

Core strategy



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Section 1: Introduction

1.1 What does this document do

This document sets out the approach and analysis to establish the suitable locations for tall buildings in the Bankside, Borough and London Bridge (BBLB) Opportunity Area (OA).

It covers the following topics:

- Why we are considering tall buildings in Southwark
- Vision for the opportunity area
- How tall buildings can help achieve the vision
- Methodology to determine appropriate locations for tall buildings
- Urban design opportunities and sensitivities for tall buildings
- Appropriate, inappropriate locations and sensitivities for tall buildings

This document supports the Core Strategy (CDCS1) Strategic Policy 12 and provides information for the Bankside, Borough and London Bridge Supplementary Planning Document (SPD).

This document should be considered alongside the Core Strategy: Borough-wide Tall Building Background Paper (CDB11) and Core Strategy: Borough-wide Tall Building Research Paper (CDD1) and provides information for the Bankside, Borough and London Bridge Stage 2 - Tall Building Study (CDD3).

Figure 1 shows the relationships of these documents:

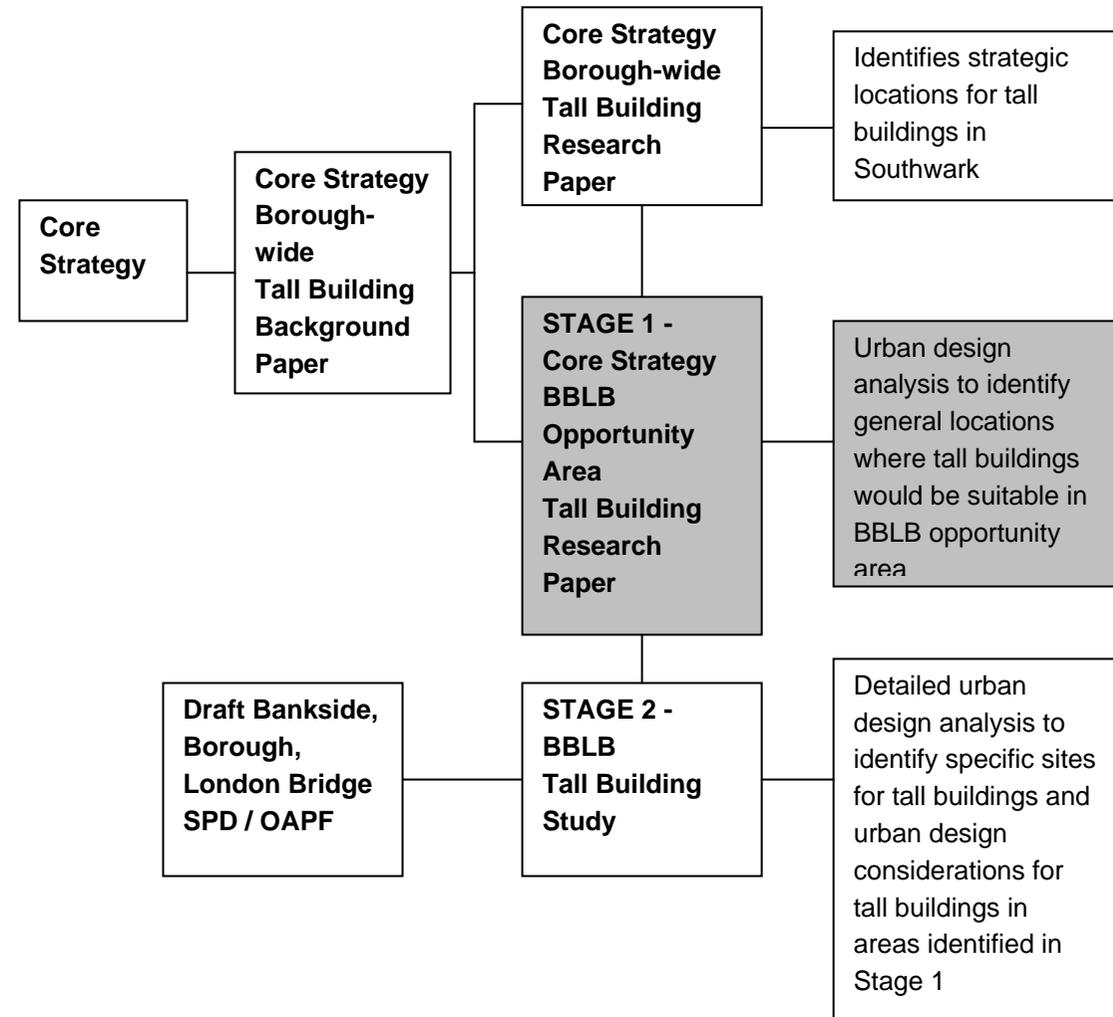


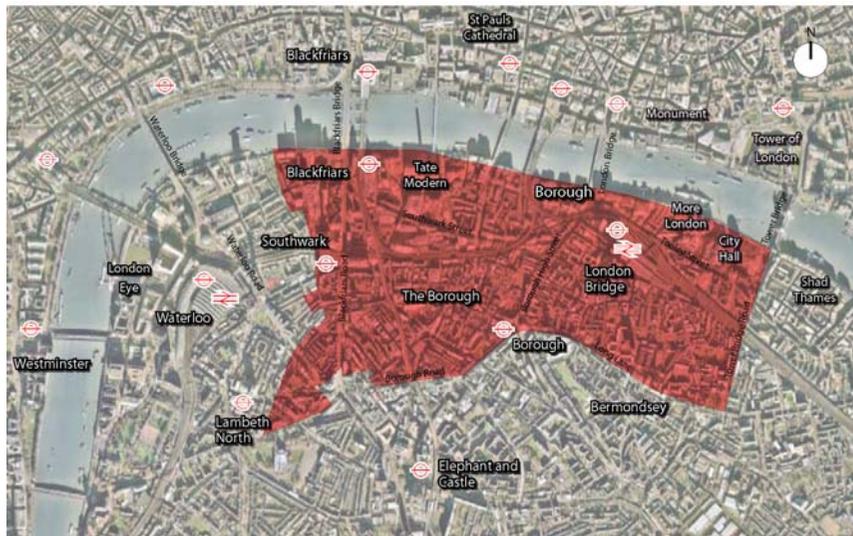
Figure 1: Relationship of documents

1.2 Area covered

This document covers the Bankside, Borough and London Bridge Opportunity Area as identified in the London Plan and Core Strategy. This area is located within the Central Activity Zone (CAZ).

Figure 2 shows a map of the area covered.

Figure 2: Bankside, Borough and London Bridge SPD / OAPF Area



1.3 What is the definition of a tall building

Strategic Policy 12 of the Core Strategy (CDCS1) provides the following definition:

Fact Box: Tall buildings

Tall buildings are those which are higher than 30 metres (or 25 metres in the Thames Policy Area). 30 metres is approximately the height of a 10 storey block of flats or a 7-10 storey office building. In areas which have a low scale character, any building that is significantly higher than surrounding buildings will be regarded as a tall building even if it is lower than 30 metres.

There are some parts of the opportunity area where the prevailing height of development would already be classified as tall buildings, ie: higher than 30 metres (or 25 metres in the Thames Policy Area), such as along the Thames riverfront. In such locations we would expect development to relate to this context.

This study examines the potential and appropriateness for buildings that are significantly taller than their surroundings.

1.4 Structure of this document

- Section 1 sets out the role and purpose of the study and the definition of a tall building.
- Section 2 explains why we are considering tall buildings in the Bankside, Borough and London Bridge Opportunity Area and the policy considerations for tall buildings.
- Section 3 details the approach to the tall building study.
- Section 4 sets out the urban design analysis and our findings.
- Section 5 summaries the conclusions of the urban design study and how this leads onto a further tall building study.
- The appendices provide documents referenced for the study.

Section 2: Why we are considering tall buildings in the opportunity area

2.1 Policy considerations for tall buildings

Some areas are sensitive to tall buildings because they are not very built up, are covered by conservation areas or do not have good public transport access.

The emerging Core Strategy and supporting documents will provide more detailed information on the policy framework for tall buildings.

The key national, regional and local policies which have influenced the emerging strategy are listed in Core Strategy : Borough-wide Tall Building Background paper (CDD1).

Of particular relevance to this study are the following policy and guidance documents:

CABE and English Heritage Guidance on Tall Buildings (CDN25)

- Advises that in the right place tall buildings can make positive contributions to places.
- Tall building development can provide a positive contribution to an area, however there are also potential negative impacts of tall building development.
- In order to determine where tall building development would be suitable a comprehensive urban design analysis of the local character and historic context should be prepared.
- Tall building proposals should be tested in a three dimensional model to assess the potential impact on the local context.

London Plan (CDR1)

- Indicates the Mayor's approach to the location and design considerations for tall buildings.
- Establishes that there are suitable locations for tall buildings, which may include parts of the Central Activity Zone (CAZ) and

Opportunity Areas (OAs). However there are also areas that are likely to be sensitive to tall building development that could affect the local character.

- Tall building developments should aim to meet a series of design requirements to ensure that they are positive and successful contributions.
- Designates strategic views important to London.
- Tall building development may be inappropriate where it will have an adverse impact on these views.
- The consultation draft replacement London Plan (CDR2) has shifted the emphasis away from promoting tall buildings towards the careful management of the planning and design of tall buildings. This also re-establishes the London View Management Framework for the protection of views of strategically important landmarks including the World Heritage Sites (WHS).



London View Management Framework Supplementary Planning Guidance (CDR42 & CDR13)

- Identifies and maps the strategic views identified in the London Plan and sets out how they will be protected and how the impacts of new development will be tested.
- Tall building development located within a strategic view should provide a comprehensive analysis of the potential impact of the massing in the view.
- The Draft Revised London View Management Frameworks SPG (CDR13) has refined the strategic views to provide improved protection for the World Heritage Sites and provide more clarity to the document.

2.2 What is our tall building policy

Strategic Policy 12 of the Core Strategy (CDCS1) identifies our approach to tall buildings in Southwark:

Our approach is

Development will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in.

We will do this by

- Expecting development to preserve or enhance Southwark's historic environment, including conservation areas, archaeological priority zones and sites, listed and locally listed buildings, registered parks and gardens and scheduled monuments.
- Carefully managing the design of development in the Thames Policy Area so that it is sensitive to the many special qualities of the River.

- Making sure that the height and design of development protects and enhances strategic views and is appropriate to its context and important local views.
- Requiring tall buildings to have an exemplary standard of design and make a positive contribution to regenerating areas and creating unique places. Appropriate locations where tall buildings could go are in London Bridge, the northern end of Blackfriars Road, Elephant and Castle and action area cores.
- Continuing to use the Southwark Design Review Panel to assess the design quality of development proposals.
- Requiring Design and Access Statements with applications and encouraging Building for Life Assessments and heritage impact assessments.

We are doing this because

- Southwark has many places with their own unique character and it is important that development adds positively to this.
- The central activities zone is a setting for activity and large scale development including tall buildings which give Southwark and London a distinct skyline.
- Areas such as London Bridge will be transformed by regeneration programmes and major new development.
- Areas in the middle of the borough around Bermondsey are characterised by lower-scale development.
- Protecting and enhancing the character and historic value of places are important issues identified in the sustainability appraisal.

- The height and scale of development is an important consideration in creating attractive and distinctive places. Tall buildings when located in the right place can help make the best use of land and signify the regeneration of an area. In the wrong locations tall buildings can have an adverse impact on the surrounding area.
- There are a number of strategic views to and across Southwark. It is important that new buildings do not block these views or make them less attractive.

2.3 Vision for Borough, Bankside and London Bridge

Section 4 of the Core Strategy (CDCS1) provides a vision for the Bankside, Borough and London Bridge Opportunity area:

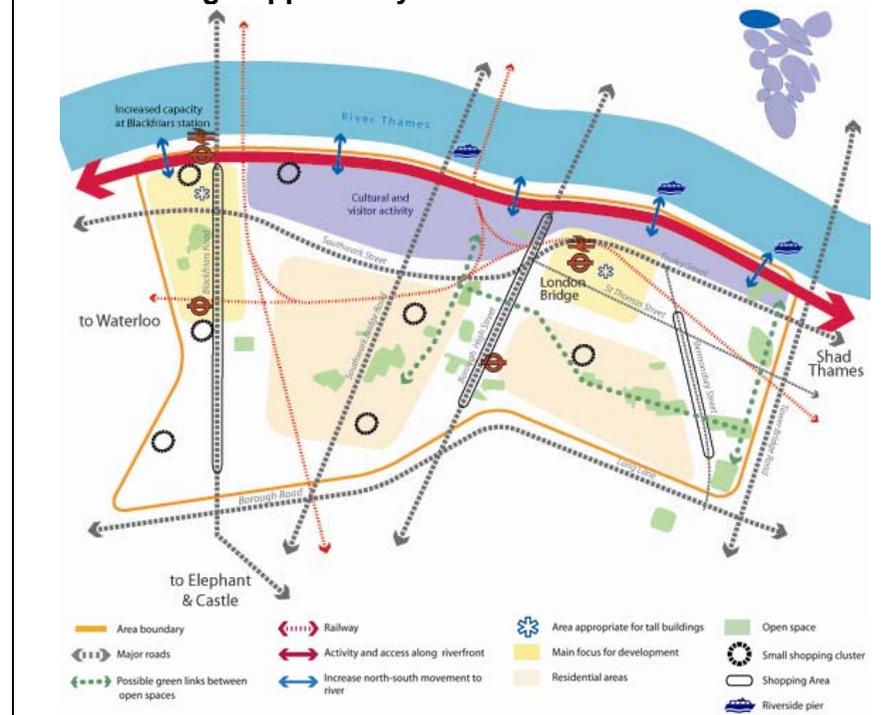
Bankside, Borough and London Bridge will be a vibrant, mixed-use area that people want to come to. It will support the economic and business function of central London, promote the success of local businesses and provide a high quality living environment for local people.

There will be large scale development and improvements, providing:

- Over 1,900 new homes
- 400,000sqm – 500,000sqm of additional business floor space, much of which will help meet central London’s need for high quality office space.
- Around 25,000 new jobs by 2026 across a range of industries.
- Small local businesses will continue to thrive alongside large global companies

There are development opportunities throughout the area, but the largest developments and the greatest physical change will take place around London Bridge Station, Bankside and northern section of Blackfriars Road.

Figure 4: Core Strategy key map for Bankside, Borough and London Bridge Opportunity area



There are development opportunities throughout the area, but the largest developments and the greatest physical change will take place around London Bridge Station, Bankside and northern section of Blackfriars Road.

London Bridge

- Thriving commercial centre and important part of central London economy.
- Large opportunity sites focused around station.
- Major redevelopment to the station to improve access and capacity to surrounding development sites.

- Focus of Guy's Hospital and Kings College campus with the potential of redevelopment that will provide world class health, research and education facilities.
- Development to breathe new life into St. Thomas Street providing active uses and improvements to the streetscape and railway arches.
- Major public realm improvements with better links through the railway viaducts.

Blackfriars Road North

- Major mixed use development with a focus on commercial buildings, hotels, new retail space and housing.
- Redevelopment of Blackfriars Station will reinforce the role of the area as a major gateway into Southwark.
- Major public realm improvements.

Bankside

- Renowned for its important historic, arts and cultural assets drawing large amounts of visitors.
- There are a number of large developments north of Southwark Road, which include high quality office space and new housing.
- Refurbishment of the railway viaducts.
- Areas to the south are more residential in nature.
- New public realm improvements to improve public space and create better access into areas south of the River Thames and from the new Blackfriars Station.

Park Street

- Mainly residential area complemented by new high quality residential and some commercial development.
- New public space at Crossbones Graveyard and new links to create better access into areas south of the River Thames.
- Refurbishment of the railway viaducts.

Bermondsey Village and Leathermarket

- Vibrant historic quarter centred around Bermondsey Street, with surrounding areas more residential in character.

- Some housing and mixed commercial use developments.
- New development should respect the grain and character of the Conservation Area.

Borough Market, Southwark Cathedral and Clink Street

- Vibrant mixed use quarter which should be protected and enhance the existing historic character of the streets and historic assets, including improvements to Borough Market.
- Thameslink project offers the potential to improve railway arches in the area.

Borough High Street

- High street activity with a range of shops, facilities and services.
- Key link between London Bridge and Elephant and Castle which helps to link regeneration and activity between the two areas.
- Potential streetscape improvements to improve the quality of the street.

Borough

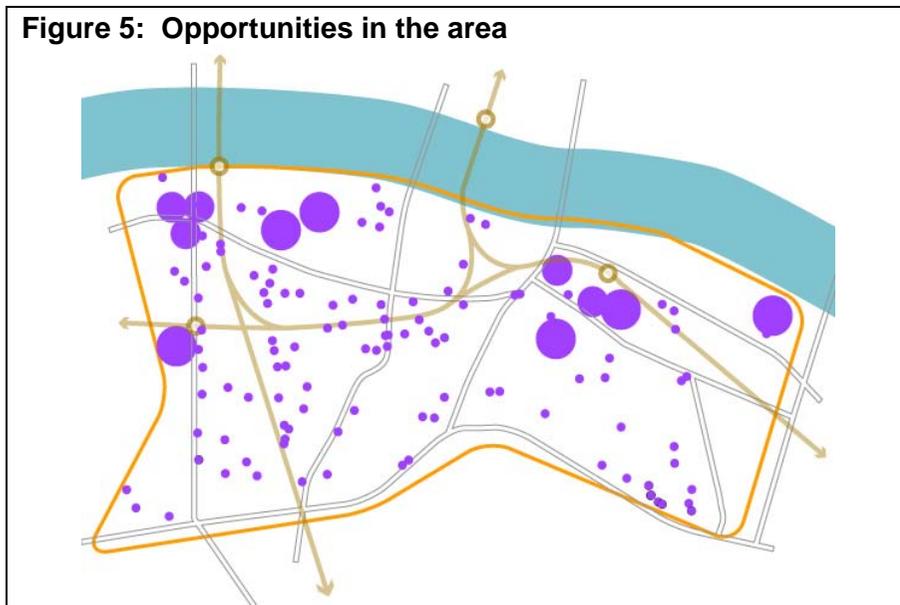
- Continue to be a mainly residential area serving local needs.
- Some new housing and mixed use development, which will retain the existing character and scale of the area.
- Green spaces and links through the area.

Blackfriars Road South

- Continue to be a mainly residential area serving local needs.
- Major public realm improvements Blackfriars Road.
- Mixed use developments along Borough Road provide an important link to the Elephant and Castle regeneration.

Tabard Gardens

- Mainly residential area with some new high quality residential accommodation and family homes in similar scale to the existing area.

Figure 5: Opportunities in the area

2.3 How tall buildings can help us achieve this vision

Tall buildings can offer unique opportunities and benefits to the area including:

- A landmark for Southwark**
 As the opportunity area is located along the river front and forms an entrance to Southwark from the City, new tall buildings of exemplary architecture such as the Shard, can provide identifying landmarks that will be clearly visible from far away, raising the profile of the area and adding interest to the skyline.
- Focus for regeneration**
 New tall buildings can act as a stimulus for regeneration by unlocking the potential of an area and increasing its attractiveness for investment. At London Bridge, they can help revitalise the area south of the viaducts. At Blackfriars

Road North they can help bring new life and activity into the area around the new Blackfriars Station.

- Benefits of investment in the area**
 London Bridge and Blackfriars Road North are key areas of major development, activity and business. Tall buildings can help draw visitors and major companies into an area who will spend money in the economy. They require large amounts of investment and construction which will benefit the local economy. As they are such major developments they also act as catalysts for major investment in infrastructure, public realm, transport and community facilities, such as the new bus station being delivered as part of the Shard development.
- Provide new and improved public realm opportunities**
 Tall buildings provide the opportunity to release land for new public realm opportunities and provide investment in the existing public realm. Tall buildings could help enliven St Thomas Street with new active frontages and uses, new public spaces and better links into the area south of the viaducts. Tall buildings at Blackfriars Road North could help provide new and improved open spaces, better links through the area and investment in the Blackfriars Road streetscape.

Figure 6: Image of new London Bridge Skyline

2.4 How tall buildings can have a negative impact

As with all building types tall buildings can provide positive and negative contribution to the urban environment, unfortunately as tall building schemes are often high profile proposals and visible in the public realm, their failures can be more obvious.

Poor appreciation or consideration of the local and historic context, or poor design can lead to tall buildings being located in the wrong locations and could prove overbearing and out of character, or repeat the failures of the past.

New intense development can attract more people to an area, which can have a detrimental impact on local public transport in an area. New tall building development should aim to be located in

proximity of a major public transport hub that has the capacity to accommodate an increased numbers of users.

Design should also consider the potential negative impact on microclimate and environment, to minimise potential impact such as overshadowing or overlooking of local amenity space, wind tunnel effects, run off, reflection, high energy consumption and carbon emissions.

2.4 What is the existing context for tall buildings in and around the opportunity area

The existing character of the Bankside, Borough and London Bridge Opportunity Area includes a range of building heights, ranging from low rise residential buildings of 3 to 4 storeys up to a number of recognised and visible landmark and tall buildings, including Tate Modern, Kings Reach Tower, Guy's Hospital Tower and New London Bridge House.

The majority of tall buildings in the area are focused around towards the riverfront at Blackfriars Road and Bankside or London Bridge area. There are also a number of tall buildings along the riverfront in the adjacent borough of Lambeth.

The opportunity area, which is sited along the River Thames waterfront, has seen a number of new developments over the previous decades providing new potential.

The introduction of the Jubilee line, current Thameslinks works and development around the Tate Modern and Bankside 1,2,3 has provided a new focus for the Bankside and Blackfriars area. Blackfriars Road and Bankside has also seen a number of consents for tall buildings applications, including No 1 & No. 20 Blackfriars Road, Neo Bankside and a new proposal for an extension for the Tate Modern shows continued interest for development.

London Bridge has become a focus for new development, with the Shard of Glass, currently under construction, which at 306 metres, will form a new pinnacle within the existing cluster of tall buildings around London Bridge station and Guy's Hospital and will redefine the skyline of the area.

To the south is the Elephant and Castle Opportunity Area, with existing transportation hub and proposed new retail and residential development also providing a focus for new tall building development in this area.

Adjacent to the Opportunity Area along the riverfront from Blackfriars, with existing riverfront development along the Thames in the neighbouring borough of Lambeth, including OXO Tower, and the development focus around Waterloo, with the cultural focus of the Southbank and London Eye, has seen additional approvals for tall buildings including Doon Street at Waterloo Station.

Across the river the strategically important landmark of Tower of London along with Tower Bridge provides a focus for cultural activity along the North Bank across from London Bridge. The strategically important St Paul's Cathedral is located across the river from Bankside and is connected to Bankside by the Millennium Bridge.

The important cluster of tall buildings in the City of London form a distinctive element in the skyline in the backdrop of the riverfront development, with landmark buildings of St Paul's Cathedral, and taller buildings of 30 St Mary's Axe and Tower 42 and new tall buildings emerging in this location and providing a context for tall building development south of the river. Other iconic buildings appear in the backdrop such as the Barbican Towers and Centrepoint Tower.

2.5 Our approach to ensure that tall buildings are located in the right place

To ensure that tall building development is located in the right place this study has followed the approach suggested by CABE and English Heritage in their Guidance on tall buildings, to conduct an urban design analysis of the historic character and local context of the opportunity area. This study will allow us to determine the suitable location for tall buildings in the opportunity area and what the design considerations for development are.

The study has been undertaken in two stages:

Core Strategy : Bankside, Borough and London Bridge : Stage 1 - Tall Building Research Paper (CDD1)

This document provides a general overview of the opportunity area with urban design analysis to determine the general location where tall buildings would generally be considered appropriate and consideration of the general sensitivities of tall building development.

Bankside, Borough and London Bridge : Stage 2 Tall Building Study (CDD3)

This document provides a comprehensive urban design analysis to identify the specific sites where tall buildings would be appropriate within the areas identified as appropriate locations for tall buildings and the particular design considerations for tall buildings on these sites.

Section 3 expands on the methodology for the study and the urban design analysis.

Section 3: How do we determine the suitable location for tall buildings

3.1 Methodology for the study

Following the approach suggested in the CABE and English Heritage guidance (CDN25), we have conducted urban design analysis in order to determine the general location of where tall buildings would be possible within the opportunity area.

This study has included an overview of the following urban design analysis to determine the constraints and opportunities of tall building development to help understand where tall buildings would be appropriate, inappropriate or sensitive and ensure that new tall building development preserves or enhances the significance of the historic environment and heritage assets, in accordance with Planning Policy Statement (PPS) 5 (CDN103):

- **Evaluation of historic context**
This includes preparation of conservation area appraisals and analysis and mapping of historic buildings and features.
- **Evaluation of the existing local character**
This includes the preparation of character area appraisals and analysis and mapping of local character, features or constraints.
- **Evaluation of the urban design opportunities**
This includes opportunities identified in the production of the character area appraisals and background research for the Bankside, Borough and London Bridge SPD.
- **Identify suitable locations for tall buildings**
From the urban design analysis we can conclude where tall buildings would be appropriate, inappropriate or sensitive.

Figure 7 shows our approach to the study and the levels of urban design analysis conducted for the two stages:

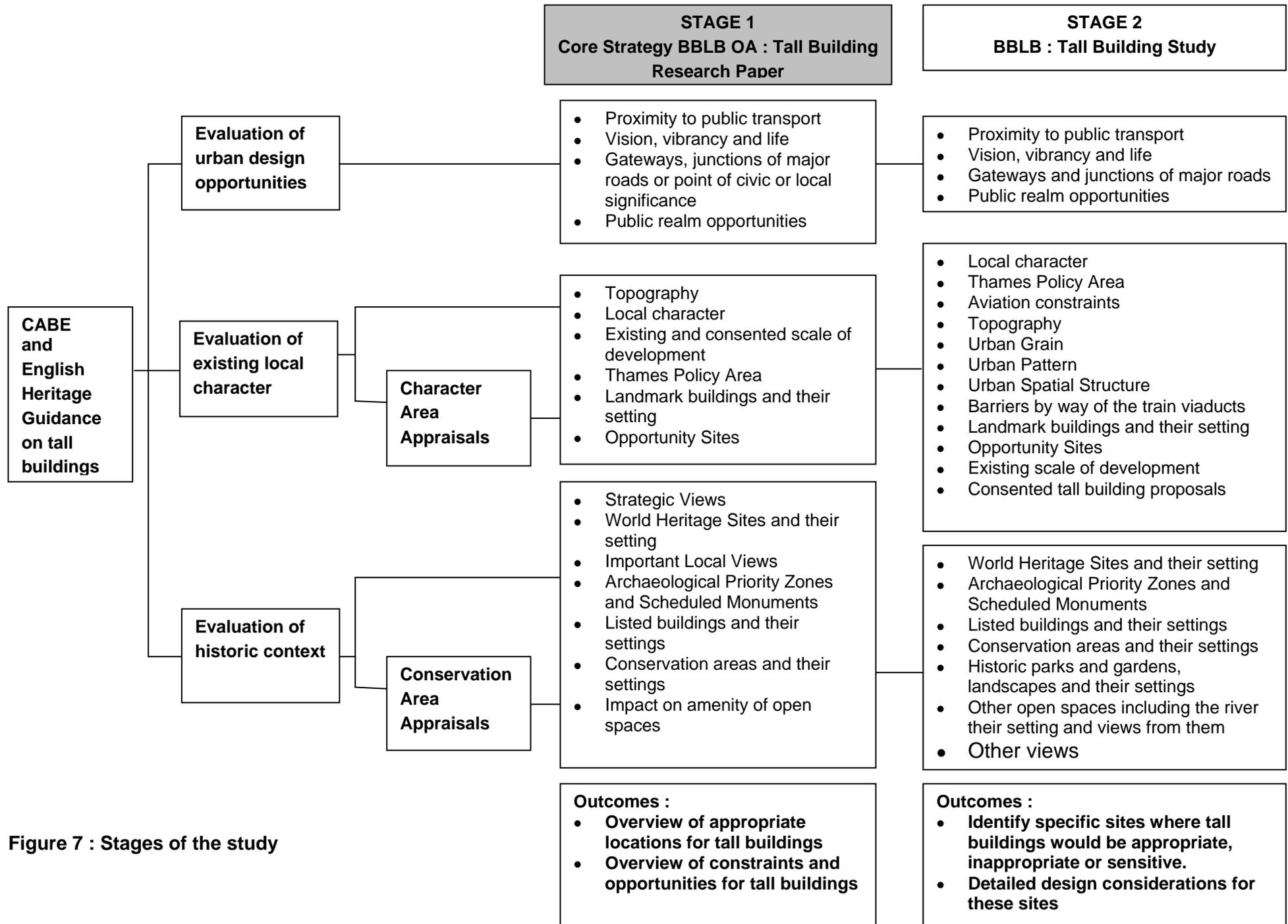


Figure 7 : Stages of the study

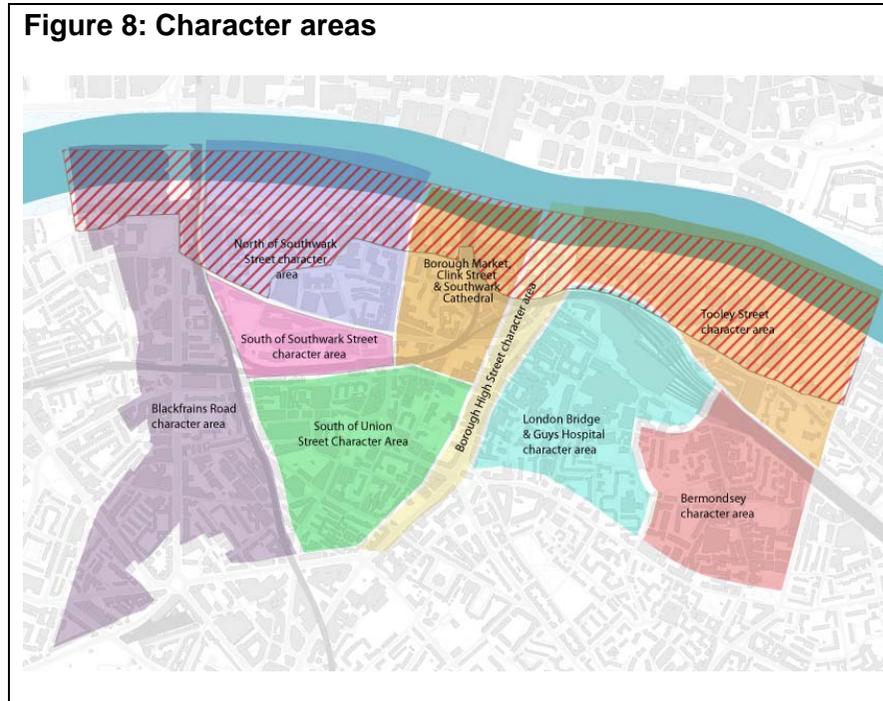
The following sections document the findings of our urban design study and the impact that each of the elements will have on determining whether tall buildings would be suitable or not.

3.2 Character Areas

For this study we have incorporated the analysis from the character area appraisals (CDD32 to CDD40) prepared as background evidence for the SPD, which have analysed the existing historic context and local character of the area. The review of the character of the area has also been informed by the conservation area appraisals (CDD7 to CDD18).

This study has identified the following different areas for study :

- Blackfriars Road North
- Blackfriars Road South
- North of Southwark Street and West of Cannon Street Railway Viaduct
- South of Southwark Street and North of Union Street
- South of Union Street
- Borough Market, Clink Street and Southwark Cathedral
- Borough High Street
- London Bridge and Guy's Hospital Campus
- Tooley Street
- Bermondsey Village



The urban design analysis in Section 4 reviews and assesses each of the urban design considerations against the character areas identified in order to identify the general locations that would suit tall buildings.

Section 4: Urban design analysis

4.1 Urban design considerations that would support tall building development

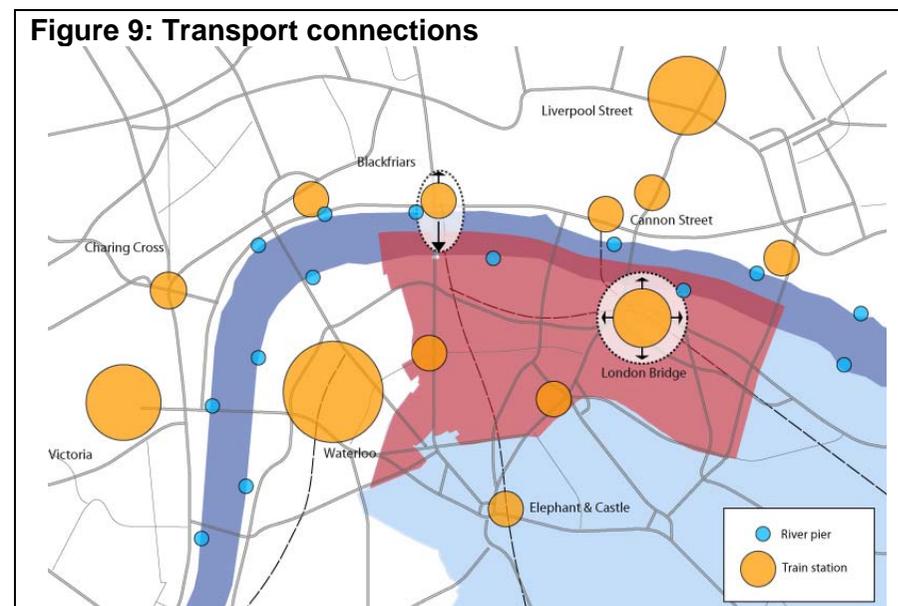
The following are urban design considerations and opportunities that would establish locations which would support tall building developments. These considerations would assist in refining where tall buildings would be more suitable in the opportunity area.

These considerations reflect those indicated in the Southwark Plan (CDL1) Policy 3.20 and draft replacement London Plan (CDR2) Policy 7.7 which provide considerations that ensure that tall buildings are located in the right place.

4.1.1 Proximity to major public transport hub

Tall buildings can have a negative impact on an area by attracting more people to an area, thereby increasing the demand on local public transport network. New tall building development should aim to be located in proximity of a major public transport hub that has the capacity to accommodate an increased numbers of users.

Figure 9 shows the existing public transport network in the opportunity area and the proposed improvements.

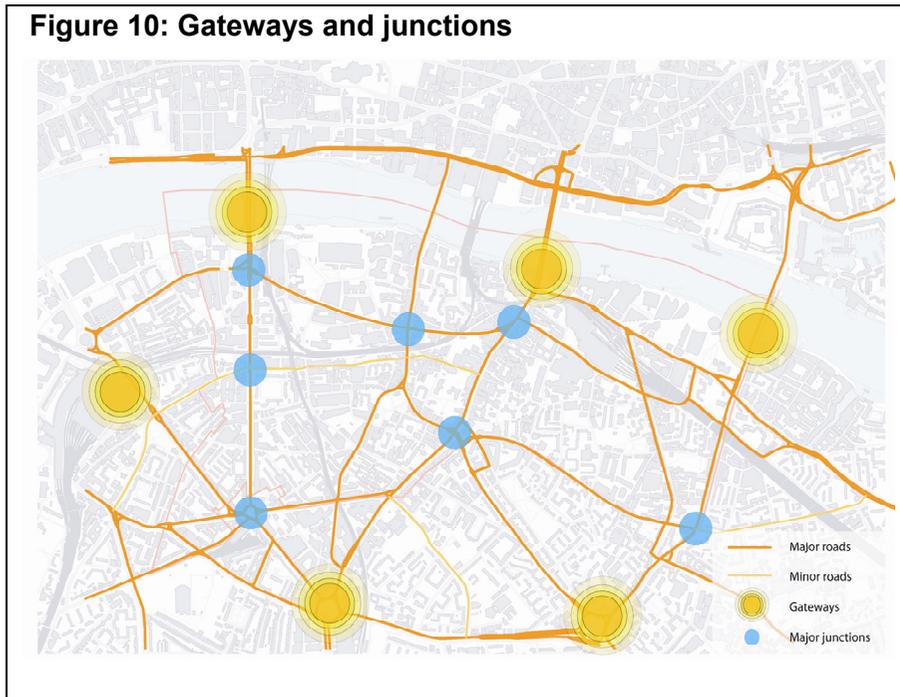


4.1.2 Gateways, junctions of major roads or points of civic or local significance

Tall buildings will become a prominent feature in an area and likely to be visible on skyline. New tall buildings provide an opportunity to become new landmarks on the skyline or in an area and more suited in locations where they can emphasise a point of civic or visual significance. These locations could be main gateways to the borough, locations where buildings are prominent when viewed from the river, along a major thoroughfare or at junctions of major roads.

Figure 10 shows the gateway locations in the area and the major road network in the opportunity area.

Figure 10: Gateways and junctions

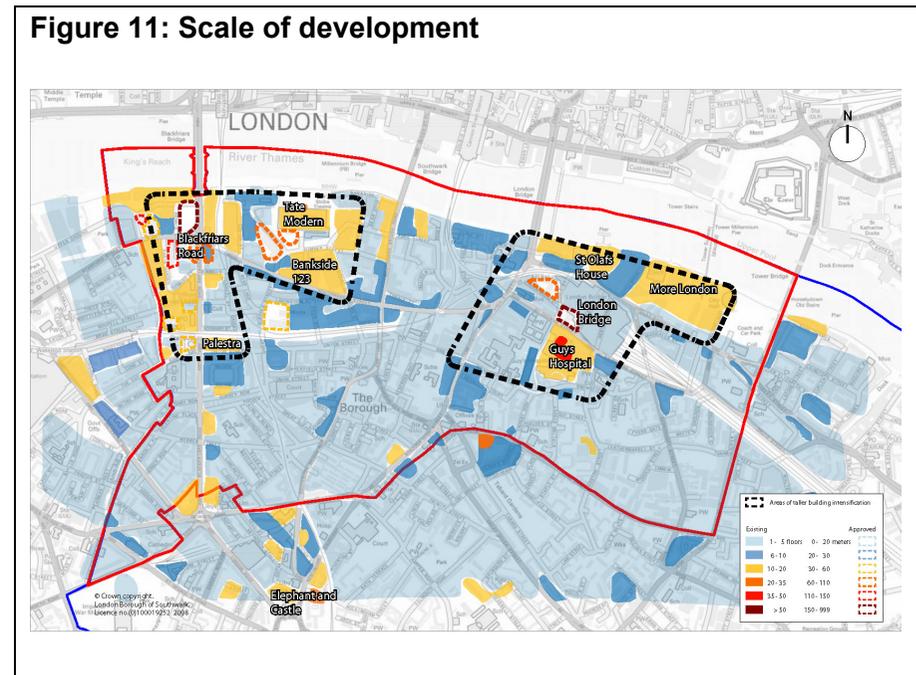


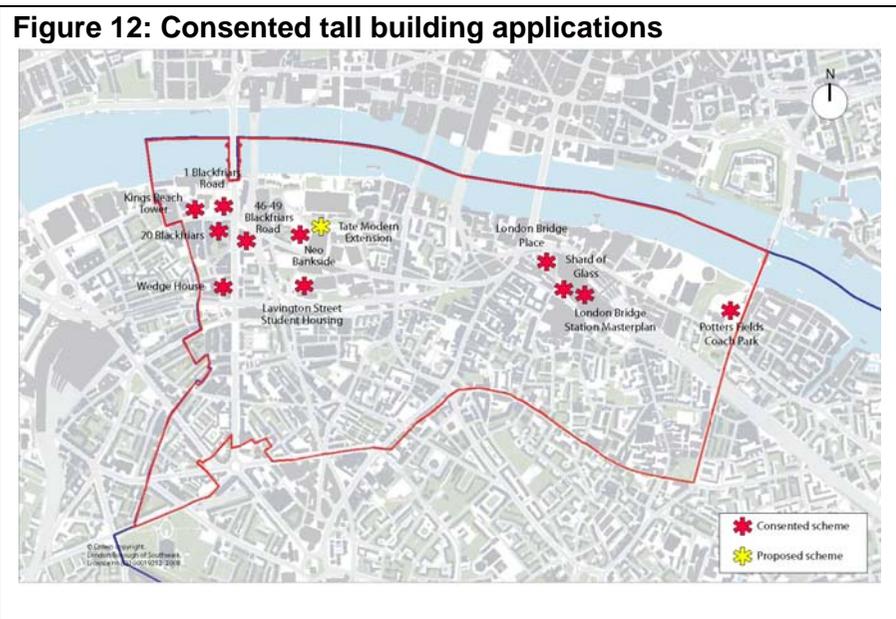
4.1.3 Existing scale of development and approved tall building proposals

Tall buildings can be overbearing and out of character when located when there is little consideration of existing scale and character. New tall building development should be of an appropriate scale and character to the surrounds to ensure that buildings do not dominate or repeat the mistakes of the past.

Figure 11 shows the existing scale of development and figure 12 shows the consented tall building locations in the opportunity area.

Figure 11: Scale of development





4.1.4 Vision, vibrancy and life

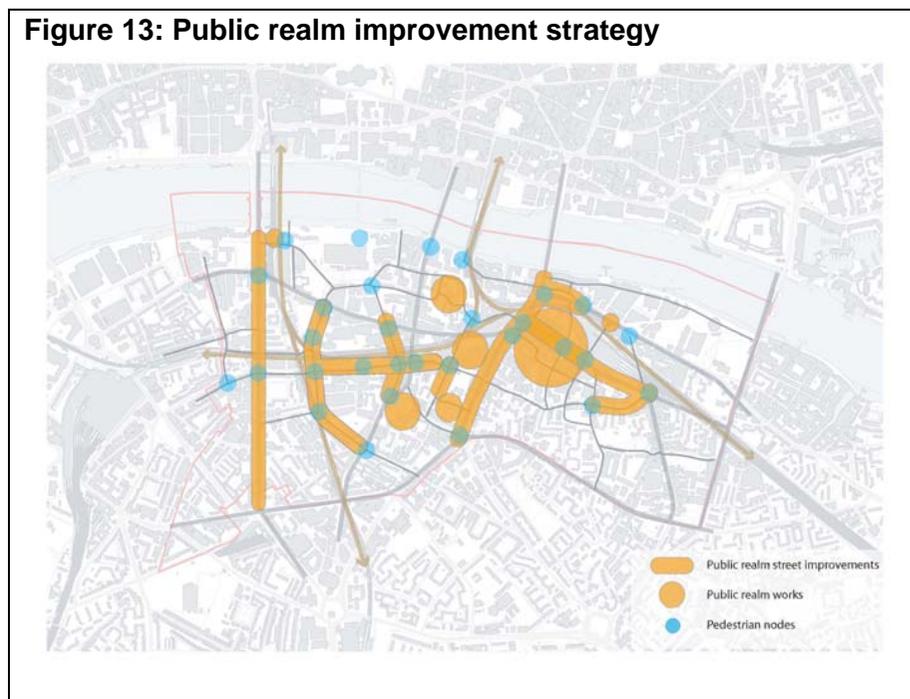
Tall buildings provide an opportunity to allow a significant mix of uses. The vision for the area identifies potential focus for regeneration and activity in the opportunity area which would suit new large scale intense development.

Refer to Section 2.3 of this document for the vision for the Borough, Bankside and London Bridge area.

4.1.5 Potential for new open space and public realm

Tall buildings can fail when there is no consideration of where they meet the ground. Well delivered and successful tall buildings provide the opportunity to release land for new public realm opportunities and provide investment in the existing public realm. New tall building development would be best suited in areas where they can contribute to enhancing the public realm or the improving the permeability of the area.

Figure 13 shows the open space and public realm improvement strategy in the opportunity area.



4.2 Summary of study of considerations that would support tall buildings

Character Area	Urban design considerations						
	Proximity to public transport	Gateways, junctions or points of local significance	Existing and approved scale of development	Vision, vibrancy and life	Potential public realm and open space opportunities		
Blackfriars Road North	✓	✓	✓	✓	✓	<ul style="list-style-type: none"> New entrance to Blackfriars Station will enhance access to public transport. Gateway to Southwark and intersection of main routes. Existing tall buildings with focus for additional consented tall buildings. 	<ul style="list-style-type: none"> Focus for major redevelopment Major public realm opportunities to enhance links in the area
Blackfriars Road South	○	✓	○	✗	○	<ul style="list-style-type: none"> Peripheral access to Southwark station and Waterloo. Gateway to OA and main intersection at St. Georges Road Some existing tall buildings focused at St Georges Road. 	<ul style="list-style-type: none"> Not a focus for major redevelopment or activity Some public realm improvements
North of Southwark Street and West of Cannon Street Railway Viaduct	○	○	✗	✓	✓	<ul style="list-style-type: none"> Peripheral access to new entrance of Blackfriars Station. At a pedestrian gateway to the area but not a major junction. Tate is a prominent landmark in the area and new tall building development is likely to dominate the setting and views of the landmark. 	<ul style="list-style-type: none"> Focus for activity along the riverfront. New public realm improvements in Bankside.
South of Southwark Street and North of Union Street	✗	✗	✗	✗	✓	<ul style="list-style-type: none"> Limited access to major public transport networks Not gateway or at junction of major road. Existing low height scale of development. 	<ul style="list-style-type: none"> Not a focus for major redevelopment or activity. Some public realm improvements.

Support tall building development	✓
Moderately support tall building development	○
Not support tall building development	✗

Character Area	Urban design considerations						
	Proximity to public transport	Gateways, junctions or points of local significance	Existing and approved scale of development	Vision, vibrancy and life	Potential public realm and open space opportunities		
						Support tall building development	✓
						Moderately support tall building development	O
						Not support tall building development	X
South of Union Street	X	✓	X	X	O	<ul style="list-style-type: none"> Limited access to major public transport networks Gateway to the opportunity area and major junctions. Existing low height scale of development. 	<ul style="list-style-type: none"> Not a focus for major redevelopment or activity Some public realm improvements
Borough Market, Clink Street and Southwark Cathedral	✓	X	X	✓	O	<ul style="list-style-type: none"> Direct access to London Bridge Station Not gateway or major junction Existing low height scale of development. 	<ul style="list-style-type: none"> Focus for activity and regeneration of Borough Market Some public realm improvements
Borough High Street	✓	✓	X	✓	✓	<ul style="list-style-type: none"> New entrance to Blackfriars Station will enhance access to public transport. Gateway to Southwark and intersection of main routes. Existing low height scale of development 	<ul style="list-style-type: none"> Focus for activity Public realm improvements to enhance the area.
London Bridge and Guy's Hospital Campus	✓	✓	✓	✓	✓	<ul style="list-style-type: none"> London Bridge Station major transport hub connects underground and overland trains with a main bus station Gateway to Southwark at London Bridge and intersection of main routes of Tooley St and Borough High Street. Focus for an existing and consented tall buildings. 	<ul style="list-style-type: none"> Focus for major redevelopment and activity. Major public realm opportunities to enhance links in the area .

Character Area	Urban design considerations						
	Proximity to public transport	Gateways, junctions or points of local significance	Existing and approved scale of development	Vision, vibrancy and life	Potential public realm and open space opportunities		
						Support tall building development	✓
						Moderately support tall building development	○
						Not support tall building development	✗
Tooley Street	✓	✓	✓	✓	✓	<ul style="list-style-type: none"> Access to London Bridge Station Tower Bridge is the gateway to area and main road There is a prevailing scale of tall building development along the riverfront. 	<ul style="list-style-type: none"> Focus of activity on the riverfront Existing public realm improvements along Tooley Street and More London.
Bermondsey Village	○	✗	✗	○	✓	<ul style="list-style-type: none"> Peripheral access to London Bridge Station. Not gateway or major junction. Existing low height scale of development. Some existing 1970's housing towers which are out of context with the character of the area and further tall buildings would likely repeat the mistakes of the past. 	<ul style="list-style-type: none"> Existing focus for activity which could be shifted towards St. Thomas Street and London Bridge. Some public realm improvements

4.3 Suitable locations that would support tall building development

Based on the above we conclude that London Bridge and Guy's Campus, Tooley Street and Blackfriars Road North would be suitable locations that would support new tall building development, while other areas would generally not be suitable for tall buildings.

While we have concluded these locations from an overview of the urban design considerations that would support tall buildings, we also acknowledge that there are also sensitivities in each of these areas which could provide constraints for new tall building development, particularly in areas which are within a Conservation Area, such as the Tooley Street area. These sensitivities are explored in further detail in section 4.4 of this document.

4.4 Urban design considerations where tall buildings would be sensitive

4.4.1 Topography

Tall building development which is significantly taller than the surrounds will form a prominent new landmark on the skyline which is often visible from afar. New development should consider the relationship and height of development within the wider and local context and any potential impact on strategic or important local views in relation to the city's topographical land form.

The opportunity area is located along the south bank of the River Thames, with the land around the opportunity area generally of a consistent height, with the land sloping slightly away from the riverfront to the south towards Elephant and Castle and Old Kent Road.

There are elevated sections at the bridge heads of each of the bridges crossing the River Thames at Blackfriars Road, Southwark Bridge, London Bridge and Tower Bridge to meet the increased height of the land north of the river.

With the main terminal of London Bridge Station situated at a higher level than the natural ground plane, man made links ramp up from Borough High Street to the level of the main terminal and provide vehicular and pedestrian access to the train station and bus depot. Ramps cross over Tooley Street towards London Bridge and south across St Thomas Street to Guy's Hospital campus.

Across the river to the north, the land form rises up into the City and Tower Hamlets, with the opportunity area lying at a considerable lower elevation than the area to the north. The strategic landmark of St. Paul's Cathedral is therefore located in an elevated position visible on the skyline particularly when viewed from the south. As several strategic views of the Cathedral cross this area, when viewed from the south, the cathedral is elevated as the focus of the view, with the opportunity area sitting lower in the

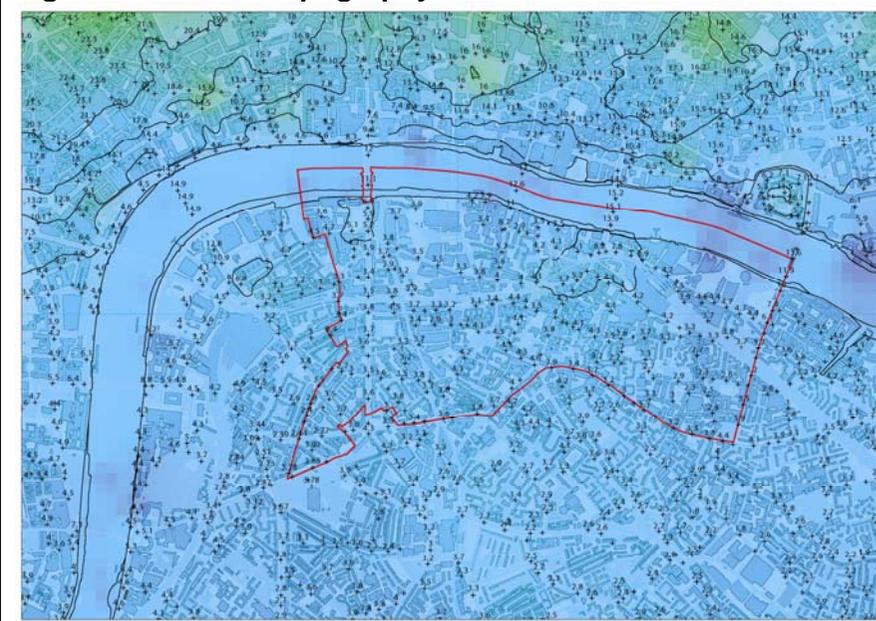
foreground. When viewed from the north, the cathedral is visible with the northern most parts of Southwark sitting lower in the backdrop of the view.

With the land rising up to the north in Tower Hamlets, when approaching the Tower of London World Heritage Site from the north this provides elevated views south towards the Tower with parts of Southwark visible in the backdrop of these views.

The higher north bank and bridges across the river also provide elevated locations offering river prospect views of the riverfront development on the south bank.

Figure 14 shows the natural topography of the opportunity area.

Figure 14: Natural topography



4.4.2 Strategic Views

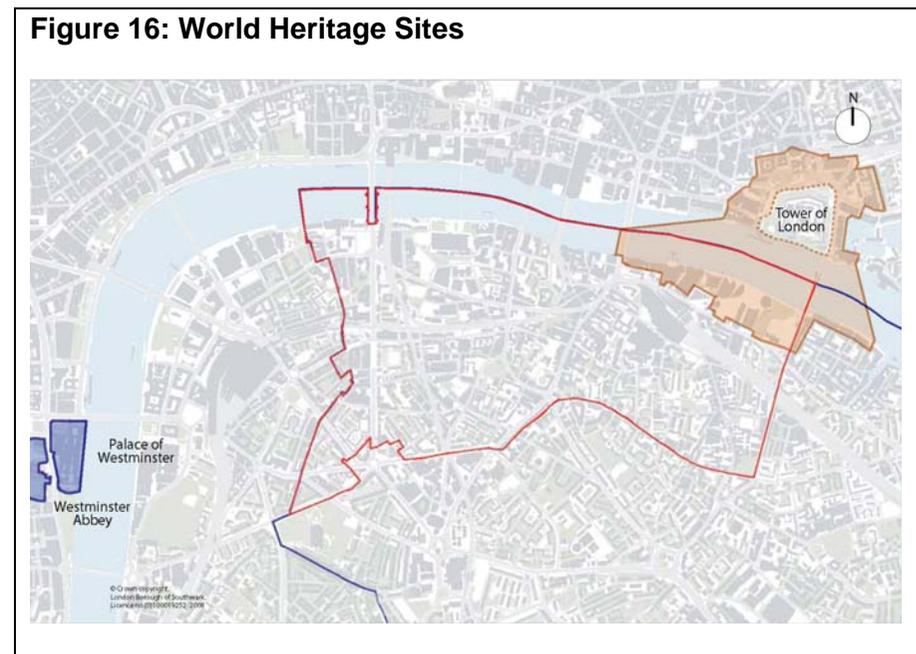
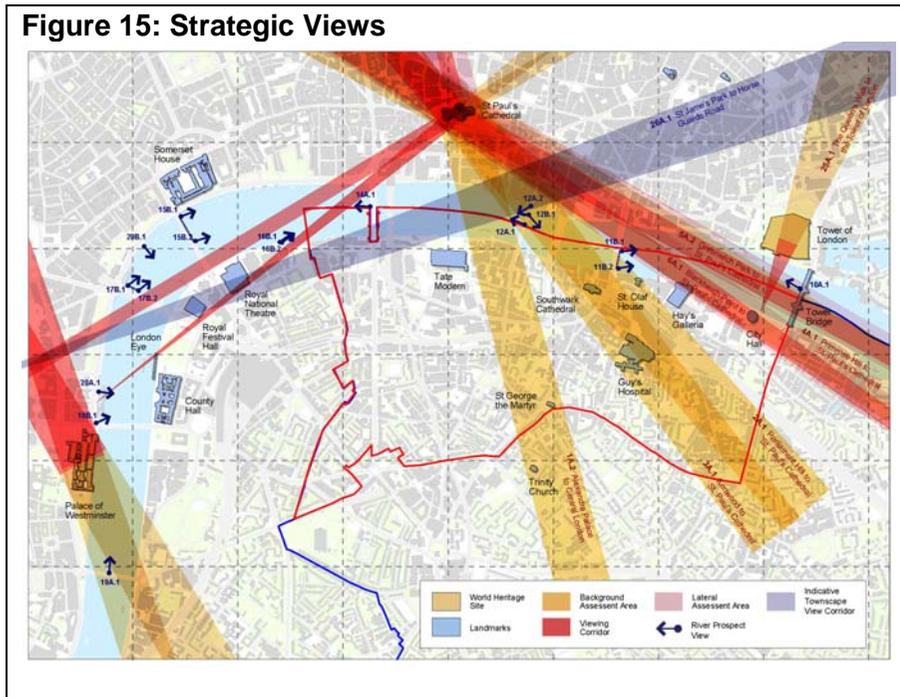
Tall building development would be sensitive when located in a strategic view. The London View Management Framework SPG (CDR42 & CDR13) provides more detailed guidance on how the views will be protected and how the impacts of new development will be tested.

Figure 15 shows the strategic views that impact on the opportunity area.

4.4.3 Setting and views of the World Heritage Sites

Tall buildings would be sensitive when located in the setting or within views of a World Heritage Site. New development should consider the setting of the Tower of London and Palace of Westminster as designated in a World Heritage Site Management Plan (CDR43 & CDR44) or assessment of the setting of the Site. This would include assessment of the effect of development on views of and from the World Heritage Site as identified in the London Plan (CDR2), the Management Plan or assessment of the setting or with local authority planning documents.

Figure 16 shows the World Heritage Sites.



4.4.4 Important Local Views

Apart from Strategic Views and views of the World Heritage Site, there are also other views of more local importance.

These could be views that contribute significantly to our ability to recognise and appreciate the image and built environment of the borough and wider London. These can help us find our way around.

Other broader or more general views also allow an appreciation of the local setting and character of an area, and contribute to the enjoyment of open spaces and the appreciation of local landmarks, historic areas and open spaces.

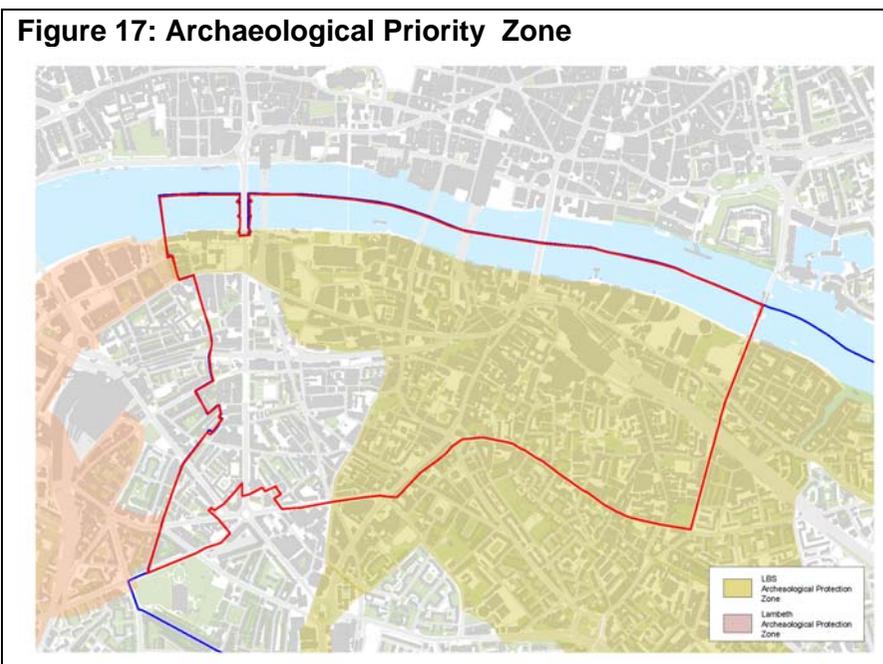
These could include wider views across the borough and also views of the historical environment and heritage assets such as those to or from within conservation areas or views of listed buildings. These considerations are explored in more detail in Sections 4.4.7 and 4.4.8.

More detailed view assessment of important local views can be found in the Bankside, Borough and London Bridge Stage 2 - Tall Building Study (CDD3).

4.4.5 Archaeological Priority Zone and scheduled monuments

Tall building construction would be sensitive when located in the Archaeological Priority Zone and consider location of scheduled monuments and their setting.

Figure 17 shows the Archaeological Priority Zone in the opportunity area.

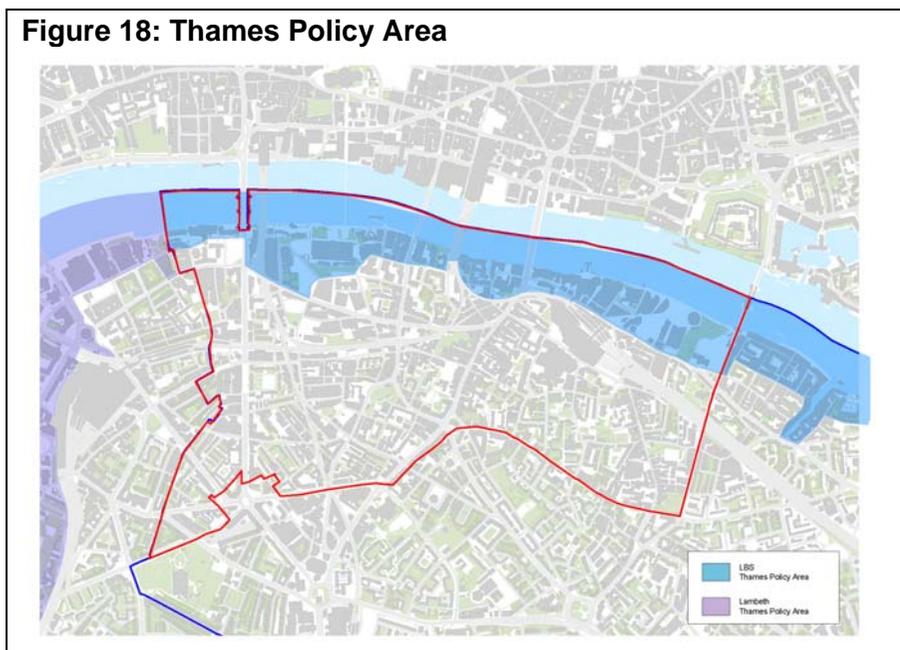


4.4.6 Thames Policy Area

Tall building development could adversely impact on the scale of development along the Thames riverfront. New development located within the Thames Policy Area should consider the existing scale and character of development and respond appropriately.

Figure 18 shows the Thames Policy Area.

Figure 18: Thames Policy Area



4.4.7 Conservation Areas

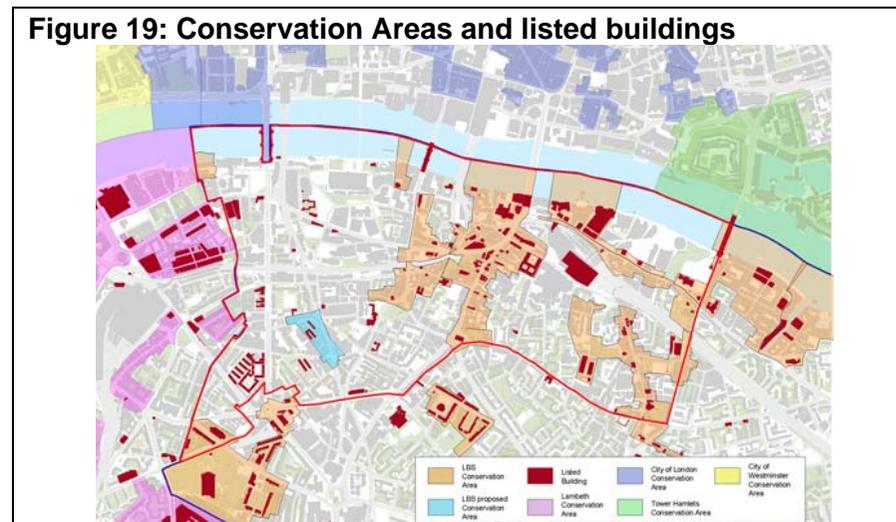
All new development should preserve or enhance the historic character, setting and appearance of buildings or areas of historical or architectural significance. This will generally mean that tall buildings will not be acceptable in conservation areas. The impact of buildings located outside but close to conservation areas, on the character of those areas, will have to be considered in relation to any relevant conservation area appraisal.

4.4.8 Listed buildings

New development should consider the setting and views of listed buildings, particularly Grade I, Grade II* and Grade II listed so as to preserve or enhance the significance of the heritage asset. Conservation area appraisals and character area appraisals may indicate views of and around these buildings which should be considered as part of the area analysis.

Figure 19 shows Conservation Areas and listed buildings in the opportunity area and in the neighbouring boroughs.

Figure 19: Conservation Areas and listed buildings



4.5 Summary of findings

Character Area	Urban design considerations										
	Topography	Strategic Views	Setting and views of the World Heritage Sites	Important Local Views	Archaeological Priority Zone and scheduled monuments	Setting of Conservation Areas and listed buildings	Thames Policy Area	Setting and views of landmarks	Impact on amenity of open space	Sensitivity for tall building development	No impact on tall building development
London Bridge and Guy's Hospital Campus	✓	✓	✓	✓	✓	✓	✓	✓	✓	<ul style="list-style-type: none"> • Consideration of location of tall buildings and relationship to topography. • Within several strategic views of St. Paul's Cathedral and river prospect views. • Within views of Tower of London World Heritage Site. • Local views should be considered • Within APZ 	<ul style="list-style-type: none"> • Within Bermondsey Street Conservation Area and adjacent to Tooley Street and Borough High Street areas, and setting and views of prominent listed buildings • Adjacent to Thames Policy Area. • Within setting and views of several landmarks. • Potential impact on local open spaces

Sensitivity for tall building development	✓
No impact on tall building development	X

Character Area	Urban design considerations									Sensitivity for tall building development	
	Topography	Strategic Views	Setting and views of the World Heritage Sites	Important Local Views	Archaeological Priority Zone and scheduled monuments	Setting of Conservation Areas and listed buildings	Thames Policy Area	Setting and views of landmarks	Impact on amenity of open space	No impact on tall building development	✓
Tooley Street	✓	✓	✓	✓	✓	✓	✓	✓	✓	<ul style="list-style-type: none"> • Consideration of location of tall buildings and relationship to topography. • Within several strategic views of St. Paul's Cathedral and river prospect views. • Within setting and views of Tower of London World Heritage Site. • Local views should be considered • Within APZ 	<ul style="list-style-type: none"> • Within Tooley Street and Tower Bridge Conservation Area and adjacent to Bermondsey Street area, and setting and views of prominent listed buildings • Within Thames Policy Area. • Within setting and views of several landmarks. • Potential impact on local open spaces particularly Potters Field

Character Area	Urban design considerations													
	Topography	Strategic Views	Setting and views of the World Heritage Sites	Important Local Views	Archaeological Priority Zone and scheduled monuments	Setting of Conservation Areas and listed buildings	Thames Policy Area	Setting and views of landmarks	Impact on amenity of open space					
										<table border="1"> <tr> <td>Sensitivity for tall building development</td> <td>✓</td> </tr> <tr> <td>No impact on tall building development</td> <td>X</td> </tr> </table>	Sensitivity for tall building development	✓	No impact on tall building development	X
Sensitivity for tall building development	✓													
No impact on tall building development	X													
Blackfriars Road North	✓	✓	✓	✓	✓	✓	✓	✓	X	<ul style="list-style-type: none"> • Consideration of location of tall buildings and relationship to topography. • Within strategic view from St James Park and several river prospect views. • Within views of Palace of Westminster World Heritage Site. • Local views should be considered • Within APZ • Within Old Barge House Alley. May impact on views from Lambeth Conservation Areas. • Within Thames Policy Area. • Within setting and views of several landmarks. • No impact on setting and views of open space. 				

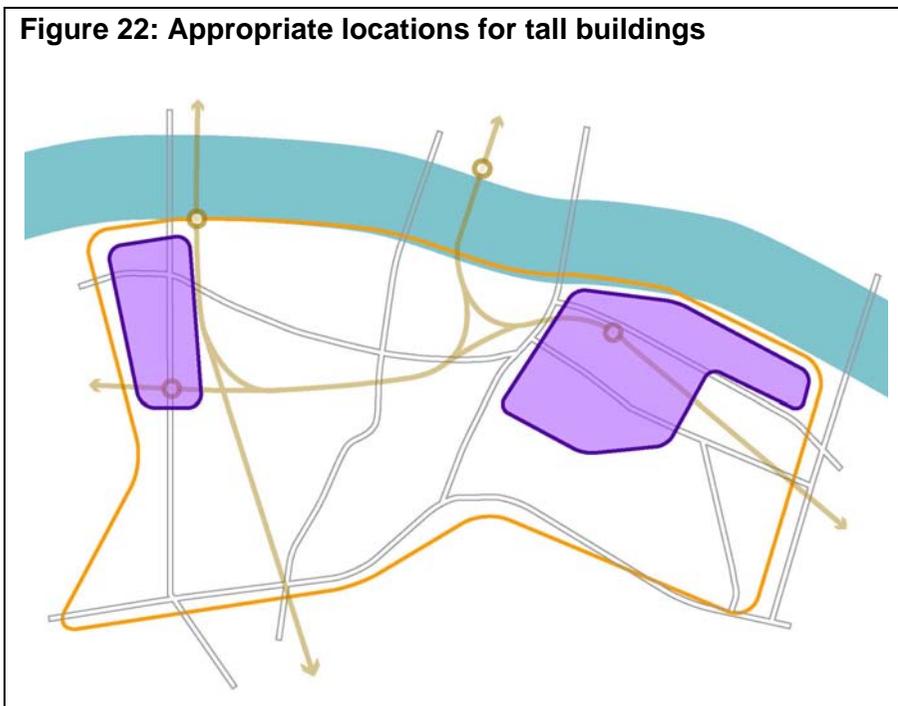
Section 5 : Conclusions

The urban design analysis has provided the following conclusions:

5.1 Appropriate location for tall buildings

That London Bridge and Guy's Hospital Campus, Tooley Street and Blackfriars Road North areas are the appropriate locations for tall buildings in the opportunity area.

Figure 22: Appropriate locations for tall buildings



5.1 Locations where tall buildings would not be appropriate

The area that would not support tall building development and therefore not be suitable locations for tall buildings are:

- Blackfriars Road South

- North of Southwark Street and West of Cannon Street Railway Viaduct
- South of Southwark Street and North of Union Street
- South of Union Street
- Borough Market, Clink Street and Southwark Cathedral
- Borough High Street
- Bermondsey Village

The analysis has also considered sensitivities for tall building development within the opportunity area. Section 5.2, 5.3 and 5.4 summaries the opportunities and constraints for the London Bridge and Guy's Hospital Campus, Tooley Street and Blackfriars Road North areas.

5.2 London Bridge and Guy's Hospital Campus

The urban design analysis has identified the following constraints and opportunities for tall buildings in London Bridge Station and Guy's Hospital Campus area:

Opportunities

- London Bridge is a major public transport hub with the improvements to the Thameslink making this one of the most important transport hubs in the capital.
- London Bridge is located at the gateway location at the bridge head of London Bridge and a major junction of Borough High Street and Tooley Street.
- London Bridge Station and Guy's Hospital are a focus for regeneration in the area.
- Location of intense mixed use development with potential additional new active uses around St. Thomas Street and the railway viaducts.
- Large development sites focused around London Bridge Station.

- Potential for improvements to the existing public realm and enhancements to St. Thomas Street.
- Potential to contribute to permeability of the area particularly with improvements around London Bridge Station, St. Thomas Street, Guy's Hospital campus.
- Potential to draw development south of railway viaducts at London Bridge Station.
- Existing location for tall buildings with Guy's Hospital Tower and the Shard which is currently under construction.

Constraints

- Location of tall buildings in relation to the topography and within views of the area.
- London Bridge lies within background of strategic views of St. Paul's Cathedral and several river prospect views.
- Located within views from and of Tower of London World Heritage Site.
- Consideration of relation of development to scale and character of an area in local views.
- Located within Bermondsey Street Conservation Area and adjacent to Tooley Street, Borough High Street and Bermondsey Street Conservation Areas and development should consider the character and generally lower height scale of these areas.
- Surrounded by a number of prominent listed buildings which could be affected by tall building development.
- Located within an Archaeological Priority Zone.
- Located adjacent to the Thames Policy Area and new development should consider the adjacent scale of the riverfront development.
- A number of landmarks are located adjacent to the area and development should consider potential impact on their views and setting.
- Existing Guy's Hospital Tower and proposed Shard which new tall building development should consider.

5.2 Tooley Street

The urban design analysis has identified the following constraints and opportunities for tall buildings in Tooley Street area:

Opportunities

- Tooley Street is adjacent to the major public transport hub of London Bridge Station.
- Tooley Street is located at the gateway location with gateways at both London Bridge and Tower Bridge.
- Tooley Street and the riverfront have been the focus for regeneration in the area.
- Location of intense mixed use development with existing active uses around the riverfront.
- Some large development sites.
- Existing public realm and streetscape enhancements along Tooley Street.
- Existing prevailing scale of riverfront development which would be of a height classified as tall buildings.

Constraints

- Location of tall buildings in relation to the topography and within views of the area.
- Tooley Street lies within strategic views of St. Paul's Cathedral and several river prospect views.
- Located within views from and of Tower of London World Heritage Site.
- Consideration of relation of development to scale and character of an area in local views.
- Located within Bermondsey Street Conservation Area and adjacent to Tooley Street, Borough High Street and Bermondsey Street Conservation Areas and development should consider the character and generally lower height scale of these areas.
- Surrounded by a number of prominent listed buildings which could be affected by tall building development.
- Located within an Archaeological Priority Zone.

- Located within the Thames Policy Area and new development should consider the adjacent scale of the riverfront development.
- A number of landmarks are located within and adjacent to the area and development should consider potential impact on their setting and views.
- Potter's Field is within the area and development should consider potential impact on their views and setting.

5.3 Blackfriars Road North

The urban design analysis has identified the following constraints and opportunities for tall buildings in Blackfriars Road North area:

Opportunities

- Blackfriars Road North is located with access to major public transport hubs with access to Southwark tube and a proposed new entrance at Blackfriars Station and adjacent to Waterloo Station.
- Blackfriars Bridge is a gateway to Southwark and there is a major junction at Blackfriars Road, Southwark Street and Stamford Street.
- Blackfriars Road North is a location with a potential for new focus for intense mixed use development and active uses.
- Large development sites focused around Blackfriars Road and Southwark Street.
- Opportunities for new public realm improvements and provision of new open space around Blackfriars Road.
- Opportunity for new development to contribute to permeability of the area and enhance public space.
- Existing Kings Reach Tower and several other tall buildings are approved in this location.

Constraints

- Location of tall buildings in relation to the topography and within views of the area.

- Blackfriars Road lies within the strategic view from St. James Park and several river prospect views.
- Located within views of the Palace of Westminster World Heritage Site.
- Consideration of relation of development to scale and character of an area in local views.
- Located within the Old Barge House Alley Conservation Area and development should consider the generally lower height scale and character of these areas. There are several Conservation Areas in the adjacent London Borough of Lambeth and tall buildings might impact on views from these areas.
- Surrounded by a number of listed buildings both in the borough and in the adjacent London Borough of Lambeth which could be affected by tall building development.
- Located within an Archaeological Priority Zone.
- Located adjacent to the Thames Policy Area and new development should consider the adjacent scale of the riverfront development.
- A number of landmarks are located adjacent to the area and development should consider potential impact on their setting and views.
- Existing Kings Reach Tower and other consented tall building developments which new tall building development should consider.

5.4 Bankside, Borough and London Bridge : Stage 2 - Tall Building Study (CDD3)

The further stage of the Tall Building Study provides more detailed analysis of the opportunities and sensitivities in the London Bridge and Guy's Campus, Tooley Street and Blackfriars Road North areas. This study expands on the urban design analysis included in this document and includes strategic and local views assessment and three dimensional modeling study which have been used to provide a comprehensive understanding of the potential effect of tall buildings on these areas.

Appendix 1 : Reference List

- | | | | |
|---------|---|---------|---|
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| CDR1. | The London Plan Spatial Development Strategy for Greater London, Mayor of London, February 2008 | CDB11. | Core Strategy Borough-wide Tall Building Background Paper, Southwark Council, March 2010 |
| CDR2. | The London Plan, Spatial Development Strategy for Greater London, Consultation draft replacement plan, October 2009 | CDD1. | Core Strategy: Borough-wide Tall Building Research Paper, Southwark Council, March 2010 |
| CDR42. | London View Management Framework, The London Plan Supplementary Planning Guidance, Mayor of London, July 2007 | CDD3. | Bankside, Borough and London Bridge : Stage 2 - Tall Buildings Study, Southwark Council, December 2009 |
| CDR13. | Draft Revised Supplementary Planning Guidance, London View Management Framework, Mayor of London, May 2009 | CDD7. | Old Barge House Alley Conservation Area Appraisal, Southwark Council |
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| CDD12. | Tooley Street – north and south Conservation Area Appraisal, Southwark Council | CDD37. | Borough High Street Character Area Appraisal, Southwark Council |
| CDD13. | Bermondsey Street Conservation Area Appraisal, Southwark Council | CDD38. | London Bridge and Guy's Hospital Campus Character Area Appraisal, Southwark Council |
| CDD14. | Kings Bench Conservation Area Appraisal, Southwark Council | CDD39. | Tooley Street Character Area Appraisal, Southwark Council |
| CDD15. | St Georges Circus Conservation Area Appraisal, Southwark Council | CDD40. | Bermondsey Village Character Area Appraisal, Southwark Council |
| CDD16. | West Square Conservation Area Appraisal, Southwark Council | | |
| CDD17. | Tower Bridge Conservation Area Appraisal, Southwark Council | | |
| CDD18. | Trinity Church Square Conservation Area Appraisal, Southwark Council | | |
| CDD32. | Blackfriars Road Character Area Appraisal, Southwark Council | | |
| CDD33. | North of Southwark Street Character Area Appraisal, Southwark Council | | |
| CDD34. | South of Southwark Street, Southwark Council | | |
| CDD35. | South of Union Street Character Area Appraisal, Southwark Council | | |
| CDD36. | Borough Market, Clink Street and Southwark Cathedral Character Area Appraisal, Southwark Council | | |