

CADNANT

PLANNING

**ST JOHN'S BEACON AND CENTRAL LIBRARY,
HOUGHTON STREET/WILLIAM BROWN
STREET, LIVERPOOL
PLANNING STATEMENT
ZIP WORLD LTD
DECEMBER 2019
2018.029**

Conwy | 20 Connaught House, Riverside Business Park, Benarth Road, Conwy LL32 8UB

Chester | 3 Bretton House, Bell Meadow Business Park, Park Lane, Pulford, Chester CH4 9EP

Planning Statement



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1. Introduction

- 1.1 This Planning Statement accompanies an application by Zip World Ltd for full planning permission for a zip line development comprising of the erection of two zip lines, external alterations to the second floor of St John's Beacon, installation of landing gantries and associated infrastructure, change of use of floor space on the second floor of St John's Beacon and part of ground floor at Central Library.
- 1.2 The application is submitted by Zip World, an adventure tourism provider, who opened their first zip line adventure, known as Zip World Velocity at Penrhyn Quarry, in Bethesda, North Wales in 2013. The North Wales adventure business wants to bring its unique brand of extraordinary experiences and adventure and launch Zip World's first city zip wire adventure in the UK.
- 1.3 A key driver for city locations for Zip World is to raise brand awareness. Zip World wish to develop a world class destination providing local jobs and additional economic benefits to the city of Liverpool, just like they have done in North Wales. Over the last five years, the Zip World brand has contributed £251 million to the North Wales economy (Assessing Zip World's Impact on the North Wales Economy Review 2018, by North Wales Tourism, 2018).
- 1.4 Zip World's innovation has seen it achieve many notable firsts, including Velocity 2 being the fastest zip line in the world and longest in Europe, Titan as the largest zip zone in Europe, and having the largest subterranean playground in Bounce Below and Caverns.
- 1.5 The concept design has the potential to be a world-renowned adventure, with it likely to be the world's fastest urban zip wire. This adventure offers significant opportunities for global marketing to both Liverpool and Zip World.
- 1.6 The application is accompanied by the following plans and documents:
- Application forms and certificates;
 - Location plan;
 - Proposed site plan;
 - Deflection plan;
 - Library site plan;
 - Library roof plan – existing;
 - Library – roof plan – proposed;

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- Library ground floorplan – existing;
- Library ground floorplan – proposed;
- St John's Tower site plan;
- St John's Tower floor plan – Existing;
- St John's Tower floor plan – proposed;
- St John's Tower ground floor plan – existing;
- St John's Tower ground floor plan – proposed;
- Zip line elevations;
- Library – front elevation – existing
- Library – front elevation – proposed;
- Library – rear elevation – existing;
- Library – rear elevation – proposed;
- Library roof section – existing;
- Library roof section – proposed;
- Library roof section – proposed – detail;
- St John's Tower – section;
- St Johns Tower – front elevation;
- Design and Access Statement;
- Townscape & Visual Impact Assessment;
- Heritage Impact Assessment;
- Noise Assessment;
- Transport Statement (with Road Safety Assessment);
- Risk Management Document;
- Economic Impact Assessment;
- St John's Gardens Memorial Reflection Note;
- Liverpool Zip Customer Journey; and
- Zip Wire Safety Measures.

2. The Zip World brand

- 2.1 Zip World is an outdoor adventure tourism provider, who opened their first zip line adventure in Penrhyn Quarry, Bethesda, North Wales in 2013. The business has 13 adventures, spread over three sites in Snowdonia, including Penrhyn Quarry, Bethesda, Llechwedd Slate Caverns, Blaenau Ffestiniog and Zip World Fforest, Betws y Coed.
- 2.2 Zip World has the mission statement to “be the most recommended experience brand in the world”. In order to achieve this, Zip World has to utilise its wealth of experience in the outdoor adventure industry, the latest technology and unrivalled creativity and innovation.
- 2.3 The Liverpool zip wire has the challenge of operating in a thriving, established environment in a city which offers unique attractions, exciting events, world class sport offerings, unrivalled musical heritage. Liverpool is marketed as the destination to visit. There is significant opportunity to create an exceptional and unrivalled experience within the stunning city of Liverpool.

The story so far

2013

- 2.4 Zip World won international acclaim when it opened Zip World Velocity at Penrhyn Quarry, Bethesda in March 2013. Velocity offers riders the closest experience a human being can get to skydiving without actually leaping out of an aeroplane.



2014



- 2.5 In 2014, Zip World Titan was launched at Llechwedd Slate Caverns near the historic slate mining town of Blaenau Ffestiniog. This is the first four-person zip line in Europe where riders have 3 individual zip lines to complete.

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- 2.6 Zip World also launched Bounce Below at its Llechwedd Slate Caverns site – giant trampolines, walkways and tunnels all made from netting, suspending in a slate cavern hidden underground.



2015

- 2.7 In 2015 Zip World Caverns was launched, described as a remarkable, uniquely exhilarating and atmospheric underground adventure comprising of zip lines, rope bridges via ferrata and tunnels.



2016

- 2.8 Zip World Fforest lies in a woodland setting in the Conwy Valley, close to the Snowdonia village of Betws y Coed. It hosts six forest adventures for the whole family, including the Fforest Coaster, the UK's only alpine coaster of its kind, bouncing Treetop Nets, Tree Hoppers and Zip Safari (zip line and adventure courses high in trees), Europe's highest giant swing, Skyride and Plummet 2, the world's first tandem drop from over 100ft high.



2019

- 2.9 In Summer 2019 Zip World opened their latest gravity fuelled adventure in the form of their Quarry Karts, which is the UK's only mountain cart experience. Spanning over 3km of dirt track, the course weaves through the Penrhyn Quarry mountain, to the Snowdonia mountain range backdrop, Anglesey and beyond. The track includes a number of obstacles, including chicanes, berms, tunnels, twists and turns, and the zip riders up above.



- 2.10 The proposed development marks a new milestone for Zip World as it will be the first time it brings its adventures to a permanent new base in South Wales. Zip World want to create adventures that bring new tourism opportunities to the local area of Rhigos and fuel the local economy.

3. The site and context

Location

- 3.1 The application site is located within the City Centre of the city of Liverpool as identified in the Unitary Development Plan (UDP) and the draft Liverpool Local Plan. The Liverpool Local Plan identifies character areas within the City Centre and the application site is located mainly within St George's Quarter and partially with St John's Beacon located in the Main Retail Area.
- 3.2 St George's Quarter is centred around William Brown Street, and it forms the cultural and historic 'heart' of the City where the iconic St George's Hall is complemented by the World Museum, Walker Art gallery and the new Central Library. The area also includes Queen Square, the Empire Theatre, Lime Street Station and hotels and restaurants. St. John's Gardens is one of the key green spaces within the City Centre.
- 3.3 The application site includes two landmark buildings within the city of Liverpool; St John's Beacon which is one of Liverpool's main skyline landmarks, and the Central Library, which is part of a group of listed buildings along William Brown Street.
- 3.4 The application site includes floorspace on the second floor of St John's Beacon, which forms part of the St John's Shopping Centre. The application site then over sails St John's Shopping Centre, St John's Lane/St George's Place and Hood Street, St John's Gardens, William Brown Street and then includes the roof and part of the ground floor of the Central Library. The extent of the application site is identified by the red line on the location plan submitted as part of the application. The location plan includes the extent of deflection required in relation to the zip lines, which is marked on a separate 'Deflection plan'. The aerial image identifying the location of the proposed zip lines is provided in figure 3.2.

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Figure 3.1 Proposed site plan

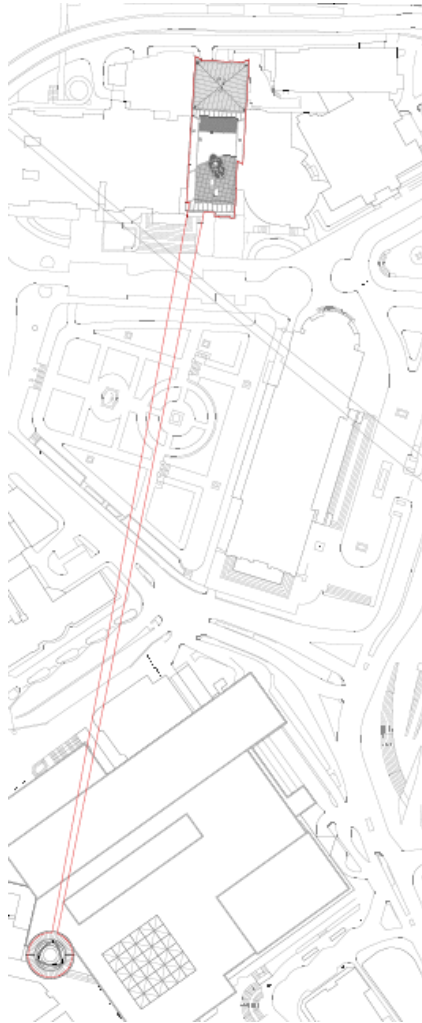


Figure 3.2 Aerial image identifying the location of the proposed zip lines in the context of its immediate surroundings



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- 3.5 St John's Beacon directly adjoins St John's Shopping Centre and is one of the tallest structures in Liverpool. The tower has been altered over the years and one main alteration was the addition of a secondary floor to the Crow's Nest. St John's Beacon is occupied by Radio City and is also a tourist offer providing a viewing gallery experience of panoramic views of Merseyside, the Wirral, North Wales and Lancashire from 400 feet above the heart of the city centre.
- 3.6 Central Library is part of a group of Grade II* listed buildings located along William Brown Street. The library has been altered and refurbished in recent years to provide more modern facilities, provided by way of a central atrium with a series of open-plan floors, topped with a glass dome and a roof terrace offering views out over the city centre.
- 3.7 St John's Gardens is one of the few green spaces within the city centre and provides views of William Brown Street and St George's Hall ensemble. St John's Gardens display listed monuments from the late Victorian and Edwardian era. St John's Gardens is bounded by trees which partially screen views in and out.
- 3.8 The application site is located in a city centre location which comprises a mix of uses including retail at St John's Shopping Centre, leisure, food and beverage, hotel accommodation, transport hub, community social facilities such as the Central Library, cultural and leisure facilities such as the National Museum and St George's Hall and a green open space in the form of St John's Gardens.
- 3.9 The area to the south of the application site and St John's Beacon is bounded by the main pedestrianised retail core of Liverpool. Dale Street commercial area and Queensway Tunnel lie to the west. John Moore's University and residential areas generally lie to the north and St George's Hall and Liverpool Lime Street train station are located to the east.

Access

- 3.10 The application site is located in a city centre location, close to the Liverpool Lime Street transport hub and the nearby Queen Square Bus Station. There are numerous highway networks in close proximity to the application site and in this city centre location which is used by vehicles. William Brown Street has a shared pedestrian/vehicle finish, with bicycle stands nearby.

- 3.11 The application site being in a city centre location close to train and bus transport hubs is considered to be a highly accessible and sustainable location. St John's Gardens, over which the zip wires over sail, is a pedestrianised area.

Heritage designations

- 3.12 The application site is located with the boundary of the Liverpool Maritime Mercantile City World Heritage Site (WHS) and the development would be visible from, and within the setting of the grade I listed St George's Hall, the series of grade II* buildings and monuments which line William Brown Street, the grade II listed Lime Street station and North Western Hall, and a series of listed monuments within St John's Gardens. The site is located within the William Brown Street conservation area, and in Character Area 5 (William Brown area) of the WHS.
- 3.13 There are numerous other listed buildings within the localised area which have been considered as part of the proposals, including the potential affect on their settings and these are listed below:
- St George's Hall (grade I);
 - County Sessions House (grade II*);
 - Walker Art Gallery (grade II*);
 - Hornby Library Picton Reading Room (grade II*);
 - William Brown Library and Museum (grade II*);
 - College of Technology and Museum Extension (grade II*);
 - Liverpool Cenotaph (grade I);
 - Empire Theatre (grade II);
 - North Western Hall (grade II);
 - Lime Street Station (grade II);
 - Crown Hotel (grade II);
 - Royal Court Theatre (grade II);
 - Playhouse Theatre, Williamson Square (grade II*);
 - St John's House (former Pearl Assurance Building) (grade II);
 - Wellington Column (grade II*);
 - Steble Fountain (grade II*);
 - Rathbone Monument (grade II);
 - Forwood Monument (grade II);
 - Balfour Monument (grade II);

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- Lester Monument (grade II);
 - Gladstone Monument (grade II);
 - Monument to the King's Liverpool Regiment (grade II);
 - Nugent Monument (grade II);
 - Retaining wall, gatepiers and terrace wall, St John's Gardens (grade II);
 - K6 Telephone Kiosk (grade II);
 - Prince Consort Albert Equestrian Monument (grade II);
 - Statue of General Earle (grade II);
 - Statue of Disraeli (grade II);
 - Queen Victoria Monument (grade II); and
 - 4 Lions statues (grade II).
- 3.14 The Heritage Impact Assessment which accompanies the application describes two distinctive areas within which the application site is located when describing the townscape.
- 3.15 The proposal is partially within the cultural quarter of the city, within character area 5 as defined within the World Heritage Site. This was the area associated with the great cultural and civic buildings which line William Brown Street, and includes St George's Hall. The area is markedly different from adjoining neighbourhoods, with a strong classical and monumental sequence of civic buildings sharing the same materiality and tone of blonde sandstone facades, and a cohesive architectural style.
- 3.16 The Heritage Impact Assessment which accompanies this application advises that the *"desire to compete, and to seek recognition for the success of its maritime mercantile culture lay at the heart of the evolution of the William Brown Street buildings. They were collectively a tangible and highly conspicuous demonstration that Liverpool's wealth as a trading port and centre, was matched by a cultural capital which placed the city at the forefront of high art and culture. This is referenced by the architectural language of the buildings, which captures the established tradition of the gravitas of classical architecture as the proper motif for cultural buildings. The message is a clear one- Liverpool continues the tradition established by Athens and Rome as place of importance, which does not just rely on economic success, but which provides cultural sustenance for its population... The collection of buildings is complemented by St John's Gardens- one of the few green spaces within the city centre, and which provides views to the William Brown Street and St George's Hall ensemble."*

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- 3.17 This grouping contrasts with the area around St John's market and Williamson Square. The most distinctive structure, which dominates Williamson Square, is St John's Beacon. Apart from the Playhouse, and the residual buildings at the western side of the Square, there is little of historic interest, apart from the space itself, which is a vestigial element of the early evolution of the city.
- 3.18 The HIA summarises that the heritage assets within the William Brown Street character area contribute to Outstanding Universal Value of the WHS *"through their collective use as cultural, migration and civic uses, and the overall quality of their monumental architecture. Other heritage assets, particularly within the Williamson Square area, relate to the appeal of more popular cultures, both now and in the past"*.

4. The proposed development

- 4.1 The proposed development comprises of a zip wire development (two commercial zip lines) spanning from St John's Beacon to the roof of the Central Library. The application seeks full planning permission for the erection of two zip lines, external alterations to the second floor of St John's Beacon, installation of landing gantries and associated infrastructure, change of use of floor space on the second floor of St John's Beacon and part of ground floor of Central Library.
- 4.2 The zip line development utilises similar technology to that used at 'Titan' which is zip line activity by Zip World in Llechwedd, Blaenau Ffestinog in North Wales. However, due to the height and length of the course, the zip wires which are proposed would be 12mm rather than 16mm (as at Penrhyn Quarry and Llechwedd). It is proposed to use stealth trolleys, as are used in Penrhyn Quarry and Llechwedd, as these are significantly quieter than standard aluminium trolleys.
- 4.3 The zip line adventure would start on the ground floor of the Central Library, where part of the existing library reception area will become shared with the operator (Zip World) and this is where riders will be welcomed and will be checked in. It will also be possible to book onto the adventure at the reception.
- 4.4 It is proposed to utilise a small part of the ground floor of the Central Library, towards the rear, which would become Zip World's kitting and de-kitting area, where rider briefings would take place along with the provision of storage lockers.
- 4.5 Staff associated with the zip wire development would utilise existing staff room facilities within the library. Public toilets are also available on the ground floor of the library. An extract of the proposed layout and flow of people is indicated in figure 4.1.
- 4.6 Zip World's Customer Journey is described in greater detail in the 'Liverpool Zip Customer Journey' document which is submitted as part of the application.

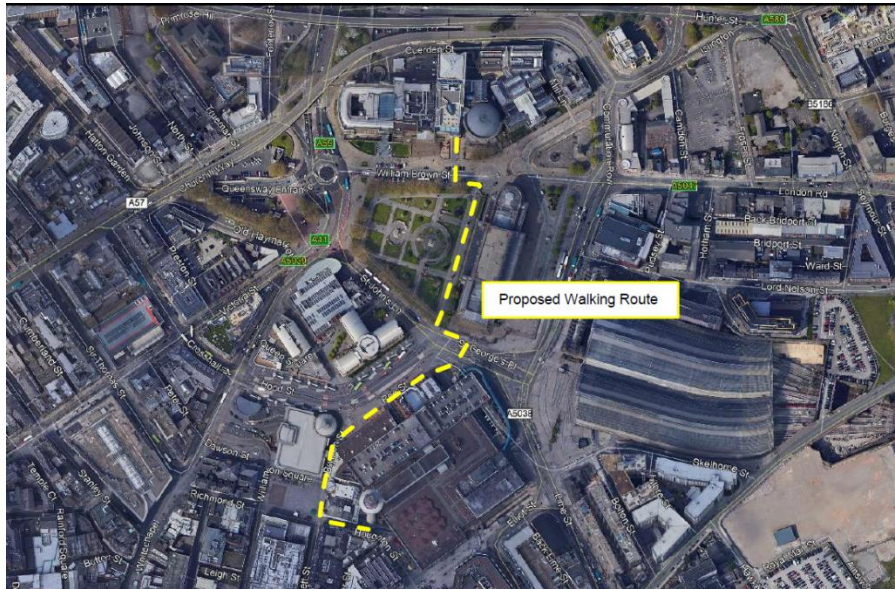
Figure 4.1 Proposed layout of ground floor of Central Library



- 4.7 Once kitted up and briefed, riders would be escorted in groups of 12 by Zip World staff through the reception area and out to William Brown Street, where they will continue on foot along a designated pedestrian route through St John's Gardens across St John's Lane, past St John's Shopping Centre (along Roe Street), past Liverpool Playhouse Theatre and enter St John's Beacon from its existing entrance from Houghton Street. The designated route is marked out in figure 4.2.

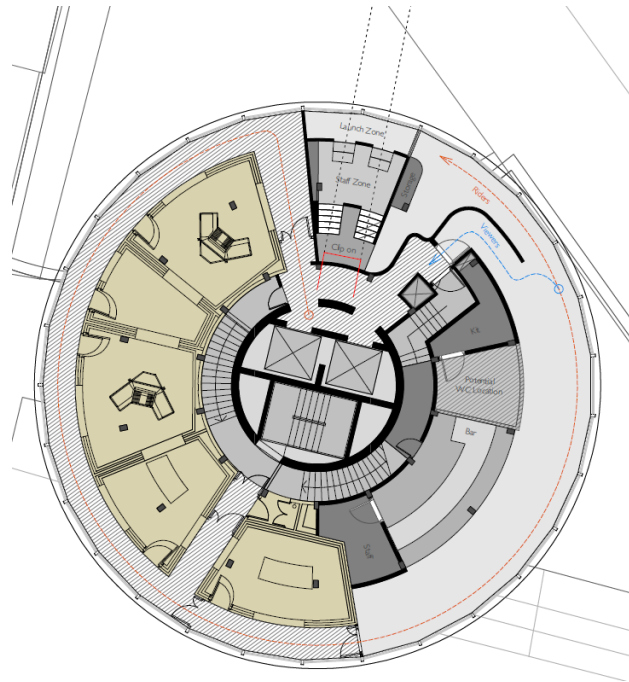
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Figure 4.2 Designated walking route for riders



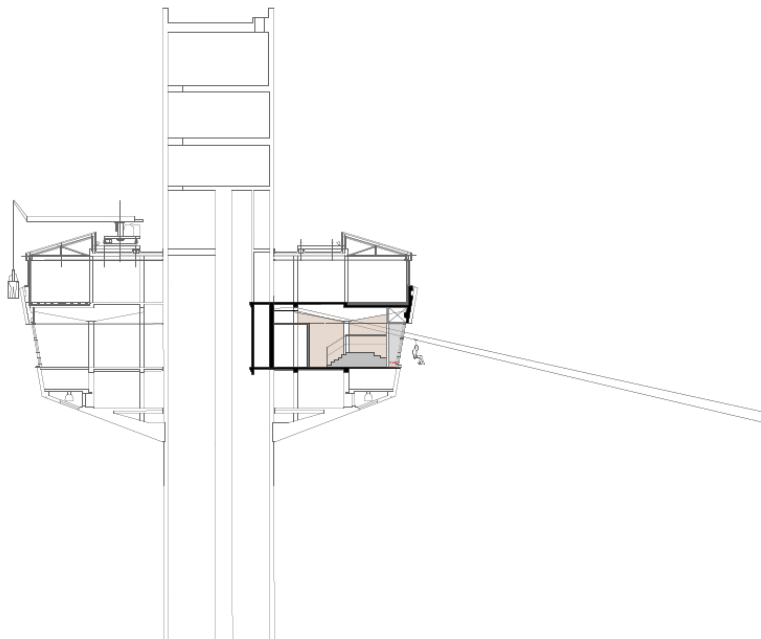
- 4.8 Zip World would utilise an existing reception area, next to Radio City on the ground level of St John's Beacon. All riders would then utilise the existing lift to provide access up to the second floor of St John's Beacon.
- 4.9 The second floor of St John's Beacon is currently used as a visitor viewing platform and this would continue as part of the proposed development. Once on the second floor, riders would walk around the internal edge of the second floor in an anti-clockwise direction. It is proposed to make internal reconfiguration work on the eastern half of the second floor to provide a staff room, bar, WC and kit storage room. Riders would then enter an area where they would be clipped on, before they would reach the launch zone. An extract of the proposed layout is provided below in figure 4.3.

Figure 4.3 Proposed layout of second floor of St John's Beacon



- 4.10 External alteration work is proposed to a small part of the northern elevation of the second floor, where two glass panes would be removed to accommodate an enclosed launch area. This is shown by way of an extract of a section of St John's Beacon provided in figure 4.4. Further details are provided in the Design and Access Statement.

Figure 4.4 Extract of a section of St John's Beacon



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- 4.11 The proposed zip lines are then proposed to run from the second floor of St John's Beacon before landing on the rear part of the roof of the Central Library. An elevation of the proposed zip lines is provided in figure 4.5.

Figure 4.5 Elevation of proposed zip wire course



- 4.12 The riders would descend in pairs down the zip lines and it is anticipated that there would be between 20-30 pairs of rider descents per hour during busy periods, based on a group of up to 12 riders starting their adventure every 20 minutes.

Pre-application discussions

- 4.13 During the development of the proposals, consultation has been on-going with a range of consultees and stakeholders including:
- Bauer Media Group (Radio City);
 - Hark Group;
 - Liverpool Central Library;
 - Liverpool Mayor, Joe Anderson;
 - Merseytravel;
 - St George's Quarter Community Interest Company;
 - The Marriott Hotel; and
 - World Museum.
- 4.14 Pre-application discussions have also been undertaken with LCC Planning Department, along with Liverpool City Council Highways Authority, Environmental Health Officer and Conservation Officer. Pre-application discussions have also been undertaken with Historic England.

5. Policy context

5.1 National and local planning policy guidance considered relevant to the principle of this development is set out in this section.

National planning policy and guidance

5.2 The proposal relates to a zip wire course development and relevant national planning policy is set out in:

- National Planning Policy Framework (NPPF) (2019);
- Planning Practice Guidance (PPG) 'Travel Plans, Transport Assessments and Statements' (2015);
- PPG 'Design: Process and tools' (2019);
- PPG 'Historic Environment (2019); and
- PPG 'Noise' (2019).

5.3 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these should be applied. Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. Relevant national planning policies are listed in table 5.1.

Table 5.1 Summary of national planning policy and guidance

Paragraph	Summary of policy
2. Achieving Sustainable development	
7	The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
8	Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways, which are: <ul style="list-style-type: none"> a) An economic objective; b) A social objective; and c) An environmental objective.
11	So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11). <i>For decision-taking this means:</i>

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	<p>c) approving development proposals that accord with an up-to-date development plan without delay; or</p> <p>d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:</p> <p>i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or</p> <p>ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.</p>
4. Decision making	
38	Local planning authorities should approach decisions on proposed development in a positive and creative way.
39	Paragraph 39 relates to the positive value of pre-application discussions and in this instance, pre-application discussions have been undertaken with Liverpool City Council, Historic England and other key stakeholders.
48	<p>Whilst the adopted plan remains the UDP, LCC is at an advanced stage in the preparation of the Liverpool Local Plan and it has been submitted for examination.</p> <p>Local planning authorities may give weight to relevant policies in emerging plans according to:</p> <p>a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);</p> <p>b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and</p> <p>c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).</p>
6. Building a strong, competitive economy	
80	<p>Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future. This is particularly important where Britain can be a global leader in driving innovation⁴⁰, and in areas with high levels of productivity, which should be able to capitalise on their performance and potential.</p>
7. Ensuring the vitality of town centres	
85	<p>The application site lies within the City Centre.</p> <p>Planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation.</p>
12. Achieving well-designed places	
124	The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities...

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127	<p><i>Planning policies and decisions should ensure that developments:</i></p> <ul style="list-style-type: none"> <i>a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;</i> <i>b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;</i> <i>c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);</i> <i>d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;</i> <i>e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and</i> <i>f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.</i>
16. Conserving and enhancing the historic environment	
184	<p><i>Heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value⁶¹. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.</i></p>
189	<p>Paragraph 189 relates to proposals affecting heritage assets.</p> <p><i>In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary...</i></p>
192	<p><i>In determining applications, local planning authorities should take account of:</i></p> <ul style="list-style-type: none"> <i>a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;</i> <i>b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and</i> <i>c) the desirability of new development making a positive contribution to local character and distinctiveness.</i>
193	<p><i>When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.</i></p>
197	<p><i>The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated</i></p>

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	<i>heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.</i>
PPG 'Historic Environment' (2019)	<p>Advises on enhancing and conserving the historic environment.</p> <p><i>Conservation is an active process of maintenance and managing change. It requires a flexible and thoughtful approach to get the best out of assets as diverse as listed buildings in every day use and as yet undiscovered, undesigned buried remains of archaeological interest.</i></p>
PPG 'Noise' (2019)	<p>Advises on how planning can manage the potential noise impacts from new development.</p> <p><i>Noise needs to be considered when development may create additional noise, or would be sensitive to the prevailing acoustic environment (including any anticipated changes to that environment from activities that are permitted but not yet commenced).</i></p>

Local planning policy and guidance

- 5.4 Planning applications are currently determined in accordance with planning policies contained within the Unitary Development Plan (UDP), which was adopted in 2002. Liverpool City Council (LCC) have prepared a Liverpool Local Plan which has been submitted for examination in May 2018.
- 5.5 The UDP is therefore a 'saved plan', as a Local Plan Document within the Local Plan Framework alongside the Merseyside and Halton Waste Local Plan (2013). Certain policies within the UDP have not been saved and are no longer used for development management purposes. Table 5.2 provides a summary of the most relevant policies from the UDP.

Table 5.2 Summary of local planning policy and guidance

Policy	Summary of policy
Strategic objectives and policies	
GEN 1 – Economic Regeneration	<p>The Plan aims to reverse the decline in economic activity, investment and employment which Liverpool has experienced in recent years through:</p> <p><i>i) Identifying Regeneration Areas including the City Centre...</i></p> <p><i>vi) promoting the principle of mixed use development in appropriate locations;...</i></p> <p><i>viii) promoting the role of Liverpool as a regional retail, cultural and tourism centre;</i></p> <p><i>ix) encouraging leisure developments in locations which complement the economic functioning of existing shopping centres, or in other highly accessible locations where there will be no significant harm to vitality and viability elsewhere;</i></p>
GEN 3 – Heritage and Design in the Built Environment	The Plan aims to protect and enhance the built environment of the City by:

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	<ul style="list-style-type: none"> i. preserving and enhancing historically and architecturally important buildings and areas and, where appropriate, improving them through the leveraging of available funds; ii. encouraging a high standard of design and landscaping in developments; iii. improving accessibility for people with mobility and sensory impairments; and iv. creating an attractive environment which is safe and secure both day and night.
GEN 9 – Liverpool City Centre	<p>The Plan aims to maintain and enhance the City Centre's role and function as a regional centre by:</p> <ul style="list-style-type: none"> i. <i>furthering economic development...</i>
Chapter 6 – Economic Regeneration	
E6 – Mixed use areas and sites for various types of development	<p><i>1. In Mixed Use Areas, as designated on the Proposals Map, planning permission will be granted for those uses specified in the Mixed Use Area profiles subject to the provisions of other relevant Plan policies.</i></p> <p><i>2. On Sites for Various Types of Development as identified on the Proposals Map, planning permission will be granted for the uses specified in Schedule 6.3, subject to the provision of other relevant Plan policies.</i></p> <p><i>3. In assessing development proposals within those Mixed Use Areas and on Sites for Various Types of Development which are located in the City Centre, the City Council will promote the principle of mixed use development whereby a range of complementary uses will be encouraged, subject to the provision of other relevant Plan policies.</i></p> <p>The Mixed Use Area profile for the City Centre is designated as suitable for mixed development. This allocation reflects the emphasis in the Plan on the fundamental importance of a prosperous, vibrant and safe central area to the economic regeneration of Liverpool and Merseyside.</p>
E8 – Tourist attractions and facilities	<p><i>The City Council will support the development of tourism in Liverpool by:</i></p> <ul style="list-style-type: none"> i. <i>protecting and improving visitor attractions;</i> ii. <i>promoting and encouraging the development of new tourist attractions and accommodation, particularly within the City Centre...</i> <p>Paragraph 6.127 of the UDP states that “Liverpool is well placed to capitalise on the growth areas of tourism. The City enjoys a high national and international profile, most of which is built on positive aspects of the City's past and present achievements. The wide range of cultural facilities; waterfront location; historic maritime links; magnificent architectural heritage; strong reputation for sporting achievements; shopping; and the excitement and buzz that the City has to offer, all highlight what a good basis for tourism Liverpool has, offering 'something for everyone'.”</p> <p>Visitor attractions is also a major feature of Liverpool. Paragraph 6.134 of the UDP advises that “Tourist attractions add to the enjoyment of the visitor's stay, encourage longer stays and help disperse the benefits of tourism around the City. The City Council recognises the important role that visitor attractions play as many benefit from national publicity and interest which help raise the profile of Liverpool as a tourist destination, and generate visits in their own right.”</p> <p>In terms of new tourist attractions, the UDP advises that the City Council will seek to guide development of visitor attractions to appropriate locations within the City Centre, including St George's/William Brown Street area.</p>

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	<p>Paragraph 6.146 advises that by encouraging proposals for a wide range of improved visitor attractions, the City Council will aim to maximise the contribution made by arts and cultural, leisure and tourism industries towards the economic and physical regeneration of the City.</p> <p>However such developments need to be mindful of potential conflicts that may arise in relation to the environment, traffic or residential amenity.</p>
Chapter 7 – Heritage and design in the built environment	
HD1 – Listed Buildings	<i>The City Council will take positive action to secure the retention, repair, maintenance and continued use of listed buildings.</i>
HD4 – Alterations to Listed Buildings	<p>Associated infrastructure is proposed to be installed onto the roof of the Central Library which is a Grade I listed building.</p> <p><i>1. Consent will not be granted for:</i></p> <p><i>i) extensions, external or internal alterations to, or the change of use of, or any other works to a listed building that would adversely affect its architectural or historic character;</i></p> <p><i>ii) applications for extensions, alterations to, or the change of use of, a listed building that are not accompanied by the full information necessary to assess the impact of the proposals on the building; and</i></p> <p><i>iii) any works which are not of a high standard of design in terms of form, scale, detailing and materials.</i></p> <p><i>2. Where the adaptive reuse of a listed building will be used by visiting members of the public, the needs of disabled people should be provided for in a manner which preserves the special architectural or historic interest of the building.</i></p>
HD5 – Development affecting the Setting of a Listed Building	<p>The proposed development is located in close proximity to numerous listed buildings.</p> <p><i>Planning permission will only be granted for development affecting the setting of a listed building, which preserves the setting and important views of the building. This will include, where appropriate:</i></p> <p><i>i. control over the design and siting of new development;</i></p> <p><i>ii. control over the use of adjacent land; and</i></p> <p><i>iii. the preservation of trees and landscape features.</i></p>
HD7 – Conservation Areas	<p>The application site lies within the William Brown Street Conservation Area.</p> <p>Paragraph 7.42 advises that Liverpool's conservation areas provide attractive places to live and work and contribute to the quality of life for local people. Such areas are also attractive to visitors and help to promote a positive image of Liverpool, encouraging new investment and tourism.</p> <p><i>1. The City Council will continue to review the boundaries of existing conservation areas and consider the designation of new conservation areas in accordance with consistent standards, and will carry out an assessment of the special interest of each area.</i></p> <p><i>2. Article 4 Directions will be imposed to control permitted development in conservation areas, where appropriate.</i></p>
HD11 – New development in Conservation Areas	<p><i>1. Planning permission will not be granted for:</i></p> <p><i>i. development in a conservation area which fails to preserve or enhance its character; and</i></p>

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	<p><i>ii. applications which are not accompanied by the full information necessary to assess the impact of the proposals on the area, including all details of design, materials and landscaping.</i></p> <p><i>2. Proposals for new development will be permitted having regard to the following criteria:</i></p> <p><i>i. the development is of a high standard of design and materials, appropriate to their setting and context, which respect the character and appearance of the conservation area;</i></p> <p><i>ii. the development pays special attention to conserving the essential elements which combine to give the area its special character and does not introduce changes which would detract from the character or appearance of the area;</i></p> <p><i>iii. the proposal protects important views and vistas within, into and out of the conservation area;</i></p> <p><i>iv. the proposal does not lead to the loss of open space or landscape features (trees and hedges) important to the character or appearance of the area;</i></p> <p><i>v. the development does not generate levels of traffic, parking, noise or environmental problems which would be detrimental to the character or appearance of the area; and</i></p> <p><i>vi. the proposal has a satisfactory means of access and provides for car parking in a way which is sympathetic to the appearance of the conservation area.</i></p>
HD18 – General Design Requirements	Policy HD18 provides specific criteria to ensure a high quality of design for any new development.
Chapter 8 – Open Environment	
OE11 – Protection of Green Space	<p>Paragraph 8.134 advises that Liverpool has a wealth of green space which contributes significantly to the character and environmental quality of the city. Green space can be important in maintaining an open feel in the built-up environment and provides breaks in the urban fabric for the benefit of the city's residents.</p> <p>Policy OE 11 states that:</p> <p><i>Planning permission will not be granted for built development on part or all of any green space unless the proposed development can be accommodated without material harm to:</i></p> <p><i>i. the recreational function of the green space, unless:</i></p> <p><i>the development is ancillary to the use of the site for active or passive outdoor recreation and enhances its value for these activities;</i></p> <p><i>the site does not lie in an area of open space deficiency or its development would not create an area of open space deficiency;</i></p> <p><i>a replacement facility of at least equal quality and suitable size is provided at an appropriate location to ensure that an area of open space deficiency would not otherwise be created ;</i></p> <p><i>in the case of green space in educational use, the development is specifically required for educational purposes and that suitable and convenient alternative recreational facilities are available.</i></p> <p><i>ii. the visual amenity value of the green space in terms of:</i></p> <p><i>important vistas into and across the site;</i></p> <p><i>key frontages which are visible from a main road;</i></p> <p><i>important trees and landscape features, and the character of the site within the surrounding area; or its importance as open land in an otherwise closely developed area;</i></p>

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	<p><i>iii. its relationship to adjoining green spaces, particularly whether the development might destroy a valuable link between areas of green spaces; and</i></p> <p><i>iv. any known nature conservation value as identified in policy OE5.</i></p>
Chapter 12 – Community Facilities	
C1 – Social facilities	<p>Libraries are considered as social facilities in the context of the city and they are an integral part of the local community. The UDP seeks to retain existing facilities. The proposal includes the use of part of the existing ground floor space currently used by the Central Library however there would not be a loss of any facilities or services as a result.</p> <p>Policy C1 states that:</p> <p><i>1. For any development proposal that involves the loss of an existing cultural, religious or social facility, for which there is a demonstrable local need, the City Council will seek to negotiate with the developer to ensure that the facility:</i></p> <p><i>i. is relocated to a more appropriate location, which is easily accessible to its users; or</i></p> <p><i>ii. is incorporated or replaced within a new development.</i></p>

5.6 Although the Liverpool Local Plan is only at submission stage, and is not expected to be adopted during the course of considering the current proposal, due regard has been given to the relevant emerging policies. The main policies which are of relevance are summarised in table 5.3.

Table 5.3 Summary of emerging local planning policy in the Liverpool Local Plan

Policy	Summary of policy
The Vision and Strategic Priorities for the Local Plan	
Local Plan vision	<p>The Local Plan's vision is that "by 2033 Liverpool will be a sustainable, vibrant and distinctive global city at the heart of the City Region. Development opportunities will have been maximised to create an economically prosperous city with sustainable communities and an outstanding and high quality natural and built environment.</p> <p>It goes on to seek for Liverpool to be a "city with a growing competitive and robust economy, attractive to new investment and business."</p> <p><i>"There will be a strong relationship between the City's built environment (including its cultural and architectural heritage), its green infrastructure and economic renewal and the development of vibrant, healthy and sustainable communities. Its heritage assets will have been conserved...parks and gardens and other open spaces will have been identified, protected, improved and made more accessible for future generations."</i></p> <p>The vision seeks for the City Centre to continue to be a thriving regional centre including for tourist and leisure.</p>

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STP4. Presumption in Favour of Sustainable Development	The Local Plan as a whole has a presumption in favour of sustainable development. Planning applications that accord with this Local Plan (and where relevant Neighbourhood Plans) will be approved unless material considerations indicate otherwise.
Chapter 6 – Liverpool City Centre	
Policy CC7 Protecting and Enhancing the Main Retail Area	<p>St John's Beacon which forms part of the application site lies within the Main Retail Area and therefore policy CC7 is applicable.</p> <p><i>Liverpool City Centre's Main Retail Area (MRA) as shown on the Policies Map, will be protected and enhanced by:</i></p> <ul style="list-style-type: none"> <i>a. Granting planning permission for new class A1 non-food retail development;</i> <i>b. Granting planning permission for other town centre uses as defined by national planning policy subject to the criteria in Policy CC8;</i> <i>c. Ensuring that it is the priority location for major non-food shopping facilities by requiring retail proposals within the rest of the City (including within the remainder of the City Centre) to demonstrate compliance with the sequential approach and no significant adverse impact on the vitality and viability of the MRA; and</i> <i>d. Ensuring that A1 non-food retailing is the primary use within the MRA, particularly within the Primary Frontages (as defined on the Policy Map).</i>
Policy CC8 Non-A1 Uses within the City Centre MRA	<p><i>1. Planning permission for non-A1 uses at ground floor level within the City Centre MRA will be granted provided:</i></p> <ul style="list-style-type: none"> <i>a. Within Primary Retail Frontages the proposal will not result in:</i> <ul style="list-style-type: none"> <i>i. The proportion of units for Class A1 retail falling below 70% of the total frontage length;</i> <i>ii. More than 30% of the total frontage length in non-Class A1 retail use;</i> <i>iii. More than 2 non class A1 retail units adjacent to each other;</i> <i>iv. The provision of an A4 or A5 unit; and</i> <i>v. The loss of a retail frontage of 10 metres or above.</i> <i>b. Within Secondary Retail Frontages the proportion of units within Class A1 retail use does not fall below 50% of the street frontage length; and in the case of Hot Food Takeaway it is demonstrated it would not result in:</i> <ul style="list-style-type: none"> <i>i. More than 2 adjoining hot food take-aways in a frontage length;</i> <i>ii. Less than 2 non-A5 units between individual or groups of hot food take-aways; and</i> <i>iii. The total hot food takeaway frontage being more than 5 metres in length.</i> <i>c. The proposal complies with the criteria in Policy CC22 in respect of food and drink uses and hot food takeaways.</i> <i>d. The proposal:</i> <ul style="list-style-type: none"> <i>i. Maintains a ground floor window display and/or shop frontage appropriate to the use of the premises at all times;</i> <i>ii. Enhances the general appearance of the existing shopping frontages in the design and materials used in any external alterations to the building facade; and</i> <i>iii. Establishes access to upper floors, where practicable.</i>

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		2. <i>Proposals for non-A1 uses outside primary and secondary frontages in the MRA will be permitted subject to other Local Plan policies.</i>
Policy CC18 St George's Quarter		<p>The application site is mainly located within St George's Quarter and therefore policy CC18 is of relevance.</p> <p><i>Proposals within the St George's Quarter should:</i></p> <ul style="list-style-type: none"> <i>a. complement the area's existing cultural attractions and uses;</i> <i>b. contribute to improving linkages between cultural hubs in the City Centre;</i> <i>c. contribute to enhancing the public realm, important open space assets and environmental quality; and</i> <i>d. conserve the historic fabric of the area.</i>
Policy CC26 Protection and Enhancement of Green Infrastructure		1. <i>Development Proposals within the City Centre should protect areas of open space in accordance with Policy GI 3....</i>
Chapter 7 Employment land and the economy		
Policy EC3 Delivering Economic Growth		<p>1. <i>Development of new and existing business sectors with strong growth potential in Liverpool and the City Region will be supported and, where appropriate, protected and enhanced.</i></p> <p><i>These include:</i></p> <p><i>...Tourism/visitor economy -including the football clubs of Everton and Liverpool...</i></p>
Policy EC4 Culture, Tourism and Sport		<p>1. <i>Proposals which reinforce and promote Liverpool's role as a centre for tourism, culture and major events and as a key destination for business tourism will be supported. This includes:</i></p> <ul style="list-style-type: none"> <i>• Proposals which enhance the City's existing tourist and cultural facilities;</i> <i>• Proposals for new or expanded provision where it contributes to the City's continued success as a destination for visitors and venue for major events, including those for sports. This includes proposals for the sustainable development or redevelopment of Everton and Liverpool football clubs where they are of an appropriate scale, and subject to other other relevant planning policies; and</i> <i>• Proposals which protect and promote the City's heritage.</i> <p>2. <i>Proposals should be of a high-quality design, be highly accessible, not adversely impact on residential amenity or the operation of existing businesses and be designed to be flexible, adaptable, and capable of multi-use.</i></p> <p>3. <i>The provision of well-designed and accessible ancillary facilities such as hotels and other types of ancillary accommodation, designed to be capable of adaptation to other residential uses in the future, will be supported.</i></p> <p>4. <i>Development that would lead to the loss of an existing cultural/tourism facility in the City should comply with the criteria in Part 3 of Policy SP5.</i></p>
Chapter 11 Heritage		
Policy HD1 Heritage Assets: Listed Buildings;		The City Council will support proposals which conserve or, where appropriate, enhance the historic environment of Liverpool including heritage assets, listed

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Conservation Areas; Registered Parks and Gardens; Scheduled Ancient Monuments	buildings, conservation areas, registered parks and gardens, scheduled ancient monuments.
Policy HD2 Liverpool Maritime Mercantile City World Heritage Site	<p><i>The City Council will support proposals which conserve or, where appropriate, enhance the Outstanding Universal Value of the Liverpool Maritime Mercantile City World Heritage Site.</i></p> <p><i>2. Applications within the Liverpool Maritime Mercantile City World Heritage Site (or within its buffer Zone) which are likely to impact upon an element which contributes to its Outstanding Universal Value (including its archaeology) will not be granted unless they are accompanied by an appropriate Heritage Impact Assessment or archaeological assessment, as appropriate, which evaluates the likely effect of the proposals upon the attributes that contribute to the Outstanding Universal Value.</i></p> <p><i>3. Proposals should accord with the design requirements set out in Policy CC10.</i></p> <p><i>4. Proposals for development within the World Heritage Site or its Buffer Zone should accord with the advice set out in the Liverpool Maritime Mercantile City World Heritage Site Management Plan and the guidance in the Liverpool Maritime Mercantile City World Heritage Site SPD.</i></p>

6. Main considerations

Principle of development

- 6.1 The proposal relates to the development of a new tourist attraction by way of a zip line development from St John's Beacon to the Central Library. The main policy which relates to the principle of development is therefore policy E8 'Tourist attractions and facilities' of the UDP.
- 6.2 The policy states that the Council will support the development of tourism in Liverpool by i) promoting and improving visitor attractions; and ii) promoting and encouraging the development of new tourist attractions and accommodation, particularly within the City Centre. The UDP advises that the Council will seek to guide development of visitor attractions to appropriate locations within the City Centre, including St George's/William Brown Street area. In light of this the proposed development in terms of its location and type of use, is considered to comply with policy E8 of the UDP.
- 6.3 The UDP does however note that tourism developments needs to be mindful of potential conflicts that may arise in relation to the environment, traffic or residential amenity. Potential effects from the proposed development on traffic and amenities are presented later in this section.
- 6.4 In terms of the emerging Liverpool Local Plan, policy EC4 'Culture, tourism and sport' is of relevance. The policy states that proposals which reinforce and promote Liverpool's role as a centre for tourism, culture and major events and as a key destination for business tourism will be supported. This includes:
- Proposals which enhance the City's existing tourist and cultural facilities; and
 - Proposals which protect and promote the City's heritage.
- 6.5 The proposal offers the opportunity to bring a new adventure tourism development to the city centre of Liverpool by way of zip lines as well as an enhanced offer of a viewing platform at level two of St John's Beacon. The proposal offers an opportunity to enjoy and appreciate the culture and heritage of St George's Quarter from a completely new and exciting perspective, bringing a new tourist offer to Liverpool. The assessment of the way the proposal seeks to protect and promote the city's heritage is presented later in this section.

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- 6.6 St John's Beacon which forms part of the application site lies within the Main Retail Area as identified in the emerging Local Plan. The proposal does not entail any development on ground floor and St John's Beacon is not along the primary or secondary retail frontages identified in the emerging plan. Paragraph 6.77 of the emerging Local Plan acknowledges that a diversity of shopping, leisure cultural/ tourism, food and drink uses can bring significant benefits such as extending the time of a shopping visit and creating a safer more vibrant environment. The proposed tourism development is therefore considered to be acceptable in line with criteria 2 of policy CC8 of the emerging Local Plan.
- 6.7 The Liverpool Local Plan identifies character areas within the City Centre with distinct primary roles and functions. The application site is located mainly within St George's Quarter and partially with St John's Beacon located in the main retail area.
- 6.8 The key planning issues identified for St George's Quarter in the Local Plan include ensuring that any new developments respond to their local context and safeguard those elements which contribute to the significance of the City's heritage assets, enhance connectivity and enhancing the use, accessibility, safety and security of St John's Gardens.
- 6.9 The key planning issues for the Main Retail Area mainly relate to the retail function of the area. As only part of the application site, St John's Beacon, is located within the Main Retail Area, the proposed development does not directly contribute towards addressing the key planning issues for the area as identified in the emerging Local Plan.
- 6.10 The area has historically had mixed character and a division between the popular cultures associated with the Williamson Square/Lime Street area, and the higher cultural area of St George's plateau and the William Brown Street buildings. The proposal offers the opportunity to link the mixed character and cultures of both the Williamson Square/Lime Street area (which are within the Main Retail Area) and St George's plateau and William Brown Street buildings (within St George's Quarter).
- 6.11 In light of the assessment presented above, it is considered that the principle of development is acceptable under policy EC8 of the UDP, subject to other material planning considerations which are presented below.

Effect on heritage assets and World Heritage Site

- 6.12 The application site is located in a World Heritage Site and Conservation Area. The application is accompanied by a Heritage Impact Assessment (HIA) completed by Rob Burns.
- 6.13 The location of the site and the nature of the development proposal means that there is the potential for impact on heritage assets, including the Outstanding Universal Value (OUV) of the WHS.
- 6.14 In order to assess these, a series of photomontage images have been produced (which are provided in high quality in appendix H of the TVIA) that show the site in context, and in relationship to the city, and the WHS. The proposal is not visible from any of the key strategic or distant views provided in the WHS Supplementary Planning Document (SPD), and the impacts are localised directly to Character Area 5 of the WHS, and the designated assets around the site.
- 6.15 The viewpoints selected for assessment within the HIA were agreed through discussions with the Council's Conservation Officer and Historic England.
- 6.16 The viewpoints include a number of listed buildings and other heritage assets, and the setting of these assets are important aspects to consider. The assets, and their value, include:
- County Sessions House (grade II*)- very high
 - Walker Art Gallery (grade II*)- very high
 - Hornby Library Picton Reading Room (grade II*)- very high
 - William Brown Library and Museum (grade II*)- very high
 - College of Technology and Museum Extension (grade II*)- very high
 - St George's Hall (grade I)- very high
 - Liverpool Cenotaph (grade I)- very high
 - Statue of General Earle (grade II)- high
 - Statue of Disraeli (grade II) - high
 - Queen Victoria Monument (grade II)- high
 - Prince Albert Monument (grade II)- high
 - 4 Lions statues (grade II)- very high
 - Empire Theatre (grade II)- high
 - North Western Hall (grade II)- high

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- Lime Street Station (grade II)- very high
- Crown Hotel (grade II)- high
- Royal Court Theatre (grade II) - high
- Playhouse Theatre, Williamson Square (grade II*)- very high
- St John's House (former Pearl Assurance Building) (grade II)- high
- Wellington Column (grade II*)- very high
- Steble Fountain (grade II*)- very high
- Rathbone Monument (grade II)- high
- Forwood Monument (grade II)- high
- Balfour Monument (grade II)- high
- Lester Monument (grade II)- high
- Gladstone Monument (grade II)- high
- Monument to the King's Liverpool Regiment (grade II)- high
- Nugent Monument (grade II)- high
- Retaining wall, gatepiers and terrace wall, St John's Gardens (grade II)- high
- K6 Telephone Kiosk (grade II)- high
- ABC cinema- medium
- Character Area 5 of the WHS- very high
- William Brown Street conservation area- high

Setting of assets

6.17 The buildings have different settings due to the topography of the city, the density and scale of surrounding buildings, the network of thoroughfares and hierarchy of routes, and the varied urban grain of Liverpool. The varied listed structures can be spatially grouped to describe setting, and the collections can be seen as:

William Brown Street

- County Sessions House (grade II*)
- Walker Art Gallery (grade II*)
- Hornby Library Picton Reading Room (grade II*)
- William Brown Library and Museum (grade II*)
- College of Technology and Museum Extension (grade II*)
- Wellington Column (grade II*)
- Steble Fountain (grade II*)

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- 6.18 The group are seen almost in their entirety when approaching from the Birkenhead tunnel, and also from the commercial areas, along Dale and Victoria Streets, and across St John's Gardens. However, the mature trees located in the gardens filter the views, and only glimpses of the buildings are seen. The preservation of their setting relies on the continuation of each of the individual buildings contributing to the group, and the legibility of the collection.

St John's Gardens

- Monument to the King's Liverpool Regiment (grade II)
 - Nugent Monument (grade II)
 - Retaining wall, gatepiers and terrace wall, St John's Gardens (grade II)
 - K6 Telephone Kiosk (grade II)
 - Rathbone Monument (grade II)
 - Forwood Monument (grade II)
 - Gladstone Monument (grade II)
 - Balfour Monument (grade II)
 - Lester Monument (grade II)
- 6.19 The St John's Gardens group are mostly monuments, and as such it is the critical mass of the group which is the most important factor. The setting is largely restricted to the Garden area itself, and, due to the typology of most of the listed structures as small scale, and designed to be viewed and understood in close proximity. The preservation of their setting relies on the continuation of the management of the landscape, and the maintenance of each of the monuments. They each act as an individual element of the group, as a series of localized landmarks, within the spatial restrictive context of the Gardens.

St George's plateau

- St George's Hall (grade I)
- Liverpool Cenotaph (grade I)
- Empire Theatre (grade II)
- North Western Hall (grade II)
- Lime Street Station (grade II)
- Crown Hotel (grade II)
- Prince Consort Albert Equestrian Monument (grade II)
- Statue of General Earle (grade II)
- Statue of Disraeli (grade II)

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- Queen Victoria Monument (grade II)
- 4 Lions statues (grade II)

6.20 The setting for the St George's plateau area incorporates structures which vary in design and typology, ranging from St George's Hall with its strong Roman-Greek design, the Cenotaph which fronts it on Lime Street, and the neo-Gothic North Western Hall. The essential component for their setting is Lime Street, and the linear axis this provides, with St George's Hall, the North Western Hotel, the Empire Theatre and Lime Street station, all contributing to give enclosure and cohesion. This view corridor allows each one of the structures to relate spatially and visually, and defines the space for congregation.

Williamson Square area

- Royal Court Theatre (grade II)
- Playhouse Theatre, Williamson Square (grade II*)
- St John's House (former Pearl Assurance Building) (grade II)

6.21 The Williamson Square group are less a collection and more of a series of individual buildings, with their own unique setting, but within the same mixed character area. The Playhouse stands prominently with the Square, taking up the eastern side, with a backdrop of the Beacon and the St John's centre.

Assessment on heritage assets and the OUV of the WHS

6.22 The assessment presented in the HIA is based on images and photomontages for each viewpoint, which are presented in appendix H of the TVIA. These are all localised views and the proposal would not impact on distant views. For each viewpoint, three images have been used to inform the assessment which includes:

- i) Existing view;
- ii) Proposed view when the zip lines would not be operational; and
- iii) Proposed view when the zip lines would be operational.

6.23 Impacts identified in the HIA are summarised in table 6.1. The impacts have been divided into groups rather than individual buildings.

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Table 6.1 Summary of impact on heritage assets and attribute of OUV of WHS as per HIA

Attribute of OUV/Heritage Asset	Impact	Sensitivity	Magnitude of Impact	Significance of Impact
St George's Hall	Negligible	Very High	Slight/Moderate	Neutral
William Brown Street group	Negligible	Very High	Neutral	Neutral
St George's plateau	Negligible	Very High	Neutral	Neutral
St John's Gardens	Negligible	Very High	Neutral	Neutral
Williamson Square Area	Negligible	Medium	Neutral	Neutral
WHS Character Area 5 William Brown Street cultural area/ William Brown Street conservation area	Negligible	Very High	Neutral	Neutral

- 6.24 One of the key planning issues identified for the Main Retail Area within the emerging Local Plan include ensuring that any proposals safeguard those elements which contribute to the OUV of the WHS as well as conserving the significance of the city's other heritage assets.
- 6.25 This is a similar key planning issue for St George's Quarter specifically ensuring that any new developments respond to their local context and safeguard those elements which contribute to the significance of the City's heritage assets.
- 6.26 A summary of the assessment from the HIA is presented below:
- 6.27 The HIA assessment has examined the relevant policies and guidelines at international, national and local level, and has used the ICOMOS guidelines as a methodology for assessing the proposals at the application site.
- 6.28 Due to the location of the proposals partially within Character Area 5 within the WHS boundary, the issue of setting has been assessed on groups of heritage assets, and on the attributes of OUV that are described and defined within the guidance and the statement of OUV. In order to explore the potential impacts on setting, a series of views have been assessed within the HIA. Due to topography, urban grain, scale and density issues, these viewpoints are localised viewpoints, as the proposals would not be visible from more distant viewpoints.
- 6.29 The area has historically had mixed character and a division between the popular cultures associated with the Williamson Square/Lime Street area, and the higher cultural area of St George's plateau and the William Brown Street buildings. The intangible heritage assets of the WHS include civic pride and 'edginess' and these are encapsulated in the narrative and evolution of the disparate areas. These represent

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different aspects of a mercantile maritime society, and these differences continue to the present day.

- 6.30 The proposals are a further intervention into the historic setting, but this forms part of a sequence of changes- at the time of the construction of St George's Hall, the William Brown Street group and Williamson Square and the Lime Street group, there were no trams or other motor vehicles. The first tram lines were laid in the early 1900's in this area, and this changed the views of the buildings through the introduction of overhead wires, not unlike the current proposal, although in much greater amounts and in much closer proximity to the street (Figure 19 of the HIA which is included in figure 6.1 of this Statement for ease of reference).

Figure 6.1 image of overhead tram wires in the 1950's above Lime Street (figure 19 of the HIA)



- 6.31 Similarly, the area has been the centrepiece for events and celebrations- this was part of its design intention. Hectic, vibrant, dynamic, noisy, often rowdy and sometimes plain dangerous. The proposal fits well with this sense of excitement and otherness- it is a separate part of the city centre, designed and used in different ways. St George's Hall is strong and robust enough to shine through these events, as the current location of the Christmas Market illustrates in figure 20 of the HIA (which is included in figure 6.2 of this Statement for ease of reference).

Figure 6.2 Image of Christmas Market at St George's plateau (figure 20 of the HIA)



- 6.32 The assessment presented in the HIA has been prepared in accordance with guidance set out in the WHS SPD. The HIA concludes that although there is a consistent very high significance of the attributes and assets, the impacts of the proposal are essentially neutral. In overall terms, the proposals do not impact on OUV, and preserve the authenticity and integrity of the Property.

Townscape and visual impact

- 6.33 The application is accompanied by a Townscape and Visual Impact Assessment (TVIA). The assessment considers the potential effects on the townscape, historic, heritage and cultural persona of Liverpool. It considers the impacts of the development on the broader townscape, the closer urban situations/designations and nearby heritage assets; ranging from the designated city centre UNESCO areas, conservation areas, where important sub areas (or character zones) and down to the person in the street and the notion of what a future Liverpool is like. The TVIA should be read alongside the HIA referred to above.
- 6.34 One of the key questions considered in the TVIA is whether the proposal would have a beneficial or detrimental effect on the cultural phenomenon called Liverpool. In this regard, it is mainly the setting of the local assets, people's perceptions/views and city culture baselines which would be considered.
- 6.35 An urban environment is not static, there is an acceptable baseline of change which arises within a busy, regenerating city environment. Change and renewal is an accepted part of the urban cycle of cities, something which has occurred since the very

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first cities were conceived. This changing dynamic which is expected of a city, irrespective of the Proposals, is taken into account within the TVIA. Therefore, if the proposed development is assessed as being relevant to the evolving baseline of the city, the proposed development could be judged as being beneficial to the city as a whole.

6.36 The TVIA assesses the townscape and visual effects based on the following receptors:

- Townscape heritage;
- Townscape features
- Townscape character; and
- Viewpoints in public locations and visual amenity.

6.37 The scope of the TVIA has been discussed and agreed with LCC as part of the pre-application discussions. The proposed development is an unique structure which is not a common feature of a city skyline and therefore the approach taken in the TVIA is based on best practice guidance but taking a more flexible approach to ensuring that the assessment is tailored to the unique proposal. The TVIA has therefore been professionally shaped to give an independent and focused assessment for an unusual feature to a city, which indeed already has a gallery of ground breaking unusual urban features from its past and present, making it one of the greatest cities in the modern world.

6.38 Liverpool first experienced the UK's first city centre zip-ride (The 'Liverpool Wire'), in 2014, which was hosted by the Liverpool BID on a temporary basis. The proposed development is for a permanent city zip line development and would be the first of its kind in the UK and seeks to build upon the popular success of the previous, temporary, initiatives.

6.39 The TVIA makes reference to past developments which have been innovative and distinct projects for Liverpool, such as the Queensway Tunnel, St George's Hall, the Docks, the Liver Building and St John's Beacon to name a few. The proposed development therefore has the potential to become another one of Liverpool's unique and iconic landmarks.

6.40 The TVIA advises that in order to *“assess the impact of a Zipwire in a city such as Liverpool, you must venture beyond the impressions of a visitor and understand the deep dynamic culture of this city population. You simply cannot understand this Proposal in global terms, you instead must dwell in the minds of histories and peoples*

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of this very place before reading the more regimented and methodological report of assessment. A true assessment of this Proposal must lay its hands in to the deep cultural past, the buzzing current diversity and the optimism of a forward-looking city which is set on not being frozen in time as an historical attraction, but a place for the living, which provides a pathway for the future cultural stories to come.”

- 6.41 The TVIA is accompanied by a series of photomontage (provided in appendix H of the TVIA) in order to illustrate how the proposed development could appear in the existing townscape and visual context. These photomontages have informed the assessment of effects presented in the TVIA as well as the HIA.
- 6.42 A summary of the effects identified in the TVIA are provided below:

Townscape effects

- 6.43 A range of effects is identified on 11 townscape receptors and these are summarised in table 6.2 below:

Table 6.2 Townscape receptors and summary of effects identified in TVIA

Townscape Receptor	Sensitivity	Magnitude
WHS Area 5 Cultural Quarter UNESCO World Heritage Site	High	Moderate Beneficial
WHS Area 4 Commercial Area UNESCO World Heritage Site	Medium	Moderate Beneficial
LCA2 Retail Area	Medium	Slight Beneficial
LCA5 Residential streets, city edge and University	Medium	Neutral
LCA7 Northern Residential Streets and Major Road Junction	Medium	Neutral
Site Library Roof Character	Medium	Moderate Beneficial
Public open spaces St John's Gardens	High	Slight Adverse
Public open spaces Other areas	Medium	Moderate Beneficial
Scale, Mass, Urban Grain	Medium	Neutral
Appearance	Low	Moderate Beneficial
Legibility and Movement	Medium	Neutral

- 6.44 The TVIA identifies that the townscape is strong and complexed in the study area, from almost chaotic busy high streets and transport hubs to less frenetic surrounding urban transition areas of residential and mixed-use streets. The proposals offer such a small

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change in this complexed townscape setting as to be insignificant for most criteria. The proposals offer a mixture of adverse, neutral and beneficial effects upon the townscape.

6.45 The overall impact on the townscape would be one of a welcome beneficial addition to an already rich city skyline. Furthermore, total reversibility of the projects visual effects can be achieved.

6.46 The TVIA concludes a slight beneficial effect for the townscape and its setting.

Long view effects

6.47 The TVIA identifies that there are two main long-distance views and these are summarised below:

- Those from the Birkenhead side of the river which have panoramas of a busy expanding city and little chance of noticing the proposal,
- Those from Liverpool side of the river, which are either restricted by local urban massing and tree screening, or from an aspect/distance which from its position limits the views to a faraway insignificant new proposal barely perceivable.

6.48 The TVIA concludes that effects on long distance views are negligible.

Short view effects

6.49 The proposals would be located on an existing tower building (St John's Beacon), and therefore the launch area would in all possible views merely be a slight change in glazing colour where the two glass panels would be removed to allow for the tie on and launch area which is proposed to be within the existing tower. Therefore, any change in views of St John's Beacon would not have any significant visual effects of the slight change.

6.50 The proposed zip lines, their presence at beyond 500m (the minimum distance for the short view) would be barely perceivable when non-operational. At the distances discussed, the assessor in the TVIA used the many construction tower crane wires as a visual reference within the environmental conditions of Liverpool city to ascertain the visibility of a crane wire which are usually at least double the thickness (greater than 24 mm+) of the proposed zip wires which would be 12mm. The results demonstrated that it was difficult to view these thicker wires at 1 km distance, especially in a grey raining day. The proposed zip wires being half the thickness even at a distance of 500m would be a very minor and slight change to a view.

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- 6.51 When operational, there would be 36 riders (in pairs) per hour. Most short views have glimpsed or partial views where the operational change of view would be for mostly a few seconds occasionally. The skyline over a 24-hr period would possibly have 16 hours of non-animated zipwire views. None of the views focus just on the view to the tower of St John's Beacon in a framed dedicated way. Liverpool is a complex and dynamic modern location where most of the city is wrapped in layers of building styles, uses and this trend is continuing with great effect. Creating and maintaining a vibrant city such as Liverpool has meant that most views towards the Tower are actually an architectural rhythmical skyline of various silhouettes from older more heavy-set buildings of grandeur and scale to more lithe towers and the flexing almost shape shifting styles of angular glazed waterfront structures. With this setting and high-level metropolis in the fore and background, the impact and noticeability of the proposed development is greatly reduced. Any visibility merely affirms the city as having modern recreational options, thus continuing on a long tradition of Liverpool thrills and spills.
- 6.52 The TVIA concludes that there would be negligible effects on short distance views from the assessed locations.

Visual effects on viewpoints

- 6.53 The TVIA assesses the visual effects of the proposed development on 14 visual receptors which are identified in table 6.3 along with the summary of effect.

Table 6.3 Visual receptors and effects identified in the TVIA

Visual Receptor	Sensitivity	Magnitude
V1 Williamson Square	Medium	Moderate Beneficial
V2 Hood Street Bus Station	Low	Moderate Beneficial
V3 Victoria Street	High	Moderate Beneficial
V4 Queensway Tunnel Entrance	High	Moderate Beneficial
V5 St John's Gardens Hillsborough Monument	Medium	Slight Adverse
V6 Queensway Tunnel Entrance	High	Moderate Beneficial
V7	High	Negligible Adverse

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William Brown Street		
V8 St John's Gardens Gladstone Statue	High	Slight Adverse
V9 Commutation Row	Medium	Slight Adverse
V10 Commutation Row	Medium	Slight Adverse
V11 London Road	Medium	Negligible Adverse
V12 St George's Place	Medium	Moderate Beneficial
V13 Liverpool Lime Street Station	Medium	Moderate Beneficial
V14 Adelphi Hotel Plaza	Medium	Neutral

- 6.54 Viewpoint 8 'St John's Gardens Gladstone Statue' is the only viewpoint which has been identified as having a Moderate level of significance. This is partly due to the sensitive memorial garden. During Remembrance Sunday and Armistice day, the space plays a key role for reflection. In order to respect this use of St John's Gardens, the applicants are committing to suspending the operational use of the proposed zip wires during Remembrance Sunday, Armistice Day (between 10:30 and 11:30, Christmas day and on 15th April - Hillsborough Disaster Reflection between 14:30-15:30. This is proposed as a mitigation measure to allow for peaceful reflection when required.
- 6.55 Otherwise, all other viewpoints are identified as having a mix of slight adverse, negligible adverse and moderate beneficial as this project adds an exciting, easily reversible leisure asset to a busy, growing modern city.

Conclusion

- 6.56 The TVIA has identified several key factors including:
- Liverpool is a busy, complexed city with an appropriate modern heritage sky-line,
 - The areas near the application site reflect many different changing characters, some temporary such as the Christmas Market, others more long term such as the London Road regeneration and cultural complexity,
 - The proposal offers very little change in a mostly busy city panorama,
 - Streets such as William Brown Street sit within very busy and diverse adjacent areas,

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- The city of Liverpool has, for hundreds of years, grown up on innovative and iconic leisure offerings.

6.57 It concludes that the proposed zip line development would be visible from certain locations and this visibility may draw people into the Cultural Quarter with new tourism activities which would contribute towards the activity and vibrancy of this part of the city, to the benefit of all.

Highway safety

6.58 During pre-application discussions, detailed discussions took place with Liverpool City Council's Highways Authority regarding the potential effect from the proposed development on the surrounding area from a traffic and transport perspective. The application is accompanied by a Transport Statement prepared by Curtins. The Transport Statement includes a highway safety assessment as requested by LCC Highways Authority. The scope of the Transport Statement including the geographic scope was discussed and agreed with LCC Highways Authority prior to the submission of the application.

Safe pedestrian walking route

- 6.59 During pre-application discussions, the Highways Authority required details of the proposed walking route between the Central Library (where riders would check in, be kitted up and start their adventure journey) and St John's Beacon (where the zip ride would commence).
- 6.60 Once kitted up and briefed, riders would be escorted in groups of 12 by Zip World staff through the reception area and out to William Brown Street, where they will continue on foot along a designated pedestrian route through St John's Gardens across St John's Lane, past St John's Shopping Centre (along Roe Street), past Liverpool Playhouse Theatre and enter St John's Beacon from its existing entrance from Houghton Street. The designated route is marked out in figure 4.2. The majority of this walking route is 'traffic free' and where crossing the highway network is necessary excellent pedestrian facilities currently exist.
- 6.61 A secondary walk route has also been considered which will be reserved as an alternative route in inclement weather or for disabled access. This is shown at Figure 3.3 of the Transport Statement and utilises St John's Shopping Centre.

Loose articles

- 6.62 During pre-application discussions, highway safety concerns were raised in relation to loose articles potentially falling from riders onto the local highway network and users of the highway network, including pedestrian walkways.
- 6.63 Ensuring that no objects of belongings fall from any staff or participants is of paramount importance for the safety of staff, customers and the public. This has been achieved at other Zip World sites through a number of tried and tested means. The procedure to ensure that there are no falling objects is outlined in Appendix A of the Transport Statement to the rear of this report and include measures such as the following:
- A pre-arrival warning/check in process (including wand scanners);
 - No personal technology is allowed on the ride;
 - Laced up shoes and no jewellery;
 - Pockets must be empty;
 - Free lockers are to be provided;
 - Grey coveralls are to be worn by users (with reinforced elasticated cuffs); and
 - Zip World personal protective equipment will be provided (which are securely attached).
- 6.64 Through management practices set out in Appendix A of the Transport Statement, which can be conditioned, the likelihood of an incident relating to loose articles occurring is considered to be minimal.
- 6.65 A document which sets out Zip Wire Safety Measures has also been submitted in order to provide background details to the Local Planning Authority regarding how the zip lines would be operated.

Driver distraction

- 6.66 The Transport Statement identifies that the overall frequency of accidents reported on the road network local to the site is considered to be low over the three-year assessment period. All but two of the accidents that occurred at the junctions resulted in slight injuries. No accidents occurred in the vicinity of the Central library on William Brown Street. A breakdown of the locations suggests that the majority of the accidents occurred where the zip line would not be visible, or within the driver's eyeline and therefore can be discounted in the context of this application.

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- 6.67 The Highway Safety Assessment is based on an Area of Influence, at which the proposed development is expected to be visible from the local highway network.
- 6.68 Within the study area the key perceived hazard is the potential for drivers to glance at the zip line or its terminal points. The Transport Statement has broken down this potential hazard into a number of categories as follows:
- i. Zip line in view on approach to a pedestrian crossing facility
 - ii. Zip line in view on approach to a traffic signal-controlled junction
 - iii. Zip line in view on approach to a priority-controlled junction (including roundabouts).
- 6.69 The Highway Safety Assessment appraises that as a general principle it should be noted that drivers are almost always continually assimilating sensory inputs from multiple sources during the course of driving. It is not considered that the presence of a new tourism attraction at this location would represent a material departure from the types of features that drivers are used to seeing roadside all the time. Furthermore, it is the responsibility of the driver of any vehicle to keep its attention focussed upon the road and its users.
- 6.70 This is particularly true at this location where the surrounding roads hosts various off-carriageway infrastructure, such as the large LED advertising billboard on Lime Street, as well as events such as the Christmas markets opposite St George's Hall. Therefore, it can be said that motorists are used to illumination from the LED displays and other road side interference, meaning a zipline would not represent an unusual feature to passing motorists and should be easily assimilated by them as part of the general urban streetscape and character of the area.
- 6.71 The built-up environment surrounding St John's Beacon (and the neighbouring roads) limits the visibility of the proposed zip lines from the surrounding highway network, for example building such as St George's Hall, Queen Square car park and St John's Market, amongst many others will obscure drivers' views of the proposed zip lines.
- 6.72 The A5038 Lime Street, St John's Lane and Roe Street, as well as many other roads surrounding Liverpool City Centre, all operate with very slow-moving traffic William Brown Street, which is located adjacent to the proposed landing site on Central Library, is subject to very little traffic due to its primary parking usage and also consists of a cobbled road surface, encouraging motorists to travel at low speeds.

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- 6.73 The Highway Safety Assessment also refers to existing precedents which may have a perceived potential to distract drivers' attention. These include roadside LCD display screens and aircraft flight paths. It concludes that the proposed development would not lead to an unacceptable highway safety concern which would warrant the refusal of planning permission.

Effect on amenities

- 6.74 During pre-application discussions with the Council it was established that the main potential effect on amenities would be from noise generated by the proposed zip line development.
- 6.75 The application site is located in a city centre location which comprises a mix of uses which are mainly commercial with limited noise sensitive properties which are limited to the Marriott Hotel and residential apartments at Old Haymarket.
- 6.76 Pre-application discussions have been undertaken with the Environmental Health Officer at Liverpool City Council and it was agreed that the nearest 'noise sensitive' building with residential use would be the Marriott Hotel. The proposed zip lines over sail the north-eastern corner of the Marriott Hotel and stakeholder engagement with the hotel group has been undertaken prior to the submission of this application.
- 6.77 The nearest actual dwellings not screened by other buildings are likely to be apartments at Old Haymarket. In terms of the latter, these appear to be apartments above ground floor commercial premises on the corner of Old Haymarket and Victoria Street.
- 6.78 The application is accompanied by a Noise Assessment prepared by Hepworth Acoustics and focused on potential impact of noise from use of the zipwires at the Marriott Hotel and the apartments further away at Old Haymarket.
- 6.79 A baseline noise survey has been carried out to establish the prevailing noise climate of the area. The ambient noise climate was found to be fairly high outside the Marriott Hotel due to the level of road traffic noise.
- 6.80 Likely noise levels from the proposed development have been calculated using a standard calculation method. The calculations are based on 'source' noise levels that have been measured at an operational Zip World centre in North Wales, but including a safety margin to account for the different type of wires proposed at Liverpool.

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- 6.81 The noise generated by the proposed zip line development as predicted outside the Marriott Hotel, would only be marginally above the measured background noise and is expected to be below the existing ambient noise levels. The Noise Assessment therefore concludes that the operation of the proposed zip wire development would not result in any significant adverse noise impact on the hotel rooms at the Marriott Hotel.
- 6.82 Lower noise levels from the proposed zip wires have been calculated at residential locations in Old Haymarket which are considered to be below the prevailing noise climate of the area. Therefore, it is concluded that operation of the proposed zip wire development would not result in any significant adverse noise impact on apartments at Old Haymarket.
- 6.83 It is acknowledged that the experience of using St John's Gardens may be affected visually and by noise generated by the proposed development, however the green space is not considered to be a noise sensitive receptor. Consideration of the potential effects on St John's Garden is presented later in this section.

Tourism and economic benefits

Liverpool context

- 6.84 Whilst the UDP remains the plan for the determination of planning policies, the plan is outdated in relation to the city's economic and tourism context. Therefore, it is considered to be relevant to give weight to the policies in the emerging Liverpool Local Plan in relation to economic and tourism developments. The baseline context which has informed the emerging Liverpool Local Plan and its planning policies in relation to economic and tourism development reflects a more accurate understanding of the current economic trends and challenges facing Liverpool and the city centre.
- 6.85 The emerging Liverpool Local Plan identifies that Liverpool is one of the principal centres for leisure cultural and tourism attractions in the region. It was listed as third in the world's best cities to visit in 2014 and in 2015 Liverpool was the 6th most visited city in the UK for international visitors and 7th in England for domestic visitors. Tourism-related development in hotels, transport and visitor facilities is a major element of the local economy.
- 6.86 The emerging Liverpool Local Plan also identifies the importance of tourism and leisure industries, specifically within the city centre. It recognises that they are becoming a

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vital part of Liverpool's economy and Liverpool is now one of the UK's and world's top cities to visit. It states:

"A key draw for tourism is the City Centre's unique heritage and waterfront setting, which includes the Royal Liver, Cunard and Port of Liverpool Building, together with numerous other historic buildings. It has a very successful night time economy with numerous bars and restaurants and has received the Purple Flag award. The City Centre also has a number of quality theatres, concert venues and cinemas including Kings Dock Arena, Liverpool Empire, Philharmonic Hall, the Playhouse, Royal Court and Fact; and numerous museums, galleries and visitor attractions including those around William Brown Street/Lime Street, the Bluecoat, and Hope Street area. The Museum of Liverpool, the largest newly built national museum in the UK for a century opened at Mann Island in recent years."

- 6.87 Within the emerging Liverpool Local Plan, the vision for Liverpool city centre specifically seeks for St George's Quarter to have been further developed as a significant, high quality cultural and visitor destination. The area's development as a major visitor/tourism destination, ensuring that new proposals complement existing uses is a priority for St George's Quarter.
- 6.88 The proposed development would provide a new outdoor adventure tourism attraction utilising two landmark buildings within Liverpool, contributing towards the high-quality visitor destination of St George's Quarter. The use of the Central Library as a hub for the proposed zip line development would complement the library's existing function as a hub. Since its renovation in 2013, the Central Library is about much more than just books and it is now a facility where people also meet for a coffee and use IT and ipad facilities.
- 6.89 The emerging Local Plan identifies that *"sustainable economic growth is of paramount importance to the development of Liverpool and its City Region over the next two decades, to sustain physical and population growth, develop or renew infrastructure, create new jobs and improve the social and economic prospects of all its residents"*.
- 6.90 Liverpool, and the wider City Region, is a world-renowned destination for visitors, investors and businesses. As at 2015, the City Region's overall tourism was valued at £4.1 billion, with Liverpool making up the majority of this, worth just over £2.7 billion. In terms of overall visitors the City Region attracts over 60 million, with the majority, just

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over 34 million, visiting Liverpool. The City is ranked as the 6th most visited city in the UK by people from overseas.

- 6.91 In 2008, Liverpool was designated as the European Capital of Culture. One of the opportunities set out in the Liverpool City Region Growth Strategy is to “*continue to capitalise and build on Liverpool's positioning as an international destination for culture and heritage*”.

Zip World brand

- 6.92 The proposed zip line development offers the potential to contribute towards the sustainable economic growth of Liverpool as a city, especially the city centre. The applicant, Zip World started trading in 2013, and under inspirational leadership has established itself in a short period of time as one of the leading adventure companies in the UK, with a recognisable brand in the UK leisure activity market.
- 6.93 Zip World's strategy is to provide a defined mix of site types, including iconic sites such as Penrhyn Quarry, Slate Caverns in North Wales and Rhigos Mountain in South Wales, Forest settings such as Fforest, Betws y Coed and Devon, and an urban site, which they hope to develop at Liverpool.
- 6.94 The concept design has the potential to be a world-renowned adventure, with it likely to be the world's fastest urban zip wire. The proposed tourism adventure would offer opportunity for global marketing for both Liverpool and Zip World.
- 6.95 An independent assessment of Zip World's impact on the North Wales economy was undertaken in 2016 by North Wales Tourism. The assessment reviewed the attraction's economic impact by examining the value of visitor spend and employment opportunities made available. An update to the 2016 report was undertaken and published as 'Assessing Zip World's Impact on the North Wales Economy Review 2018' (the NWT 2018 Review).
- 6.96 The NWT 2018 Review identified that since its inception, Zip World has attracted over 1 million visitors and contributed over £250 million to the local economy.
- 6.97 The NWT 2018 Review suggests that Zip World is a strong pull factor. Zip World was the main factor to visit with 63% of responders visiting as part of a longer stay. Most Zip World visitors stay over with 74% staying at least one night.

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- 6.98 The outdoor adventure tourism offer that would be provided by the proposed development would form part of the overall tourism offer by Zip World and the intention would be to offer corporate packages, family deals and deals associated with other Zip World sites.

Investment

- 6.99 The application is accompanied by an Economic Impact Assessment, which forecasts that over the five-year period, the proposed development has the potential to generate a revenue of £12.6 million. The development in itself will see an investment of circa £5-6 million by Zip World up to the first quarter of 2021 when construction would be expected to be completed.

Employment benefits

- 6.100 The proposed development is expected to create employment opportunities for 30-40 staff, with 10 full time positions and 25 part-time positions. The vast majority of these roles are expected to be recruited locally. Zip World values the contribution their employees make to their success. As a result, it is fully committed to employing the best quality people who share and complement its values, vision and brand personality.
- 6.101 A strong economy relies on an abundance of jobs for local people. Zip World strongly believe that employing local people forms an integral part to the success of the business. As of September 2018, Zip World employed a total of 450 people (increase of 218 since 2016). The NWT 2018 Review identifies that Zip World hires locally with 93% of employees being local to the area. This strongly demonstrates the local employment opportunities offered by Zip World as a result of the development would remain local.
- 6.102 The NWT 2018 Review identifies that the locality of the employee shows that Zip World employs very few people from outside of the area - only 6.67%. Because of this, there are fewer leakages, with the money ultimately being made and spent in the local economy.
- 6.103 Zip World expect to target a wide demo-graph of candidates as the proposal would offer a varied range of positions; ranging from permanent full-time and part time roles; to seasonal roles with fluctuating hours. Most of the roles available do not require any qualification as Zip World offer a comprehensive training and induction program to provide employees with the skills, expertise and confidence to do the role(s).

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- 6.104 Zip World aim to make sure their recruitment drive is as open and accessible as possible, recruiting a diverse and innovative workforce. Zip World would aim to target and engage the local (Liverpool) community with recruitment advertisement and activities being undertaken within Liverpool.
- 6.105 Zip World is a leader in the adventure tourism industry and the wealth of knowledge and experience from its established team at North Wales will be transferred to the city centre of Liverpool, by way of training for locally employed people.

Open/green space

- 6.106 There is limited green infrastructure in the city centre due to the nature of the built environment however St John's Gardens is one of the green areas which provides relief from the dense urban form. Policy OE11 of the UDP and policy GI 3 of the emerging Local Plan relates to the protection of green spaces.
- 6.107 The proposed development does not include development on and therefore the loss of public open space. However, the proposed zip lines would over sail St John's Gardens which is an open space within the city centre.
- 6.108 Policies OE 11 of the UDP and GI 3 of the emerging Local Plan advises that proposals for development on an open space will not be acceptable unless it can be accommodate without material harm to the visual amenity and structural value of the open space in terms of key vistas into and across the site, key frontages which are visible from a main road; links to adjoining open spaces and contribution to the green corridor network and "green web"; and important trees and landscaping features. The main consideration in relation to the proposed development is its effect on key vistas into and across the site. The proposed development would not affect the key frontages, adjoining spaces nor to landscape features.
- 6.109 The proposed development would result in two zip lines over sailing St John's Gardens from south to north. The potential effect of the visual impact of the zip lines from St John's Gardens and the potential effect on the users of the open space is assessed within the Townscape and Visual Impact Assessment (TVIA). It identifies that the proposed zip lines will be visible over sailing St John's gardens near the Gladstone Monument Statue. Due to mature trees, other parts of this open space may have glimpsed or blocked views of the proposed zip lines.

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- 6.110 When operational, the riders would be visible as a grey blurred object of small significance at first, getting closer as they approach, riding over head at high level. The TVIA identifies an adverse effect during construction, upon completion (non-operational) and when operational, however the effects would not be significant.
- 6.111 The Gladstone Monument Statue is one of the main memorials in St John's Gardens used by many organisations including veterans of war. During Remembrance Sunday and Armistice day, the space plays a key role for reflection. In order to respect this use of St John's Gardens, the applicants are committing to suspending the operational use of the proposed zip wires during Remembrance Sunday, Armistice Day (between 10:30 and 11:30), Christmas day and on 15th April - Hillsborough Disaster Reflection(between 14:30-15:30).

7. Conclusion

- 7.1 The proposal relates to a zip line development (two commercial zip lines) spanning from St John's Beacon to the roof of the Central Library.
- 7.2 The application is submitted by Zip World, an adventure tourism provider, who opened their first zip line adventure in Bethesda, North Wales in 2013. The North Wales adventure business wants to bring its unique brand of extraordinary experiences and adventure to Liverpool, one of the principal centres for leisure cultural and tourism attractions in the region.
- 7.3 The Statement presents an assessment of the main considerations relevant to the proposed development, to include the principle of development, effects on heritage assets and WHS, townscape and visual impact, highway safety, effects on amenities and tourism and economic benefits.
- 7.4 In terms of the principle of development the main relevant policy is policy E8 'Tourist attractions and facilities' of the UDP. The policy states that the Council will support the development of tourism in Liverpool by i) promoting and improving visitor attractions; and ii) promoting and encouraging the development of new tourist attractions and accommodation, particularly within the City Centre. The UDP advises that the Council will seek to guide development of visitor attractions to appropriate locations within the City Centre, including St George's/William Brown Street area. In light of this the proposed development in terms of its location and type of use as an adventure tourism development, is considered to comply with policy E8 of the UDP.
- 7.5 When considering heritage, the location of the site and the nature of the development proposal means that there is the potential for impact on heritage assets, including the OUV of the WHS. 14 viewpoints have been assessed and the HIA concludes that although there is a consistent very high significance of the attributes and assets, the impacts of the proposal are essentially neutral. In overall terms, the proposals do not impact on OUV, and preserve the authenticity and integrity of the Property.
- 7.6 The TVIA considers the potential effects on the townscape, historic, heritage and cultural persona of Liverpool. It considers the impacts of the development on the broader townscape, the closer urban situations/designations and nearby heritage assets, and down to the person in the street and the notion of what a future Liverpool is like.

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- 7.7 Liverpool first experienced the UK's first city centre zip-ride (The 'Liverpool Wire'), in 2014, which was hosted by the Liverpool BID on a temporary basis. The proposed development is for a permanent city zip line development and would be the first of its kind in the UK and seeks to build upon the popular success of the previous, temporary, initiatives.
- 7.8 The TVIA concludes that the proposed zip line development would be visible from certain locations and this visibility may draw people into the Cultural Quarter with new tourism activities which would contribute towards the activity and vibrancy of this part of the city, to the benefit of all.
- 7.9 The potential effect of the proposed development on highway safety is a key consideration. The Transport Statement (with Highway Safety Assessment) has considered the safe pedestrian walking routes associated with the development, potential safety concerns in relation to loose articles and potential driver distraction from a highway safety point of view. It considers other similar precedents such as roadside LCD display screens and aircraft flight path. It concludes that the proposed development would not lead to an unacceptable highway safety concern which would warrant the refusal of planning permission.
- 7.10 In terms of amenities, the application site is located in a city centre location which comprises a mix of uses which are mainly commercial with limited noise sensitive properties which are limited to the Marriott Hotel and residential apartments at Old Haymarket.
- 7.11 The Noise Assessment concludes that the operation of the proposed zip wire development would not result in any significant adverse noise impact on the noise sensitive receptors including hotel rooms at the Marriott Hotel and apartments at Old Haymarket.
- 7.12 It is acknowledged that the experience of using St John's Gardens may be affected visually and by noise generated by the proposed development, however the green space is not considered to be a noise sensitive receptor. In order to respect this use of St John's Gardens as a space of memorial and reflection, the applicants are committing to suspending the operational use of the proposed zip wires for period of time during Remembrance Sunday, Armistice Day, Christmas day and on 15th April - Hillsborough Disaster Reflection.

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- 7.13 In terms of tourism and economic benefits, tourism-related development in hotels, transport and visitor facilities is a major element of the local economy. The emerging Liverpool Local Plan also identifies the importance of tourism and leisure industries, specifically within the city centre. It recognises that they are becoming a vital part of Liverpool's economy and Liverpool is now one of the UK's and world's top cities to visit.
- 7.14 The proposed development would provide a new outdoor adventure tourism attraction utilising two landmark buildings within Liverpool, contributing towards the high-quality visitor destination of St George's Quarter. The concept design has the potential to be a world-renowned adventure, with it likely to be the world's fastest urban zip wire. The proposed tourism adventure would offer opportunity for global marketing for both Liverpool and Zip World.
- 7.15 The Economic Impact Assessment submitted as part of the application forecasts that over a five-year period, the proposed development has the potential to generate a revenue of £12.6 million.
- 7.16 Zip World is a leader in the adventure tourism industry and the wealth of knowledge and experience from its established team at North Wales will be transferred to the city centre of Liverpool, by way of training for locally employed people.

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