SUTTON

TALL BUILDING STUDY

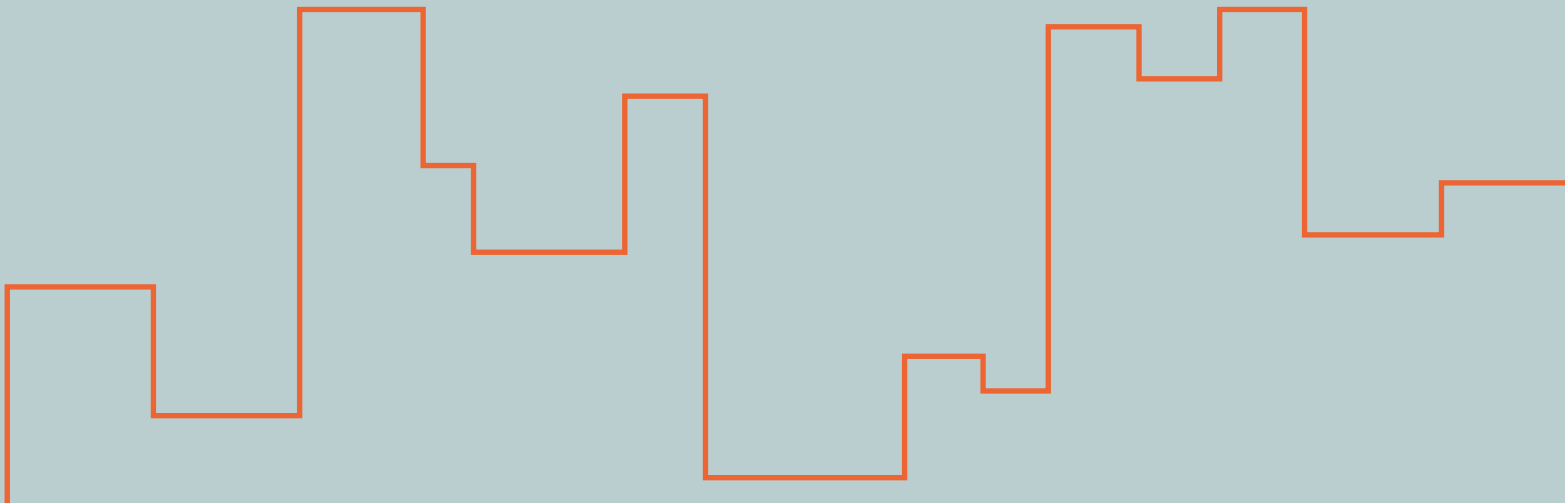

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Table 1.1 Document control register

DATE	ISSUE	NOTES
26/03/2024	1	First complete draft
24/04/2024	2	Updated draft
25/06/2024	3	Updated draft
15/07/2024	4	Final report

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A

INTRODUCTION

Tall buildings have the potential to positively support major change and regeneration, and if done properly, can be achieved whilst conserving the historic environment and local characteristics of a place. They can contribute to new homes and economic growth and positively support the public-realm, identity and skyline of Sutton.

This Tall Building Study for Sutton has been prepared as a practical tool to help inform policy and planning decisions on development sites and regeneration proposals across the borough.

It will help guide where tall buildings can be located in Sutton, and how high they could be.

1 INTRODUCTION TO THE STUDY

1.1 Why is a Tall Building Study being prepared?

The Sutton Tall Building Study (TBS) has been prepared to help inform the evolution of planning policy relating to tall buildings and therefore help guide and inform decision making on development sites and regeneration proposals across the borough. The TBS will support the new Local Plan which the London Borough of Sutton is preparing. The new Local Plan will contain new and revised planning policies, and be supported by an objective and robust evidence base. The new Local Plan is set against a background of significant change in the policy context for building heights and the role tall buildings play in shaping the size and scale of development proposals. This TBS forms part of the evidence base which supports the Local Plan's policy approach to building heights, tall buildings and site allocations.

1.2 Outline of the approach taken and report structure

The Sutton TBS has been informed by the GLA's Character and Growth LPG, and follows the stages of work identified by the GLA's study:

PART A - Introduction

- Outlining the purpose of the report, why it is required and the approach undertaken to produce it.

PART B - Context

- Policy review - a review of relevant national, regional and local policy;
- Physical context review - supported by a wide range of GIS data layers provided by the Council.

PART C - Defining what is tall

- Methodology for defining tall across the borough;
- Building height analysis - in order to provide a tall building policy position, one must have a good appreciation for an understanding of the existing pattern of building heights within each of the neighbourhoods across the borough.

PART D - Sensitivity Analysis

- Sensitivity analysis: having agreed a list of weighted criteria which might make a location more sensitive to the potentially adverse impacts of tall buildings, these criteria are mapped.

PART E - Suitability Analysis

- Suitability analysis: having agreed a list of weighted criteria which might make a location more suitable for tall buildings, these criteria are mapped.

PART F - Defining appropriate locations

- Interrogating the focus areas: From the sensitivity and suitability mapping, a number of focus areas are identified. Through a thorough townscape analysis, these areas are scrutinised in further detail in order to understand where tall buildings might be considered appropriate.

PART G - Tall building guidance

- This section provides high level guidance on some of the design and environmental considerations associated with the design of tall buildings.

1.3 What weight will the Sutton Tall Building Study carry in the planning process?

The Sutton Tall Building Study will be treated as evidence to inform planning decisions. The London Borough of Sutton is in the process of producing a new Local Plan. The Tall Building Study will form part of the evidence base to shape the new local plan's policy approach to building heights, tall buildings and site allocations. The study will also act as evidence to inform a character and 'place-based' approach to growth in the borough and help inform the final stages of the emerging Characterisation Study.

1.4 What is a Tall Building?

The impact of a tall building will vary significantly depending on height, mass and location. Whilst there is a nationally recognised definition of a 'tall building', what might be considered tall will be subjective to the characteristics and nature of the local context. This approach is more consistent with the 'Guidance Notes for Design Codes' which defines a tall building as a 'structure that exceeds the general height guidance for a particular area type (117). Conversely, the 'London Plan' (2021) requires local authorities to define what is tall based on the local context. However, where this context is absent, Policy D9 sets a minimum heigh threshold.

A tall building can be considered to be made up of three main parts:

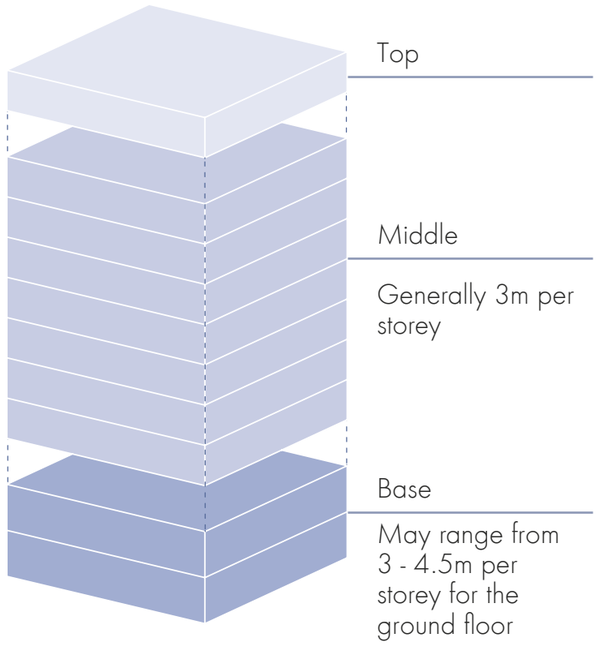


Fig 1 Composition of a tall building

- **Top:** the upper floors and roof-top mechanical or telecommunications equipment and amenity space. Designed to make a positive contribution to the quality and character or the skyline. Public amenities should be freely accessible.
- **Middle:** floors between the top and base will have an important effect on how much sky is visible from surrounding street and buildings. They will also affect wind flow, privacy, sunlight and shadowing.
- **Base:** the lower storeys, which should frame the public realm and streetscape, articulate entrances, and help create an attractive and lively public realm.

1.5 How are building heights measured in this study?

Building heights can be understood in either metres or as storeys. Whilst storeys is easier to measure and understand, floor to ceiling height will vary between buildings, depending on their age, use and roofscape. This difference can often be relatively marginal in residential developments and might not affect the overall scale or character of the street dramatically. Measuring and referring to building heights in storeys can be more problematic in retail centres such as shopping malls or supermarkets with multi-storey car parks, or historic buildings such as churches.

The table on page 10 provides an overview of building heights in metres and their equivalent approximate residential storey height. An understanding of the context in which these building will be found is also provided. The table highlights that the London Plan tall building threshold of 21m sits definitively somewhere between 6 and 7 storeys.

In contrast, the table on page 11 includes a range of different building uses, including residential, mixed-use, and office buildings. This table highlights clearly how the tall building threshold of 21m (as defined under London Plan Policy D9) will vary in storey heights across different building types/uses. This is important, as it gives evidence as to why building heights, particularly when analysed across a whole borough with a range of land uses, cannot be expressed in number of storeys.

For the purposes of this study, we have therefore used number of metres to define building heights as this provides a more accurate picture of heights across the borough.

As a guide, storeys can be typically considered to typically be 3m each, with an allowance of an additional 3m given for roofs and plant.

This assumption derives directly from, and is consistent with, the approach taken in the London Plan's Characterisation and Growth LPG. However, it should be noted that it is orientated towards residential development. Non-residential development will likely have higher storey heights.

HEIGHT	EQUIVALENT APPROXIMATE RESIDENTIAL STOREY HEIGHTS	CONTEXT
3 - 6m	1 storey	Low scale
>6 - 9m	2 storeys	Domestic scale, likely found in suburban locations
>9-12m	3 storeys	Could include some suburban areas, where large homes are located, and local centres
>12-15m	4 storeys	Urban scale around district centres
>15-18m	5 storeys	Urban scale, found in some district centres but predominantly more intense urban in the Town Centre
>18-21m	6 storeys	High density urban development, this is located predominantly in the town centre and a few district centres, and is regarded the minimum threshold definition of tall
>21-24m	7 storeys	High density urban development, found predominantly in the town centre
>24-27m	8 storeys	High density urban development, located within the town Centre
>27-30m	9 storeys	Very high density urban development
>30-33m	10 storeys	Very tall buildings
>33-48m	11-15 storeys	High rise cluster
>48m+	16 storeys +	High rise cluster

Definition of tall

Fig 2 Residential building heights in metres and storeys

STOREYS	MINIMUM RESIDENTIAL BUILDING STOREY HEIGHTS (M)	TYPICAL RESIDENTIAL BUILDING STOREY HEIGHTS (M)	TYPICAL MIXED-USE BUILDING STOREY HEIGHTS (M)	BLENDED PROSPECTIVE STOREY HEIGHTS (M)	TYPICAL OFFICE BUILDING STOREY HEIGHTS (M)
1	3.00	3.15	4.00	3.30	4.50
2	6.00	6.30	7.15	6.60	8.50
3	9.00	9.45	10.30	9.90	12.50
4	12.00	12.60	13.45	13.20	16.50
5	15.00	15.75	16.60	16.50	20.50
6	18.00	18.90	19.75	19.80	24.50
7	21.00	22.05	22.90	21.10	28.50
8	24.00	25.20	26.05	26.40	32.50
9	27.00	28.35	29.20	29.70	36.50
10	30.00	31.50	32.35	33.00	40.50

Building beneath the default London Plan tall building threshold of 21m

Default tall building threshold expressed in whole storeys across different building types

Building above the default London Plan tall building threshold of 21m

Fig 3 Building heights of various building types in metres and storeys

2 POLICY BACKGROUND

2.1 Background

The current development plan - the Sutton Local Plan 2016-2031 - was adopted in February 2018. Since then, a new National Planning Policy Framework (NPPF) (2021) and a new London Plan (2021) have been published, the latter with significantly new policy and guidance on tall buildings in London. External factors including Brexit, the Covid 19 Pandemic and resulting changes in working patterns, revised Permitted Development rights and post Grenfell changes in building safety requirements have all impacted on the context within which new development is conceived, designed and delivered.

3 NATIONAL PLANNING POLICY

The government has stated that good design should be more integral to both plan-making and decisions on development proposals. As such, significant weight should be given to development which reflects local design policies and government guidance on design. This takes into account any local design guidance and supplementary planning documents such as design guides and codes; and/or outstanding or innovative design which promote high levels of sustainability, or helps raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.

2.2 National Planning Policy Framework (NPPF)

In 2023, the Government published a revised National Planning Policy Framework (NPPF), which sets out the government's planning policies for England. Whilst the NPPF does not provide any specific policies or guidance on tall buildings, it does set out a number of new design and planning principles that are relevant to building design, building heights and the development of tall buildings.

Achieving well-designed places

Chapter 12 states that it is important to plan positively to achieve high quality and inclusive design and that local authorities should develop robust and comprehensive policies that set out the quality of development that will be expected in their area. These should be based on a clear vision for the future of the area and upon a detailed evaluation of the characteristics that define it.

Appropriate densities

The NPPF also requires efficient use of land and appropriate densities and states:

- "Planning policies and decision should support development that makes efficient use of land, taking into account the desirability of maintaining an area's prevailing character and setting…, or of promoting regeneration and change" (128).
- "Where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning policies and decision avoid homes being built at low densities, and ensure that development make optimal use of the potential of each site…plans should contain policies to optimise the use of land in their area" (129).

Urban-design led approach

The NPPF promotes an urban design-led approach to planning that requires buildings to respond to the location in which they are located rather than prescribing specific architectural styles. It states that local plans should set out a clear design vision and expectations, so that applicants have as much certainty as possible about what is likely to be acceptable; and that design policies should be developed with local communities so they reflect local aspirations, and are grounded in an area's defining characteristics.

Paragraph 135 states that planning policies and decisions should ensure that developments:

a. will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b. are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c. are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

d. establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e. optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f. create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

3.1 National Design Guide (NDG)and National Model Design Code (NMDC)

In addition to the NPPF the government has published the NDG and NMDC which help demonstrate what good design means in practice. The NMDC identifies 10 characteristics that should shape and influence well-designed places.

The NPPF states that any local plan policies, design guides or codes must be consistent with principles set out in the NMDG and NMDC. Such design codes and guides can be prepared at an area-wide, neighbourhood or site specific scale and carry weight in design-making. These should be produced as either part of a plan or supplementary planning documents.

The NDG makes more direct reference to tall buildings than the NPPG. It states:

> *"Well-designed tall building play a positive urban design role in the built form. They act as landmarks, emphasising important places and making a positive contribution to views and the skyline"* (70)

> *"Proposals for tall buildings (and other buildings with a significantly larger scale or bulk than their surroundings) require special consideration. This includes their location and siting; relationship to context; impact on local character, views and sight lines; composition - how they meet the ground and sky; and environmental impacts, such as sunlight, daylight, overshadowing and wind. These need to be resolved satisfactorily in relation to the context and local character"* (71)

The NMDC consultation provides direct guidance for tall buildings, stating that "in many areas codes will need to make provision for taller buildings. Some city area types may include no limit on height. However, in m The borough has a varied character, most area types codes can either indicate zones where taller buildings can be considered or indicate the circumstances where exceptions to the height coding might be considered.

Part B.2.iii 'Height' in the NMDC provides specific guidance on Tall Buildings. It highlights that a "tall building for the purpose of the code would be any structure that exceeded the general height guidance for a particular area type. Tools that can assist with this include:

- Accessibility measures such as distances and travel times to key facilities, including public transport stops or hubs;
- Characterisation studies and design strategies, dealing with issues such as urban form, historic character, building typologies, prevailing sunlight and daylight levels, green infrastructure, amenity space and quality of external spaces at ground level.

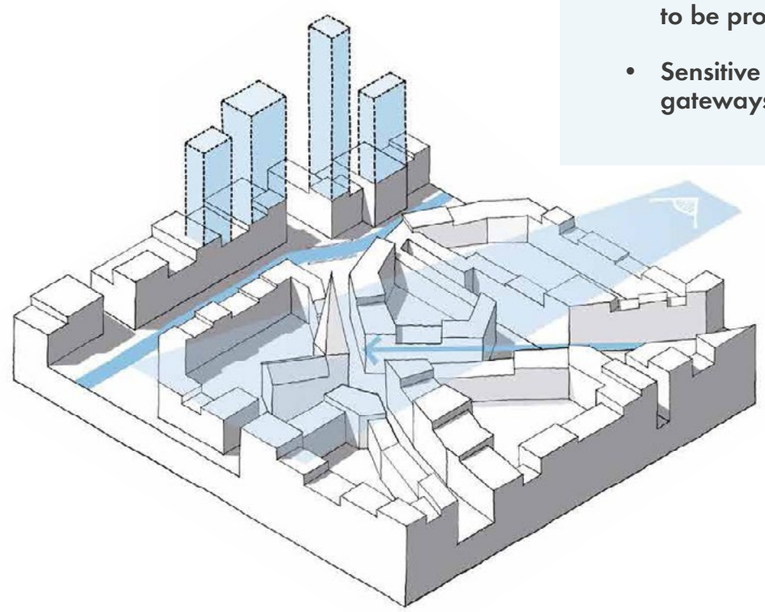


Fig 4 Illustration from the National Model Design Guide, which supports the Tall Building Principles

The guidance puts weight on the local plan, stating that the location of the building should be part of the local plan, and would take into account the following factors (see Fig 4).

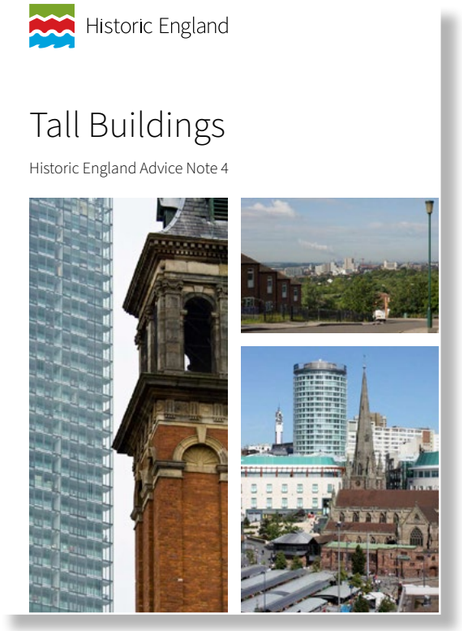
Tall Building Principles

- **Topography;**
- **Characterisation studies and heritage assets**
- **Local historic character and conservation areas**
- **Transport accessibility**
- **Identified long views and sky lines to be protected**
- **Sensitive local views, vistas and gateways**

3.2 Historic England Tall Buildings Advice Note 4

Historic England provides specific advice on planning for tall buildings within historic environments. It focuses on:

- The importance of a plan-led approach to tall building development;
- The information needed to support plan-making, and to assess and determine individual development proposals at application stage;
- How to identify appropriate locations for tall buildings and define design parameters in relation to the historic environment.



Historic England state the following factors need to be considered to determine the impacts a tall building could have upon the historic environment:

- **Quality of places:** the distinctive qualities and values of a place including historic character and context;
- **Heritage:** understanding the significance of the historic environment and the potential impact on this significance;
- **Visual:** the impact on the street-scape, town or cityscape and wider urban and rural landscapes, and views. This includes the setting of heritage assets;
- **Quality of places:** the distinctive qualities and values of a place including historic character and context;
- **Functional:** the design, embodied carbon and carbon cost, construction and operation
- **Environmental:** the influence on local micro-climate such as creation of wind tunnels, canyon effect, over-shadowing, glare, and air quality and effect on heritage assets in terms of the impact these micro-climatic changes could have upon their fabric, and how they are experienced; and
- **Cumulative:** the combined impacts on heritage assets from existing, ,consented and proposed tall buildings

3.3 Planning Practice Guidance (PPG)

The NPPF is further supported by Planning Practice Guidance. These guidance notes provide more detail on how policies and framework principles should be implemented. Guidance on the 'effective use of land' is relevant to tall buildings.

Effective use of land

A range of considerations should be taken into account in establishing appropriate densities on a site or in a particular area. It states the following tools can assist with this:

- Accessibility measures such as distances and travel times to key facilities, including public transport stops or hubs (and taking into consideration service capacity and frequencies and destinations served);
- Characterisation studies and design strategies, dealing with issues such as urban form, historic character, building typologies, prevailing sunlight and daylight levels, green infrastructure and amenity space;
- Environmental and infrastructure assessments, such as the capacity of services and presence of environmental risks (e.g. flood risks or overheating), and the opportunities to address these; and
- Assessments of market or site viability.

3.4 Fire safety and high-rise residential buildings

Following the Grenfell Tower fire on 14 June 2017 the government commissioned the Independent Review of Building Regulations and Fire Safety. The report highlighted the need to transform the fire and building safety regime and implemented 'planning gateway one' to help ensure that applicants and decision -makers consider planning issues relevant to fire safety. It brings forward thinking on fire safety matters as they relate to land use planning to the earliest possible stage in the development process and result in better schemes which fully integrate thinking on fire safety.

Buildings that contain two or more dwellings and that meet the height condition of 18m or more in height or 7 or more storeys are subject to planning gateway one.

4 REGIONAL PLANNING POLICY

3.5 London Plan

The planning policy landscape relating to the building heights of new development in London, and more specifically tall buildings, has changed in recent years. The London Plan (2021) has specific policy (D9) on Tall buildings.

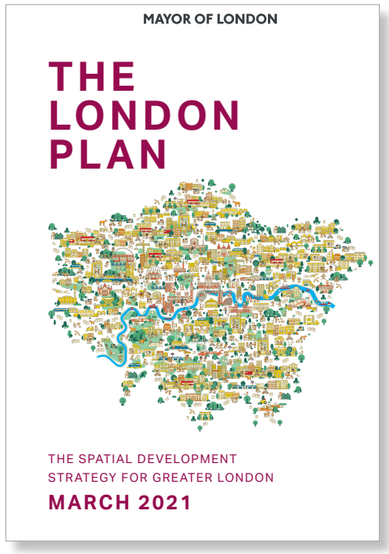
Under Policy D9 of the London Plan and its supporting text there are three principal requirements which are as follows:

- **Define what is meant by 'tall'** - the Plan should define what is 'tall' in specific locations. This will require all locations in Sutton to be covered by such a definition.
- **Define 'appropriate' locations** - the Plan should determine if there are locations where tall buildings may be an appropriate form of development in principle.
- **Define suitable heights** – in these potentially appropriate locations the Plan should determine the maximum height that could be acceptable (para 3.9.2 (2)).

Whilst the London Plan puts weight on the context-led definition of tall, it states the height of tall building 'should not be less than 6 storeys or 18 metres measured from the ground to floor level of the uppermost storey'.

The London Plan highlights a number of impacts which development proposals should address including:

- **Visual impacts:** including views, spatial hierarchy, legibility and way finding, architectural quality and materials, heritage assets and their settings, glare and light pollution.
- **Functional impacts:** including internal and external design, safety and quality, servicing, maintenance and management, capabilities of the transport network, economic activity, interference with aviation, navigation and telecommunications.
- **Environmental impacts:** including wind, daylight, sunlight, temperature, air movement, noise
- **Cumulative impacts:** this includes the cumulative visual, functional and environmental impacts of tall building



4.1 Greater London Authority - London Plan Guidance (LPG)

The LPG offers some more guidance on 'what is tall?' It states that the following must be taken into account:

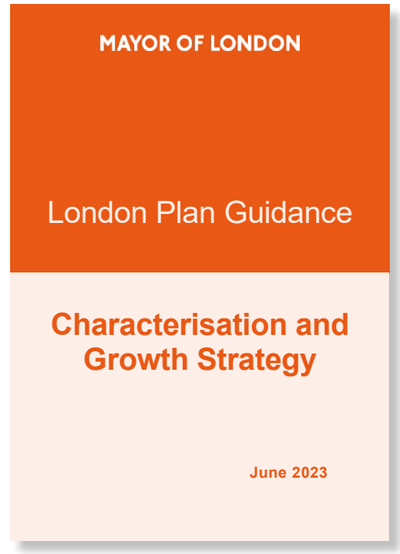
- Cross-borough/boundary implications of tall building strategies should be considered
- Sensitive areas should be discounted from the outset. A suitability scoping exercise should be carried out for remaining areas
- In large areas of extensive change, the threshold for what constitutes a tall building should relate to the evolving (not just the existing) context

The LPG sets out steps for assessing appropriate sites for tall buildings:

- Sensitivity screening assessment
- Alignment with area-wide aspirations
- Suitability scoping exercise
- Define locations and heights

The guidance acknowledges that a change in character relating to heights could be considered. It states that "the height of a new development should be sensitive to the prevailing heights in the area, although there may be opportunities for a transition in height on appropriate sites"

It also contains guidance around maximum heights versus appropriate height, stating: "Where limited evidence on an absolute maximum height has been gathered, boroughs may choose to define an 'appropriate' rather than maximum height"



5 LOCAL PLANNING POLICY

4.2 Sutton Local Plan (2016-2031)

The Council's current local plan (2016-2031) was adopted in February 2018, with policies regarding building heights and tall building, being shaped by previous evidence.

The Local Plan identified three categories for tall buildings, which are as follows:

1. Mid-rise Buildings: those that are considered to be tall in the context of relatively low-rise development but that in absolute terms are in the region of 4-6 storeys (12-18m)

2. Tall Buildings: those that are significantly taller than the mean height of surrounding development and will have a range of 7-10 storeys (21m to 30m)

3. Very Tall Buildings: those that are excessively taller than the surrounding built form and will be from 11 storeys upwards.

The London Borough of Sutton is preparing a new local plan. The new plan will contain new and revised planning policies, and be supported by an objective and robust evidence base.

This new local plan is set against a background of significant change in the policy context for building heights, and the role taller buildings play in shaping the size and scale of development proposals.

5.1 Sutton Town Centre Masterplan (2016)

The Council published the Sutton Town Centre Masterplan in June 2016, providing a vision for future town centre regeneration. These are also embedded in the local plan and its site allocations.

Importantly for this study, the aspirations for Sutton town centre go beyond just delivering new residential and economic development, and also include plans for seven housing estate regeneration opportunities, located in and around the town centre. These are: Elm Grove and Beech Tree Place - which are allocated as mixed use sites; whilst Benhill Estate, Chaucer Estate, Collingwood Estate, Rosebery Gardens and Sutton Court are all identified as sites with potential for estate renewal.

The Area of Potential Intensification lies within 800 metres of the town centre and includes a number of these housing estates, which may be suitable for regeneration.

The vision for the town centre also promotes the creation of enhanced residential neighbourhoods to the north, with the opportunity to improve the quality and quantity of housing across potential locations in the short, medium and long term. It also highlights potential opportunities where there is existing low density land use, inefficient layouts and poor quality housing that fail to reflect modern standards of design and standards.

The local plan allocates certain areas (including Sutton Town Centre) as being suitable for potential tall buildings.

6 REPORT METHODOLOGY

6.1 Determining if and where tall buildings may be appropriate

The Sutton TBS has been informed by the GLA's Character and Growth LPG, and follows the stages of work identified by the GLA's study. 6 steps should be undertaken in order to determine if and where tall buildings may be appropriate. Prior to these steps, a policy review and context analysis of the borough is undertaken.

The data used for GIS mapping and cartography in this report are derived from three primary sources. First, much of the raw data is provided directly by Sutton Council, ensuring the inclusion of local, authoritative and reliable information which is consistent with other Council strategies and policies which rely on the same. Second, additional data is sourced under the Open Government Licence which allows for the use and sharing of government-published datasets with transparency and openness. Lastly, analysis and interpretation of these data sets - such as banding and averaging - is undertaken by AMUP to help utilise and interpret these datasets, making the data more accessible and useful.

STEP 1

Develop a tall building definition for all Neighbourhood Areas within the borough. This definition cannot be lower than the London Plan's definition of tall (see page 20).

STEP 2

Conduct a sieving exercise to identify areas that need to be discounted from the outset. To do this, a criteria of sensitivities should be established which would identify locations which are highly vulnerable, where tall buildings would be inappropriate, and thus do not warrant further consideration. The remaining areas are those considered less sensitive, and form the 'focus areas' for the study.

STEP 3

The borough undergoes further sensitivity testing however in this stage, the criteria are weighted based on their sensitivity and degree to which they would be impacted by tall buildings.

STEP 4

A suitability scoping exercise is carried out with a set of criteria which are considered to contribute towards making an area suitable for tall buildings. This could be for example, and area where tall buildings are already present. In a similar approach to the sensitivity weighting exercise, the suitability criteria are also assigned weightings based on their degree to which they would make an area suitable for tall buildings.

STEP 5

Composite plans are produced which combine all the sensitivity layers, and in a separate plan, all the suitability layers. This shows a composite plan where all the layers are given an equal weighting and a composite plan where the layers are given weightings assigned to them at step 3 and 4.

STEP 6

The final step in the process a is refining the boundaries which are derived from the focus areas established at step 2. These boundaries are refined through an qualitative townscape assessment; assessing the individual points of sensitivity, evaluating the character, capacity for growth in each area.

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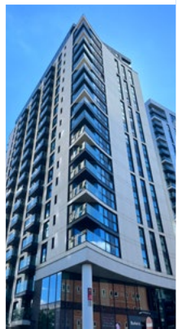
CONTEXT



6.2 Location and Context

Sutton is an Outer London borough, located in south-west London and covers an area of 43.85km^2. The London Borough of Croydon is located at the east, the London Borough of Merton to the north, and the Royal Borough of Kingston upon Thames is located to the north west. The Surrey Boroughs of Epsom and Ewell are located to the west, and Reigate and Banstead are located to the south. Sutton town centre is one of London's principal Metropolitan centres and is the shopping and civic centre of Sutton as a borough. It is characterised predominantly by suburban development, and has an abundance of green spaces, which cover nearly 12% of the borough.

Despite Sutton being the 22nd least densely populated borough in London (33 in total), it is within the top 10% of densely populated local authorities in England.

The plans on the following pages provide an overview of some of the key layers of urban analysis which underpin the suitability and sensitivity analysis. These layers of analysis play an important role in determining the appropriate density and building height levels in this strategy for the borough.

Fig 5 Local plan of the London Borough of Sutton in the context of London

6.3 Defining neighbourhoods

Central to achieving good design and minimising the impact of Tall Buildings is a thorough understanding of the existing neighbourhood and sub-area areas in the borough, and subsequently the local sensitivities in each of these areas.

These neighbourhoods have been identified by Sutton's Characterisation Study. Within each of these eight Neighbourhood Areas, there are further sub-areas. The following section will look in detail at the existing building heights and density of each of these areas, which is a starting point in understanding the existing built environment within each area.

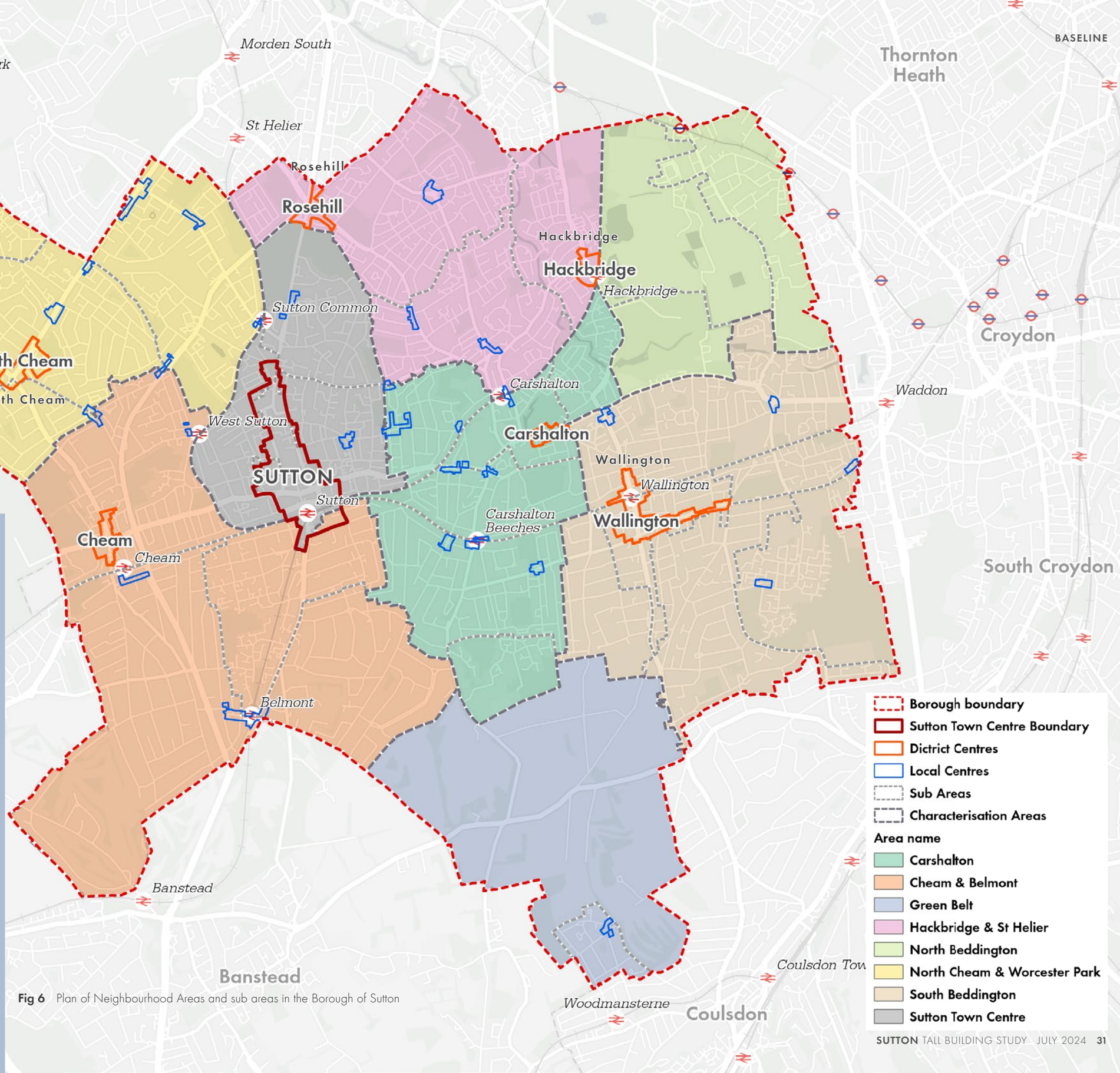


Fig 6 Plan of Neighbourhood Areas and sub areas in the Borough of Sutton

6.4 Centres

The borough includes one Metropolitan Centre; Sutton Town Centre, seven District Centres and twenty-nine Local Centres. The District Centres are characterised by a range of shops, facilities and services. District Centres such as North Cheam and Worcester Park grew as linear centres along main roads, where as Carshalton and Wallington developed on the spring line. Suburban areas around the District Centres grew overtime and encouraged smaller shops and services to evolve, forming Local Centres.

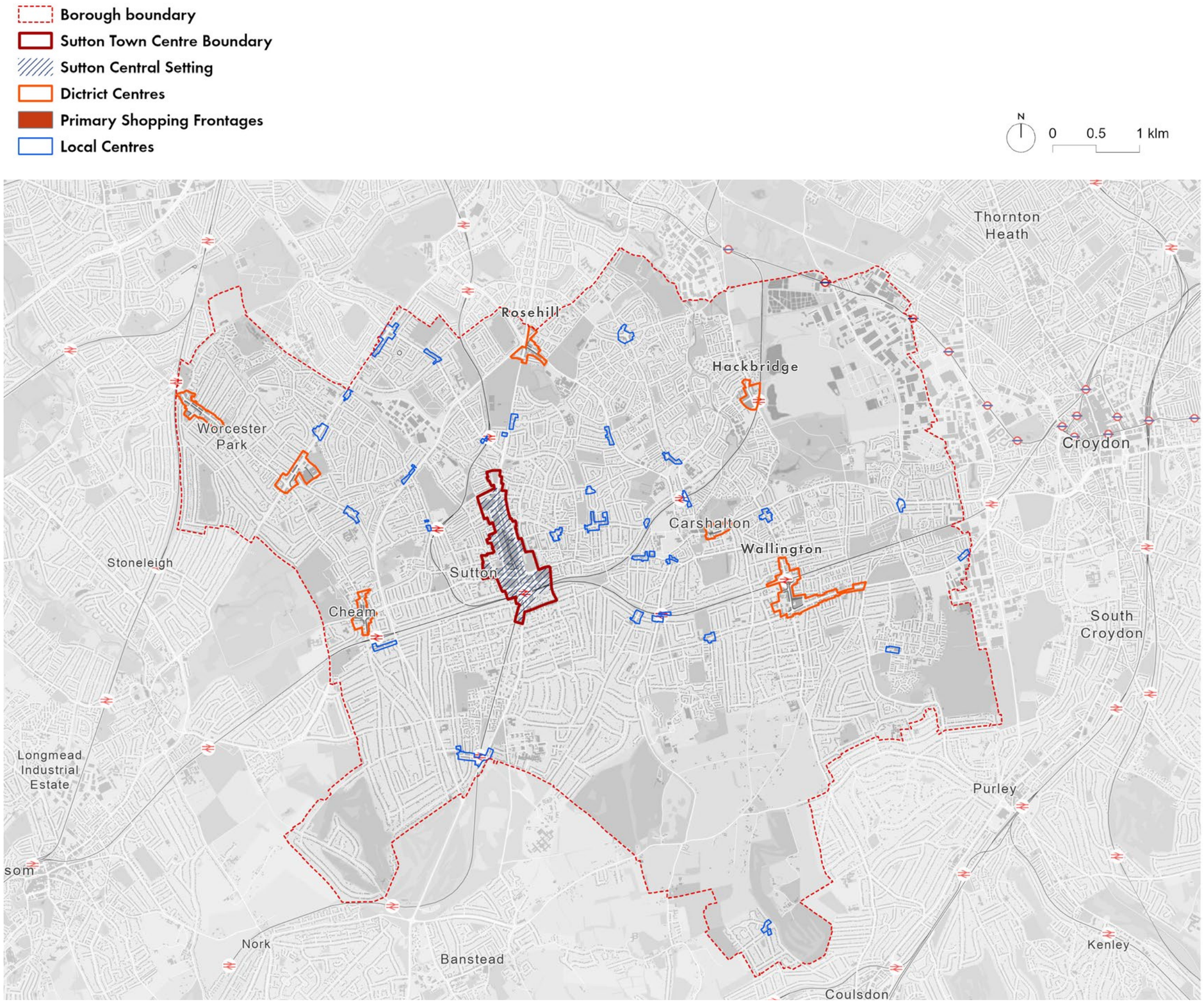


Fig 7 Plan of centres in the Borough of Sutton

6.5 Heritage

The Borough has a long and rich history as a collection of towns and more rural villages. This 'village' character and feel remains prevalent in many areas of the borough. The council is committed to preserving the special character and appearance of the borough, and in doing so has designated a number of buildings, which are of both national and local significance. The borough includes 15 Conservation Areas, 181 Listed buildings and over 100 Locally Listed buildings. Sutton Town Centre was the first town centre in the UK to become a Heritage Action Zone. The Borough's approach to Tall buildings must be sensitive to the preservation of the historic and suburban character of the borough. Tall buildings, by nature, can have transformational impacts upon an area, and it is important to minimise harm to heritage assets (Historic England, Advice note 4).

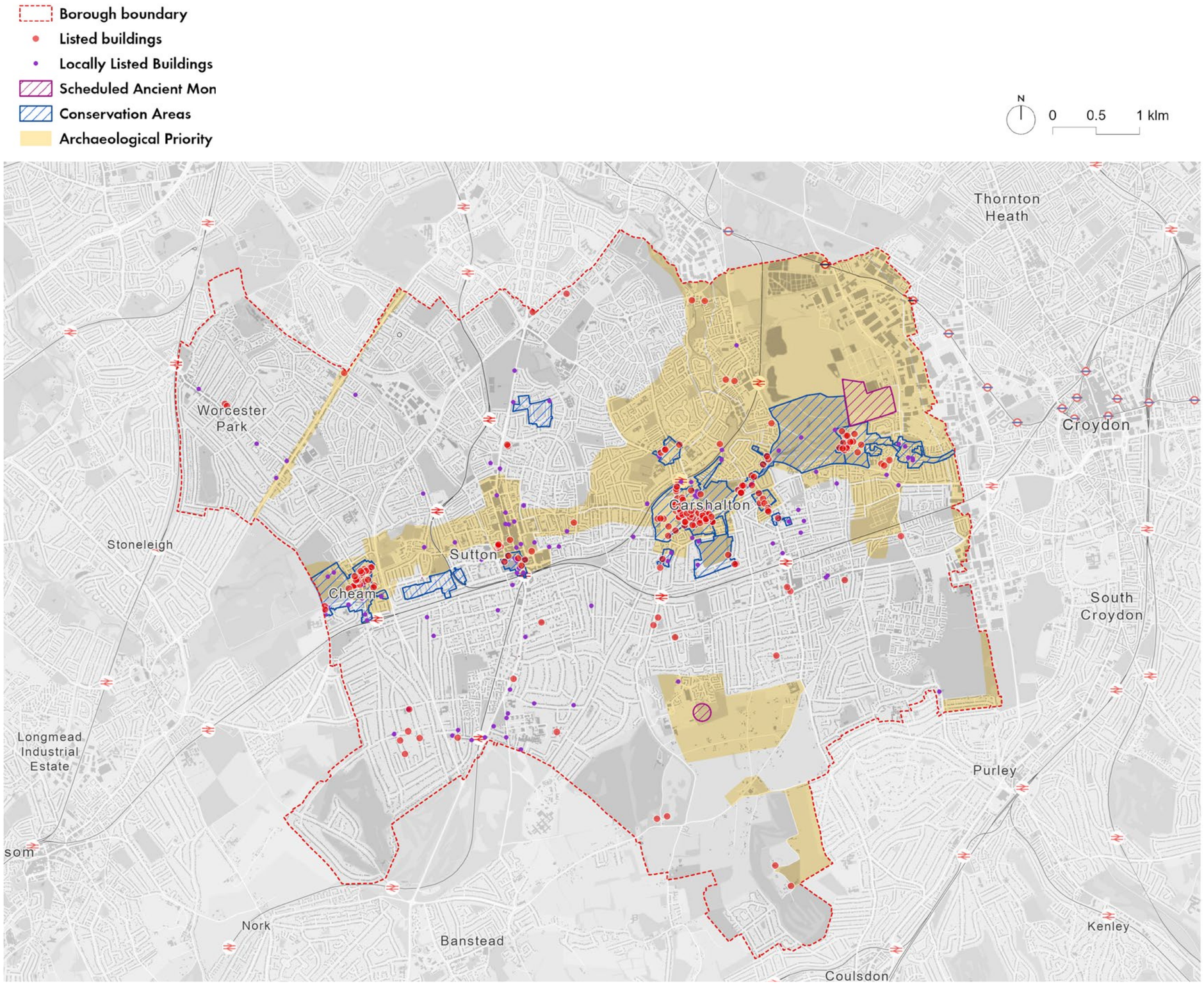


Fig 8 Plan of heritage assets in the Borough of Sutton

6.6 Green spaces

Sutton includes a rich variety of parks and open spaces. There are two areas of Green Belt, located in the south and southwest of the borough. These areas represent the most undeveloped areas in the borough and are highly unsuitable for tall-buildings. Metropolitan Open Lane (MOL) are areas of strategically important open space, which is of metropolitan significance in terms of openness, leisure, recreation and nature conservation. These areas have a similar level of protection to areas within the Green Belt. There are also a number of Metropolitan Green Chains within the borough, which are areas of open space, which are interlinked and for use by walkers and pedestrians. These green spaces will help to support Sutton's growing population, but planning policies do not support inappropriate development. There are also several urban green spaces located in residential areas within the borough, which are open spaces only open to certain sections of the public, such as sports clubs. These uses also help to support the community.

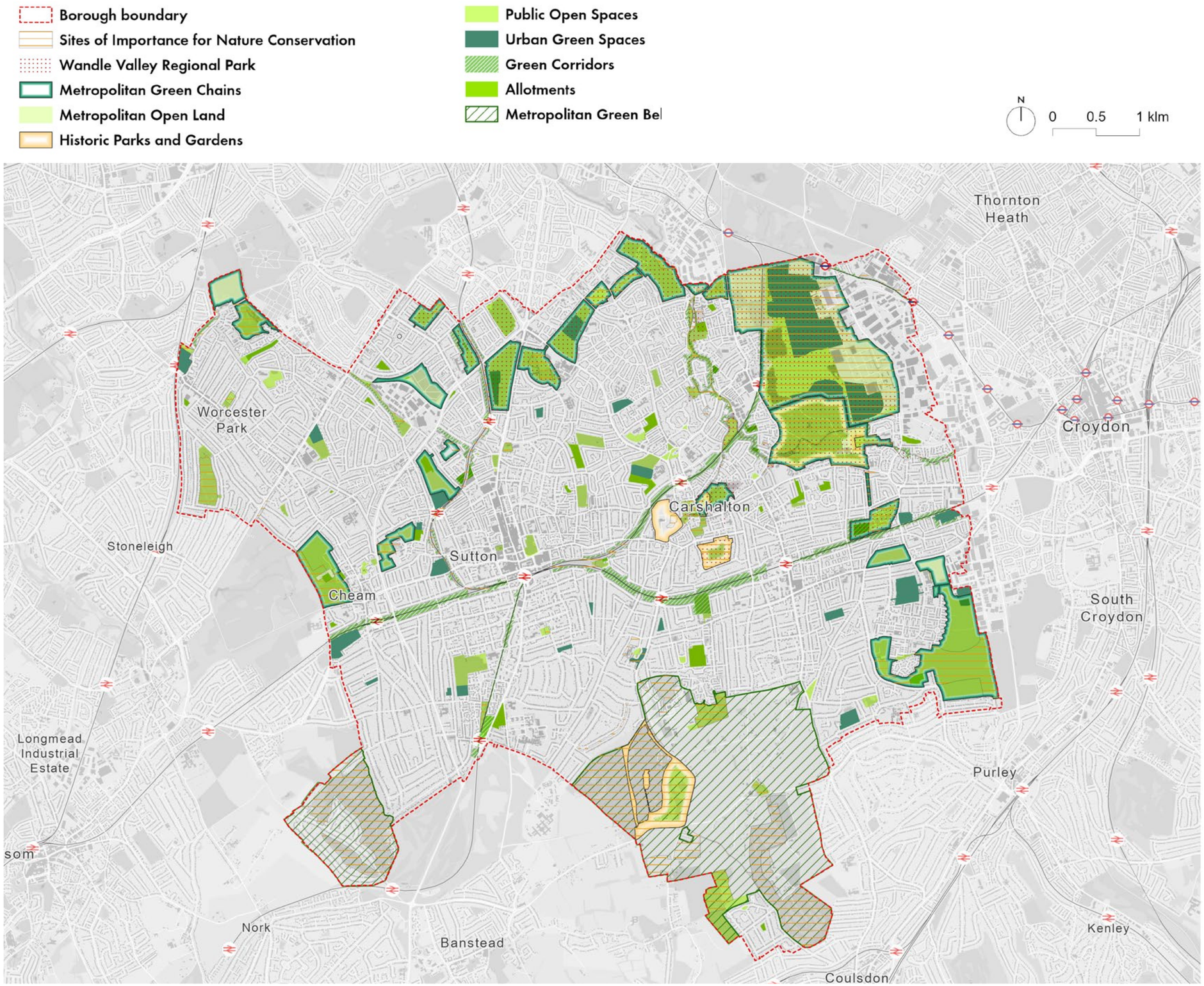


Fig 9 Plan of green spaces and ecological designations in the Borough of Sutton

6.7 Development

The council have allocated a number of strategic sites for housing delivery and have promoted the redevelopment of Sutton Town Centre in which they have identified areas of potential intensification and areas with tall building potential; both within the town centre and the district centres. These measures are intended to encourage housing growth, specifically around Sutton Town Centre, Hackbridge District Centre, Wallington District Centre, including a number of other district centres. Potential Renewal areas include a number of estates includes Chaucer Estate, Benhill Estate, Rosebery Gardens, Collingwood Estate and Sutton Court.

The proposed tram-line extension identified on the map would serve Rosehill in the north of the borough, Sutton Town Centre, and the London Cancer Hub in the south of the borough.

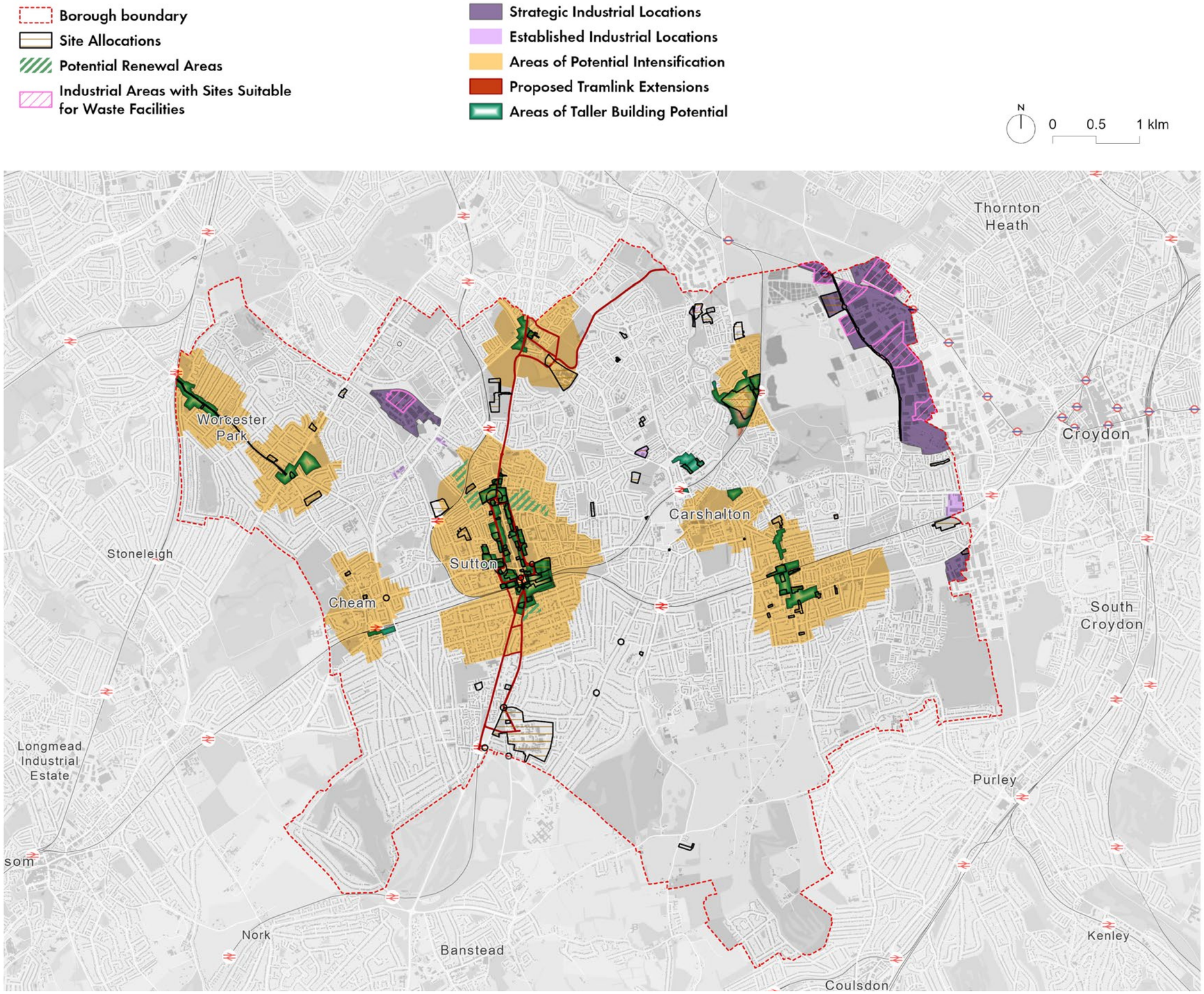


Fig 10 Plan of development policies in the Borough of Sutton

6.8 Topography and Flooding

The topography of Sutton varies from north to south, with a gradual slope towards the Thames, located north of the borough. The northern part of the borough sits around 30-40m as if generally flat, which the exception of Rosehill in the north, which rises up to 50m above sea level. The higher ground is located south, where the borough meets the foot of the North Downs, with areas in the green belt around Woodcote, Oaks Park and Cuddington, sitting at around 140m. Due to the topography of the borough, there are a number of long-range views across and out of the borough, which are deemed to be of strategic significance. The views from the south of the borough extend towards the West London Ridge and into Central London, including the Telecom Tower and Canary Wharf Tower.

The River Wandle, Pyl Brook and Beverley Brook all contribute to flood risk within the borough. Over 2000 homes are located in areas at higher risk of flooding (London Plan, 2016).

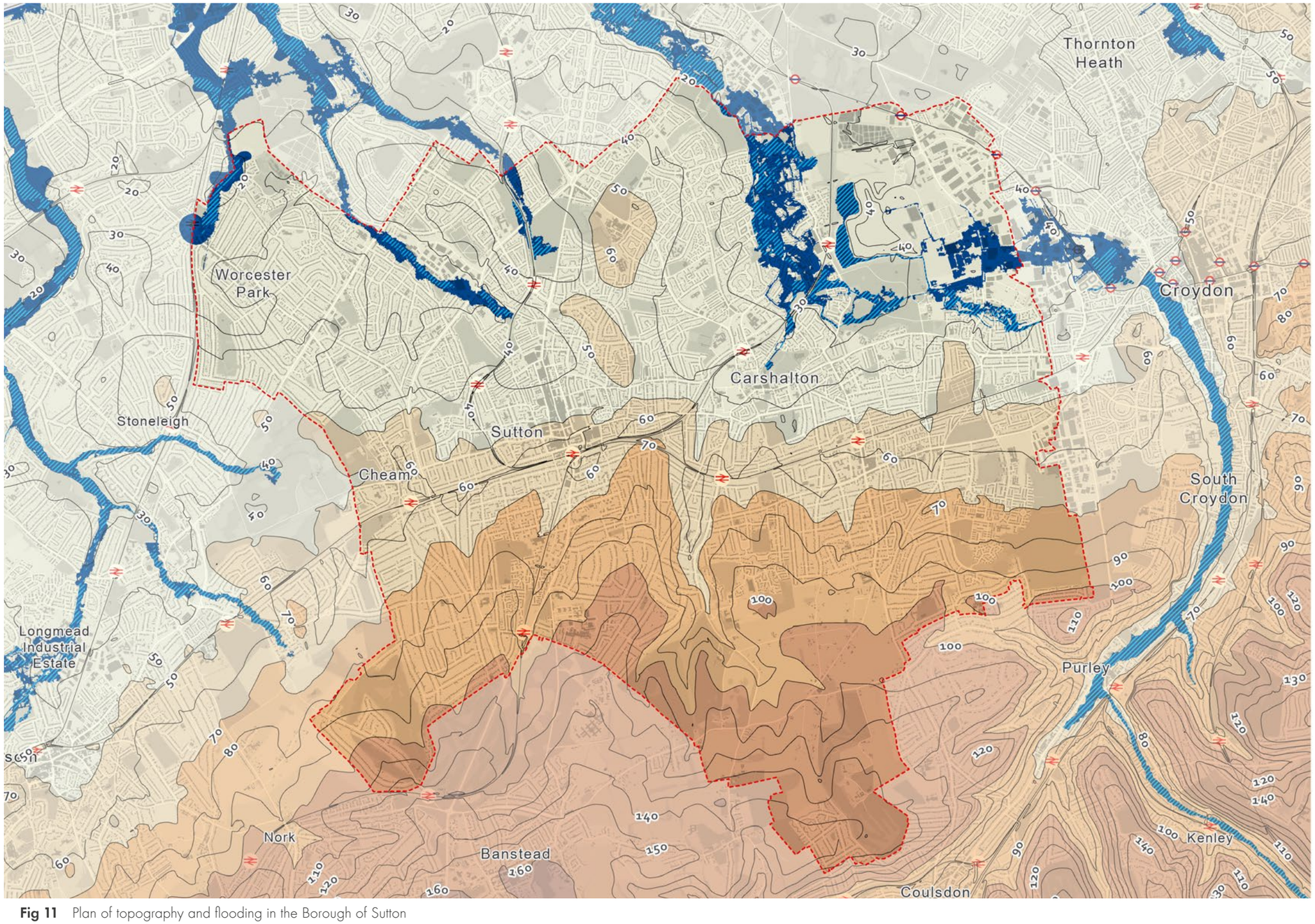


Fig 11 Plan of topography and flooding in the Borough of Sutton

6.9 PTAL

Public Transport Accessibility Level (PTAL) is a measure of connectivity by public transport. PTAL ranges from zero to six, with the highest value representing the best connectivity.

A location will have higher PTAL if it:

- is a short walking distance to the nearest stations or stops
- waiting times at the nearest stations or shops are short
- more services pass the nearest stations or stops
- there are major rail station nearby
- any combination of the above

Within the borough, PTAL ranges considerably, with areas around the peripheries covering 0-1b, and areas around district centres predominantly scoring 2 or 3. Sutton Town Centre is the only location which includes areas scoring 5 or above. In these areas of higher PTAL, multiple forms of public transport converge, and are thus able to support more people, and thus higher density development - making them more suitable for tall buildings.

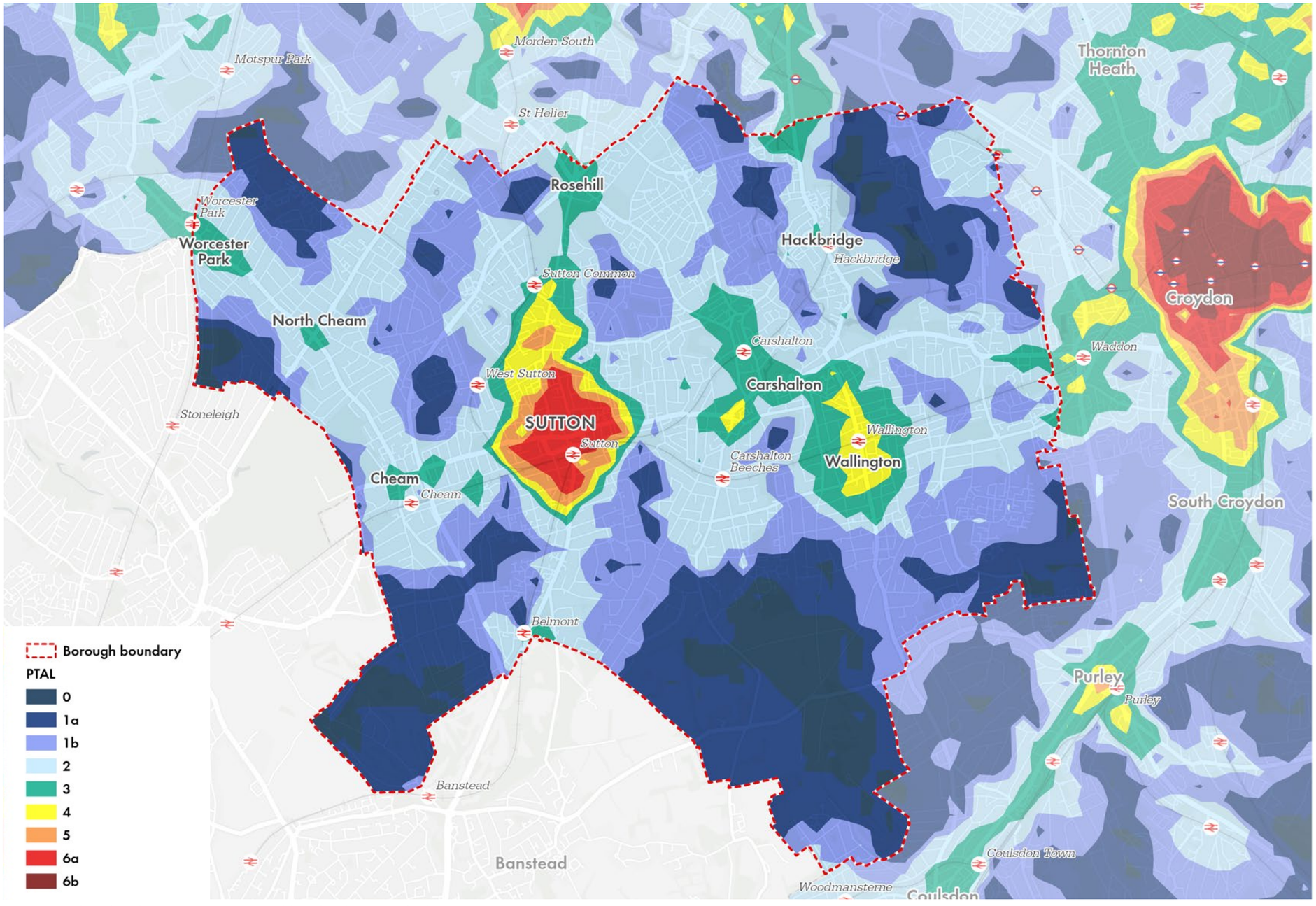


Fig 12 Plan of Public Transport Access Level (PTAL) in the Borough of Sutton

6.10 Density (Floor Area Ratio)

Sutton's population has increased over the last decade (from 2011 to 2021) by 9.6%, which is greater than the average population growth of London (7.2%) and England (6.5%). Consequently, the density of Sutton has increased over time, with Sutton Town Centre, Sutton West and East Cheam and Hackbridge and Wrythe the most densely populated areas.

Density can be measured by Floor Area Ratio (FAR) which is expressed as the ratio of a building's total floor area to the size of the plot upon which it is built. This metric presents a more complete reflection of density compared to dwelling per hectare (DPH) as it does not take into consideration building type or use. Therefore, areas with a high FAR do not necessarily represent a high population or housing density. Low density is considered between 0.0-0.4, moderate density between 0.4 and 1.0 and higher density >1.0. This is evident in Sutton Town Centre on the high street, which is the most densely developed with retail and office. Pockets of higher FAR in the region of 0.4-0.7

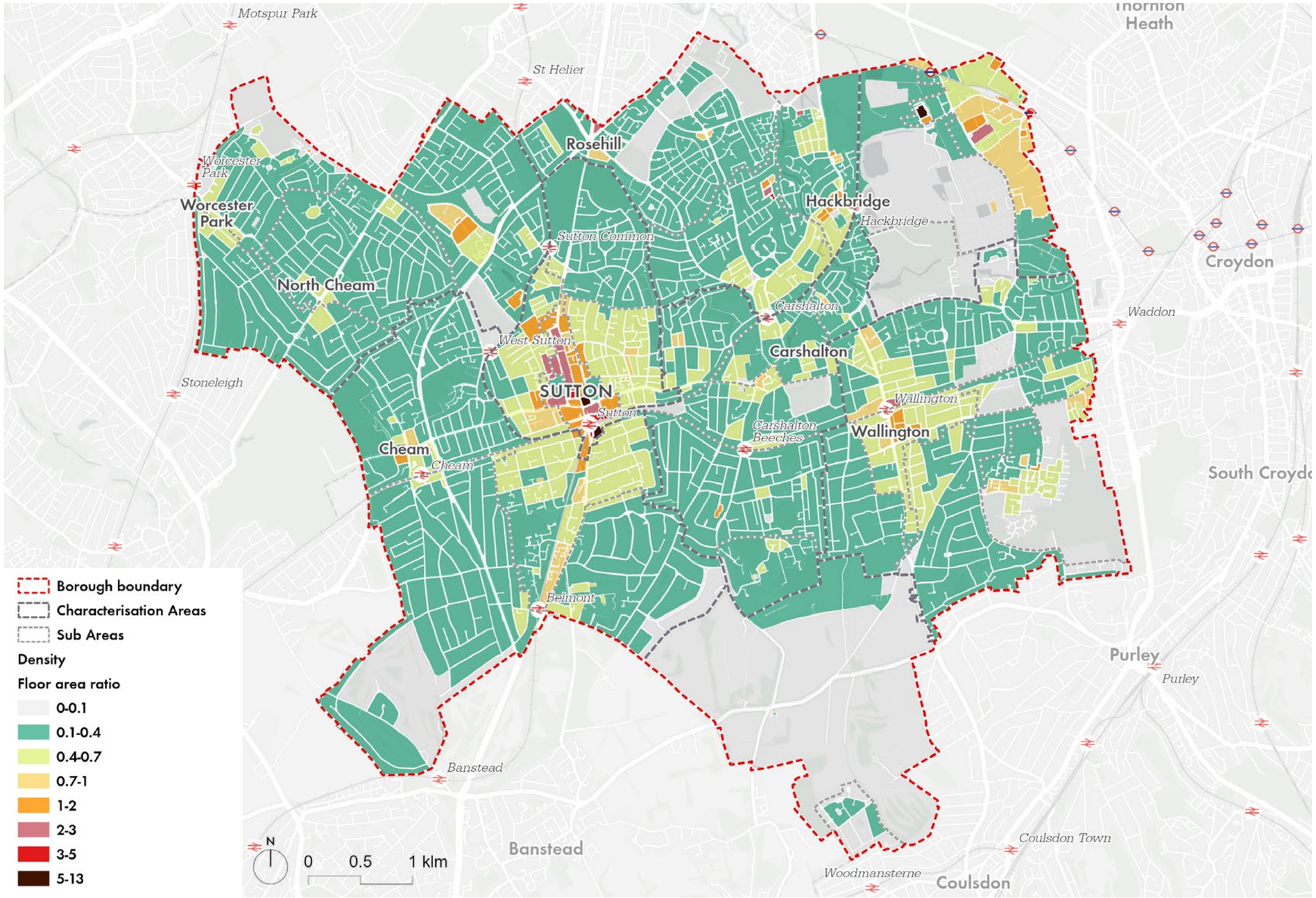


Fig 13 Plan of density measured as floor area ratio in the Borough of Sutton

6.11 Density (Dwellings per hectare)

Dwellings per hectare (DPH) is an established metric used to measure housing density. In contrast to the FAR, Sutton high street has relatively low DPH, with the exception of one block, located off Throwley Road where Aspects apartments is located. The areas of lower DPH (<30) represent suburban locations where larger detached or semi-detached homes with generous gardens are located. Areas of medium density (30-50) are evident where homes may be terraced or semi-detached with smaller gardens, such as in Roundshaw and between Rosehill and Hackbridge. DPH of >50 represents higher areas of density, where flat blocks are likely located. The DPH increases around the periphery of the town centre, bound to the north west by the train line. Housing estates such as Benhill etc. will contribute towards a higher DPH. DPH is also high south of Sutton station, with blocks of apartments including Northumberland House, Quadrant House and Brendon House all located in this area.

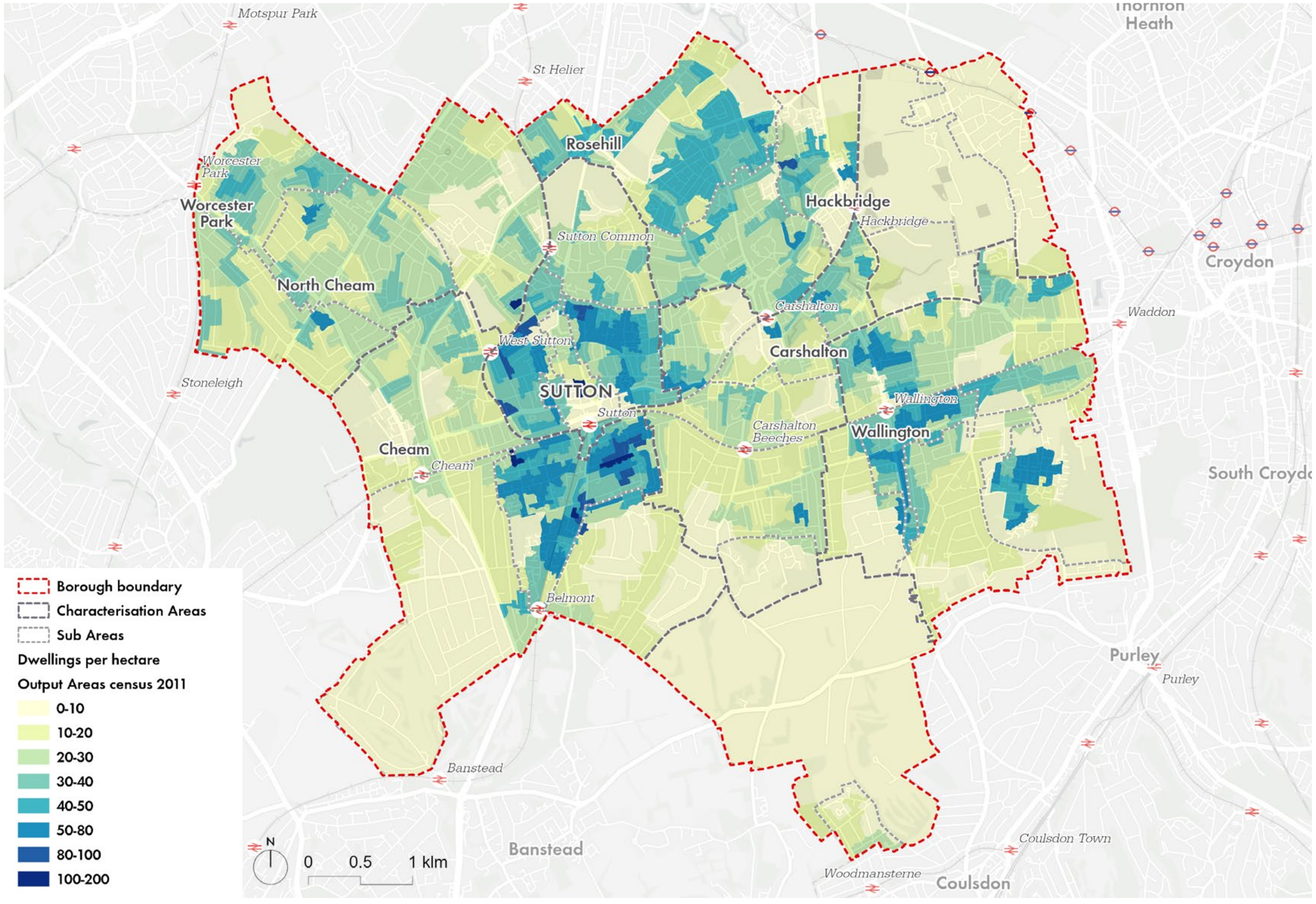


Fig 14 Plan of density measured as dwellings per hectare in the Borough of Sutton

HEIGHTS ANALYSIS AND DEFINING TALL

7 METHODOLOGY

7.1 Methodology for defining tall buildings in the borough

Under Policy D9, the London Plan requires development plans to define what is considered a tall building. This definition must cover all parts of the Borough but may vary for different locations. This chapter presents analysis of the existing pattern and distribution of building heights and density across the borough. This includes analysis of prevailing building heights and degree of variation within defined areas of the borough. These areas are defined by the boundaries of the district centres and the sub-areas established in the Sutton Characterisation Study.

7.2 Defining tall

The London Plan states that the height of tall buildings 'should not be less than 6 storeys or 18 metres measured from the ground to floor level of the uppermost storey'. The GLA's 'Characterisation and Growth LPG' provides a definition of tall which is more reflective of the overall massing of the building. It defines tall as '**the total height of a building in metres from ground level to the top of the building, including any rooftop equipment**'. This definition should not be less than 6 storeys or 21 metres, as measured from the ground to the top of the building'. This study will use this definition as opposed to the London Plan Policy D9, as Policy D9 does not account for the height in metres above the floor level of the upper most storey which might include pitched roofs or roof structures/plant.

Further to this definition, the LPG states that 'tall' as defined by Policy D9 of the Local Plan, should 'identify the height at which a building becomes substantially taller than its surroundings, and causes a significant change to the skyline'.

7.3 Defining neighbourhoods

The borough has a varied character, from tall apartment blocks located around Sutton Town Centre, to areas of two-storey houses located in the green belt. However, much of the borough is suburban, with a 'village feel'. Tall is therefore relative within the borough. For example, in a suburban area, such as Cheam, where the majority of homes are 2 storeys, a building of 6 storeys would be considered tall. However, if this were to be located within Sutton Town Centre it may not be if it is located adjacent to a 19 storey building such as Quadrant House. The definition of tall may therefore vary across the different district centres and sub areas within the borough. In order to determine what tall is, an approach must be used which is sensitive and responsive to the prevailing heights within that area.

The London Plan Policy D9 states that tall is defined as being substantially taller than its surroundings. The Characterisation and Growth LPG highlights that where there are areas or clusters of existing tall buildings, these should not be considered in isolation from the height of the wider area.

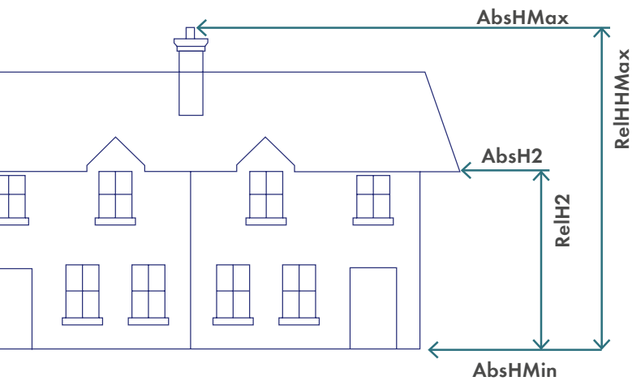
In order to determine the boundaries associated with the prevailing heights we have used the Council's existing and recently defined Character Study sub-areas. We have separated from these sub-areas the Borough's town centre and district centres as they are likely to not represent the prevailing height of the neighbourhood.

We have also analysed each of the neighbourhoods using VU.CITY, a useful software which shows 3D views of places, and includes it's emerging development context, including recently completed buildings, those that are under construction and those with planning consent. VU.CITY has been used to analyse the topography of the neighbourhoods, existing and proposed building heights, as well as to understand the massing and context of future development.

7.4 Measuring building heights and prevailing building heights

Building heights can be measured and understood broadly in two ways, with both methods using data contained with Ordnance Suervey base mapping. the RelHHMax value of buildings is a measurement of the absolute height of the highest point on the building, which could include structures such as chimneys, plant housing and machinery. Alternatively, a building can be measured using RelH2 values, which is the absolute height to the base of the roof; which is measure from the point where the roof intersects the principle part of the building, i.e. the main structure.

Using RelHHMax values to assess and report on building height can cause issues is if you are translating your building height from metres into number of storeys. A 2 storey building with asteeply pitched roof and chimney could appear from the GIS data as a 3 or even 4 storey building.

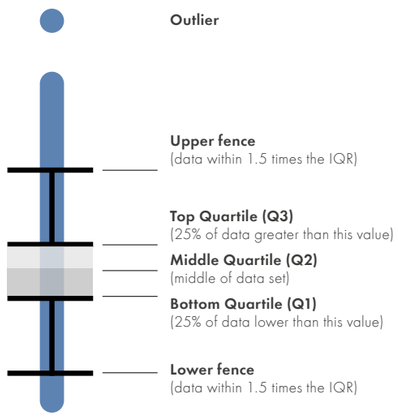


It could be said that RelH2 data gives a more appropriate reading of the number of storeys, however it doesn't give a true picture of the height of buildings, particularly if working in metres. This would potentially discount landmarks such as churches with tall spires, for example.

This study therefore uses different methods depending on what is being measured, to achieve the most accurate picture of building heights. AbsHMax is used to measure building heights and prevailing heights, as it takes into consideration roofs, spires and other structures, all of which contribute to the visual landscape. The study uses RELH2 to calculate density (FAR), as this will be more representative of the number of habitable rooms. This method does not however recognise if a habitable room has been built into the roof space.

7.5 Analysing the data

GIS is used to create a boxplot chart (see 9.6 for an explantion) which provides a view of the range and distribution of the existing building heights across the eight neighbourhood areas. From the dataset, an interquartile range of building heights is established. This interquartile range is used to eliminate unusually tall or low buildings (considered as outliers), which may warp the prevailing height of the area. Within the interquartile range there are three potentially useful values (Q1, 2, 3). The prevailing height is determined by the median building height (Q2) in the data set. The top quartile is interesting as it provides a more generous measure of the central 50% of the sample. This box plot analysis however does not take into consideration the weighted value used for the prevailing heights plan on page 61.



7.6 Providing a definition of tall for every part of the borough

This final part of the process in defining tall within the borough, takes a closer look at the data from each section, on a Neighbourhood Area scale. In addition, 3D software is used to understand how the London Plan definition of 'tall' looks within the different Neighbourhood Areas in the borough. This has been done by casting a graphic 'laser beam' 21m above ground level, which is the London Plan's tall building threshold height, to capture any buildings which sit above this point. This laser beam is however 2D in nature and does not adjust to the topography and thus can only be tested on areas of land which have the same ground level. As a result, this cannot be done on a borough wide scale, town centre scale and in some case district centre wide scale.

8 DEFINING NEIGHBOURHOODS

8.1 Defining neighbourhoods

Central to achieving good design and minimising the impact of Tall Buildings is a thorough understanding of the existing neighbourhoods and sub-areas in the borough. These neighbourhoods have been identified by Sutton's Characterisation Study. Each Neighbourhood Area has been further sub-divided to form smaller sub-areas. For this study, we have separated from these sub-areas the Borough's town centre and district centres, as they are likely to not represent the prevailing height and characteristics of the neighbourhood. The objective of this section is to provide a definition of tall for each of these sub-areas, district centres and Sutton Town Centre.

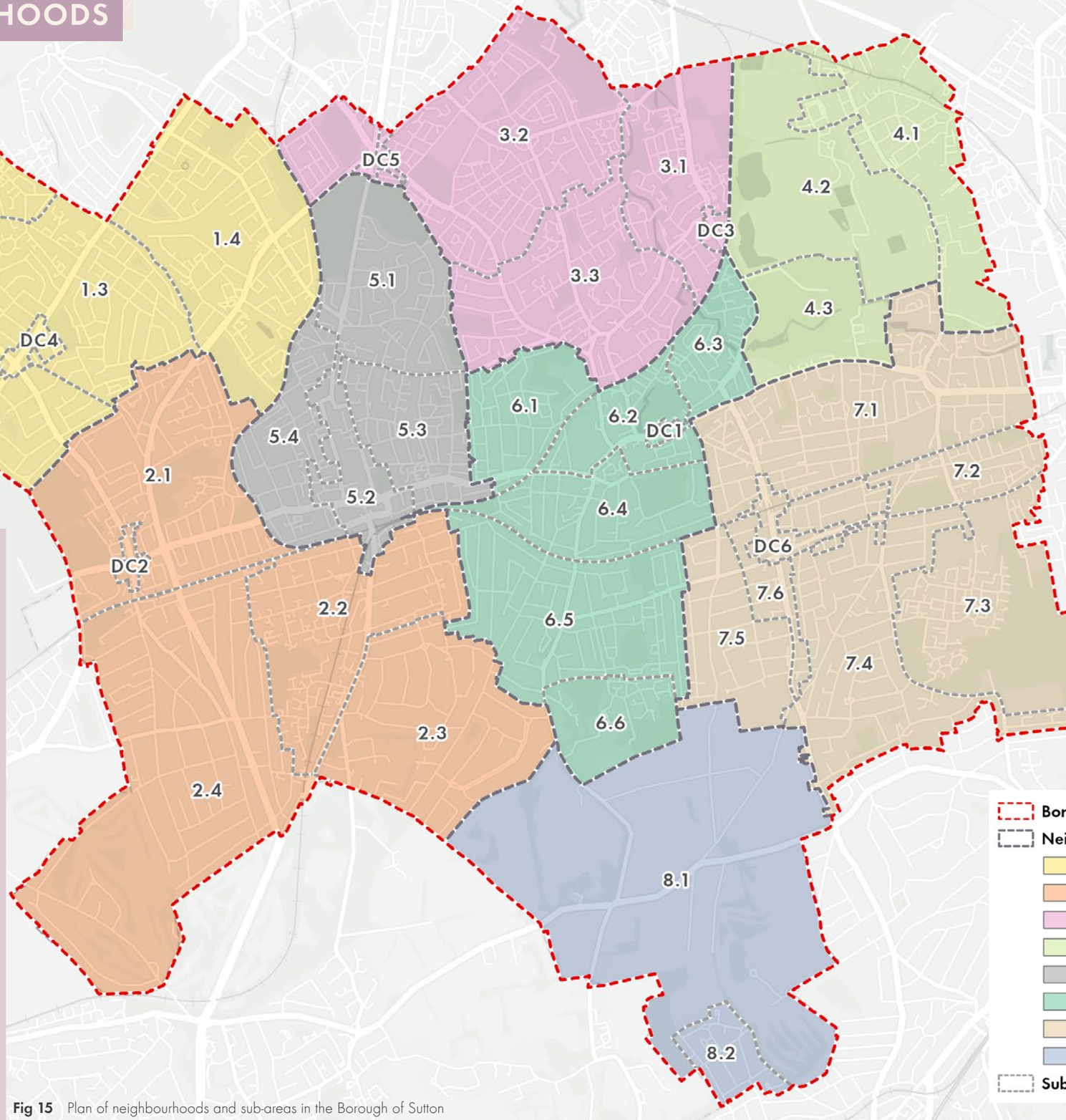


Fig 15 Plan of neighbourhoods and sub-areas in the Borough of Sutton

Neighbourhood Area	Ref	Sub-Area Name
1. North Cheam & Worcester Park	1.1	North Worcester Park
1. North Cheam & Worcester Park	1.2	South Worcester Park
1. North Cheam & Worcester Park	1.3	North Cheam
1. North Cheam & Worcester Park	1.4	Stonecot & Sutton Common
1. North Cheam & Worcester Park	DC4	North Cheam DC Boundary
1. North Cheam & Worcester Park	DC7	Worcester Park District Centre Boundary
2. Cheam & Belmont	2.1	Cheam Village & East Cheam
2. Cheam & Belmont	2.2	South Sutton & Belmont
2. Cheam & Belmont	2.3	East Belmont & Carshalton South
2. Cheam & Belmont	2.4	South Cheam & Cuddington
2. Cheam & Belmont	DC2	Cheam Village DC Boundary
3. Hackbridge & St Helier	3.1	Hackbridge
3. Hackbridge & St Helier	3.2	St Helier
3. Hackbridge & St Helier	3.3	The Wrythe
3. Hackbridge & St Helier	DC3	Hackbridge DC Boundary
3. Hackbridge & St Helier	DC5	Rosehill District Centre Boundary
4. North Beddington	4.1	Beddington Industrial Estate
4. North Beddington	4.2	Beddington Farmlands
4. North Beddington	4.3	Beddington Park
5. Sutton Town Centre	5.1	Sutton North
5. Sutton Town Centre	5.2	Sutton Town Centre
5. Sutton Town Centre	5.3	Sutton East
5. Sutton Town Centre	5.4	Sutton West
6. Carshalton	6.1	Westmead Road
6. Carshalton	6.2	Carshalton Village
6. Carshalton	6.3	Westcroft Road / London Road
6. Carshalton	6.4	Carshalton Park
6. Carshalton	6.5	Carshalton Beeches
6. Carshalton	6.6	Orchard Hill
6. Carshalton	DC1	Carshalton Village DC Boundary
7. South Beddington	7.1	Wallington North & Beddington
7. South Beddington	7.2	Sandy Lane / Upper Road
7. South Beddington	7.3	Roundshaw
7. South Beddington	7.4	South Wallington
7. South Beddington	7.5	Southwest Wallington
7. South Beddington	7.6	Wallington Central
7. South Beddington	DC6	Wallington DC Boundary
8. Woodcote and Clockhouse	8.1	Woodcote
8. Woodcote and Clockhouse	8.2	Clockhouse

9 BUILDING HEIGHTS ACROSS SUTTON

9.1 Existing Building Heights

The majority of the borough is characterised by low-rise residential suburban homes of 3 storeys or less, identified as green on the map. Pockets of higher buildings of 3, 4 and 5 storeys are found around the borough, notably around the periphery of Sutton Town Centre, and in linear patterns close to primary roads. Taller buildings of 6 storeys or more are most present in Sutton Town Centre and in some of the district centres, notably in Wallington, Hackbridge and South of Rosehill. The London Cancer Centre, located in the south of the borough near Belmont, also includes a number of buildings over 6 storeys.

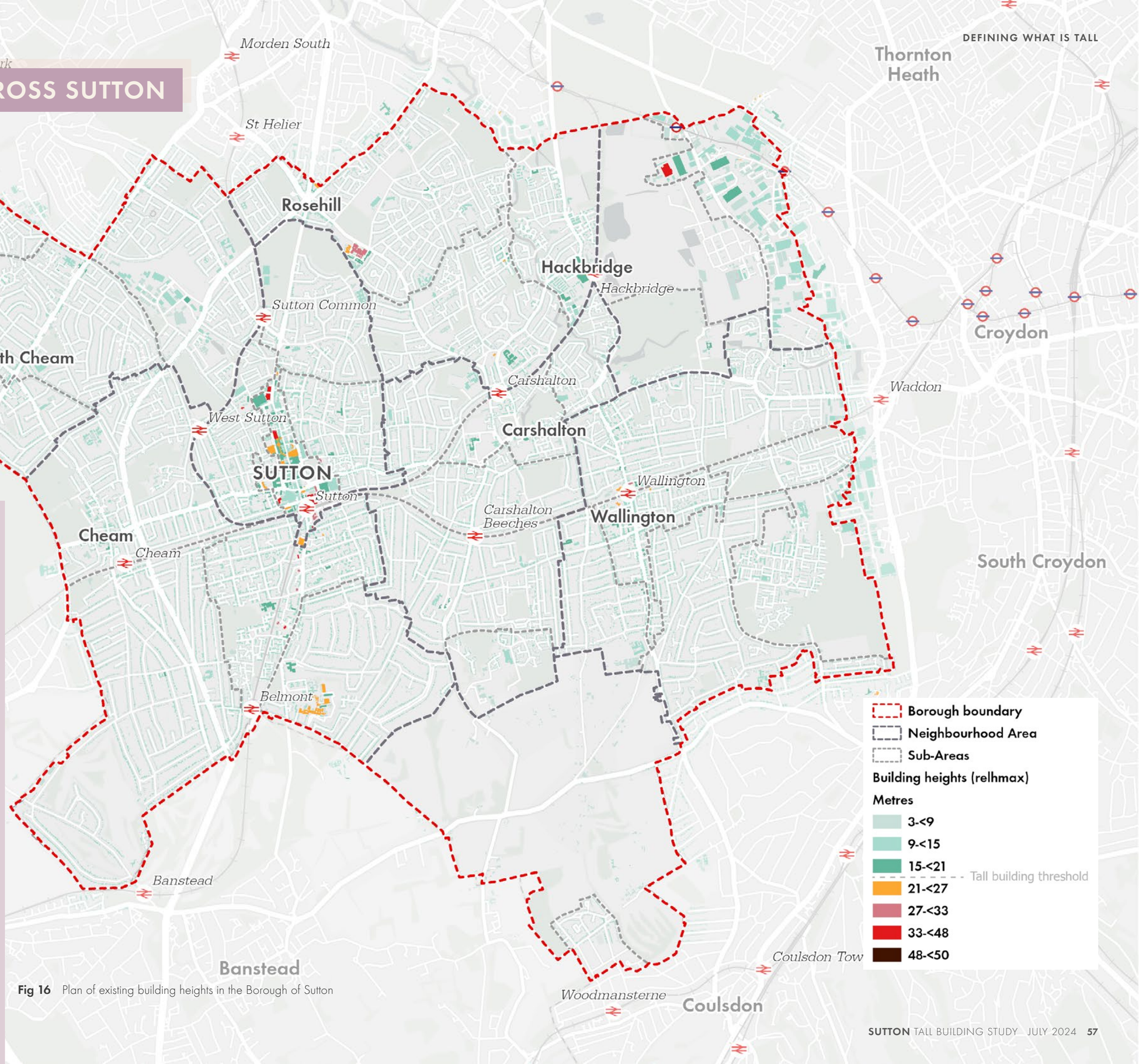


Fig 16 Plan of existing building heights in the Borough of Sutton

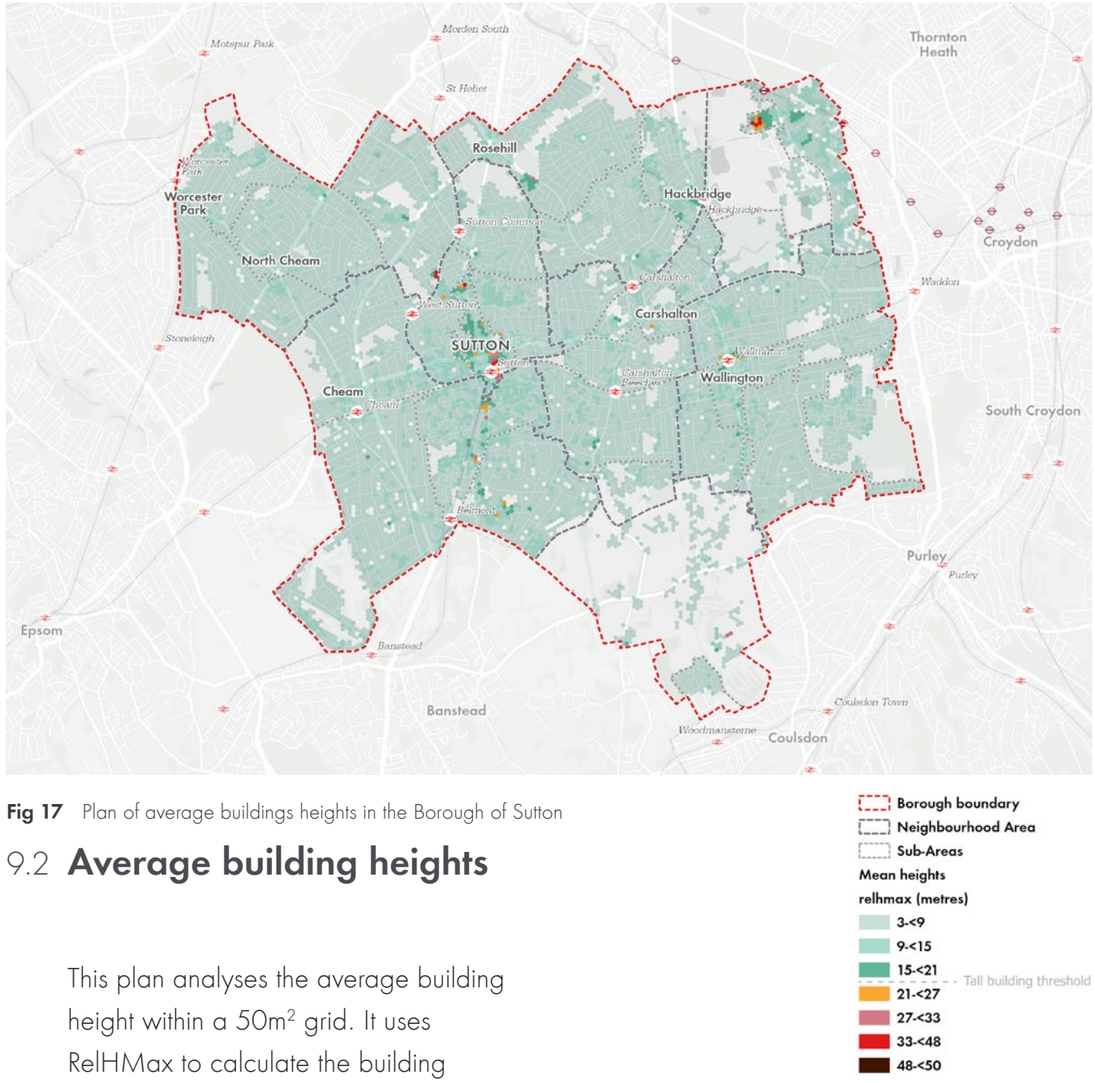


Fig 17 Plan of average buildings heights in the Borough of Sutton

9.2 Average building heights

This plan analyses the average building height within a 50m^2 grid. It uses RelHMax to calculate the building heights. The plan identified that the lowest building heights are located around the peripheries of the borough, particularly in the south towards Little Woodcote and Carshalton on the Hill. Buildings increase in height towards the district centres and town centres, particularly in Wallington, Sutton Town Centre and to the north east towards Croydon, where an industrial estate is located.

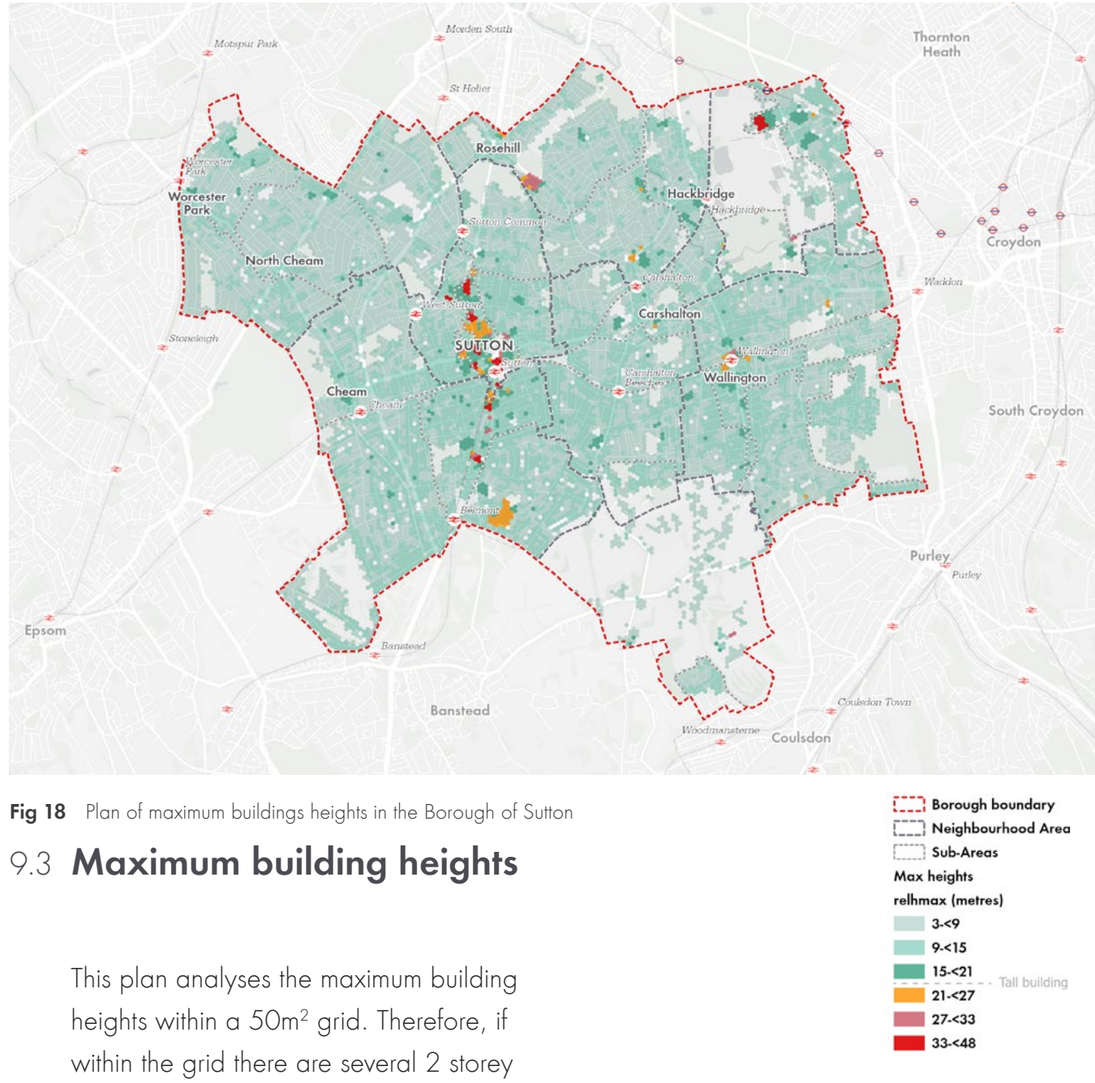


Fig 18 Plan of maximum buildings heights in the Borough of Sutton

9.3 Maximum building heights

This plan analyses the maximum building heights within a 50m^2 grid. Therefore, if within the grid there are several 2 storey buildings but on six storey building, the grid would be assigned a value of 6 storeys. This is also based on RELH Max. This shows a similar picture in the borough, but captures some of the taller buildings, within Wallington, Sutton Town Centre, and north of the centre near Sutton Common Station.

9.4 Prevailing heights

An understanding of prevailing heights is important to enable thresholds to be set above which buildings are considered tall. Existing building heights have been calculated using Ordnance Survey (OS) AbsHMax (absolute height maximum) height data; that is the absolute height of the highest point of the building, which could include structures such as chimneys.

Assessing prevailing heights is an averaging exercise – prevailing heights are an assessment of typical building height in any given area. In some locations it might be useful to use a way of calculating prevailing heights which takes account of the footprint of buildings. That is, if there are buildings with large footprints, the influence these buildings make to the process of establishing prevailing heights is proportionate to their footprint size. We refer to this way of assessing building heights as being 'weighted'. This method gives proportionally greater weight to buildings with larger footprints.

The calculation for assessing weighted prevailing heights is as follows:

$$\frac{\textit{sum [(Number of floors)*(Area of footprint)]}}{\textit{Sum of building footprints}}$$

This equation reflects the visual impact of the building when viewed on the ground as it ensures that heights of buildings with larger floor areas are given more weight.

It is important to note that buildings lower than 3.1m were excluded from the analysis to ensure structures such as garden sheds, outbuildings and garages – not habitable structures – are excluded from the assessments to ensure that they do not skew the results of the building height and prevailing height assessments.

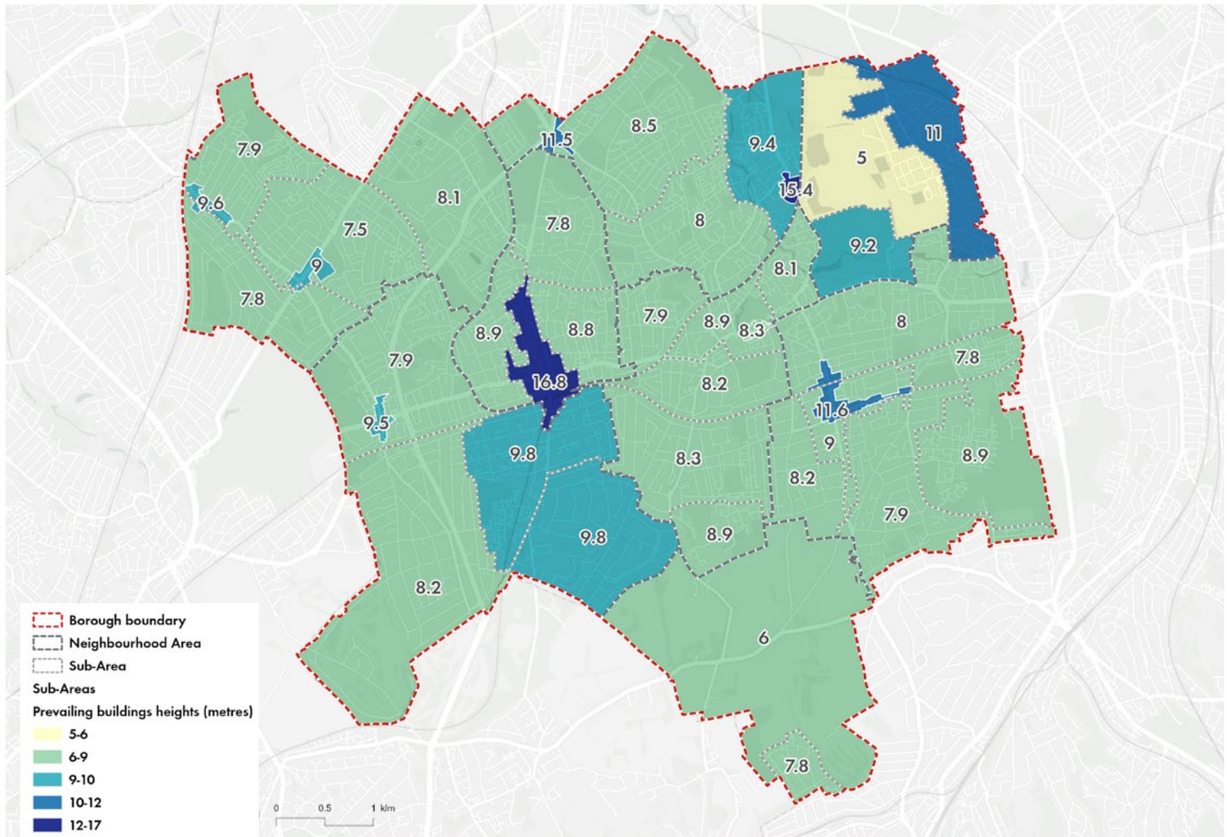
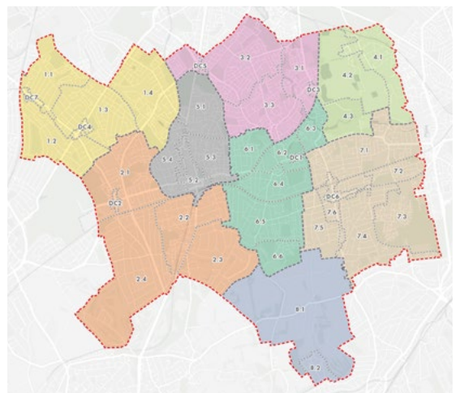


Fig 19 Plan of prevailing building heights in the Borough of Sutton

The adjacent plan (which is shown in greater detail on page 54) identifies the neighbourhoods and sub-areas which the boundaries of the prevailing heights are categorised by.



9.5 Height variance

It is important to assess how much variance in building height there is within each neighbourhood to understand the likely prominence of a tall building within an area. Height variance is calculated by standard deviation, a measure of dispersion which shows how close or far from the mean data you are. Therefore, areas with little standard deviation show consistencies in building heights, areas with a larger standard deviation show greater variation from the average building height. In areas around North Cheam, Rosehill, and east of Wallington there is little variance in the building height. Sutton town centre, Wallington, Hackbridge and Rosehill have areas of higher variances. A tall building in an area characterised by little height variance and by low prevailing heights is unlikely to be considered an appropriate form of development.

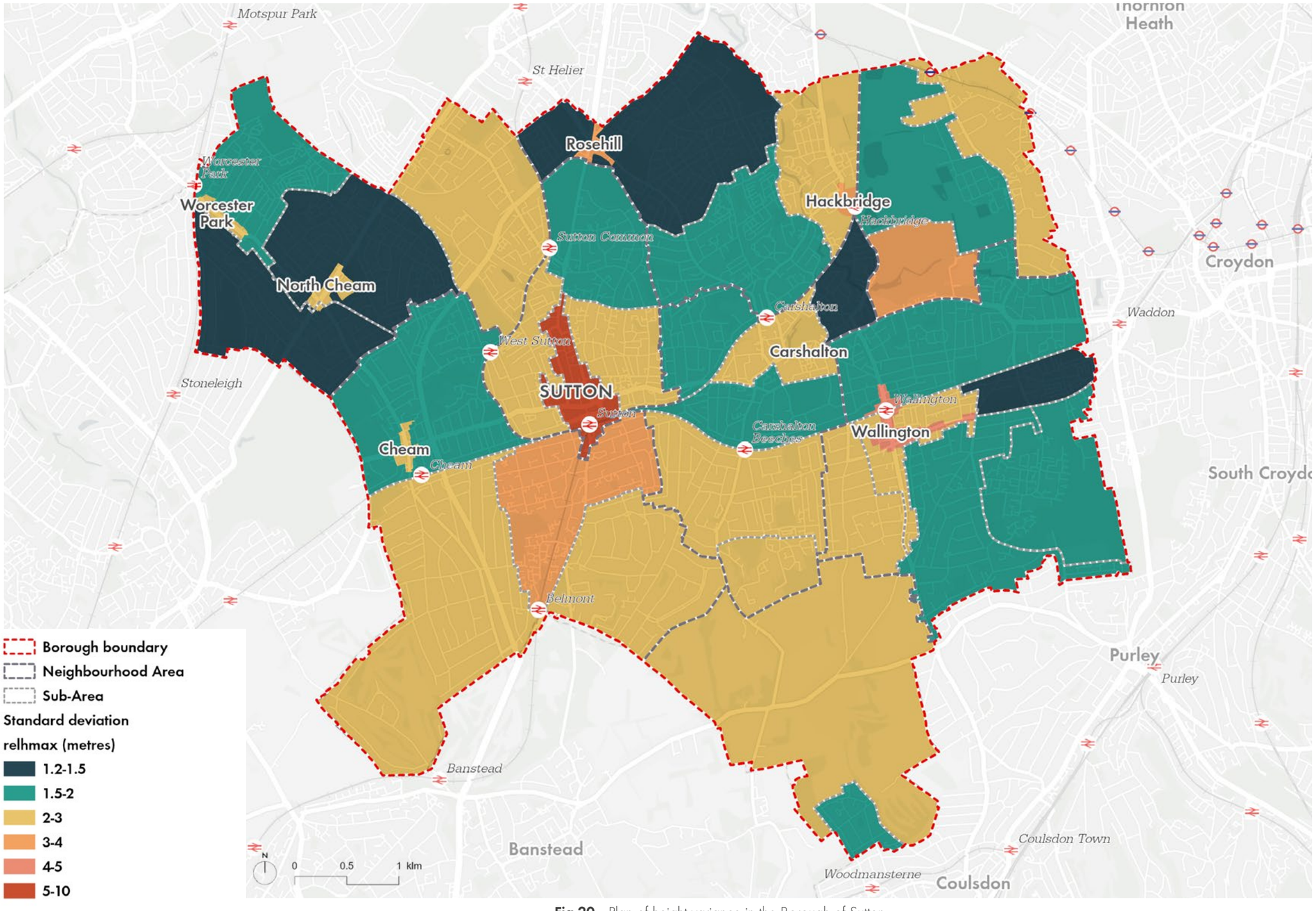
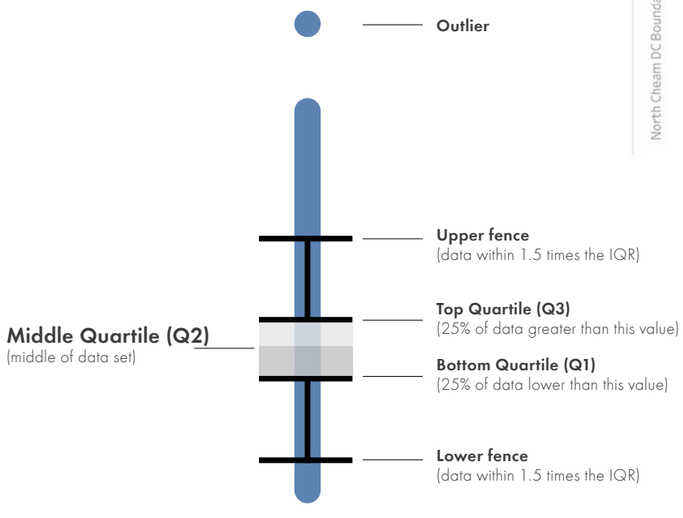


Fig 20 Plan of height variance in the Borough of Sutton

9.6 Boxplot analysis

The box plot analysis provides an overview of the average building heights across each of the Borough's eight Neighbourhood Areas. The diagram and analysis visually demonstrates and determines a value for prevailing building heights in all neighbourhoods and highlights the extent to which building heights vary within each neighbourhood. It shows which areas have predominantly taller buildings, notably in Sutton Town Centre, and those which have predominantly low-rise buildings, such as Beddington Farmlands. Some areas such as South Sutton and Belmont have a wide range of heights, whereas other areas have consistently low building heights, such as Clockhouse.



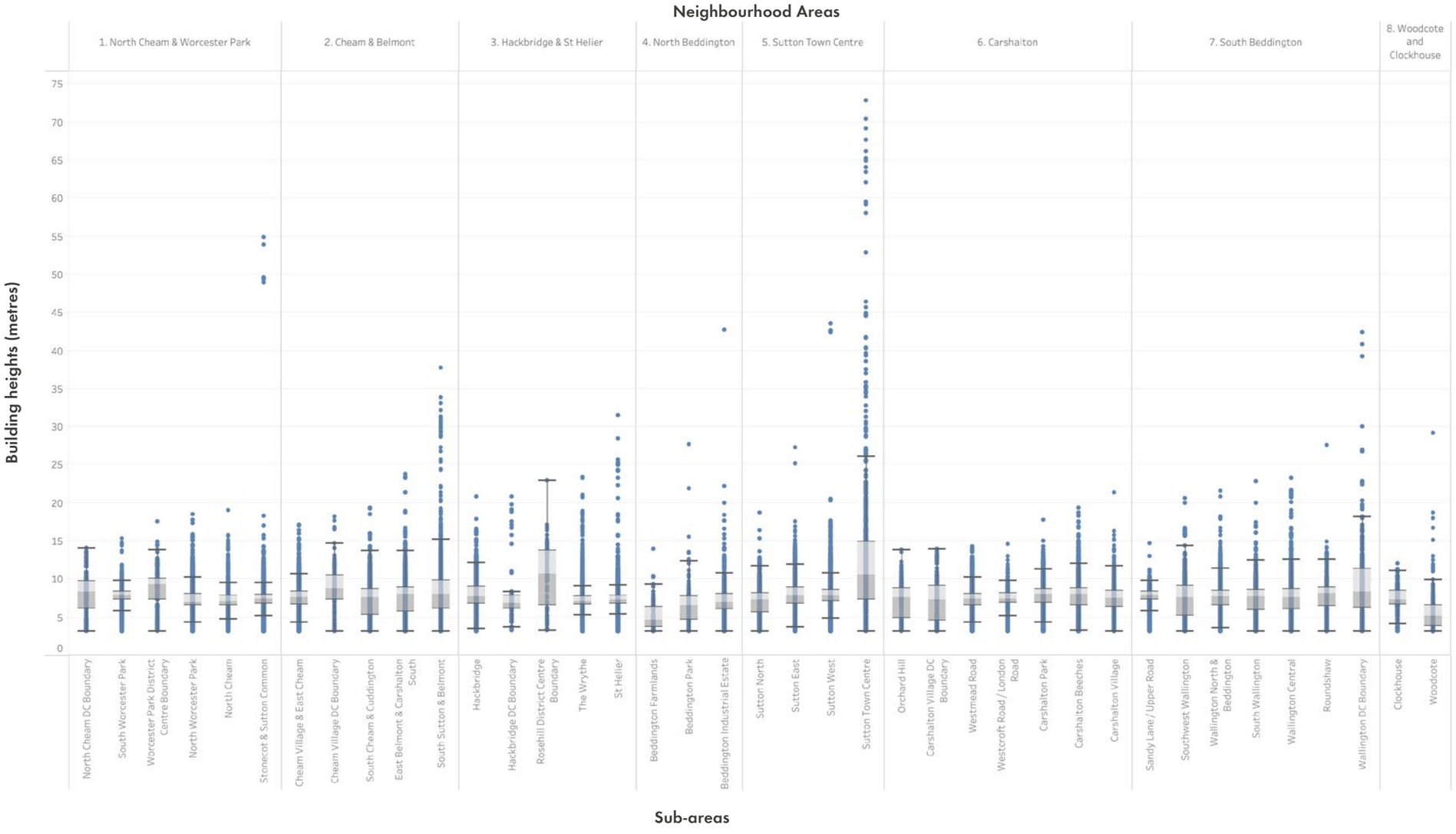


Fig 21 Box plot analysis of building heights in the Borough of Sutton, based on both the Neighbourhood Areas and sub-areas.

10 DEFINING TALL ACROSS THE NEIGHBOURHOODS

Sutton Town Centre

There is around 30m height difference in the ground level from the south of Sutton Town Centre, near the station (64.3m AOD), to the north of Sutton Town Centre, near the Sainsbury's (34.3m AOD). The changes in topography in Sutton Town Centre make this task of casting a laser beam at 21m above ground level more difficult, and requires testing multiple areas to ensure that the threshold accurately captures the correct building height.

To do this, spot heights have been taken from ground level at multiple points along the length of the high street and at the base of taller buildings (see Fig 22). The laser beam is then cast 21m above each of these points.

The building heights plan shows heights in 2D. Buildings in pink, red and black are above the 6 storey threshold. This includes over 20 buildings within the town centre boundary. There are also a number of buildings, closer to the periphery of the boundary, below 3 storeys, bringing the prevailing height down. Findings from 3D analysis on Vu city are shown on the following page.

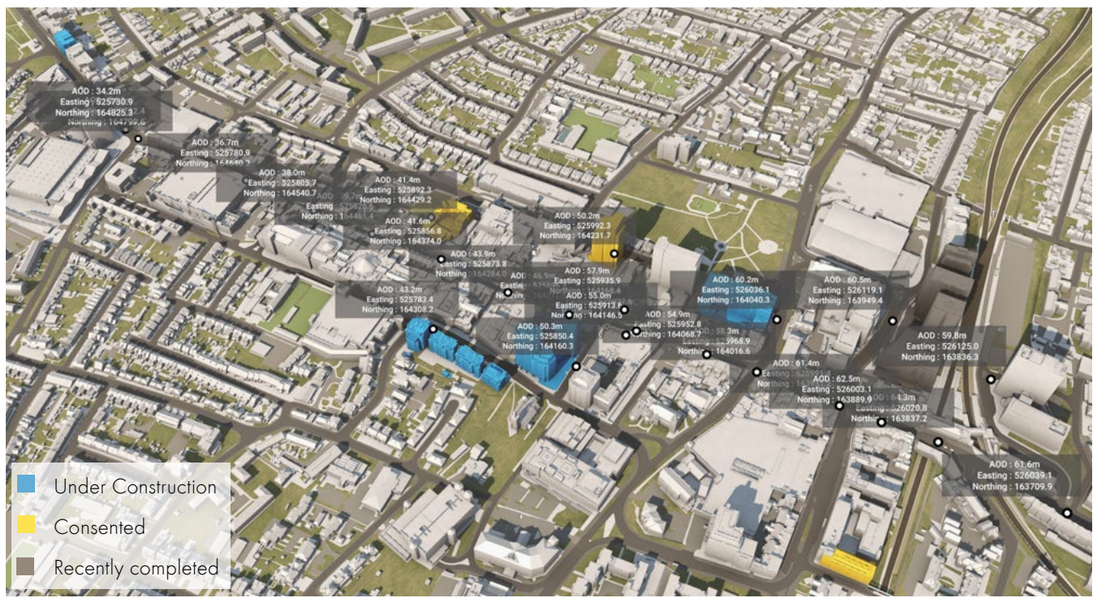


Fig 22 3D view from Vu City showing the varying heights along Sutton High Street.

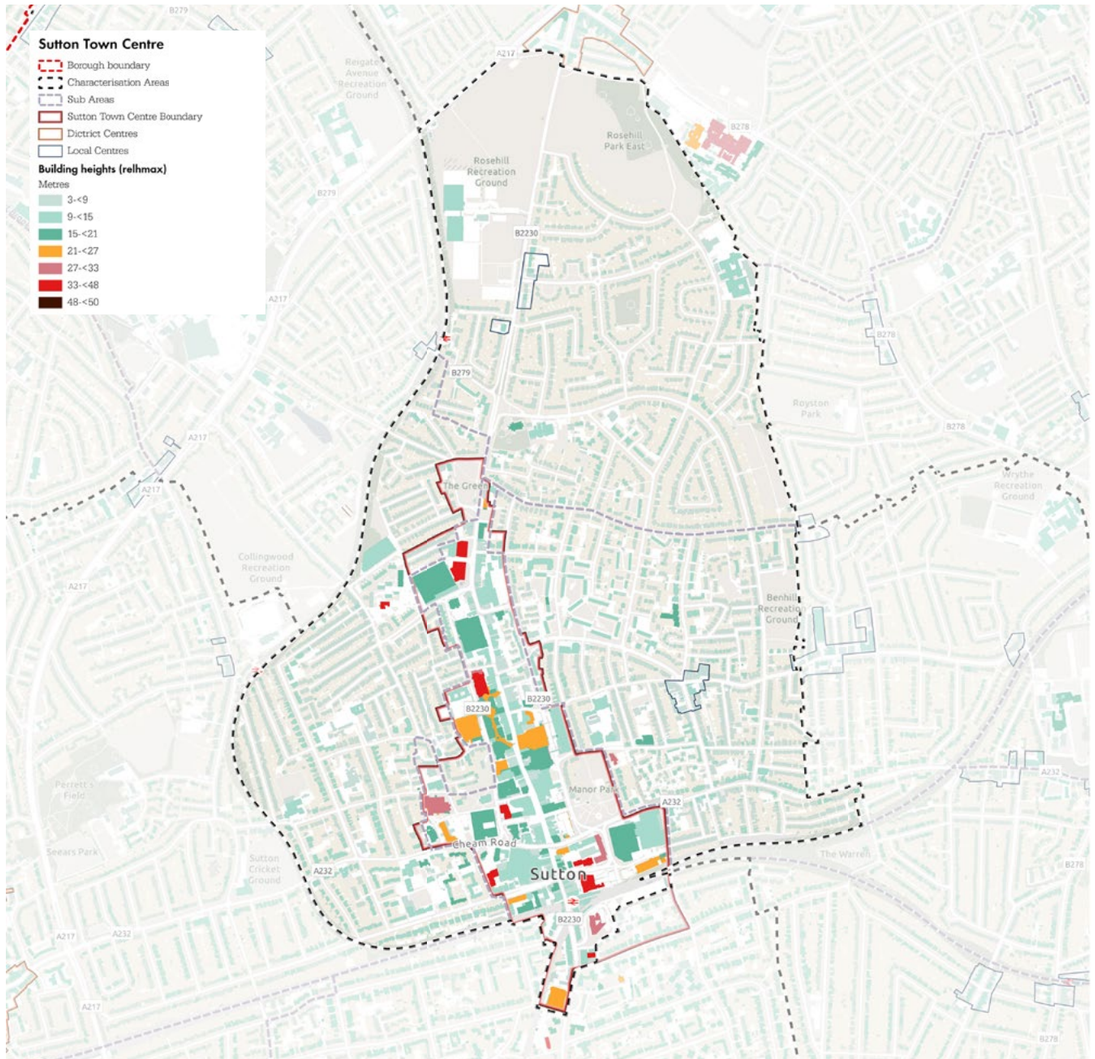


Fig 23 Building heights plan of Sutton Town Centre

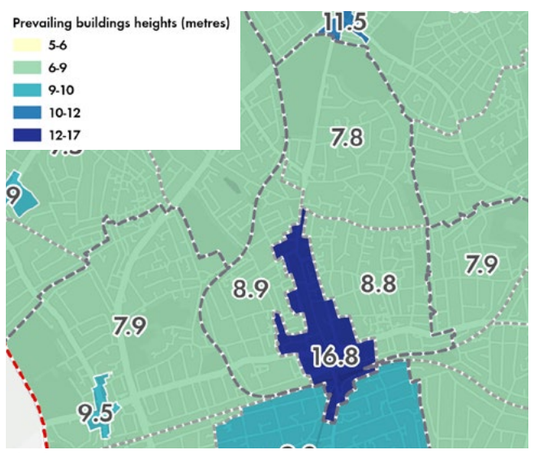


Fig 24 Prevailing building heights plan of Sutton Town Centre

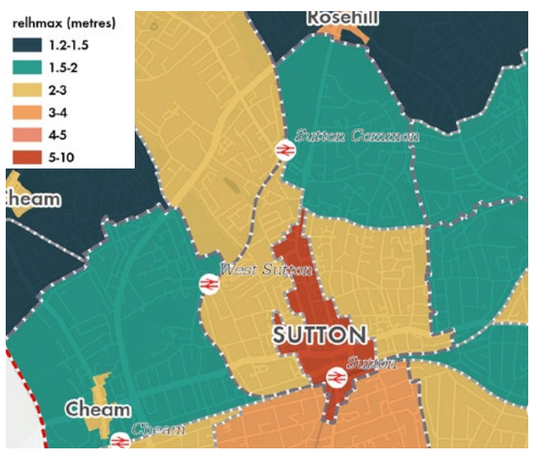


Fig 25 Height variance plan of Sutton Town Centre

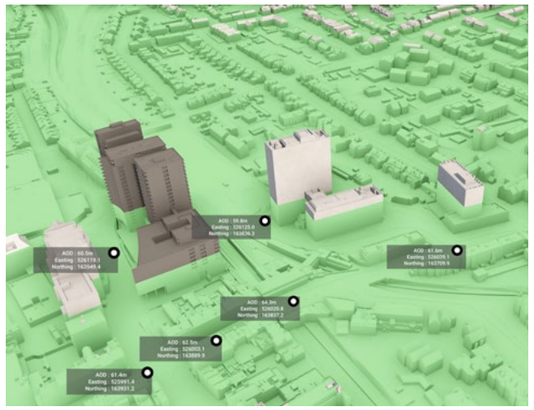


Fig 26 Laser relevant to building in the south of the town centre, near the station.

Fig 27 Laser beam captures several buildings, including Quadrant house (right) and the newly constructed apartments.

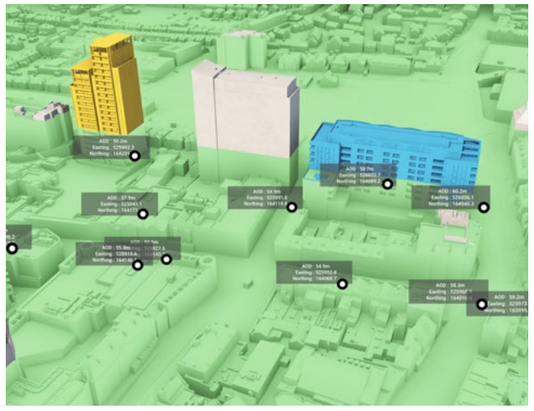


Fig 28 Laser identifies Sutton Park House (right) Aspects apartment building (middle) and a consented building (left) all above the 21m threshold.

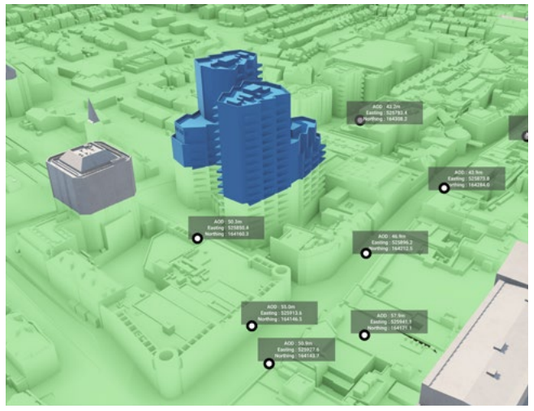


Fig 29 Laser beam captures Chancery House (left), a building under construction on St Nicholas House and the spire of St Nicholas Church.

Fig 30 Laser shows how St Nicholas shopping mall is predominantly below the 21m threshold bar some roof elements.

Fig 31 Laser beam captures two apartment blocks at the north of High Street, where the ground level is around 34m, which is 30 metres lower than the north of the high street.

Fig 32 Photographs of tall buildings within Sutton Town Centre

Wallington

In Wallington, the majority of buildings are below 6 storeys, however there are a number of taller buildings north of the train station. This includes an eight storey apartment block on the east of the A237 and 6 storey office block on the west.

The Sainsbury's on Stafford Road has a 43.2m (14 storey) residential apartment integrated into the eastern side of it facing Clarendon Road. This would be considered tall, by definition of the London Plan.

The majority of buildings within Wallington District Centre, and the South Beddington Characterisation are below 21m. This is highlighted by the prevailing storeys plan which shows the average building height is between 9 and 10 metres. Tall in Wallington is therefore considered the same as the London Plan, as there are only a few buildings which fall slightly above this threshold.

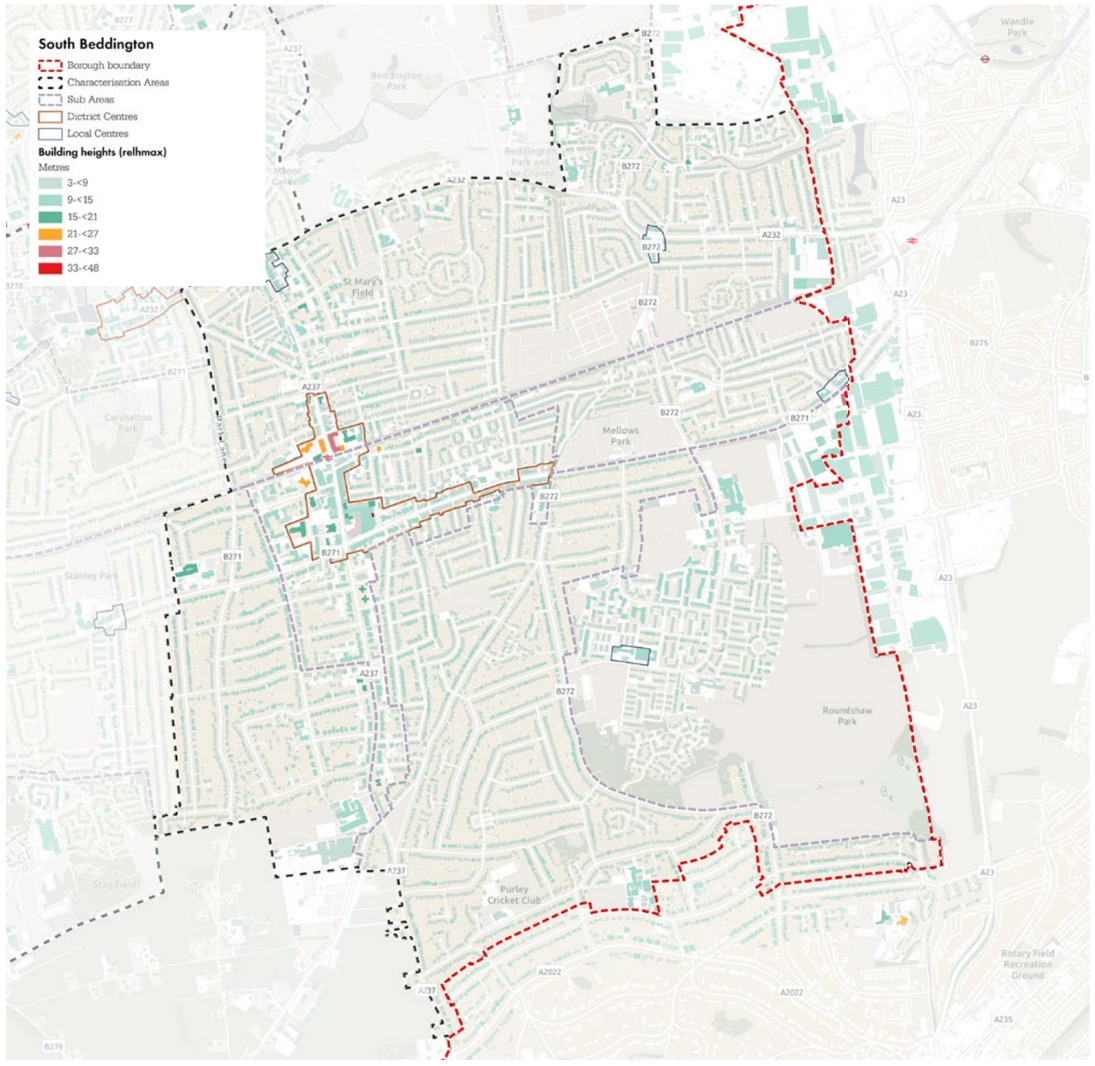


Fig 34 Building heights plan of Wallington

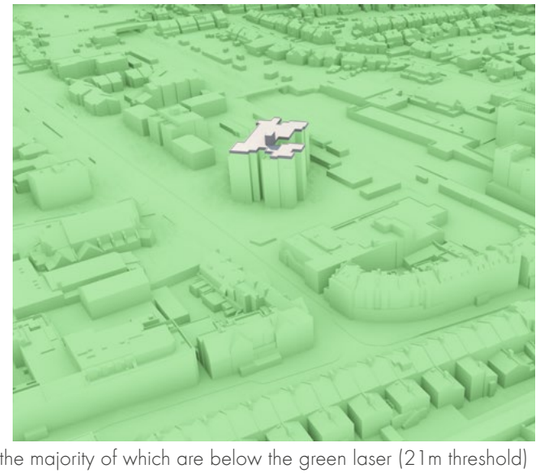


Fig 33 3D view from Vu City showing the heights in Wallington, the majority of which are below the green laser (21m threshold)

Fig 35 Prevailing building heights plan of Wallington

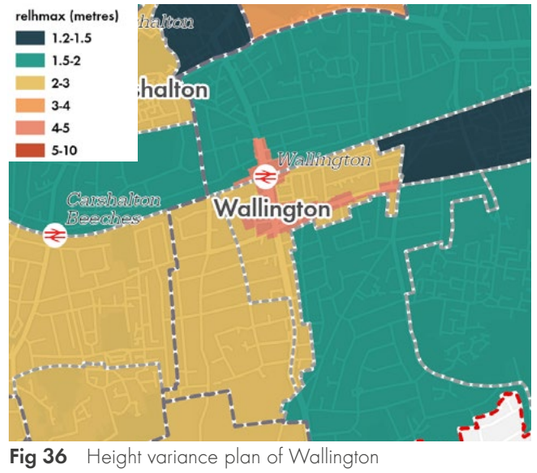


Fig 36 Height variance plan of Wallington

Carshalton

Carshalton is located to the east of Sutton and north west of Wallington. The prevailing building heights within the Neighbourhood Area are all below 3 storeys, and specifically in Carshalton district centre they are 2.6 storeys. The 3D views from Vu City show that all of the buildings within the Neighbourhood Area fall below the 21m threshold. Buildings which are between 9-21m (3-6 storeys) have slightly larger footprints, indicating either apartments or non-residential uses, and these are scattered around the area.

Due to the low prevailing height of the area, the definition of tall is as per the London Plan.

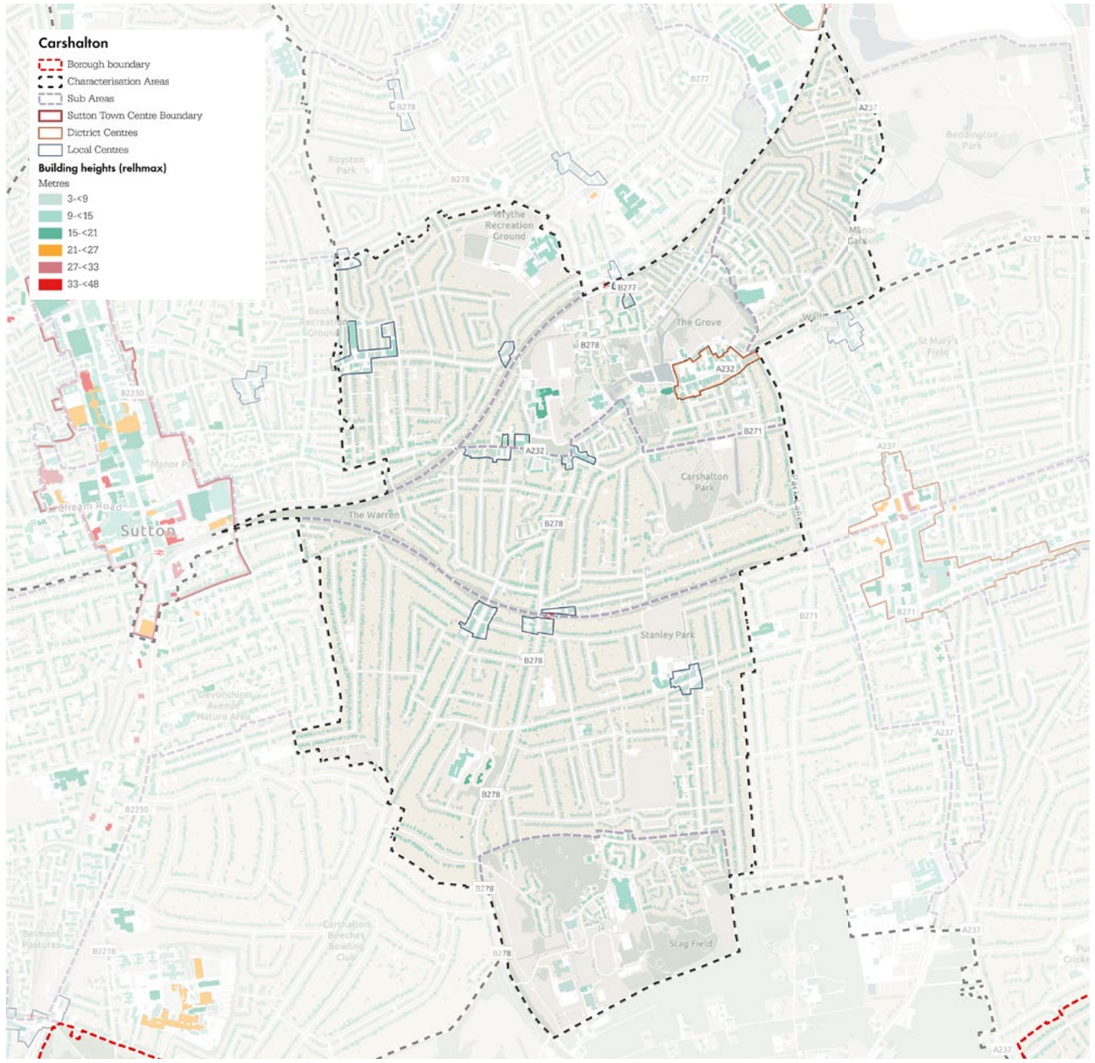


Fig 38 Building heights plan of Carshalton

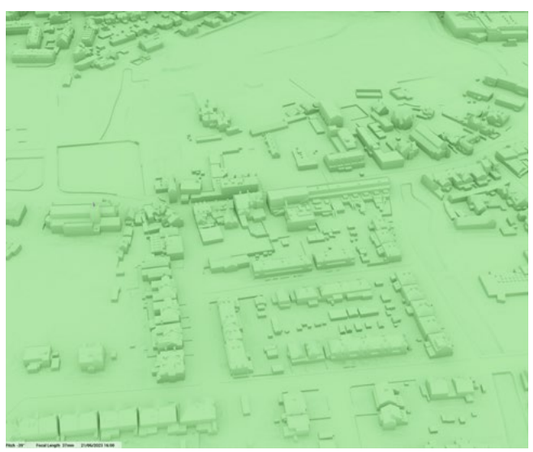


Fig 37 3D view from Vu City showing the heights in Carshalton, all of which are below the green laser (21m threshold)

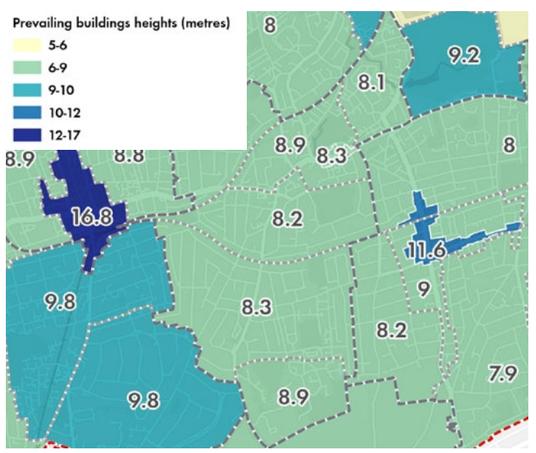


Fig 39 Prevailing building heights plan of Carshalton

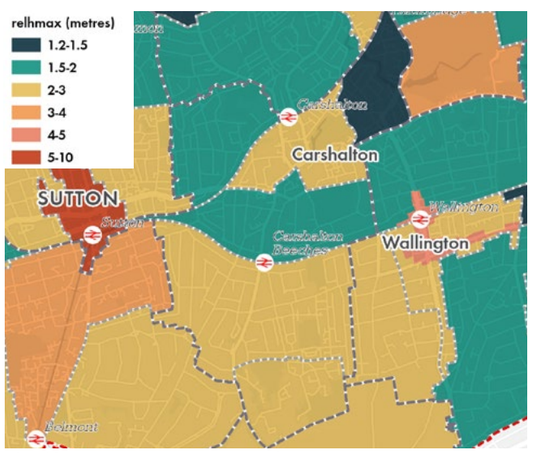


Fig 40 Height variance plan of Carshalton

Hackbridge and St Helier

In Hackbridge and St Helier there are a range of building heights, however the majority of the buildings are beneath the 21m threshold. Buildings between 9-21m (3-6 storeys), include (1) New Mill Quarter development (maximum height is 6 storeys), (2) Carshalton College (maximum height is 5 storeys) and (3) St Helier Hospital (includes some buildings above 6 storeys).

Within Hackbridge district centre, later phases of the new Mill Quarter, located south west of the station, have not been modelled in Vu City, however the 3D Google aerial and Google street view shows the new development. Buildings are mid-rise, between 12-21m (4-6 storeys) along London Road, with the remainder of the development around 6-12m (2-3 storeys), with some 12-15m (4-storey) elements on key corners and gateways. On the corner opposite the station there is a building with a 6-storey element with a generous ground floor commercial unit, which is likely to extrude the 21m threshold.

In Rosehill district centre, all buildings are below the threshold, bar the Mecca Bingo building, which has some utilities above 21m.

The majority of buildings in the Neighbourhood Area are below 21m and thus the definition of tall is as per the London Plan.

Fig 41 3D view from Vu City and Google Maps, showing the heights in New Mill Quarter, Hackbridge

Fig 42 3D view from Vu City and Google Maps, showing the heights in Rosehill district centre

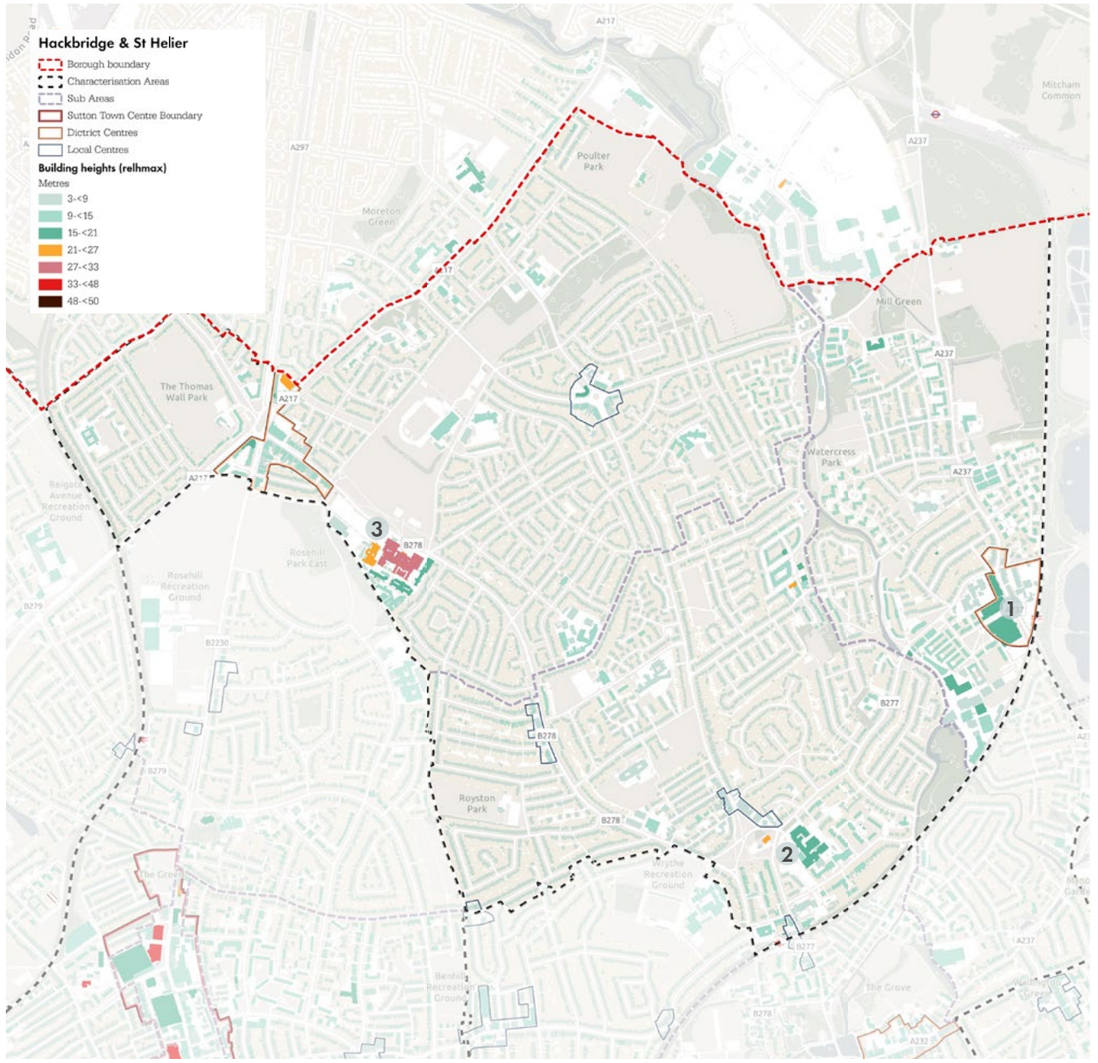


Fig 43 Building heights plan of Hackbridge and St Helier

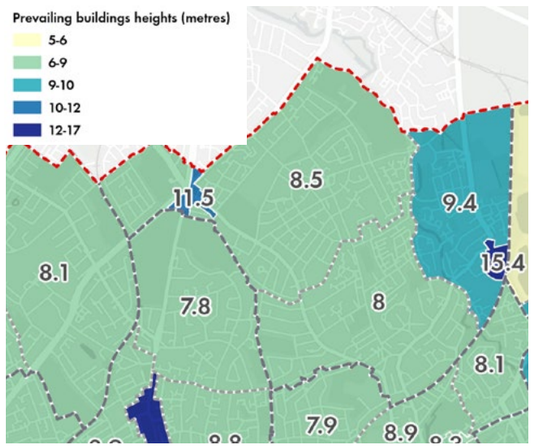


Fig 44 Prevailing building heights plan of Hackbridge and St Helier

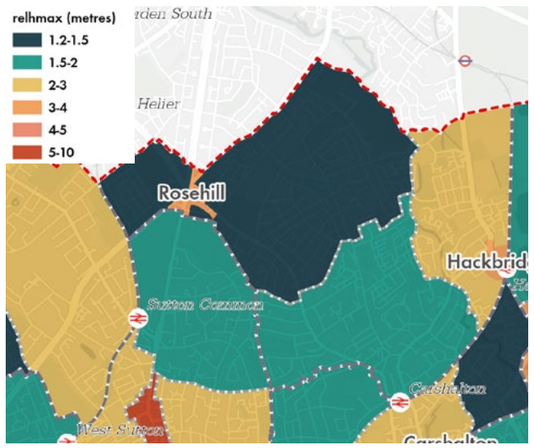


Fig 45 Height variance plan of Hackbridge and St Helier

Cheam and Belmont

The Cheam and Belmont Neighbourhood Area includes a small part of the south of Sutton Town Centre and includes the District Centre of Cheam. The area is characterised by low-rise suburban homes, with a prevailing height across the Neighbourhood Area of no more than 6-9m (approximately 3 storeys). The height is consistently low-rise, particularly in Cheam Village District Centre and the sub areas of Cheam Village and East Cheam, South Cheam and Cuddington and East Belmont and Carshalton South. There is slightly more variance in hight in South Sutton and Belmont, where there are some taller residential flat blocks of around10 storeys. These are located along Brighton Road, which connects to the south of Sutton Town Centre and the station, representing a transition from the suburban to the urban context.

A large number of buildings are also identified between 9-15m. These include a large proportion of three storey residential buildings with pitched roofs.

The area of higher buildings, identified in orange in the south of the Neighbourhood Area is the London Cancer Hub Development Area, which currently includes the Royal Marsden Hospital, The Institute of Cancer Research, The Harris Academy and land held by the Council and the Epsom and St Helier Hospital Trust. The development includes some 6-storey buildings.

Fig 46 3D view from Vu City and Google Maps, showing the heights in New Mill Quarter, Hackbridge

Fig 47 3D view from Vu City and Google Maps, showing the heights in Rosehill district centre

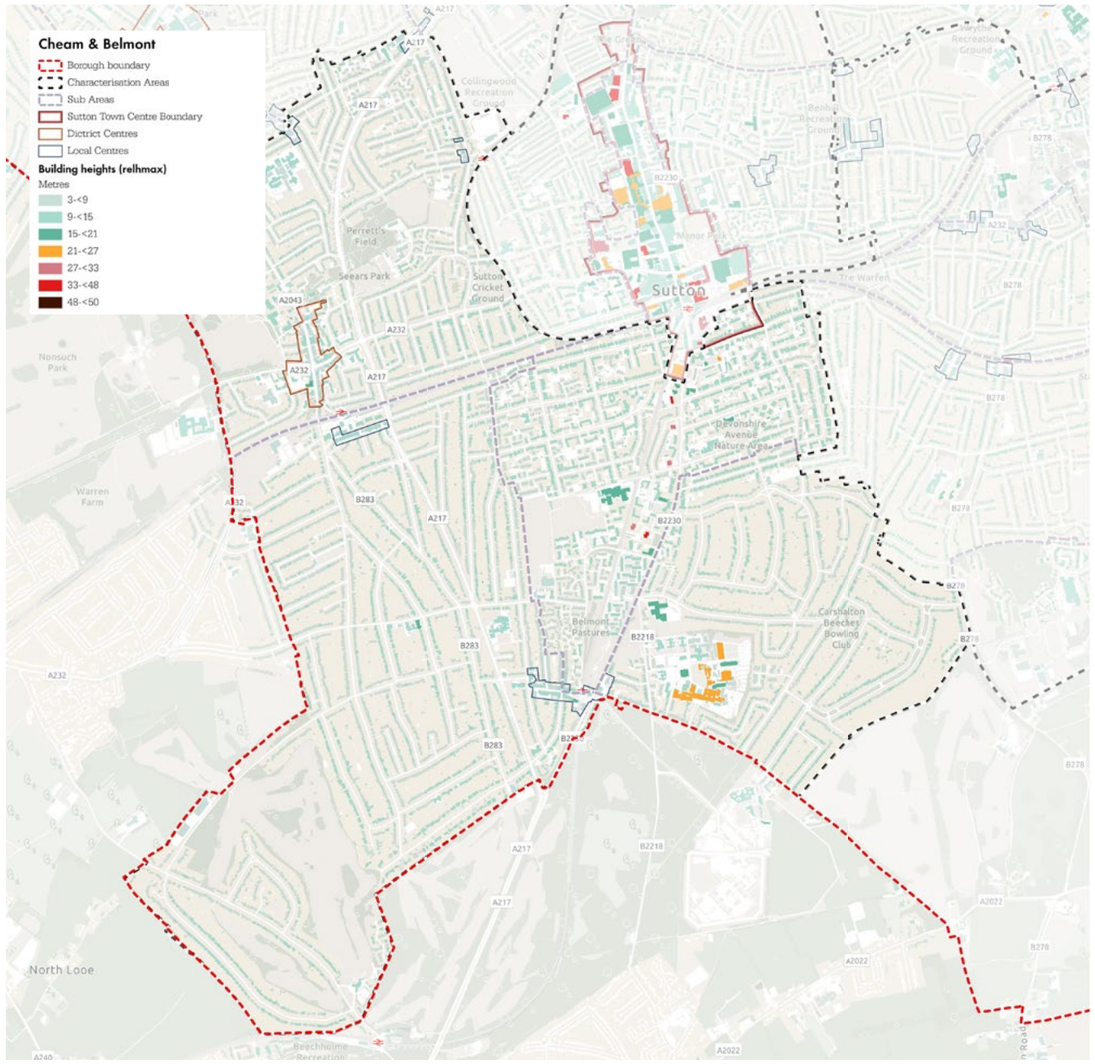


Fig 48 Building heights plan of Cheam and Belmont

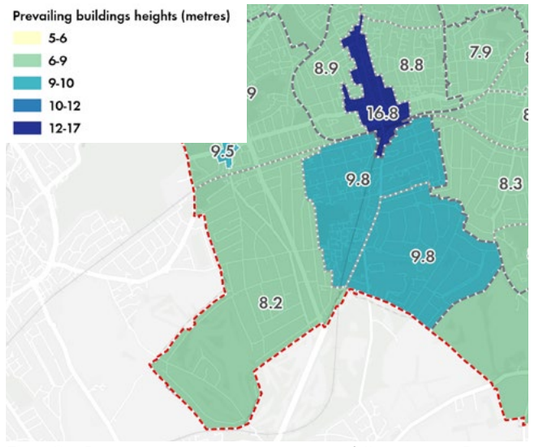


Fig 49 Prevailing building heights plan of Cheam and Belmont

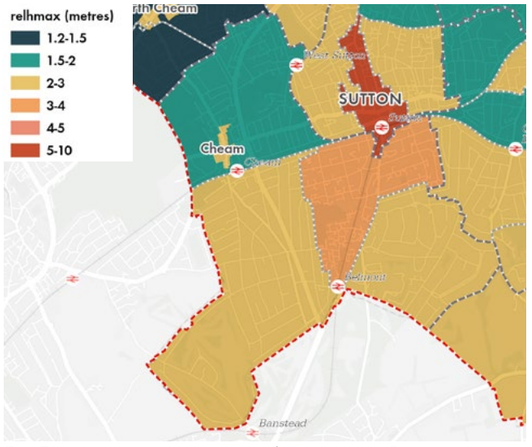


Fig 50 Height variance plan of Cheam and Belmont

North Cheam and Worcester Park

This Neighbourhood Area includes the district centres of North Cheam and Worcester park. The area is located to the north west of Sutton Town Centre and is characterised predominantly of low to mid-rise buildings, all of which are below 21m (6 storeys). The prevailing heights are all 6-9m or less in the sub areas. There are pockets of 9-10m (approximately 3-6 storey) buildings located in Worcester Park town, the southern peripheral areas of Worcester Park south of the park, North Cheam district centre and the retail and business park off Kimpton Park Way.

The sub areas have very low variable in building heights representing a consistently low-building height, which would be sensitive to taller buildings.

In North Cheam at the junction of the A24 and A2043 there is a proposed building (Victoria House), which is captured by the VuCity model (Fig 51). It has planning consent for a mixed use scheme of 74 residential units. The majority of its massing is approximately 27.1m (7 storeys) in height).

Due to the consistently low prevailing height of this Neighbourhood Area, the definition of tall is as per the London Plan.

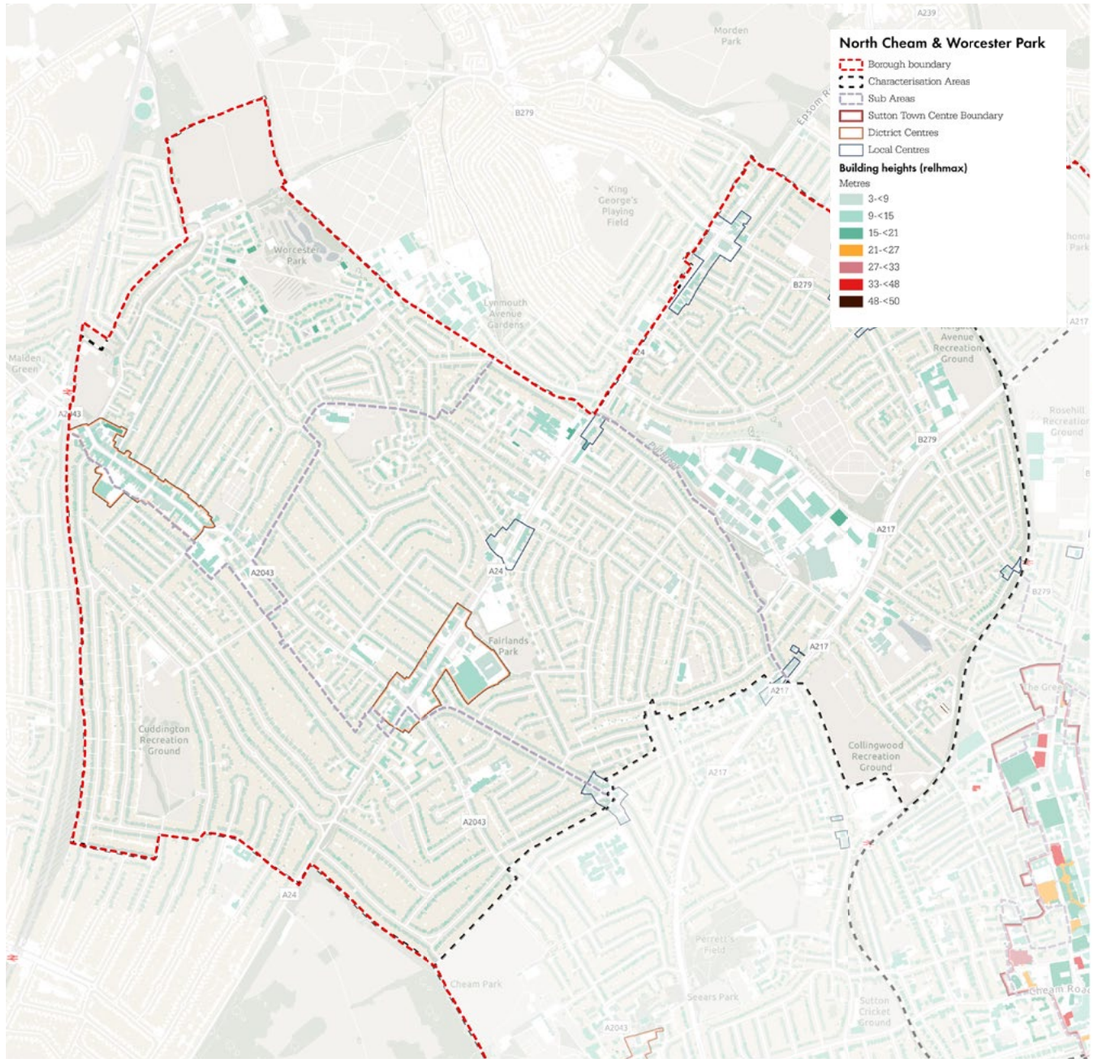


Fig 53 Building heights plan of Cheam and Belmont

Fig 51 3D view from Vu City of North Cheam district centre.

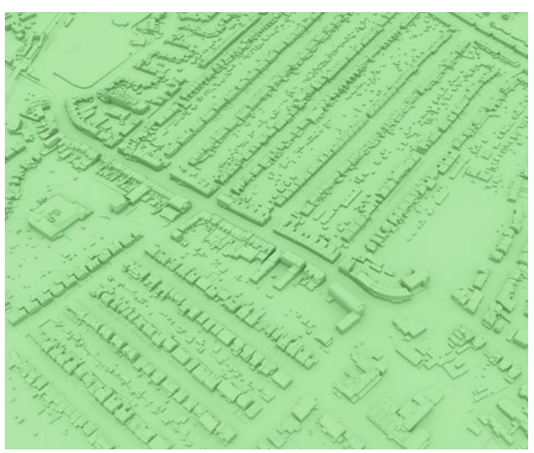


Fig 52 3D view from Vu City of Worcester Park town centre

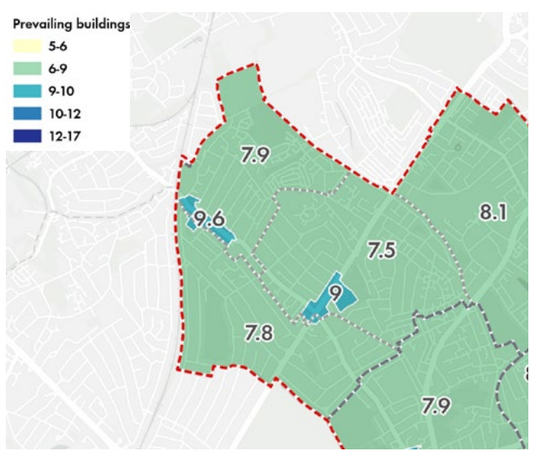


Fig 54 Prevailing building heights plan of Cheam and Belmont

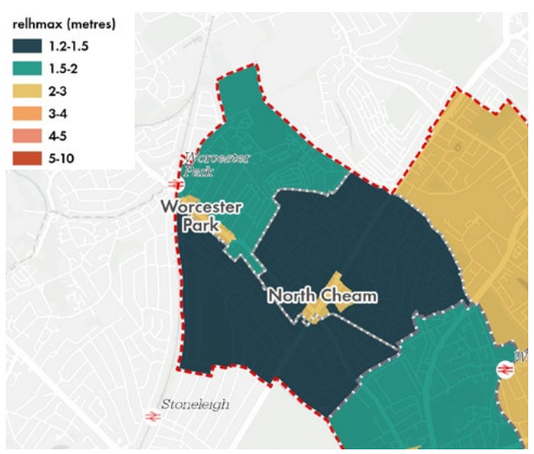


Fig 55 Height variance plan of Cheam and Belmont

10.1 Defining tall in Sutton

Analysis of building heights using a variety of techniques and approaches is outlined in the preceding pages. London Plan policy requires Boroughs to set out a definition of tall covering all parts of the Borough as part of their Local Plan policy framework.

The London Plan sets a minimum threshold definition of tall as being 6 storeys or 18 metres to the floor level of the uppermost storey. The GLA's Characterisation and Growth Strategy LPG effectively clarifies that this definition is 21 metres.

The vast majority of buildings across the entire borough are less than 4 storeys or twelve metres high. It is therefore considered appropriate in this suburban London location to adopt the GLA's tall building threshold definition of 21 metres for the Borough of Sutton (including roofs and plant).

Only in some specific locations within Sutton Town Centre might a building taller than 21 metres not be considered tall. But with these locations being so specific and so small in area, a single definition of tall for the whole borough is considered the simplest and clearest approach to take.

Lenham Road, Sutton - street trees can play a very effective role in mitigating against the potentially adverse townscape impact of between different types of buildings

D

SENSITIVITY ANALYSIS

11 INTRODUCTION

11.1 Overview

Understanding what areas are most sensitive is central to this study and will be informed by a set of criteria. This analysis will establish an objective understanding of the general sensitivity of different parts of Sutton borough, which will be further refined through the addition of qualitative analysis.

11.2 Sensitivity Criteria

Nine criteria have been identified which help to establish an objective understanding of the general sensitivities across different parts of Sutton for tall building development. The first three criteria: PTAL, Low prevailing heights, and Green Belt, MOL, SINCs and other designated green spaces are considered to be binary layers, which when combined, help to narrow the areas of search for areas that might be appropriate for tall buildings.

The remaining layers are more nuanced and therefore weighted accordingly to their relative importance.

The criteria cover the following categories:

- ACC - Accessibility related
- LAND - Landscape designation related
- TOWN - Townscape character related
- HER - Heritage asset related
- ENV - Environmental factors

SENSITIVITY CRITERIA	BUFFER	WEIGHTING	CATEGORY	AREAS DISCOUNTED FROM SEARCH
PTAL (0-2)		-	TOWN	Y
Low prevailing height (per sub-area) standard deviation less or equal to 1 and weighted storeys less or equal to 3		-	LAND	Y
Green belt, MOL, SINCs, other designated green spaces		-	ACC	Y
Listed buildings	60	4	HER	
Locally listed buildings	40	3	HER	
Scheduled monuments	100	5	HER	
Conservation areas		4	HER	
Areas of Special Local Character		3	HER	
Topography (higher land = more sensitive)		2	ENV	

Fig 56 Table of sensitivity criteria including in the analysis

12 SENSITIVITY CRITERIA

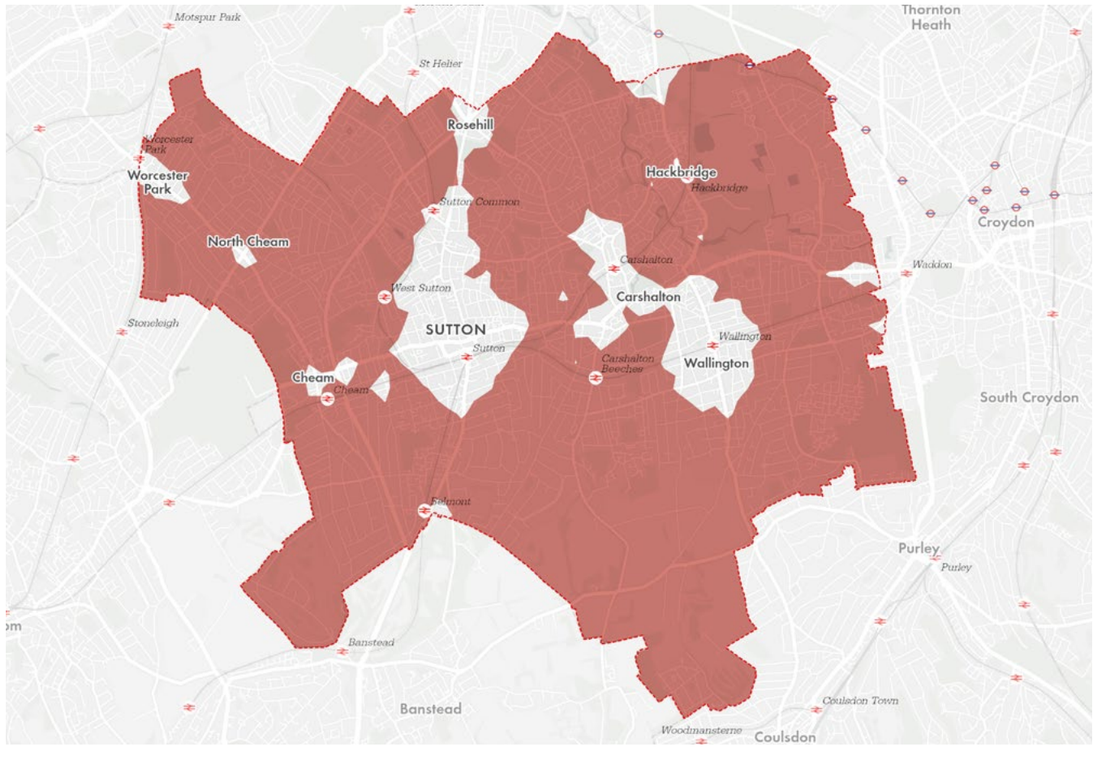


Fig 57 Sensitivity plan of PTAL (0-2) in the Borough of Sutton

11.3 PTAL (0-2)

This represents areas with a low Public Transport Accessibility level, between 0-2, suggesting these areas are poorly connected to public transport services These areas may have long walking times from public transport, the reliability of the service may be weak, there may be limited services available within the area and waiting times could be long. These areas are therefore not considered to be suitable for tall buildings as they are less sustainable locations than those with better access to public transport services, and therefore less well suited to higher density forms of development.

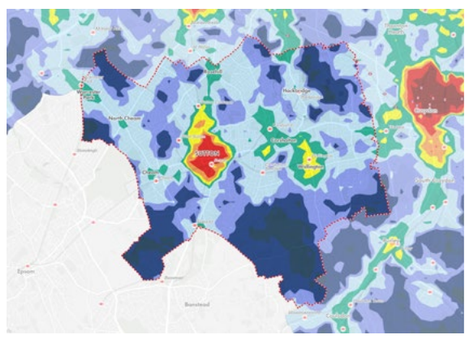


Fig 58 PTAL levels in LB Sutton.

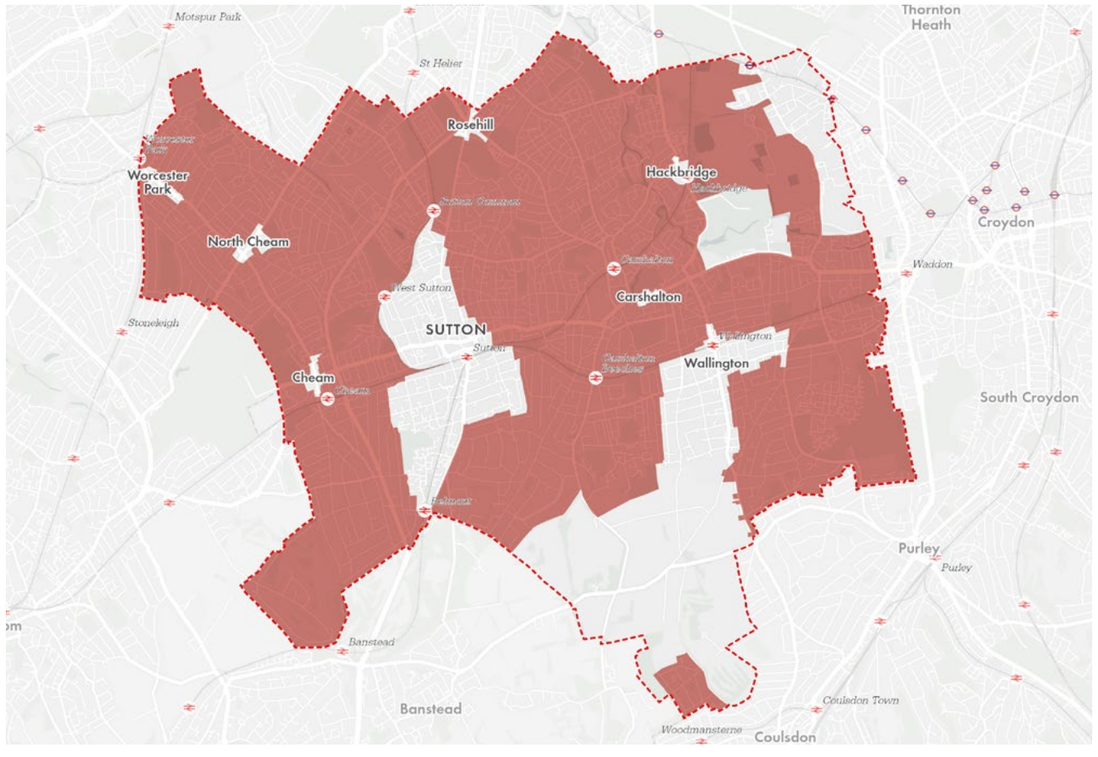


Fig 59 Sensitivity plan of low prevailing height in the Borough of Sutton

12.1 Low prevailing height

This plan identified buildings which are of low prevailing height. This is worked out through two methods; the height variance using standard deviation of less or equal to 1, and the prevailing height, using weighted storeys of less or equal to 12m. All the areas highlighted in red therefore have consistently low prevailing height and thus would inappropriate and sensitive to the presence of a tall building. The box plot does however identify that in some areas, there are some outliers, i.e. taller buildings, which could not be captured in these plans.

Fig 60 Prevailing building heights (weighted) across LB Sutton

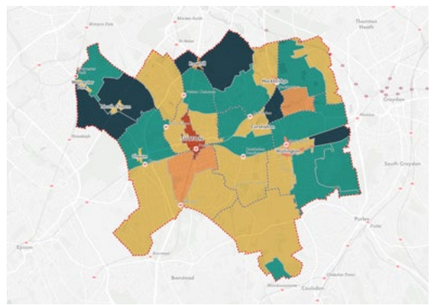


Fig 61 Heigh variation

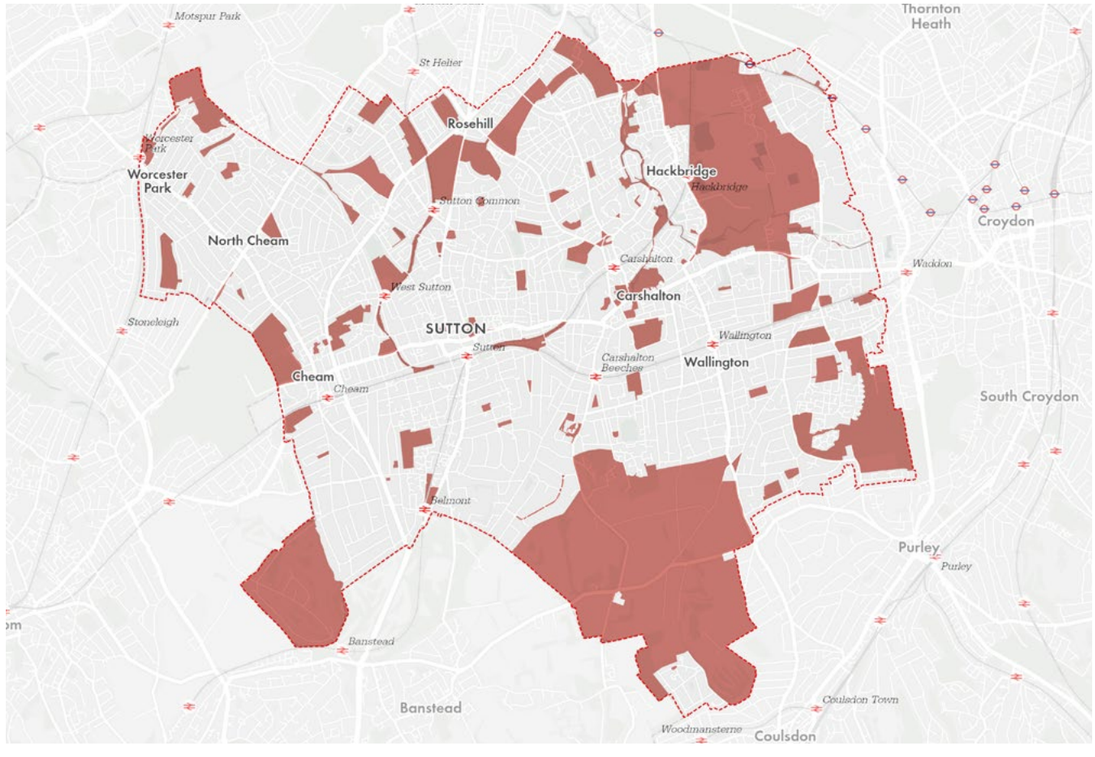


Fig 62 Sensitivity plan of designated green spaces in the Borough of Sutton

12.2 Designated green spaces

This criteria seeks to ensure that designated green spaces such as Green Belt, Metropolitan Open Land (MOL) and SINCs are protected across the borough. These spaces are unsuitable for the development of tall buildings as they provide important green infrastructure, public open space and amenity space for the boroughs residents and visitors. They also provide important land for biodiversity, habitats and agriculture. Fig 63 shows the distribution of green infrastructure assets in the borough.

Fig 63 Open space designations in LB Sutton.

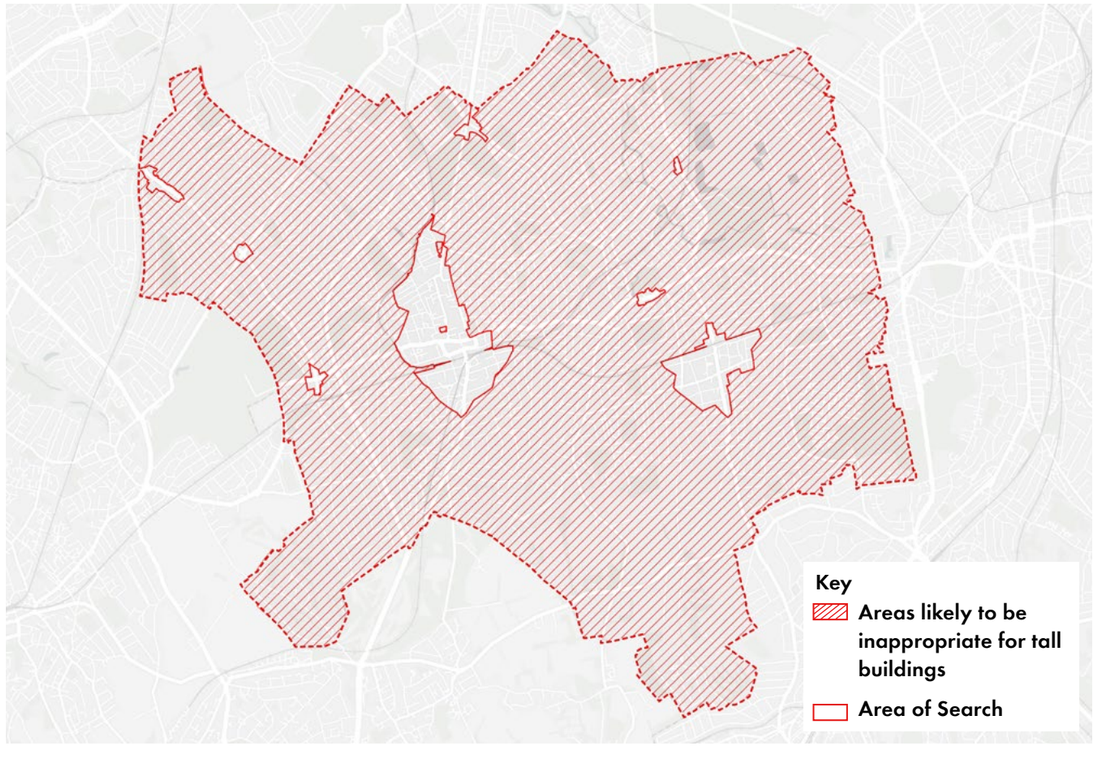


Fig 64 Areas of search plan, identifying area likely to be inappropriate for tall buildings

12.3 Areas of search

These focus areas are created by discounting the first three criteria of the sensitivity analysis. This includes areas with low PTAL (0-2), areas of low prevailing height and designated green spaces. The hatched area in Fig 64 are considered to be the most sensitive layers and thus most likely to be unsuitable for tall buildings. Despite this, it is important to analyse all of the sub areas in detail, both through GIS and a manual town-scape analysis, as there may be areas which have been discounted from the search in step 2, which could still be appropriate for new tall buildings. These areas are likely to be those highlighted by the Council as areas with tall building potential and specific development sites, including the London Cancer Hub.

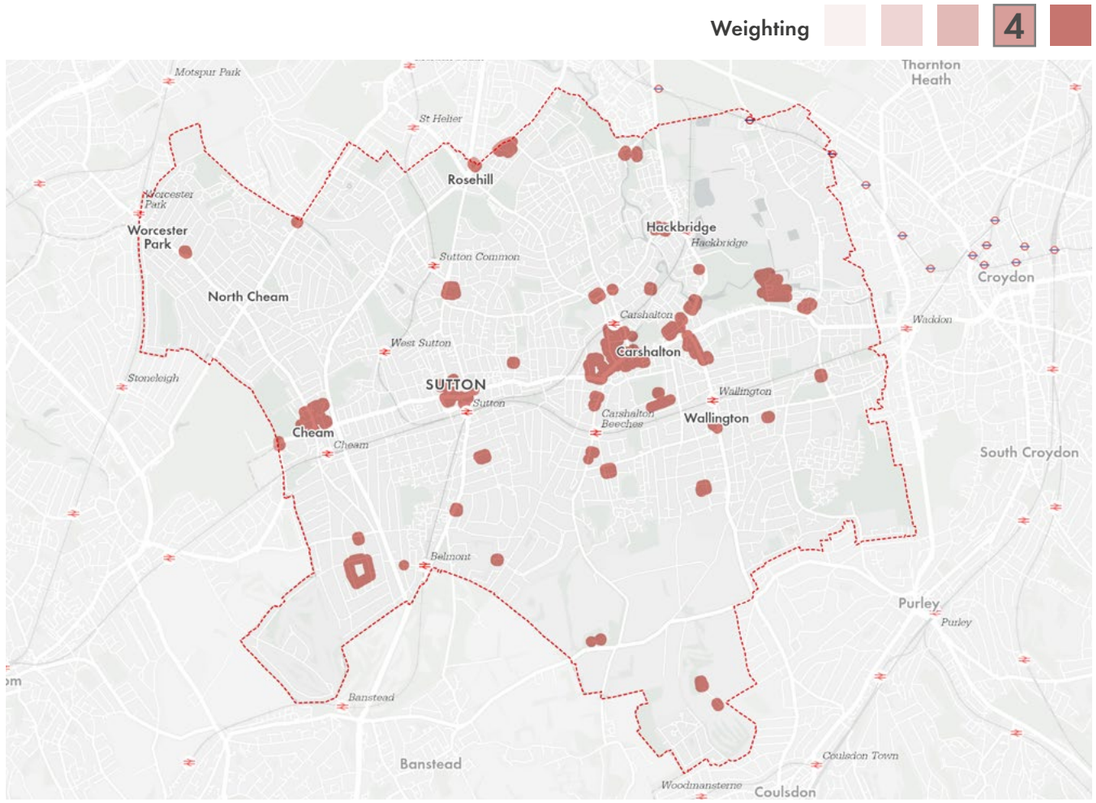


Fig 65 Sensitivity plan of listed buildings with a 60m buffer

12.4 Nationally Listed buildings (60m buffer)

There are around 181 statutory listed buildings within the borough, which are of national significance. Listed buildings and areas closest to them are more sensitive to new development and tall buildings. Whilst the impact of new development on the setting of listed buildings is an important consideration, this is not to say that tall buildings are wholly unsuitable in proximity to listed assets, but that they must be particularly sensitive to their setting and the degree of impact on their historic and/or architectural interest.

A 60m buffer has been added to all statutory listed buildings for the purpose of the analysis. This criteria has been weighted 4/5 due to the statutory importance of listed buildings.

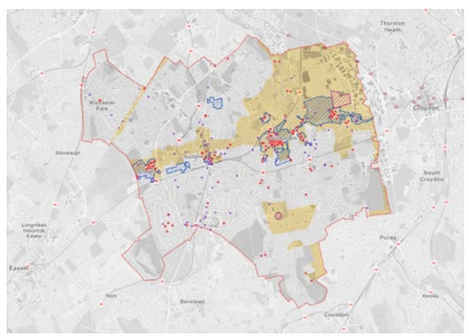


Fig 66 Historic assets and designations in LB Sutton.

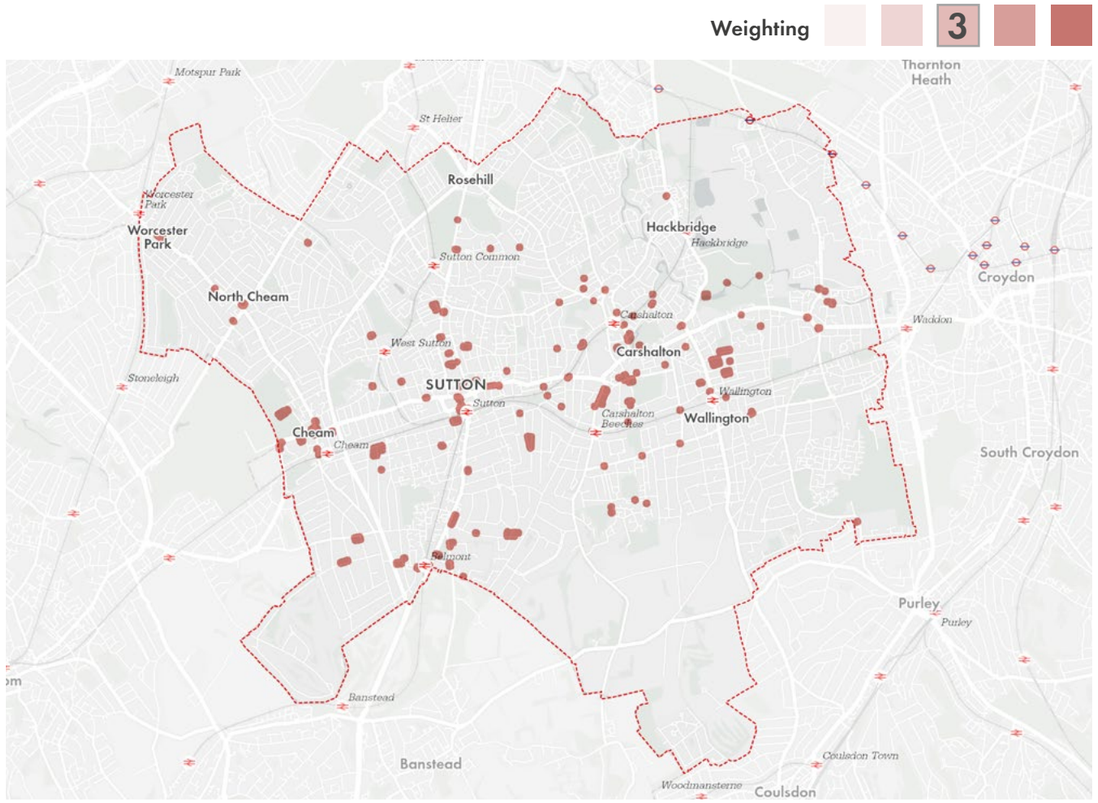


Fig 67 Sensitivity plan of locally listed buildings with a 40m buffer

12.5 Locally listed buildings (40m buffer)

Locally listed building and areas closest to them are more sensitive, but less sensitive than statutory listed buildings. These include a smaller buffer of 40m given the non-statutory nature of this heritage designation.

Fig 65 and Fig 67 highlight that locally listed buildings are located more sporadically around the borough than nationally listed buildings, however are still broadly concentrated in local and district centres.

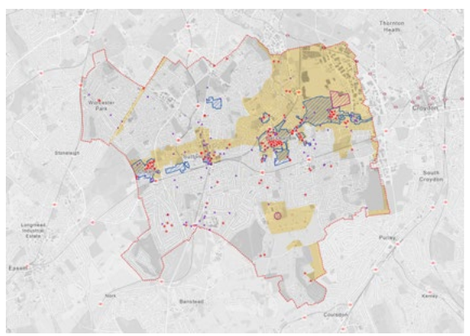


Fig 68 Historic assets and designations in LB Sutton.

Fig 69 Sensitivity plan of scheduled monuments with a 100m buffer

12.6 Scheduled Monuments (100m buffer)

Scheduled Monuments are highly sensitive heritage assets and are of national and sometimes even international significance. They are therefore considered of the highest order of heritage asset designation. Consequently, they include a larger buffer of 100m around them and are given the maximum sensitivity weighting of 5/5.

There are six Scheduled Monuments within the borough, which include Dovecote and Roman villa east, both in Beddington Park; Late Bronze Age enclosure at Queen Mary's Hospital, Carshalton; Mileston on Brighton Road; Milestone on Sutton High Street; and Milestone on Cheam Road. Two Saxon burial mounds on Gally Hills are located just outside of the borough's boundary, in Banstead downs. With both Scheduled monuments and Conservation areas, due to their large buffers, it is important to consider the data for surrounding boroughs, which could extend within the borough. This has been analysed and does not affect the LB Sutton.

Fig 70 Sensitivity plan of conservation areas

12.7 Conservation areas

Conservation areas are another important heritage criteria and key constraint in the setting of tall buildings. The borough includes 15 Conservation Areas, which are located in an east to west central band across the borough, spanning from Cheam to Beddington. These areas broadly reflect the location of statutory listed buildings in the borough. In May 2011, the Council designated the Sutton Town Centre High Street Crossroads Conservation area, and later in 2019 following the launch of the Sutton Town Centre Heritage Action Zone (HAZ) partnership, the conservation area boundary was revised to include the majority of the length of Sutton High Street (approximately 300 yards), which includes a number of fine shop parades, many of which are Victorian buildings .

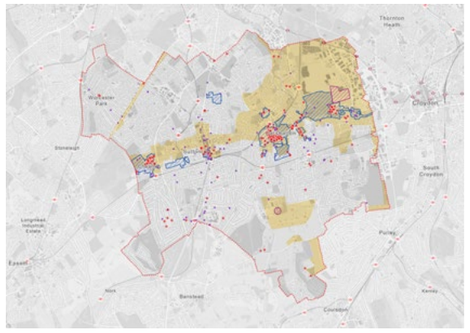


Fig 71 Historic assets and designations in LB Sutton.

Fig 72 Sensitivity plan of Areas of Special Local Character

12.8 Areas of Special Local Character

Areas of Special Local Character (ASLC) are similar to conservation areas, however they are locally designated and thus do not have statutory protection unlike Conservation Areas. They carry the same weight as locally listed buildings (3/5). These areas contain elements of local character and identity that the Council wishes to preserve. Tall buildings in these areas could have a detrimental effect on the built environment and distinctive local character and rich heritage of the areas.

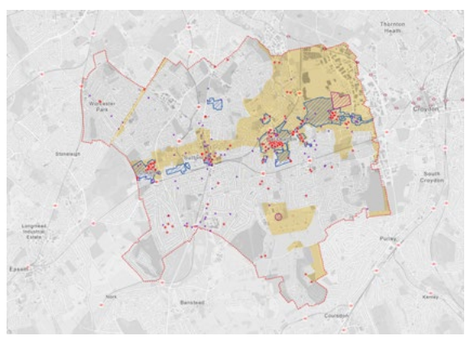


Fig 73 Historic assets and designations in LB Sutton.

Fig 74 Sensitivity plan of topography

12.9 Topography

The local topography data shows that land in the south of the Borough is generally higher than the north. This higher land will be more sensitive as it is more prominent and exposed on the horizon, which means these areas are less suitable for tall buildings. Land over 70m in height is considered to be more exposed and thus less appropriate for tall buildings. This criteria is weighted 2/5, however long ranging views should be considered at detailed design stages of tall buildings.

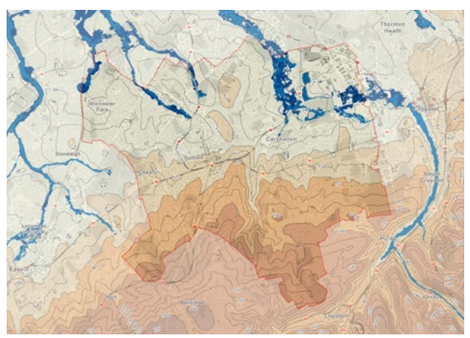


Fig 75 Topography in LB Sutton.

13 SUITABILITY FINDINGS

12.10 Composite sensitivity heat map

The adjacent plan shows a composite picture of all the sensitivity analysis, layered over each other. In this composite plan, the layers are not shown with their weighting, and thus darker areas illustrate locations where there are numerous layers on top of each other. Areas around Sutton and Wallington have the least sensitivities, and locations northeast of Hackbridge and south west of Belmont have the highest number of sensitivities. The district centres, notably Worcester Park, North Cheam, Hackbridge and Rosehill have areas where few sensitivity layers are present. Whilst the area around Sutton Town Centre has few sensitivities, the linear high street is more concentrated with sensitivity layers.

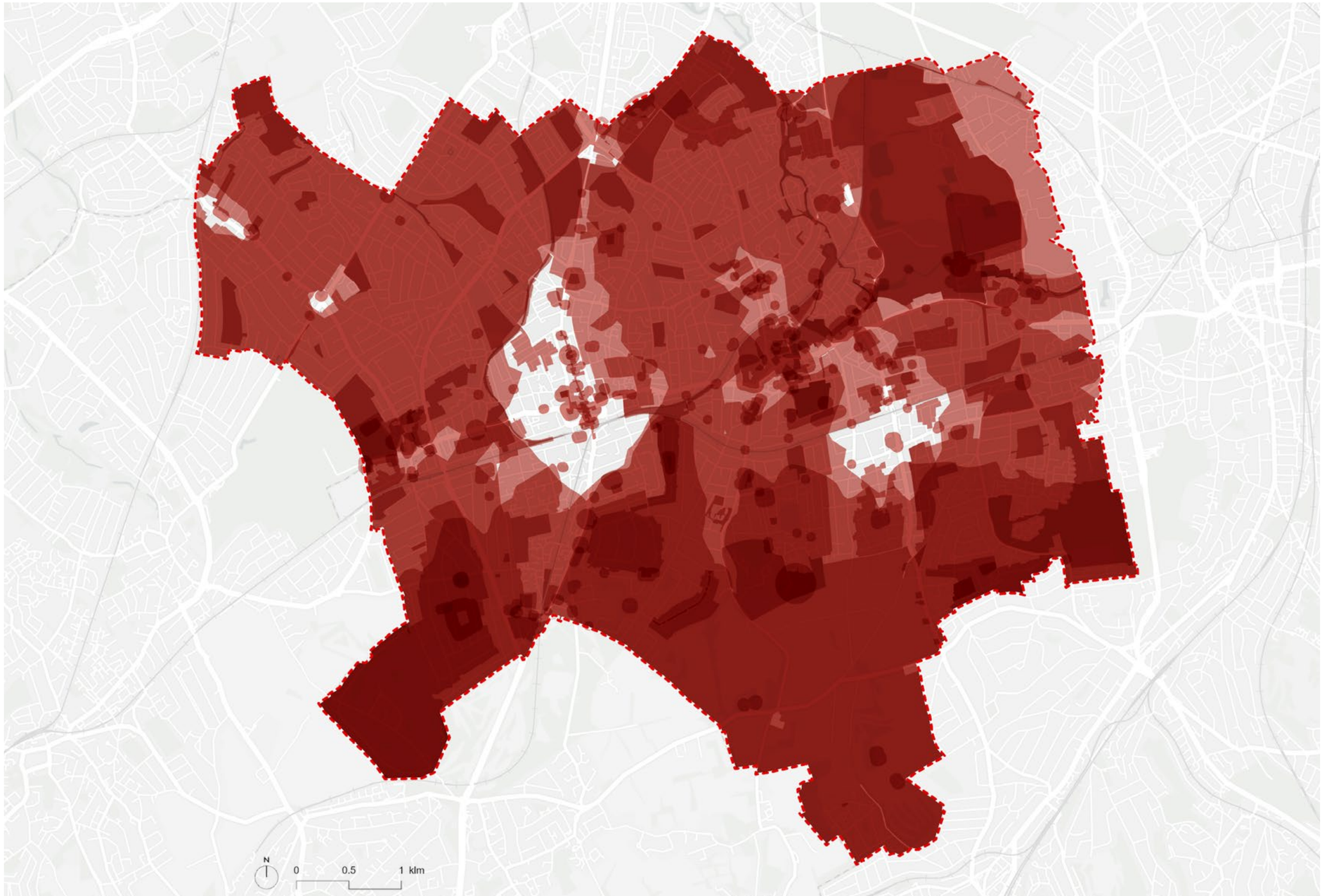


Fig 76 Composite plan of all sensitivity layers across the borough, presented as a gradient from least sensitive to most sensitive

13.1 Composite plan with counted sensitivity layers

The composite plan shows all the sensitivity analysis criteria layered over each other. This is presented as a count of data layers. For example, areas shown in red are covered by six sensitivity layers and would therefore be considered highlight sensitive and not appropriate for tall buildings. In this composite plan, all the sensitivity criteria are equally weighted, and thus some areas covered by, for example, two criteria of local significance could be less sensitive than something covered by one nationally significant criteria, such as a scheduled monument.

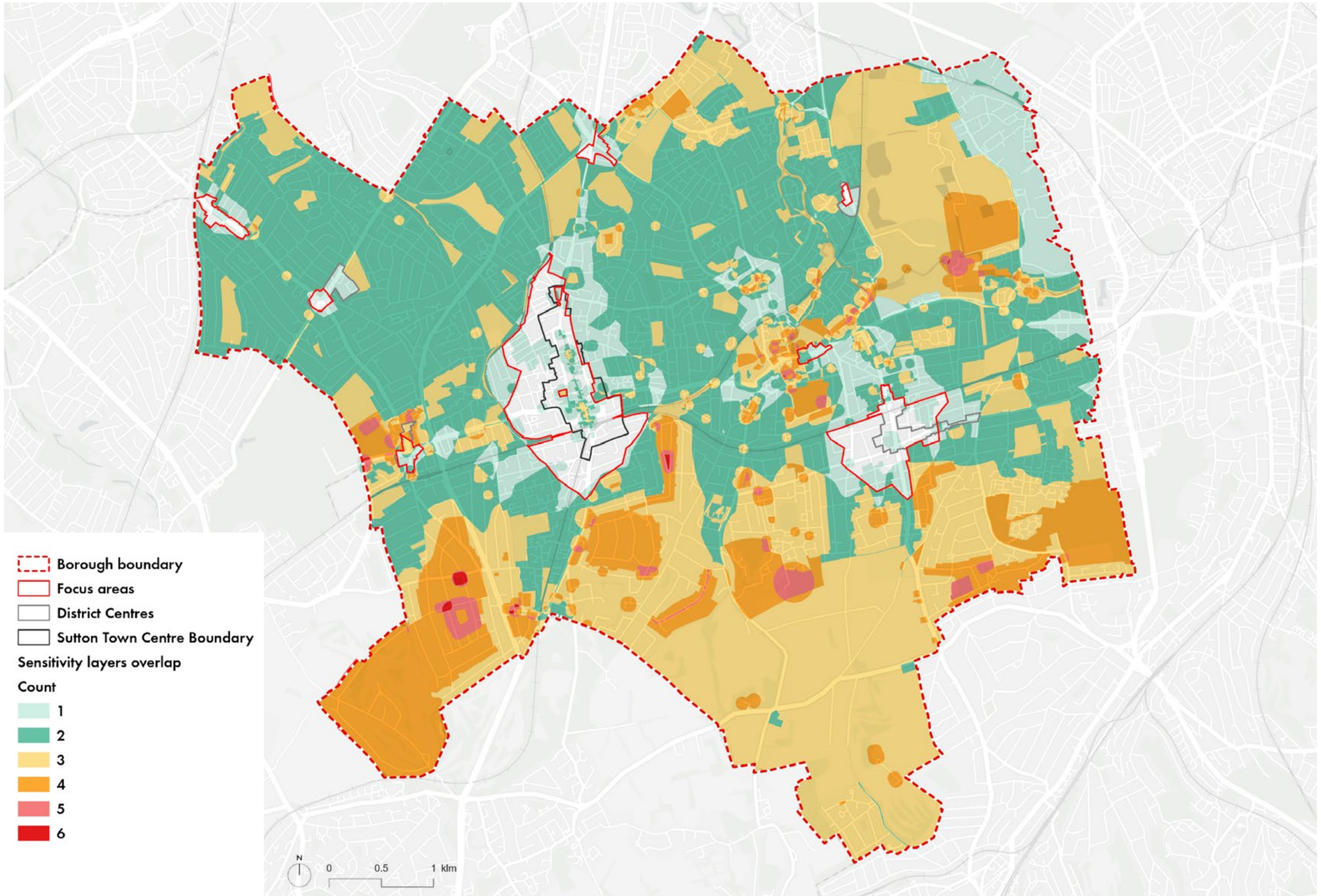


Fig 77 Composite plan of all sensitivity layers across the borough, presented as counted layers

13.2 Composite plan with weighted layers

The adjacent plan shows a composite picture of all the weighted sensitivities layered on top of each other. The weighting assigned to each sensitivity layer is shown on the plans in the section above. The areas covered by a hatch fall under one or more of the first three criteria which haven't been given a weighting as they are considered objectively unsuitable for development. These layers include areas of low PTAL (0-2), designed green spaces, and areas of low prevailing heights. The area covered by these layers are shown in a hatch on the plan below. Areas covered by the darkest colours are most sensitive, and those which are lightest are least sensitive.

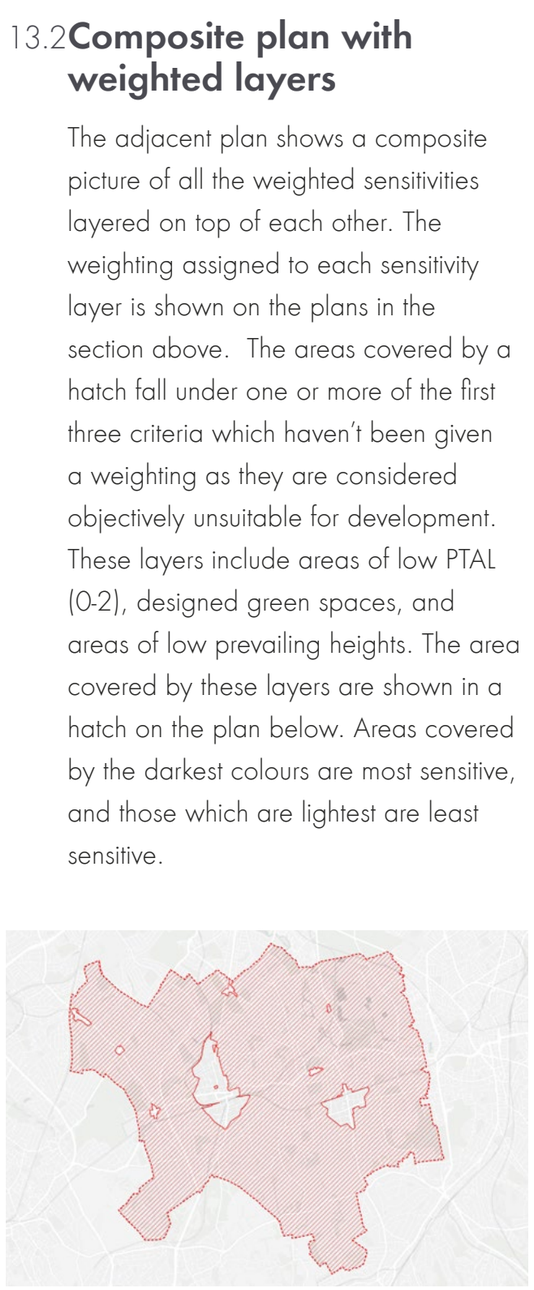


Fig 78 Composite plan of all sensitivity layers with their assigned weighting, presented as a gradient from least sensitive to most sensitive

SUITABILITY ANALYSIS

14 INTRODUCTION

13.3 Overview

This section covers step four of the process in identifying locations potentially suitable for tall buildings. This section looks at objective, spatial and measurable criteria that makes a site more suitable for tall buildings. The plans identify areas which are more suitable to the development of tall buildings and includes a thorough analysis of fifteen criteria.

There are fifteen criteria, which have each been given a relative weighting.

The criteria covers the following categories:

- ACC - Accessibility related
- POL - Policy related
- TOWN - Townscape character related
- PROX - Proximity related

SUITABILITY CRITERIA	BUFFER	WEIGHTING	CATEGORY
Town Centre		5	PROX
District Centre		4	PROX
Local Centre		3	PROX
PTAL 4		3	ACC
PTAL 5		4	ACC
PTAL 6 & 6+		5	ACC
Area safeguarded for Tram-link Route	400m route + 800m stops	1	ACC
CTAL		3	ACC
Areas identified for tall buildings (existing policy position on tall buildings		4	POL
Areas of potential intensification		4	POL
Areas with existing or consented tall buildings (6+)		5	TOWN
High density (FAR) value 2+		5	TOWN
Opportunity Area		3	POL
Cancer Hub		3	POL
400m from Green Space		2	PROX

Fig 79 Table of suitability criteria including in the analysis

15 SUITABILITY CRITERIA

Weighting 5

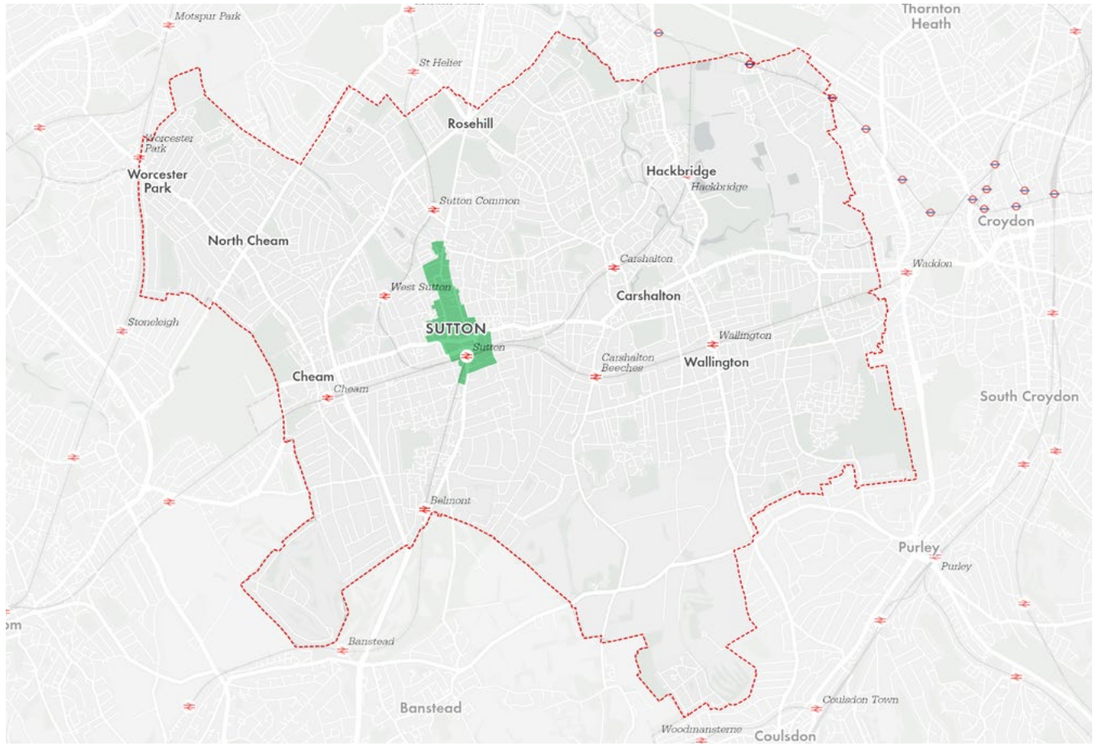


Fig 80 Suitability plan of town centre boundary

14.1 Town Centre

It is important that those living or working in tall buildings have access to a variety of facilities and amenities, and in close proximity. Sutton Town Centre is offers the opportunity for high density living/ working as it is served by existing facilities and services. It is also important that growth should be concentrated around the town centre, to promote its long-term vitality and viability and ensuring the town provides the need for retail, leisure, offices and housing. The development of tall buildings could positively contribute towards this growth.

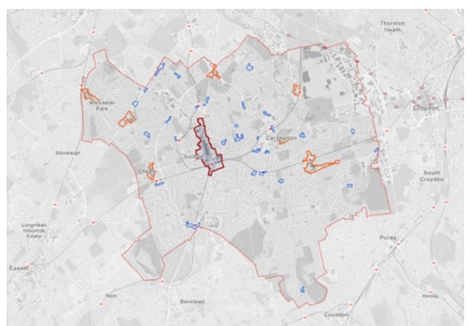


Fig 81 Centres in LB Sutton.

Weighting 4

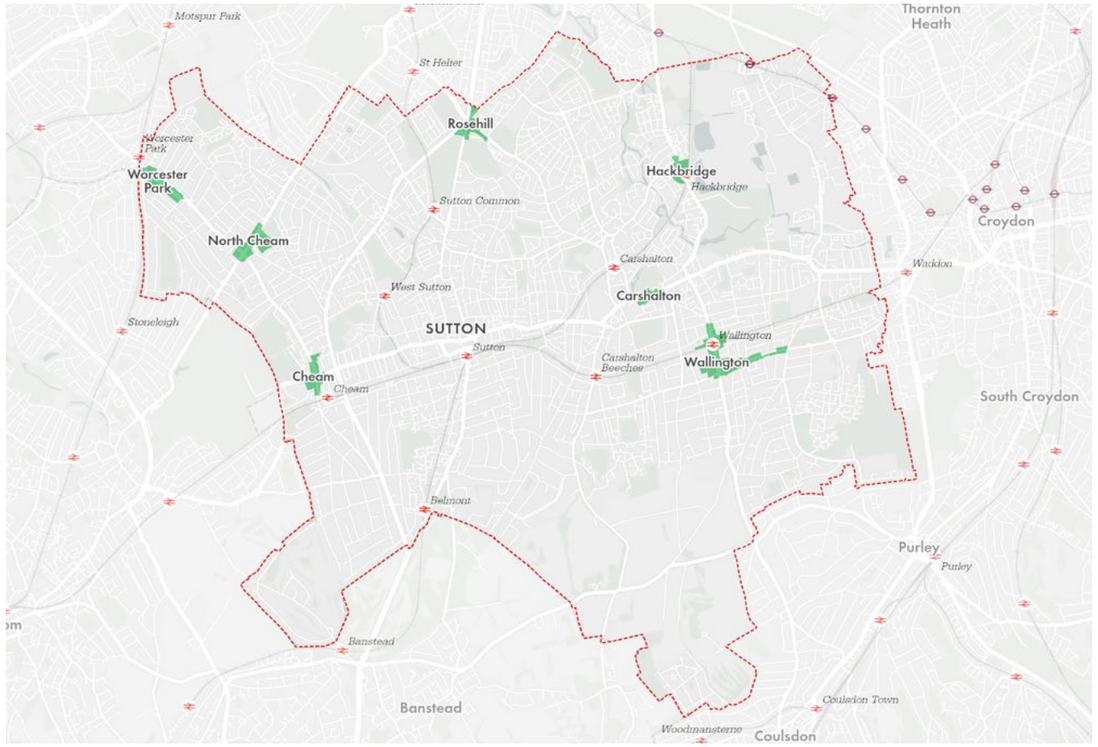


Fig 82 Suitability plan of district centre boundary

15.1 District Centres

In addition to Sutton Town Centre, but to a slightly lesser extent, district centres (of which there are seven in the borough) play a key part in supporting the population of the borough with their facilities, services and amenities. It is important that tall buildings strengthen the existing centres. The Local plan seeks to protect and direct office development to the town centre and district centre, which would potentially make these areas more suitable for taller buildings.

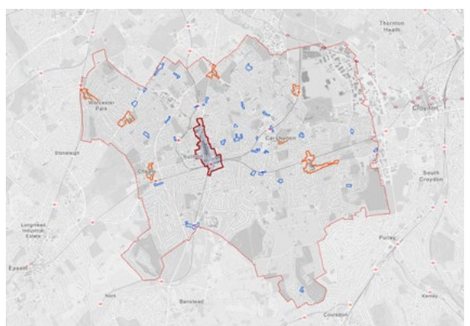


Fig 83 Centres in LB Sutton.

Fig 84 Suitability plan of local centre boundary

15.3 **Local Centre**

There are twenty-nine local centres within the borough, each of which provides different levels of services for the community. The Local centres serve localised catchments and include local parades and small clusters of shops, mostly for convenience goods and other services. These will help support higher densities than suburban areas, but to a far lesser extent than the town centres and district centres.

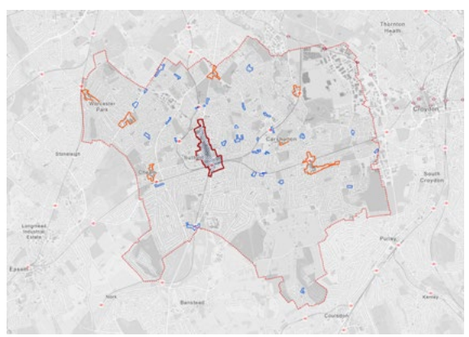


Fig 85 Centres in LB Sutton.

Fig 86 Suitability plan of areas with PTAL 4

15.4 **PTAL 4**

PTAL levels vary substantially across the borough, however there is a general trend in areas of PTAL 4, 5 and 6, which are located in and around local and district centres. Areas of higher PTAL support increased densities, whilst also helping to minimise dependence on car use and maximise access to a variety of sustainable modes of travel. Areas of higher PTAL will need to ensure the public transport has the capacity to support the future demand of additional footfall which a tall building would likely bring, whilst reducing reliance on car journeys and demand for car parking.

Areas with a PTAL level of 4 are highlighted in yellow in Fig 87 and are located around Sutton, Carshalton and Wallington. They are given a weighting of 3/5.

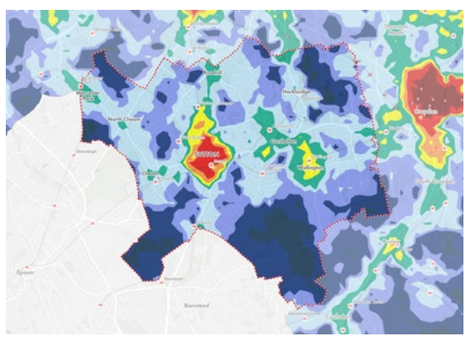


Fig 87 PTAL levels in LB Sutton.

Weighting 4

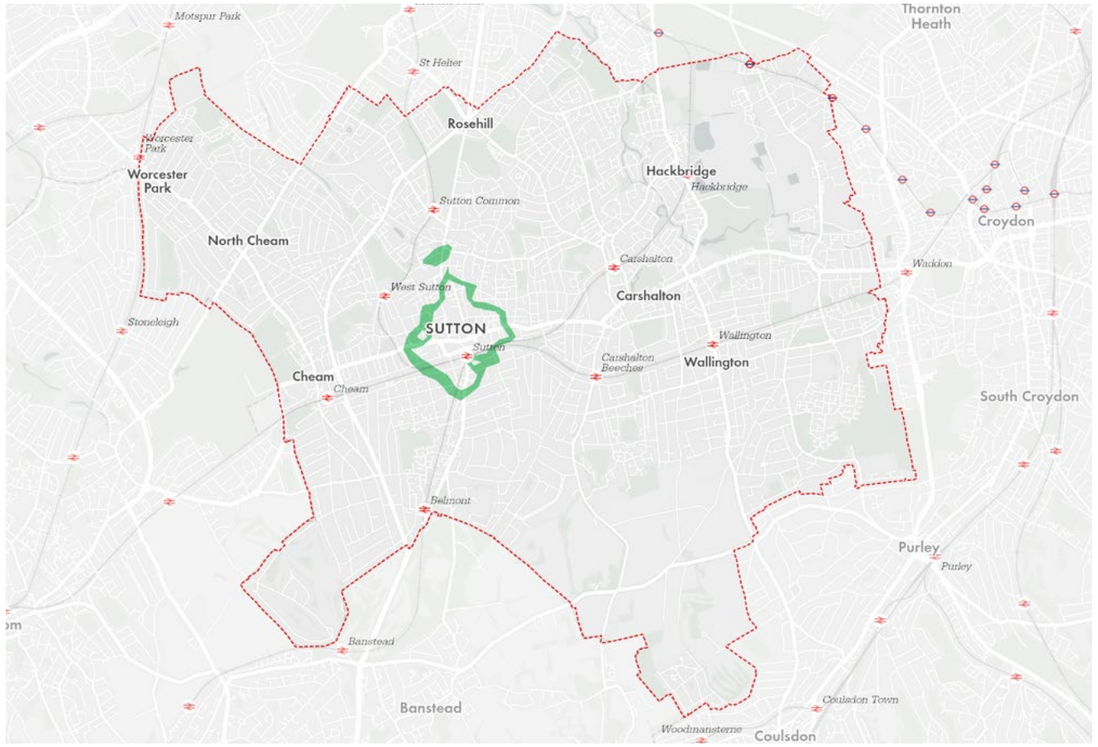


Fig 88 Suitability plan of areas with PTAL 5

15.5 PTAL 5

Areas with a PTAL level of 5 are highlighted in orange in Fig 89 and are located around Sutton Town Centre. They are given a weighting of 4/5.

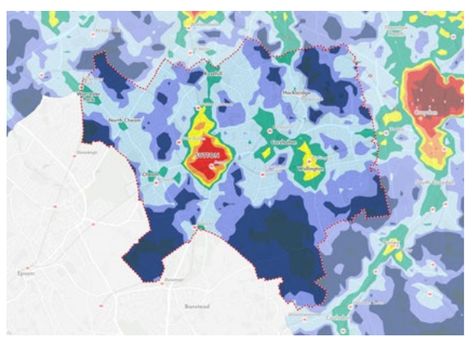


Fig 89 PTAL levels in LB Sutton.

Weighting 5

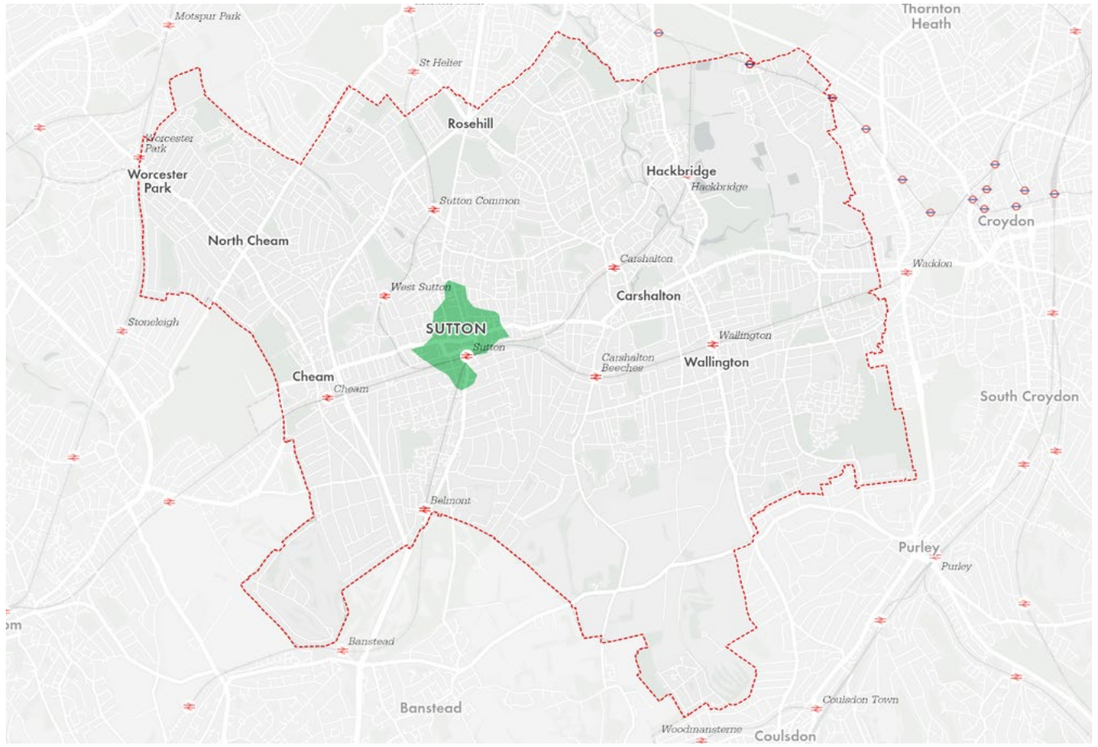


Fig 90 Suitability plan of areas with PTAL 6

15.6 PTAL 6

Areas with a PTAL level of 6a and 6b are highlighted in red in Fig 91 and represents the highest level of PTAL. There is only one location within the borough, in Sutton Town Centre, which has a score of PTAL 6. This criteria highlights an area which is highly sustainable and accessible, and therefore has a weighting of 5/5.

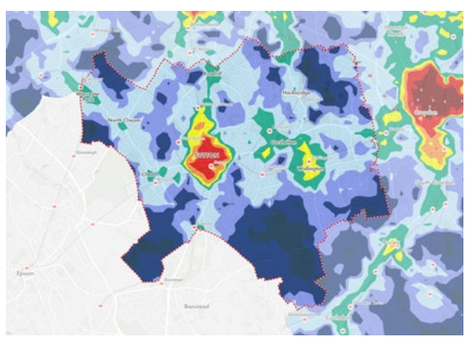


Fig 91 PTAL levels in LB Sutton.

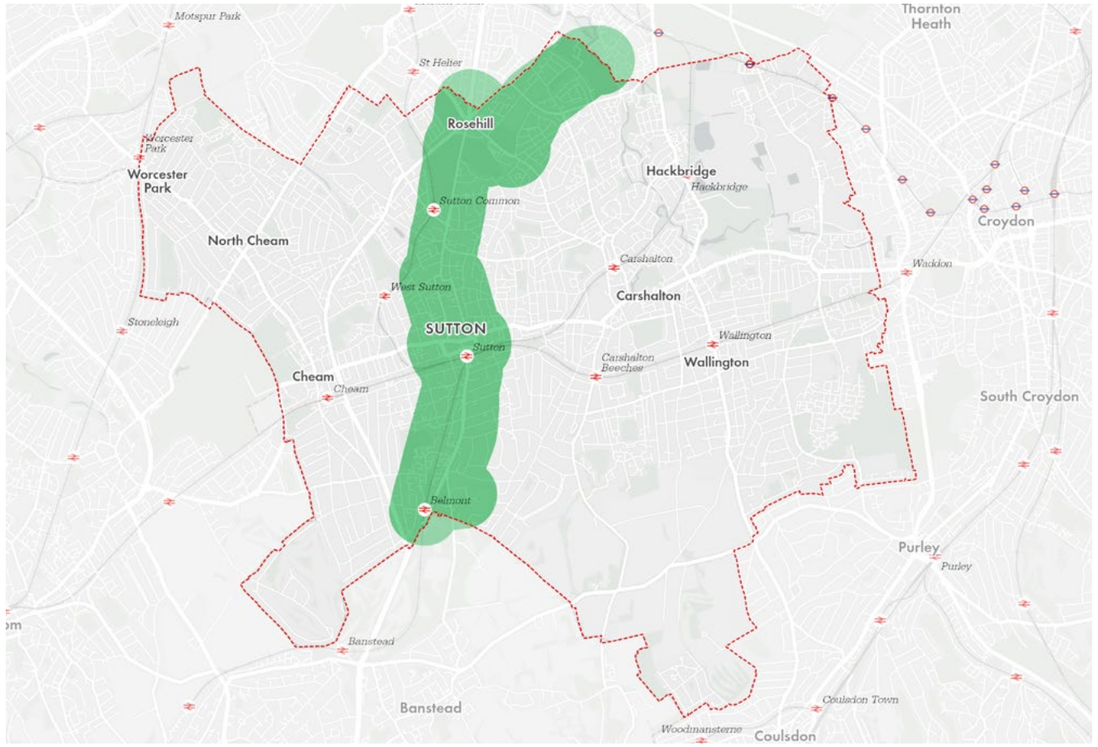


Fig 92 Suitability plan of area safeguarded for tram-link route

15.7 Area safeguarded for Tram-link Route

The Council have proposed an extension to Sutton's Tram-link, which in addition to providing access to sustainable travel, could deliver significant economic benefits by unlocking development opportunities, creating jobs, and increasing output. This opportunity makes building suitable which are within walking distance to the tram route. The plan shows a buffer of 400m from the tram route and 800m from tram stops. The weighting of this criteria is low however as it is unlikely the tram extension will come forward in the plan period.

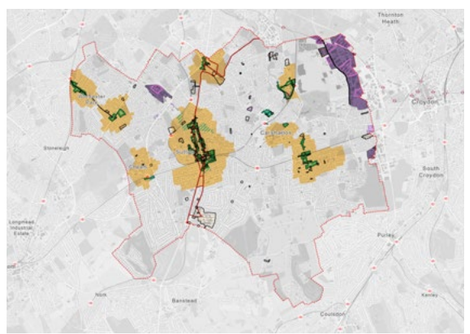


Fig 93 Development in LB Sutton.

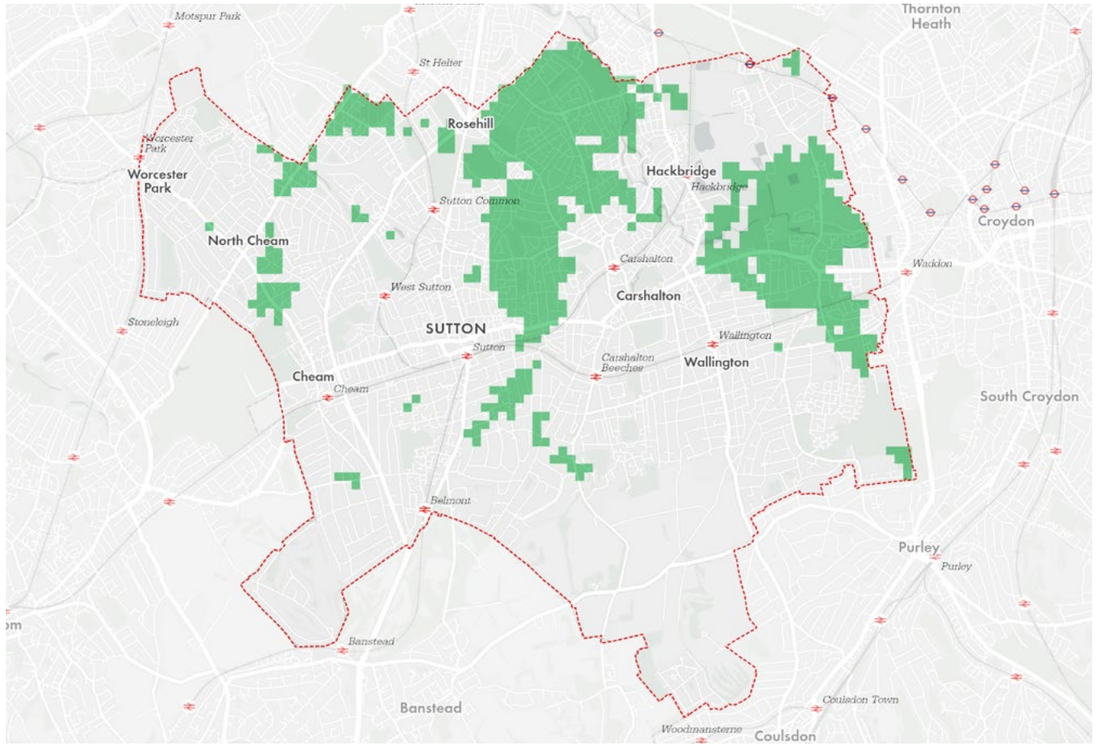


Fig 94 Suitability plan of areas high Cycling Transport Accessibility Level (CTAL)

15.8 Cycle Transport Accessibility Level (CTAL)

Sustainable and active travel is a key factor in future growth. Areas which have good cycling infrastructure should be appropriate to support higher densities which could include taller buildings.

CTAL is a new and developing tool being developed by TfL to help identify where investments in cycle infrastructure would help to improve the accessibility of an area to the existing public transport network. To derive CTAL values across London, a 100-metre grid is overlaid on the Cynemon network (the Cycling Network Model for London, which estomates cyclist routes, journey times and flows across London) and, for each grid square, the number of rail and Underground stations within a five-minute cycle has been calculated. CTAL data shows the current potential for cycling accessibility in an area but this potential might be unrealised without complementary infrastructure.

Good CTAL levels will make an area more sustainable, but given that it does not reflect a measure of actual good access to public transport it is only assigned a 3/5 weighting.

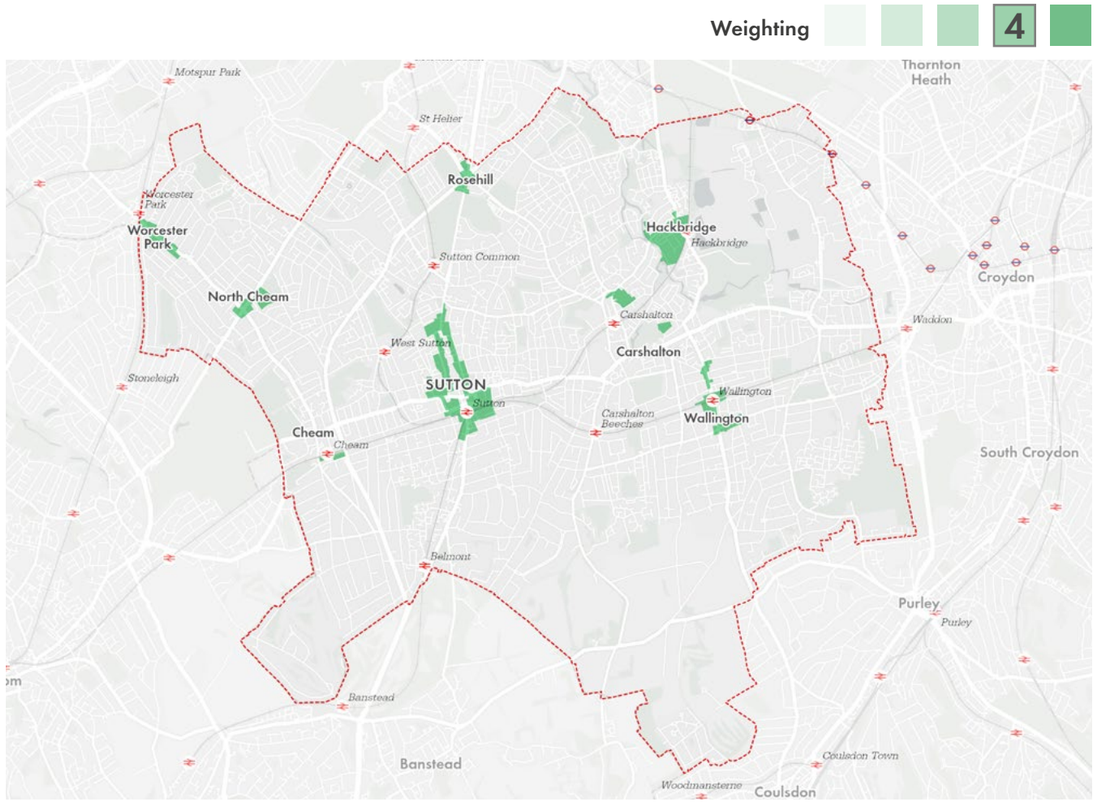


Fig 95 Suitability plan of areas identified for tall buildings

15.11 Areas of Taller Building Potential (existing policy position on tall buildings)

The current adopted Sutton Local Plan (2018) identifies 'Areas of Taller Building Potential' and includes a number of policies which sets out the requirements of character and design which tall buildings will be expected to achieve. The Local Plan target is for no tall buildings to be outside of the identified areas of taller building potential (highlighted in green on Fig 95). The Local Plan highlights that 'well-designed taller buildings are appropriate in the right place if integrated into the local character and context'. The boundaries of these areas where informed by the 2008 Tall Building Study carried out by Gillespies. Given the status of these currently extant policies, this criteria is given a weighting of 4/5.

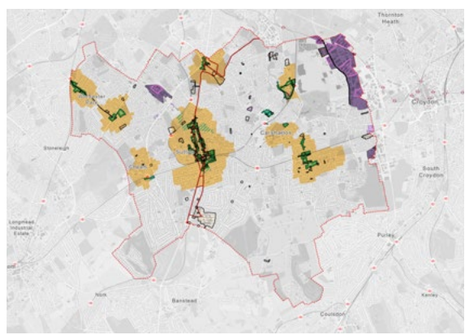


Fig 96 Development in LB Sutton.

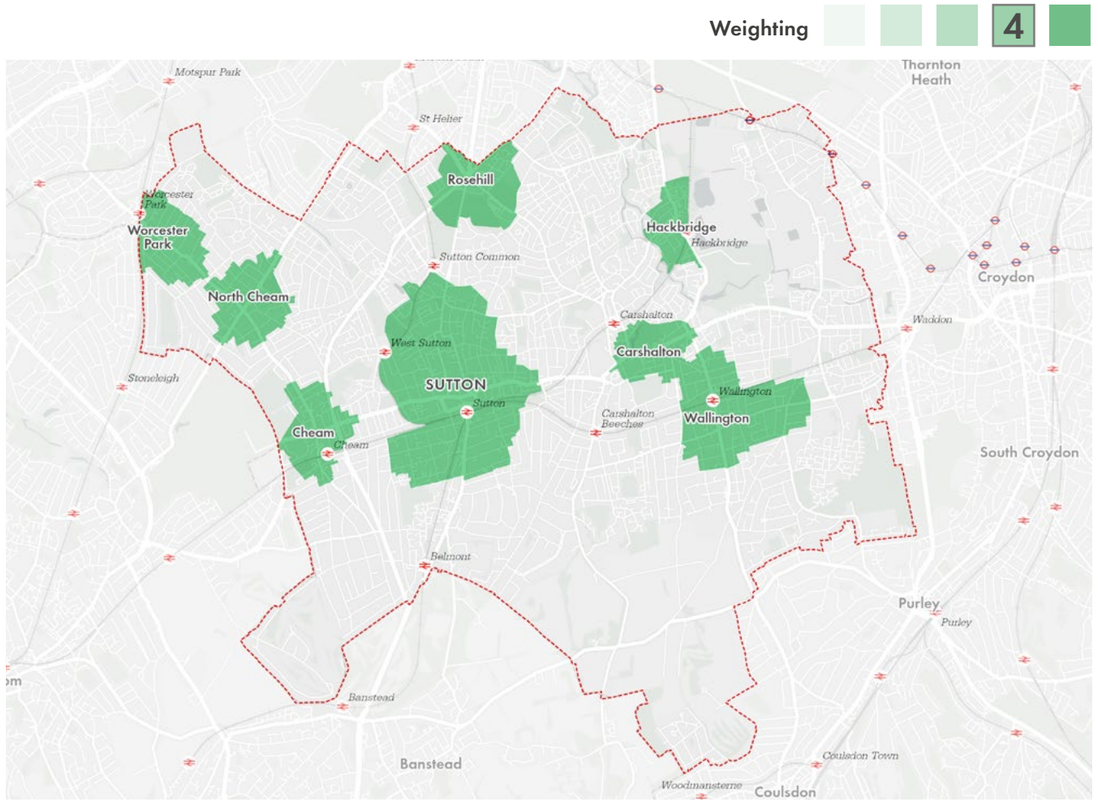


Fig 97 Suitability plan of areas of potential intensification

15.12 Area of Potential Intensification

The Sutton Local Plan (2018) identifies a number of Areas of Potential Intensification (API), which are 'Areas around town centres where the intensification of housing development may be appropriate'. These areas are also located across the district centres of Worcester Park, North Cheam, Rosehill, Hackbridge, Carshalton and Wallington. The Local Plan anticipates that housing growth will be concentrated in these locations, with 55% expected for Sutton Town Centre and its surrounding API; 15% in Hackbridge District Centre and its surrounding API; 10% in Wallington District Centre and its surrounding API; 10% in the other district centres and their surrounding API; and the remaining 10% in the Suburban Heartlands.

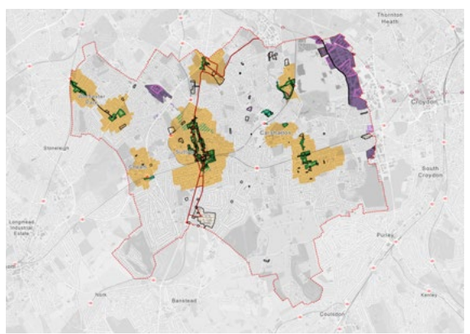


Fig 98 Development in LB Sutton.

Fig 99 Suitability plan of areas with clusters of existing or consented tall buildings (6+ storeys)

15.13 Areas with clusters of existing or consented tall buildings (21m+)

Existing tall buildings and clusters of them, can be said to contribute to a place's potential suitability for additional tall buildings. The townscape impact of new tall buildings in locations which already have them is expected to be considerably less than the potential impact on the townscape in areas where there are no tall buildings. This criteria looks at both single tall buildings and clusters of at least two existing tall building within 100m of each other. Where there are large clusters of tall buildings, such as in Sutton Town Centre, these combine to form larger and more significant zones. Other clusters are located around the London Cancer Hub and Wallington. These are given a weighting of 5/5 in view of the fact that these clusters already exist.

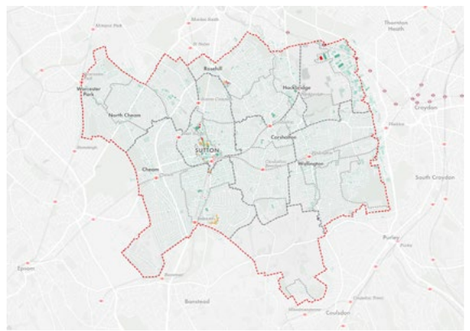
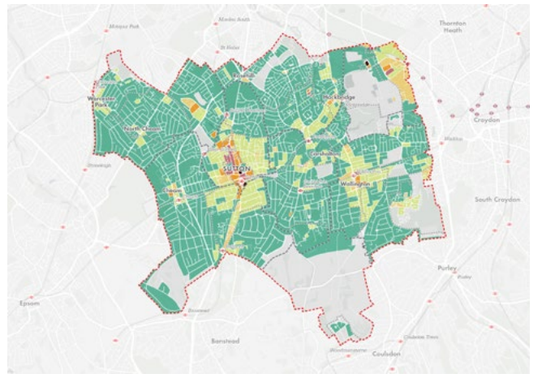


Fig 100 Building heights in LB Sutton.

Fig 101 Suitability plan of areas with high FAR value (2+)

15.14 High FAR value (2+)

Areas of high density are located in Sutton town centre, Wallington and areas in the north east of the district where an industrial estate is located with large warehouses and units. As density here is measured through Floor Area Ratio as opposed to dwellings per hectare (see para 6.11 for more details), it takes into consideration a range of building uses, notably retail and businesses. As FAR takes into consideration a buildings height, it is likely that buildings in these areas are higher than their surroundings. It is likely therefore that new tall buildings in these locations would not impact the townscape as much as areas with a low FAR. New tall buildings could also help to support the growth of these areas.



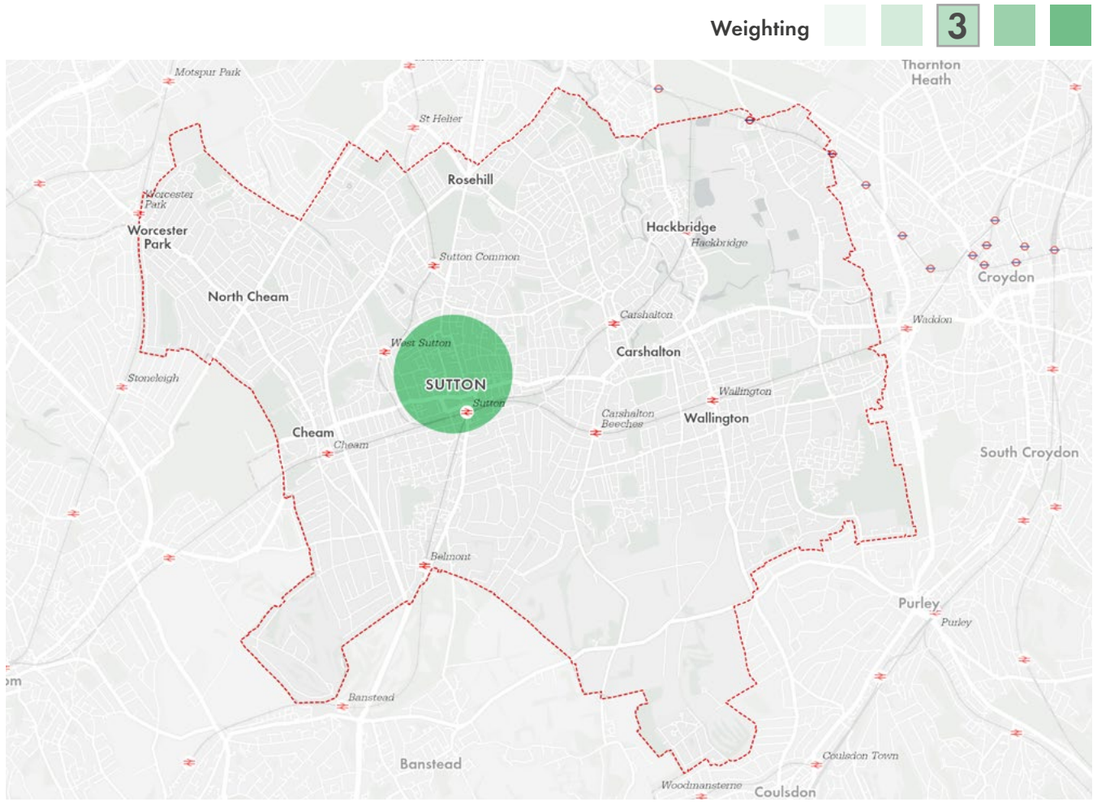


Fig 102 Suitability plan of opportunity area

15.15 The Tram Triangle Opportunity area

The Local Plan review is considering the deliverability of the Tram Trianlge Opportunity Area, as it was predicated on the delivery of the Tram Link, which TfL no longer have a funding commitment to. This is therefore given a weighting of 3 as if the tram link were to be delivered, it would improve the public transport accessibility in the area, making it more suitable to supporting higher density and more sustainable patterns of development.

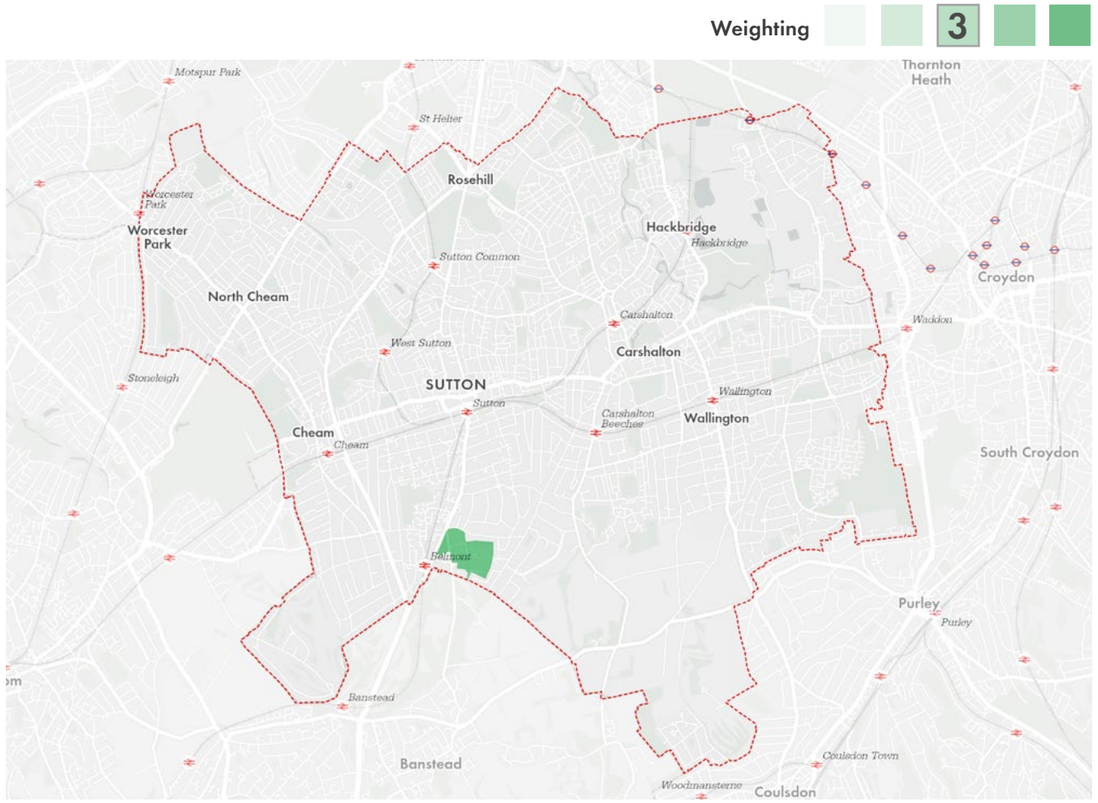


Fig 103 Suitability plan of London Cancer Hub

15.16 London Cancer hub

The London Cancer Hub is identified in the Local Plan (2018) as one of two Primary Growth Areas (the second being Sutton Town Centre). In 2016, the London Cancer Hub Development Framework was published, as a tool to help translate the vision for the Cancer Hub over a 20-year period, which is for it to become a world leading life-science and healthcare district specialising in cancer research and treatment. Since the Development Framework was prepared, the Council has worked with landowners and developers across the site to confirm the ambition for the London Cancer Hub. The vision remains to deliver significant new floorspace for research & development, life sciences, laboratory, and offices. This will be complemented by other commercial and leisure spaces for employees and visitors, all set within a healing environment for patients.

Realising this vision and delivering the amount of new floorspace required, whilst also providing outdoor amenity space, may require incorporating taller buildings across the site(s).

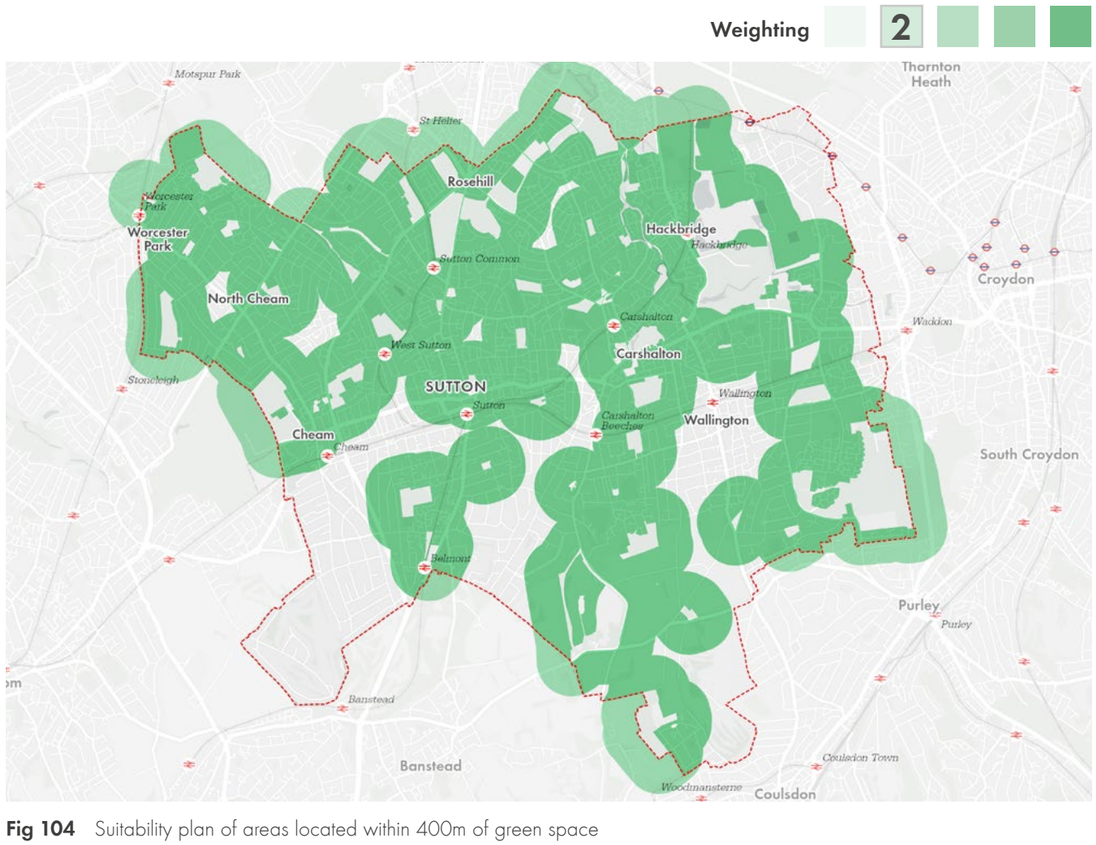


Fig 104 Suitability plan of areas located within 400m of green space

15.17 400m from green space

Good access to public open space supports higher density living. Whilst most tall building developments will be required to provide external space for their residents, green space within close walking distance is an important factor in considering the suitability of an area. A large proportion of the borough is within 400m walking distance to green space, with the exception of areas south of Wallington, and south of Cheam. If tall buildings were to be proposed in these areas, the developer may be required to provide adequate green out door space.

16 SUITABILITY FINDINGS

15.18 Composite suitability heat map

The adjacent plan shows a composite picture of all the suitability criteria, layered over each other. In this composite plan, the layers are shown without their weighting, and thus darker areas illustrate locations where there are more layers on top of each other. The darkest areas are considered the most suitable for taller buildings. Sutton is the darkest area and therefore has greatest potential for the development of new tall buildings. District centres are also shown in darker green, with suitability layers radiating out from them.

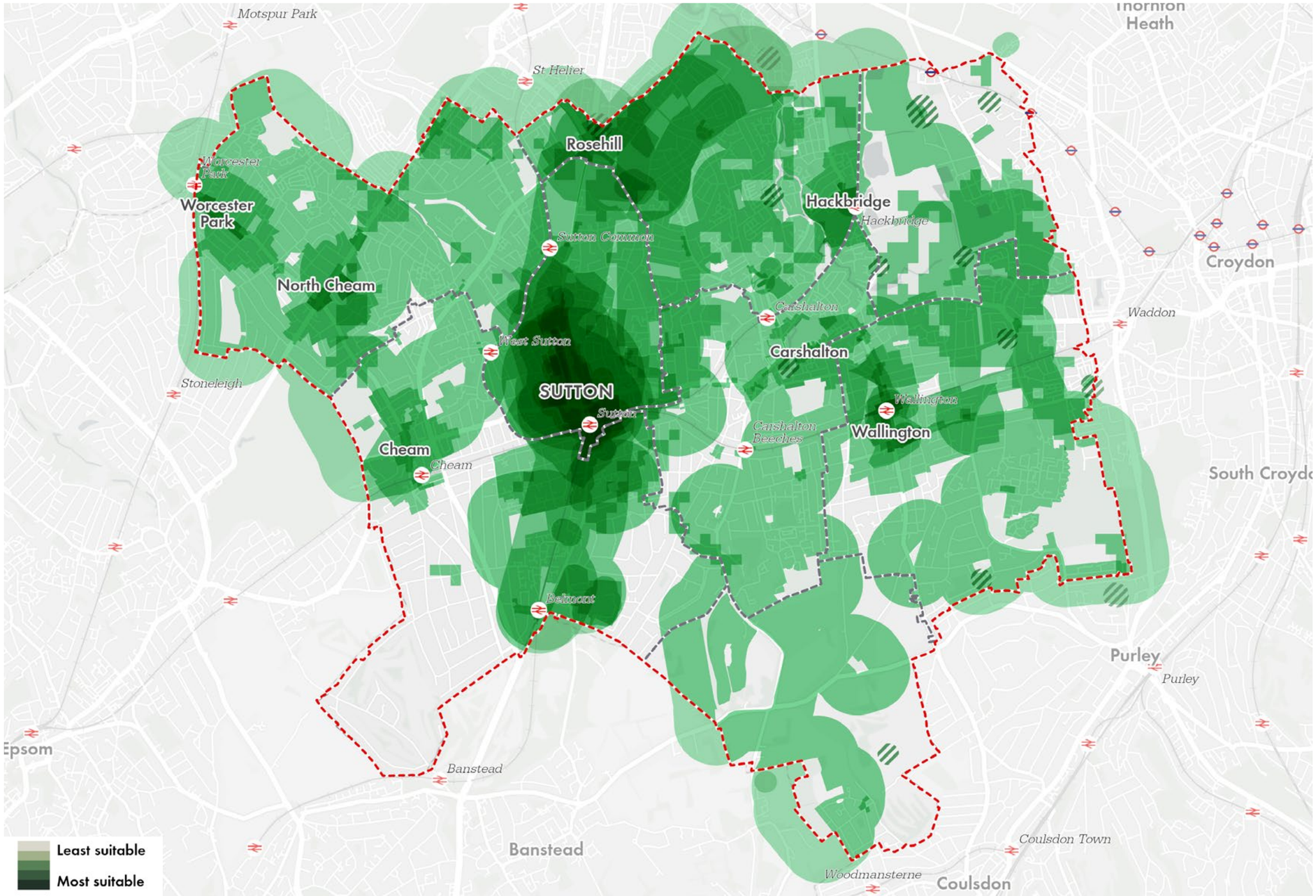


Fig 105 Composite plan of all suitability layers across the Borough, presented as a gradient from least suitable to most suitable

16.1 Composite plan with counted suitability layers

The composite plan shows all the suitability criteria layered over each other, and shows a count of the data layers. In this composite plan, the layers are not shown with their weighting, and instead the count of layers is shown. Areas shown in orange, pink, red and black have six or more suitability layers, and are therefore considered more suitable for tall buildings. Sutton is the only area with locations of 9 overlapping suitability layers.

Grey areas or green areas within the focus areas, with less than two overlapping sensitivity layers, should be scrutinised at step 6 to consider whether they are appropriate locations for tall buildings. This is evident in the Wallington focus area. The other focus areas have a range of 3-6 overlapping suitability layers.

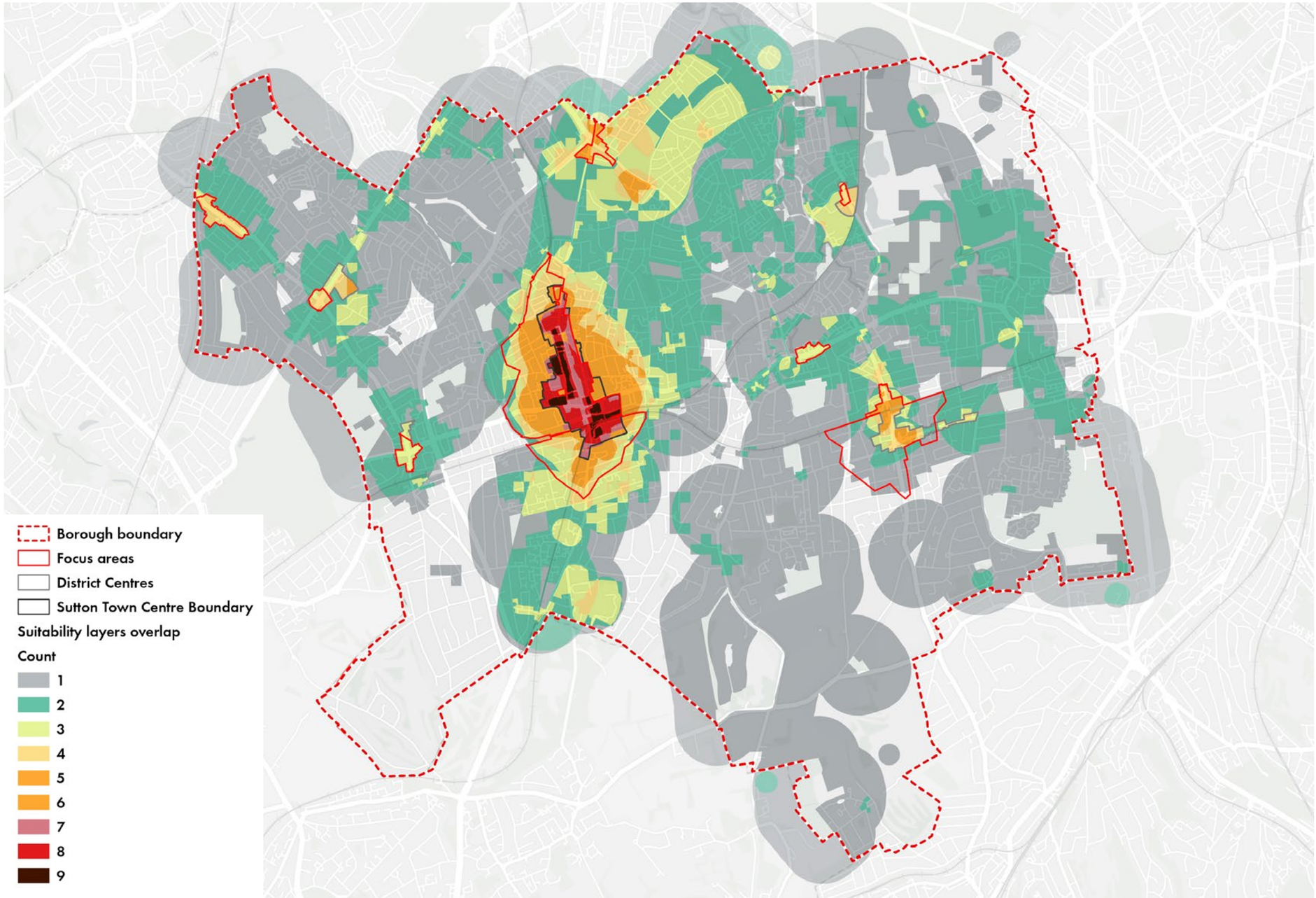


Fig 106 Composite plan of all suitability layers across the borough, presented as counted layers

16.2 Composite plan with weighted layers

The adjacent plan shows a composite picture of all the weighted sensitivities layered on top of each other. The weighting assigned to each sensitivity layer is shown on the plans in the section above. The areas outside of the focus areas fall under one or more of the first three criteria which haven't been given a weighting as they are considered objectively unsuitable for development. These layers include area of low PTAL (0-2), designed green spaces, and areas of low prevailing heights. The area covered by these layers are shown in a grey on Fig 107.

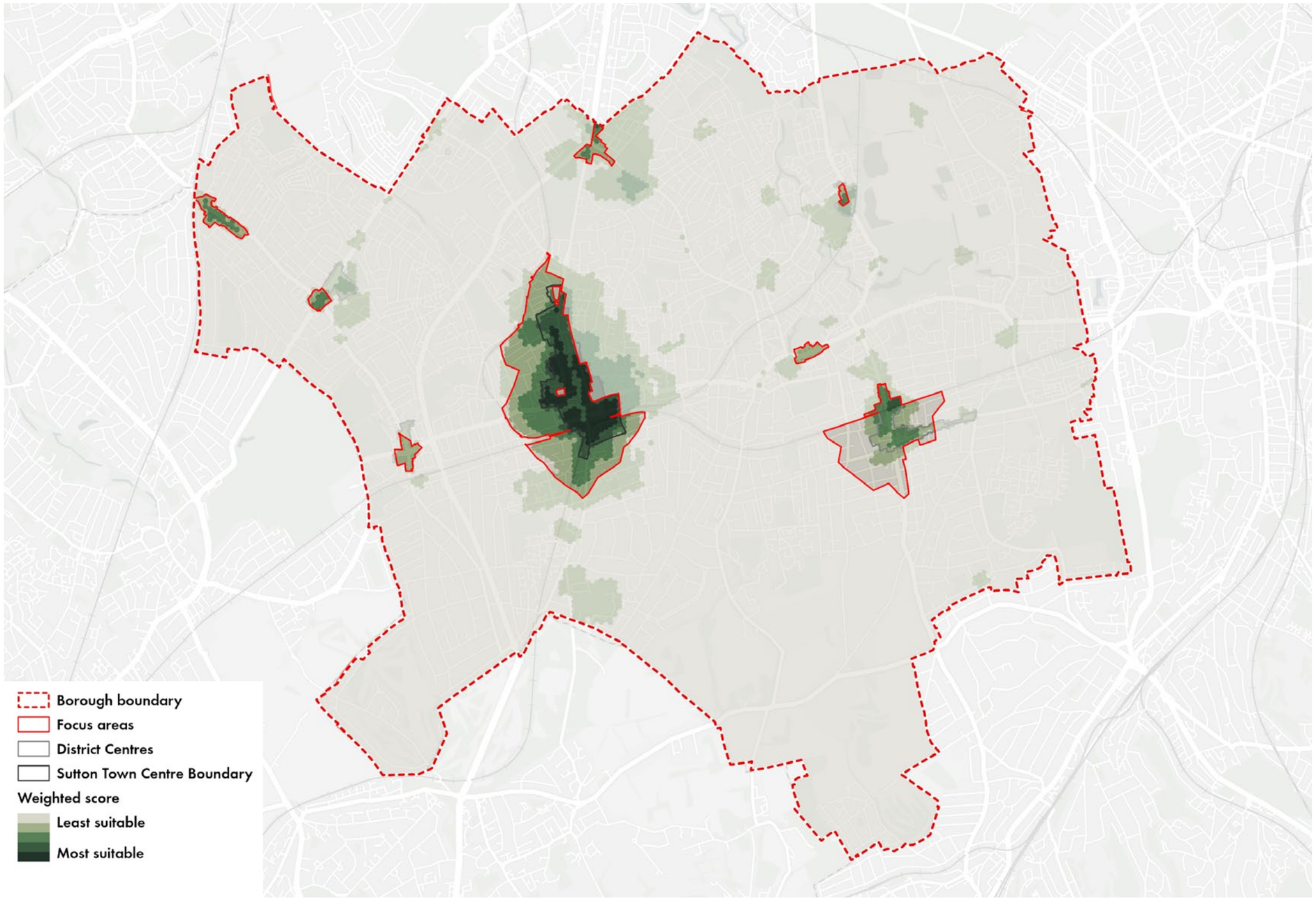


Fig 107 Composite plan of all suitability layers across the borough with their assigned weighting, clipped to the search areas and presented as a gradient

APPROPRIATE LOCATIONS FOR TALL BUILDINGS

17 REFINING THE BOUNDARIES

17.1 Refining the focus area

Extensive analysis of the factors which make locations potentially more sensitive to, or more suitable for, new tall buildings has been undertaken to establish focus areas for where tall buildings may be appropriate. The focus areas have been derived from the first three criteria of the sensitivity analysis. It is important however to consider relevant suitability criteria which would alter the focus area boundaries. In this case, the search areas have been widened to include the Local Plans (2018) established 'Areas of Taller Building Potential', and the London Cancer Hub. Whilst these focus areas provide a guide to understanding where appropriate locations may be, a closer look is needed to determine if it is indeed appropriate, and if so where is the detailed boundary for that location. This requires a combination of reviewing the suitability and sensitivity analysis and undertaking a thorough townscape analysis.

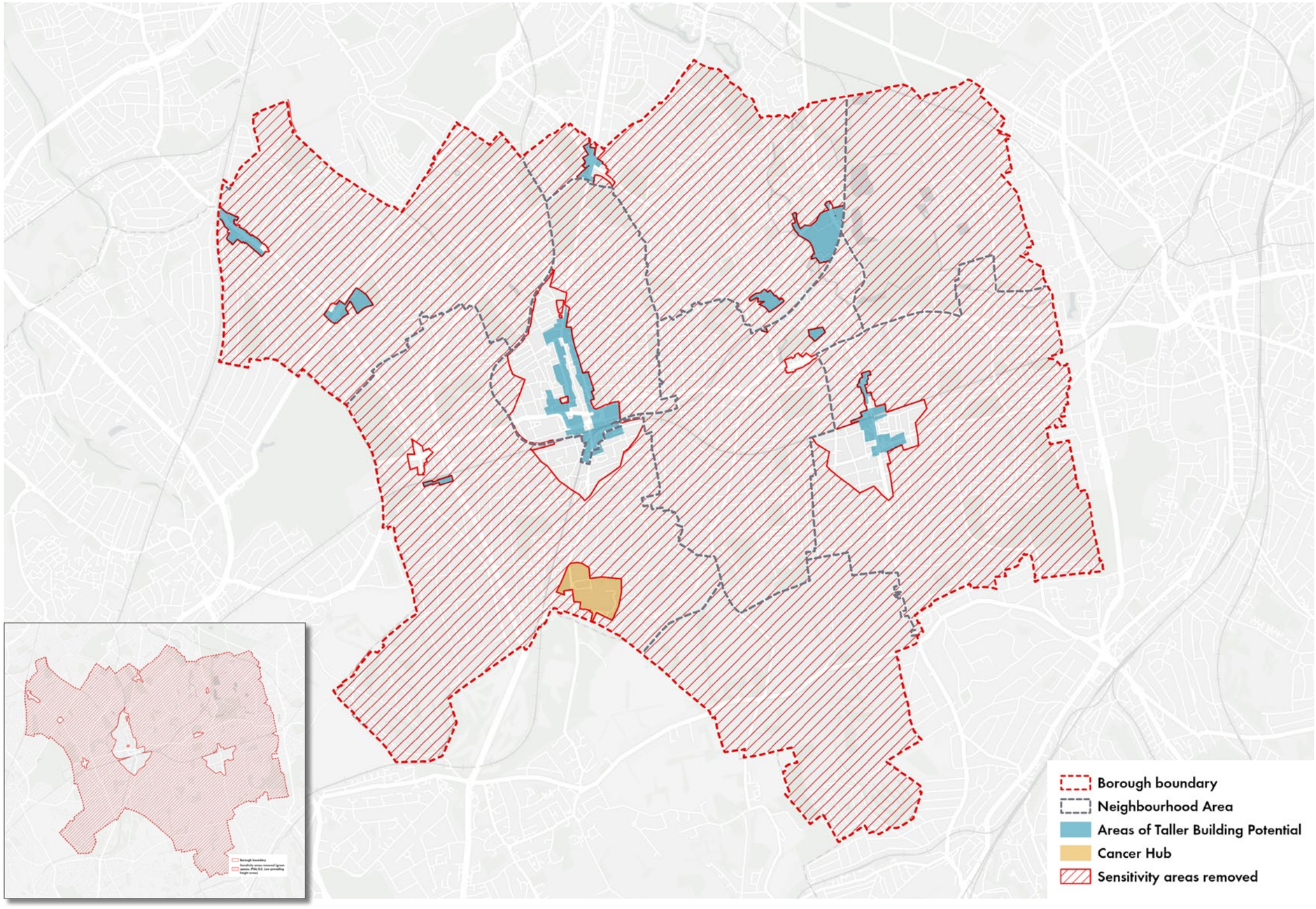


Fig 108 Search areas extended to include areas of taller building potential and the London Cancer Hub, as identified in existing policy of the Sutton Local Plan (2018)

18 SUMMARY

18.1 Methodology for refining the boundaries for areas appropriate for tall buildings

The adjacent table (Fig 109) sets out each of the search areas and identifies whether it is potentially appropriate for tall buildings. It identifies the thresholds above which a building will be considered tall within that neighbourhood and the appropriate height ranges for taller buildings within that area.

Identification of the 'potentially appropriate locations' does not imply that every site within the area is appropriate or would receive planning consent for tall building proposals. Applications for tall buildings will be required to include considered and thorough architectural, urban design and placemaking analysis to demonstrate why a specific site presents a clear and positive opportunity for a tall building.

This section will focus on each of these search areas and provide townscape analysis and justification for locations where tall buildings may be appropriate.

Focus Area	Potentially appropriate?	Threshold above which buildings will be considered tall			Appropriate height range for taller buildings			
		Lower zone	Mid zone	Higher zone	Single/no zone	Lower zone	Mid zone	Higher zone	Single zone
Sutton town centre	Yes	21m (6st)*	21m (6st)*	21m (6st)*	N/A	21-27m (6-8 st)	21 - 45m (6-14 st)	21-63m (6-20 st)	N/A
Wallington centre	Yes	21m (6st)*	N/A	21m (6st)*	N/A	N/A	N/A	N/A	21 - 33m (6 - 10st)
Carshalton centre	No				21m (6st)*				
Carshalton College	Yes	N/A	N/A	N/A	21m (6st)*	N/A	N/A	N/A	21 - 27m (6 - 8st)
Hackbridge centre	Yes	N/A	N/A	N/A	21m (6st)*	N/A	N/A	N/A	21 - 27m (6 - 8st)
Rosehill centre	Yes	N/A	N/A	N/A	21m (6st)*	N/A	N/A	N/A	21 - 27m (6 - 8st)
Cheam centre	No				21m (6st)*				
Cheam Station	Yes	N/A	N/A	N/A	21m (6st)*	N/A	N/A	N/A	21 - 27m (6 - 8st)
North Cheam centre	Yes	N/A	N/A	N/A	21m (6st)*	N/A	N/A	N/A	21 - 27m (6 - 8st)
Worcester Park centre	Yes	N/A	N/A	N/A	21m (6st)*	N/A	N/A	N/A	21 - 27m (6 - 8st)
London Cancer Hub	Yes	N/A	N/A	N/A	21m	N/A	N/A	N/A	21 - 39m
All non-appropriate locations	No				21m (6st)*				

Fig 109 Areas and locations included in the Area of Search process and their respective thresholds for tall buildings

* London Plan default definition of tall which is 6 storeys or 21 metres

18.2 The concept of mid-rise

The existing Sutton Local Plan tall building policy makes direct mention of the concept of mid-rise development, defining it as buildings between 4 and 6 storeys.

Whilst this study is focussed on tall buildings - what they should be defined as in the Sutton context and where they might be an appropriate form of development, consideration has also been given to the concept of mid-rise buildings.

Tall buildings are unlikely to be an appropriate form of development in all locations within defined town or district centres. However, with the potential exception of locations within conservation areas, these centres are by definition likely to be appropriate for higher density and more compact forms of development.

As we define new boundaries within which tall buildings may be appropriate, we will reflect on both the likely wider extent of an associated centre boundary and the extent of the currently adopted Local Plan tall building zones to help introduce zones where mid-rise development would typically be an appropriate form of development whilst also excluding conservation areas.

Having established the threshold definition of tall as the default established in the London Plan (6 storeys or 21 metres), we will carry forward the broad definition of mid-rise from the currently adopted Sutton Local Plan. However, it will be important to express this definition in metres rather than number of storeys for greater clarity and certainty.

Mid-rise: 4 - 6 storeys : 15 - 21m

19 SUTTON TOWN CENTRE

19.1 Context

This focus area extends beyond Sutton Town Centre, into the sub-areas of Sutton West and South Sutton and Belmont.

The town centre has a prevailing height of 5.2 and a height variance of between 5 and 10, identifying a diverse range of heights. The greater the height variance, the less accurate the prevailing height is at giving a picture of heights in the area. It is important therefore to look in detail at what tall buildings are present and their position. The distribution and concentration of tall buildings is located around Sutton Station and set back from the high street, along Throwley Way and St Nicholas Way. The tallest building in the focus area is Quadrant House, which is 76 metres in height (19 storeys). Sutton Point, located just north of the train line, is a large scale, mixed-use scheme, which includes a 73 metre tower (22 storeys). These tall buildings create a cluster around the station. The VuCity plan identifies building which are under construction (in blue) which include Beech Tree Place and St Nicholas house, the latter of which includes buildings over 21 metres.

342-346 High Street
Type: Mixed use
No of resi units: 30
Application number:
DM2020/00532
Completed: 2022-04-01

Beech Tree Place
Type: Residential
No of resi units: 92
Application number:
DM2021/02331
TBC: 2026-07-31

2-4 Lodge Place
Type: Mixed use
No of resi units: 36
Application number:
DM2020/01549

Times Square Shopping Centre
Type: Residential
No of resi units: 113
Application number:
DM2020/01573

St Nicholas House
Type: Residential
No of resi units: 276
Application number:
DM2019/01309
TBC: 2024-07-01

MANOR PARK

B&Q
Type: Mixed use
No of resi units: 970
Application number:
DM2022/01764

24034 Sutton Court Road
Type: Residential
No of resi units: 165
Application number:
B2017/77476
Completed: 2021-02-15

Copthall House
Type: Residential
No of resi units: 32
Application number:
DM2020/00816

SUTTON STATION

Sutton Point
Type: Residential
No of resi units: 332
Application number:
B2015/72126
Completed: 2018-12-01

Under Construction
Consented
Recently completed

Fig 110 Vu City plan of Sutton Town Centre, including buildings under construction, consented and recently completed

Fig 111 Google earth photography of Sutton Town Centre

19.2 Reflections on analysis

It is clear that Sutton Town Centre is by some distance the most suitable and more appropriate location for new tall buildings in the Borough. As a Metropolitan Centre which is extremely well served by public transport facilities and services, Sutton Town Centre is the Borough's most sustainable location.

Some sensitivities do however exist. The town centre conservation area has recently been reviewed and extended and there are numerous listed buildings and other heritage assets in the centre.

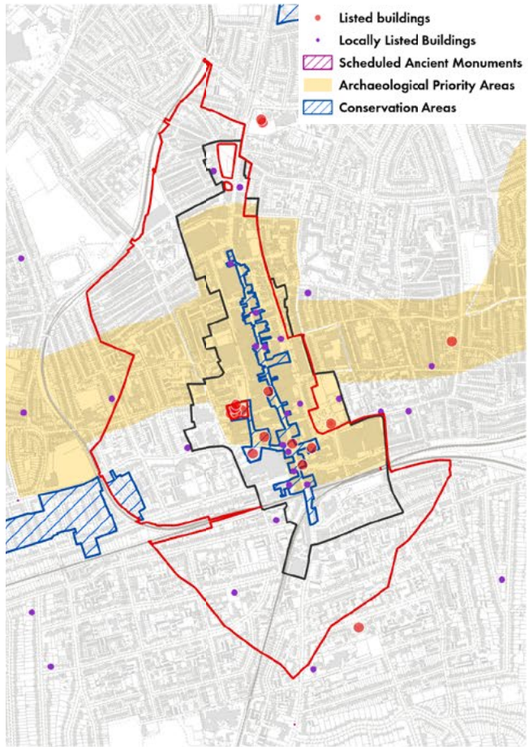


Fig 112 Heritage plan

Fig 113 Figure ground plan

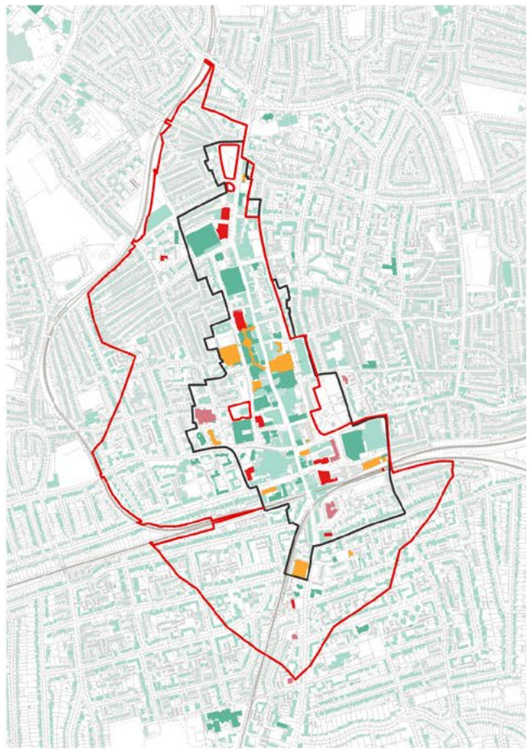


Fig 114 Building heights plan

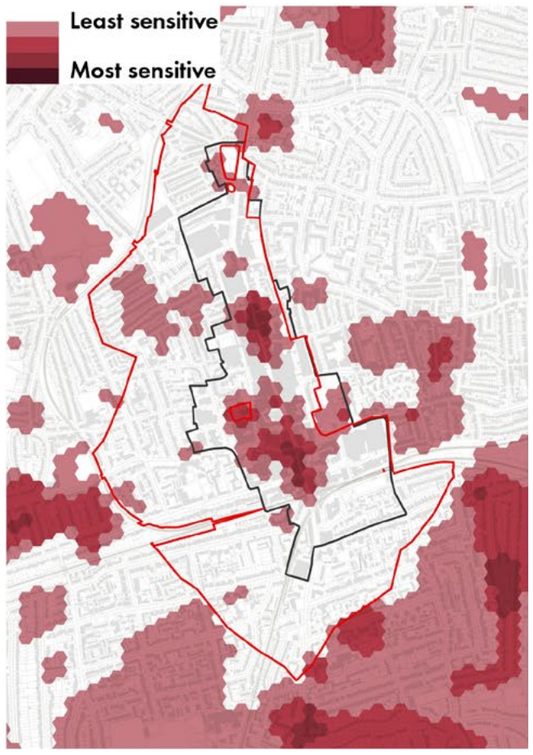


Fig 115 Composite plan of weighted sensitivity layers

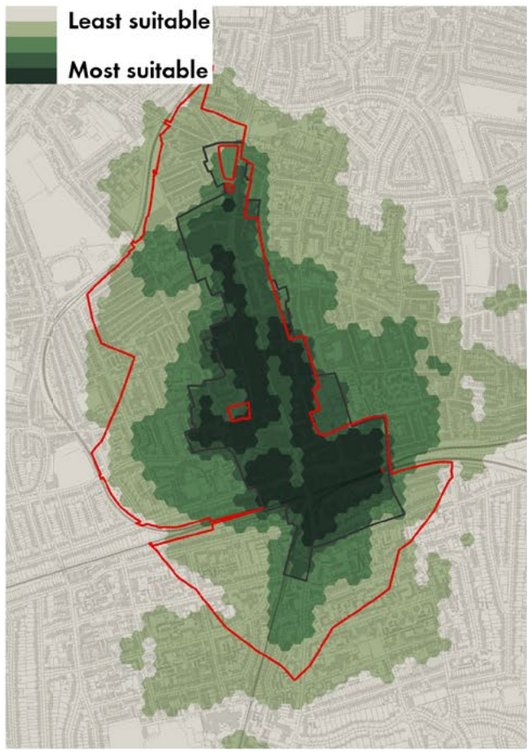


Fig 116 Composite plan of weighted suitability layers

19.3 Townscape analysis

Sutton town centre takes the form of a strong axial high street, aligned north south along Sutton High Street. The main point of arrival is Sutton Railway Station which is located at the very southern extent of this axis.

Land rises towards the south and the walk north up the high street is a gradual descent.

Heritage assets tend to be clustered towards the southern end of High Street, with a particularly import group of three listed church buildings in the vicinity of the Civic Offices. Views between these three important landmarks will be important to maintain and, where possible, improve.

The threshold between town centre densities and surrounding suburban densities and heights is quite a sudden one enabling boundaries to be drawn quite distinctly.

There are discernible existing clusters of tall buildings in the centre - with the highest being in the vicinity of the station and two smaller clusters at the southern and northern ends of the High Street axis.

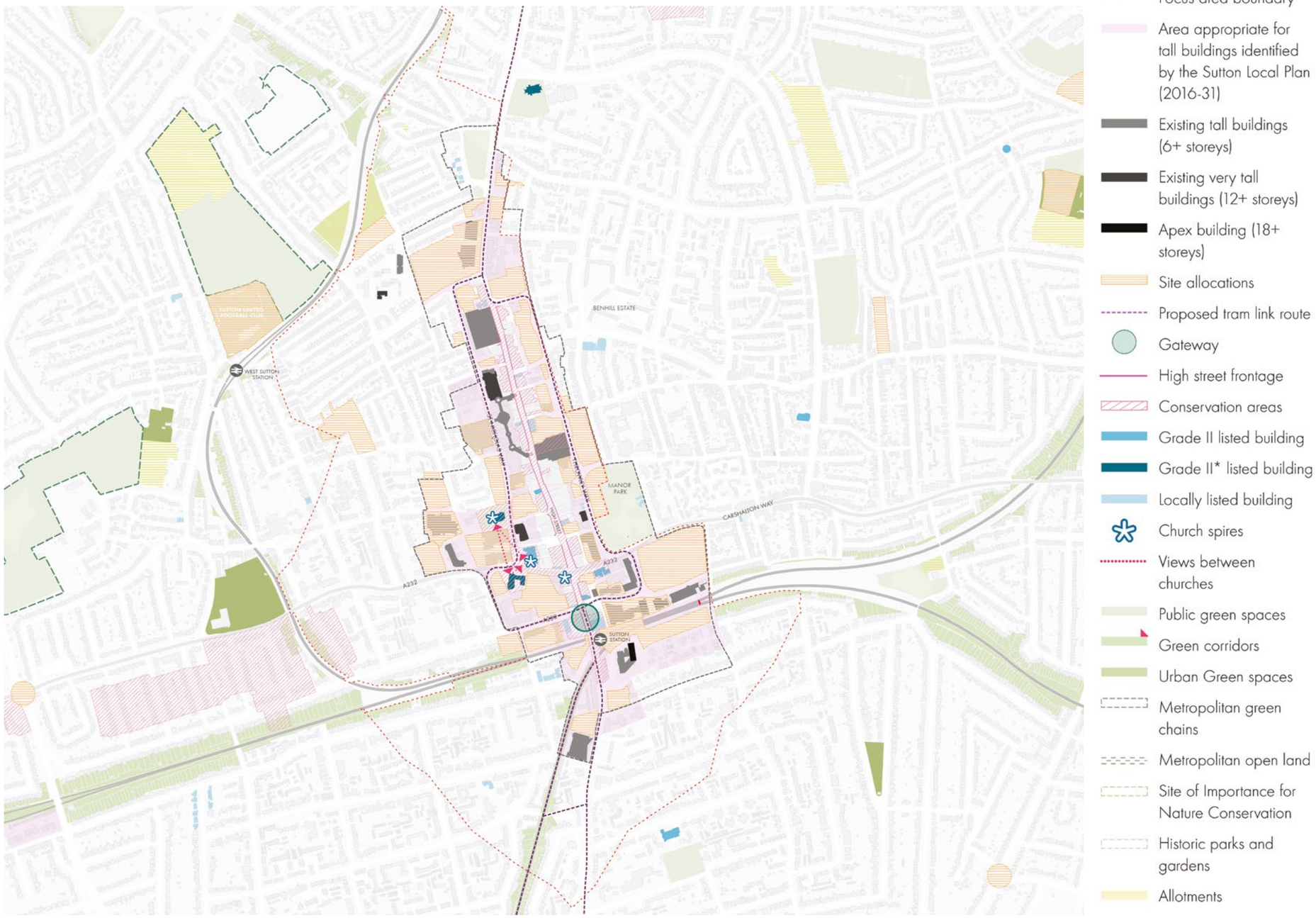


Fig 117 Townscape analysis plan of Sutton Town Centre

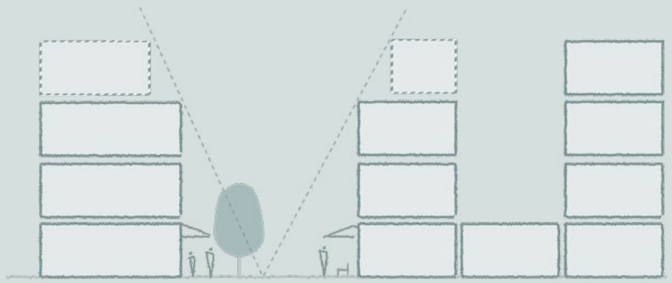
19.4 Tall building strategy principles

Seven key principles for the development of tall buildings in Sutton Town Centre have been identified. Schemes should demonstrate how they have addressed these principles.

1

Respect the conservation area and sensitively respond to the strong, traditional linear form of the high street

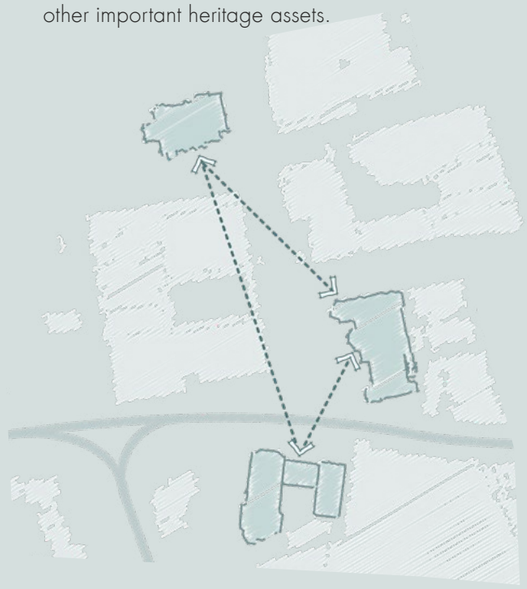
1. Along the core part of the High Street, within the conservation area (from The Quadrant in the south to the junction of the High Street and Crown Road in the north), tall buildings are not appropriate.
2. Building heights in this location, which provide direct frontage to the High Street, should be limited to around 4 storeys, retaining the human scale of the core High Street and responding to the historic urban grain and plot orientation.
3. Taller elements must be set back, outside of the conservation area, to prevent adverse impacts of overshadowing and an overbearing appearance along of the High Street, and to retain the continuous linear building line, which creates a strong sense of enclosure along this key axis.
4. Beyond the core part of the conservation area, taller buildings are potentially acceptable in accessible/sustainable locations, and should be delivered with a mediating shoulder height.



2

Protect important views and vistas within the town centre - particularly in the Ecclesiastical Quarter

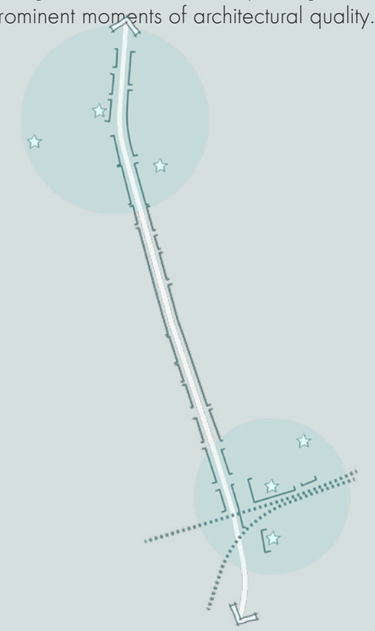
1. Sutton's linear High Street is experienced through long vista views. Development should not obstruct or interfere with these views.
2. Sutton Town Centre has three notable churches which form the Ecclesiastical Quarter; Trinity Church (Grade II listed), Baptist Church (Grade II* listed) and St. Nicholas Church (Grade II* listed). These churches are in part listed for their architectural and group value with each other.
3. The views between these churches form a strong relationship, and new development should seek to maintain this linkage. Redevelopment of nearby plots should seek to improve the visual and physical connections between these three landmarks.
4. St Nicholas Church is Sutton's most ancient religious focal point, thought to date back to Saxon times. The surrounding views to this church are highly sensitive. Development proposals should not obstruct views between this church and other important heritage assets.



3

Seek opportunities to bookend the High Street

1. Tall buildings should ideally be clustered at either the principal southern cluster or secondary northern cluster of taller buildings.
2. Clustering taller buildings in these 'polar' High Street locations will help to protect the more traditional character of the central historic High Street axis and the character of its conservation area.
3. At the south eastern gateway there is an existing cluster of tall buildings either side of the railway station, with both Quadrant House and Sutton Point forming landmarks at the southern end of the High Street. Development here should enhance the sense of arrival and approach to the station. This should be sensitively done to avoid a 'canyoning' of these environments.
4. At the northern gateway, particularly around Marshall's Road and the High Street / Crown Road junction, there are opportunities for taller elements drawing people along the High Street by creating new destinations, wayfinding elements and prominent moments of architectural quality.



4

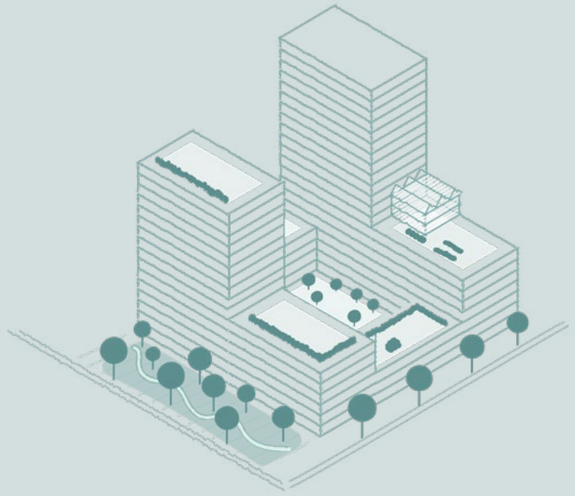
Sensitively mediate between the town centre and the low-prevailing height of the suburbs

1. The town centre boundary is focused around the mixed use area in Sutton Town Centre. The scale of this area is varied. In places, particularly in the south west, development scale is significantly taller in height than its immediate context.
2. Where sites come forward on the edges of the tall building boundary, these developments will need to carefully mediate the transition in scale towards the adjacent suburban hinterland.

5

Tall buildings must contribute to the greening of the town centre

1. Any new tall building in Sutton Town Centre must contribute towards a greener town centre.
2. Opportunities to integrate green infrastructure must be prioritised and could include green roofs, rooftop gardens, podium gardens and rain gardens.
3. Green infrastructure and open space at the ground and lower levels will need to consider shading and the micro-climate created by the design. Proposals must meet open space standards and green infrastructure requirements. Off-site contributions could include improvements to local parks and open spaces.



6

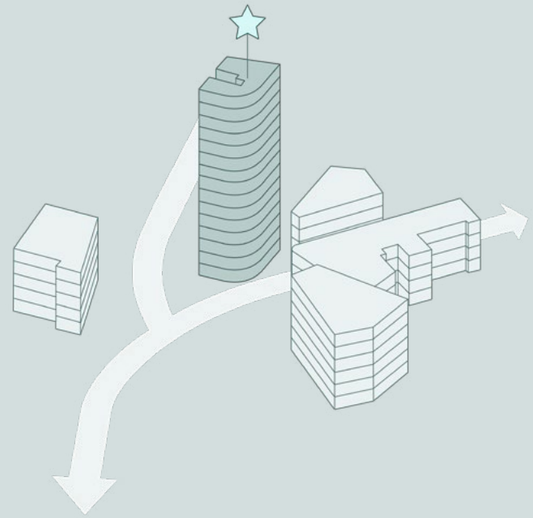
Proposals for higher density developments must be carefully coordinated between adjacent sites

1. Proposals should be prepared in a coordinated manner, demonstrating awareness of opportunities on adjacent sites with reference to the Sutton Local Plan and site allocations. Such coordination will result in a cohesive townscape and public realm.
2. Adjacent landowners are encouraged to adopt a joined up approach, finding opportunities for coordinated strategies through early dialogue with the Council.
3. Careful consideration of cumulative impact will be required, with a view to avoiding the unintended clustering of buildings.

7

Apex buildings

1. Apex buildings are existing or potential buildings which represent local high points. Generally they should remain taller than those immediately around them.
2. There are already some existing apex buildings within the Sutton Town Centre, such as Sutton Point, which should remain amongst the tallest buildings in central Sutton.
3. Apex buildings occupy prominent locations and act as landmarks, assisting with wayfinding and play an important role in establishing urban identity.
4. Whilst they should be taller than their surroundings, the position and orientation of an apex buildings must be particularly sensitive to its surroundings.
5. Apex buildings should be of the highest architectural quality and take proper account of their surroundings. They must deliver exemplary design quality given their prominence.



19.5 Areas appropriate for tall buildings

There are a number of locations where we suggest changes to the Council's existing tall building boundaries. These locations are as follows, with notes set out to explain the suggested changes to currently adopted boundaries:

1. **Extend to include Benhill Estate**: This is a major housing estate regeneration initiative. The estate is a short walk from the core of Sutton Town Centre. Buildings across the estate already rise to a consistent height of 5 storeys across a series of estate buildings. The estate is of a scale where regeneration will be able to create its own context within the site, with massing and scale at the site's thresholds taking account of the wider context. This edge of centre estate has a relationship with its suburban context, particularly to the east and north, so only the area closest to the town centre is included in the appropriate zone.

2. **Extend to include Sutton Court**: A Sutton housing estate within short walking distance to Sutton Town Centre and very close to Sutton Station. The area is surrounded on three sides with buildings of an equivalent height of 6 or more residential storeys. The recent Subsea 7 development now acts as something of a new gateway development on the approach to the town centre the south.

3. **Extend to include Beauclere House, Leith Towers, Girtin House and Raeburn House:** This cluster of large apartment and tower blocks mark the southern approach to Sutton Town Centre and are all in the immediate vicinity of the recent Subsea 7 development.

4. **Exclude Mulgrave Road:** This area has its own village-like quality supported by buildings with townscape merit and mature landscape features. Whilst extremely close to Sutton Station, it is considered that tall buildings in this location could be detrimental to this strong and positive townscape.

5. **Extend to include Homefield Park:** This centrally located housing area is characterised by large typically 5 and 6 storey apartment buildings with a prominent Sutton Park Road address. The context is generally urban and the site boundaries / thresholds are not sensitive. Some more traditional housing fronts the Cheam Road which will an important consideration.

6. **Exclude Sutton Theatre building and First Church of Christ, Scientist, Sutton:** The existing church building has merit and is a positive townscape threshold into the town centre from Cheam.

7. **Exclude St Nicholas Community Hall:** This site forms an important part of the setting of the adjacent Grade II* Listed St Nicholas Church.

8. **Exclude Greenford Road (south side):** The primary school site is a far more logical boundary.

9. **Extend to include Collingwood Estate & Sutton Bus Garage:** This small housing estate is a short walk from Sutton Town Centre and is well served by rail services via West Sutton Station. Existing building heights across the estate vary from 3-4 to 6 storeys with a tower rising to 16 storeys in the centre of the estate. Whilst some street frontages do form the site's thresholds, the large format retail use to the east is less sensitive. The bus garage site to the north is also suitable for tall buildings with allotments and a railway line forming prominent boundaries.

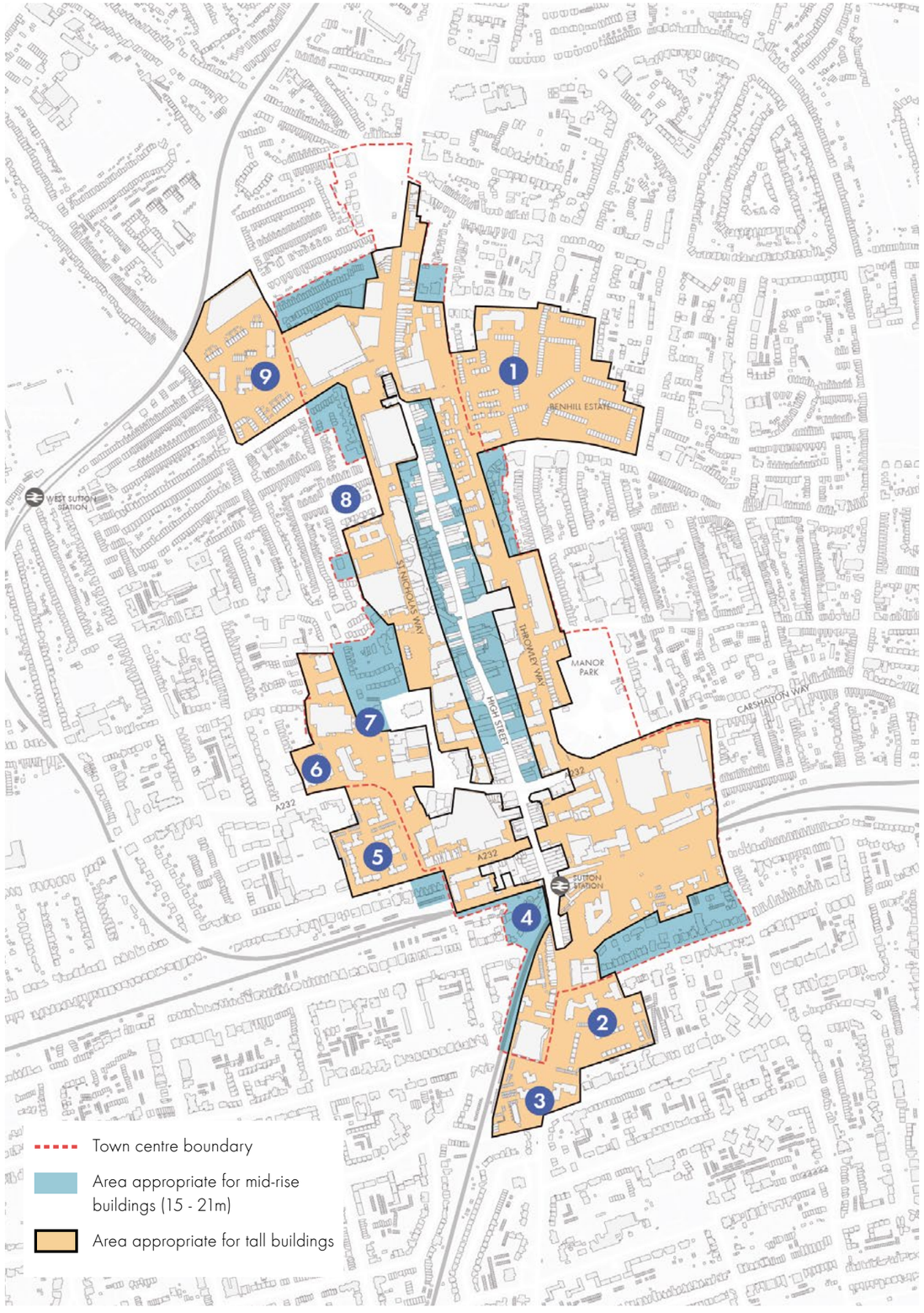


Fig 118 Plan of areas appropriate for tall buildings in Sutton

19.6 Why these new threshold bands?

The bands have been revised to take account of an updated format definition of tall which is now in line with the London Plan's definition of 21m. The primary changes to tall building height thresholds are as follows:

1. **More disaggregated –** areas are defined in smaller, more localised zones, to help provide a more responsive framework.

2. **Two primary zones –** as follows:

- Height is appropriate – but sensitively respecting context; and
- Positive contribution – where tall buildings will make a positive contribution to town centre regeneration.

3. **Two further zones –** either side, as follows:

- Heritage setting – where there is a sensitive threshold with the town centre conservation area; and
- Tall cluster – where Sutton's tallest buildings are focussed.

Tall building threshold bands:

15 - 21m (Mid-rise)

A category which helps the iterative process of defining the boundaries within which tall buildings would be considered appropriate. These zones tend to signify locations which could well benefit from taller buildings which rise above the prevailing height, but which buildings above the formal definition of tall might be considered too tall in their local context.

21 - 27m

A category where urban regeneration is generally considered appropriate but these zones typically share a boundary with neighbouring residential suburban areas and designs will need to take account of the potentially adverse townscape impacts of new tall buildings in these locations.

21m - 45m

A category which indicates that carefully designed tall buildings would be appropriate and opportunities to deliver them should be viewed positively given the opportunity their present to make a positive townscape impact. They tend represent the more sustainable locations within the town centre.

21m - 63m

A a category which represents the most sustainable cluster of sites around the railway station interchange. There is already a cluster of tall buildings here, with opportunities for more to strengthen the role this area plays in anchoring the southern end of Sutton High Street.

Apex buildings

Exceptional apex buildings which might exceed these height thresholds and should remain so.

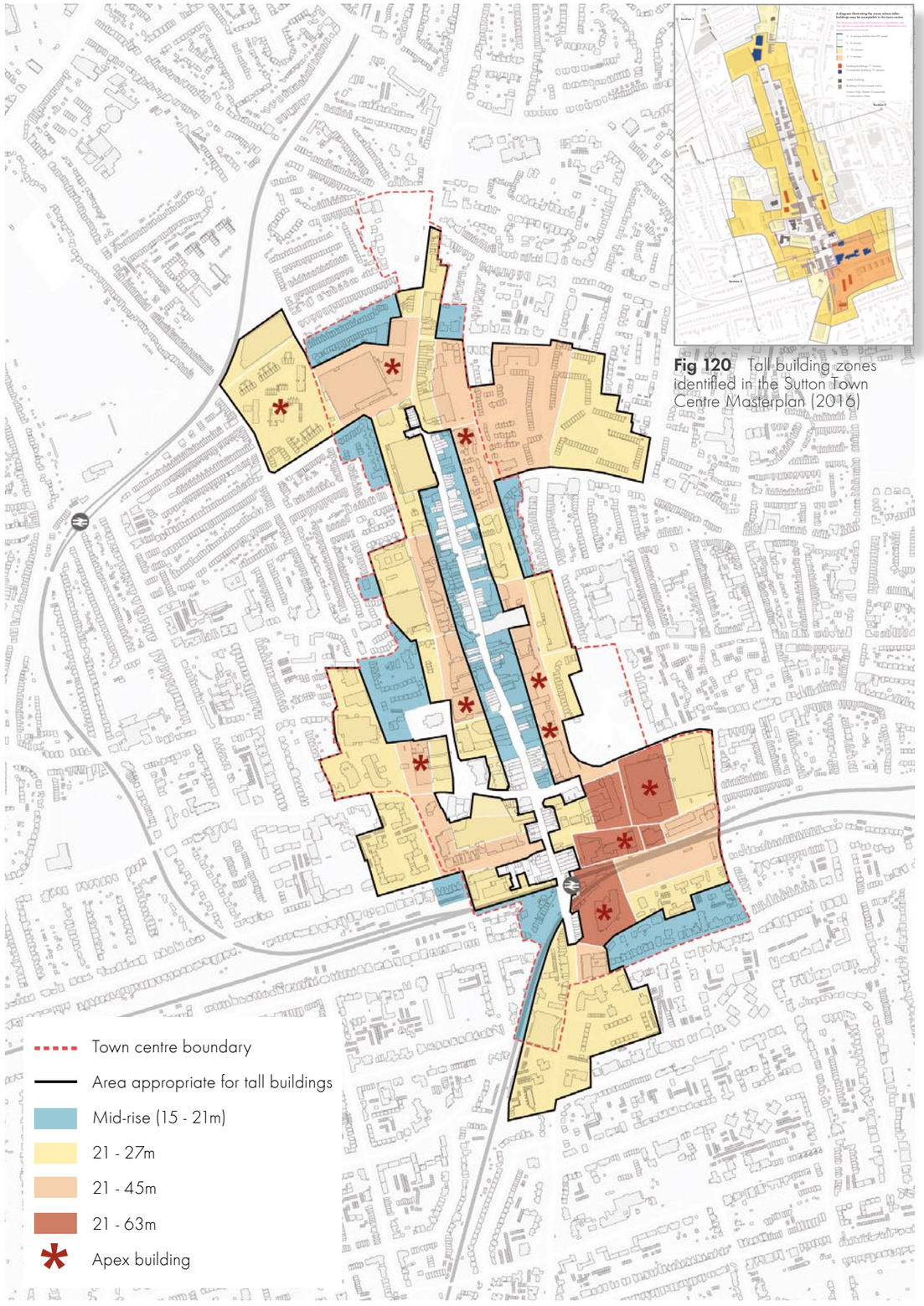


Fig 119 Plan of proposed tall building zones in Sutton Town Centre

Fig 120 Tall building zones identified in the Sutton Town Centre Masterplan (2016)

19.7 **Apex buildings**

Exceptional apex buildings which might exceed these height thresholds and should remain so.

PRIMARY STATION CLUSTER

1 Well House/Sutton Point

This is a recently completed 22- storey (73 metres) mixed-use development immediately adjacent to Sutton Railway Station on a prominent site on the arrival to the town centre from the east. Alongside Quadrant House, it is the tallest building in the town centre and a key landmark.

2 Quadrant House

This is a 19-storey (76 metres) purpose-built office building on a large and prominent site adjacent to Sutton Railway Station. Alongside Sutton Point, it forms the town centre's most prominent group of tall buildings which together form an apex at this southern end of the High Street. This primary apex condition at this southerly tip of the town centre should remain as it contributes to the legibility of the town centre, its image and its skyline.

3 B&Q site

This is a major redevelopment opportunity and presents significant scope to further strengthen this southern cluster of 'apex' buildings.

SECONDARY HIGH STREET SOUTH CLUSTER

4 Civic Centre

This is a key site allocation with an opportunity to improve permeability in to and through the town centre through a major mixed use and high density scheme. Any tall element would need careful siting and sensitive design given potential impact on the setting of nearby heritage assets.

5 St Nicholas House

This is an existing tall building opposite the listed St Nicholas Church and now has planning permission to be redeveloped.

6 Land rear of Times Square

This site has planning permission for a 20 storey tower building.

7 Aspects, 1 Throwley Way

This existing tall building in residenital use to which three additional storeys were consented in 2004.

SECONDARY NORTHERN GATEWAY CLUSTER

7 Elm Grove

This is a potential apex location associated with the future redevelopment of the Elm Grove Estate. The site is located inside the town's gyratory and would help mark the northern secondary cluster of taller buildings in Sutton.

8 Former Gas Works

This is visible on the High Street axis, and is a recently completed 13 storey (approximately 40 metres) mixed-use development, which provides a strong and prominent anchor to the northern end of Sutton High Street.

9 Balaam House, Collingwood Est

This prominent 16 storey (approximately 49 metres) residential tower on the fringes of the northern end of Sutton town centre is a contrasting form of development, rising above the surround suburban terraced streets.

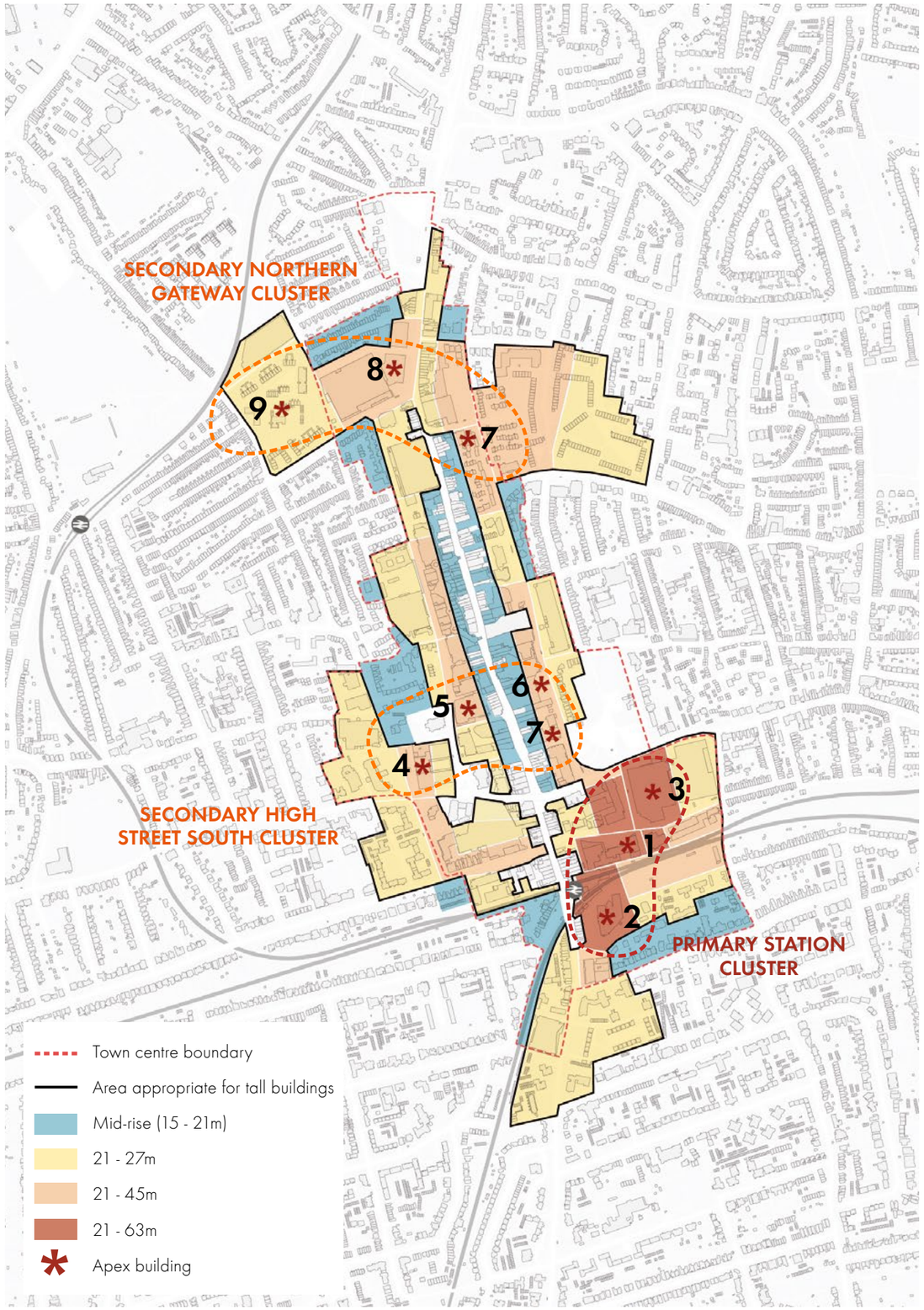


Fig 121 Plan of existing and potential Apex buildings in Sutton Town Centre

19.8 Threshold and tall building zone concept

i

- Northern gateway to High Street
- Sainsbury's a new community / commercial node Generally respect high street condition with more modest heights on the axis
- Varied heights can rise behind the high street
- Benhill Estate is a major regeneration opportunity of a scale to create its own character. Its eastern (town) side better suited to higher density development format
- Similarly, Elm Grove presents an opportunity for town centre intensification which respects its conservation area setting, potentially with scope for an exceptional local apex
- Collingwood Estate is also a regeneration opportunity in a highly sustainable location

ii

- High Street central zone – which is characterised by an immediately adjacent suburban hinterland
- Central area of the linear conservation area Opportunities for intensification are more constrained
- Heights in the 21-27m range generally considered more suitable in this area
- Opportunities for taller buildings will need to take account of thresholds east and west – to the core town centre and the adjacent suburbs
- Church cluster setting – a more cautious approach around the around St Nicholas Church in view of these special buildings and their setting. Views between the churches should be established through regeneration.

iii

- Station zone is the density and tall building focal point of the town centre
- Grove Road / Sutton Park Road corridor – a positive stance on regeneration of Sutton Park Road corridor.
- The railway line provides a robust edge and the large sites like B&Q can create their own context
- Some thresholds and relationships will be sensitive and require care in design and massing distribution – around heritage assets and with adjacent established neighbourhoods

iv

- Brighton Road, southern gateway to the town centre
- Subsea 7 development creates a new context for regeneration
- Characterised by housing estates which are of a scale to create their own context – so less sensitive to taller and higher density development
- Whilst in part beyond the town centre boundary, the area is exceptionally well located, within a short walk of the station and High Street beyond

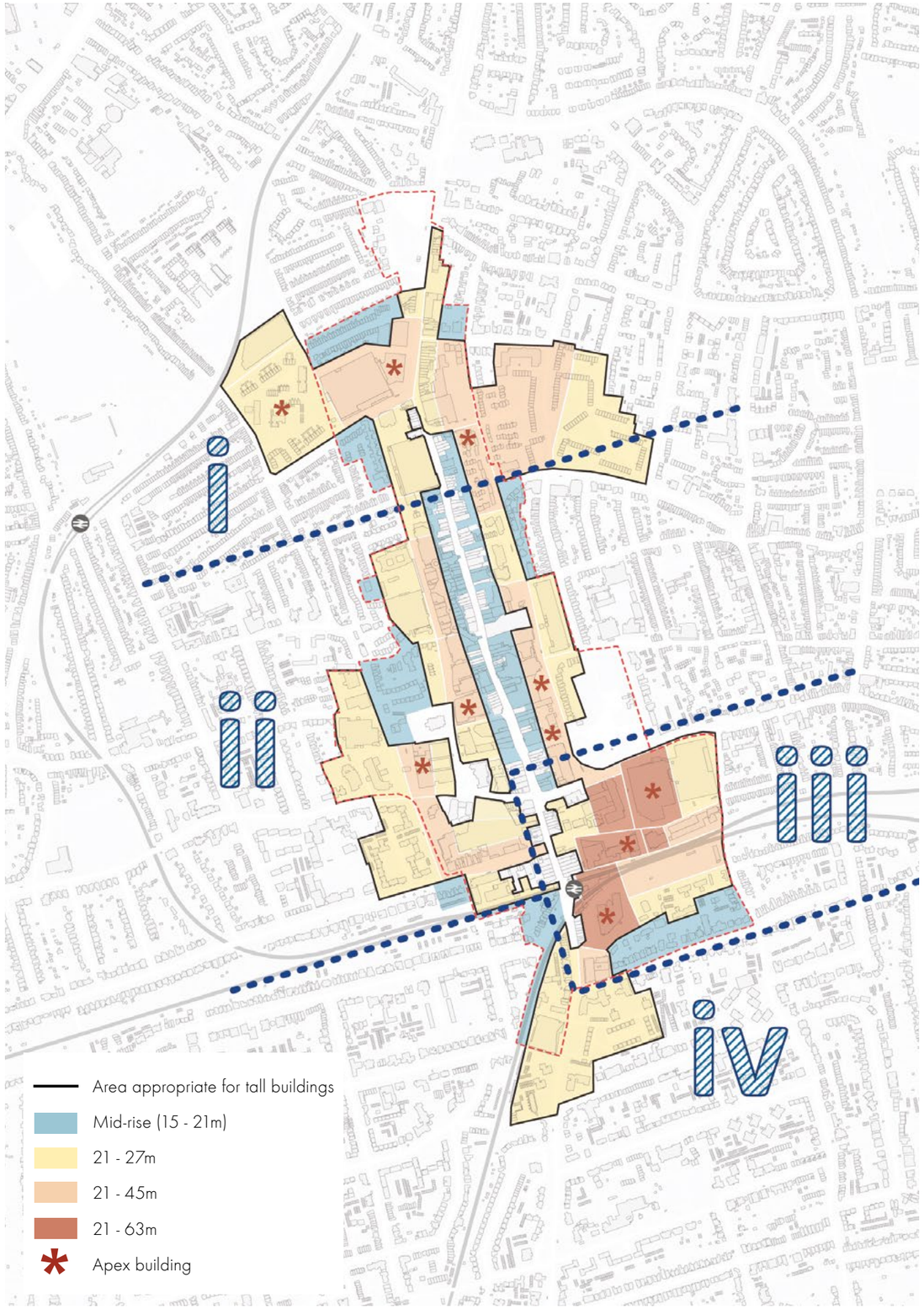


Fig 122 Plan of proposed tall building zones in Sutton Town Centre

20 WALLINGTON

20.1 Wallington context

The Wallington focus areas is within the north west of the Neighbourhood Area of South Beddington. It lies within the Wallington District Centre which has a prevailing height of 3.6 storeys which is in the middle band of heights within the borough. It has a height variance of between 4-5 storeys, which shows a variation in the building heights. The focus area covers the majority of the district centre boundary, and extends beyond it predominantly to the south west. The focus area includes Wallington station and a number of commercial buildings along the high street, the majority of which are 3 storeys. The area includes a number of buildings above 6 storeys.

- Under Construction
- Consented
- Recently completed

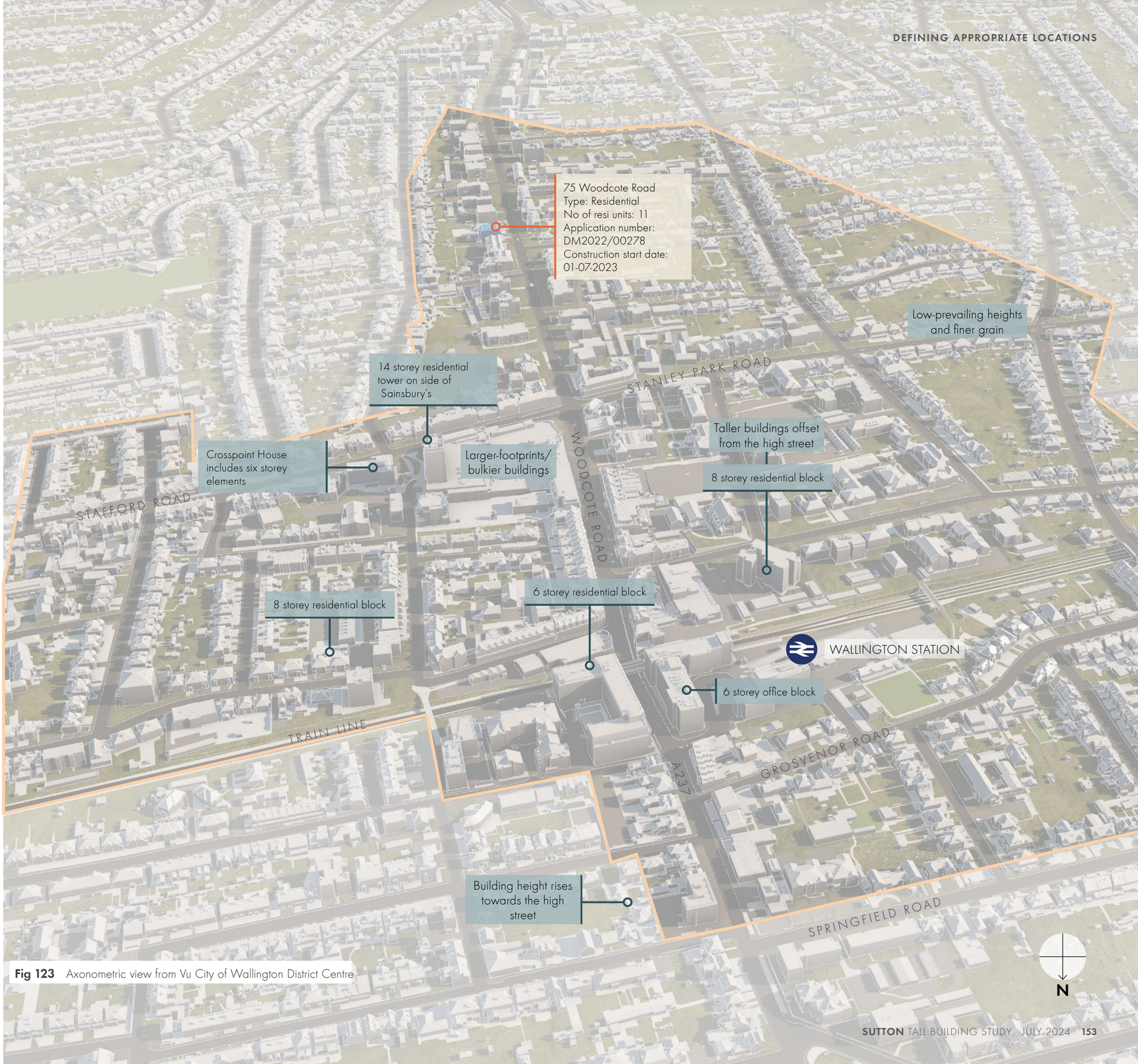


Fig 123 Axonometric view from Vu City of Wallington District Centre

Fig 124 Google earth photography of Wallington

20.2 Reflections on analysis

Through analysis, Wallington is shown to be suitable in light of its District Centre status, good levels of public transport accessibility. It is already an area identified as being appropriate for tall buildings and benefits from some existing clustering. It also falls within an Area of Intensification in the adopted Local Plan.

Sensitivities, whilst modest in number, include the presence of some heritage assets and Areas of Special Local Character.

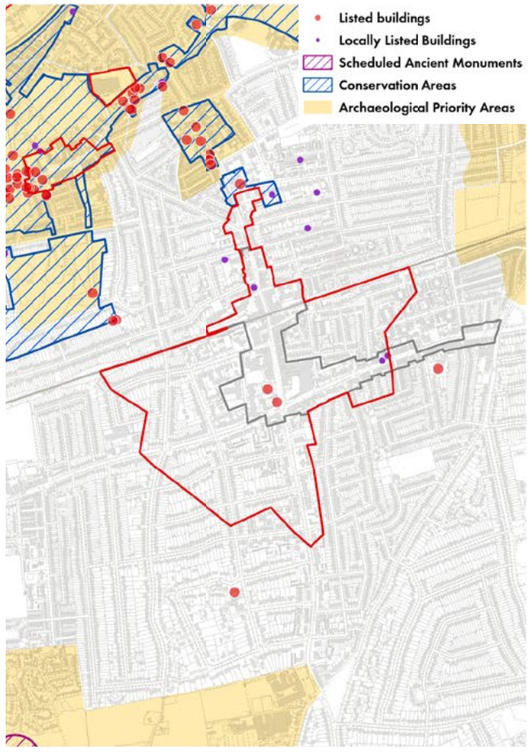


Fig 125 Heritage plan

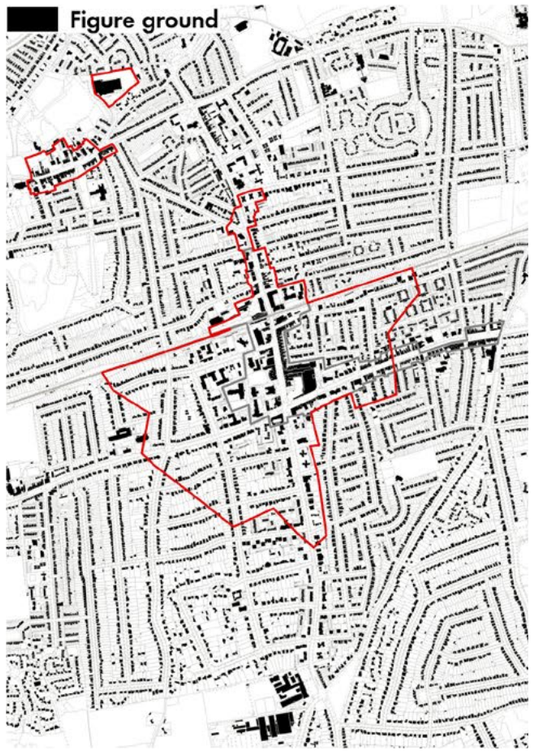


Fig 126 Figure ground plan

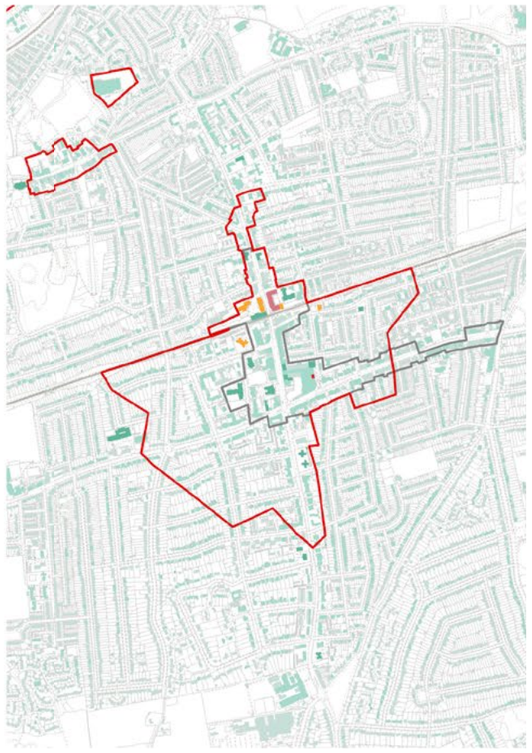


Fig 128 Building heights plan

Fig 127 Composite plan of weighted sensitivity layers

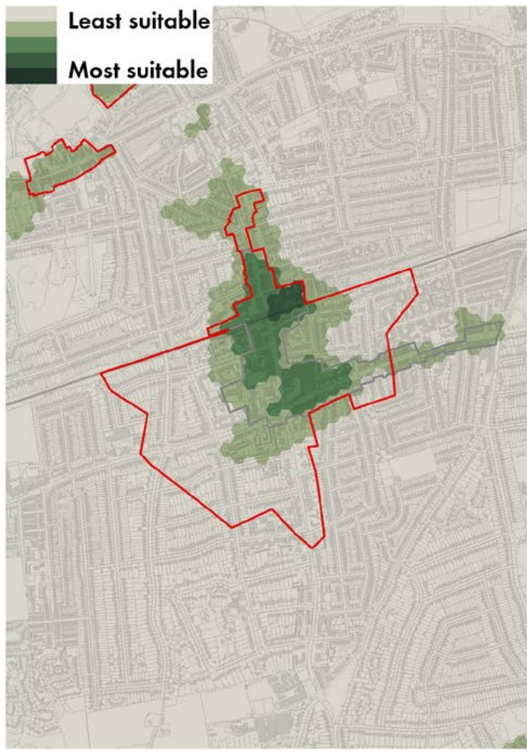


Fig 129 Composite plan of weighted suitability layers

20.3 **Townscape analysis**

Wallington is the Borough's largest centre beyond Sutton town centre. The centre extends along the north-south axis of Manor Road and Woodcote Road, respectively north and south of the east-west railway line.

Holy Trinity Conservation Area borders the town centre to the north but no conservation area extends into the centre itself. There is however a small cluster of civic Grade II listed buildings at the southern end of Woodcote Road near its junction with Stanley Park Road.

More than any other centre beyond Sutton itself, Wallington has the character of a commercial office location with a number of existing large scale and tall office buildings in the immediate vicinity of the railway station.

There are four discernible zones of Wallington centre, all string along its high street access. From north to south:

1. The more 'local centre' feel of Manor Road shops on the northern approach to Wallington Station.
2. The central commercial zone focussed on the station area and the larger office and apartment buildings which tend to be clustered on the north side of the tracks.
3. The traditional Edwardian High Street character of the main retail zone of Woodcote Road which also extends into the Wallington Square precinct
4. The civic quarter on the west side of Woodcote Road is focused around the listed Town Hall and Library buildings.

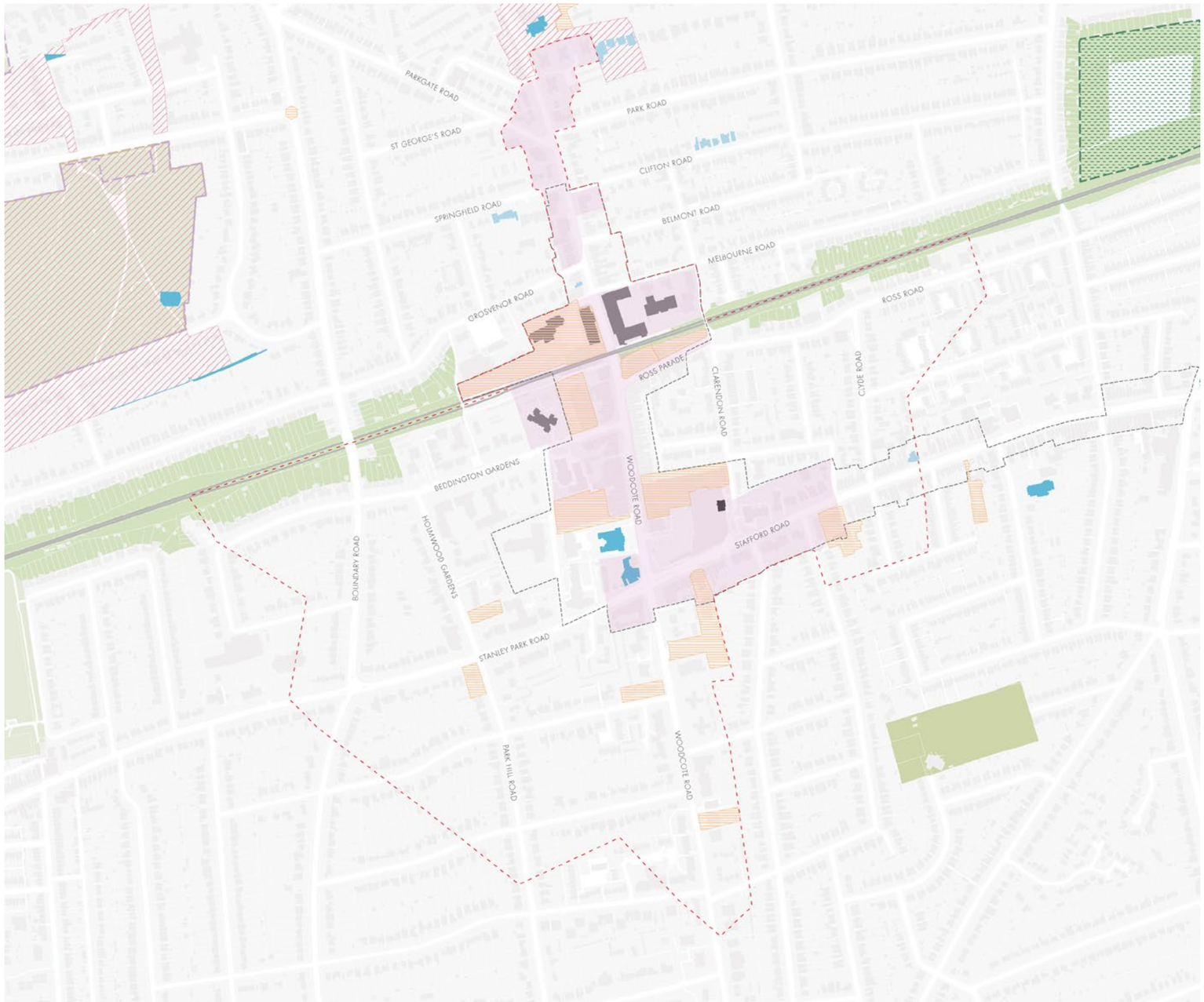


Fig 130 Townscape analysis plan of Wallington District Centre

20.4 Areas appropriate for tall buildings

There are a number of locations where we suggest changes to the Council's existing tall building boundaries. These locations are as follows, with notes set out to explain the suggested changes to currently adopted boundaries:

1. **Exclude separate local parade to the north:** This local parade area extends beyond Wallington District Centre and is a small parade-based cluster of commercial activity. It retains a domestic character, with most commercial uses on the main road being in two and three-storey Edwardian and Victorian buildings. The residential suburban streets come tight up to the parade. Whilst buildings taller than the prevailing 2 and 3 storeys might be appropriate in this area, tall buildings (6+ storeys) would be at odds with local character.

2. **Include Royal Mail Sorting Depot:** This site is located immediately adjacent to Wallington Railway Station and an existing tall office building. It borders the local bowling club.

3. **Exclude central area of Wootcote Road and Stafford Road:** This is the commercial heart of Wallington District Centre, but its form is of a traditional high street. There is a strong building line to Woodcote Road with consistent buildings heights, typically of 3 storeys. The former Wallington Town Hall building is a Listed Building set in its own grounds. The height of new development should take account if its setting. Whilst taller and higher density development would be appropriate here in principle, the extent to which tall buildings of 6 or more storeys would be appropriate is considered limited.

4. **Consolidated area to the rear of The Square:** The junction between Woodcote Road and Stafford Road would certainly benefit from more enclosure. However, with listed buildings at this prominent corner, taller elements of any redevelopment would more appropriately be located behind both primary street frontages.

5. **Exclude building on the corner of Melbourne Road and Bridge Road:** This is a characterful, substantial, robust and adaptable commercial building which contributes positively to the character of the local area.

* **Potential Apex Building:** The area immediately around Wallington station is centres most densely developed and sustainable location. It is characterised by larger, bulkier buildings. There may therefore be a case for a building or buildings which exceed the upper height threshold in this location.

20.5 Areas appropriate for mid-rise buildings

These are defined by those areas which fall beyond the areas potentially appropriate for tall buildings but within the defined centre boundary together with the areas identified for tall buildings in the adopted Sutton Local Plan 2016 - 2031. Conservastion areas are also excluded from areas identified as appropriate for mid-rise buildings. Application schemes will however be considered on their merits.

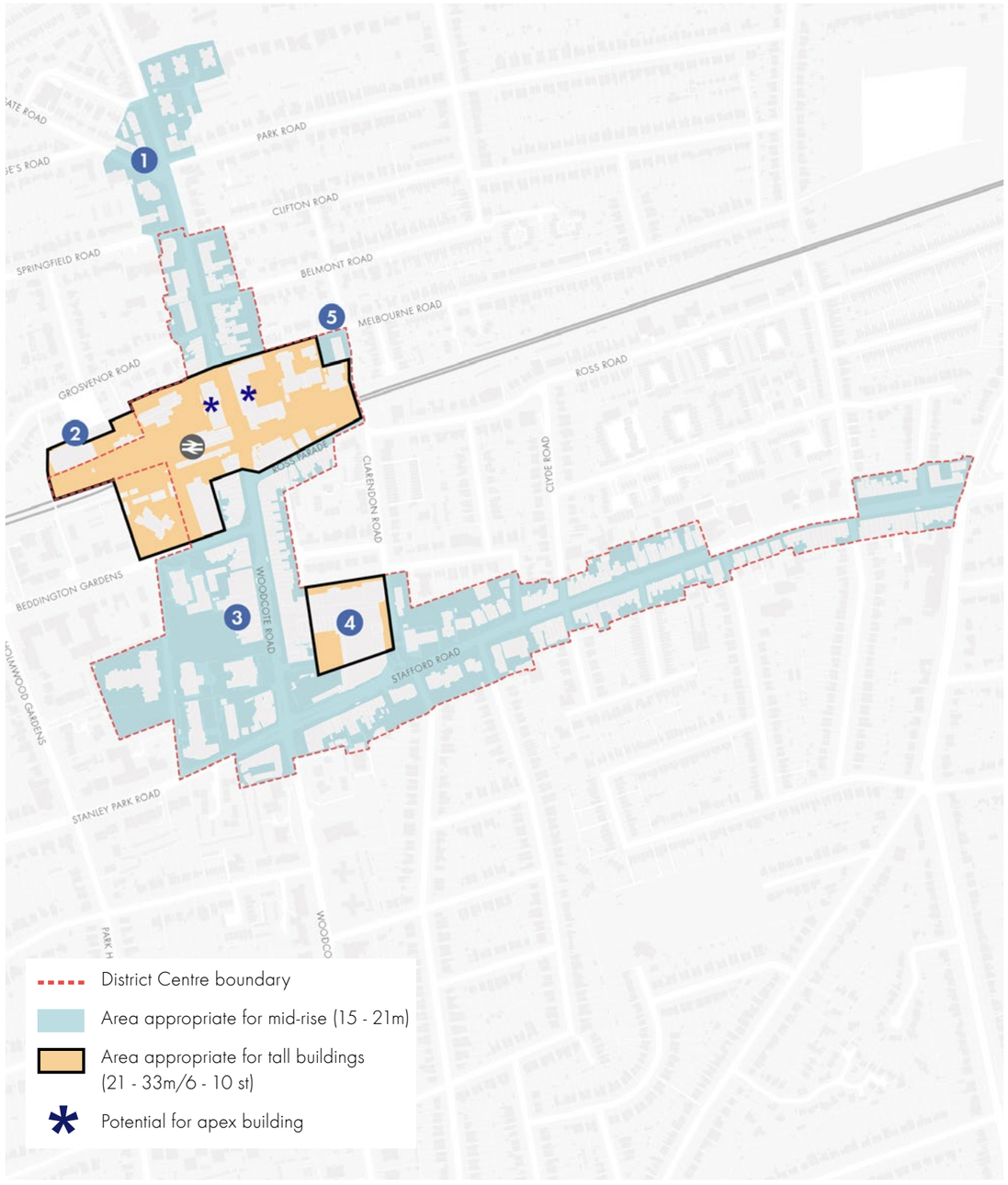


Fig 131 Plan of areas appropriate for tall buildings in Wallington

21 CARSHALTON

21.1 Carshalton context

This focus area is within Carshalton Neighbourhood Area. It lies within the Carshalton Village District Centre which has a prevailing height of 2.8 storeys which is in the middle band of heights within the borough. It has a height variance of between 2-3, which shows a consistency in the building heights. The focus area is located along Carshalton high street, to the north of Carshalton Park, south of The Grove Park and Garden, and west of Carshalton ponds. Buildings along the high street are predominantly 3 storeys, several of which have extended into the roof-space.

- Under Construction
- Consented
- Recently completed

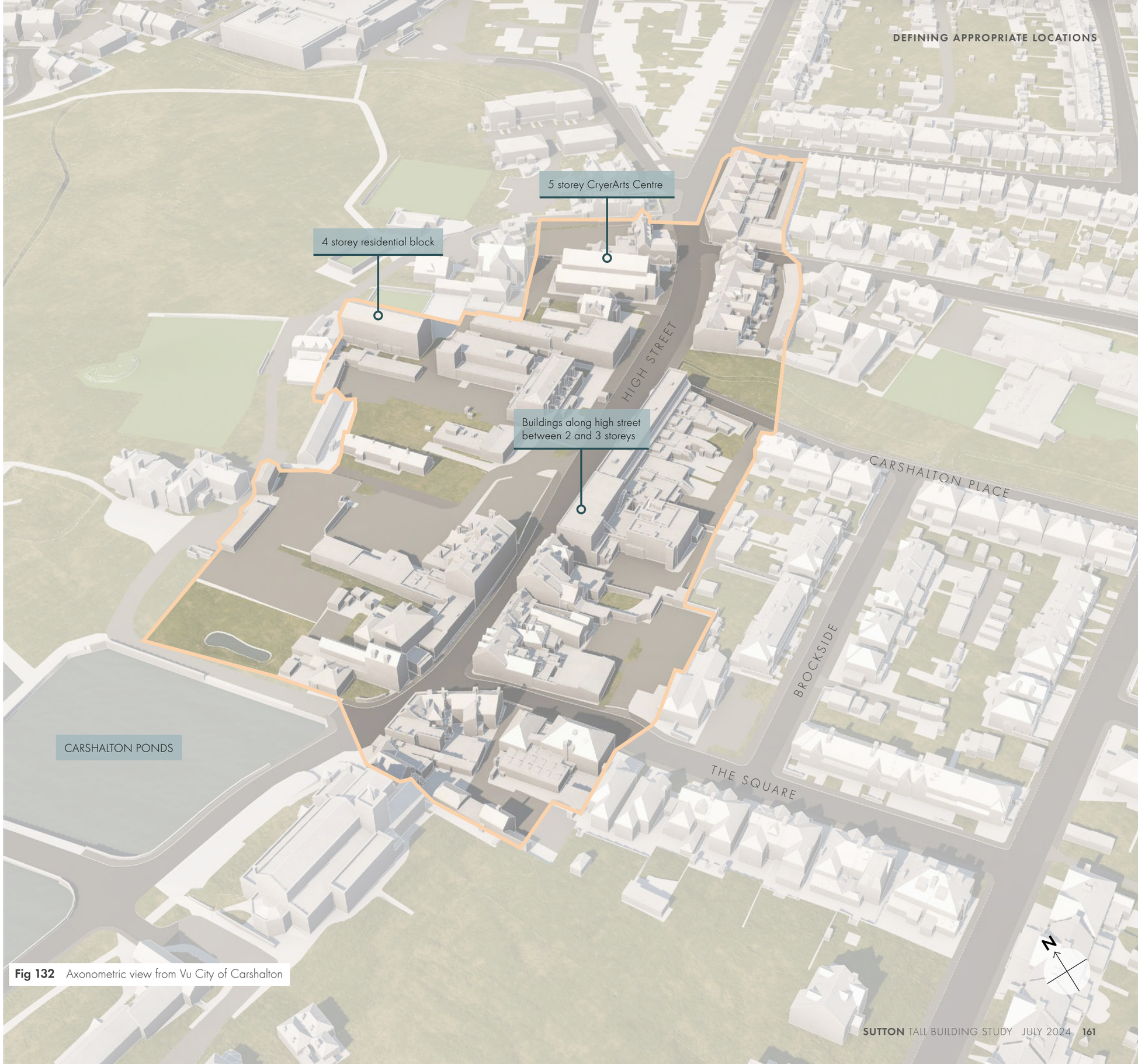


Fig 132 Axonometric view from Vu City of Carshalton

Fig 135 Google earth photography of Carshalton College

Fig 133 Google earth photography of Carshalton high street

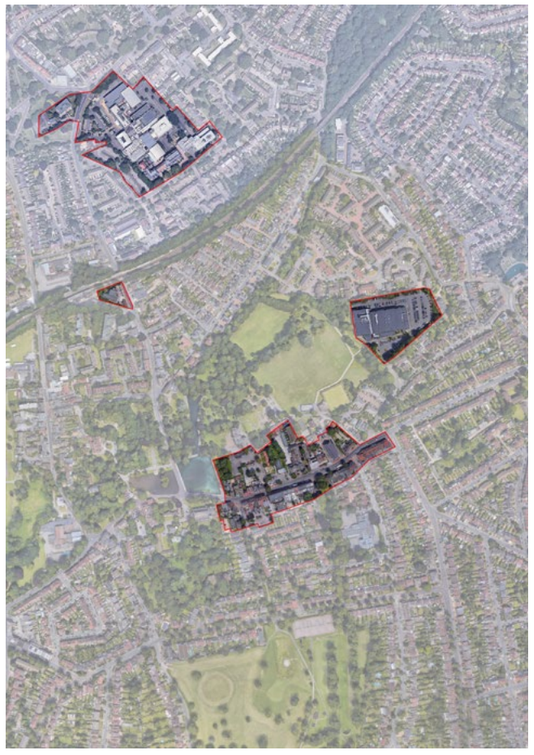


Fig 134 Aerial photography of Carshalton's areas of search

21.2 Reflections on analysis

Whilst the Carshalton College area has some sensitivity given existing heritage assets, it is characterised in part of some existing taller buildings. But primarily it is considered potentially appropriate given the nature of the uses being one single large site in one single use and with a site size large enough to accommodate taller buildings in a way that would enable site thresholds to be well managed and any potentially adverse townscape impacts of news tall buildings appropriately mitigated through good design.

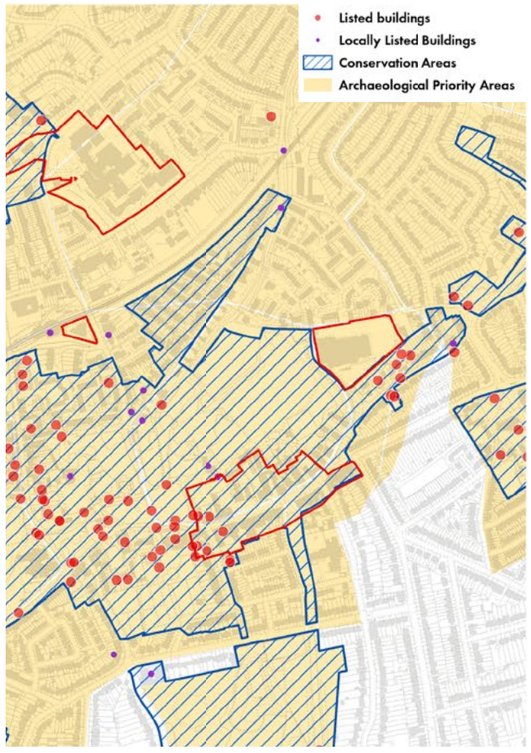


Fig 136 Heritage plan

Fig 137 Figure ground plan

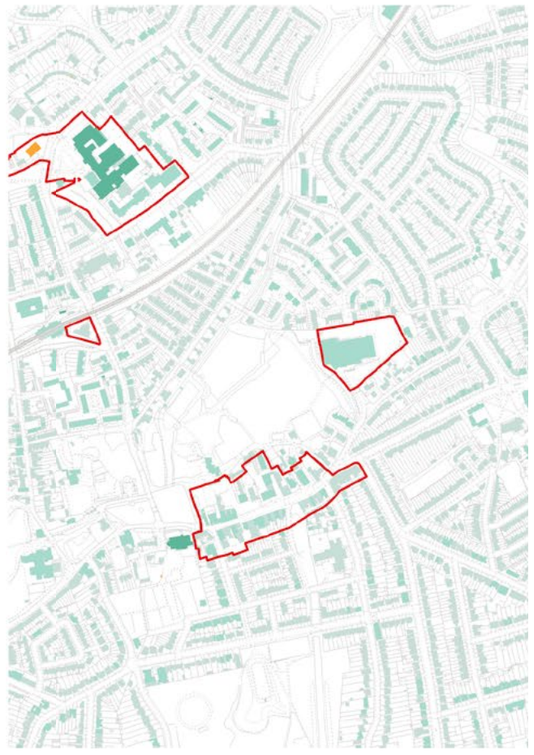


Fig 139 Building heights plan

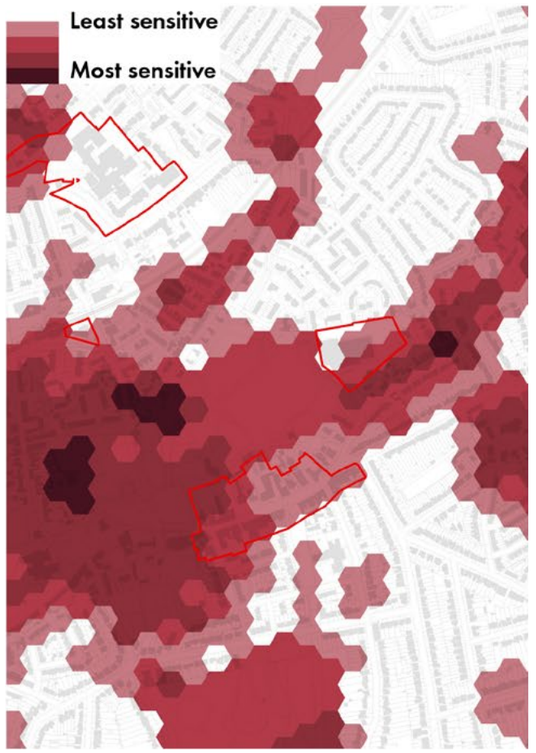


Fig 138 Composite plan of weighted sensitivity layers

Fig 140 Composite plan of weighted suitability layers

21.3 Areas appropriate for tall buildings at Carshalton College

We suggest changes to the Council's existing tall building boundaries, as follows:

1. **Carshalton College:** This large site a few minutes' walk north of Carshalton Station is of a scale where regeneration can create a new context within the site whilst also responding sensitively to the site's sensitive thresholds. The taller buildings in any redevelopment should located towards the central part of the site to minimise any potential adverse townscape impacts.

21.4 Areas appropriate for mid-rise buildings

Given the size of the site, mid-rise buildings could be used to help mitigate any potentially adverse townscape impact of new taller development on the existing residential properties in the streets which share a boundary with the site.

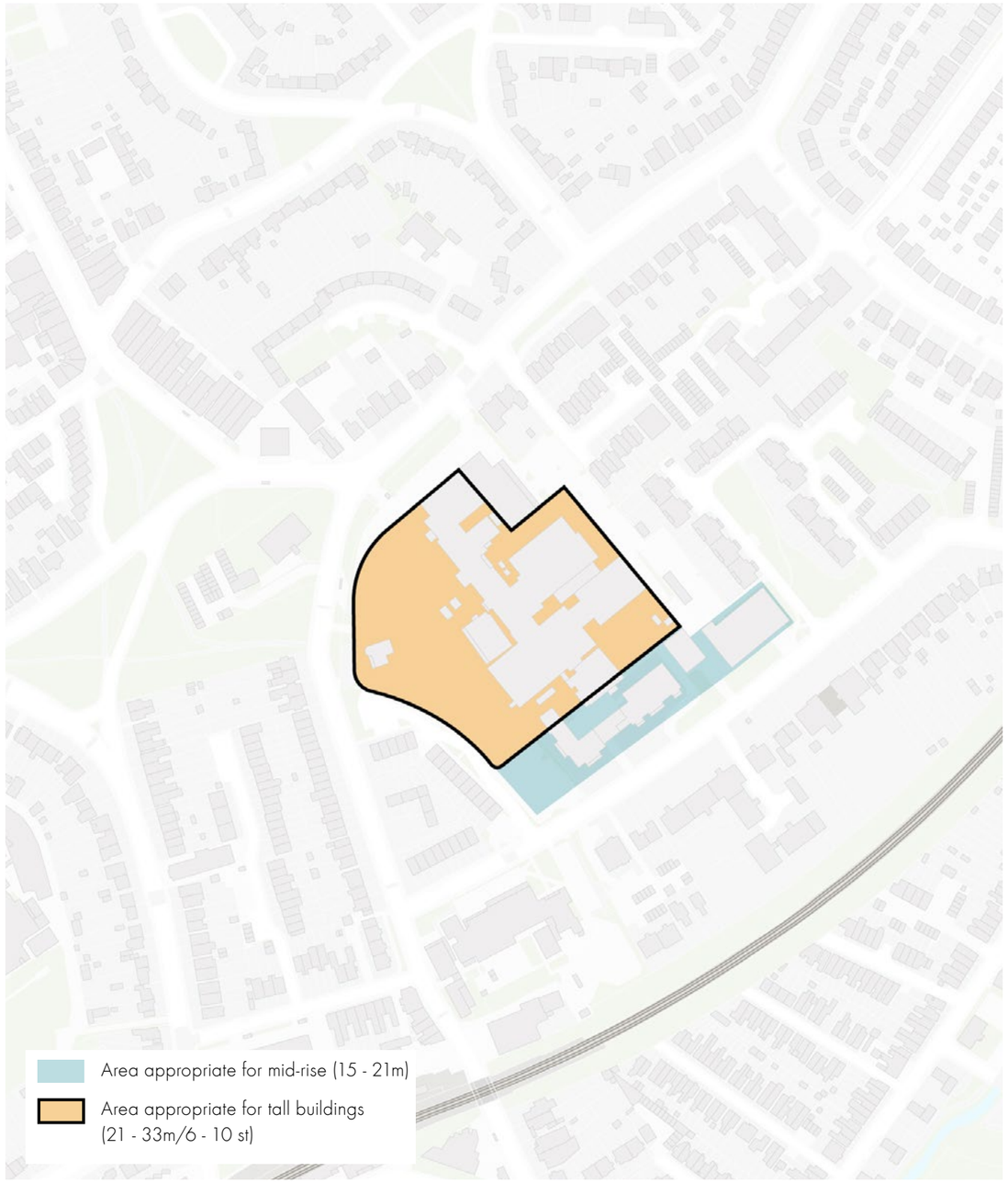


Fig 141 Carshalton College - potentially appropriate location for taller buildings

22 HACKBRIDGE

22.1 Hackbridge context

This focus area is within the north west of the Neighbourhood Area of Hackbridge and St Helier. It lies within the Hackbridge District Centre which has a prevailing height of 4.8 storeys which is in the top band of heights within the borough. It has a height variance of between 3-4, which shows the variations of building heights within the district centre. The focus area includes the new Mill Quarter development in the west, which includes five storey buildings. Adjacent to the development, east of London Road is a row of terraces which are predominantly 2 storeys. Buildings of 6 storeys are located south of the focus area.

The new Mill Quarter development, located south of the focus area, has several buildings located south west of the focus area. This area was initially discounted as it falls within an area of low PTAL (0-2) and has low prevailing building heights.

- Under Construction
- Consented
- Recently completed

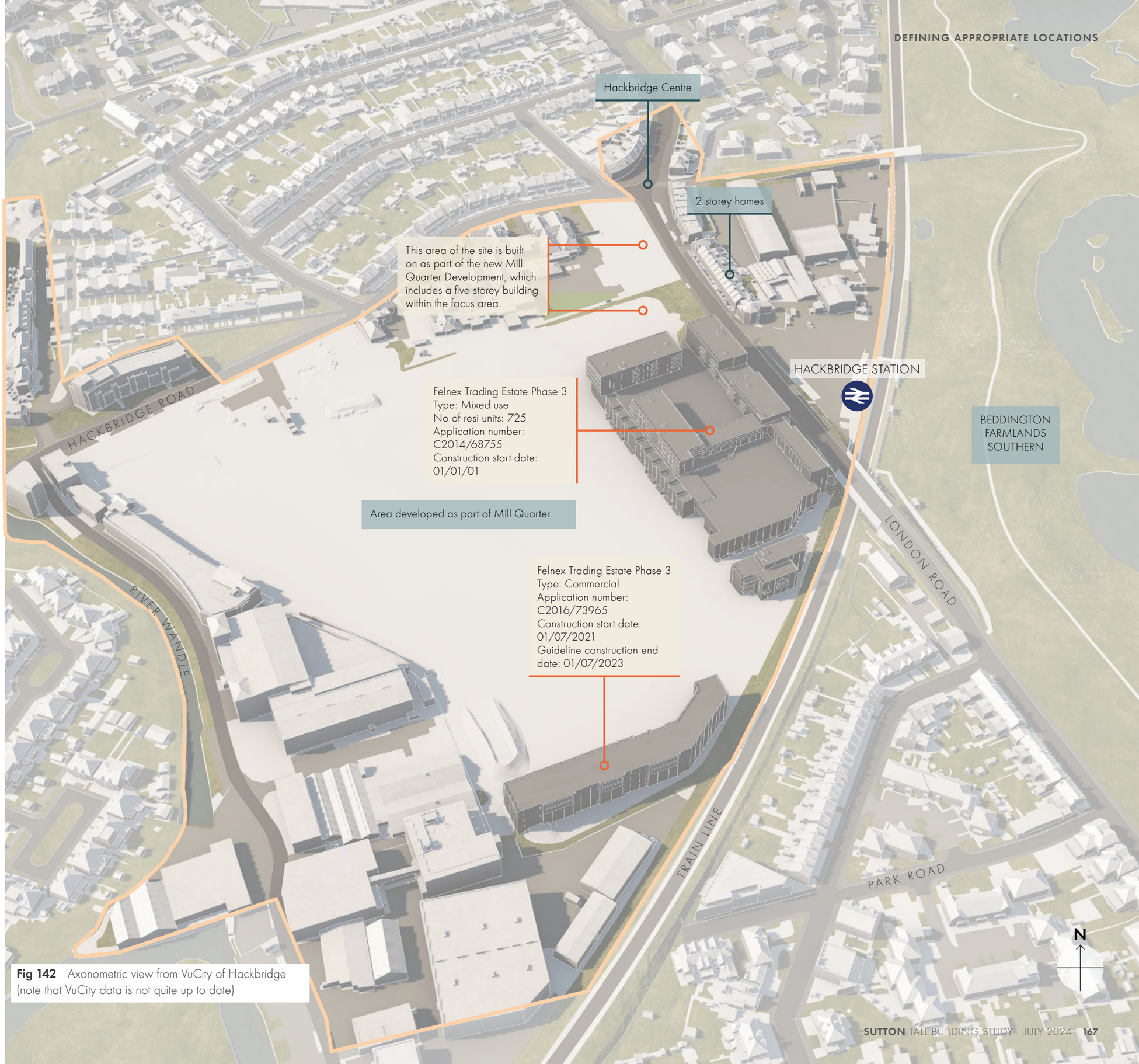


Fig 142 Axonometric view from VuCity of Hackbridge (note that VuCity data is not quite up to date)

Fig 143 Google earth photography of Hackbridge

22.2 Reflections on analysis

The area has historically been earmarked as a location suitable for taller buildings as part of the policy framework for the area's regeneration as well as Hackbridge also being an existing district centre. Hence there is a positive 'suitable' policy context which build on the area's existing district centre status. Hackbridge railway station is within the centre boundary, although PTAL levels are still relatively modest. There are however some nearby heritage assets which provide some degree of sensitivity.

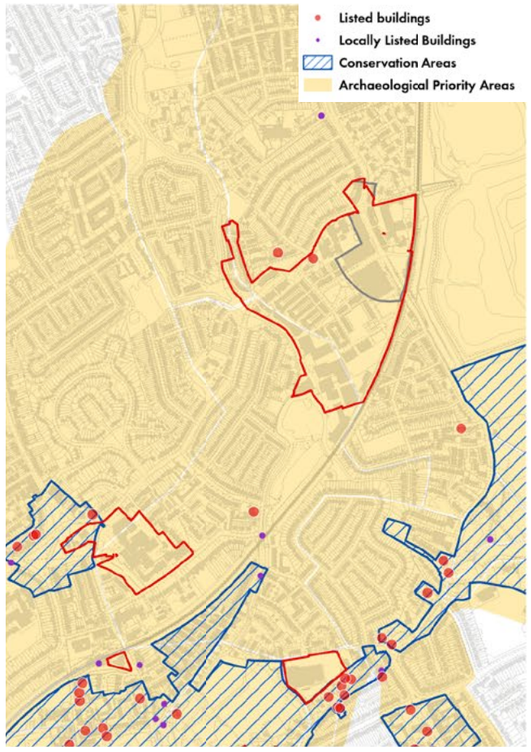


Fig 144 Heritage plan

Fig 145 Figure ground plan

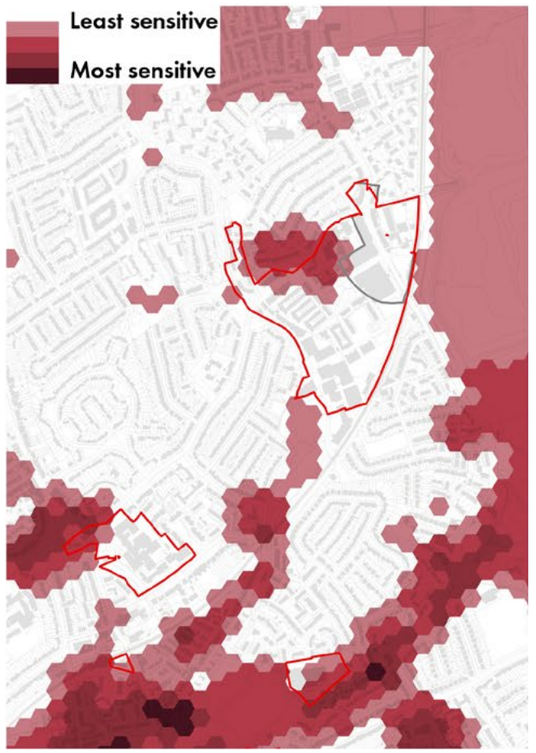


Fig 146 Composite plan of weighted sensitivity layers

Fig 147 Building heights plan

Fig 148 Composite plan of weighted suitability layers

22.3 Townscape Analysis

Hackbridge has seen radical transformation in recent years following redevelopment of the Felnex trading estate. With most of the area now regenerated, the only tall buildings area located on the main road access in the immediate vicinity of the railway station.

The local parade of shops on London Road north of the junction with Hackbridge Road has a traditional and neighbourhood character.

Further south along London Road towards the railway station, the Victorian character of the existing terraced houses on the east side contrast with new development on the west. Yellow stock brick predominates. As the road rises to pass over the railway line, there is a difficult condition to manage the sites either side given the steep banking of the land.

With the majority of the area's transformation complete and new development occupying most of the former trading estate site, the opportunity arises to more tightly define the area considered most appropriate for taller buildings.

Fig 149 Townscape analysis plan of Hackbridge

22.4 Areas appropriate for tall buildings

There are a number of locations where we suggest changes to the Council's existing tall building boundaries. These locations are as follows, with notes set out to explain the suggested changes to currently adopted boundaries:

1. **Consolidate to reflect implemented regeneration:** The long term regeneration of Hackbridge has been largely already been delivered. The vast majority of the redevelopment area has been delivered with buildings a little taller than those around them, but some way short of tall buildings.

2. **Continue to promote London Road:** London Road is the primary commercial street in the regeneration area, linking directly with the cluster of existing commercial uses to the north. This is also the axis with the tallest buildings in this redevelopment scheme.

3. **Promote area north of the station:** The area to the east of London Road and north of the station remains a regeneration opportunity and is exceptionally well placed in terms of access to Hackbridge Railway Station. The central area of this block is considered suitable for tall buildings but care will be needed to address potentially adverse impacts on the existing residential properties fronting London Road and the biodiversity and setting of the adjacent MOL (Beddington Farmlands).

22.5 Areas appropriate for mid-rise buildings

These are defined by those areas which fall beyond the areas potentially appropriate for tall buildings but within the defined centre boundary together with the areas identified for tall buildings in the adopted Sutton Local Plan 2016 - 2031. Conservastion areas are also excluded from areas identified as appropriate for mid-rise buildinfgs. Application schemes will however be considered on their merits.

Fig 150 Plan of areas appropriate for tall buildings in Hackbridge

23 ROSEHILL

23.1 Rosehill context

The Rosehill focus area is located in the north of the Hackbridge and St Helier Neighbourhood Area. The area centres around a round about which connects the A217, A297 and the B278. Rosehill Park East and Rosehill Park West are located south of the focus area, providing important green amenity space to the surrounding residents. The buildings in the focus area are all below 21m, bar the Mecca Bingo building, which has some utilities above the 21m. The area is residential in character, including terraced houses to the east of the area, and two large block of flats, north and south of the roundabout. There are a number of small convenience stores located at ground floor of the buildings surrounding the roundabout, including a Lidl to the west of it.

- Under Construction
- Consented
- Recently completed

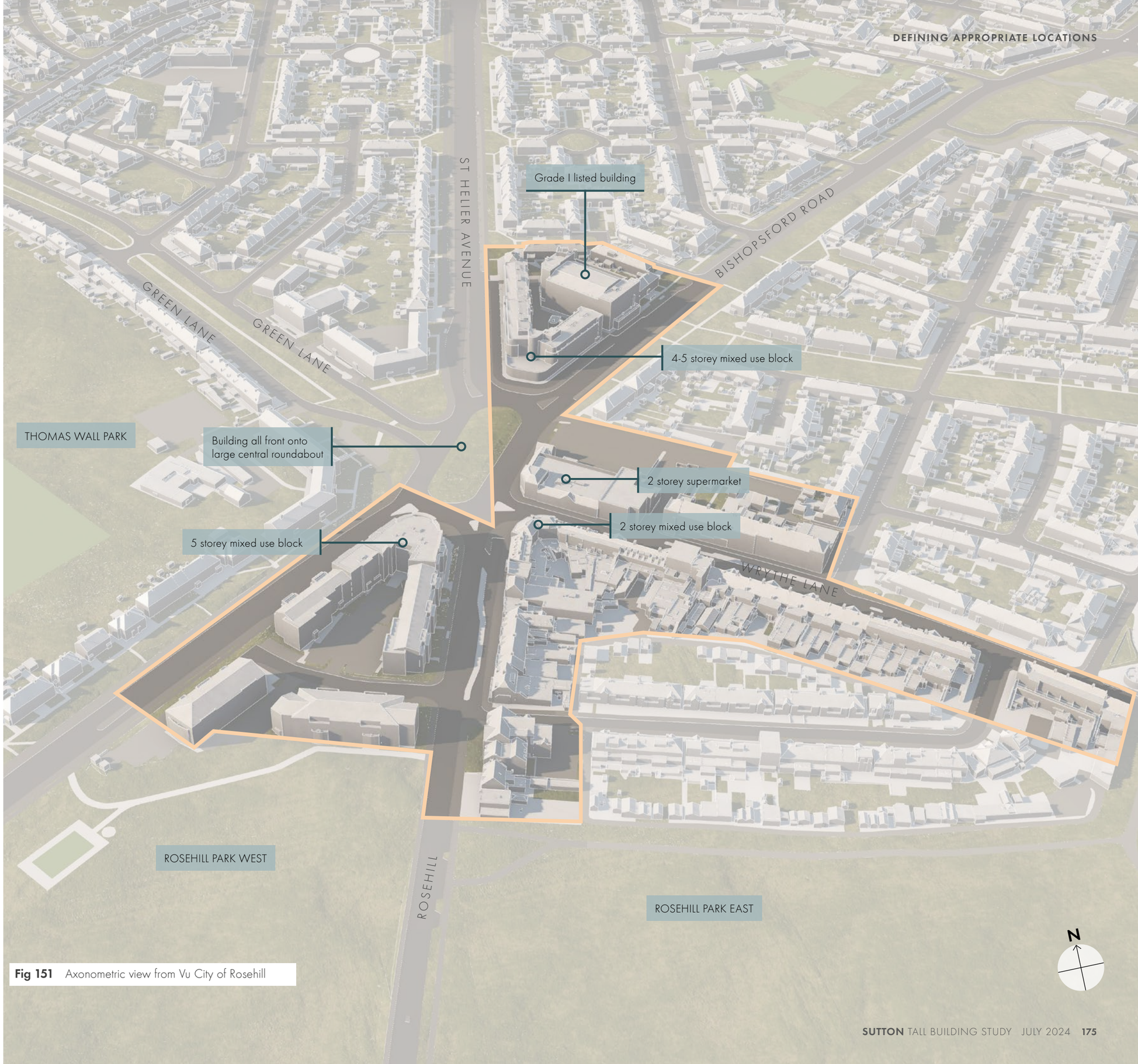


Fig 151 Axonometric view from Vu City of Rosehill

23.2 Reflections on analysis

Areas of Special Local Character and the existing listed former cinema buildings north of the Rosehill junction form the main sensitivities. The area is however a designated district centre and an area earmarked for potential intensification.

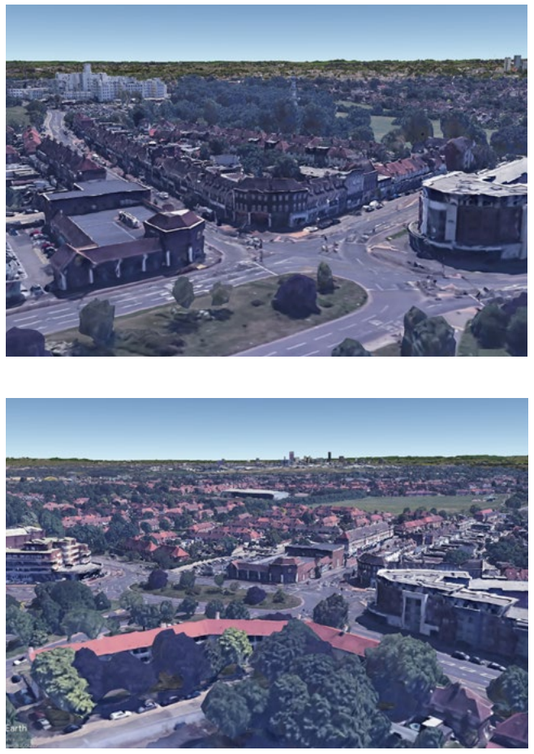


Fig 152 Google earth photography of Rosehill

Fig 153 Heritage plan

Fig 154 Figure ground plan

Fig 156 Building heights plan

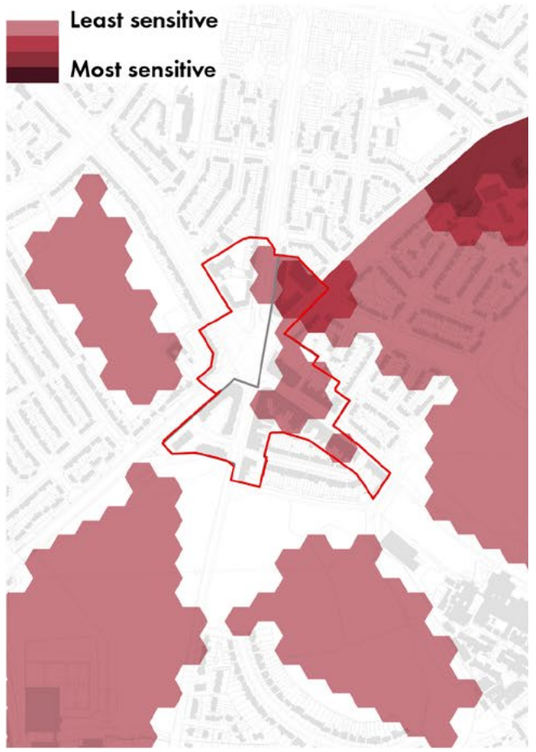


Fig 155 Composite plan of weighted sensitivity layers

Fig 157 Composite plan of weighted suitability layers

23.3 Townscape Analysis

The Rosehill Triangle area has elements of a garden suburb quality with wide tree-lined streets and short terraces of modestly scaled housing with clay tile hipped roofs.

The main junction at the centre of the area dominates however, with wide roads and set back building lines. This junction can take development at scale and would benefit from greater sense of enclosure.

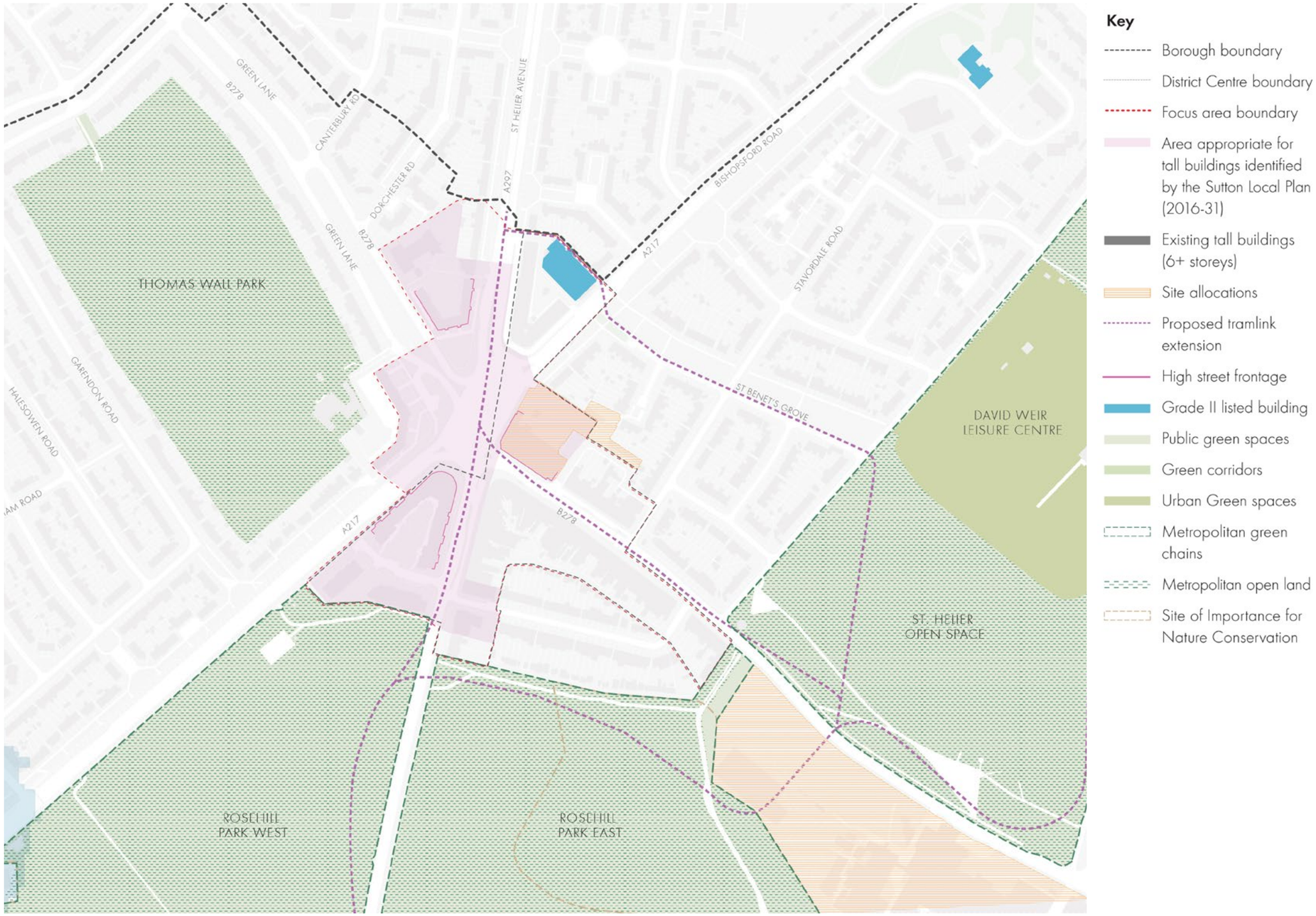


Fig 158 Rosehill townscape analysis

23.4 Areas appropriate for tall buildings

There are a number of locations where we suggest changes to the Council's existing tall building boundaries. These locations are as follows, with notes set out to explain the suggested changes to currently adopted boundaries:

1. **Consolidate area to primary commercial node:** The commercial centre of Rosehill centres on a large six-way junction. Rosehill is an established suburban area with a special pattern of development, wide tree-lined roads and large junctions. Whilst there is an increase in development intensity at the junction, its built character is still strongly domestic in scale and character. Commercial activity in the area is generally concentrated to the east hence the removal of the westerly corners. The parade to the north is of its time and has some Art Deco merit alongside the listed former cinema building. Given these characteristics, this area remains outside the appropriate zone.

2. **Retention of the southern node:** This is a more recent and higher density development at the prominent southern apex of the junction. The building already rises to 5 storeys and given the expansive nature of the junction, a taller building here may well be considered appropriate. There is an opportunity to create a stronger frontage to Rosehill Park West to the south.

3. **Focus on Wrythe Lane junction:** This corner of the Rosehill junction currently contributes the least to the place in townscape terms. It is occupied by a format of retail shed that is not in keeping with its locatio in the district centre, and therefore offers little to the local street network in terms of frontage, definition and enclosure. Wrythe Lane is the principal commercial street locally, and this site forms the important piece linking the Rosehill Junction – something of a local landmark – with the local high street.

23.5 Areas appropriate for mid-rise buildings

These are defined by those areas which fall beyond the areas potentially appropriate for tall buildings but within the defined centre boundary together with the areas identified for tall buildings in the adopted Sutton Local Plan 2016 - 2031. Conservastion areas are also excluded from areas identified as appropriate for mid-rise buildinfgs. Application schemes will however be considered on their merits.

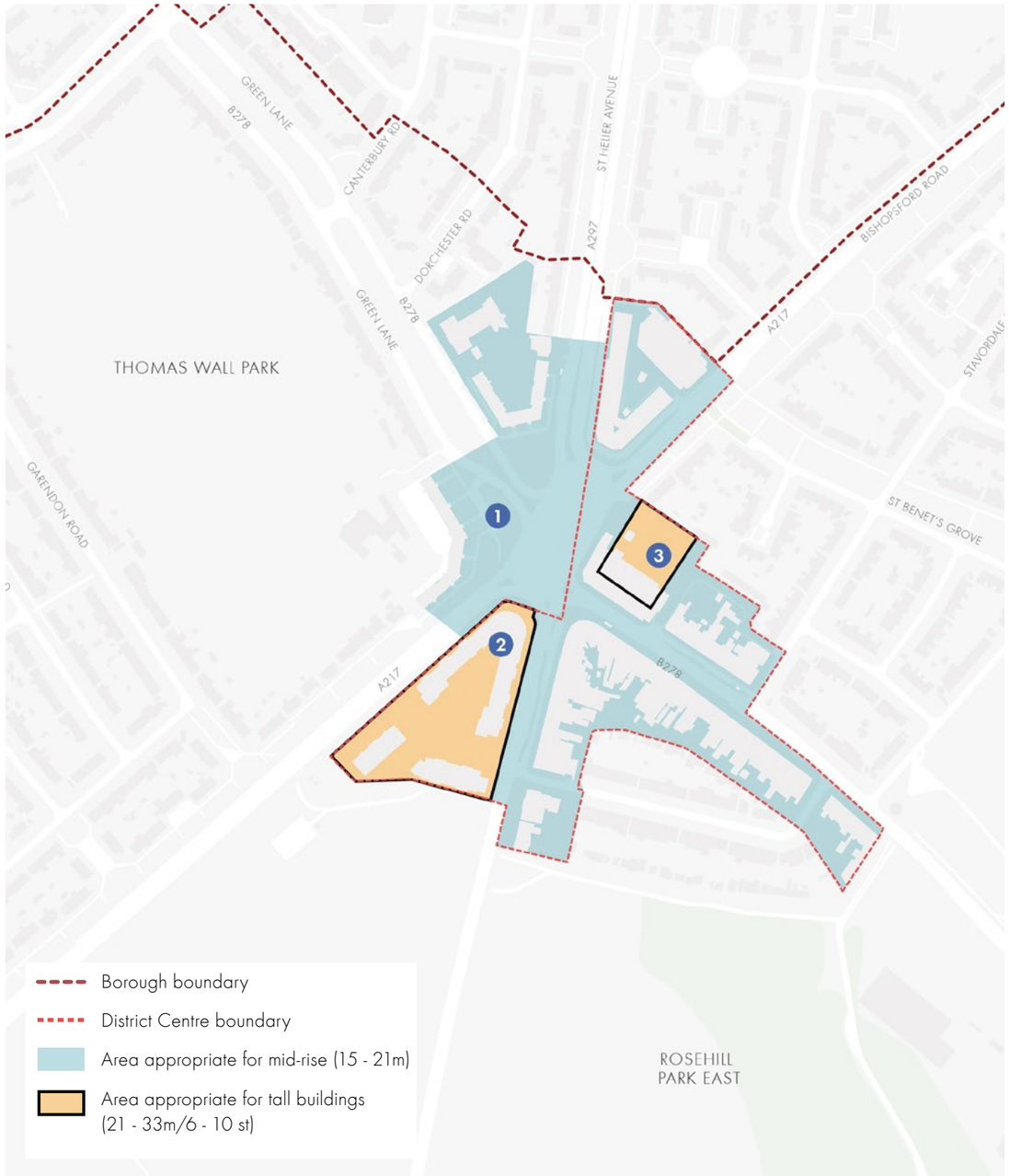


Fig 159 Plan of areas appropriate for tall buildings in Rosehill

24 CHEAM

24.1 Cheam context

The Cheam focus area is located west of Sutton Town Centre in the Cheam and Belmont Neighbourhood Area. Centred on the crossroads between the east-west A232 connecting Sutton and Ewell and the north-south A2043 which connects Cheam to the A3 to the north.

The area has a garden suburb character, with wide streets, consistent use of red brick and clay tiled roofs. Many of the commercial buildings within the centre have mock Tudor timber façades. Few if any existing buildings in the focus area rise above the 21-metre-tall building threshold.

27-29 The Broadway
Type: Mixed use
No of residential units: 3
Application number:
DM2021/00734
Guideline Construction Start
Date: 01/07/2023
Guideline Construction End
Date: 01/02/2024

Locally listed building

3 storey mixed use buildings front onto the cross roads and radiate out from the centre

CHEAM PARK

CHEAM STATION

9-17 Upper Mulgrave Road.
Type: Mixed use
No of residential units: 7
Application number:
DM2021/01361

THE BROADWAY

A232

STATION WAY

EWELL ROAD

TRAIN LINE

N

- Under Construction
- Consented
- Recently completed

Fig 160 Axonometric view from Vu City of Cheam

Fig 164 Google earth photography of Cheam high street

Fig 162 Google earth photography of Cheam, south of the railway line

Fig 163 Satellite of Cheam focus areas

24.2 Reflections on analysis

The area is potentially suitable for taller buildings given is strong cluster of commercial and retail uses and its District Centre status. But with the whole centre covered by a conservation area designation, townscape considerations are considered to render the area not appropriate for tall buildings. Upper Mulgrave Road to the south of the railway line has no heritage constraints with good access to public transport services.

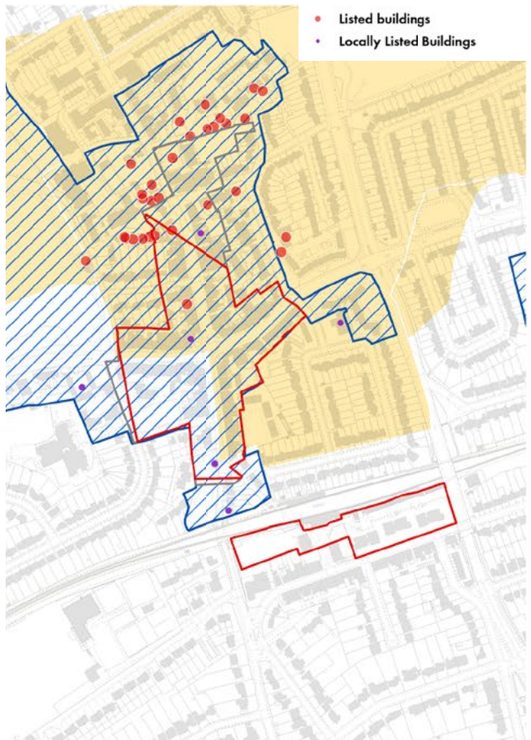


Fig 161 Heritage plan

Fig 165 Figure ground plan

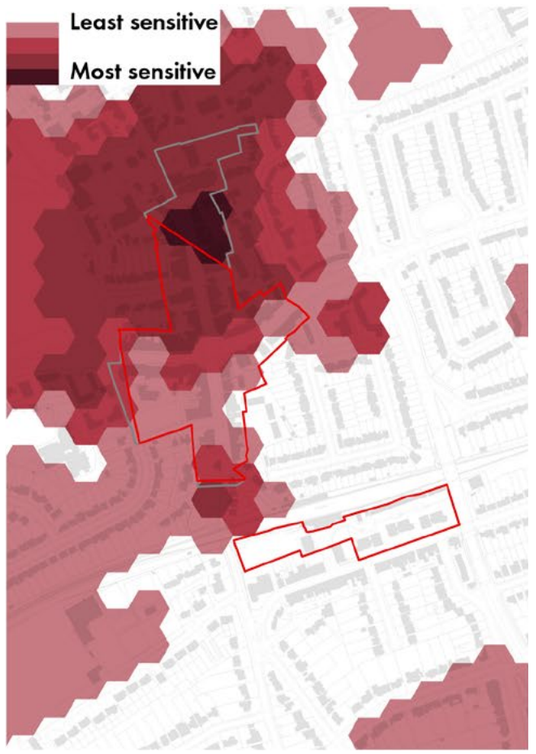


Fig 166 Composite plan of weighted sensitivity layers

Fig 167 Building heights plan

Fig 168 Composite plan of weighted suitability layers

24.3 **Cheam Townscape Analysis**

The entire Cheam area falls within the Cheam conservation area and there are clusters of locally and statutorily listed buildings within the centre.

Cheam station is a short walk to the south, separate from but well connected to the main centre.

Upper Mulgrave Road is a commercial main street which serves the main entrance to Cheam railway station. On this southern side of the railway axis, there are no heritage assets, and the area is quite different in character than the historic centre of Cheam. There are some larger commercial buildings near the station approach, but the local high street character of this road is undermined by the blank frontage of the blocks of flats to the east of the station.

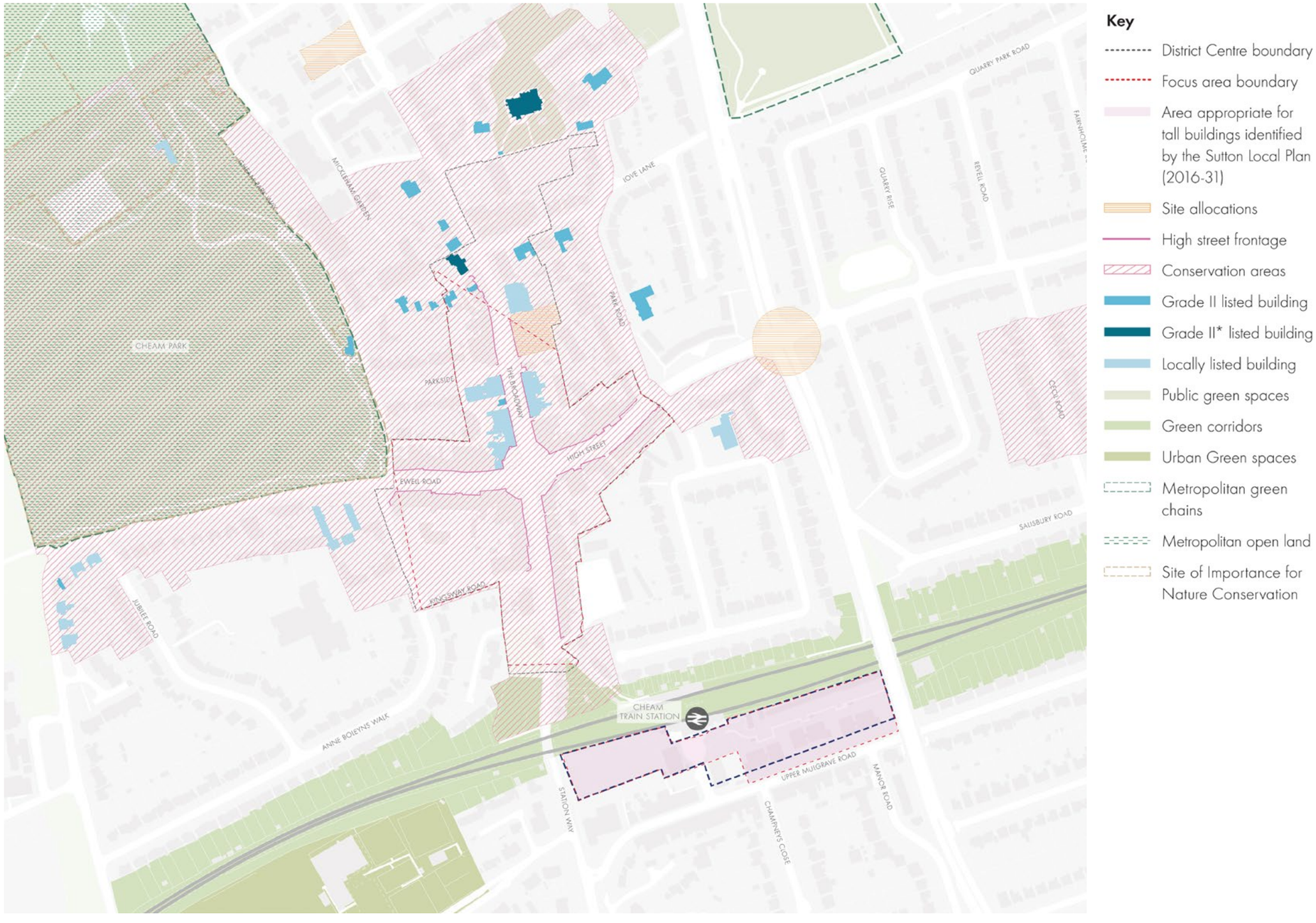


Fig 169 Cheam townscape analysis

24.4 Areas appropriate for tall buildings

There are a number of locations where we suggest changes to the Council's existing tall building boundaries. These locations are as follows, with notes set out to explain the suggested changes to currently adopted boundaries:

1. **Cheam town centre:** Cheam centre is covered entirely by a conservation area. Tall buildings are not considered an appropriate form of development in light of this

2. **Cheam Station:** The existing appropriate zone in the Cheam area is restricted to an area immediately adjacent to Cheam Railway Station. The existing form of development, the fact that the zone is completely separate to the designated conservation area and with its excellent access to public transport services all contribute to the retention of this zone. A minor boundary revision is suggested at Upper Mulgrave Road.

24.5 Areas appropriate for mid-rise buildings

These are defined by those areas which fall beyond the areas potentially appropriate for tall buildings but within the defined centre boundary together with the areas identified for tall buildings in the adopted Sutton Local Plan 2016 - 2031. Conservation areas are also excluded from areas identified as appropriate for mid-rise buildinfgs. This approach therefore excludes Cheam District Centre from being designated as appropriate for mid-rise development although application schemes will be considered on their merits.

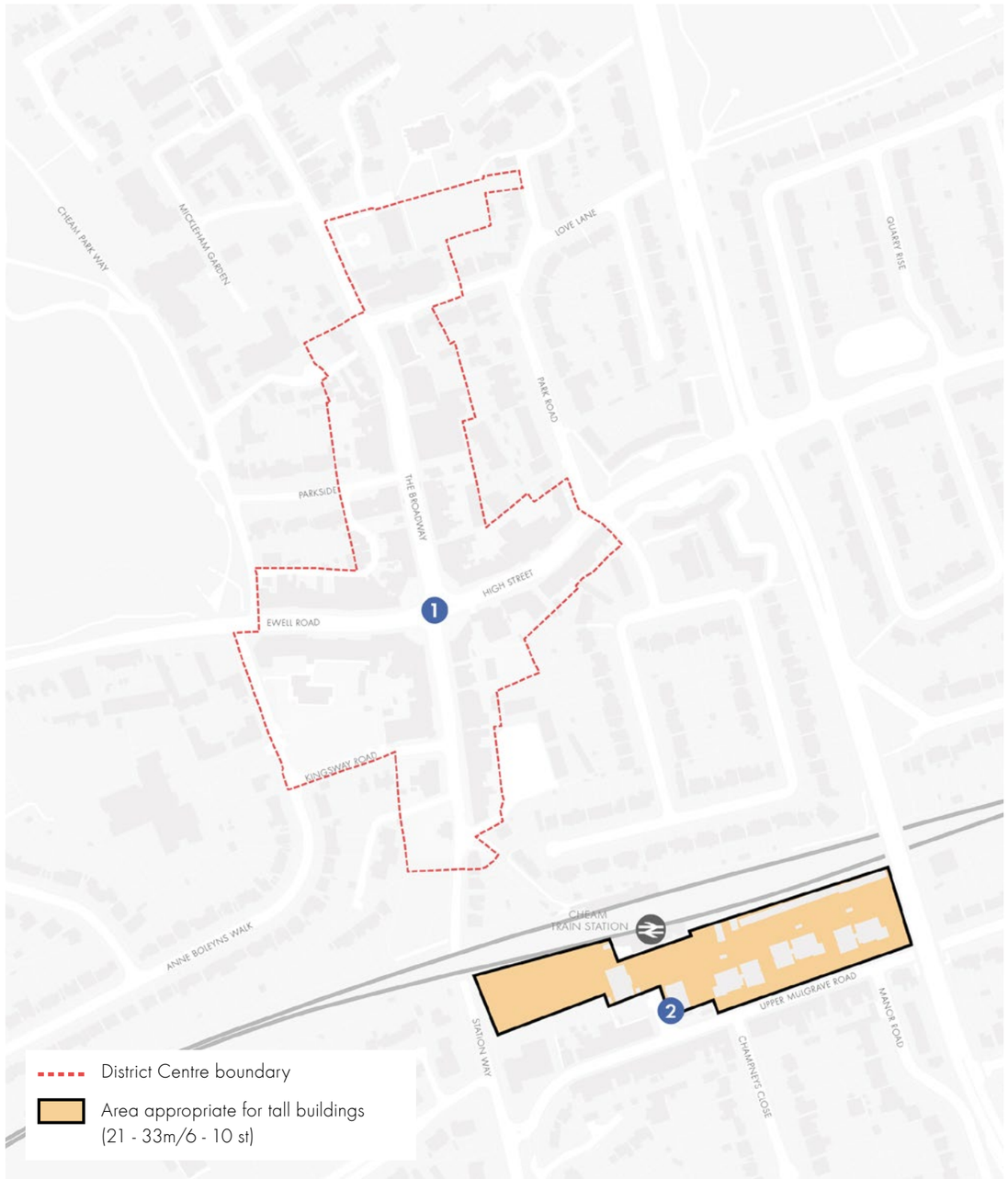


Fig 170 Plan of areas appropriate for tall buildings in Cheam

25 NORTH CHEAM

24.6 North Cheam context

The North Cheam focus area is located north-west of Sutton Town Centre in the North Cheam and Worcester Park Neighbourhood Area. North Cheam is centred on the crossroads between the northeast - southwest A23 connecting London with West Sussex and the north-south A2043 to Worcester Park.

Few existing buildings rise above 3 storeys in height, although there is a major development proposal for the site of the former Victoria House building which rises to approximately 7 storeys.

- Under Construction
- Consented
- Recently completed

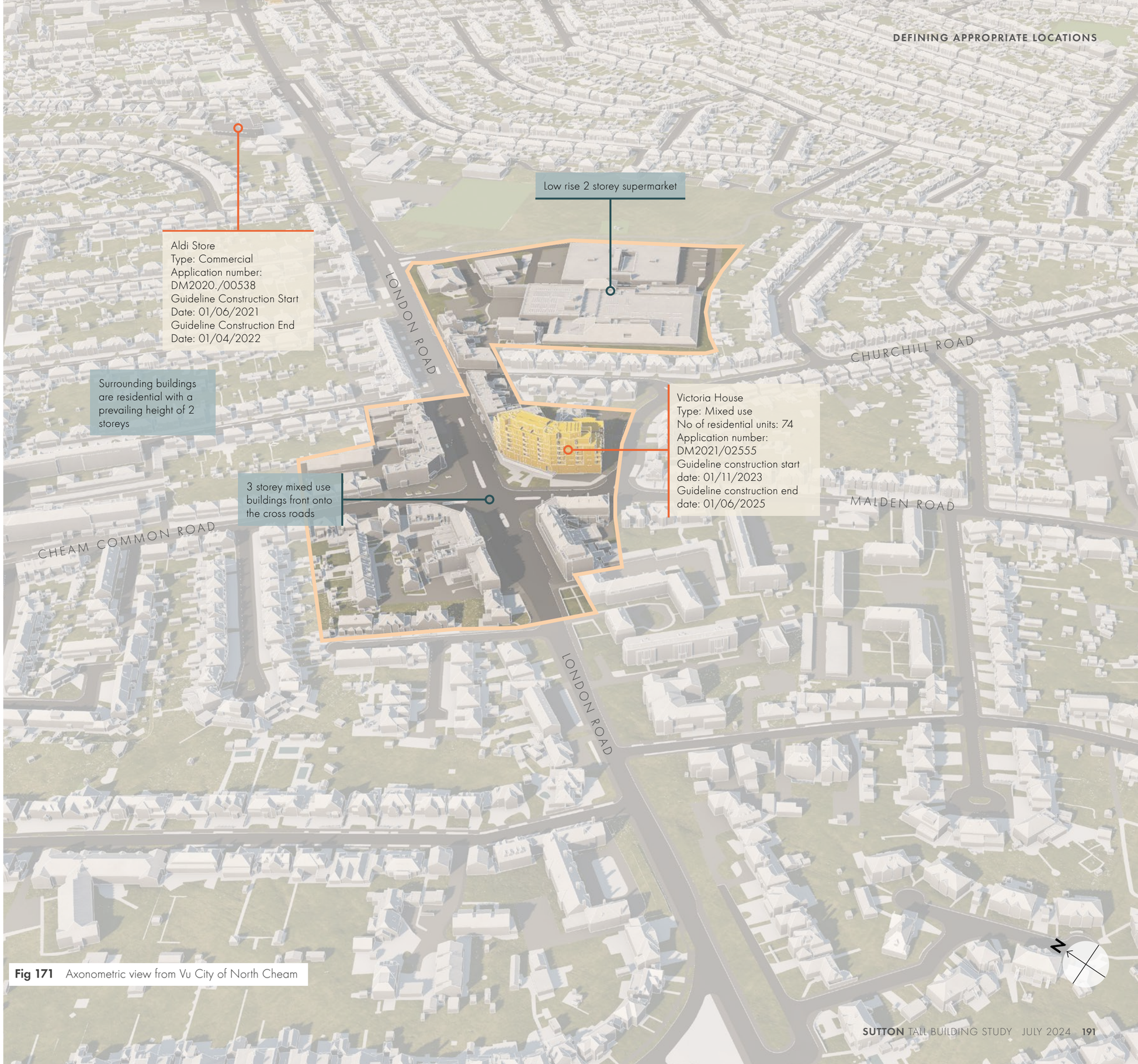


Fig 171 Axonometric view from Vu City of North Cheam

25.1 Reflections on analysis

The road junction around which the centre is focussed is more urban and traffic dominated than that of Cheam although the centre shares many townscape characteristics with its southern neighbour. However, the area is not protected by a conservation area and there are few heritage assets within the centre.

The area's suitability is driven principally by its district centre status and also its identification as an area for potential intensification.

Fig 173 Google earth photography of North Cheam

Fig 174 Satellite of North Cheam focus areas

Fig 172 Heritage plan

Fig 175 Figure ground plan

Fig 176 Composite plan of weighted sensitivity layers

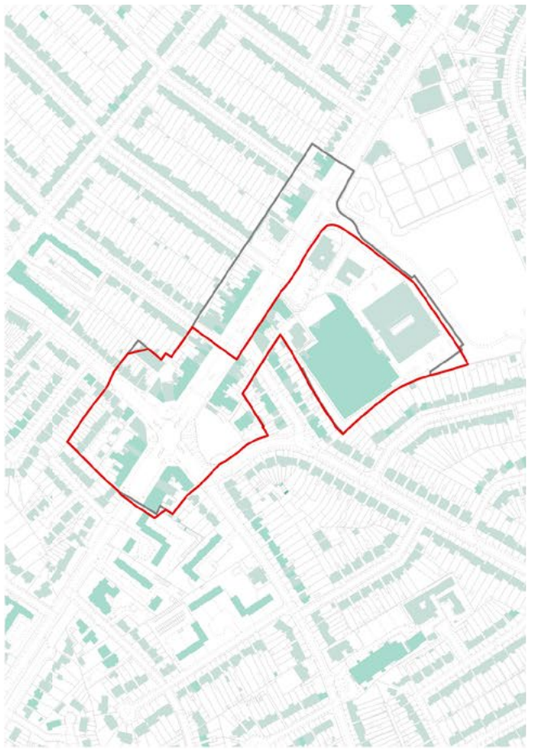


Fig 177 Building heights plan

Fig 178 Composite plan of weighted suitability layers

25.2 North Cheam Townscape Analysis

Whilst retaining some elements of its garden suburb character, the character of North Cheam is rather dominated by the busy A24 which passes through its heart. The busy and wide thoroughfare undermines the connection between both sides of the street, although the generous pavements on the northern side provide spacious and pedestrian friendly south-facing spill out spaces.

The centre's large Sainsbury's store is tucked behind the high street frontage although relatively well connected to it with a dedicated footpath connect to London Road. The store entrance is however still some distance away, past the service yard and orientated towards the decked purpose-built car park.

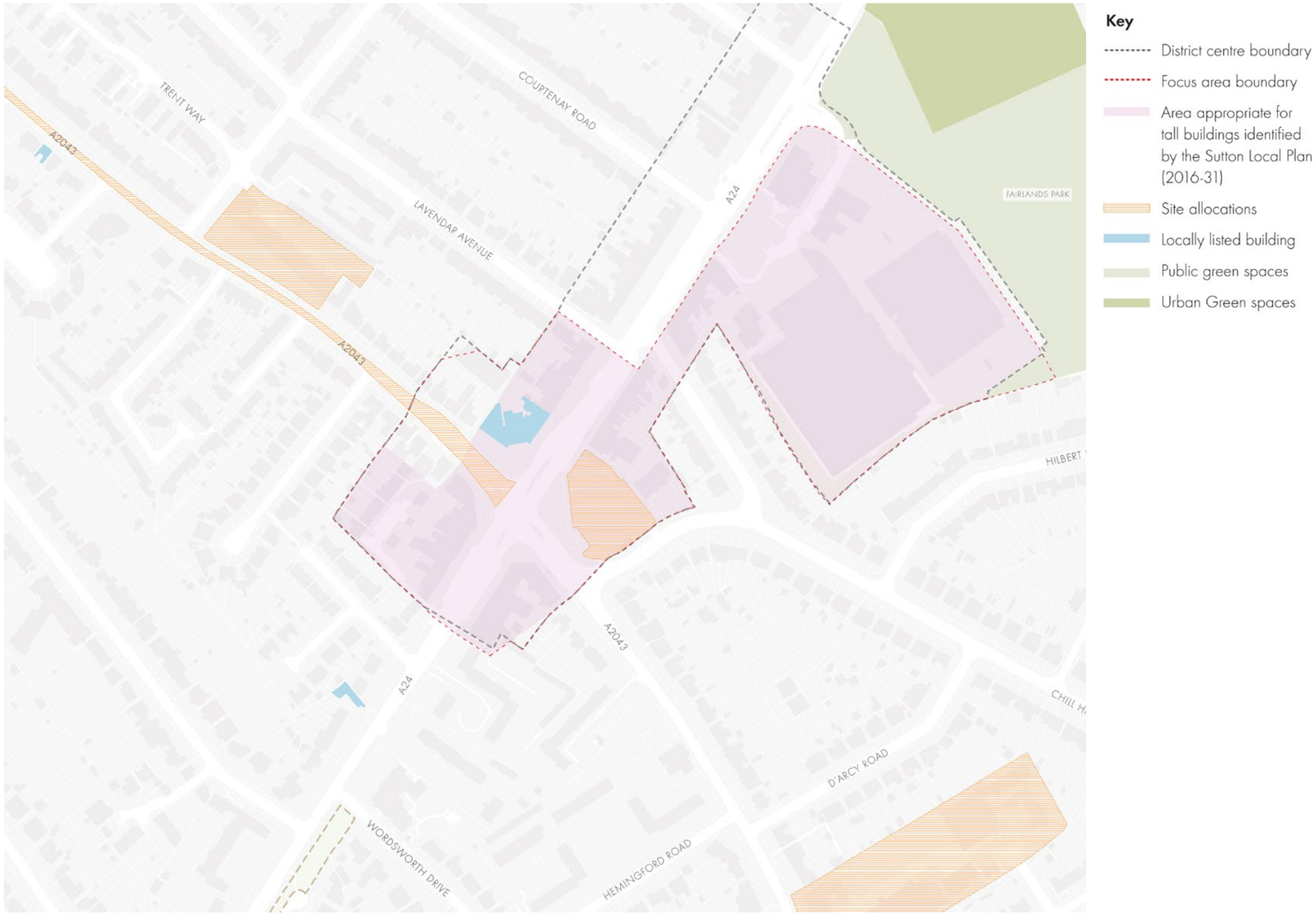


Fig 183 North Cheam townscape analysis

25.3 Tall building zones in North Cheam

There are a number of locations where we suggest changes to the Council's existing tall building boundaries. These locations are as follows, with notes set out to explain the suggested changes to currently adopted boundaries:

1. **Exclude Somerset Close:** An established housing terrace, in close proximity to the properties along Wellington Avenue. With residential addresses to the north-east and north-west, this is a sensitive location.

2. **Consolidate the appropriate area at the main North Cheam junction:** : This is the most appropriate location for new tall buildings in North Cheam. The scale of the junction is not matched by the scale of the buildings defining it. The junction would benefit from stronger enclosure and definition.

3. **Remove Lavender Ave corner:** The general character of the area is suburban in nature. The townscape character of the central area has more in common with the character of the surrounding streets than of a town centre. This is particularly the case with the properties on the Lavender Avenue corner.

4. **Remove London Road frontage:** Taller and denser forms of development will be appropriate for the London Road frontage. However, with such a strong prevailing suburban character, the street frontage beyond the very core area is not considered appropriate.

5. **Sainsbury's, London Road:** A large site, of a scale large enough to be able to generate its own character. The Senhouse Road and Hilbert Road thresholds will need to be carefully managed and the London Road frontage should retain its 3 - 4 storey high street character, but the central and eastern part of the site could potentially be appropriate for taller forms of development.

25.4 Areas appropriate for mid-rise buildings

These are defined by those areas which fall beyond the areas potentially appropriate for tall buildings but within the defined centre boundary together with the areas identified for tall buildings in the adopted Sutton Local Plan 2016 - 2031. Conservastion areas are also excluded from areas identified as appropriate for mid-rise buildinfgs. Application schemes will however be considered on their merits.

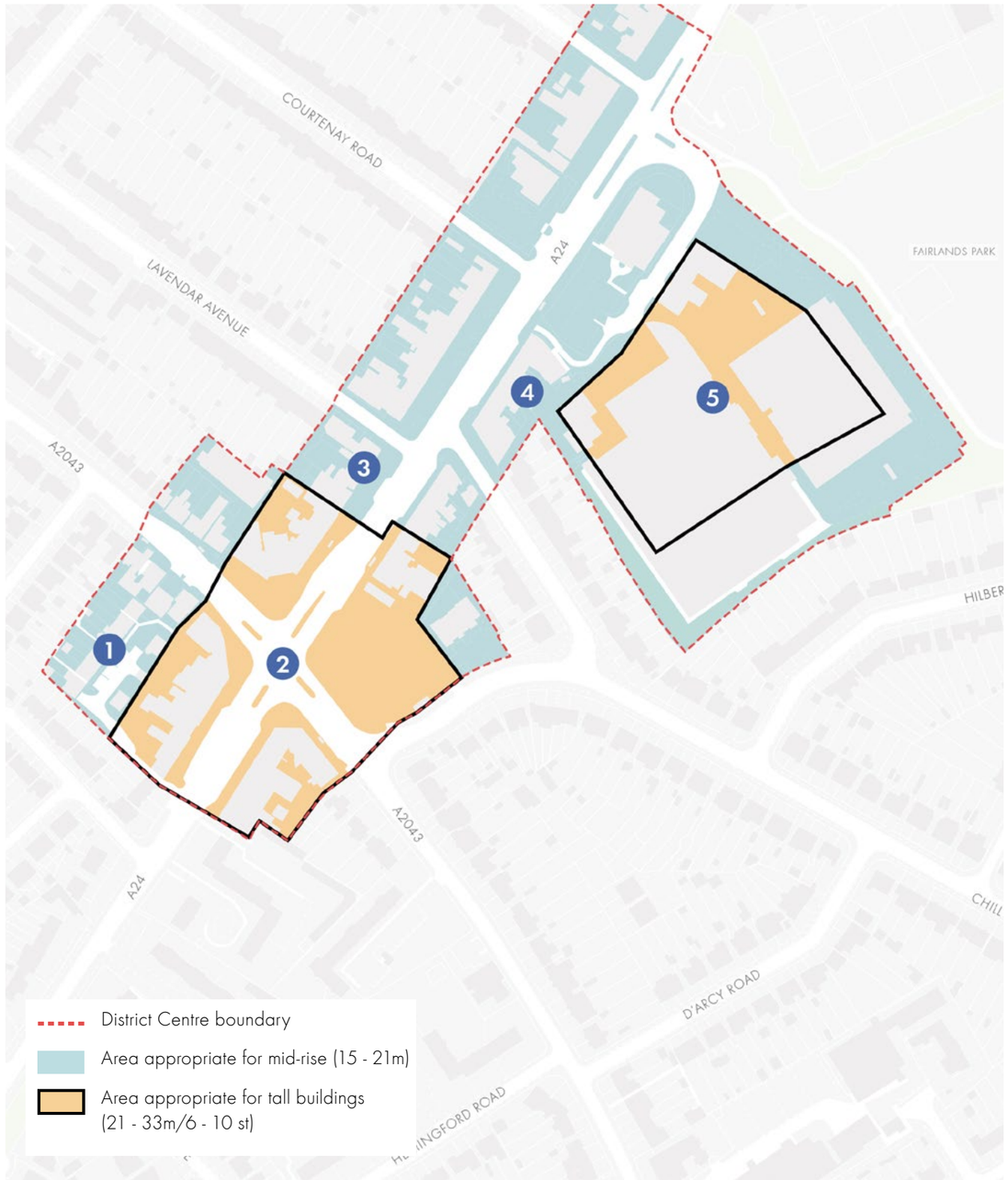


Fig 184 Plan of areas appropriate for tall buildings in North Cheam

26 WORCESTER PARK

26.1 Worcester Park Context

Worcester Park focus area is located in the north west of the Borough, and is bound to the west by the train line. Central Road forms the high street axis, supporting tight-knit suburban neighbourhoods either side. A Waitrose store site is located behind the high street and can be accessed from two locations along Central Road. Existing building heights are typically 3 storeys with very few exceptions. The topography of the area varies greatly, sloping from south-east (higher ground) to north-west.

- Under Construction
- Consented
- Recently completed

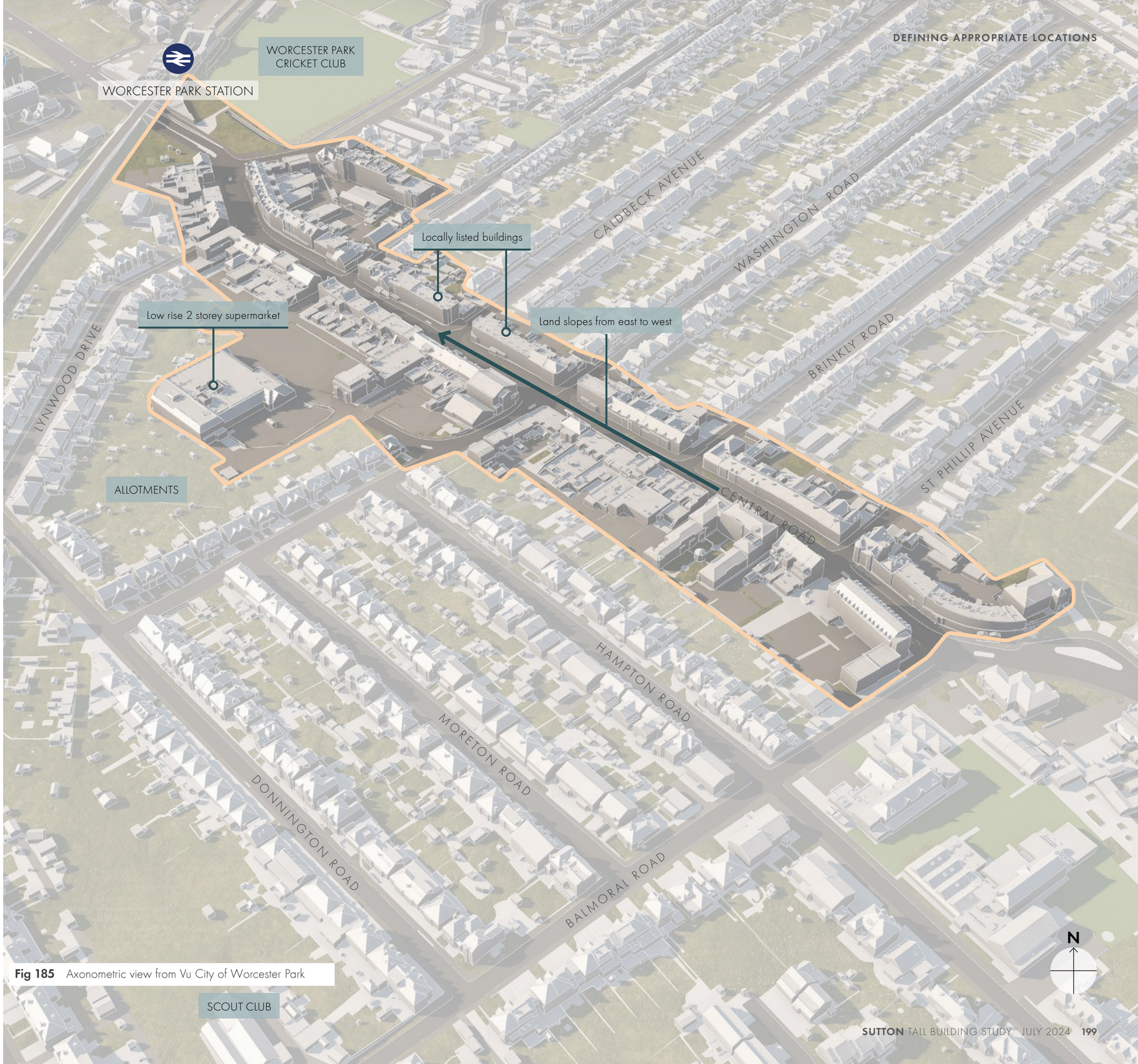


Fig 185 Axonometric view from Vu City of Worcester Park

26.2 **Context**

With few heritage constraints and Worcester Park being a designated Local Centre and a potential area for intensification, the area is considered potentially appropriate for taller buildings, subject to townscape considerations.

Fig 187 Google earth photography of Worcester Road

Fig 188 Satellite of Worcester Road focus areas

Fig 186 Heritage plan

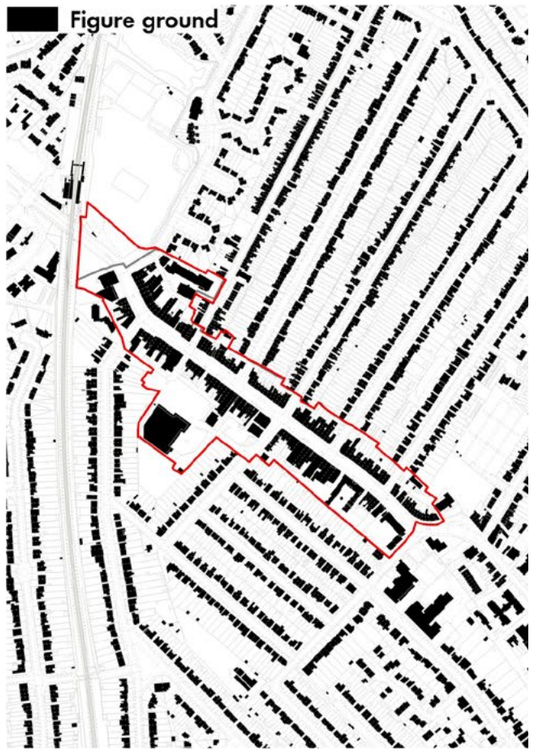


Fig 189 Figure ground plan

Fig 191 Building heights plan

Fig 190 Composite plan of weighted sensitivity layers

Fig 192 Composite plan of weighted suitability layers

26.3 Worcester Park Townscape Analysis

This high street axis district centre is anchored to the north by Worcester Park railway Station. It is a traditional high street, with a pedestrian-friendly and tree-line Central Road axis of a generally domestic scale.

Whilst there is no conservation area and few other heritage constraints, the local high street townscape character feels intact and quite sensitive to out of scale new development. Opportunities for new taller forms of development should therefore be carefully located to not undermine this strong suburban high street character.

The areas towards the station might present opportunities alongside sites sitting away from the high street axis although any development would need to be carefully handled to protect the amenities currently enjoyed by adjacent residents.

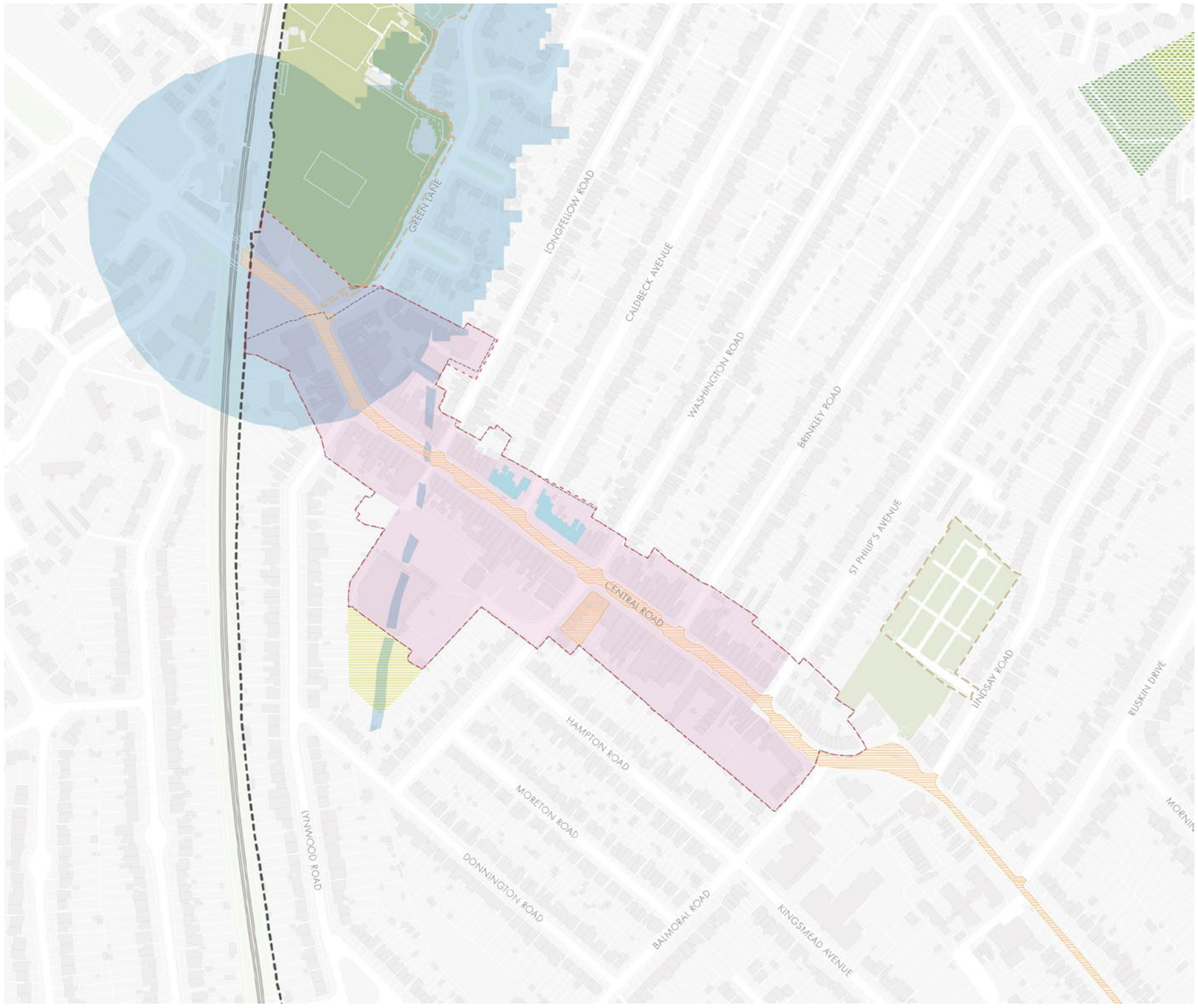


Fig 193 Worcester Park townscape analysis

26.4 Tall building zones in Worcester Park

There are a number of locations where we suggest changes to the Council's existing tall building boundaries. These locations are as follows, with notes set out to explain the suggested changes to currently adopted boundaries:

1. **Exclude the majority of Central Road axis:** Worcester Park is a suburban centre strung along the axis of Central Road at the north-western extent of the Borough. It has a strong, continuous 2 and 3 storey character. Whilst an appropriate location for intensification and higher density mixed-use development, a tall building in this central axial part of Worcester Park would be at odds with its prevailing character. A kink in the road it its northern end on the approach to Worcester Park station provides a terminus of the view up the high street and it also the most sustainable location in the centre.

2. **The Brook:** This location at the end of Central Road is considered to be perhaps the most appropriate location for a tall building in Worcester Park. It is right adjacent to the station and enjoys a prominent location terminating the long view along Central Road. Flood risk will be a constraint with the alignment of the culverted Beverley Brook running beneath the site.

3. **Worcester Park Sorting Office:** A tight site set behind the elegant Central Road commercial frontage, the site might present an opportunity for a sensitively designed development with the potential for a taller element.

4. **Waitrose:** This large site is set back behind the Central Road frontage. It is large enough in scale to, should it come forward for redevelopment, to create its own context whilst also managing its sensitive edges. It is in an extremely sustainable location, just a few minutes' walk from the station and directly connected to the retail and community hub of Central Road.

26.5 Areas appropriate for mid-rise buildings

These are defined by those areas which fall beyond the areas potentially appropriate for tall buildings but within the defined centre boundary together with the areas identified for tall buildings in the adopted Sutton Local Plan 2016 - 2031. Conservastion areas are also excluded from areas identified as appropriate for mid-rise buildinfgs. Application schemes will however be considered on their merits.

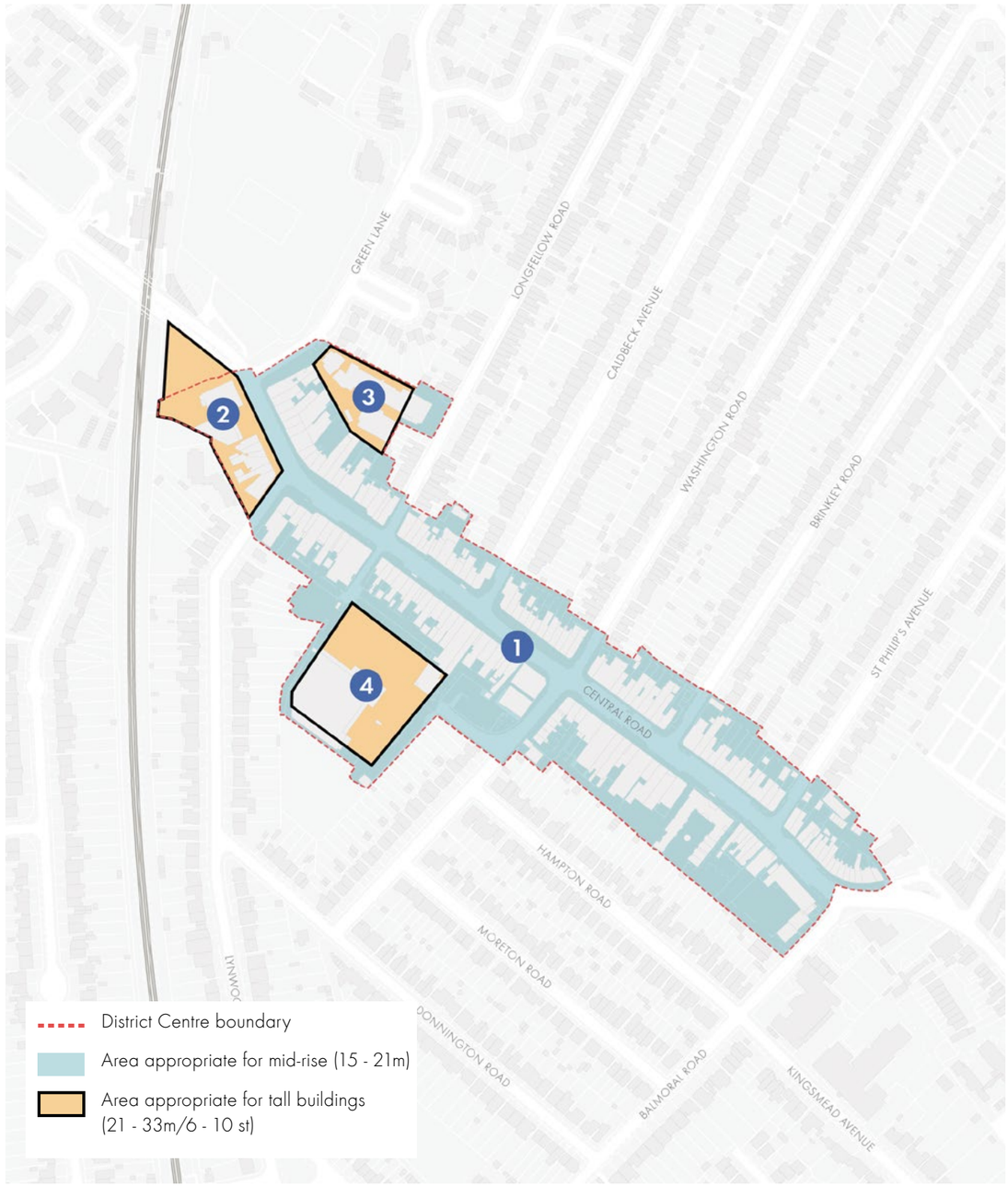


Fig 194 Plan of areas appropriate for tall buildings in Worcester Park

27 LONDON CANCER HUB

27.1 Context

The London Cancer Hub located in Belmont, in an accessible location approximately 0.6km from Belmont Station (8-minute walk) or 2km south of Sutton train station, (10 minutes to travel by bus). The site is approximately 22.57 hectares and is occupied by the Institute of Cancer Research, the Royal Marsden, the former Sutton Hospital site and allotments. The site is surrounded by predominantly 2-3 storey housing around its perimeter. It is in close proximity to green space, with Belmont Park and allotments located to the west, Banstead Heath to the south and Oaks Park to the east. The site is accessed from Downs Road in the south, or Cotswold Road to the west (connecting to Brighton Road). The hub is identified in the Local Plan (2018) as one of the two Primary Growth Areas (the second being Sutton Town Centre).

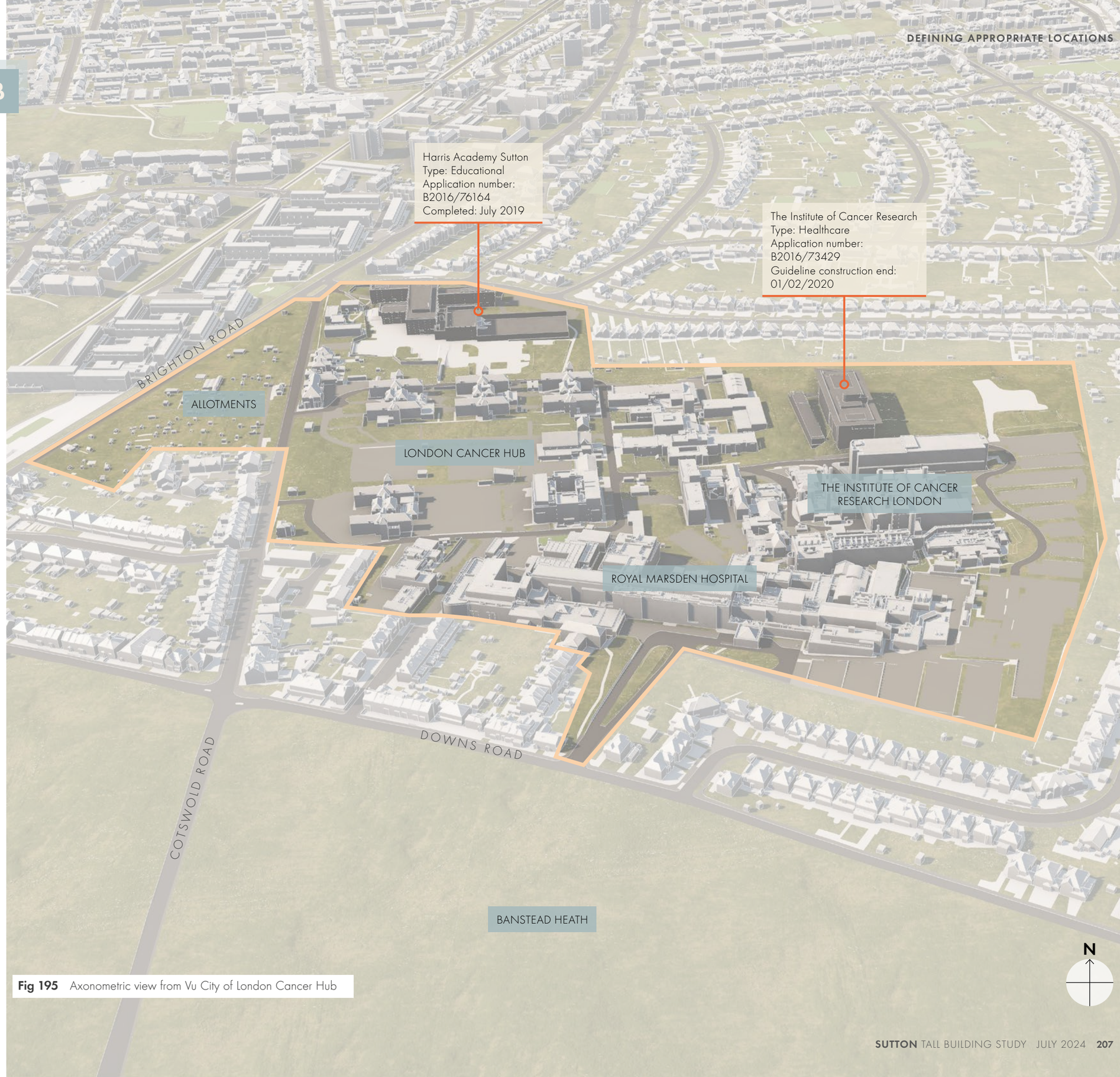


Fig 195 Axonometric view from Vu City of London Cancer Hub

Fig 197 Google earth photography of London Cancer Hub

Fig 198 Satellite of the London Cancer Hub

27.2 Context

The existing storey heights within the site are generally between 4 and 5 storeys in height. Surrounding residential buildings are predominantly 2 storeys with a range of terraces, semi-detached and detached homes, with generous gardens. The majority of these properties back onto the site's boundary which is lined with trees. The site increases in height from the north west to the south east, with a natural dip in the centre of the site, offering opportunities to increase height in locations which have the least impact on surrounding residential properties.

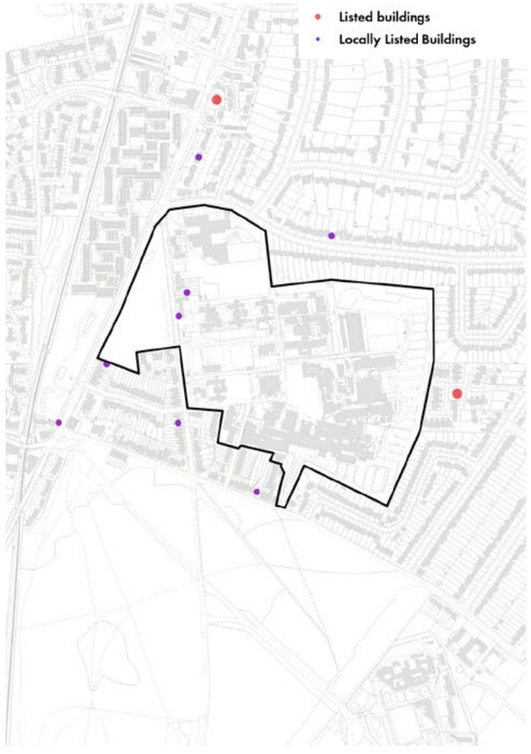


Fig 196 Heritage plan

Fig 199 Figure ground plan

Fig 201 Building heights plan

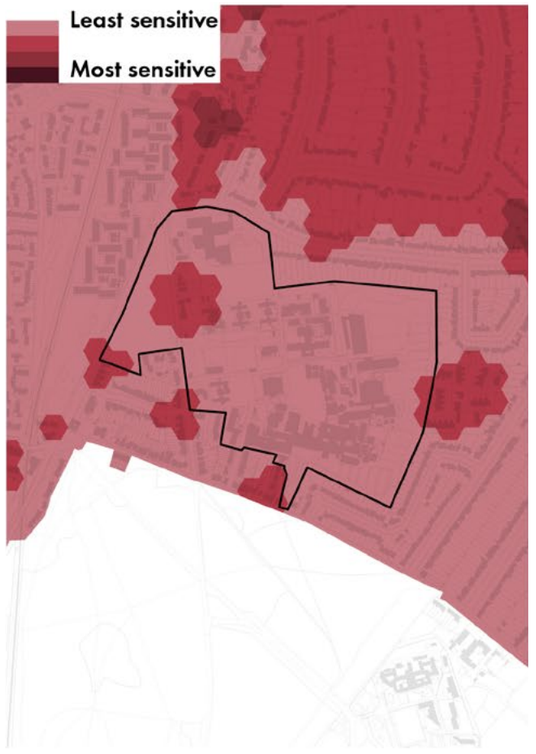


Fig 200 Composite plan of weighted sensitivity layers

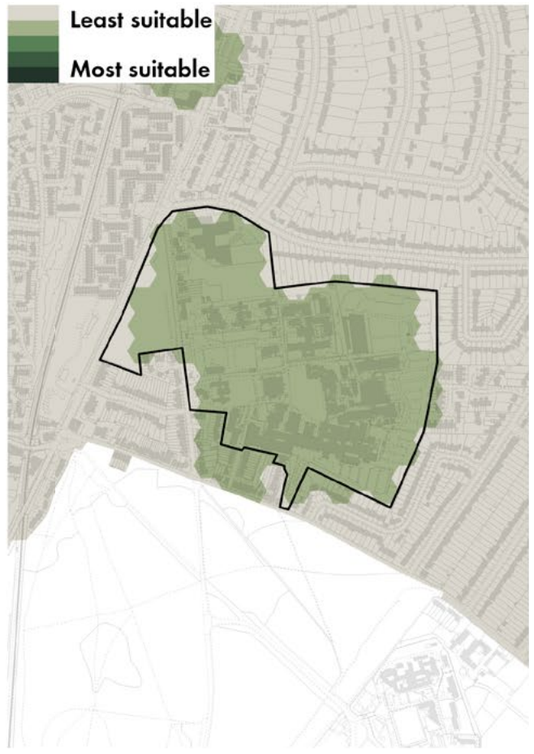


Fig 202 Composite plan of weighted suitability layers

27.3 London Cancer Hub Townscape Analysis

The London Cancer Hub is located a short walk from Belmont Railway Station at the southern extent of the Borough close to its boundary with Reigate and Banstead Borough Council.

This suburban part of south Sutton is characterised by quiet, generously proportioned, tree-lined streets with large semi-detached and detached houses.

This area of south Sutton has a long history of large institutional uses and estates. The London Cancer Hub site is on the site of the Royal Marsden Hospital which itself occupies the site which has a long history of institutional uses which commenced with original buildings of the South Metropolitan Industrial School. Other institutions in the vicinity included the Belmont Workhouse, now Shanklin Village housing estate, to the north-west; a Children's Infirmary, now the site of Oaks Park High School, to the east; and a 'Lunatic Asylum' to the south now the site of HMP High Down.

The primary consideration regarding redevelopment on the site will relate to potential impact on neighbouring residential properties.

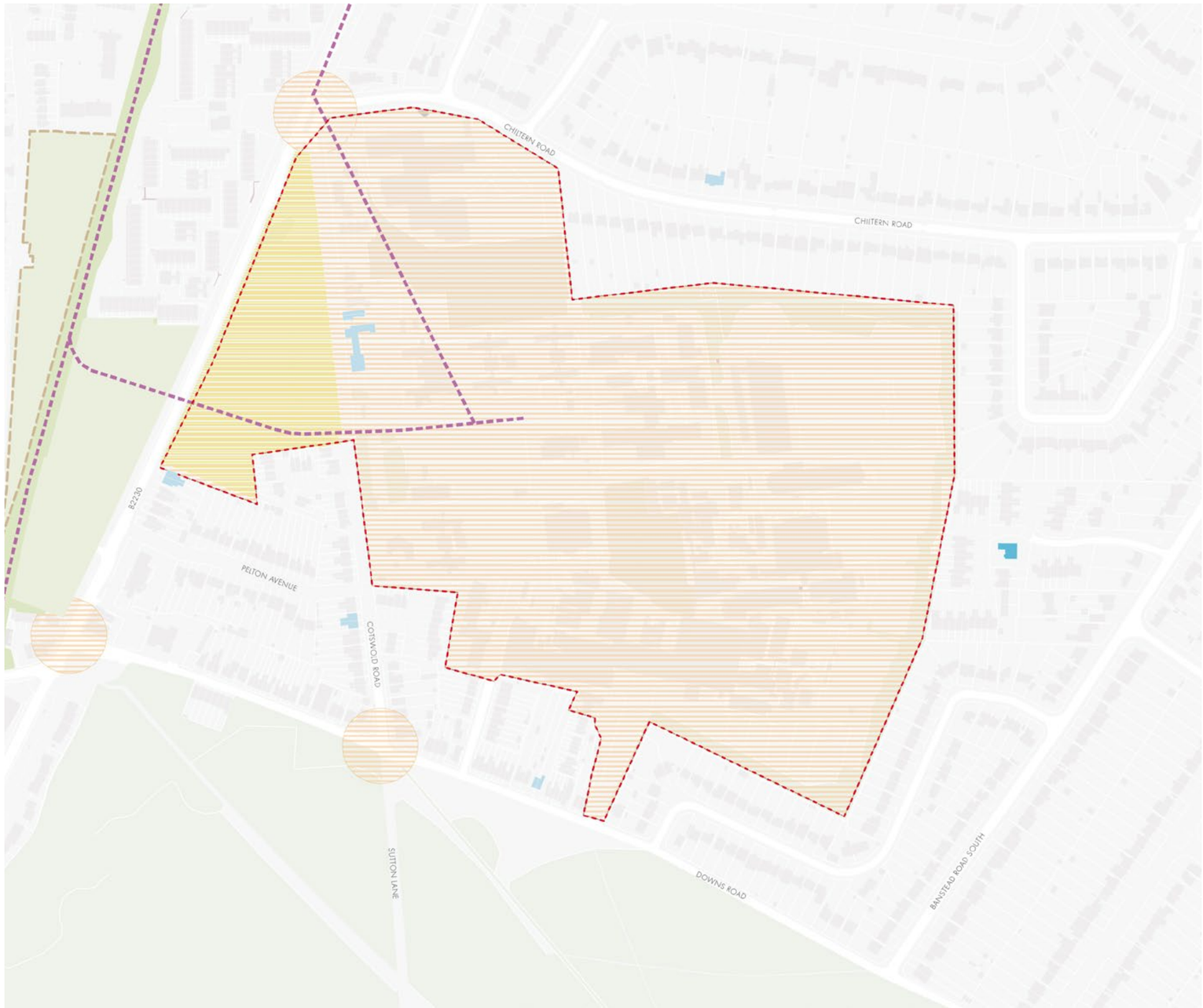


Fig 203 London Cancer Hub townscape analysis

27.4 Proposals

Already Europe's leading cancer research district, landmark investment on the London Cancer Hub is transforming it into the global centre for innovation and drug discovery. The London Cancer Hub is one of London's most significant regeneration project and, once completed, will make Sutton and the capital home to the world's largest cancer life science district. It will deliver major social and economic benefits for the entire UK.

A Development Framework was prepared for the London Cancer Hub proposals in 2016. Whilst this Framework is now considered to be out of date, no longer reflecting the emerging proposals, it does establish a set of principles. These relate to height parameters which include 'respecting scale of surroundings', 'respecting the height of the existing & proposed ICR and TRM building' and 'creating a graduation in height across the site with height concentrated towards the centre'. These principles will continue to be relevant as more detailed work continues to be done on investment proposals.

Fig 204 Harris Academy Sutton (photograph by Willmott Dixon)

Fig 205 Harris Academy Sutton (photograph by Architype)

Fig 206 Institute of Cancer Research (photograph by ICR)

27.5 Tall building zones at the London Cancer Hub

This is a major developed site with a history of large purpose built non-residential institutional accommodation in a landscaped setting. The site is secluded and well screened by mature trees and landscape features.

Importantly, and unlike many if not all other major development sites in the Borough, the site is of such a scale and size that potentially adverse impacts of new taller buildings could be avoided, minimised or mitigated through good design and landscaping.

The central part of the site will be the most intensively developed and will be the most suitable location for the location of taller buildings. It will be important to protect the amenity of residents in surrounding neighbourhoods as development comes forward.

Existing mature trees and other landscape features will play a very important and significant in achieving this outcome. New landscape elements will also have a role to play.

Whilst a hugely important investment site for the Borough, this is an out-of-centre location set within a primarily suburban part of the borough. It is recommended that the same threshold above which new buildings would be considered tall in this location should be the same as that which applies for the vast majority of the rest of the Borough, that is, 21m.

This is a high-profile heath, research and life-science investment opportunity, the lead land use in developments at the London Cancer Hub site allocation will be lab spaces and specialist purpose-built research spaces. This building typology typically has significantly higher floor to floor heights than new build residential buildings – typically around 4.5m. The vast scale of the site and the mature landscaped buffers around the site perimeter create site conditions unlike other site allocations. Whilst the need to respond to context will always be an important principle in new development, the existing mixed-use context for this site means it has areas that are less sensitive than if it were an entirely residential location. Smaller sites with tighter and more exposed boundaries and thresholds would be more sensitive to the potentially adverse impacts of new development. Maintaining or improving mature and

generous landscape buffers around the site perimeter between it and existing residential communities will be critical for any development proposals that might come forward.

With parts of site being less sensitive than other locations, given its unique attributes, and given the importance of the site to the Borough and London as a whole and in view of the building typologies required, there may be scope to carefully locate buildings in the central part of the site rising to heights taller than other appropriate locations across the Borough. The precise upper limits of new taller buildings will need to be determined through more detailed masterplanning and site testing, but a building height range of between 21 and 39 meters which would equate to a lab / life science building of up to approximately 7 to 8 storeys.

27.6 Areas appropriate for mid-rise buildings

Given the size of the site, mid-rise buildings could be used to help mitigate any potentially adverse townscape impact of new taller development on the existing residential properties in the streets which share a boundary with the site.

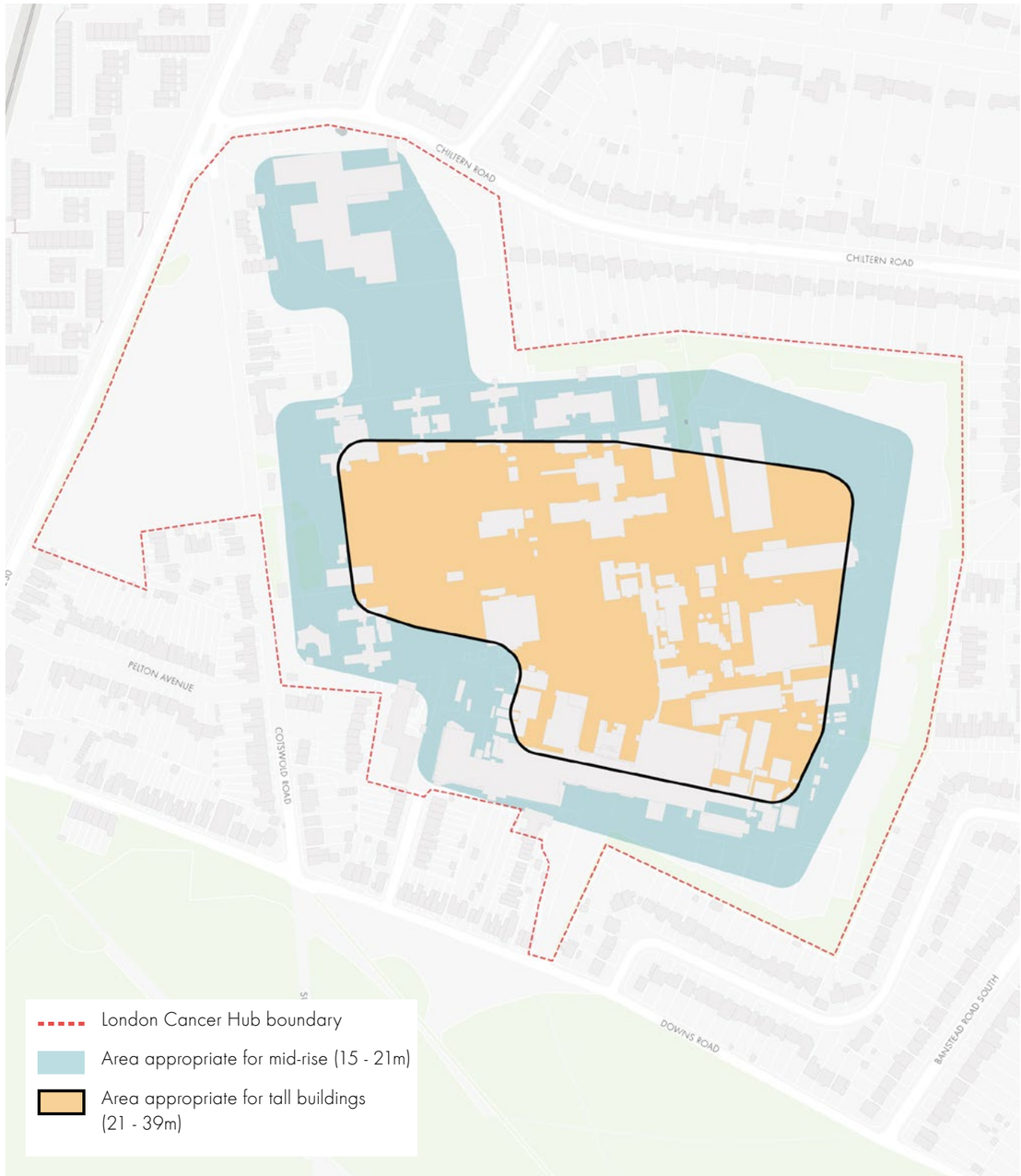


Fig 207 Plan of areas appropriate for tall buildings at the London Cancer Hub Site

CONCLUSION

28 CONCLUSION

28.1 An evidence-based approach

This study, through a series of clear and sequential stages, provides recommendations on the following:

1. The definition of what tall means in the London Borough of Sutton context;
2. Locations within which tall buildings might be appropriate; and
3. Height range extents likely to be appropriate for new development within these newly defined locations.

These three principal outputs of the study are specific requirements of the London Plan, most specifically Policy D9 and its supporting text together with the supplementary guidance provided within the London Plan's more recent Characterisation and Growth Strategy LPG.

The process was a comprehensive one, based on analysis of the Borough from a first principals basis. The methodology is designed to incorporate a review of existing policy, but existing policy is not the starting point for the study.

28.2 Refined boundaries for appropriate locations for tall buildings

The conclusion of the study is location specific definitions of tall and refined areas where tall buildings might be appropriate.

Notwithstanding some new zones, generally these newly defined zones are more tightly defined and therefore result in a reduction in the extents of areas identified as potentially appropriate.

The newly defined locations where new tall buildings might be appropriate are as follows:

- Sutton Town Centre
- Wallington
- Carshalton College
- Hackbridge
- Rosehill
- North Cheam
- Worcester Park
- London Cancer Hub

An overview Borough-wide plan showing these newly defined boundaries and zones is included below at Fig 209.

Focus Area	Potentially appropriate?	Threshold above which buildings will be considered tall				Appropriate height range for taller buildings			
		Lower zone	Mid zone	Higher zone	Single/no zone	Lower zone	Mid zone	Higher zone	Single zone
Sutton town centre	Yes	21m (6st)*	21m (6st)*	21m (6st)*	N/A	21-27m (6-8 st)	21 - 45m (6-14 st)	21-63m (6-20 st)	N/A
Wallington centre	Yes	21m (6st)*	N/A	21m (6st)*	N/A	N/A	N/A	N/A	21 - 33m (6 - 10st)
Carshalton centre	No				21m (6st)*				
Carshalton College	Yes	N/A	N/A	N/A	21m (6st)*	N/A	N/A	N/A	21 - 27m (6 - 8st)
Hackbridge centre	Yes	N/A	N/A	N/A	21m (6st)*	N/A	N/A	N/A	21 - 27m (6 - 8st)
Rosehill centre	Yes	N/A	N/A	N/A	21m (6st)*	N/A	N/A	N/A	21 - 27m (6 - 8st)
Cheam centre	No				21m (6st)*				
Cheam Station	Yes	N/A	N/A	N/A	21m (6st)*	N/A	N/A	N/A	21 - 27m (6 - 8st)
North Cheam centre	Yes	N/A	N/A	N/A	21m (6st)*	N/A	N/A	N/A	21 - 27m (6 - 8st)
Worcester Park centre	Yes	N/A	N/A	N/A	21m (6st)*	N/A	N/A	N/A	21 - 27m (6 - 8st)
London Cancer Hub	Yes	N/A	N/A	N/A	21m	N/A	N/A	N/A	21 - 39m
All non-appropriate locations	No				21m (6st)*				

Fig 208 Areas and locations included in the Area of Search process and their respective thresholds for tall buildings
* London Plan default definition of tall which is 6 storeys or 21 metres

28.3 Defining tall and appropriate height ranges

For clarity and simplicity and in line with the London Plan and associated guidance, across the Borough of Sutton a tall building is defined as one which is equal or greater than 6 storeys or 21 metres in height. Within locations identified as potentially appropriate for tall buildings, appropriate height ranges are set out in Fig 208.

28.4 Definition of areas appropriate for mid-rise buildings

The definition of mid-rise development is carried forward from the currently adopted Sutton Local Plan 2016-2031, that is, development between 4 and 6 storeys, or approximately 15 and 21 metres in height.

Locations considered appropriate for mid-rise buildings are defined by those areas within defined town or district centres combined with areas identified as being appropriate for tall buildings in the adopted Sutton Local Plan 2016-2031 but excluding the areas identified as being appropriate for tall buildings in this study and areas that fall within conservation areas. See Fig 209.

Borough boundary
Sutton Town Centre Boundary
District Centres
Mid Rise Zones
Tall building zones

Fig 209 Plan showing areas considered to be appropriate for tall buildings together with areas appropriate for mid-rise development

APPENDICES

APPENDIX 1
Prevailing building heights in the Borough of Sutton

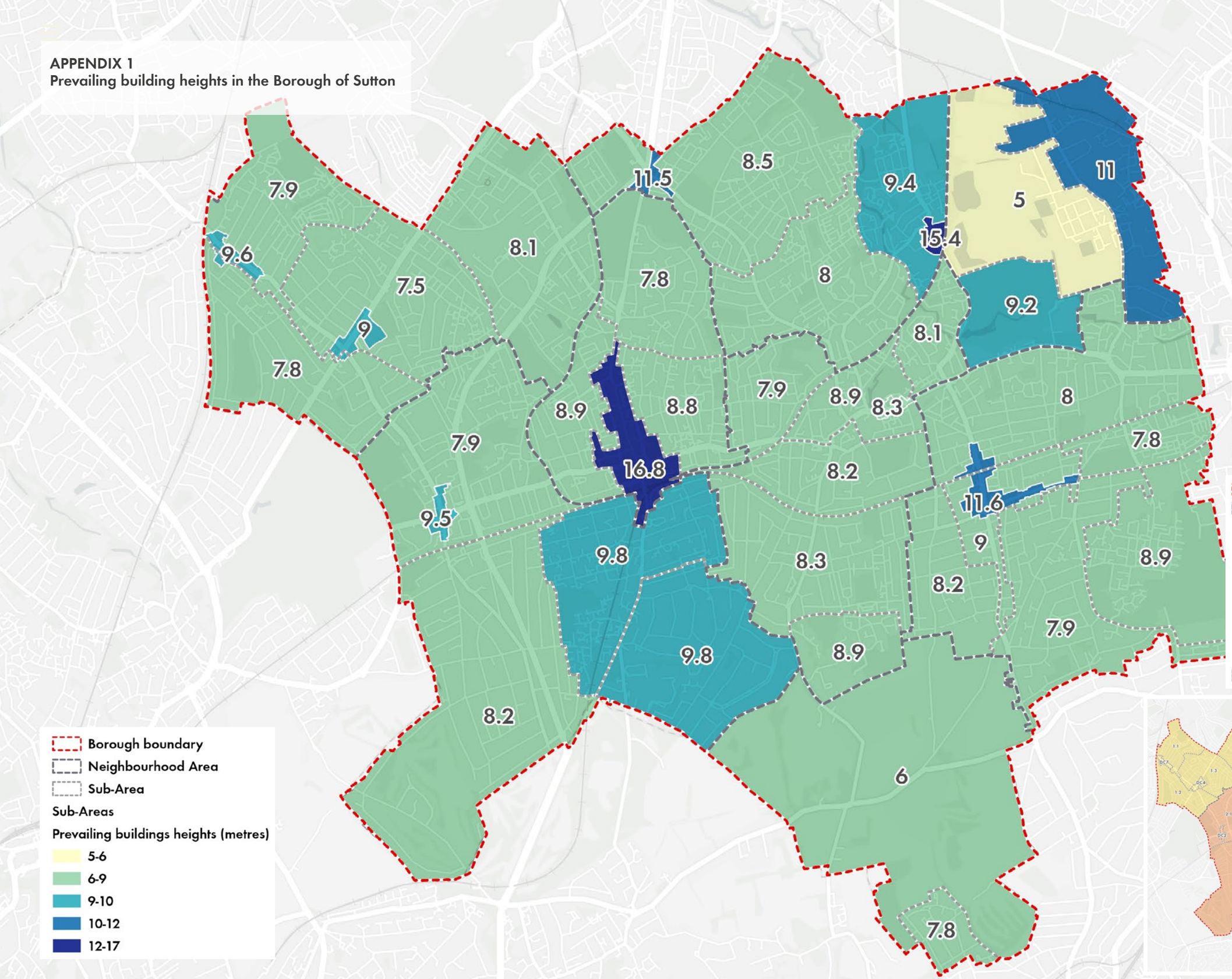


Fig 210 Plan of prevailing building heights in the Borough of Sutton

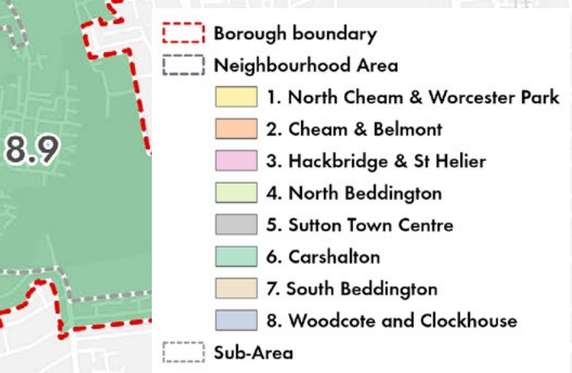
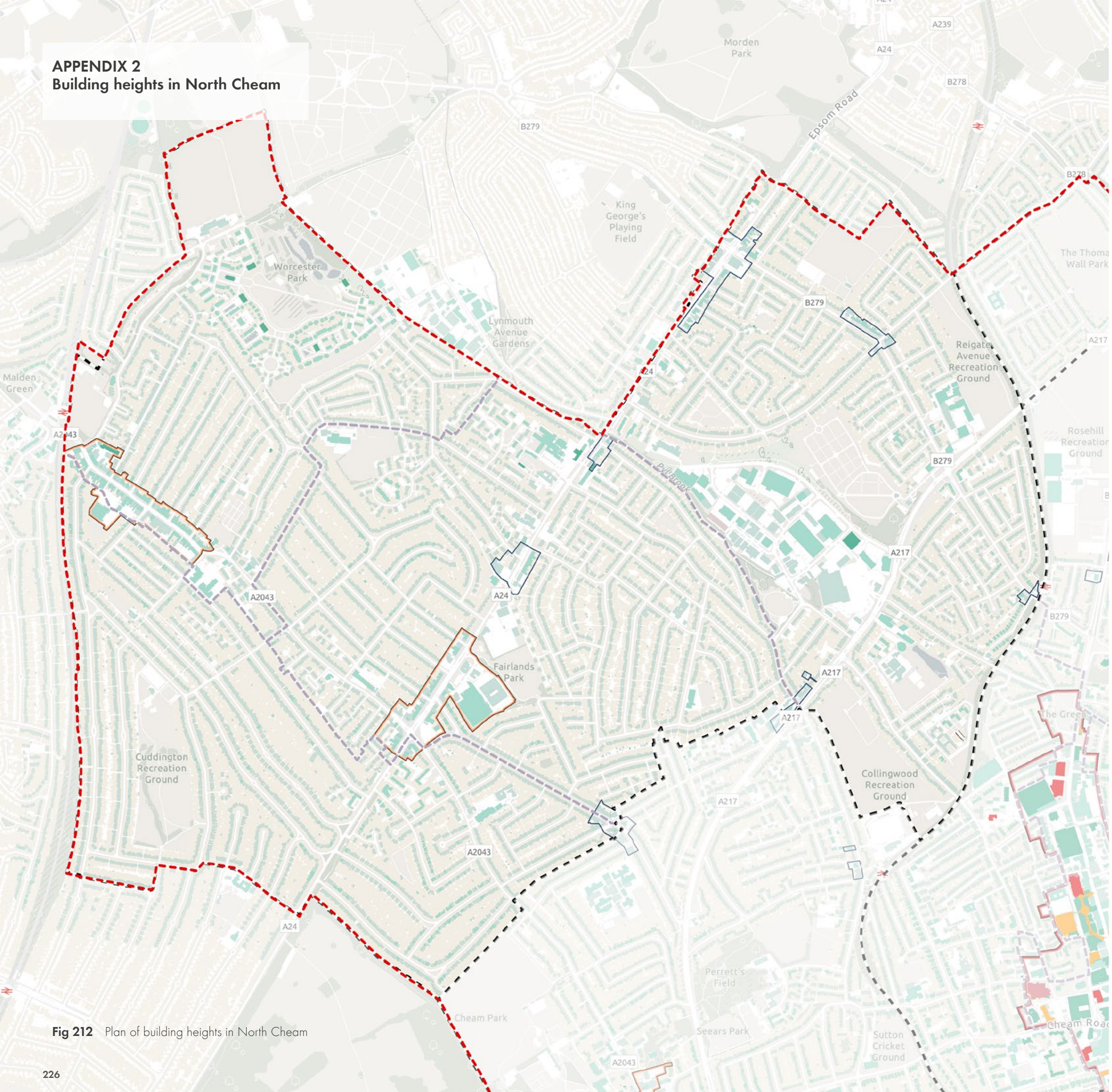


Fig 211 Plan of neighbourhoods and sub-areas in the Borough of Sutton

APPENDIX 2
Building heights in North Cheam



North Cheam & Worcester Park

- Borough boundary
- Characterisation Areas
- Sub Areas
- Sutton Town Centre Boundary
- Dictrict Centres
- Local Centres

Building heights (relhmax)

Metres

- 3-<9
- 9-<15
- 15-<21
- 21-<27
- 27-<33
- 33-<48
- 48-<50

N

0 200 400 Meters

Fig 212 Plan of building heights in North Cheam

APPENDIX 3
Building heights in Cheam and Belmont

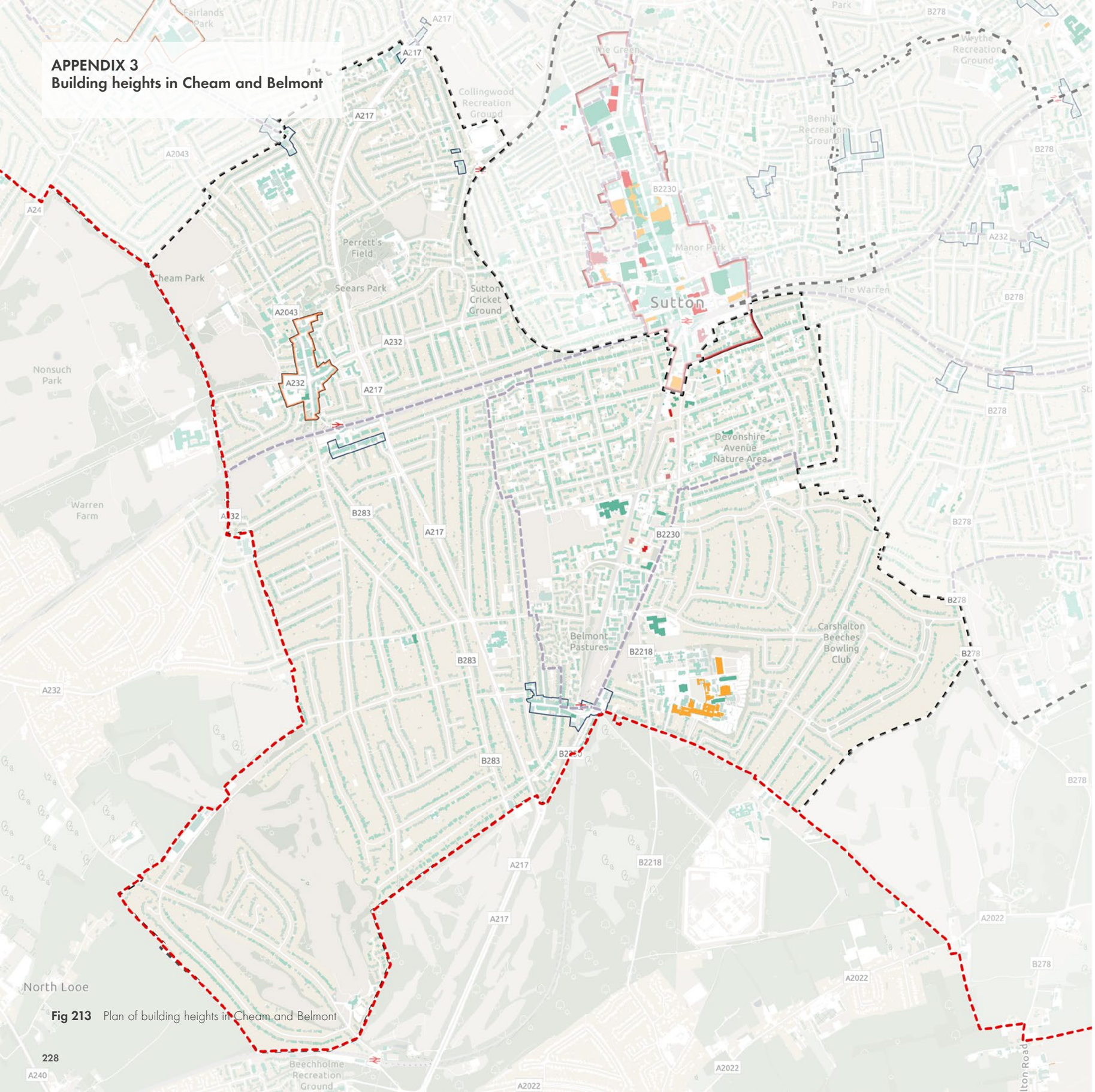


Fig 213 Plan of building heights in Cheam and Belmont

Cheam & Belmont

- Borough boundary
- Characterisation Areas
- Sub Areas
- Sutton Town Centre Boundary
- Dictrict Centres
- Local Centres

Building heights (relhmax)

Metres

- 3-<9
- 9-<15
- 15-<21
- 21-<27
- 27-<33
- 33-<48
- 48-<50

N

0 200 400 Meters

APPENDIX 4
Building heights in Hackbridge and St Helier

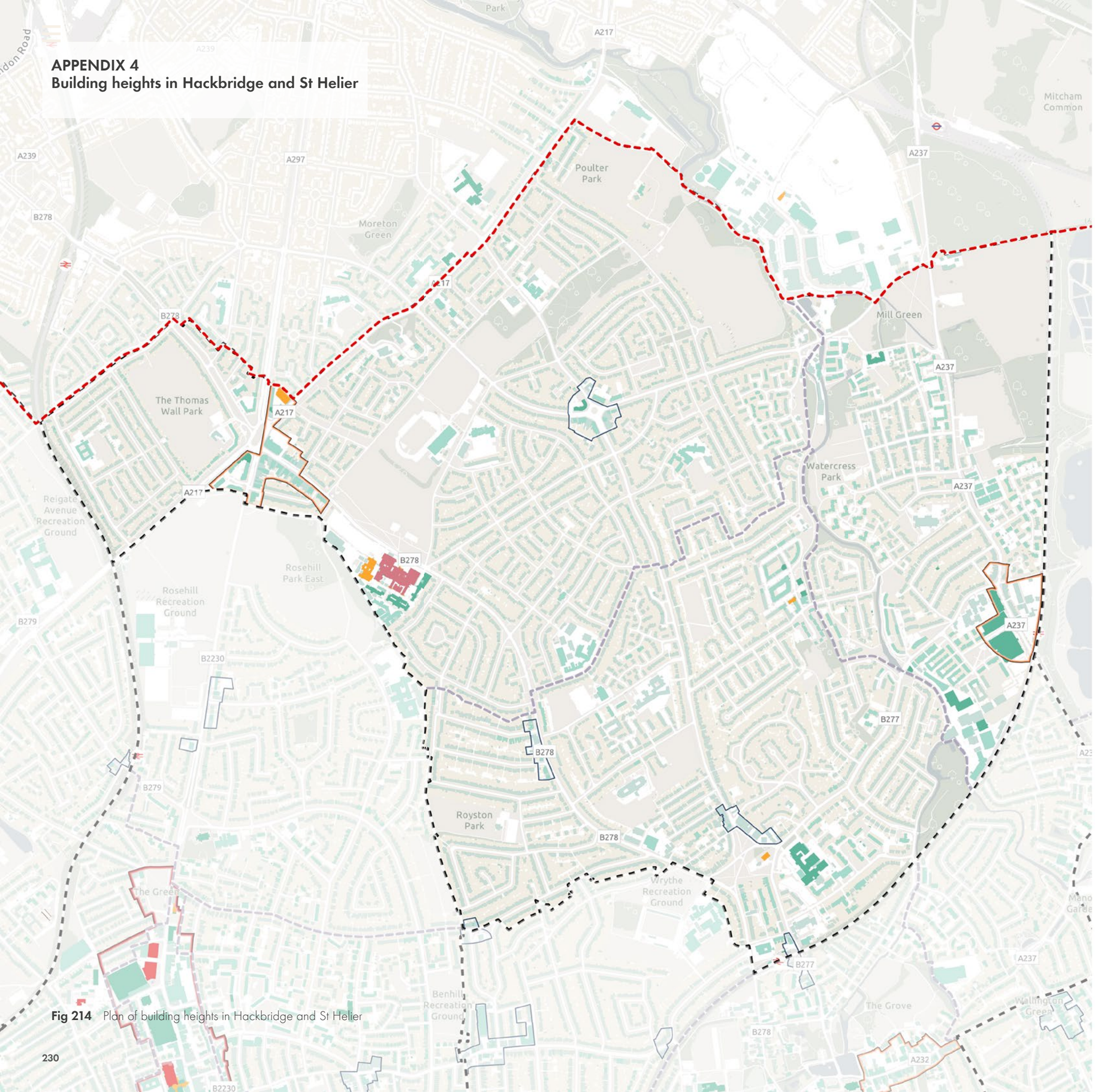
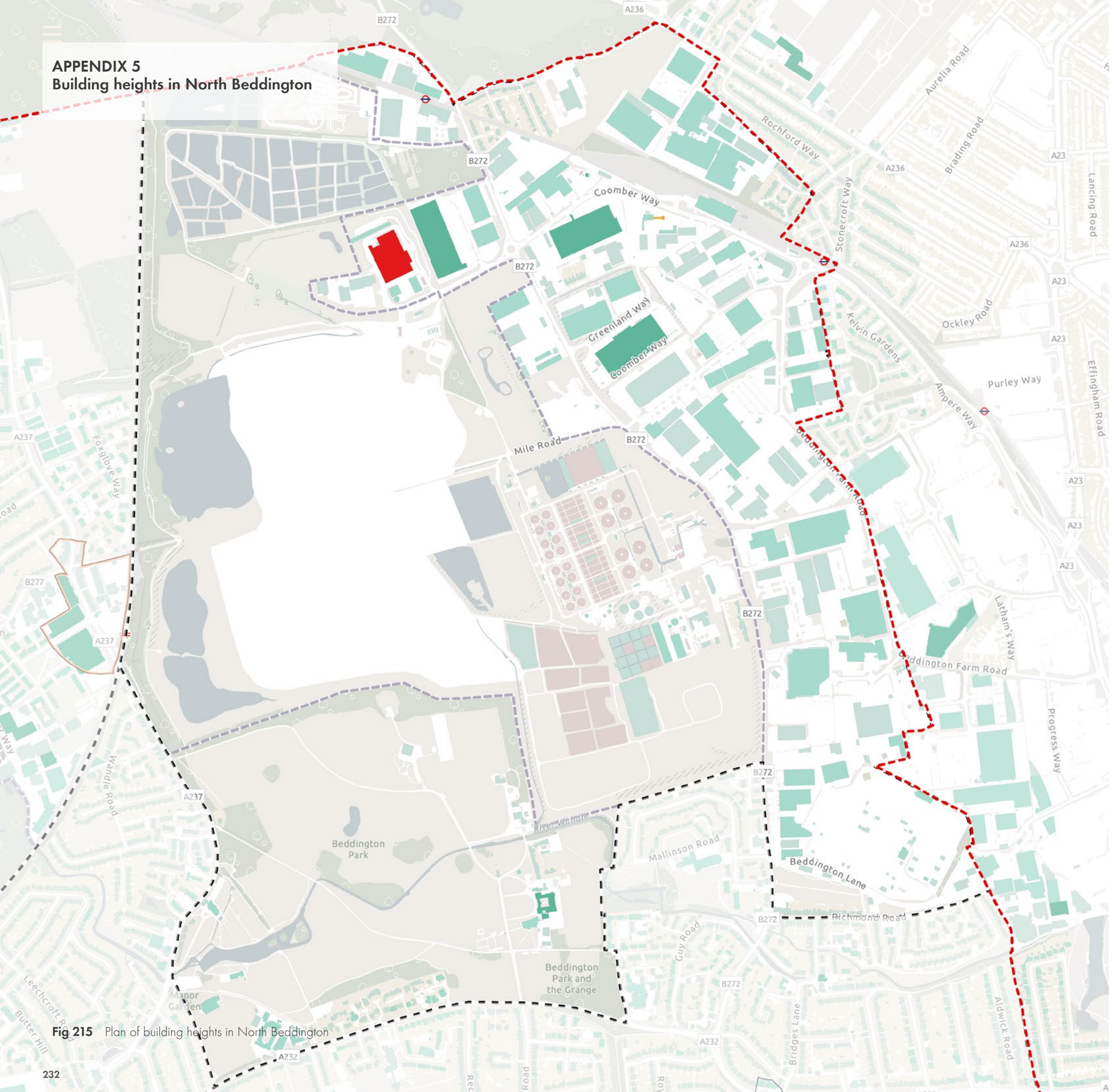


Fig 214 Plan of building heights in Hackbridge and St Helier

APPENDIX 5
Building heights in North Beddington



North Beddington

- Borough boundary
- Characterisation Areas
- Sub Areas
- Dictrict Centres
- Local Centres

Building heights (relhmax)

Metres

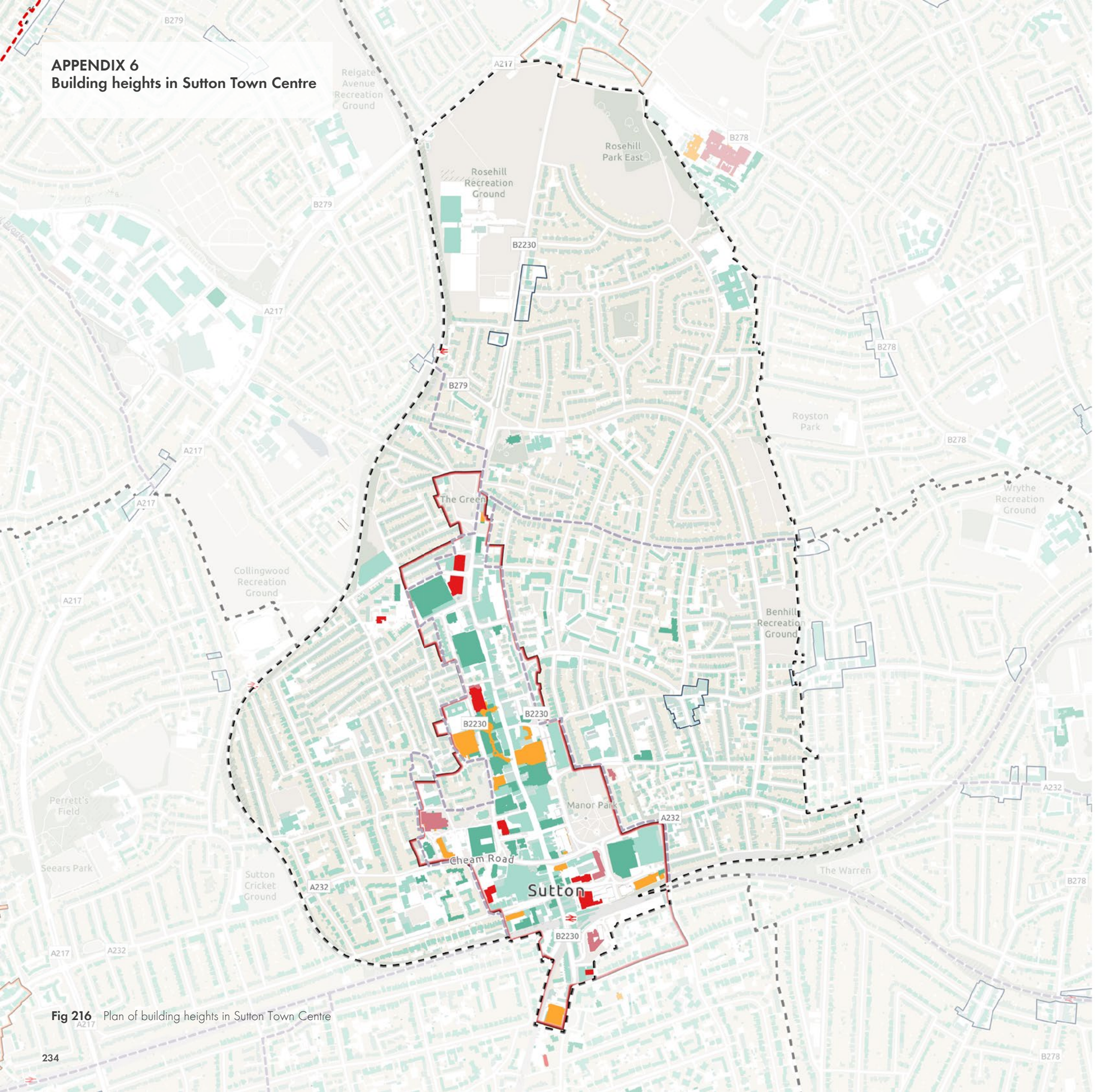
- 3-<9
- 9-<15
- 15-<21
- 21-<27
- 27-<33
- 33-<48

N

0 200 400 Meters

Fig 215 Plan of building heights in North Beddington

APPENDIX 6
Building heights in Sutton Town Centre



Sutton Town Centre

- Borough boundary
- Characterisation Areas
- Sub Areas
- Sutton Town Centre Boundary
- Dictrict Centres
- Local Centres

Building heights (relhmax)

Metres

- 3-<9
- 9-<15
- 15-<21
- 21-<27
- 27-<33
- 33-<48
- 48-<50

Fig 216 Plan of building heights in Sutton Town Centre

APPENDIX 7
Building heights in Charshalton

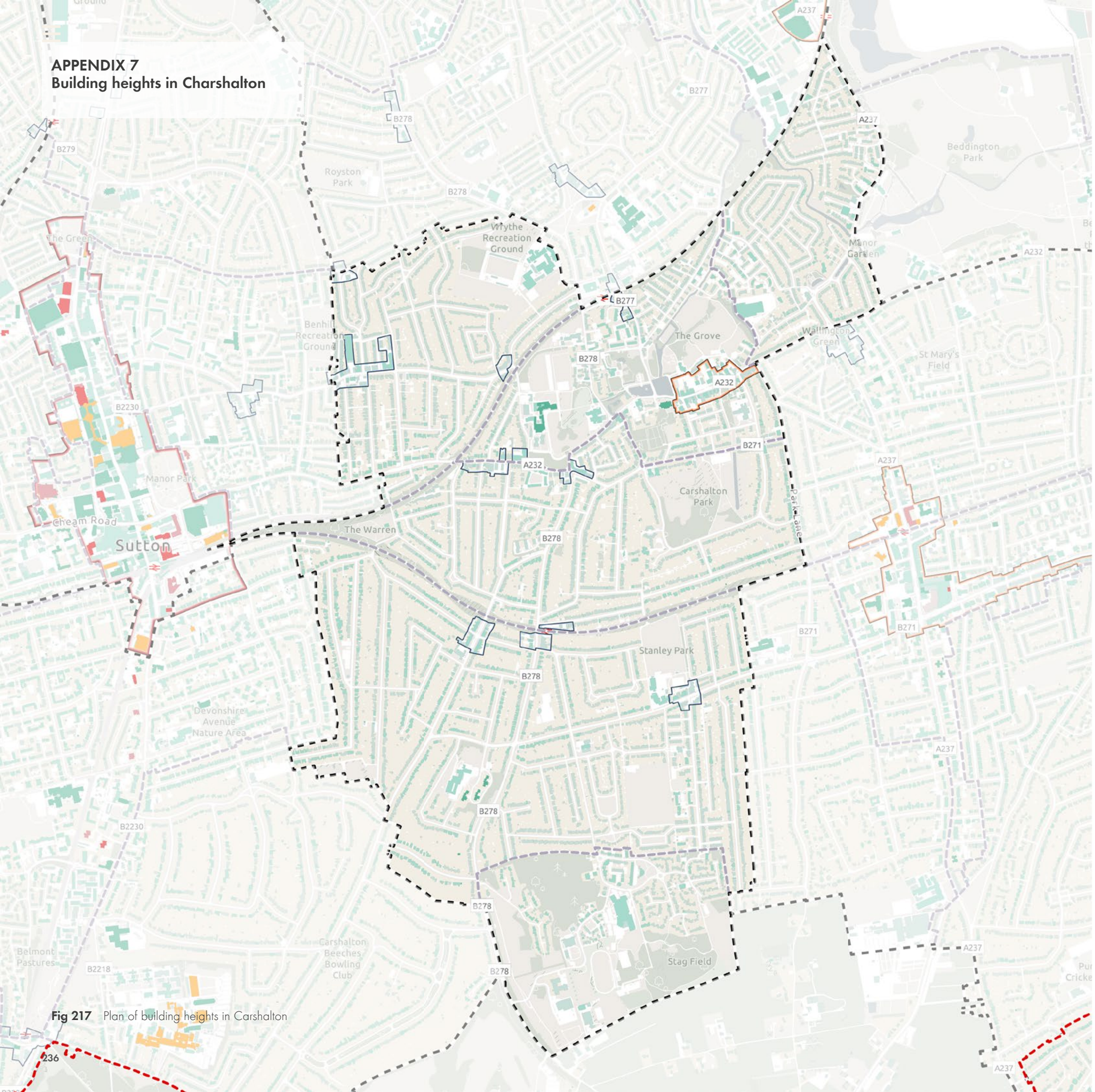


Fig 217 Plan of building heights in Carshalton

Carshalton

- Borough boundary
- Characterisation Areas
- Sub Areas
- Sutton Town Centre Boundary
- Dictrict Centres
- Local Centres

Building heights (relhmax)

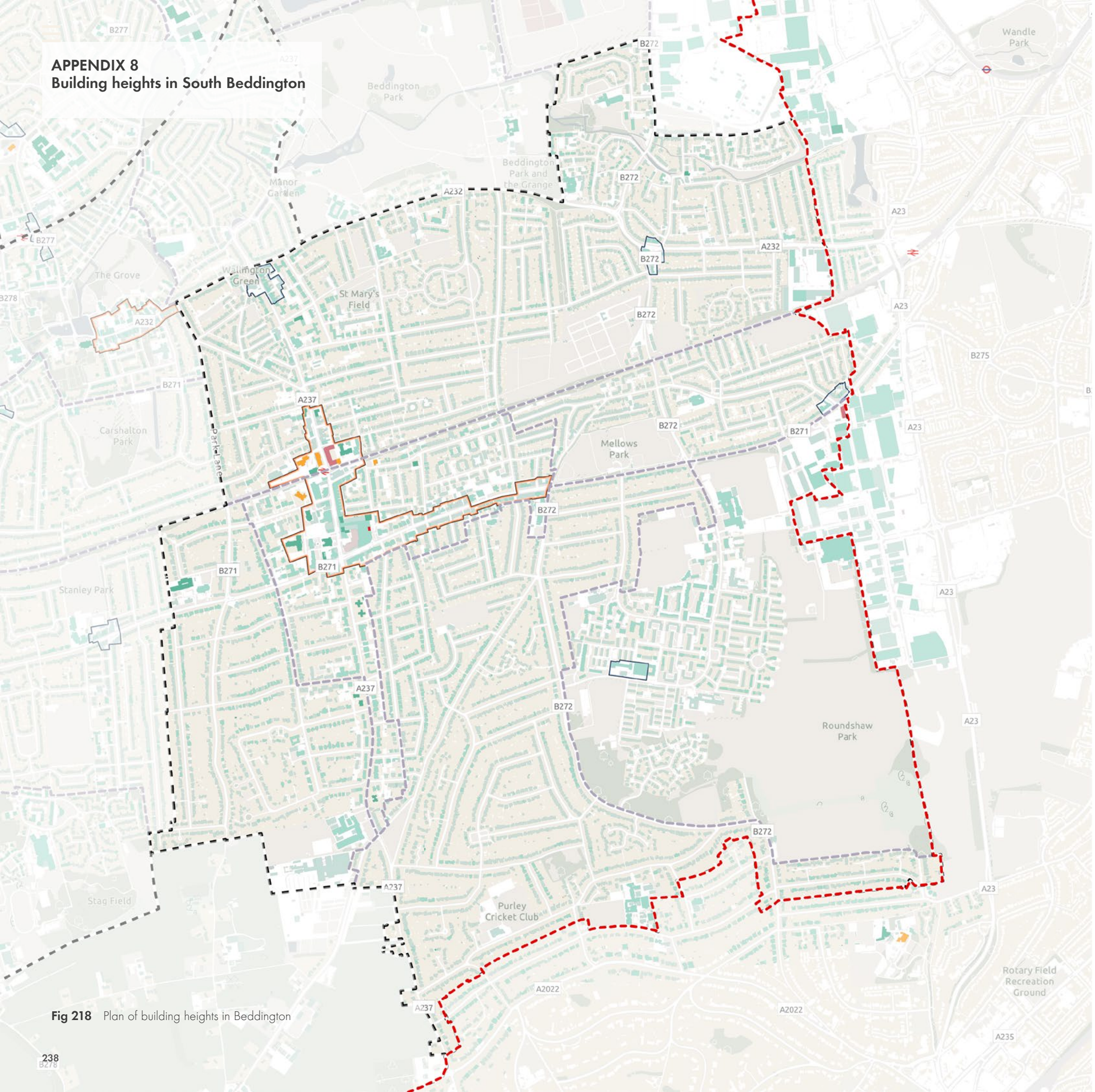
Metres

- 3-<9
- 9-<15
- 15-<21
- 21-<27
- 27-<33
- 33-<48

N

0 200 400 Meters

APPENDIX 8
Building heights in South Beddington



South Beddington

- Borough boundary
- Characterisation Areas
- Sub Areas
- Dictrict Centres
- Local Centres

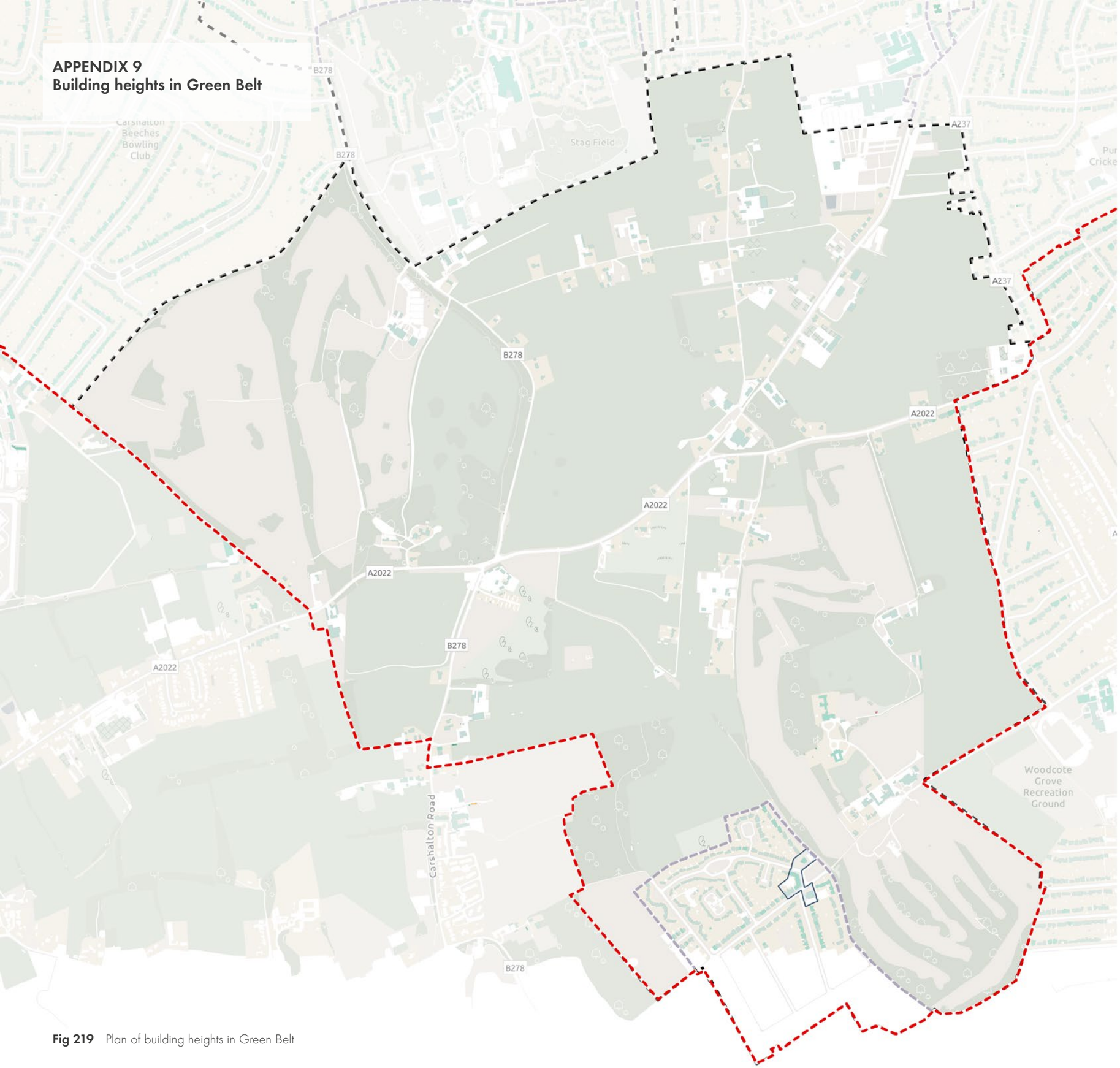
Building heights (relhmax)

Metres

- 3-<9
- 9-<15
- 15-<21
- 21-<27
- 27-<33
- 33-<48

Fig 218 Plan of building heights in Beddington

APPENDIX 9
Building heights in Green Belt



Green Belt

- Borough boundary
- Characterisation Areas
- Sub Areas
- Local Centres

Building heights (relhmax)

Metres

- 3-<9
- 9-<15
- 15-<21
- 21-<27
- 27-<33

N

0 200 400 Meters

Fig 219 Plan of building heights in Green Belt

APPENDIX 10
Composite weighted sensitivity layers

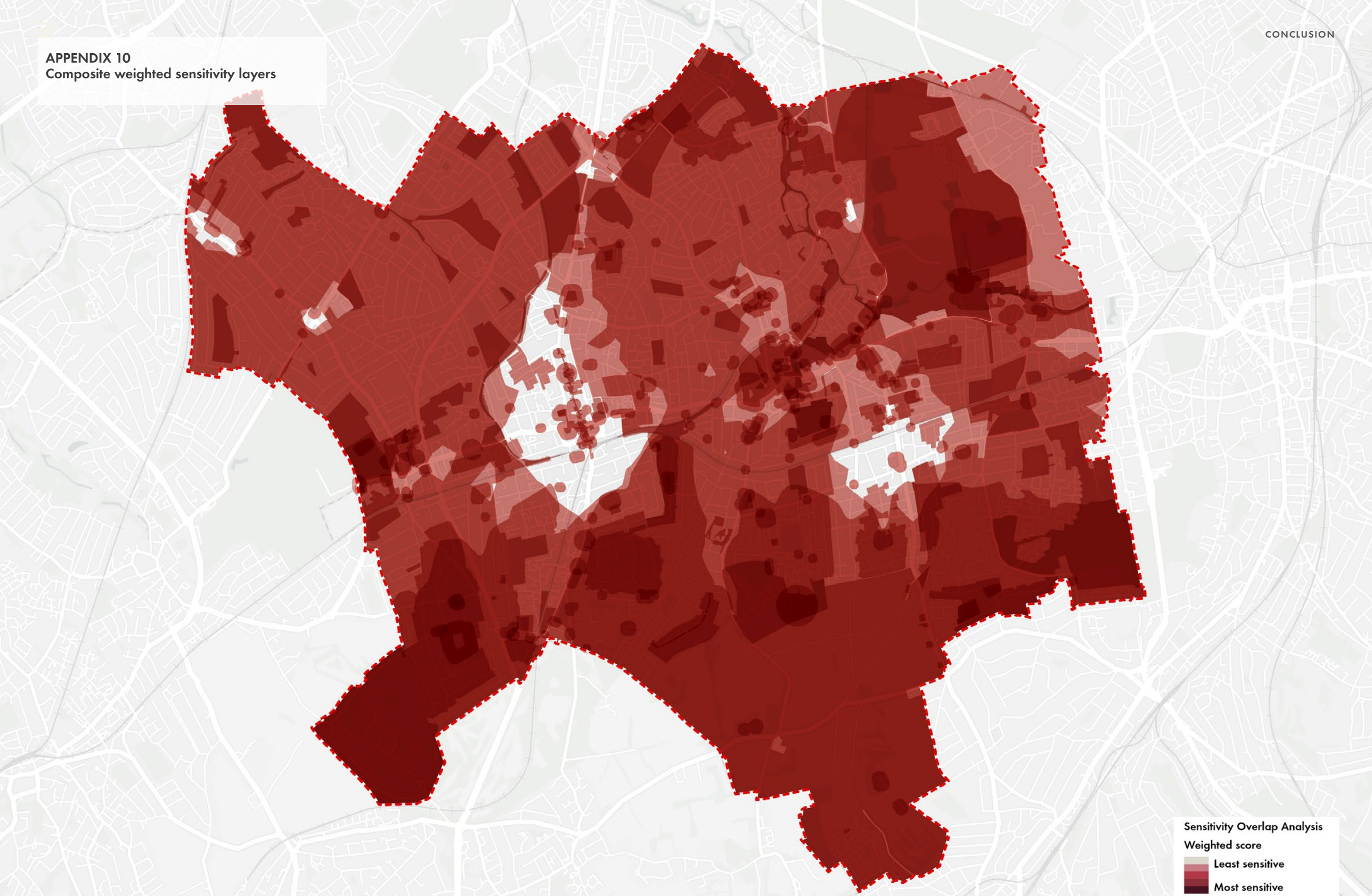


Fig 220 Composite plan of weighted sensitivity layers

APPENDIX 10
Composite counted suitability layers

Borough boundary
Focus areas
District Centres
Sutton Town Centre Boundary
Suitability layers overlap
Count
1
2
3
4
5
6
7
8
9

Fig 221 Composite plan of counted suitability layers

APPENDIX 10
Composite weighted suitability layers

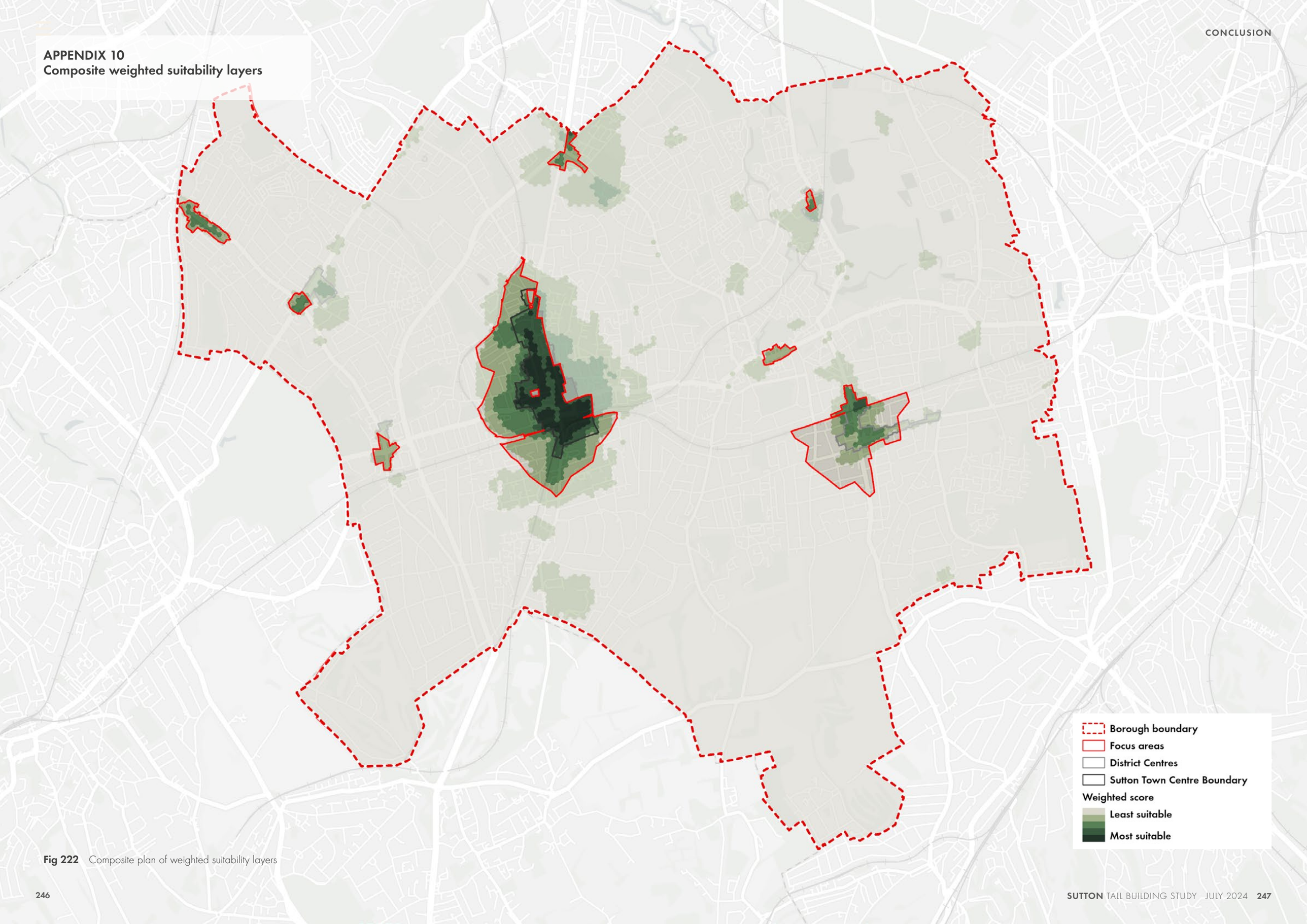


Fig 222 Composite plan of weighted suitability layers

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