a better understanding of Liverpool and the Site and these should be actively encouraged and supported by the WHS Management agencies. Key areas for research in the short-term include:

Townscape -	Townscape Appraisal (Objective 4.1)
Archaeology -	Historic Characterisation Project, (Objective 7.2) and Scheduled Monuments (Objective 7.3)
Built Heritage-	Characterisation of the Resource (H.E.L.P project 8)
Culture and Intangible Heritage-	Understanding attitudes (Objective 7.1)

- 5.10.2 Additional research into all areas of the Site's significance and management should be encouraged and active links should be made with research institutions and professionals from around the world. The possibility of establishing a scholarship / fund to support such research activities should be also explored, perhaps in conjunction with one or more of the Liverpool Universities and NML.

**Objective 8.2:** Ensure that all research strategies and frameworks are co-ordinated and that opportunities for inter-disciplinary communication and analysis are realised.

- 5.10.3 It is imperative that all research on the Site is co-ordinated and inter-related. A complex site such a Liverpool benefits more from multi-disciplinary understandings of its significance and management rather than from specialised and isolated accounts. The role of co-ordination should be undertaken by the WHS Steering Group, perhaps under the auspices of the H.E.L.P.

**Objective 8.3:** Encourage researchers to disseminate and present their findings to as diverse an audience as possible.

- 5.10.4 The dissemination of research is an important aspect of academic study. All research on the site, whether for Management or academic purposes, should be disseminated in a variety of forms to a variety of audiences. Within this regard the establishment of a WHS Website with a research papers section would supply a cost-effective and relatively easily accessible dissemination route. The possibility of an occasional paper series for academic papers on aspects of Liverpool and especially the WHS should also be explored. There is also a need to compile a catalogue of ongoing and currently available research and publications into a single central location. The dissemination of research and studies should be the responsibility of the Steering Group.
- 5.10.5 The Nomination Document represents the first such research title. The dissemination and distribution of this document has been excellent and the efforts of LCC in this regard are applauded. There is the potential, to produce a widely accessible 'coffee table' style book, with serious academic / intellectual content, that covers the historical and descriptive elements of the Nomination Document.

## **5.11 CULTURE AND INTANGIBLE HERITAGE**

**Objective 9.1:** Promote interaction with, and understanding of, the Site's unique intangible heritage.



*Stanley Dock Warehouse, men weighing Tobacco leaf 1918 - E. Chambre Hardman © E Chambre Hardman Trust*

- 5.11.1 The intangible heritage and cultural associations of the Site are of enormous significance. Peoples' interactions with their historic environment and the meanings they attribute to it are also of significance to the management and interpretation of a World Heritage Site. The organisations involved with the management of the Site need to recognise these intangible and cultural values and promote their appreciation and conservation. This would be best served through the development of a clear cultural strategy based, in part, on a thorough survey of public opinion. Key organisations in this regard are EH (via

H.E.L.P.), NML and LCC. The strategy should focus on defining, recognising and promoting the cultural associations and intangible heritage of the Site and ensuring that it is conserved and transmitted to future generations.

**Objective 9.2:** Promote and establish links with Liverpool's wider Diaspora and similar national and international sites to improve cultural understanding and management of our common past.

- 5.11.2 Liverpool was an international city, founded on world-wide links and associations. These links and associations form a major aspect of its intangible heritage value. Key areas include its Diaspora, role in the slave trade and connections with other international ports. The later is already being explored the Project 4 of H.E.L.P and this should continue to form the basis for development of links with other major European and international ports. The Steering Group should seek out and establish linkages with organisations connected to the study and understanding of the slave trade through the UNESCO Slave Route Project as well as developing a separate project to establish links with the wider Diaspora.



*New York Waterfront © Kim Tan*

**Objective 9.3:** Develop relationships with other UK World Heritage Sites and Candidate Sites

- 5.11.3 Liverpool is one of a number of candidate sites in the UK, and should the Site be inscribed on the WH List it will join a loose-knit group of WH Sites in the UK. The connections between the UK's WH Sites are increasing and strengthening and Liverpool should seek out and establish links with all other WH Sites through the auspices of ICOMOS's WH Co-ordinators Group and Local Authority World Heritage Forum (LAWHF) . These organisations allow for the exchange of ideas, concepts and management advice as well as encouraging the development of a coherent marketing concept of 'World Heritage' that can be promoted at all sites. An increased profile for World Heritage as a concept is likely to bring increased visitor revenue and numbers.

## **5.12 EDUCATION AND INTERPRETATION**

**Objective 10.1** Ensure that intellectual access to the WHS is inclusive and that the widest possible audience is reached.

5.12.1 The basis for establishing clear and accessible intellectual access to the Site is through the provision of adequate, innovative and high-quality educational programmes and interpretative materials and events. The creation of an Interpretation and Education Strategy for the Site is important for co-ordinating interpretative activity and educational access within the WHS, to ensure:

- ◆ That educational and interpretation messages are integrated; particular topics are not forgotten, and strategic locations for interpretation, such as gateways, are not missed;
- ◆ That interpretation and education provision is sensitive to the environment within which it is sited;
- ◆ That all opportunities for integrating the WHS within National Curriculum, university and college courses; for promoting the WHS to the visitor and for life long learning, are identified and utilised, including providing information in languages other than English;
- ◆ That the connections between specific features and areas of the Site are widely understood, and that it is appreciated that all the individual buildings and sites, owned and managed by so many different organisations, are all part of the same WHS;
- ◆ That interpretation and education provision remains accessible, interesting, relevant and up to date.

5.12.2 The Interpretation and Education Strategy would provide a mechanism to help people to engage with the site, appreciate its significance and understand more of the way in which it is being managed and conserved. The Strategy would:

- ◆ Undertake and build on market research, identifying and understanding the key audiences that the plan wishes to reach;
- ◆ Undertake an audit of existing provision;
- ◆ Create guidelines for improving existing interpretation facilities and for providing new facilities, ensuring that provision is clear, accessible and where physical interventions are necessary, that they are sensitive to the historic and natural environment;
- ◆ Identify the key messages which visitors should take away with them on leaving the WHS, the themes and stories through which these messages will be delivered, and the media that will be used to convey these messages;
- ◆ Provide for the regular identification of new educational and interpretation opportunities as they arise;
- ◆ Provide for constant review of interpretation and education media, both to ensure that their message remains clear and relevant, and that they continue to be accessible and attractive;
- ◆ Integrate and promote effective interpretation into all future developments across the site in a co-ordinated manner.

- 5.12.3 This Interpretation and Education Strategy will draw on, and where necessary expand, existing work being undertaken within the candidate WHS, such as the 'Connecting Liverpool' project, and further afield, e.g. UNESCO's World Heritage in Young Hands. Existing tour operators and guides, particularly the Blue Badge Guides, need to be involved in the development of the WHS Interpretation Strategy and the content of city walks and tours should be evaluated in light of the WHS Interpretation Strategy. In particular, the Heritage Walk could be re-evaluated to establish how it can be used to most effectively interpret the WHS. The attractions have a key role to play in interpreting the WHS and could work together to ensure that their exhibits link to the Interpretation Strategy and to exhibits in other attractions.

**Objective 10.2** Establish and maintain links with international and national education projects relevant to the Site

- 5.12.4 There are a number of educational projects, both national and international, that the Site can develop links with and become involved in. Key amongst these is UNESCO's World Heritage in Young Hands project. This presents an opportunity for Liverpool to engage with educational activities at an international level and aid the global understanding of World Heritage. NML, LCC and EH should work together, through the Steering Group and within the context of the Interpretation and Education Strategy, to identify and establish links with a broad range of educational projects.

## **5.13 VISITOR MANAGEMENT AND TOURISM**

**Objective 11.1:** Establish and maintain a co-ordinated approach to visitor management and sustainable tourism on the Site.

- 5.13.1 As demonstrated at other UK WH Sites, there is considerable opportunity to benefit from visitors without impacting on the significance of the Site. To achieve this, a co-ordinated approach to visitor management is required. The most appropriate form for this is a Visitor Management Strategy. This would cover five principle areas:

- ◆ Promotion of the Site;
- ◆ Interpretation of the Site;
- ◆ Enhancing Visitor Experience;
- ◆ Maximising Benefits;
- ◆ Monitoring Visitor Impacts and Trends.

- 5.13.2 The strategy will need to be developed by all of the relevant parties to ensure its success, and its development would be led by LCC's Tourism Development Unit, in consultation with the Steering Group. Key participants in its development would include:

- ◆ Liverpool Attraction Group (LAG);
- ◆ Tourism Attractions (including NML and Blue Badge Guides);
- ◆ Tour Operators;
- ◆ Regeneration Organisations (including the Mersey Partnership and North West Regional Assembly);
- ◆ Transport Providers (including Merseytravel and Mersey Ferries).

- 5.13.3 The Visitor Management Strategy would also link with, and support, the emerging Liverpool and Merseyside Tourism Strategies NWCT and the NWDA 'Vision for Tourism'.

**Objective 11.2:** Improve visitor management, access, movement and facilities within the Site and its environs.

- 5.13.4 Within the context of the Visitor Management Strategy it is important to address the current and future issues on the Site regarding visitor facilities, movement and access. Key issues requiring urgent attention include

- ◆ Increasing pedestrian access between the Albert Dock area and other parts of the site east of the Strand;
- ◆ Increasing access between Pier Head and Castle Street;
- ◆ Improving the gateway experience at Lime Street;
- ◆ Improving the provision of accessible toilets;
- ◆ Improving and expanding access to historical buildings;
- ◆ Enhancing visitor orientation;
- ◆ Enhancing Interpretation (See Objective 10.1).
- ◆ Improving pedestrian routes along the river and linking them to the Leeds and Liverpool Canal.

**Objective 11.3:** Maximise potential benefits for the local community and other local attractions.

- 5.13.5 A significant component of the Visitor Management Strategy should be focussed on maximising benefits for the local communities and local attractions. This covers two principle areas, firstly the provision of facilities that are relevant to visitors and local communities alike, and secondly ensuring that maximum economic benefit is achieved for minimal disruption. The later can in part be achieved through effective cross-promotion and the establishment of formal organisational links between attractions, within and without the WHS, helping to spread the value of tourists further afield and extend their stay in the Merseyside area. In regard to the first point, all future and current attractions should continue to ensure that they remain relevant to locals communities. NML has a particularly strong track record in this area.

**Objective 11.4:** Optimise visitor numbers to the Site, ensuring that the significance and character of the Site is not adversely affected.

- 5.13.6 Liverpool has a very robust urban environment capable of handling substantial visitor numbers, but there is still a need to balance the needs of the Site and local communities with the visitor numbers. Adverse impacts through visitor overcrowding or congestion could lead to both physical damage to a site and degradation of its character and distinctiveness. The Visitor Management Strategy should incorporate monitoring regimes and indicators by which visitor impact can be assessed and an optimal visitor capacity determined. Given the urban nature of the Site it is not currently anticipated that this would be a significant issue.

## **5.14 SETTING OF THE SITE**

**Objective 12.1:** Monitor and manage change within the Buffer Zone and wider environs to ensure that the setting of the Site is adequately protected from development that is incompatible with the distinctive character and status of the Site.

- 5.14.1 The setting of the Site forms an aspect of its outstanding universal value and the distinctiveness of the townscape of the Site and wider City. It is important that this setting is defined and managed. The key processes for managing change are twofold; firstly through discussion and engagement with developers at the masterplanning stage to ensure that their proposals take into account setting issues, and secondly through the development control process, where inappropriate development can be refused.

**Objective 12.2:** Use the unique status and character of the Site to promote the need for a high quality environment in its Buffer Zone and the wider environs.

- 5.14.2 Although the setting of the Site places some constraints on the direction for future development in the Buffer Zone, it also allows regeneration agencies and LCC to promote the need for high-quality development. This positive aspect can aid the regeneration agencies in their aim to encourage the highest quality development within Liverpool.

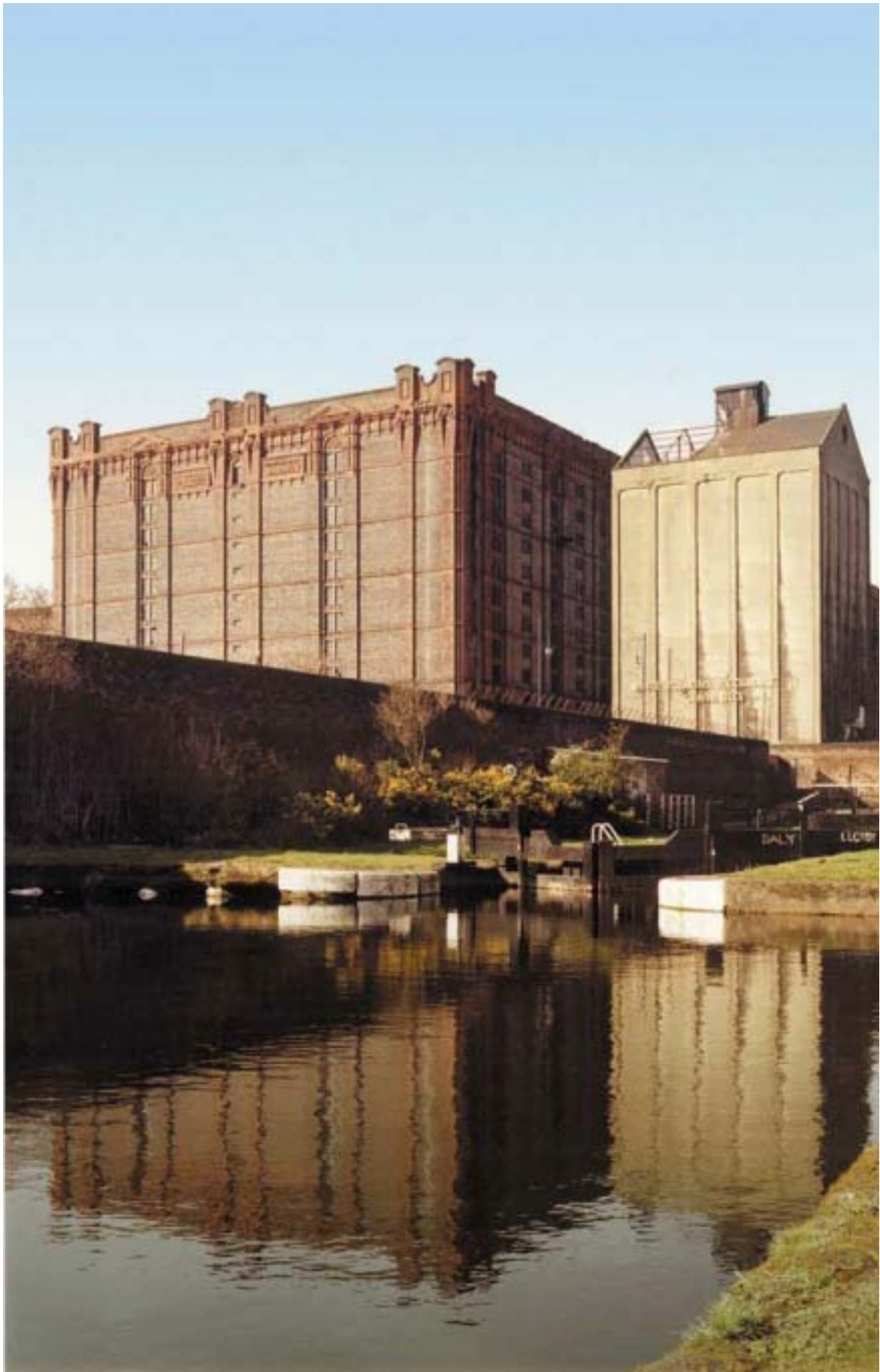
## **5.15 NATURAL ENVIRONMENT**

**Objective 13.1:** Ensure that the management of the Site is undertaken in line with the national and local policy framework for the Natural Environment

- 5.15.1 Although the natural environment does not contribute significantly to the outstanding universal value of the Site, it still makes a contribution to the character and distinctiveness of the Site. It is therefore important that future change is managed within the context of national and local legislation, policy and guidance. LCC and the relevant agencies, English Nature (EN) and the Environment Agency (EA), should take a lead role in this regard.

**Objective 13.2:** Seek out and realise opportunities for enhancing and conserving the natural environment resources.

- 5.15.2 The future management of the site presents a number of opportunities for enhancing the quality and diversity of the natural environment. These opportunities need to be identified and prioritised in consultation with LCC, EN and EA. A programme should then be drawn up to implement these opportunities over the short to medium term. In addition, developers should, where appropriate, be encouraged to identify and implement natural environment enhancement and mitigation schemes.



*Leeds and Liverpool Canal Locks, Stanley Tobacco Warehouse and Grain Silo © English Heritage*