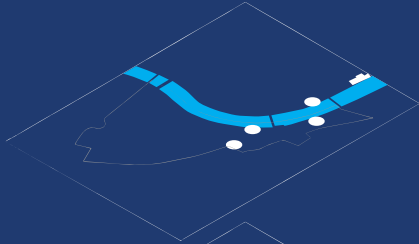
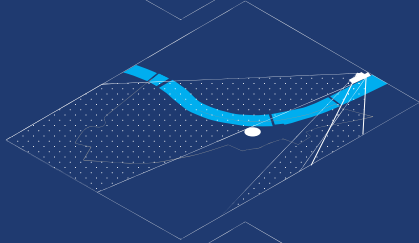


Chapter 8

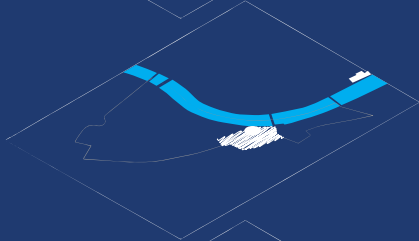
Tall Buildings Strategy



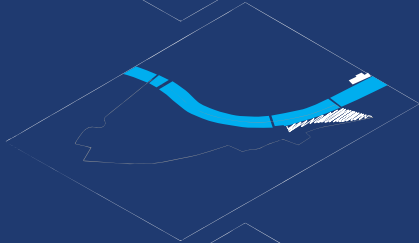
existing & consented tall buildings



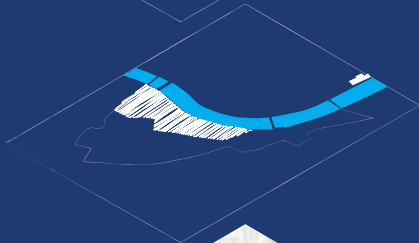
effect on views of palace of westminster



tall building cluster upto 150m with
Vauxhall Tower as pinnacle



upto 80-90m high



upto 60-70m high



indicative masterplan

Key principles

- The planning framework supports an emerging cluster of tall buildings at Vauxhall within the Central Activities Zone (CAZ)
- The form and height of the emerging cluster at Vauxhall as defined in the tall buildings strategy will not be detrimental to the setting of the Westminster World Heritage Site (WWHS) from the river prospect views as defined in the London View Management Framework (LVMF)
- The form of the emerging cluster is defined as a series of tall buildings coming forward as separate individual elements on the skyline to a maximum of 150 metres with the pinnacle being formed by the Vauxhall Tower (under construction) at 180 metres.
- It is anticipated that other tall buildings will come forward on Albert Embankment (maximum threshold c.80 metres) and in Nine Elms (maximum threshold 60 – 70 metres) where they will not impact on the protected silhouette of the Palace of Westminster
- The tall buildings strategy and public realm strategy is fully integrated
- The form of development that will be supported in the OA will be 8 – 10 storey high density development with tall buildings on key sites such as along the riverside and in prominent locations along strategic routes as set out in the public realm strategy

8.1 Policy overview

London Plan 2011

The London Plan defines tall buildings as those that are substantially taller than their surroundings, cause a significant change to the skyline or are larger than the threshold sizes set for the referral of planning applications to the Mayor.

London Plan policy 7.7 states that tall and large buildings should be part of a planned approach to changing or developing an area by the identification of appropriate, sensitive and inappropriate locations. It goes on to state that tall and large buildings should generally be limited to sites in the Central Activities Zone, opportunity areas, areas of intensification or town centres that have good access to public transport and should not impact on local or strategic views adversely.

London Plan policy 7.10 states that development should not cause adverse impacts on World Heritage Sites or their settings (including any buffer zone). In particular, it should not compromise a viewer's ability to appreciate its Outstanding Universal Value, integrity, authenticity or significance. In considering planning applications, appropriate weight should be given to implementing the provisions of the World Heritage Site Management Plans.

The Mayor has also produced draft supplementary planning guidance on the settings of London's World Heritage Sites (October 2011). This provides guidance

on defining the setting of World Heritage Sites and assessing development proposals for impact on a World Heritage Site's Outstanding Universal Value.

London Plan policies 7.11 and 7.12 provide the strategic policy framework for designating strategic views and implementing the London View Management Framework (LVMF). Policy 7.11 provides that within designated strategic views, the Mayor will identify strategically important landmarks that make a very significant contribution to the image of London at the strategic level or provide a significant cultural orientation point. He will also identify and protect aspects of views that contribute to a viewer's ability to recognise and to appreciate a World Heritage Site's authenticity, integrity, significance and Outstanding Universal Value.

Policy 7.12 states that new development should not harm, and where possible should make a positive contribution to, the characteristics and composition of strategic views and their landmark elements. It should also preserve and enhance viewers' ability to recognise and to appreciate strategically important landmarks in these views and, where appropriate, protect the silhouette of landmark elements of World Heritage Sites as seen from designated viewing places.

A summary of the LVMF (July 2010) and revised draft LVMF (July 2011) and how it relates to the OA is set out in TA3.

Wandsworth Core Strategy 2010

Core Strategy policy IS3 defines tall buildings as those which are substantially taller than the prevailing height of neighbouring buildings and/or which significantly change the skyline. It acknowledges that tall buildings may be appropriate in Nine Elms near Vauxhall and at Battersea Power Station, but that some locations within these areas will be sensitive to, or inappropriate for, tall buildings. Specific sites considered for tall buildings will be identified in the Site Specific Allocations Document.

Wandsworth Site Specific Allocations Document (Submission version, May 2011)

The Area Spatial Strategy for Nine Elms North identifies eight discrete districts within the Wandsworth part of the opportunity area. Two of these districts – Vauxhall/Embassy and Battersea Power Station – are identified as areas where tall buildings may be appropriate. In other areas, it is expected that developments of 8-10 storeys will be the norm and any proposals for 11 storeys or above will be regarded as tall buildings and will need to be assessed against the criteria set out in Development Management Policies Document policy DMS4.

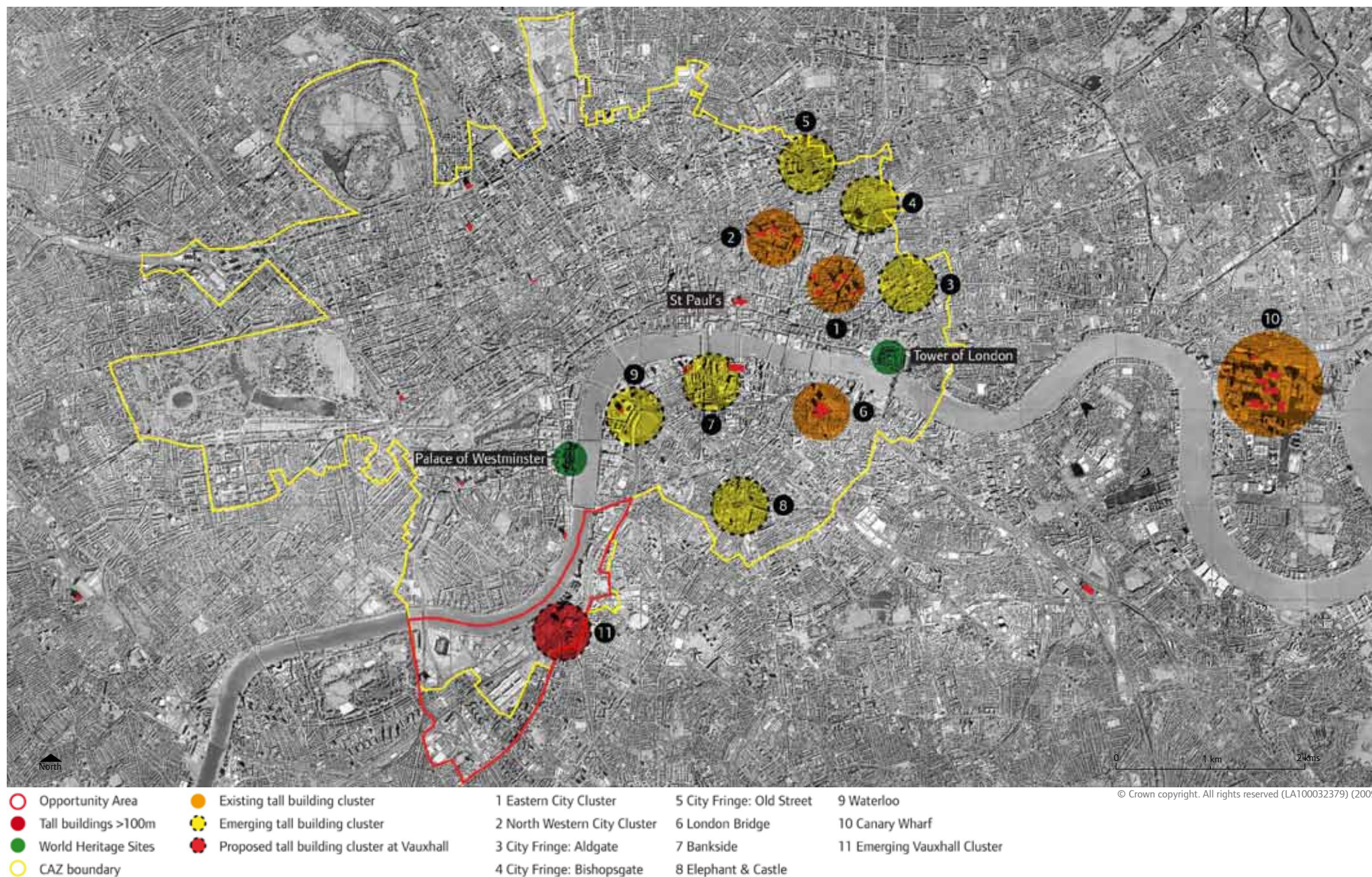


Figure 8.1 – Existing and planned tall building locations

Wandsworth Development Management Policies Document (Submission version, May 2011)

Policy DMS4 sets out detailed criteria against which applications for tall buildings will be required to address in order to demonstrate compliance with Core strategy policy IS3. Specific considerations include impact on the historic environment, visual impact including cumulative impact on the skyline, integration into surrounding development and climatic effects such as overshadowing and wind effects.

Lambeth Core Strategy 2011

Core Strategy policy S9 identifies parts of the Vauxhall opportunity area as being appropriate for tall buildings, subject to appropriate accompanying urban design assessments. It also identifies the need to protect strategic views, including those that affect the outstanding universal value and setting of the Westminster World Heritage site.

Policy PN2 supports opportunities for the development of a cluster of high quality tall buildings at Vauxhall, for a mix of uses including residential, retail, business, other commercial and community uses focused on the transport interchange at Vauxhall Cross.

Non-statutory guidance

Other sources of guidance on the planning and design of tall buildings include CABE and English Heritage's joint Guidance on Tall Buildings (July 2007).

CABE and English Heritage advise planning authorities to consider the scope for tall buildings, where they are a possibility, as part of strategic planning.

8.2 Westminster World Heritage Site

The Westminster World Heritage Site (WWHS) comprises the Palace of Westminster, Westminster Abbey and St Margaret's Church.

The location of the proposed cluster of tall buildings at Vauxhall relative to the WWHS gives rise to a potential impact on the setting of the WHS. The draft Statement of Outstanding Universal Value for WWHS identifies that the visual integrity of the WHS is vulnerable to proposals for tall buildings. Tall buildings at Vauxhall will not necessarily cause harm to the setting of the WHS, but great care will need to be taken to ensure that the form and composition of the cluster, and the design of individual tall buildings, does not adversely affect the Outstanding Universal Value of the WHS or its setting. The height parameters and guidance on the composition of the cluster set out in the following sections have been developed having regard to the relationship with the WWHS and the policy imperative that development should not cause adverse impacts on the WHS or its setting.

All proposals for tall buildings in the OA should be accompanied by an assessment of impact, including cumulative impact with other proposed and consented schemes, on the Outstanding Universal Value, integrity, authenticity and significance of the WHS and its setting. A framework for assessment is contained in the draft 'London World Heritage Sites – Guidance on Settings' SPG.

8.3 Strategic views

There are a number of key issues to be considered in terms of the emerging tall buildings strategy for the OA:

- The visual impact of the emerging cluster of tall buildings in strategically important views, primarily the river prospects from Westminster, Waterloo and Hungerford bridges identified in the London View Management Framework (July 2010) and its draft replacement (July 2011), including the new townscape view from Parliament Square.
- The scale, appearance and form of the emerging cluster at Vauxhall and how this will change over time as key development sites come forward in this location
- The relationship between the emerging cluster at Vauxhall and the Palace of Westminster World Heritage Site
- The scale and appearance of tall buildings on Albert Embankment and how this will change over time as key development sites come forward in this location
- The relationship between development on Albert Embankment and the Westminster WHS
- The potential for tall buildings in Nine Elms and Battersea to interrupt the protected silhouette of the Palace of Westminster
- The potential for tall buildings within the OA to be visible from within the Westminster World Heritage Site (WWHS)
- The visual impact of tall buildings on key local views from conservation areas both within and beyond the OA

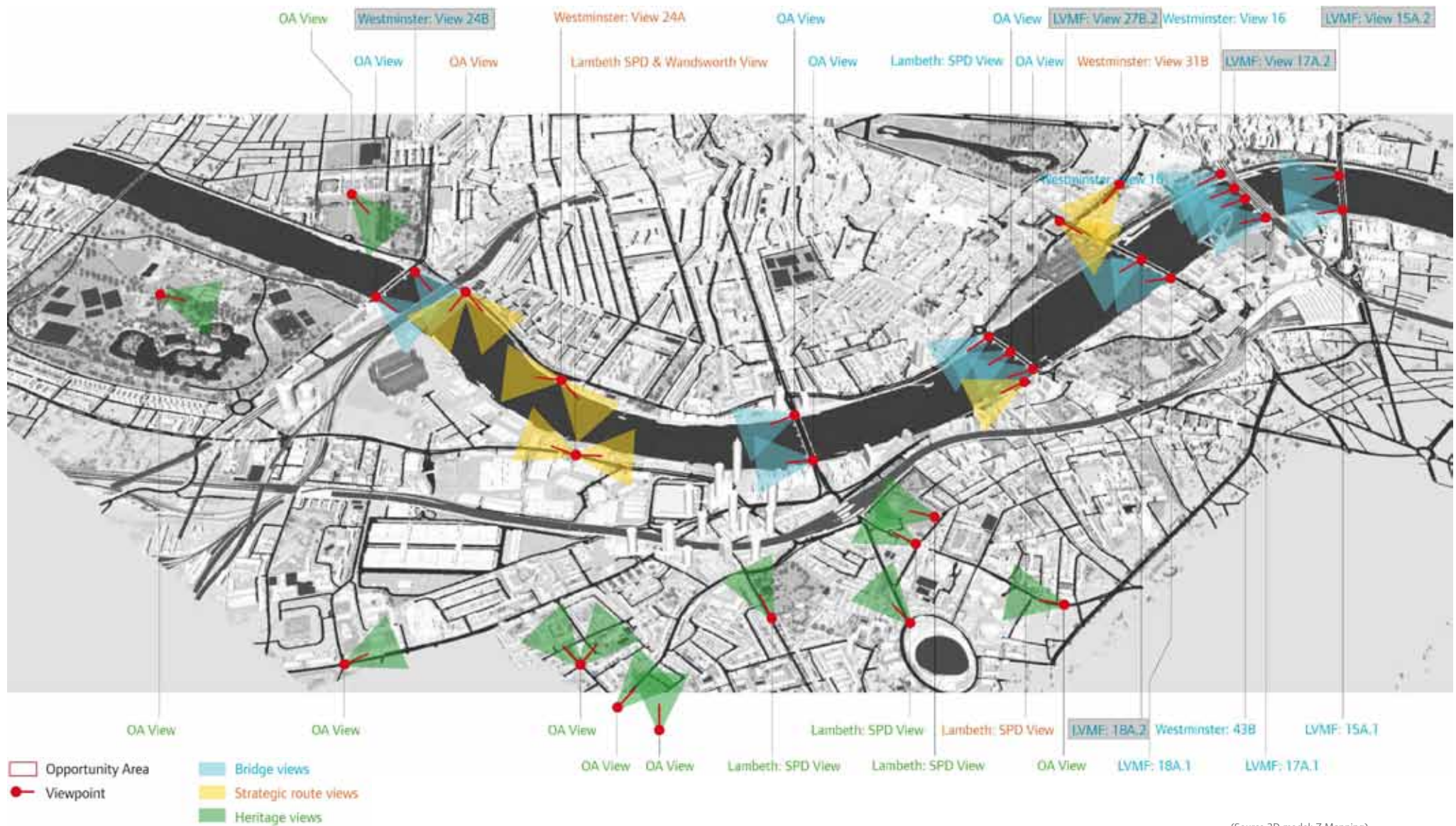
The tall buildings strategy has been informed by, and is consistent with, World Heritage Site and strategic views policies.

8.4 Tall buildings height parameters

There are a number of existing tall buildings located on Albert Embankment and at Vauxhall. Recent consents for the Vauxhall Tower at St George Wharf, Vauxhall Sky Gardens on Wandsworth Road, the US Embassy and Hampton House on Albert Embankment demonstrate that tall buildings can be appropriate in planning and development terms at specific locations within the OA. The public realm strategy for the OA proposes to locate tall buildings at key locations along the strategic routes through the area.

It is important that tall buildings have a positive relationship with the surrounding townscape; both in terms of their immediate setting at ground level and their relationship to open space and other buildings nearby. This is important in terms of the role well designed tall buildings can play in place shaping and contributing to legibility both at a local and a city wide scale.

The tall buildings strategy illustrated in figures 8.3 and 8.4 seeks to balance the development of an emerging cluster of tall buildings at Vauxhall, supporting regeneration in Lambeth and Wandsworth, with the broader strategic objectives of protecting the setting of the Westminster World Heritage Site (WWHS) and surrounding conservation areas and listed buildings whilst integrating tall buildings with the public realm.



(Source 3D model: Z Mapping)

Figure 8.2 Detailed views analysis

The form of development within the OA will predominantly be 8 – 10 storeys in height with tall buildings in appropriate locations, within the emerging cluster at Vauxhall, along the riverside and on key sites along strategic routes and open spaces .

Albert Embankment

On Albert Embankment tall buildings should generally be no more than 80 – 90 metres in height, should contribute to a varied skyline and should avoid appearing cumulatively as a uniform wall of development in strategic views from Waterloo, Hungerford and Westminster bridges. The Palace of Westminster should be maintained as the main focus within the townscape composition from the river prospects.

Nine Elms and Battersea

Within Nine Elms and Battersea tall buildings of up to 60 metres – 70 metres may be appropriate, but they must not interfere with the protected silhouette of the Palace of Westminster as set out in the LVMF. This is not to say that all development should be 60 metres – 70 metres in height or come forward in the form of tall buildings. The OAPF promotes high density development in the region of 8 – 10 storeys in height in perimeter block form, with tall buildings of varying height in key locations, such as overlooking strategic open space, at important road junctions, at the termination of or along the length of important vistas within the OA, at transport interchanges or on the riverside. New development at Battersea Power Station should not harm the setting of the Grade II* listed building.

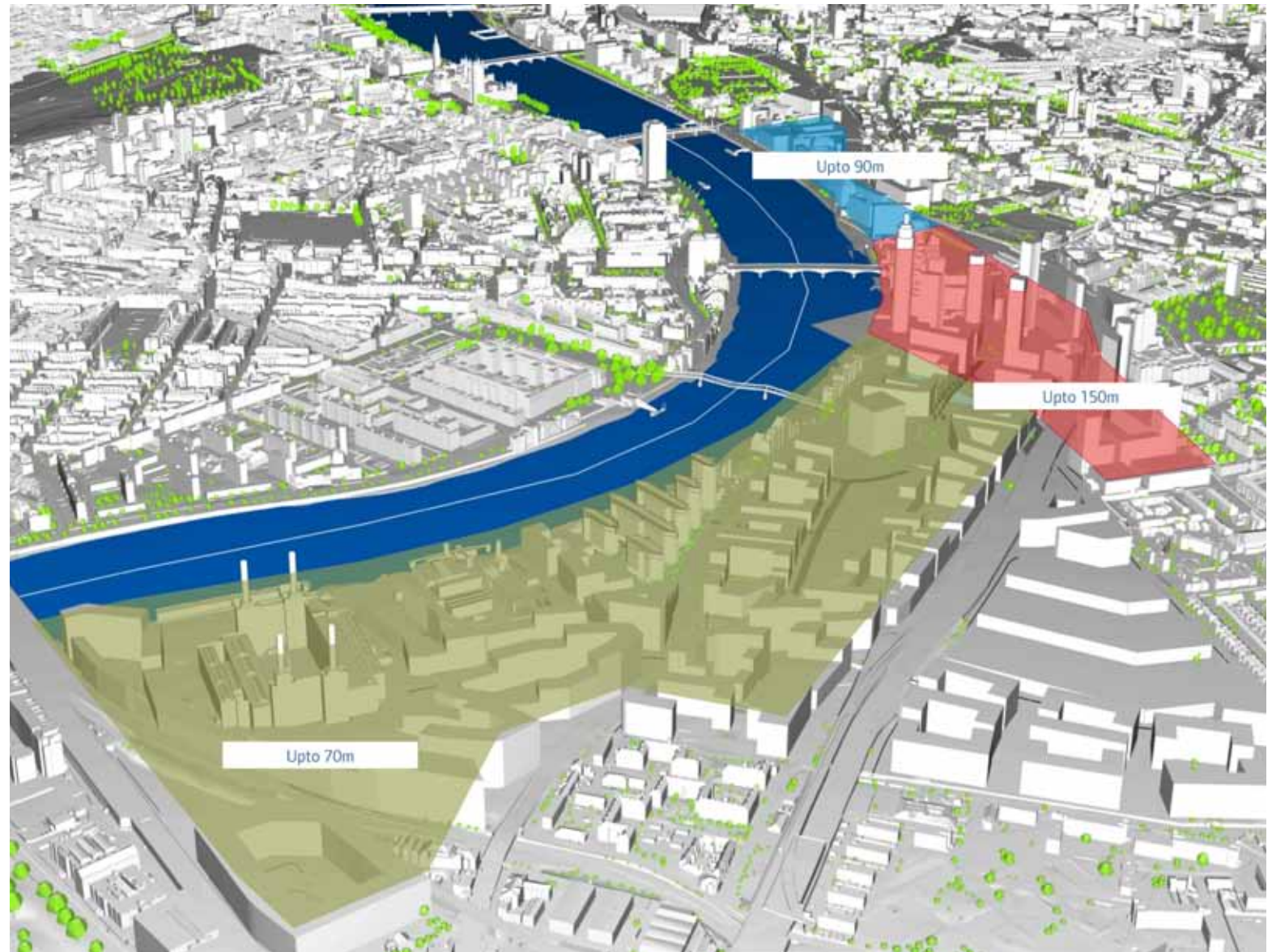
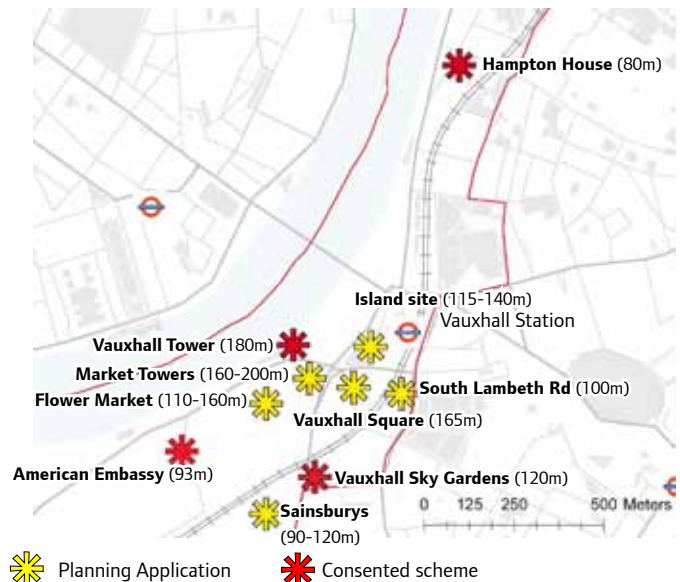
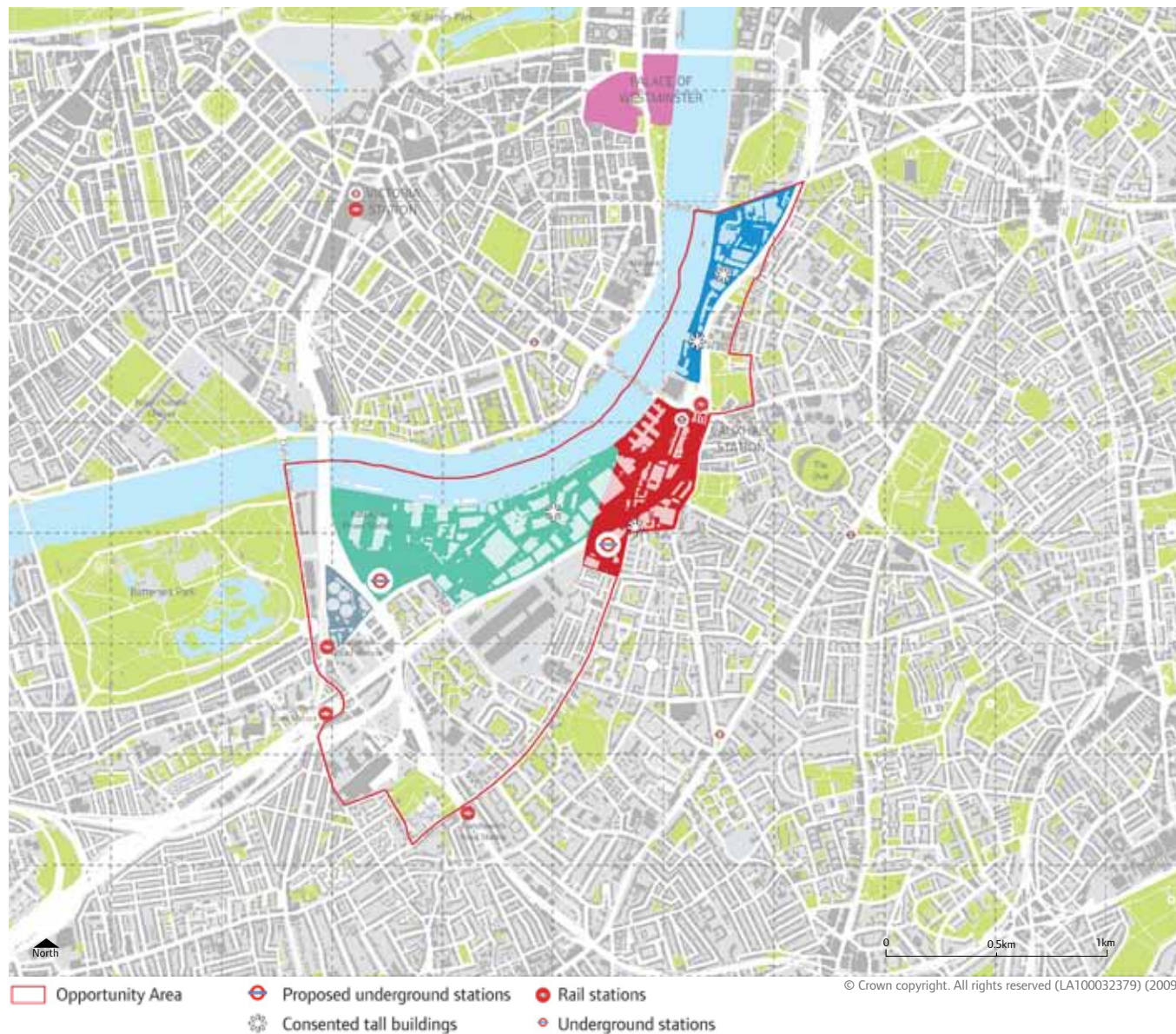


Figure 8.3 Tall buildings strategy



PRINCIPAL LOCATION FOR TALL BUILDINGS

- NINE ELMS & BATTERSEA:** Form of development will be 8-10 storeys in height with tall buildings in appropriate locations. Tall buildings of upto 60-70m may be supported but should not appear in the backdrop of Palace of Westminster
- VAUXHALL:** The Vauxhall Tower c. 180 metres is considered the pinnacle of a future cluster of tall buildings and other buildings in the cluster should have a secondary relationship to it. Buildings in the region of 150 metres are likely to have such a relationship and anything taller would need to be justified in relation to other developments coming forward and their cumulative impact on affected views. Tall buildings within the emerging cluster at Vauxhall should appear as individual elements on the skyline and avoid appearing as a solid wall of development within the setting of the Palace of Westminster.
- ALBERT EMBANKMENT:** Tall buildings should generally be no more than 80-90m in height and avoid appearing as a solid wall of development within the setting of the Palace of Westminster from Waterloo, Hungerford and Westminster bridges. The World Heritage Site should be maintained as the main focus within the townscape composition from the river prospects.

Figure 8.4 Tall buildings strategy

8.5 Composition of tall building cluster

At Vauxhall, buildings in the region of 150 metres could be supported as part of an emerging cluster of tall buildings. The Vauxhall Tower (under construction) should form the pinnacle of the cluster and all other buildings should have a secondary relationship to it. Buildings in the region of 150 metres are likely to have such a relationship.

Tall buildings within the emerging cluster should appear as individual elements on the skyline and avoid appearing collectively as a solid wall of development within the setting of the Palace of Westminster from the river prospects or from views within or close to Westminster World Heritage Site. The Palace of Westminster should be maintained as the main focus within the townscape composition when viewed from Waterloo, Hungerford and Westminster bridges.

It is important to deliver variety on the skyline not just to build to the maximum height parameters. This is particularly important given the extensive views into the OA and its riverside from the City of Westminster and the Royal Borough of Kensington and Chelsea to the north, and from conservation areas in Lambeth and Wandsworth to the south. The articulation of built form along the river will be particularly important, as tall buildings close to the river will be particularly prominent in many views and are more likely to be seen in silhouette

against the skyline. It is proposed that a series of visual breaks are maintained along the river edge allowing views into and out of the OA and that taller buildings could be located adjacent to these park spaces marking the river edge at key locations. Figure 8.7 illustrates the key parameters of the tall buildings strategy and how they should be applied.

Applications for tall buildings will be required to demonstrate how they relate to other proposals for tall buildings both in terms of their cumulative appearance on the skyline, with particular reference to their impact on strategic views and on the setting of the Westminster World Heritage Site, and the relationship at ground level, with particular reference to the creation of a high quality public realm and delivery of the objectives of the public realm strategy set out in chapter 7. Consideration should also be given to other planning benefits associated with tall buildings particularly in relation to other strategic objectives for the OA.

The exact form of the cluster should be subject to continuous dialogue between the local planning authorities and key landowners. As schemes come forward they should be scrutinised on an individual and collective basis against the parameters set out in the OAPF.



Figure 8.5 View 18A.2 Westminster Bridge upstream – form of emerging cluster



Figure 8.6 View 17A.2 Hungerford Bridge upstream – form of emerging cluster

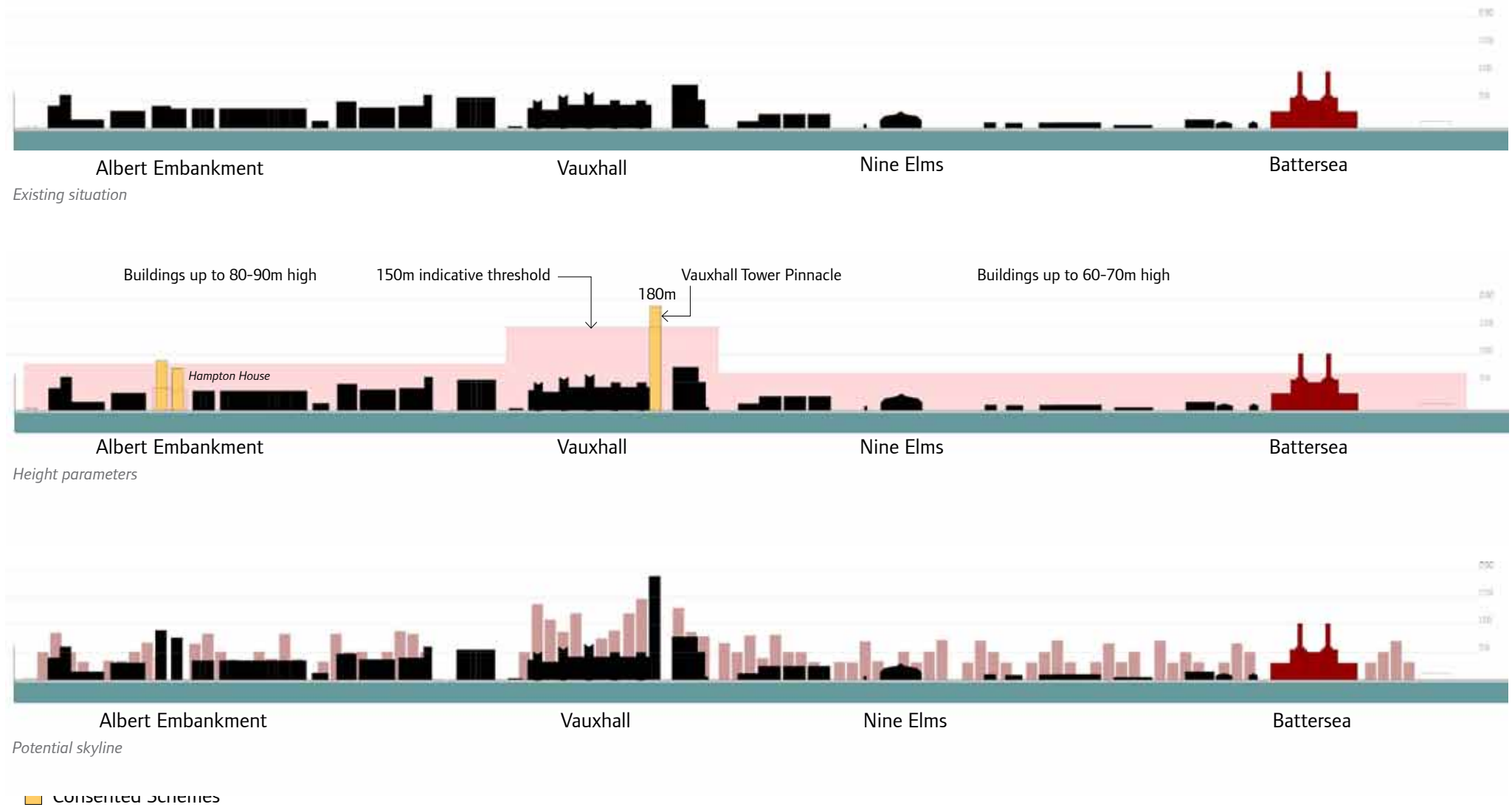


Figure 8.7 Key parameters for tall buildings

Visual impact of the emerging cluster

The tall buildings strategy is based on a thorough and detailed analysis of the built heritage context including a desktop views assessment. The tall buildings strategy establishes the parameters for an emerging cluster at Vauxhall. The visual impact of the emerging cluster on key LVMF river prospects is identified in the following pages.

The visual impact of the emerging cluster of tall buildings at Vauxhall has been tested in the form of a detailed views analysis, set out in TA3. A selection of the most strategically important views are set out below.

- Protected silhouette of the Palace of Westminster
- ... Tall buildings cluster

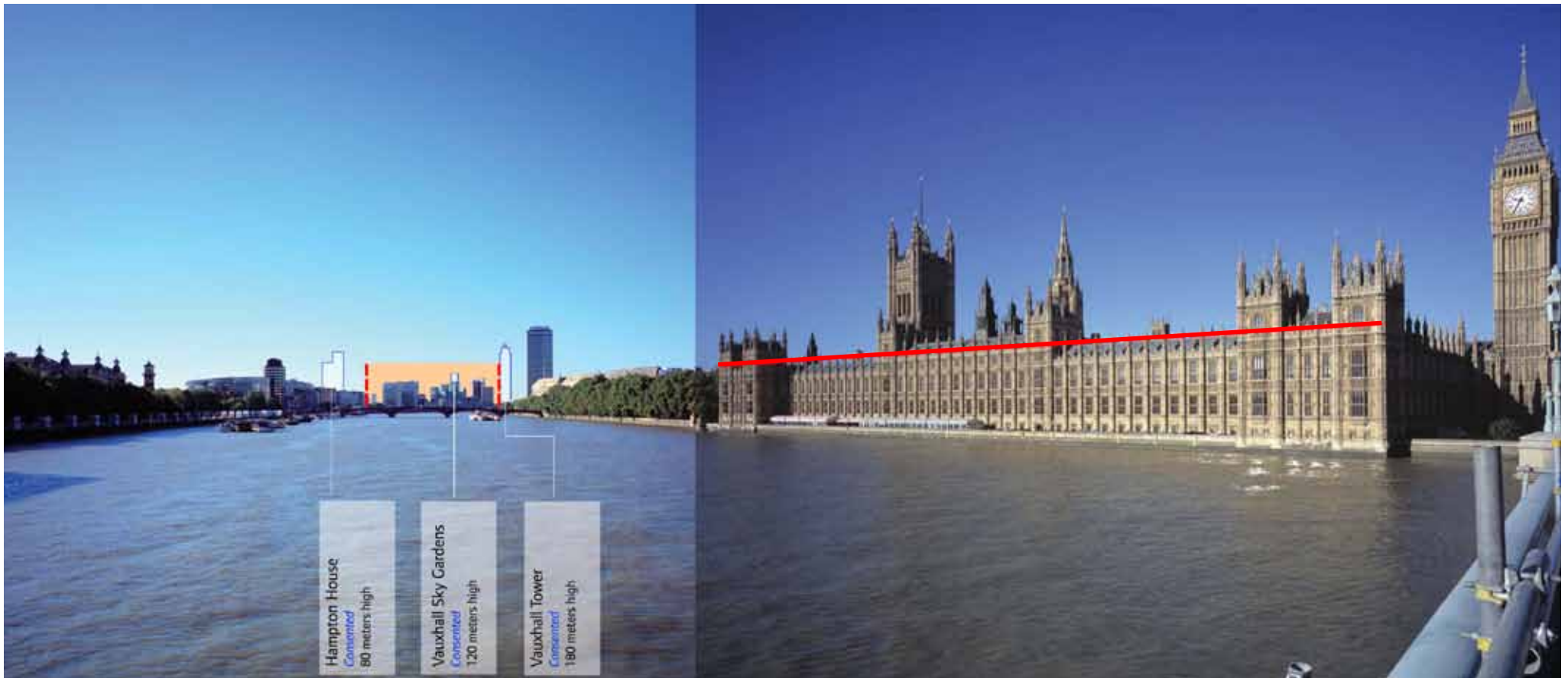


Figure 8.8 View 18A.2 Westminster Bridge upstream – location of emerging cluster

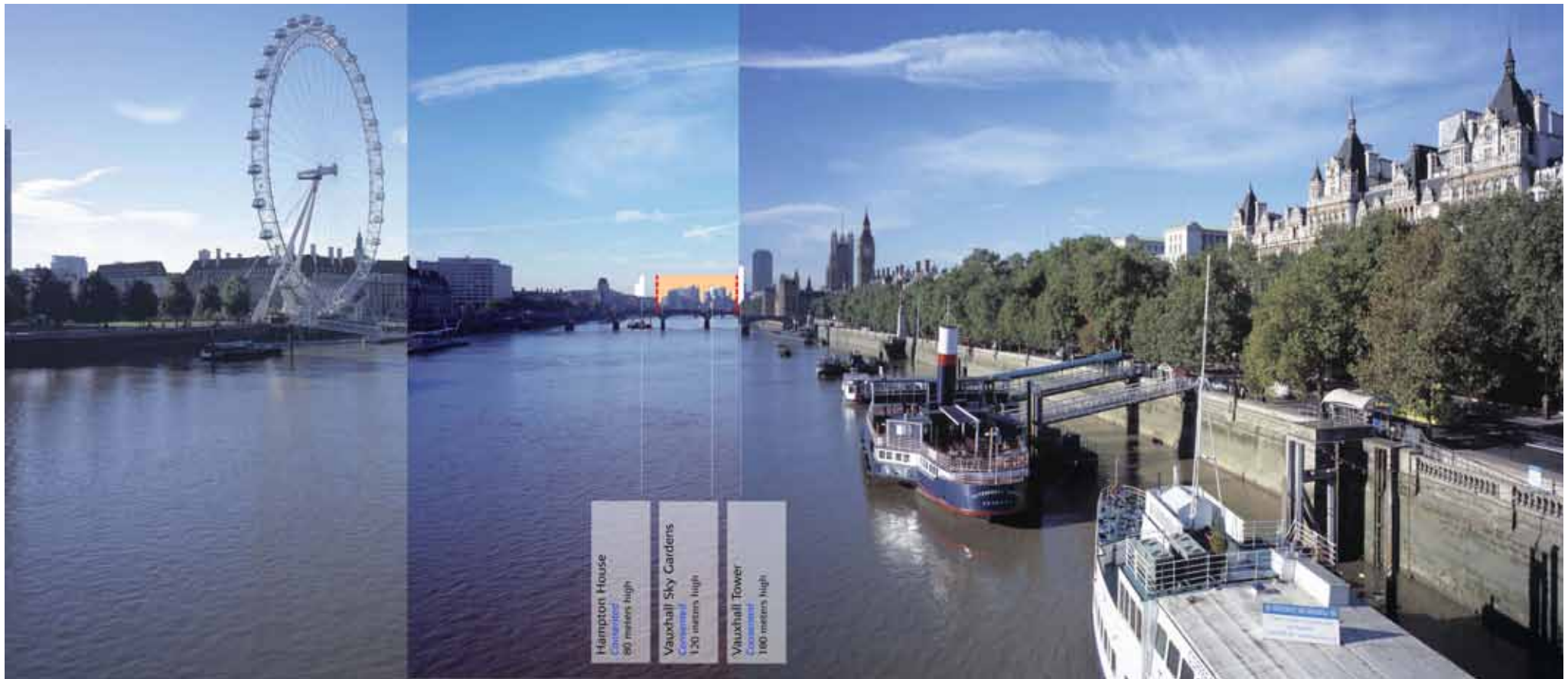


Figure 8.9 View 17A.2 Hungerford Bridge upstream – location of emerging cluster

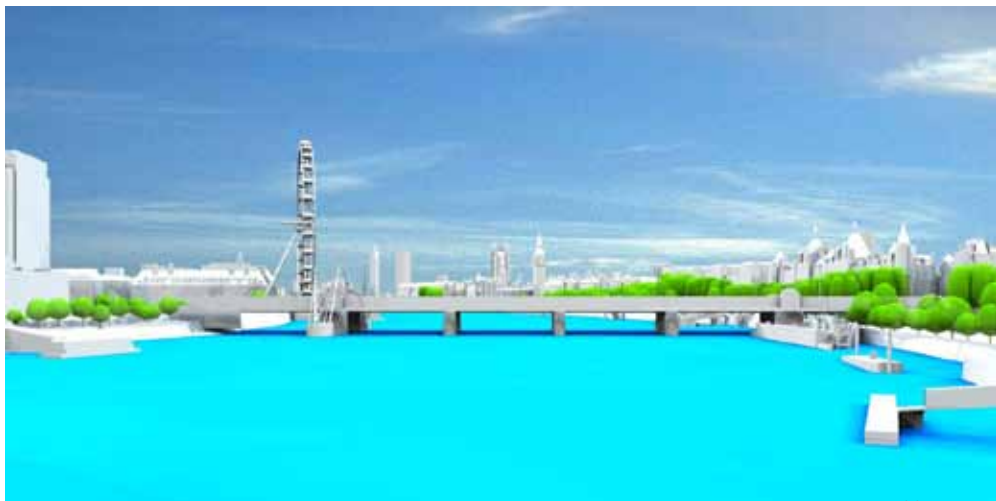


Figure 8.10 View 15A.2 Waterloo Bridge upstream – existing and consented

(Source 3D model: Z Mapping)



Figure 8.12 View 17A.2 Hungerford Bridge upstream – existing and consented

(Source 3D model: Z Mapping)

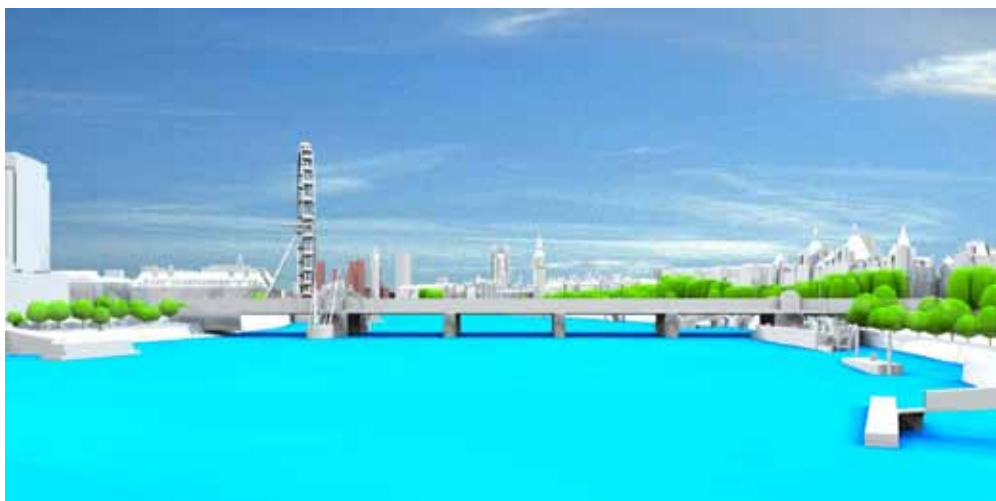


Figure 8.11 View 15A.2 Waterloo Bridge upstream – form of emerging cluster

(Source 3D model: Z Mapping)



Figure 8.13 View 17A.2 Hungerford Bridge upstream – form of emerging cluster

(Source 3D model: Z Mapping)



Figure 8.14 View 18A.2 Westminster Bridge upstream – existing and consented

(Source 3D model: Z Mapping)



Figure 8.16 View 24B Chelsea Bridge upstream – existing and consented

(Source 3D model: Z Mapping)



Figure 8.15 View 18A.2 Westminster Bridge upstream – form of emerging cluster

(Source 3D model: Z Mapping)



Figure 8.17 View 24B Chelsea Bridge upstream – form of emerging cluster

(Source 3D model: Z Mapping)



Figure 8.18 View from City to emerging Vauxhall cluster

(Source 3D model: Z Mapping)

The detailed visual analysis of the Vauxhall cluster shows the potential for a series of tall buildings, which appear as individual elements on the skyline with a variety of building heights. The tallest element of the cluster is the Vauxhall Tower (under construction) at 180 metres, with all other buildings being in the region of 150 metres.,

In terms of the strategically important river prospects, the emerging cluster would sit to the left of Millbank Tower in the view and form part of the wider townscape context to the Westminster World Heritage Site. The Palace of Westminster is maintained as the focus of the river prospects as set out in the LVMF. In addition to the strategic views a series of key local views have also been tested to the south, west and north of the OA. These indicate that the proposed tall buildings at Vauxhall sit within the existing townscape context of this part of the CAZ.

An indicative view of the emerging cluster within its wider city context is shown in figures 8.18 and 8.19.



Figure 8.19 View from Stockwell to emerging Vauxhall cluster

