



City of London Corporation
City Plan 2040 — Examination in Public
Matters Statement

Main Matter 7: Heritage and Tall Buildings

7. Are the Heritage and Tall Buildings policies justified by appropriate available evidence, having regard to national policy and guidance and local context; and are they in ‘general conformity’ with the LP?

Yes, chapter 11 has been drafted as a cohesive whole is justified by appropriate available evidence, and is in ‘general conformity’ with the LP. The policies within it should be read as one unified framework for protecting and enhancing the City’s historic environment, informed by and helping to deliver the City Plan’s spatial strategy, and enabling the delivery of the City Plan’s objectively assessed need in the most appropriate locations while ensuring development enhances the City’s skyline, protects strategic views, celebrates the City’s heritage and minimises the potential for harm to heritage assets.

The chapter is supported by a comprehensive analysis of the City’s historic environment in the Tall Buildings Topic Paper (ED-HTB1). This environment has resulted in a townscape of great complexity and diversity, built up over 2,000 years, shaped by its long history as a major city, its architectural development with iconic buildings both historic and more recent, and its role over hundreds of years as a major international centre for commerce, trade and finance (Topic Paper paragraph 2.1). The City and its surroundings contain many historic landmarks that add to the City’s cultural identity and world class status, and the architectural palimpsest of these landmarks, listed buildings and other heritage assets that together with modern tall buildings create surprising juxtapositions and vistas (Topic Paper paragraph 2.2), often enhanced by the tight confines of the City’s built form, which are a fundamental part of the overriding character of the Square Mile (Topic Paper paragraph 14.25).

Within this assessment, the identification of common heritage typologies to the city, drawn from the Historic Character Thesaurus, has sought to incorporate specific consideration of the many heritage assets within the City (paragraph 11.1 – 11.37). This deep understanding of the historic environment is in line with the NPPF (para 198) and LP policy HC1 (see question 7.1 for a full discussion of the evidence used to develop the heritage policies).

Policy S12 starts from the understanding developed in the Topic Paper and then goes further by deploying an extensive modelling exercise to formulate the acceptable height parameters for the designated tall buildings areas. These parameters were then robustly assessed by a Strategic Visual Impact Assessment and three Heritage Impact Assessments (for each key strategic asset), as well as assessed at paragraph 30.1 – 30.55 of the Topic Paper. Together these documents form an appropriate evidence base to justify the tall building policy as they constitute an extensive level of assessment and refinement (over 50 views assessed), from a range of officers and independent experts, in consultation with external stakeholders. Furthermore, they support a policy that is in general conformity with the LP policy D9, as now confirmed by the Mayor in his regulation 21 response. Appendix 1 details precisely how the Tower of London’s Outstanding Universal Value and management plan informed policy S12 (and the entire chapter), to demonstrate alignment with LP policy HC2 (see Statement of Common Ground 13 Addendum).

The assessment of policy S12 was considered in relation to the potential impacts upon the three strategic assets. As stated at paragraph 30.1 of the Topic Paper, this was a strategic exercise proportionate to the level of detail generated by the height parameters, noting that the indicative envelopes used to illustrate potential visible changes are representative of only one possible scenario – the fullest – in which the clusters could develop in accordance with the policy. This

exercise does not preclude and should not seek to replicate the comprehensive interrogation at full planning application stage as individual developments come forward for determination, with their impacts fully considered through the decision-making process, consulted on with statutory consultees and other stakeholders, in line with the requirements of legislation, national policy and the development plan. The range of views selected and the focus on the three strategic assets is proportionate to the strategic nature of policy S12. See question 7.5 for a full discussion.

Policy S13 implements the existing London View Management Framework, in line with LP policy HC3. It also continues existing local view management frameworks (City Corporation Protected Views SPG, City Corporation St Paul's Heights Study). The CP fully recognises the need to protect and sensitively manage views that are of strategic importance to London, and views of local importance to the City, and this approach is broadly supported by respondents at Regulation 19 stage; nor is there a debate about the validity of the specific viewpoints and policy S13 does not propose a substantive change to these frameworks that would need to be justified by new evidence.

As chapter 11 is drafted as a cohesive whole, the approach of policy S12 in setting heights is primarily based on the views that are protected in the view frameworks implemented in policy S13. This means that a proposal that complies with the contour lines in policy S12 is likely to have an acceptable impact in the designated views (subject to more detailed and comprehensive consideration of specific schemes as part of the development management process), precisely because policy S12 is designed in response to the designated views, and therefore modelling and SVIA analysis used to sculpt the contour lines also justifies policy S13. See question 7.7 for a full discussion.

As part of ongoing discussions where changes to the proposed tall building contour lines have been suggested by developers/site owners, and in one instance a new tall building site is proposed (as set out in Statements of Common Ground – SoCG16, 17, 19 and 20), the City Corporation believe that addendums to the Strategic Views Impact Assessment (ED-HTB15-27) and Heritage Impact Assessments (ED-HTB28, ED-HTB30 and ED-HTB1) analysing those proposed changes would be beneficial and have commenced work on their production. The City Corporation believe that these should be published in advance of the Heritage and Tall Buildings hearing days, to allow all participants to provide informed input at the hearing sessions. The City Corporation have requested that the Inspectors reschedule the relevant hearing sessions to provide sufficient time for this to occur. This approach will ensure that appropriate evidence is available in relation to these proposed changes.

Heritage

7.1 Are the Heritage policies justified by appropriate available evidence, having regard to national guidance and local context; and are they in ‘general conformity’ with the LP?

Yes, the heritage policies (S11, HE1, HE2, HE3) are justified by a comprehensive suite of evidence tailored to the local context, with regard to national policy and guidance, and are in conformity with the LP. The City Corporation has prepared the heritage policies to be consistent with the requirements of chapters 3 and 16 of the NPPF, the Planning Practice Guidance (PPG) and in general conformity with LP policies HC1 and HC2. Paragraph 20(d) of the NPPF requires strategic policies to make sufficient provision for the ‘*conservation and enhancement of the natural, built and historic environment*’. Paragraph 198 states that LPAs should have:

‘up-to-date evidence about the historic environment in their area [which can] be used to:

- a. assess the significance of heritage assets and the contribution they make to their environment;*
- b. predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future.’*

The PPG gives guidance for heritage in plan-making in two places. At paragraph 003 of the ‘Historic Environment’ section and at paragraph 040 of the ‘Plan Making’ section where it states that *‘Planning policies need to be based on up-to-date evidence about the historic environment in their area. Strategic policy-making authorities can use this evidence to assess the significance of heritage assets and the contribution they make to their environment.....’*

The Tall Buildings Topic Paper (ED-HTB1) provides a detailed and contemporary assessment of the City’s historic environment. While the topic paper provides analysis specific to tall buildings (discussed at question 7.5), it also is relevance to S11 and the heritage policies. In section two, the Paper summarises the City’s history to provide a broad understanding of its historic environment, and at paragraphs 14.1 – 14.39 sets out a high level statement of heritage significance. The Paper also sets out the heritage significance of the three strategic landmark assets within the City at paragraph 13.1 – 13.29 (St Paul’s Cathedral, The Monument, The Tower of London).

Section two (paragraph 11.1 – 11.37) of the Topic Paper (ED-HTB1) identifies nine core City typologies based on Historic England’s selection criteria for listed buildings. The small geographic size of the City allows for a comprehensive categorisation of the City’s built heritage into of nine typologies typical to the City, drawing on the Historic Character Thesaurus published by Historic England. This is an ambitious, proactive and progressive approach to assessing, understanding and thereby managing the historic environment, noting it is uncommon for the historic environment of an entire LPA area to be analysed as a cohesive whole. Together, the typologies encompass the City Corporation’s conception of and conversance with the City’s heritage. It is a place of remarkable layering (archaeological remains, adjacent to ecclesiastical buildings, adjacent to 18th century banks, adjacent to modern skyscrapers), a palimpsest formed over 2,000 years of dynamism, powered by commerce and business to create a unique blend of tangible and intangible heritage. The thick layering seen across the built environment is the physical manifestation of the City’s spirit,

simultaneously ancient and modern, a place where the Lord Mayor’s show and the latest fin-tech startup can coexist and continually coproduce the City (see paragraphs 14.1 – 14.39 of the Topic Paper ED-HTB1).

For the purposes of plan-making, it was not considered proportionate to base the development of the tall building policy on an exhaustive account of the 600 listed buildings and 2,000 years of history; therefore, the Paper inevitably summarises in parts and adopts a panoramic perspective to discern the historical essence of the City. Nonetheless, the Topic Paper (ED-HTB1) is a study that comprehensively fulfils the NPPF’s requirement for ‘*up to date evidence*’ to demonstrate a sophisticated appreciation of the City’s unique, nationally significant, historic environment. This not only demonstrates an adherence to national policy, but also a thorough and rigorous consideration of the local context, since the Paper intimately details the specifics of the City.

As discussed below, Policy HE1 (8) is justified by a specific piece of evidence (Bevis Marks Immediate Setting Policy Paper ED-HTB29) that explains why a bespoke policy intervention is required. This is proportionate given the especial importance of its immediate setting to the significance of Bevis Marks Synagogue (Grade I listed) and the fact that it is singled out — alongside The Monument — for a special, additional policy designation.

The heritage policies are also in general conformity with LP policies HC1 and HC2. The Mayor’s Regulation 21 response does not raise any issues of non-conformity, but has expressed a wish for further explanation of how the Outstanding Universal Value of the Tower of London World Heritage Site has been considered within the CP evidence (see LD19). This work has been completed and provided to the GLA, and is subject to a forthcoming Statement of Common Ground addendum. LP policy HC1(a) expects boroughs to ‘*develop evidence that demonstrates a clear understanding of London’s historic environment*’ and that this should be done ‘*in consultation with Historic England, local communities and other statutory and relevant organisations*’. The City Corporation has been in discussions with representatives from Historic England, St Paul’s Cathedral, Historic Royal Palaces and Bevis Marks Synagogue throughout the creation of the City Plan. These discussions are summarised in the relevant Statements of Common Ground and are in addition to the 632 responses received in the Regulation 19 consultation on this topic. This demonstrates an openness to consultation and the expertise of specialist bodies, in the spirit of LP policy HC1. As highlighted above, the Topic Paper comprehensively fulfils the requirement for a ‘*clear understanding of the historic environment*’.

Part B of LP HC1 policy goes on to expect that this knowledge is used to inform the integration of heritage in regenerative change and gives four specific ways this can be done. Local Plan policy S11 does this by setting out a positive strategy for the protection and celebration of the historic environment that:

- recognises the intrinsic value of heritage assets and how they contribute to a good quality of life (S11(1))
- acknowledges how development can help to conserve and enhance assets, and better reveal their significance (S11 (2)),
- seeks wider social, cultural, economic, and environmental benefits of these assets through six specific types of intervention (S11 (3)).

The comprehensive understanding of the historic environment evidenced in the Topic Paper — and summarised in the supporting text at 11.1.0 – 11.1.5 — underpins the strategy toward the historic environment in the Plan¹.

In line with LP policy HC2, the CP includes a specific policy (HE3) for the preservation and enhancement of the Tower of London WHS. This is justified by the analysis conducted in the Topic Paper (p89 – 93), is in accordance with the Mayor’s World Heritage Sites SPG, and takes account of the Outstanding Universal Value (OUV) of the Tower of London (ToL), the ToL setting study (2010) and the management plan (2016), both produced by Historic Royal Palaces. These documents and ideas have been fundamental to the formulation of the entire chapter and to policy HE3 specifically. Appendix 1 sets out in a high level of detail the exact ways in which every OUV has been interpreted to produce contour lines that enable their conservation, promotion and protection, as per LP policy HC2(a). It also shows, at page 23-24, how the ToL Management Plan has been directly considered and incorporated into the process, in alignment with LP policy HC2(d). This appendix has been produced to respond to the Mayor of London’s Regulation 19 response, which sought further explanation of how the OUV informed the formation of the tall building contour lines for the City Cluster. An updated Statement of Common Ground with the Mayor is underway.

CP policy HE3 is written in this context, on the basis of extensive research, analysis, and interpretation of the ToL and its OUV, and therefore is in line with HC2(a) and HC2(d). CP policy HE3 clearly states in part one that:

‘proposals affecting the setting of the Tower of London World Heritage Site should preserve and seek to enhance the Outstanding Universal Value (OUV), architectural and historic significance, authenticity and integrity of the Tower of London World Heritage Site.’

This satisfies the requirement of LP policy HC2(a) that borough that neighbour a World Heritage Site include policies in their plans that conserve, promote and actively protect and interpret the OUVs of World Heritage Sites. The City Corporation considers that the OUV has been ‘interpreted’ throughout the evidence base but would be willing to modify the supporting text of CP policy HE3 to clarify that the contour lines are based on an interpretation of the ToL OUV, as set out in the updated SoCG with the GLA [insert ref].

Policy HE2 is included in the City Plan in recognition of the range of ancient monuments and archaeological remains extant in the city, and the high likelihood of further archaeological discoveries. This is evidenced in the Topic Paper and is summarised at para 14.34 where it states that the *‘archaeological potential of the City remains of international importance’*.

As set out on page 3, the City Corporation intend to publish further analysis through addendums to the Strategic Views Impact Assessment and Heritage Impact Assessments of proposed changes to the contour lines and a proposed new tall building site.

¹ The Topic Paper is also fundamental for the formulation of the tall buildings policy (S12), and this is the second way that LP HC1 is incorporated into the plan. Specifically, HC1(B1)/(B2) and the need for a clear vision that embeds heritage in placemaking and the planning process. See answers in the Tall Building Section

7.2 Do the policies set a positive strategy for the conservation and enjoyment of the historic environment in a manner appropriate to its significance?

Yes, paragraph 196 of the NPPF states that *'plans should set out a positive strategy for the conservation and enjoyment of the historic environment'*. Policies S11, HE1, HE2, and HE3 are consistent with this as they recognise the contribution heritage makes to the unique character of the City, the public benefits of this heritage, and outlines a positive framework for its ongoing conservation and enjoyment. Indeed, the policies go beyond the statutory requirements by seeking where possible to enhance, and not only preserve, the significance and setting of heritage assets.

Paragraph 196 is woven throughout the chapter, with policy S11 as the focal point that:

- recognises the intrinsic value of heritage assets and how they contribute to a good quality of life (S11(1)) – (responds to NPPF para 196 a + d)
- acknowledges how development can help to conserve and enhance assets, and better reveal their significance (S11 (2)) – (responds to NPPF para 196 c)
- seeks wider social, cultural, economic, and environmental benefits of these assets through six specific types of intervention (S11 (3)) - (responds to NPPF para 196 b)

The Planning Practice Guidance (PPG) further clarifies what a 'positive strategy' means as it states that:

'plan-making bodies should identify specific opportunities within their area for the conservation and enhancement of heritage assets, including their setting The delivery of the strategy may require the development of specific policies, for example, in relation to use of buildings and design of new development' (PPG – Historic Environment para 003)

Part 3 of policy S11 does this as it sets out six specific interventions that could be successful in the City context. Three of these focus on putting heritage at the heart of place-making and regeneration, especially where this can facilitate collaborative working across sites to enhance the functioning of the heritage assets (parts a, c, e). The City is an extraordinarily dense cluster of nationally significant heritage assets and therefore it is appropriate to centrally embed heritage within the CP's strategy for managing change. The three distinct but interrelated approaches — heritage at the heart of placemaking, heritage-led regeneration, and collaboration with adjacent sites — constitute one part of the overall strategy.

The CP has a strategic focus on the retrofit of older buildings (see policy OF2) and this is echoed within parts 'b' and 'd' of policy S11(3). These parts encourage the beneficial and continued use of heritage assets through sensitive adaption or retrofit that is consistent with their conservation and/or improves their environmental performance. With the volume of designated and non-designated assets in the City, it is crucial that the plan can support the continued functioning of all assets in their best historic use, prevent the harm of obsolescence and vacancy, and encourage public enjoyment of them. Historic buildings are not immune to the step change in quality that office occupiers now search for, and therefore as part of the positive strategy policy S11 supports appropriate and sensitive adaptations, refurbishments, and retrofits.

Policy HE1 develops the positive strategy outlined in policy S11 with specific criteria that should be considered. For example, part 3 supports the change of use of assets where it is consistent with their long-term conservation; part 4 requires that specific attention is given to historic routes and spaces, and the benefits from reinstating them; and part 9 encourages the appreciation of the City's historic roofscapes. At part 2 policy HE1 incorporates the balancing framework in NPPF paragraphs 207-209 to ensure that the strategy remains 'proactive', as it is noted there may be cases where some heritage harm is acceptable to ensure a long term viable use, sustained occupancy and maintenance, appreciation of the remaining significance, etc.

The tall buildings policy (S12), is a fundamental part of the strategy and should be read together with the heritage (and protected views) policies, as they have been designed as a cohesive whole. As another aspect of the 'positive strategy', policy S12 works in lockstep with the heritage policies as they stem from the same understanding of the City's historic environment as an ancient palimpsest of commercial dynamism; a place where new buildings of significant scale coexist respectfully with historic buildings, sharing the same thread of commercial continuity (Tall Buildings Topic Paper ED-HTB1 paragraph 2.1).

'Tall buildings' are one of the typologies identified in the Topic Paper and the CP recognises that tall buildings can *'respond positively to the character and historic environment of the area (paragraph 11.5.7)'*. Therefore, Chapter 11, in a manner that is appropriate to the significance of the City, seriously engages with the challenges and opportunities tall buildings generate for the historic environment, based on an understanding that tall buildings of varying scales are part of the tangible and intangible historic fabric of the City; as noted at paragraph 14.31 of the Topic Paper (ED-HTB1), *'from the earliest times, the City's confined street plan has resulted in tall buildings, both secular and ecclesiastical'*

The contour lines, which are the policy mechanism for policy S12, are a pioneering way of delivering the requirements of LP policy D9(b) in a way that accounts for the settings and significance of heritage assets of the highest significance at a level proportionate to the exercise of plan-making. They were shaped by consideration of the settings and OUV/significance of the Tower of London, St Paul's Cathedral and the Monument to devise a framework that recognises the role tall buildings can play in optimising the use of land and which puts an emphasis on the benefits of clustering as opposed to more randomly sown development (see question 7.5). This framework embeds the 'positive strategy' into the heart of the plan and its spatial strategy, so that by complying with the contour lines, a tall building proposal in the Clusters will (subject to detailed design) already be shaped to achieve an appropriate 'in principle' relationship with these three strategically significant heritage assets; its relationship with other relevant (usually more local) heritage assets and the suitability of a site for a tall building will also be shaped through application of the other heritage (and other relevant) policies. This is a positive, proactive and proportionate way of addressing the impacts tall buildings can have on the historic environment. Consequently, the chapter constitutes an overarching framework for the enhancement and enjoyment of the historic environment, of which the heritage policies are vital.

The Plan is pioneering on archaeology because of the high likelihood for historic deposits across the Square Mile. In light of the City's Roman origins, there is potential for nationally (and even internationally) significant archaeology to be found anywhere, including in areas with no known

recorded deposits. Policy HE2 establishes the customary requirements for evaluation, recording, mitigation and enhancement. The policy goes further than the baseline approach in response to local circumstances by requiring that significant, substantive archaeological features and/or significant artefacts discovered on major development sites must be retained on site and where feasible exposed to public view. This represents a major step forward in making archaeology not only the subject of scholarly study but also revealing and celebrating it for public benefit, in line with NPPF paragraph 196(b). This policy is emphatically positive as it seeks to ensure the display of new archaeological works for the public's benefit.

As discussed above and shown in Appendix 1, the contour lines have been devised so that a proposal that complies with them will already be shaped to achieve an appropriate in principle relationship with the ToL, informed by the ToL's OUV. Policy HE3 then goes further to clearly state that any proposal that affects the setting of the ToL should preserve, and seek to enhance, the OUV/significance of the ToL. It is noted that this does not just apply to the local setting, but to its entire setting. This is clearly a positive strategy, as at a baseline it will ensure the OUV/significance of the ToL is protected, but goes further to seek 'enhancement' from all proposals.

Parts 2 and 3 of policy HE3 add further details to the overarching strategy by setting an expectation of how proposals closer to the ToL will enhance its setting. This will be through improvements to the public realm, connectivity, signage, wayfinding, and overall pedestrian experience. Cumulatively, policy HE3, S11, and S12 amount to a holistic and positive strategy for the conservation and enhancement of the OUVs/significance of the ToL.

7.3 Is Policy HE1 (8) clearly defined and unambiguous in regard to the setting of heritage assets so that it is evident how a decision-maker should react to development proposals in a manner consistent with the statutory requirements in the Planning (Listed Buildings and Conservation Areas) Act 1990 and which gives sufficient protection to heritage assets?

Yes. The immediate setting policy (HE1 (8)) is included as the elements of setting which contribute positively to the significance of these highly significant grade I listed buildings are especially clear-cut and therefore capable of clear identification and promotion through this policy. The policy is modelled on that which already exists for the Monument in the 2015 Local Plan (and carried through to CP2040), though tailored to the specific circumstance of Bevis Marks Synagogue.

The wording of HE1 (8) is clear that it relates to the defined immediate setting of these listed buildings, rather than purporting to be a mechanism for control of works to their setting as a whole, including their wider setting. Planning policy cannot vitiate or override the duty to have ‘special regard’ to the desirability of preserving setting, as set out in section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. The starting point is always, and will continue to be, the legislation, as decision-makers would fully understand. Moreover, policy HE1 is structured in such a way so as to make it clear that there is a need for the setting of any heritage asset in the City, and development within them, to be considered in the round (HE1 (1) and HE1 (2)); HE1 (8) provides an additional level of consideration in the case of these two highly significant listed buildings.

The Bevis Marks Synagogue Immediate Setting Policy Paper (ED-HTB29) in the Evidence Base makes it quite clear (page 5) that:

‘The aim of identifying an immediate setting is as an initial planning judgement, for the purposes of the Plan, as to that part of their settings on which these buildings rely most for their significance. This approach does not alter or supercede the need for the impact of proposals anywhere within their settings to be judged on a case-by-case basis as applications are received.’

The CP proposals for an ‘Immediate Setting’ area around the Synagogue clearly identify the key elements of the Synagogue’s setting (namely, the historic scale and plot size, the shared materials and detailing and the group value of the historic buildings) that officers consider contribute to its significance in order that these be safeguarded. These have been identified in general in section 3 of the Immediate Setting Policy Paper (EDHTB29), and then in section four expounded upon for each of the six buildings that constitute the immediate setting. Paragraphs 4.10 – 4.13 of the Tall Building Explanatory Note provides further commentary.

The explicit definition of the immediate setting as a set of lines on a map, and the robust evidence that underpins it, provides additional guidance to decision makers to aid them when they come to assess a development proposal within the immediate setting area. It does this by clarifying that the elements within the immediate setting make a ‘critical contribution’ to the building’s significance (CP paragraph 11.2.1), and therefore development within the immediate setting should ‘preserve, and where possible, enhance [these] elements of setting’ (HE1(8)). It is an additional layer of explicit guidance that does not alter how the S66(1) duty is discharged or override the need to apply HE1 (1)

and HE1 (2) in respect of the setting of these buildings in the round, and it is expected that existing and well understood analytical processes will continue to be used to develop a professional judgement on a case by case basis.

The additional protection policy HE1(8) affords to The Monument and to Bevis Marks Synagogue is considered necessary to safeguard the heritage significance of these nationally significant assets. It is proportionate to the significance of these assets and to the strategic scope that the local plan affords. Both assets are already grade I listed and so benefit from the highest available level of statutory protection. As outlined above, the policy does not alter the legislative basis for these assets' protection, but instead provides an additional, context specific layer of guidance that will further aid their protection. Nonetheless, both assets derive specific heritage significance from contextually specific 'immediate settings' (for the Monument these are views to and from the asset, for Bevis Marks it is the sense of seclusion formed by its courtyard and the buildings in the surrounding urban block) and so extra recognition is worthwhile in these two highly unique circumstances.

7.4 Are the Heritage policies clearly defined and unambiguous so that it is evident how a decision maker should react to development proposals?

Yes. Policy HE1 follows the well understood process for proposals that affect heritage assets as set out in paragraphs 200 – 214 of the NPPF. Read on its own, the policy text is clear and intelligible, and achieves the ambition for a ‘positive strategy’ set out at paragraph 196 of the NPPF. Furthermore, these policies work seamlessly with the remaining policies in chapter 11 (policies S12 & S13) to ensure a decision maker has a comprehensive and unambiguous framework to rely on when assessing proposals.

The first paragraph of policy HE1 states that these applications should be supported by both a Statement of Heritage Significance and a Heritage Impact Assessment, in line with NPPF paragraph 200. These two documents should *‘ensure any impacts of the proposals on the significance of heritage assets or their settings have been fully assessed’*, and the supporting text at 11.2.2 makes it clear that *‘applicants should provide a clear and comprehensive understanding of the heritage significance of [the] building including any contribution made by their setting’*. This is an explicit policy requirement that a decision maker will use as the first checkpoint when assessing an application.

Policy HE1 then goes on to list nine criteria that proposals should meet. Criterion two draws directly from on the framework provided in NPPF paragraph 207 and 208 in that any heritage harms must be outweighed by the public benefits for a proposal to be approved. Criteria three, four, six, seven, eight, and nine provide the decision maker with aspects of the built environment, specific to the City, that should be considered as part of the heritage balancing exercise. These are explicit and unambiguous features (such as historic routes and spaces, conservation areas, registered parks and gardens, open spaces, and historic roofscapes) that act as a guide for the decision maker.

Decision makers can then use all the criteria in HE1 to structure their analysis, while still having the freedom to use their judgement to identify additional features of architectural or historical interest that should be weighed in the heritage balance.

Moreover, policy S12 dovetails with policy HE1 as many of the tall building impacts and design considerations are explicitly or implicitly related to the historic environment (see policy S12 8a, 8c, 10b, 10d). The contour lines are explicitly modelled on a considered appreciation of the City’s historic character (Topic Paper EDHTB1 paragraphs 14.1 – 14.39) so that a tall building proposal in the Clusters that complies with the contour lines will already be shaped to achieve (subject to detailed design) an appropriate relationship with the three strategically significant heritage assets. From this baseline, a decision maker can then use the criteria in S12 and HE1 to judge the details of the proposal.

Policy HE2 is clearly structured as a three step approach to archaeology. Firstly, the overall approach a decision maker should take is made clear in part 1 where it states the City Corporation will *‘preserve, protect, safeguard and enhance archaeological monuments’* with a view to enhancement by public display and interpretation.

Part two details what a decision maker should expect to receive from an applicant in the form of an archaeological assessment and it outlines three specific strands this document should contain:

impact of the proposed development, mitigation of harm, identification of enhancement opportunities. These are explicit requirements that a decision maker can verify.

Part three then sets out the expected response to archaeological discoveries. *‘Significant, substantive archaeological features on major development sites must be preserved in-situ’* with an aim to ensure public display. It is clear the type of archaeological features this will apply to, because their removal will be a sensitive and complex undertaking, with the proposed development likely designed around the archaeology. The part goes on to state *‘Significant archaeological artefacts on major development sites must be retained and exhibited on site’*, again a clear intention that a decision maker can react to. The remaining part of the policy outlines how less significant artifacts are expected to be recorded and archived, and provides the basis for the use of planning conditions to ensure compliance.

Policy HE3 is also a clear tool for decision makers as it directly links any development proposal to the OUV of the Tower of London. The ‘Tower of London World Heritage Site Management Plan 2016’, the ‘Mayor of London World Heritage Sites: Guidance and Settings 2012 SPG’ and the ‘Tower of London Local Setting Study 2010’ all provide detailed guidance on how the setting of the ToL can be positively managed and the OUVs protected. Parts two and three provide additional clarity to decision makers for proposals nearby to the ToL as they identify that improvements to the public realm, connectivity, and wayfinding are likely to be the interventions that best preserve and enhance the OUV of the ToL in these cases.

Tall Buildings

7.5 Is Policy S12 (Tall Buildings) consistent with Policy D9 of the London Plan and is it informed by a proportionate evidence base?

Yes, policy S12 follows the approach in LP Policy D9(a) as it first defines that buildings over 75 metres AOD are considered tall in the City of London. It then goes on to identify two areas that may be suitable for tall buildings (City Cluster and Fleet Valley) and, through the Cluster contour line mechanism, sets out in a way which reflects the specific needs and circumstances of the City, clear height parameters, in accordance with LP Policy D9(b). Further explanation is given at paragraphs 3.1 – 3.3 in the Heritage and Tall Buildings Explanatory Note (HTBEN, LD24), and consistency with LP Policy D9 is confirmed in the Mayor of London’s regulation 19 response (R0292) where he states ‘We consider therefore that the approach now meets the requirements of Policy D9.’

To be consistent with LP Policy D9, Policy S12 must be positively drafted to identify areas where tall buildings may be appropriate. There has therefore there has been a shift in the overall approach to tall buildings when compared to the adopted Local Plan (including the approach to tall buildings in conservation areas). An additional sentence has been proposed to the supporting text at 11.2.6 to reinforce that ‘All new development, including tall buildings, within a conservation area will need to demonstrate how it would preserve and (where possible) enhance the conservation area’ (PC80).

The formulation of policy S12 starts with the Tall Buildings Topic Paper (ED-HTB1) and is framed by the guidance given by the LP at paragraph 3.9.1. The LP is clear that:

‘tall buildings can form part of a plan-led approach to contributing to... economic growth, particularly in order to make optimal use of the capacity of sites which are well-connected by public transport and have good access to service and amenities’

and it goes on to say that tall buildings can help people ‘navigate through the city’ by emphasising the hierarchy of a place and ‘many tall buildings have become a valued part of London’s identity’. The City is the best connected place in the country, with excellent access to services and amenities; it is one of the leading office locations in the world; and contains an established Cluster with several valued and iconic tall buildings (the Gherkin, the Cheesegrater, the Lloyds building) that advertise London as a world city. Therefore, in line with paragraph 3.9.1 of the LP, the City is one of the most optimal places in London for tall buildings.

As discussed in response to question 7.1, section two of the Tall Buildings Topic Paper (ED-HTB1) is a detailed analysis of the City’s heritage significance. Section three uses this analysis to generate nine character areas that are then assessed for their sensitivity to tall building development. This process ‘sieved’ out areas that are deemed to be ‘very sensitive’ to tall buildings to leave two areas (City Cluster, and Holborn and Fleet Valley) that are ‘sensitive’. The extensive analysis in the Topic Paper not only provides a comprehensive analysis of the City’s heritage significance, as per LP Policy HC1(b) discussed at question 7.1, but also shows the capacity for growth across the Square Mile and provides an outline for how the plan could meet the growth requirements across the plan period by identifying the areas where tall buildings could be located, in line with LP Policy D1.

Once the City Cluster and Holborn and Fleet Valley areas were identified as potentially appropriate for tall buildings, a substantial amount of further analysis was undertaken to devise acceptable height parameters and evaluate the potential heritage impact at a strategic level.

The City Plan 2040 Tall Buildings Policy: Volumetric Testing (ED-HTB2 – ED-HTB14) is the first stage of this analysis, where the heights and form of the clusters were tested iteratively against three key strategic heritage assets referred to as ‘hard constraints’ (St Paul’s, The Monument, Tower of London). The modelling used the future baseline of consented schemes to assess if additional development can be accommodated without additional effects over and above the baseline condition. This modelling provides a robust evidence base that not only shows in general terms how tall buildings may be appropriate in the identified clusters, but begins to shape and sculpt the clusters to ensure the potential for future development to cause harm is minimised. Section four (paragraph 27.6 – 29.3) of the Tall Building Topic Paper (ED-HTB1) provides an explanation of how this modelling process was undertaken. Paragraphs 3.11 – 3.17 of the HTBEN (LD24) provides further explanation, including why the clusters were modelled against the key strategic assets, why the future baseline was used, and how heritage significance/the ToL OUV drove the process. In their Reg. 19 response, the GLA asked for more detail of this process to assist them with an understanding of how S12 and its contour line mechanism would meet the requirements of London Plan policy HC2; this has been provided in the form of the ‘Cluster HC2 note’ sent to the GLA on 21st February and attached as an appendix to this statement.

At first principles, this process has built upon a clear direction from the World Heritage Committee (2007) that ‘clustering’ is an appropriate way to minimise the potential for tall buildings to cause harm; it is appropriate to centre future growth potential around consented development, which provides a baseline where the impacts to the ToL OUV and other strategic assets have, for each individual scheme, already been comprehensively interrogated. This has formed the ‘future baseline’ from which to model the proposed Clusters and has provided a clear articulation of sensitive locations and boundaries within the existing Clusters, from which a framework of potential impacts can be inferred.

The modelling process from here progressed using a responsive, iterative and expansive methodology, with height limits explored and repeatedly tested and refined against an initial selection of over 70 views which formed the most important articulation of the settings and the OUV of the Tower and the significances of the Cathedral and Monument. This work was detailed and site specific, turning to the identified parameters set out in the Topic Paper repeatedly and using live 3D modelling to make adjustments and sculpt the final form of each envelope. Appendix 1 provides further details on how the interpretation of the OUV of the ToL directly informed this process.

Once the modelling work identified acceptable parameters for the tall building areas, these were translated into two-dimensional contour line maps with the various heights and their locations within each Cluster clearly set out using the contour lines. These Cluster contour line maps are the principal mechanism through which S12 operates. As the HTBEN says:

‘... the City Plan sets out, in the forms of the contour line maps, the future potential for tall building development in the City in unprecedented detail.

This detail has enabled stakeholders to see, for the first time, a suite of views of potential heights in the City Cluster and the new proposed Fleet Valley Cluster’ (paragraph 3.2 – 3.3)

However, the Cluster contour lines are visually complex when seen in three dimensions so, in order to carry out further assessment of the likely effects of the proposed Clusters, the two-dimensional contour lines for each were extrapolated into three-dimensional purple shapes for assessment in the Strategic Views Impact Assessment and Heritage Impact Assessments for the Tower, Cathedral and Monument.

These documents form part of the evidence base and were synthesised in the Tall Buildings Topic Paper (paragraph 30.1 – 30.55) to fully assess the impact of the clusters on the heritage significance/OUVs of the three strategic assets as defined in section two of the Paper. Given the extensive consideration of OUV and significance in the modelling process discussed above, this assessment demonstrates that the forms the proposed Clusters would minimise the potential for harm to occur to the ToL, the Cathedral and the Monument through individual tall building proposals coming forward within the Cluster boundaries; and that the modelling exercises underpinning them was successful in shaping the Clusters

As the voluminous evidence base shows, the Clusters have been subject to extensive scrutiny from over 70 views, utilising 3D visualisations and several rounds of refinement from a team of officers and external specialists. The Clusters are a strategic level designation that are fundamental to the plan’s spatial strategy, therefore the Cluster modelling process, Volumetric Testing, SVIA, HIAs, and Topic Paper take a strategic approach to heritage impacts. It is appropriate that a strategic scale policy is justified by strategic evidence, rather than attempting to also encompass the level of detailed assessment of other heritage assets which should be reserved for the development management process as suggested by some respondents to the regulation 19 consultation (R006 appendix B). See paragraphs 3.7 – 3.10 in the Heritage and Tall Buildings Explanatory Note (LD24) for further discussion. The City Corporation’s view is that the clusters themselves cannot be intrinsically harmful, given they are a local plan designation, not a planning application. The contour lines are a framework that minimises the potential for harm to occur.

As tested extensively in case law, an appropriate methodology for the identification of heritage harms and assessments of impact is a matter of fact and degree, as it arises directly from specific development proposals and conformity with the stepped processes set out within the NPPF and planning Acts (*Bramshill v SSHCLG* [2021] EWCA Civ 320). The methodology used to inform policy S12 is calibrated at a strategic, or development plan level, and does not supersede or preclude an assessment of heritage harms specific to each development proposal.

Given the centrality of Policy S12 to the plan as a whole, and the exceptional and unique significance of the City’s historic environment, the evidence base is extensive but appropriate. Further evidence, either additional analysis of the significance of the strategic assets or analysis of new assets, would be disproportionate to the strategic scope of the policy and an unworkable approach to policy formation. Instead, *‘the City considers the appropriate time to consider the impacts of Cluster schemes on these assets would be at the detailed stage of individual planning applications, and the City Plan sets out a robust framework for doing so’* (HTBEN paragraph 3.13).

7.6 Are the policies relating to Tall Buildings clearly defined and unambiguous so that it is evident how a decision maker should react to development proposals?

Yes, policy S12 is clear, implementable, and is consistent with the well understood operation of LP Policy D9 in the circumstances of the City. Policy S12 extends the general approach to assessing tall buildings within the LP Policy D9 framework whereby a decision maker will judge an application against a set of ‘impacts’. It provides several impacts and design considerations that are both congruent with the LP but also specific to the City context. Some City specific impacts are: the potential effect on the City and wider London skyline; the relationship with existing and consented tall buildings; the significance of heritage assets and their immediate and wider setting; the inclusion of free to enter, elevated public spaces; and the consolidation of servicing and delivery vehicles. These ‘impacts’ provide a clear and contextually appropriate set of requirements for a decision maker to evaluate a proposal against.

Moreover, the height parameters in policy maps C and D are explicit and unarguable. A proposal is either within the parameters or it is not; for a proposal that straddles several contours the maximum heights of each part of the building are clear. This provides an unambiguous reference point that a decision maker can start with, before moving on to a full assessment of the impacts in part 8 and the design considerations in part 10.

The approach to the overall relationship between each contour is similarly clear. The policy states that in *‘areas between the contour rings, tall buildings should be designed to successfully mediate between the contour ring heights’*, and that *‘tall buildings should not necessarily be designed to maximise height’*. The policy clearly communicates that while the contour lines set the maximum heights, decision makers will expect thoughtfully designed buildings that contribute to a coherent skyline. This is echoed further on in the policy text, particularly in part 10 where the first two clauses expect an *‘exemplar standard of architectural quality’* and tall buildings that *‘enhance the City skyline and views’*.

The assessment of tall buildings, especially their architectural quality and skyline impact, is to some degree subjective and relies in part on the judgement of the decision maker. To be successful, a tall building policy must allow for this judgement while ensuring consistent decision making. Policy S12 achieves this balance in several ways: it is embedded in, and consistent with, the well understood approach of LP Policy D9; it provides location based and explicit maximum height parameters; it clearly expresses support for proposals that mediate between heights and are cohesive with the overall skyline; and it sets out a series of impacts and design considerations that a decision maker can use to structure their assessment. Collectively this amounts to a considered policy that gives the appropriate guidance to a decision maker when they come to make a planning judgement, without circumscribing their professional judgement.

With respect to tall buildings outside the proposed clusters, the judgement of Mrs Justice Lang in *Hillingdon v Mayor of London*², makes it clear that LP policy D9 should not be interpreted as set of ‘gateways’ whereby non-compliance with the locational requirements of part B(3) renders an analysis against part C of the policy illegitimate. In short, there may be circumstances in which tall buildings may be acceptable outside the areas designated in local plans, taking into account the

² *London Borough of Hillingdon v Mayor of London* [2021] EWHC 3387

impacts in part LP policy D9(c), the impacts identified in the local plan, and the wider balance of the development plan and material considerations.

Policy S12 as written is in accordance with this approach, and the impacts and design considerations in parts 8 and 10 provide a framework for a decision maker to assess any tall building, regardless of location. Two changes have been proposed that could, if necessary, clarify the process for tall buildings proposed outside of the two designated areas. PC 84 introduces a new clause into paragraph 11.5.4 that makes it clear that on sites outside the designated areas that do not already have a tall building, new tall buildings are likely to have significant impacts on heritage assets and protected views. PC 85 proposes a new paragraph that says an existing tall building on a site is a material consideration regardless of location and therefore, for example, the retrofit or redevelopment of the site may be appropriate.

Protected Views

7.7 Is Policy S13 justified by appropriate available evidence, having regard to national guidance and local context; and are they in ‘general conformity’ with the LP?

Policy S13 is justified in its approach because it is a conduit for the implementation of long-established and sophisticated view management frameworks: on a pan-London level, the Mayor’s London View Management Framework SPG (LVMF), and on a more local level the City’s St Paul’s Heights code, Monument views and historic City Landmarks and skyline features – the latter three of which as set out in the City’s Protected Views SPD (2012).

The need to protect and sensitively manage views that are of strategic importance to London, and views of local importance to the City, is not in dispute, nor is there a debate about the effectiveness or validity of these existing view management frameworks. This is largely due to the wide acceptance of the LVMF SPG and the long-established, successful operation of the City’s local view protection frameworks, especially the St Paul’s Heights code which has existed since the 1930s and enshrined in local policy since the 1980s. The Policy does not propose a substantive change to these frameworks that would need to be justified by new evidence.

Nonetheless, the Tall Buildings Topic Paper at paragraphs 12.1 – 12.18 gives a synoptic account of the evolution of the City’s skyline and links this directly to the LVMF viewpoints. Additionally, the relationship between the LVMF views and each of the nine character areas are individually assessed within section 3. This analysis reiterates the importance of the LVMF views and shows why they are of value in articulating the special architectural and historical interest and significance of the City and the three Strategic Landmarks around which the Plan policies have been shaped, fully justifying the incorporation of the LVMF into Policy S13, in conformity with LP Policy HC3(f).

Furthermore, the extant local guidance for protecting the significance of the three strategic assets is alluded to in the policy text. The St Paul’s heights code has been in operation in some form since 1938 and was reviewed most recently in 2015 (St Paul’s Heights Study). As discussed in response to previous questions, the Tall Building Topic Paper outlines the significance of St Paul’s Cathedral; the approach in the CP continues the highly successful operation of a policy that has functioned well for 87 years. Equally, the Protected Views SPD has been in force since 2012 and provides further evidence for, and justification of, how local views of St Paul’s, The Monument, The Tower of London, and other landmarks and skyline features will be protected and managed. Views of the Monument have been protected since at least 2011 and were last reviewed in 2020 (Monument Views Study ED-HTB34). The Monument Views Study (ED-HTB34) provides appraises the views of, and from, the Monument to justify their protection in policy S13(2).

Additionally, all the policies in chapter 11 were developed together. Most pertinently, the Cluster contour lines were shaped in response to a myriad of protected views which S13 will subsequently protect. The Strategic Visual Impact Assessment (SVIA) assesses the impact of the proposed clusters in 50 of these townscape views, selecting the most strategic from the LVMF, the ToL local setting study, CoL protected views, and Westminster City Council views. The SVIA shows that the clusters will:

‘create a recognisable form based on a series of individual parts that would reinforce and enhance the cluster’s identity as a composition on the City skyline’ (paragraph 5.12) and that the ‘City Cluster subsumes the future baseline and offers a continuation and completion of an entire form by stepping down towards the Tower of London, creating a western edge condition in response to views of St Paul’s, and identifying how the existing and emerging crests can relate to each other through foothills.’ (paragraph 5.14).

Consequently, policy S13 is justified by up to date and appropriate evidence, that not only supports the continued implementation of existing view management frameworks, but crucially, shows how these frameworks function alongside policy S12 to constitute a positive strategy for conserving and enhancing the historic environment, and the character and composition of protected views in which the historic environment is particularly understood and appreciated.

As set out on page 3, the City Corporation intend to publish further analysis through addendums to the Strategic Views Impact Assessment and Heritage Impact Assessments of proposed changes to the contour lines and a proposed new tall building site.

7.8 Is the Policy S13 clearly defined and unambiguous so that it is evident how a decision maker should react to development proposals to ensure adequate protect and enhance significant City and strategic London Views?

Policy S13 is clearly defined and unambiguous since its primary function is to implement the existing, and well understood, view management frameworks. Each framework is supported by substantial guidance documents and SPGs that will give decision makers the specific guidance they require on each view. The policy text cannot advise on the important minutiae of every specific view, instead it sets the overall expectation that significant City and strategic London wide views will be protected by implementing the appropriate view frameworks. For clarity, the view frameworks and the associated guidance are listed below:

- London View Management Framework – Mayor of London LVMG SPG (2012)
- St Paul’s Heights (the operation of the policy area or ‘grid’ and the views indicated on figure 3) – City of London Protected Views SPD (2012)
- Monument Views – City of London Protected Views SPD (2012)
- Views of City Landmarks and Skyline Features – City of London Protected Views SPD (2012)
- Setting and backdrop of the ToL – ToL Local Setting Study (2010) and Management Plan (2016)
- Views designated by other relevant Local Planning Authorities published as SPDs or similar documents

As stressed throughout this statement, all policies in chapter 11 were developed together and policy S13 will work fluidly with the other policies as part of a positive strategy for protecting and enhancing City and London wide views.

As detailed in response to 7.5, the height parameters in policy S12 were formulated in direct response to the range of views (of the three Strategic Landmarks) that policy S13 will protect, and so the two policies are symbiotically linked; accordingly, a tall building proposal that complies with policy S12 (is within a cluster area, stays within the height parameters, successfully mediates between contours, and is thoughtfully designed) is very likely to also protect and enhance the views referenced in S13. This makes policy S13 clear and unambiguous for decision makers as it pulls in the same direction as the rest of the chapter to enable a holistic judgement on each proposal to be made.

Under point (4), the policy is clear that regard should be had to other borough designated views, a level of requirement proportionate to the local status of these designated views.

Appendix 1: City Plan 2040 and LP Policy HC2 (‘Cluster HC2 Note’)

Introduction

This note has been prepared to assist the GLA with understanding how the City Plan 2040 has been prepared to accord with the relevant provisions of London Plan policy HC2, namely parts A and D which relate to plan-making.

HC2 Part A

HC2 A: Boroughs with World Heritage Sites, and those that are neighbours to authorities with World Heritage Sites, should include policies in their Development Plans that conserve, promote, actively protect and interpret the Outstanding Universal Value of World Heritage Sites, which includes the authenticity and integrity of their attributes and their management.

GLA Regulation 21 submission extract:

‘We consider that the policy needs to do more to interpret the OUV of the ToL WHS and to consider impacts on its wider setting. Policy HE3 seems more focussed on the Local Setting of the WHS and does not address the potential impacts on the OUV. The setting of the WHS consists of its wider surroundings in which it is experienced and is recognised as fundamentally contributing to the appreciation of its OUV as set out in paragraph 7.2.3 of the LP2021.’

City of London response:

Please see the revised Statement of Common Ground for proposed alterations to the policy wording to respond to this comment.

HC2 Part D

HC2 D: Up-to-date World Heritage Site Management Plans should be used to inform the plan-making process, and when considering planning applications, appropriate weight should be given to implementing the provisions of the World Heritage Site Management Plan.

GLA Regulation 19 submission extracts:

The GLA letter notes: ‘In part D the Policy sets out that up-to-date World Heritage Site Management Plans should be used to inform the planmaking process. The Mayor’s concerns relate specifically to the part of the ‘jelly mould’ to the eastern edge where the massing of the cluster, in relation to the ToL, would have greatest impact. **It is not clear how this as currently described, or the evidence to support it, demonstrates how LP2021 Policy HC2 would be met.**’ [CoL emphasis]

The GLA letter later says: ‘The Strategic Views Impact Assessment¹ (SVIA) sets out in 3D, the proposed ‘jelly mould’ that is proposed to represent the ‘shell’ within which tall building development could be considered to be acceptable. Overall, the clarity and certainty this provides is welcomed and will serve as a useful tool. However, the Mayor questions whether the resulting jelly mould for the eastern edge of the cluster **has been sufficiently informed by an interpretation of the OUV of the ToL WHS as required by Policy HC2.** [CoL emphasis]

Whilst the ToL HIA2 (published as part of the evidence base) refers to the Tower of London World Heritage Site Management Plan 2016 and is clear about the potential threats to the OUV of the WHS, it seems to suggest that the ‘jelly mould’ was pre-determined rather than the HIA using the management plan to inform the CoL’s proposed approach. This is despite a recognition that “The ability of the Tower to reflect its strategic siting and historic relationship to the City of London is vulnerable to proposals for development that do not respect its context and setting.” There is little evidence setting out how these considerations have been taken into account when formulating the ‘jelly mould’ shape.’

City of London response:

In response to the queries above the City has prepared an extensive commentary in this document on the Cluster modelling exercise (summarised at paras 29.1-3 of the Tall Buildings Topic Paper in the Evidence Base) and how this was informed by the Management Plan and each attribute and component of OUV as set out in the SOUV therein. The City has additionally provided commentary on the most relevant other sections of the Management Plan, particularly how the Cluster modelling exercise was informed by Section 7 (Management of the Wider Setting).

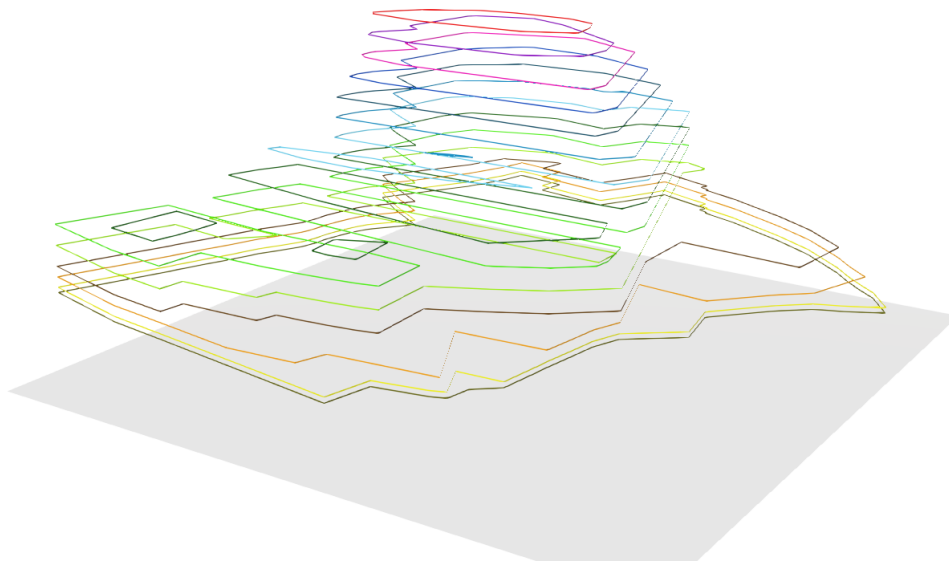
A note on terminology

The City would like to clarify that the references throughout the GLA letter to the ‘jelly mould’ are incorrect – this is not the terminology used by the City in the City Plan 2040 or the accompanying evidence (though it has been a term used colloquially by the City in previous years when referring to informal modelling work).

For clarity, the terminology used is the ‘proposed Cluster envelope’ or ‘contour lines’. Further, the 3D envelope shown in the SVIA is not the proposed policy mechanism – it is merely an *illustration* of the 2D contour line map which is the actual policy mechanism.

This is an important distinction because the City’s policy proposal is a framework of contour lines which *suggest* an overall Cluster form but which do not absolutely proscribe it in the same way as an absolute 3D ‘shell’ or ‘mould’ – thereby allowing for flexibility around the final forms of individual tall building proposals in a way which would be impossible if they were bound to conform to an absolute shape.

The purple Cluster envelope shown in the SVIA was considered the best way of illustrating the contour line policy mechanism (which is very visually complex when seen in 3D), but it represents a ‘worst-case scenario’ as the shape it describes would never actually be precisely realised by various individual tall building proposals.



Proposed City Cluster contour lines, aerial view from SE (the policy mechanism)



Proposed City Cluster SVIA view from Queen’s Walk, LVMF 25A.1 (illustration of the policy mechanism)

In the following text it is explained how sections 2, 3 and 7 of the Tower of London World Heritage Site Management Plan (2016) informed the proposed City Cluster modelling process, in accordance with HC2 part D.

Section 2 of the Management Plan

Section 2 of the Management Plan provides an overview of the WHS and its setting.

The existing and future baseline Cluster is located within the Wider Setting of the WHS as defined in the Management Plan (2.4.7). The Management Plan notes (at 2.4.25) that its visibility ‘expresses the evolving political and cultural relationship between the Tower and the trading centre of the City of London’. The Management Plan notes that the Cluster forms the background to views of the WHS from the east and that some of its upper parts are visible from within the Inner Ward.

The Management Plan notes that tall buildings have since the 1960s become characteristic of parts of the Wider Setting, particularly in the City; and that there is ‘strong and sustained interest in expanding both the number and the locations of such buildings, which are perceived as contributing to London’s skyline and image as a dynamic ‘World City’, as well as to its economy (2.4.24)

Overarchingly, the City would observe that the concept of clustering tall buildings in such a way as to avoid a harmful cumulative impact on the property’s OUV is in line with the direct recommendation from the World Heritage Committee in 2007 and this policy approach has not changed. The City considers this clustering approach to be fundamental to the interpretation and preservation of several attributes of OUV, particularly those which rely on the clarity of the White Tower’s silhouette seen against sky (e.g. 1, 2, 4).

The boundaries of the proposed Cluster have been drawn within the Wider Setting of the WHS as defined in the Management Plan (2.4.7); they would not encroach into or overlap with the Local Setting of the WHS as defined in the Management Plan (2.4.8).

Section 3 of the WHS Management Plan

Section 3 of the WHS Management Plan sets out the Statement of Outstanding Universal Value (SOUV), Integrity and Authenticity and the attributes and components which underpin this.

Many, but not all of them, are entwined with the setting of the WHS. In approaching the modelling of the proposed City Cluster, and to be proportionate, the City identified which of these attributes and their components were most relevant and considered how the proposed Cluster form would need to be shaped to interpret and preserve each. They are listed below with a commentary on how the proposed City Cluster was shaped to preserve each attribute and component.

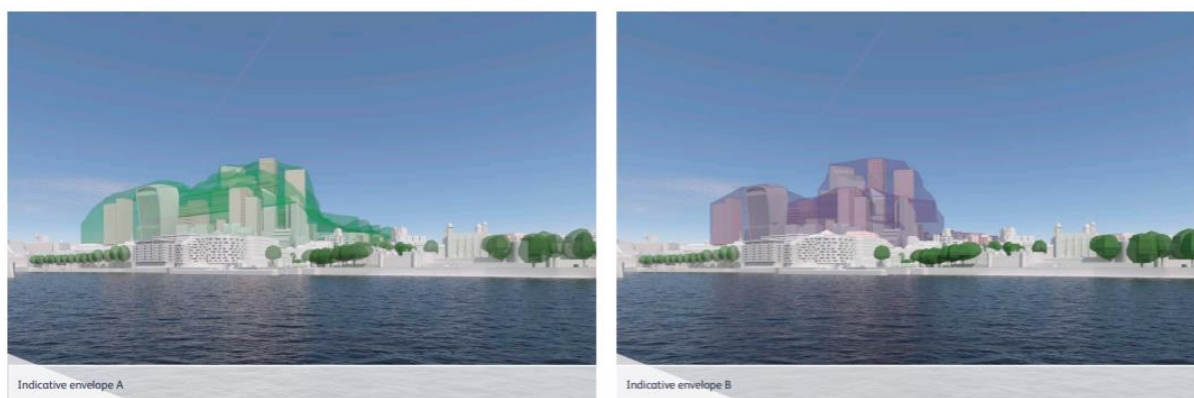
Under ‘Integrity 2011’, the SOUV states: ‘The Tower’s landmark siting and visual dominance on the edge of the Thames, and the impression of great height it once gave, all key aspects of its significance, have to some extent been eroded by tall new buildings in the eastern part of the City of London, some of which predate inscription. Some of these have, to a degree, had an adverse impact on the views into, within and out of the property’.

Whilst acknowledging the SOUV is not necessarily the place to provide details of this judgement, officers do consider that its lack of specificity (in identifying the tall buildings at issue – or confirming whether it is in fact all of them) makes it difficult to take account of this particular judgement in the modelling work to shape the proposed Cluster. The phrase ‘to some extent’ could be interpreted as implying that it is not necessarily all of the tall new buildings mentioned, and the statement ‘some of these, to a degree, had an adverse impact...’ reinforces that interpretation. Were it clearer which of the tall new buildings were considered to have an adverse impact, the modelling of the Cluster could have been more specifically shaped to react to this statement. As it stands, officers acknowledge the statement.

N.B. the numbering and lettering below is the City’s own, for ease of reference within this document, and not used in the Management Plan.

A note on the timeline

The Cluster modelling exercise detailed below is briefly summarised in the Tall Buildings Topic Paper in the Evidence Base at paras 29.1-3. The two Cluster envelopes tested, options A and B, are recorded in the Volumetric Testing documents in the Evidence Base. Specifically, the commentary given below concerns the key moves made in the development of ‘Option B’, the one taken forward for formal HIA and SVIA testing, to interpret and preserve the Tower’s OUV (with Option A demonstrating what less successful responses to OUV would look like).



Excerpt from the Volumetric Testing showing options A and B seen from 25A.3, Queen’s Walk; see also commentary on OUV attributes 1 and 2, particularly 1 (b), for discussion of these views.

A note on ‘significant heights’

Throughout the text below, the term ‘significant heights’ is used as a shorthand for heights in the proposed Cluster of 120m AOD and above. This height range tends to be visible in most of the strategic views; and resultingly that the modelling of this height range is more specifically shaped by consideration of these views. The heights below range this tend to be located at the edges, in front of these ‘significant heights’, and are accordingly distributed and sculpted differently as ‘foothills’ that, generally, have less visibility and prominence in the views.

To be clear, this term is used only for the sake of brevity and is not a formal policy differentiation or designation – and not an implication that 100m AOD or less are inconsequential heights.

1. An Internationally Famous Monument

SOUV: ‘The Tower has been symbolic of royalty and royal power since William the Conqueror and is one of England’s most iconic structures. It represents more than any other building the far-reaching effect of the Norman conquest of England and was emblematic of the might and longevity of the new dynasty. It has also been the setting for key events that changed the course of European history.’

The SOUV is clear that this attribute is expressed in the property’s form and design and use and function – not in its ‘location and setting’ which is on the list of eight expressed attributes of Authenticity in paragraph 82 of the Operational Guidelines for the Implementation of the World Heritage Convention (UNESCO, July 2019).

By this, officers considered it reasonable to conclude that the setting of the WHS, and the position of the Cluster within it, is less relevant to this attribute and its components. Nevertheless, officers considered it important to factor in all relevant components in the modelling exercise and commentary is provided below on how the Cluster has been shaped to interpret and preserve the relevant components of this attribute (and therefore the attribute itself).

a. Iconic White Tower, physical form and visual dominance

The qualities of physical form and visual dominance are straightforward to define: the former as the legibility and clarity of the White Tower’s existing silhouette, and the latter as the way it relates to its surroundings; because this attribute and its components are not stated as being expressed in its ‘location and setting’, officers considered it reasonable to interpret ‘visual dominance’ as relating to the visual relationship the White Tower has with the viewer, which would obviously change depending on the viewing point chosen, and also in relation to the rest of the buildings within the WHS boundary, rather than its local or wider setting (which are more explicitly cited in other attributes, below).

Most importantly, to preserve these qualities, officers considered that the Cluster form would have to maintain the legibility and clarity of the White Tower’s silhouette. As mentioned above, officers consider the very principle of clustering tall buildings is fundamental to achieving this; the boundary of the proposed Cluster was configured and the heights disposed to avoid making contact with the silhouette or appearing behind it at any point in the viewing experiences, chiefly by suppressing to below 100m all heights in the eastern zone of the Cluster that lie directly to the north of the WHS.

It was considered that this would preserve the legibility of the White Tower’s physical form and therefore the visual dominance of that form over the buildings of the WHS; but to reinforce the latter, the significant heights of the Cluster were limited to the areas north of Leadenhall Street (at the eastern edge) and Fenchurch Street (in the southern zone). It was considered that this would help to reinforce the definition of the WHS and Cluster as two separate entities and not impinge on the former’s visual dominance.

The quality of being ‘iconic’ is slightly more nuanced and can be defined in two interrelated ways: as being representative (i.e. an ‘icon’) of something and as being famous and therefore instantly recognisable. In the case of the White Tower, both apply: with its muscular style and rock-built architecture it strongly embodies the mood of, and therefore is an ‘icon’ of, the Conquest and the

early Norman age; its longevity since that time and commanding role over London for most of its history have given it fame and instant recognisability.

It was considered that preserving the legibility and therefore visual dominance of its physical form and silhouette, as set out above, would automatically preserve its recognisability and thus its international fame. Preserving its quality as being iconic of the Norman age is a slightly more abstract goal, given the Cluster would involve no physical or actual change to its fabric (and therefore its visual identity created by the expressive muscularity and rock-hewn form would remain); but clearly the overriding hallmark of the early Norman age was the dominion of England and it was to dominate London that the White Tower was constructed. Officers therefore considered that shaping the Cluster so that a sense of visual and physical dominance remains legible would, in turn, help to preserve that sense of its role as an icon of Norman England.

The Cluster form, accordingly, seeks to contain its significant heights in the manner described, and with the alignment of its south and east boundaries creates a considerable tract of low-rise townscape between it and the White Tower, bordered on the Cluster side by ‘foothills’ where the contour lines climb gradually upwards towards the centre.

City Cluster – Shaped by OUV

Generally

Maintain visual NW/SE alignment and landmark siting between City and Tower – for <1,000 years

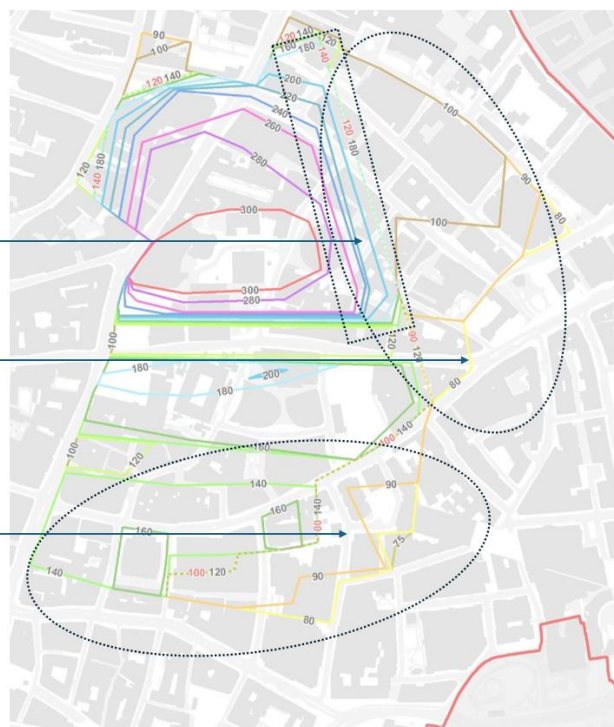
East zone

Significant height (in the rectangle) kept N of Leadenhall Street to maintain crucial physical distance and separation from WHS.

Low height in the oval area to maintain clear separation from and preserve backdrop to White Tower silhouette in SW, S, and SE views

South zone

Distance from the river to preserve intervisibility and relationship between Tower and River
Lower heights in these areas to respond to openness of the Liberties and ToL’s presence in local setting



The resulting Cluster form is, in virtually all of the key views from the south-west and south, London Bridge and Queen’s Walk, perceived as set at a significant remove to the west from the WHS and White Tower, with extensive visual and physical separation maintained between the two. In these key viewing experiences the physical form of the White Tower is very clearly distinct and comprehensible and the comparative absence of background development, which the Cluster is shaped to maintain, means that its visual dominance is clear.

Only in the views from the south-east, along Tower Bridge, does the visual separation between the two begin to decrease, as the viewer moves north over the bridge. The sky gap between them reduces as the viewer moves over the bridge until at the 10A.1 viewpoint, when the sky gap is at its

slenderest and the juxtaposition between the two most acute. Nevertheless, the White Tower remains clearly legible, its silhouette uninterrupted by the Cluster (with the heights of its eastern zone held below 100m for this purpose), which instead presents a vertical edge or frame nearby; but it must be remembered that this edge or frame represents the more significant heights of the Cluster that are commenced some 500m away from the northern boundary of the WHS, and over 600m from the White Tower itself, to ensure that, through clear physical separation, the White Tower would retain a sense of visual dominance over its surroundings.

For this reason officers do not consider it inappropriate or harmful that the height of the Cluster's eastern edge or frame would be higher than the White Tower's silhouette, because the viewer would be able to comprehend the spatial depth between the two entities, and as a result perceive the White Tower to dominate the low-rise surroundings both of the WHS and the surrounding Local Setting area. Instead, it was considered more important for the eastern edge, seen from Tower Bridge, to have an obviously deferential character and the stepping downwards from the greater heights of the centre to the eastern edge is considered to achieve this, particularly as the edge condition of the future baseline is rather uncompromising, with the consented and implemented form of 100 Leadenhall Street forming a sheer vertical 'cliff-edge' that does not have the same obviously deferential character.

Perhaps most importantly, it clearly indicates how the White Tower continues to exercise a form of dominion over its surroundings – not through physical height, but by exercising clear influence over the form and shaping of modern London, and very clearly the City Cluster, seen beyond it.

As such, officers consider that the proposed Cluster form would interpret and preserve this component of OUV.



Proposed City Cluster, SVIA view from Tower Bridge (LVMF 10A.1)

- b. The Tower’s distinctive silhouette as seen in the world-famous view from the south bank of the Thames (LVMF protected view 25A. 1-3). The property is internationally recognised and the silhouette of the White Tower has become an iconic image of London...

The wording of this component is clear that the views in questions are those identified and managed through the LVMF from Queen’s Walk, i.e. Assessment Points 25A.1-3 and the kinetic sequence between them, and that the silhouette of the White Tower (rather than the entire WHS) is the particular focus.

Shaping the Cluster to preserve this component was therefore a relatively straightforward exercise and is partly covered in the commentary for component 1 (a) above. The heights of the Cluster were disposed so that, in its eastern zone, they are suppressed below 100m AOD and would therefore not appear behind the White Tower or the WHS at any point in these south bank viewing experiences, leaving the silhouette clear, legible and instantly recognisable.

As well as this, the more significant heights of the Cluster were disposed so that they would be perceived at a considerable remove to the west from the WHS in these viewing experiences, maintaining a very capacious and clear expanse of clear sky between the Cluster and the WHS, so that the significant heights of the Cluster would not be too visually proximate to the White Tower’s silhouette and leave clear breathing-space around it to aid its legibility and recognisability in these most important views.

As such, officers consider that the proposed Cluster form would interpret and preserve this component of OUV.



Proposed City Cluster, SVIA view from Queen’s Walk (LVMF 25A.1)

- c. The concentric defences around the White Tower as seen particularly in the semi-aerial view of the Tower from Tower Bridge, and now from the Shard;

Given the physical distance from and separation between the Cluster and the WHS, officers considered this component to be less directly relevant to the Cluster modelling exercise.

In the view from Tower Bridge the concentric defences are seen encircling the White Tower to the south and the east and the two have a prominent and clearly legible and significant visual relationship. What is less obvious and visible from this viewing point are the way in which these defences turn northwards along the west side of the WHS; only glimpses of these sections of the defences are possible from Tower Bridge, with the northern sections of the defences entirely concealed.

Such views of the defences as are possible from here have, as existing, a backdrop of the modern City, chiefly the buildings in the Local Setting area. The existing Cluster in turn provides a backdrop to this backdrop, and this layering of the City led officers to conclude that the modelling of the Cluster would not directly affect the backdrop silhouette of the defences, seen as they are against an existing backdrop of the modern City. And, obviously, the visual relationship between them and the White Tower would not be affected, given the siting of the Cluster some distance from the WHS boundary.

Accordingly, officers considered that the modelling process would not affect, and therefore need not be informed by, particular consideration of this component; and that the proposed Cluster form would consequently preserve this component of OUV.

- d. The property's close relationship with the Thames, which provides its principal setting and foreground in iconic views of the Tower from the south
- e. The Wharf and the historically famous Water (or Traitor's) Gate, known world-wide from its depiction in literature and pictorial representations

Given the physical distance north from and separation between the Cluster and the WHS and the river, officers considered these components to be less directly relevant to the Cluster modelling exercise. Due its siting and boundaries the proposed Cluster would not directly affect the WHS's close relationship with the Thames, so officers considered that the modelling process would not affect, and so would preserve, these components of OUV.

- f. The historic traditions of the Tower, including the Yeoman Warders and the ravens, which are fundamental to its identity as a national icon.

Officers consider this component clearly to be drawn less from built fabric visual identity thereby created. Given the physical distance north from and separation between the Cluster and the WHS, officers considered this component to be less directly relevant to the Cluster modelling exercise. Due its siting and boundaries officers considered that the proposed Cluster would not affect these historic traditions, so officers considered that the modelling process would not affect, and therefore need not be informed by, particular consideration of these components.

As such, officers consider that the proposed Cluster form would preserve these components of OUV.

2. Landmark Siting

SOUV: ‘The Tower was sited strategically to see and be seen along the Thames, both to protect and control the capital, and to act as a gateway to London and the kingdom from the river. Located within the south-east angle of the (still visible) Roman city wall, just above the Thames, key views along the river in both directions enabled the Tower to keep a watch over the main transport route and the potential approach of hostile forces. While no longer visible in long views from the east, the strategic relationship of the Tower to the river, emphasised by the surviving medieval wharf and Water (Traitor’s) Gate, remains clear, as does its buildings to the north-west. Although not within the tightly-drawn boundary of the property, the Liberties (the historically open, defensive space around the landward sides of the Tower) formed an important element of the Tower’s defences when it was a fortress. The Liberties now make a significant contribution to the setting of the Tower, physically separating the site from the surrounding city.’

The SOUV is clear that this attribute is variously expressed in the property’s *form and design*, its *use and function* and its *location and setting*; officers considered this attribute and its components, particularly 2 (c), to be one of the most important, relevant and consequential in the Cluster modelling exercise.

- a. The Tower’s close physical relationship with the river, its proximity to the water, and siting on a bend to enhance its visibility both upstream and downstream;

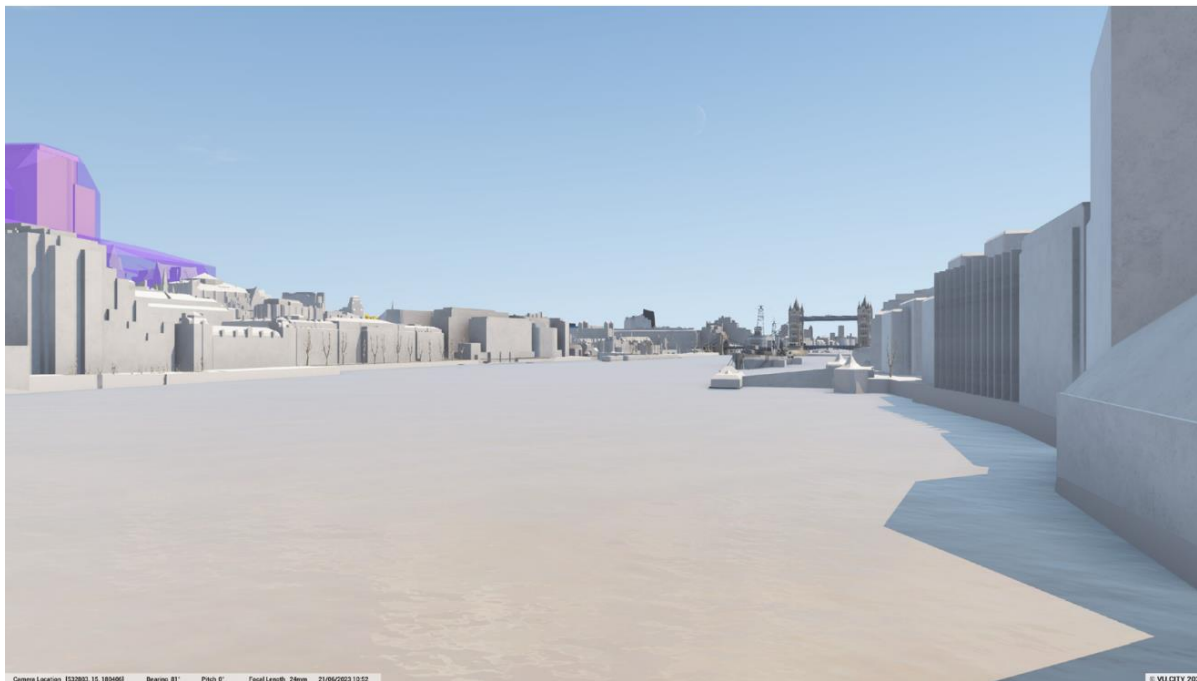
As with 1 (d) and (e) above, given the physical distance north from and separation between the Cluster and the WHS and the river, officers considered this component to be less directly relevant than others to the Cluster modelling exercise, insofar as the proposed Cluster would not directly affect the Tower’s close physical relationship with the river or its proximity to the water.

However, the proposed Cluster clearly has the potential to affect views of the Tower upstream and downstream and that enhanced visibility created by its siting on the bend, and the key elements for consideration here were the position of the southern boundary and the disposition of heights to the south and south-east.

The Tower’s siting on the riverside as it bends south-east means that it appears to stand ‘proud’ of the City in these key views upstream and downstream. Officers considered that to maintain this sense of separation and prominence, the significant heights of the Cluster should come no further south than 20 Fenchurch Street and no further south-east than the implemented form of 50 Fenchurch Street; resultingly, the main form of the Cluster was modelled to describe a gentle arc between these two schemes, loosely approximate to the alignment of Fenchurch Street, with the heights of the Cluster beyond them to the south and east suppressed to below 100m AOD to create a series of ‘foothills’ that would be less prominent.

The result is a Cluster form that, in the longer-range riparian views, appears tightly ‘wrapped’ around 20 and 50 Fenchurch Street in the upstream and downstream views, with lower ‘foothills’ seen mainly in the closer views below up to the south-eastern edge. This would ensure that the proposed Cluster form would maintain sufficient distance from the WHS in the relevant views and preserve that sense of enhanced visibility derived from its siting on the river’s bend.

As such, officers consider that the proposed Cluster form would interpret and preserve this component of OUV.



Proposed City Cluster, SVIA view from London Bridge (LVMF 11B.2)

b. The visible elements and line of the Roman wall;

Given the physical distance north from and separation between the Cluster and the WHS and the Roman wall, officers considered this component to be less directly relevant to the Cluster modelling exercise. Due to its siting and boundaries the proposed Cluster would not directly affect the WHS's visual relationship with the Roman wall, so officers considered that the modelling process would not affect, and so would preserve, this component of OUV.

c. The Tower's relationship to the City;

Officers considered this to be one of the most important and relevant components for the modelling exercise. The relationship between the two is obviously critical, the City being one of the principal reasons for the siting and building of the White Tower – both to protect but also watch over the Square Mile, then about 150 years old, following the refoundation of the City in the later C9 by Alfred the Great, but of course originally founded in the C1 and thus a centre for commercial activity for much longer.

Officers acknowledge that an element of this relationship, historically, was the Tower's visual and physical dominance over the City – and officers consider it a reasonable objective (here and for other attributes, especially 1 and 4) to maintain for the White Tower a sense of visual dominance to illustrate its original role. There is, of course, a tension between this objective and the reality, noted in several places in the Management Plan, that *'The Tower stands in the midst of a dynamic 'World City', that will continue to develop in scale and density'* (7.3.16), and that this dynamism and development is ultimately expressed in the evolving City Cluster.

In approaching the Cluster modelling exercise, officers considered that the visual relationship between the two was not completely dependent on their vertical relationship – i.e. their relative heights, in whole or in part; that if these changed, it would become more difficult to understand how the two had originally related.

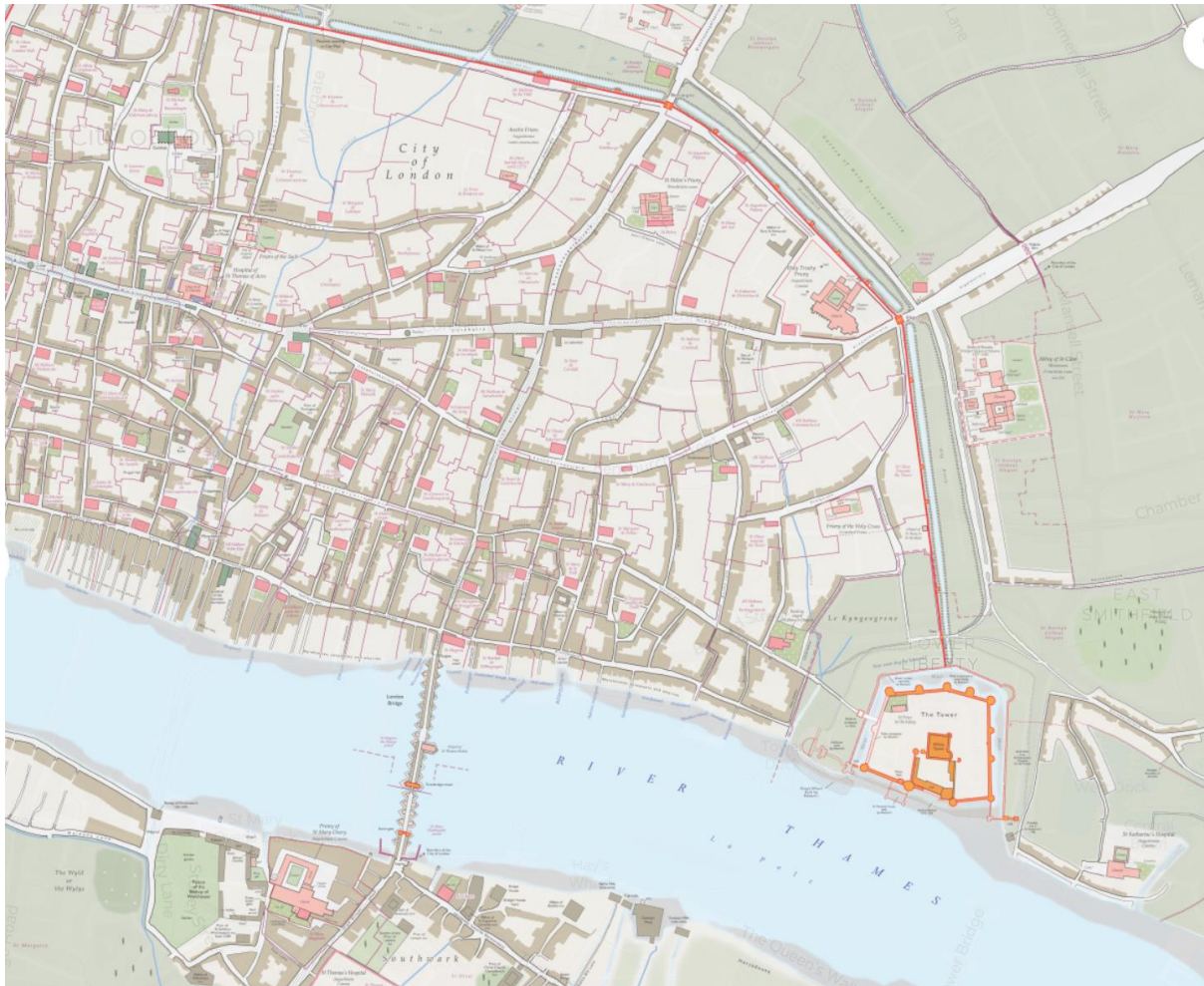
There are other factors to consider, such as the geographical relationship and the axial alignment of the City relative to the White Tower and the aesthetic relationship between them derived from the visual character formed by existing and new buildings within their boundaries (really the City; the WHS being much less likely to change in any obviously visual way) and whether these maintained the original visual identities and legibility of each. However, for the macro-level purpose of modelling the proposed Cluster form, officers considered the vertical and geographical relationships between the two.

In respect of the geographical relationship, as the SOUV notes, the White Tower was sited inside the south-east angle of the Roman and medieval City wall, with the existing City of London spreading away from it to the west and north west. The line of the Roman wall ran north and then north-west around the top of the City, reinforcing this north-west axial alignment. Considering the geography of the City in more detail, the commercial centre of Cornhill lies north-west of the tower, while the spiritual centre of Ludgate Hill lies to the west-north-west. Or, to put it another way, the original commercial centre of the City, Cornhill, the site of the Roman Forum-Basilica, lies off to the north-west of the White Tower.

By good fortune (rather than any deliberate policy), the same is true of the City Cluster, the modern commercial centre of the City, which is located between Cornhill and (very largely) the alignment of the Roman and medieval City wall, and as such lies upon a clear north-west/south-east alignment with the White Tower. Its siting therefore aligns with and emphasises that original geographical relationship between the two entities which has existed from the White Tower's foundation. This dynamic can best be appreciated in the views from the North Bastion of Tower Bridge, fortuitously sited immediately south-south-east of the WHS.

In contemplating the modelling exercise, officers sought to maintain the legibility of this geographical relationship, especially in the Tower Bridge view. Fortunately, the modelling moves made to address components 1 (a) and (b) above also serve this aim. Disposing the significant heights of the Cluster so that the apex stands near Bishopsgate/Cornhill and descend eastwards to halt along an axial north-north-west line (approximately from Creechurch Lane to Houndsditch – the group of contour lines of 120-180m) both maintains a sky gap between the White Tower and the Cluster and, especially in the Tower Bridge view, ensures the Cluster's significant heights continue to be seen at a north-westerly bearing relative to the WHS, reinforcing the geographical relationship referred to above.

Officers consider that in this sense the Cluster already serves to visually orientate the viewer and make the original position of the City in relation to the WHS clear; and that this would even be enhanced by the proposed Cluster form, particularly as the City's actual boundaries have long been blurred by development over and beyond them.



The City and the Tower, C13 (Lobel).

City Cluster – Shaped by OUV

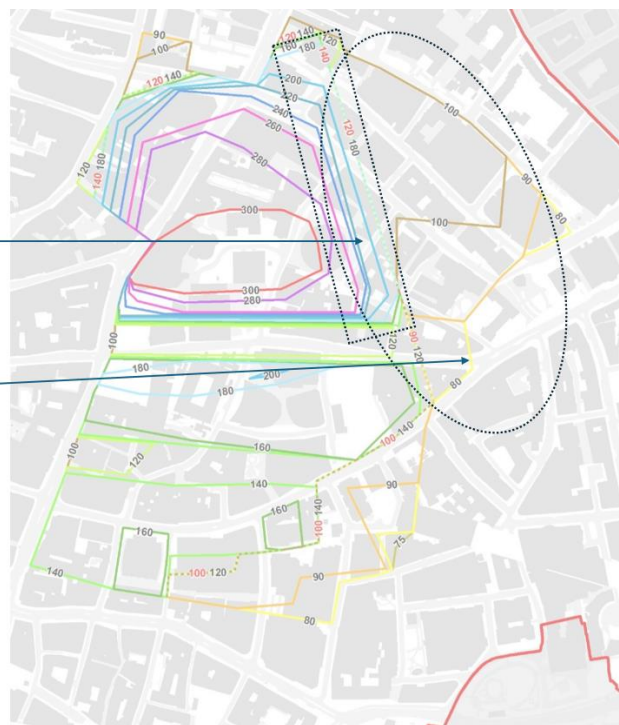
Generally

Maintain visual NW/SE alignment and landmark siting between City and Tower – for <1,000 years

East zone

Significant height (in the rectangle) kept N of Leadenhall Street and aligned ~NNW to reflect original alignment and maintain visual separation with White Tower, especially when seen from Tower Bridge

Relatedly, low height in the oval area to maintain clear separation from and preserve backdrop to White Tower silhouette in SW, S, and SE views



Another important facet of the geographical relationship is the space between the White Tower and the City. This was originally and is still partly defined by the open quality of the Liberties which are so crucial in illustrating the Tower’s defensive role as well as its sense of separateness from the City – the WHS originally being the Tower *of* and not *in* London. The Liberties are framed to the north and west by historic and modern buildings of relatively consistent scale in the Local Setting area. Hence, in the Cluster modelling work, officers set the Cluster’s south and east boundaries behind the Local Setting area and disposed heights in this zone of the Cluster to be lower ‘foothills’ of 80-100m to gradually climb upwards to the centre.

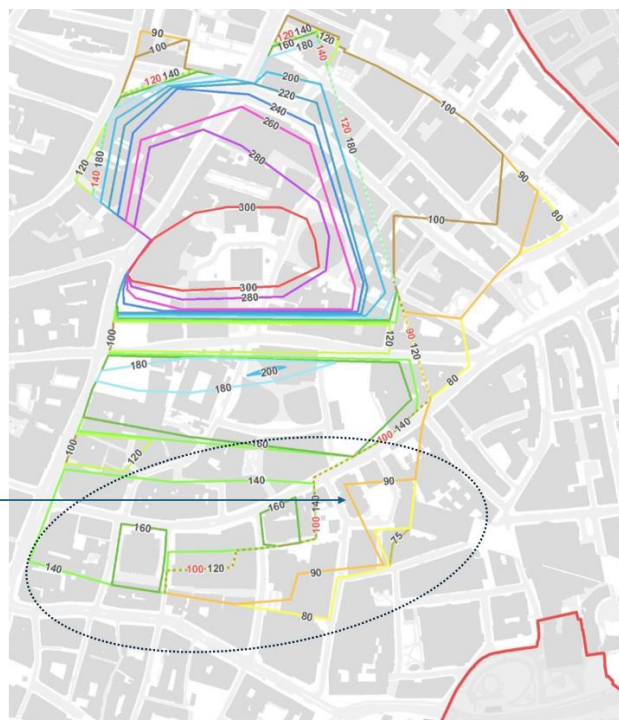


Proposed City Cluster, SVIA view Local Setting Route 5

City Cluster – Shaped by OUV

South zone

Distance from the river to preserve intervisibility and relationship between Tower and River
Lower heights in these areas to respond to openness of the Liberties and ToL’s presence in local setting



In this way, although the proposed Cluster would be a prominent background feature in several views through and around the Liberties, officers consider that the modelling of the Cluster would maintain the openness and sense of separateness that is so important in characterising the zone immediately between the WHS and the City. Crucially, modelling the Cluster in this way ensured that it would not dominate the World Heritage Site, either through physical proximity to its boundary or through an overly assertive profile at its south-eastern edges.

As mentioned above, the other important facet to consider is the vertical relationship between the two. This is so important because it goes to the heart of the original, founding relationship between the two entities – that the White Tower was built to defend and dominate the City, and a clear and obvious expression of this was the way in which it was physically higher than the surrounding City (this, of course, would then have been appreciated only in views from the Liberties, Old London Bridge and the South Bank – Tower Bridge not being built until the C19).

As set out above, officers did not consider it inappropriate or contrary to this or other OUV attributes or components that the heights of the Cluster, including the eastern edge, would be higher than the White Tower's silhouette, because the viewer would comprehend the spatial depth between the two entities, and as a result perceive the White Tower to dominate the low-rise surroundings both of the WHS and the surrounding Local Setting area. But as well as this spatial quality there is a more philosophical point to be considered. The White Tower would no longer be (and has not for some time been) the highest building in the views, particularly from Tower Bridge, but the viewer would also be conscious that it is no longer a royal palace and fortress exercising direct control over the City, but instead a more ceremonial symbol of royalty which now functions as a tourist attraction.

Nevertheless, it is of course important for the White Tower to retain a sense of dominance in the views, so that the original balance of the relationship – the royal Tower taking precedence over the commercial City – can be understood. In approaching the Cluster modelling to this end, officers considered that, in respect of the vertical relationship between the two, the actual relative heights were less important than the Cluster having an obviously deferential profile at its eastern edge, clearly and legibly shaped by consideration of views of the White Tower, so that the White Tower could be understood still to be exercising a form of visual dominance over the City to illustrate its original role – now *indirectly*, through influence, rather than *directly*, through absolute height.



Proposed City Cluster, SVIA view from Tower Bridge (LVMF 10A.1).

Accordingly, the heights from the centre to the eastern edge were disposed in the manner described above, so that the Cluster would clearly step down differentially towards the White Tower and (i) have a clear difference and hierarchy between the centre and the edge and (ii) maintain visual separation between the two in all the key views. Once the physical distance between the two entities is also factored in, officers consider the resultant Cluster form to successfully maintain the legibility of the relationship between the City and the Tower, to display the influence or visual dominance of the latter on the former, and even to provide greater emphasis and clarity on the original geographical alignment of the two.

As such, officers consider that the proposed Cluster form would interpret and preserve this component of OUV.

d. The wharf/river wall

Please see commentary on component 2 (a) above. Officers considered this component to be less directly relevant than others to the Cluster modelling exercise, insofar as the proposed Cluster would not directly affect the relationship between the Tower and the wharf and river wall. Consequently officers consider that the proposed Cluster form would not have the potential to affect, and so would preserve, this component of OUV.

e. Key views of the Tower up, down, across and from the river

f. The Tower's skyline (silhouette) as seen from the river and from across the river;

Please see commentary on components 1 (a) and (b) and 2 (a) and (c) above, which sets out how the modelling work ensured the proposed Cluster form would interpret and preserve these components of OUV.

g. The open quality of the Liberties (on the Tower's landward side)

Please see commentary on component 2 (c) above, which sets out how the modelling work ensured the proposed Cluster form would interpret and preserve this component of OUV.

3. Symbol of Norman Power

SOUV: ‘The White Tower symbolises Norman power both in its massive masonry and its construction largely in imported Caen stone. The form and fabric of the White Tower is an outstanding example of Norman military and ceremonial architecture, crucial to the OUV of the site. A coherent, developed example of a form that had evolved incrementally in Normandy (notably at Ivry le Bataille), it is the example *par excellence* of an 11th century fortress palace. Its plan and three dimensional form survive substantially intact, despite late medieval and 17th century modification to the interior and the fenestration.’

The SOUV is clear that this attribute is expressed in the property’s *form and design, materials and substance* and *use and function* – not in its ‘location and setting’ which is on the list of eight expressed attributes of Authenticity in paragraph 82 of the Operational Guidelines for the Implementation of the World Heritage Convention (UNESCO, July 2019).

By this, officers considered it reasonable to conclude that the setting of the WHS, and the position of the Cluster within it, is less relevant to this attribute and its components. Nevertheless, officers considered it important to factor in all relevant components in the modelling exercise and commentary is provided below on how the Cluster has been shaped to interpret and preserve this attribute and its relevant components, as follows:

- a. The fabric of the White Tower, particularly the Caen and other types of stone used in its construction;
- b. Its plan and three dimensional form;

These components are very clearly focused on the physicality and fabric of the White Tower. As the proposed Cluster would not involve any direct alterations to or impact on the actual form or fabric of the White Tower, these components were not considered directly relevant to the modelling exercise. Consequently officers consider that the proposed Cluster form would not have the potential to affect, and so would preserve, these components of OUV.

- c. Its relationship to the adjacent foundations of the remains of the Roman land and river walls

Given the physical distance north from and separation between the Cluster and the WHS and the Roman wall, officers considered this component to be less directly relevant to the Cluster modelling exercise. Due its siting and boundaries the proposed Cluster would not directly affect the WHS’s visual relationship with the Roman wall, so officers considered that the modelling process would not affect, and so would preserve, this component of OUV.

4. Physical dominance [of the White Tower]

SOUV: ‘The White Tower expressed the power of the Norman conquerors through domination of its environs. Its dual role, of both protecting and providing a defence against the City, was evident: it literally ‘towered’ over its surroundings until the 19th century. Although this dominance has gradually been eroded as the scale of the surrounding city has subsequently grown, it can still be appreciated, especially where the Tower’s silhouette can be seen against clear sky.

The SOUV is clear that this attribute is expressed in the property’s *form and design, materials and substance and location and setting*.

Please see the commentary on the attributes 1 and 2 for how the modelling of the Cluster sought to maintain a sense of dominance of the White Tower and so interpret and preserve this attribute and its relevant components. In general, the moves made to interpret those attributes of OUV – most pertinently the setting of its south and eastern boundaries and careful disposition of heights therein – have ensured that the White Tower’s iconic silhouette can be seen and appreciated in many different views, both far and near, against clear sky.

a. The fabric and physical form of the White Tower;

Please see the commentary on components 3 (a) and (b) above – officers consider that the proposed Cluster form would not have the potential to affect, and so would preserve, this component of OUV.

b. Its iconic silhouette against the sky from within its local setting, and particularly from the lower level viewpoints of the river itself and its south bank.

Please see commentary on components 1 (a) and (b) and 2 (a) and (c), which sets out how the modelling work ensured the proposed Cluster form would interpret and preserve this component of OUV.

5. Concentric defences

SOUV: ‘The concentric defences around the White Tower, which were constructed in the later 13th and 14th centuries, represent a model example of the development of a medieval fortress palace. The concentric defences of earthworks and walls added by Henry III and Edward I made it one of the most innovative and influential castles of its time in Europe. Although adapted, altered and restored through the centuries, the extant defences (including the remains of the Barbican) are substantially medieval work. The open space of the Liberties, beyond the moat (which forms the immediate setting of the property), is related to its military role.

The SOUV is clear that this attribute is expressed in the property’s *form and design, materials and substance* and *use and function* – not in its ‘location and setting’ which is on the list of eight expressed attributes of Authenticity in paragraph 82 of the Operational Guidelines for the Implementation of the World Heritage Convention (UNESCO, July 2019).

By this, officers considered it reasonable to conclude that the setting of the WHS, and the position of the Cluster within it, is less relevant to this attribute and its components. Nevertheless, officers considered it important to factor in all relevant components in the modelling exercise and commentary is provided below on how the Cluster has been shaped to interpret and preserve this attribute and its relevant components, as follows:

- a. The visible structure and three-dimensional form of the concentric defences (walls, including gates, towers and bulwarks; earthworks, including the moat and its retaining walls);
- b. The remaining structure and form of the barbican;
- c. Buried archaeological remains of components superseded or altered;

Please see the commentary on components 3 (a) and (b) and 4 (a) above. As the proposed Cluster would not involve any direct alterations to or impact on the actual form or fabric of the WHS, these components were not considered directly relevant to the modelling exercise. Consequently officers consider that the proposed Cluster form would not have the potential to affect, and so would preserve, this component of OUV.

- d. Presence of the wall-walks and their visual linkage with the surrounding cityscape and river, which demonstrate use and function

Please see commentary on component 1 (c), which sets out how the modelling work ensured the proposed Cluster form would interpret and preserve this component of OUV.

6. *Surviving medieval remains*

SOUV: ‘Buildings, structures and buried remains of the medieval and early modern palace survive. Within the defences, there are substantial parts of the ensemble of royal buildings that evolved from the 11th to the 16th centuries. They include not only domestic buildings, but some associated with the development of state institutions, including the Public Records, Ordnance, Royal Mint and the Wardrobe. The latter is the origin of the Tower as the home of the crown jewels.’

The SOUV makes it clear that the attribute is expressed in the property’s *materials and substance*; and *use and function*.

By this, officers considered it reasonable to conclude that the setting of the WHS, and the position of the Cluster within it, is less relevant to this attribute and its components. Nevertheless, officers considered it important to factor in all relevant components in the modelling exercise and commentary is provided below on how the Cluster has been shaped to interpret and preserve this attribute and its relevant components, as follows:

- a. the surviving buildings, which, as well as the White Tower and towers and gates of the concentric defences, include the remains of early 13th century royal lodgings, and the Chapel of St Peter ad Vincula;
- b. buried remains, particularly those of the medieval palace
- c. tangible links with the state institutions established in the Tower, including Mint Street (between the inner and outer concentric defences) and the remains of the mint, and the Royal Armouries

Please see the commentary on 5 (a-c) and other similar components above. As the proposed Cluster would not involve any direct alterations to or impact on the actual form or fabric of the WHS, these components were not considered directly relevant to the modelling exercise. Consequently officers consider that the proposed Cluster form would not have the potential to affect, and so would preserve, this component of OUV.

7. *Physical [historical] associative evidence*

SOUV: ‘Physical evidence of the imprisonment, torture and execution of prisoners, particularly that left by prisoners of conscience and opponents of the crown since the 15th century, provides tangible links with events that have influenced the course of English and European history, including the execution of three English queens. The site helped shape the story of the Reformation in England, as Catholic and Protestant prisoners recorded their names on the walls of cells and the survivors their experience of imprisonment and torture there. This role dominates the modern symbolism of the Tower.’

The attribute is expressed in the property’s *use and function*, *traditions* and *spirit and feeling*.

- a. the dungeons and cells, illustrating how historic prisoners were confined and tortured
- b. the Royal execution site, depicted in many contexts and representations and associated, particularly, with the execution of Anne Boleyn
- c. the Water (Traitor’s) Gate, symbolically the gateway to incarceration and potential execution
- d. historic graffiti left by prisoners, providing a unique record of their experiences;

Please see the commentary on 6 (a-c) and other similar components above. As the proposed Cluster would not involve any direct alterations to or impact on the actual form or fabric of the WHS, these components were not considered directly relevant to the modelling exercise. Consequently officers consider that the proposed Cluster form would not have the potential to affect, and so would preserve, this component of OUV.

Section 7 of the Management Plan

Section 7 of the Management Plan is clear about how management of the wider setting should be approached – and make particular observations, relative to the City, which are quoted and discussed below.

Para 7.3.4: ‘The modern city provides an ever-changing context for, and contrast to, the Tower.’

Para 7.3.16: ‘The Tower stands in the midst of a dynamic ‘World City’, that will continue to develop in scale and density. The status of the Tower demands that a balance is struck taking account of the NPPF.’

CoL commentary: These are important statements in contextualising the City Plan 2040 and the City’s approach to the setting of the Tower. The City’s starting point is that the Tower’s wider setting, of which the City is part, is less sensitive than its defined Local Setting, and capable of degrees of incremental change without impacting on OUV. The City sees its spatial and intangible relationship with the Tower as of considerable importance, including to the overall OUV of the Tower, which is acknowledged by its status as a component of the OUV attribute ‘Landmark Siting’. The preservation of this attribute is compatible with the City’s continuing growth, in a way which is in keeping with this established dynamic, and the proposed City Cluster was modelled with this in mind.

7.3.17: ‘New development should have consideration, in particular, to its potential visual impact on the silhouette and relative scale of the Tower. Consideration should be sufficient to ensure that the OUV of the Tower is preserved: the point must not be reached where cumulative impacts on the setting threaten the status of the WHS.’

CoL commentary: whilst this relates to development proposals specifically, the proposed City Cluster has followed this approach and been modelled to interpret and preserve the relevant attributes and components of OUV as set out in the sections above. The proposed City Cluster can be thought of as an illustration of the cumulative scenario, i.e. a fully built-out Cluster, though of course it would never in reality be delivered as a single shape of the kind used to illustrate the policy in the SVIA. Nevertheless it offers the opportunity to consider the potential effect of cumulative impacts. The City considers that the proposed Cluster, having been modelled to interpret and preserve OUV as outlined above, would minimise the possibility of individual schemes causing harm to the WHS and, as a cumulative scenario, would achieve an appropriate relationship with the WHS and its OUV.

7.3.18: ‘A relationship between the Tower and the ‘eastern cluster’ of tall buildings marking the commercial heart of the City has been established for almost half a century. The proposed intensification of the City’s ‘eastern cluster’ is established planning policy. In long views of the Tower from the south and east, the Tower and the eastern cluster are seen in changing relationships, as separate elements of the cityscape, but the distinguishing sky-space between them is diminishing.’

CoL commentary: the City considers this paragraph to align with the principles of the City’s approach to consolidating the City Cluster and it implicitly acknowledges the points made in paras 7.3.4 and 7.3.16 above. While the proposed Cluster would reconfigure and introduce more mass into the sky space between the White Tower and the Cluster in the view (Tower Bridge, North Bastion) where they are most visually proximate, it would still maintain visual separation here, and in all other views

the Cluster and the WHS would continue to read as separate elements of the cityscape with extensive areas of low-rise townscape between them. Please also see the commentary on Cluster modelling and OUV above, particularly attributes 1 and 2.

7.3.20: 'In 2006, the first UNESCO mission had considered that other proposals involving tall buildings in new locations significantly closer to the Tower, or appearing in different directions from existing clusters, could be incompatible with sustaining its status as a WHS.' [mention of Minerva and 20 Fenchurch Street].

CoL commentary: this principle has defined the boundaries and siting of heights in relation to the south and east zones of the Cluster particularly. The Cluster has been shaped to bring 20 Fenchurch Street into the policy area but would not bring heights comparable to it further towards the WHS, instead establishing lower foothills in this area to respond to the openness of the Liberties and low-rise character of the local setting – see OUV commentary above, particularly on attribute 2.

7.3.21: 'Several additions, either built or consented, to the 'eastern cluster' have reinforced its identity, verticality and scale and begun to change its relationship with the Tower. The cluster is now higher and denser than it was in 2007. 20 Fenchurch Street, now completed, stands west of the Tower, but outside the 'eastern cluster' policy area... the 2006 Mission's points can be seen to be apt.'

7.3.27: 'Proposals for tall buildings to the west of the White Tower, falling within the background of the WHS, will continue to need to consider their effect on the established eastern cluster, the space between it and the Tower and the effect on the ability to recognise, understand and appreciate the OUV.'

CoL commentary: see OUV commentary above for details of how the proposed Cluster would comply with this aim.