high places

a planning policy framework for tall buildings

march 2003

Birmingham City Council
FOREWORD

This supplementary planning guidance provides policy and design guidance for tall buildings in Birmingham. It has been the subject of a public consultation exercise.

It builds on previous guidance contained in the Birmingham Urban Design Study and reflects guidance proposed by the Commission for Architecture and the Built Environment and English Heritage in their joint consultation paper Guidance on Tall Buildings. It provides guidance on the location, form and appearance of tall buildings. It does not deal with structural safety, fire protection or means of escape; these matters are covered by the Building Regulations. Nevertheless it acknowledges that such matters will have a fundamental influence on the form of tall buildings and must therefore be fully considered in any proposal covered by this guidance.

The review of the previous policy for tall buildings, that has paved the way for this document, was prompted by developers’ renewed interest in constructing tall buildings after a lengthy period when no new proposals had been contemplated in the City. Media and public interest in tall buildings following the terrorist attacks on the World Trade Centre in New York has caused some people to doubt the wisdom of building them. Clearly lessons need to be learned about the structural design, fire protection measures and escape arrangements of tall buildings to protect the people who use them and their surroundings from potential harm; nevertheless tall buildings are a legitimate building form and it would seem inappropriate to react to such unprecedented events by outlawing them. They are widely accepted as symbols of the commercial success of modern cities and can be a benefit both economically and architecturally. They can promote opportunities to create sustainable new forms and developments that should be encouraged in appropriate locations.

One of the strategic themes in Birmingham’s Cabinet Statement is “A Modern and Successful City” in which two of the main priorities are “to sustain and enhance the renaissance of Birmingham and consolidate the City’s regional, national and international profile...” and “...to continue the programme of major developments in the City Centre so the City Centre is further developed as an exciting place for work and relaxation, and a city where jobs are created for people from all communities and backgrounds.” It is likely that tall buildings will have a significant role to play in realising these priorities, and Birmingham welcomes and encourages well-placed, high quality, tall buildings that would enhance the image of the City and the development of Birmingham’s overall economy as a competitive City in the national and international context.
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contents

Introduction
- the background 2

The Context for a Tall Buildings Policy
- what are tall buildings 4
- the likely form of tall buildings 6
- the economic context 7
- the design and locations of tall buildings 8
- access to the city centre by air 8
- aerodrome safeguarding 9

The Policy
- introduction 10
- summary 12
- appropriate locations for tall buildings 12
- the design of tall buildings 13
- the policy 14
- appropriate locations for tall buildings 14
- the design of tall buildings 18

Appendices
A - list of public facilities where tall buildings or structures may be appropriate 22
B - key views of the city centre 24
C - city council policy and guidance 26
D - national guidance 28
E - information to accompany an application 30
BIRMINGHAM has many tall buildings most of which were put up during the wholesale redevelopment of the inner city slums during the 1950’s and 1960’s and the office development boom of the 1970’s. Office buildings are generally concentrated along the city centre ridge and also grouped in some local centres. Housing blocks are scattered throughout the redevelopment areas and also in some of the edge of city developments constructed to accommodate surplus population displaced from the redevelopment areas. Few new tall buildings have been proposed during the intervening years. However a significant increase in investment over the last ten years is transforming the City Centre. Now that Government guidance is stipulating higher densities, interest in the development of tall buildings has revived and therefore more comprehensive guidance is needed to ensure that new developments meet the aspirations of the Birmingham Plan - Deposit Draft 2001 (UDP).
The Birmingham Urban Design Study, City Centre Strategy (BUDS) published in 1991 contains the City’s existing policy for the design and location of new tall buildings in the City Centre. The relevant chapter, titled ‘Reinforcing the City’s Topography’, has two main components:

- A plan showing the area of the City Centre and other specific sites where tall buildings are appropriate. The area covers the ridge that runs from Five Ways to Lancaster Circus on the principle that tall buildings should reinforce the natural topography. Also specific sites are identified at major junctions and arrival points around the city core. Buildings are required to be of the highest quality, sited sensitively and designed to minimise environmental impact.

- A short section offering advice about the form and design of tall buildings in which ways to achieve a satisfactory appearance are illustrated by a series of sketches.

These simple but sound design principles have served the City well during a period when few proposals for new tall buildings have been made. Indeed, English Heritage and the Commission for Architecture and the Built Environment have paid tribute to the City’s approach. However renewed pressure to develop tall buildings means that BUDS is in need of revisiting and refining as we enter the new millennium.

This document sets out a revised policy for the design of tall buildings.

A significant increase in investment over the last ten years is transforming the city centre.
WHAT ARE TALL BUILDINGS?
Any building in a location deemed appropriate for tall buildings that would be significantly higher than its neighbours or make a recognisable impact on the skyline.

The existing policy states that in Birmingham this is any building over 15 storeys high. In the City Centre, where building heights generally do not exceed about 8 storeys, this represents a building at least twice as tall as other buildings in the core.

The City Council’s recent Supplementary Planning Guidance ‘Places for All’ which provides general design guidance for all types of development, suggests that “The City Centre, local centres and areas with good public transport links have the potential to accommodate a higher density of development.” “High-density forms are not appropriate everywhere. Any aspiration to achieve higher densities must be balanced by contextual issues if we are to avoid harming those characteristics that make an area special.”

In short the suitability of a high building should depend upon its relationship to its context.
The joint consultation paper ‘Guidance on Tall Buildings’ published in June 2001 by the Commission for Architecture and the Built Environment (CABE) and English Heritage says, “...we do not think it is useful to or necessary to define rigorously what is and what is not a tall building. It is clearly the case that a ten-storey building in a mainly two-storey neighbourhood will be thought of as a tall building by those affected, whereas in the centre of a large city it might not.”

In Birmingham, where most tall buildings are likely to be proposed in the City Centre, it may be helpful as a rule of thumb to consider buildings over 15 storeys as tall. However to ensure that this policy is fully inclusive, any building in a location deemed appropriate for tall buildings that would be significantly higher than its neighbours or make a recognisable impact on the skyline will be considered in relation to this special guidance.

Proposals for buildings that are tall in relation to their surroundings, but are not in locations deemed appropriate for tall buildings, will not generally be favoured. The general presumption should be that tall buildings outside the city centre ridge zone will only be appropriate in defined or exceptional circumstances.

Nevertheless, any such proposals will continue to be considered on their merits and judged in relation to design guidance in the UDP and current Supplementary Planning Guidance such as ‘Places for All’.

The sustainability of a high building should depend upon its relationship to its context.
THE LIKELY FORM OF TALL BUILDINGS

Tall buildings can provide accommodation for a range of different uses. These include offices for single and multiple occupiers, housing, hotels and commercial uses usually at street level and also at the top.

Office buildings
In the past in this country, single business occupiers have favoured tall thin buildings with floor plates between 500-1000m² (5000-10000ft²). The general consensus among experts in the commercial development sector is that occupiers and developers now favour mid-rise buildings with larger floor plates of around 2000m² (20000ft²). This is because they can be sub-divided more flexibly to accommodate a number of occupiers and the area of useable floorspace is maximised. There may be some large single organisations that want the space offered by tall buildings. However, it is likely that they will also prefer larger floor plates, although a few may be prepared to risk tall thin buildings.

Housing
Residential tall buildings need medium sized floor plates of around 1200m² (12000ft²). Current policies that are promoting high density living in urban centres may encourage developers to propose tall buildings for residential use.

Hotels
Hotels generally prefer long thin floor plans, producing slab blocks rather than towers. The expense of lifts tends to limit the economic height of single user hotel buildings, although there may be a case for including hotels as part of mixed-use tall buildings.

Commercial uses
Commercial uses that address the streets and viewing galleries associated with restaurants and cafes at the top of very tall buildings can both be beneficial.

- Commercial uses at street level provide complementary facilities to the uses above integrating buildings into their context and bringing life and activity to the surrounding spaces.
- Viewing galleries with cafes and restaurants provide an opportunity for the public to experience views over the City. They can be significant tourist attractions and can also offer opportunities for promoting the City and explaining its history and future development. Such facilities will be encouraged in the tallest buildings.
Mixed Use
Some or all of these uses can co-exist within one building. The UDP encourages mixed use developments in centres and particularly ‘City Living’ in the City Centre. Therefore proposals that contain a mix of uses, including housing, will be preferred.

THE ECONOMIC CONTEXT
Design considerations are not the only issue that should be addressed when considering whether tall buildings are appropriate.

The effect that tall buildings can have, by concentrating the quantum of business activity in a relatively confined area, also needs to be fully considered. Based on current and projected take-up rates for commercial floorspace, there is a finite quantity of activity that future tall buildings can accommodate in Birmingham. An overly large number of tall buildings could not only be damaging to the physical environment, but could prejudice the success of the city’s urban regeneration policies. Consequently, proposals including significant amounts of business accommodation need to be considered in relation to assessments of current and projected levels of business activity. The aim should be to match the scale of accommodation to the expanding quantum of business activity so that the new development does not have a damaging impact on the attractiveness of existing business developments elsewhere in the City.

To enable them to be properly evaluated, applications for such major business developments will need to be accompanied by analysis of their anticipated effect on the economic vitality of the City as a whole.

Tall buildings can provide accommodation for a wide range of different uses.
THE DESIGN AND LOCATION OF TALL BUILDINGS

The UDP contains policy guidance on the design of new development that includes a set of good urban design principles elaborated in recent Supplementary Planning Guidance titled ‘Places for All’.

Well-positioned and well-designed tall buildings and structures can fulfil a number of useful functions:

- They can act as landmarks that help to make the form of the City legible.
- In a closely linked cluster they can signal the centre of the City or act as a key gateway.
- A distinctively designed tall building or group of buildings could endow the City with a unique skyline that is easily recognisable in an international context.

- Tall structures often mark important facilities such as churches, civic buildings and universities. These usually high quality landmarks will continue to be appropriate in special circumstances.
- Such high quality buildings could help attract more international companies to Birmingham.

It will be important that proposals for tall buildings contribute to at least one or preferably several of these functions.

ACCESS TO THE CITY CENTRE BY AIR

It is likely that there will be an increased demand for helicopter services in the City Centre. Prospective developers of tall buildings should consider the need to maintain safe flight paths in to the City Centre, as well as the possible installation of helipads.

A concentration of tall buildings at the Five Ways commercial area.

the context for a tall buildings policy
The location, and height, of tall buildings needs to respect air transport activity and the operations of airports and aerodromes. Any new development which may have an impact on air transport activity or the operation of an airport or aerodrome, including tall buildings, must be considered in the context of, and be subject to, ‘aerodrome safeguarding’ requirements. These are laid out in the Joint Circular from the Office of the Deputy Prime Minister, the Department for Transport and the National Assembly for Wales titled ‘Safeguarding Aerodromes, Technical Sites and Military Explosive Storage Areas: The Town and Country Planning (Safeguarding Aerodromes, Technical Sites and Military Explosives Storage Areas) Direction 2002’.

The Civil Aviation Authority (CAA) sets the aerodrome safeguarding criteria for all UK aerodromes and airports, including Birmingham International Airport, imposing a set of Obstacle Limitation Surfaces that, in the case of Birmingham International Airport, affects the whole of the City and adjacent parts of the West Midlands region (see Map 1). Generally this limits any structure within 15,000m of Birmingham International Airport to a maximum height of 242m above Ordnance Survey Datum, reducing in height with proximity to the Airport and including any antennae or aerial arrays.

In the City Centre this represents a maximum height of any structure, at the edge of the ridge zone (see Map 2), of about 120m or 30 - 40 storeys depending on the individual storey heights.

Well-positioned and well-designed tall buildings and structures can fulfil a number of useful functions.
BIRMINGHAM has welcomed, and will continue to welcome tall buildings that are well designed and carefully located. It is recognised that a few, carefully grouped, tall buildings will help to create a unique, memorable, City Centre skyline of landmark quality. However, an indiscriminate proliferation of tall buildings would be unlikely to achieve this, so the following guidelines have been set down to ensure that proposals do contribute to the quality, form and legibility of the City.

In general, City Centre tall buildings should be no more than 30-40 storeys high (in line with CAA limitations) thereby respecting and enhancing the existing skyline on the City Centre ridge.

For the purpose of this guidance, a building is considered tall if it is significantly higher than the buildings in its local context.
Birmingham has welcomed, and will continue to welcome tall buildings that are well designed and carefully located.
APPROPRIATE LOCATIONS FOR TALL BUILDINGS

Tall buildings will only be appropriate in the locations shown on maps 2, 3, and 4. **Map 2** shows the City’s central ridge zone where tall buildings can emphasise the City’s topography or help to create a memorable skyline. **Map 3** shows appropriate locations for tall buildings at key arrival points and view terminators. **Map 4** shows other appropriate locations outside the central ridge zone.

Tall buildings will not normally be acceptable within conservation areas or next to listed buildings unless there are exceptional circumstances. **Map 5** shows the conservation areas and listed buildings within the central ridge zone.

Tall buildings, outside the locations defined above, will be acceptable if they mark important public facilities such as churches, civic buildings and universities. Otherwise, they will only be appropriate in exceptional circumstances. All such proposals will be considered, on their merits, against current policies in the UDP and Supplementary Planning Guidance such as ‘Places for All’.

No building or structure, including antennae and aerial arrays, in the city centre shall be taller than 242m above the Ordnance Survey Datum, otherwise it will breach the Obstacle Limitation Surface imposed by the Civil Aviation Authority.
THE DESIGN OF TALL BUILDINGS

Tall buildings must be of the highest quality in architectural form, detail and materials. The design of the top will be particularly important.

Tall buildings must respond positively to the local context. The design, particularly at the bottom, should reinforce and evolve positive local characteristics.

Developers must show that the design does not have an unacceptable impact in terms of shadowing and microclimate.

Tall building developments should help people on foot, in their vicinity, to move about safely and easily.

Tall buildings must be sustainable. The potential for flexibility of use should be built in and the implications for building management considered as part of the design.

Developers must evaluate the impact of proposals on the local public transport infrastructure and include measures to accommodate any impact.

Developers must show that proposals meet current safety standards.

Tall buildings should be lit by well-designed lighting schemes.

Antennae and aerial arrays must be accommodated elegantly into the design.

Tall buildings must be of the highest quality in architectural form, detail and materials.
APPROPRIATE LOCATIONS FOR TALL BUILDINGS
Well-located tall buildings can successfully contribute towards the overall form and legibility of the City. It is essential to establish that the proposed location for a tall building is acceptable before consideration is given to detailed design issues. The criteria for the appropriate location of tall buildings are as follows:

- Generally tall buildings should be limited to a defined zone on the central ridge where they can emphasise the City’s topography. They should be designed to contribute as a group to the development of a unique, memorable, landmark quality that enhances the image of the City Centre (see Map 2).
- They should mark the sense of arrival at key points around the City Centre or terminate a key view (see Map 3).
- Tall buildings could also be supported where they are in close proximity to major public transport interchanges.

Tall buildings should be located sparingly so as to maximise their contribution to the overall form and legibility of the City.
map 3
Appropriate locations for tall buildings at key arrival points and key view terminators around the city centre.

The Birmingham City Centre skyline viewed from the north.
Elsewhere in the City new tall buildings will only be appropriate in a few places where they would aid legibility of the city's form. In these locations they would enhance significant topographical features or mark gateways to the City Centre (see Map 4).

Tall buildings that are intended to mark particular new developments will not be appropriate unless they also contribute to one of the above locations or they mark important public facilities (see list of appropriate examples in Appendix A).

Unless there are exceptional reasons otherwise tall buildings should not be located in areas where they disrupt an existing coherent townscape of merit or block important views and sightlines of key buildings and spaces; for example, in a conservation area or adjacent to listed buildings (see Map 5).

Consideration needs to be given to the possibility of tunnels for future metro and heavy rail routes. It may be necessary to provide deep foundations so that developments would be unaffected by the construction of underground transport facilities.

Map 4
Other suitable locations in the city
Tall buildings should not be located in areas where they disrupt an existing coherent townscape of merit.
THE DESIGN OF TALL BUILDINGS

The design of tall buildings will be assessed against the design principles identified in The Birmingham Plan and elaborated in ‘Places for All’, and other appropriate Supplementary Planning Guidance and national planning guidelines (see list of relevant guidance in Appendix C).

Tall buildings in appropriate locations will have considerable impact, so it is essential that a written statement setting out the design principles adopted accompanies all proposals. This must include accurate and realistic representations of the proposal in context using photomontage techniques that show near, middle and distant views (see list of requirements in Appendix E). Without this it will not be possible to evaluate the proposal effectively.

It is essential that designs have the highest architectural quality. This means that they will have to be worked up to a stage that commits proposals to a level of detailed design that ensures this quality is achieved. For this reason the Council considers that an outline application would not be appropriate.

A similar level of detailed design will also be needed to ensure that schemes can demonstrate realistic financial viability. Substitution of an alternative, viable design or inferior detailing and materials after planning permission has been given is likely to frustrate the achievement of high quality. This will not be acceptable.

The most significant design principles are:

- The design of tall buildings must be of the highest quality in architectural form, detail and materials. The design of the top will be particularly important because of its potential impact on the skyline. Existing poorly designed tall buildings will not be accepted as precedent for the design of new tall buildings.

- Tall buildings must respond positively to the local context. The design statement should analyse the positive and negative characteristics of the site and the local context to determine their special qualities. The design, particularly at low level, should reinforce and evolve positive local characteristics. Local characteristics considered poor in terms of urban design, and which undermine the local character, should not be used as a precedent. Proposals should not harm the unique identity of a place. Rather, they should add to the local distinctiveness that gives an area its character and helps people to find their way about the City.
Tall buildings must not have an unacceptable impact on the local environment. The design statement must consider the effect of the proposal on the local environment in terms of shadowing and microclimate. This will be particularly important if the building is to form part of a cluster of tall buildings. Sun-path studies will be required that show the impact of shadowing, and wind tunnel studies, or equivalent analysis, will be needed to ensure that unacceptably high wind speeds are not created at the base and in the spaces around the building.

Tall building developments should contribute to people’s ability to move easily and safely through the City. Opportunities should be taken to create new pedestrian routes that are overlooked and to reinforce existing routes by fronting them with a lively mix of uses accessed directly from the public realm. Deadening elements such as blank walls should be minimised.

Tall buildings must comply, in terms of height, with the Civil Aviation Authority’s Aerodrome Safeguarding Criteria. For the city centre, this represents a maximum height of any structure, including antennae and aerial arrays of 242 metres above the Ordnance Survey Datum.

Proposals should address the needs of disabled people. Applicants must show how provisions for access and facilities in accordance with BS8300 and Part M of the Building Regulations will be provided, with particular emphasis on the safe and efficient provision for egress, especially in an emergency.

The impact of tall buildings on the local transport infrastructure and particularly public transport needs to be carefully evaluated. Any measures needed to remedy shortcomings in the local infrastructure must be evaluated and identified in the design statement.

Tall buildings must be safe. The design of safe structures, fire protection and means of escape are all controlled by the Building Regulations. However, the impact of the regulations’ requirements on the form of tall buildings will be fundamental. Applicants must show that such matters have been fully considered so that designs can be assessed with assurance that they meet all current safety requirements.

Tall buildings should be designed to be adaptable.
Tall buildings must be lit at night by well designed lighting. The contribution that tall buildings can make to the night-time appearance of the City is significant. Developments should include proposals for imaginative lighting schemes that contribute to a memorable skyline when viewing the City Centre from a distance (see also the Lighting Strategy).

Antennae and aerial arrays are commonly placed on the top of tall buildings. However, indiscriminate attachment of communications equipment rarely enhances the appearance of tall buildings. If such apparatus is likely to be installed, the design must accommodate this so that the equipment looks as if it were an intended part of the design and not an afterthought.

One way to do this would be to organise aerials and antennae on a mast or structure that creates a formal sculptural element. Alternatively, the equipment could be screened or enclosed by a housing, integrated into the design and permeable to radio and microwave emissions. No antennae and aerial arrays shall be taller than 242m above the Ordnance Survey Datum.

High buildings can interfere with telecommunications and broadcast signals. The Radio Communications Agency (or its successor) can provide advice about this. The height and width of building faces, the building structure, surface materials and orientation can all influence the extent of the problem. If there is a significant difficulty, it may be overcome, in certain circumstances by the installation of a relay, repeater station or cable system.

Tall buildings that include residential accommodation should be good places in which to live. Designs should embrace the policies in ‘Places for Living’ and ensure that the privacy and security of individual living units is a high priority. Good views and shared amenity space should be provided for all units and, where communal external areas are limited, balconies, roof terraces or other facilities giving access to external space are included as part of each unit. Access should be as simple and direct as possible and, where appropriate, controlled by effective management systems such as concierge-controlled entry.

The contribution that tall buildings can make to the night-time appearance of the City is significant.
Proposals should be sustainable. We are keen to promote a mix of uses in all developments because this helps contribute to more sustainable places. For this reason, tall buildings should also contain a mix of uses. However, in addition, tall buildings should be designed to be adaptable for different uses because this would enhance their long-term viability. To facilitate this, the management of access to different levels of developments should not preclude the possibility of future change. In addition, designers must consider carefully the entrance and exit arrangements, the placement and number of lifts and the design of staircases in order to preserve flexibility.

Developers should be able to demonstrate that their proposals are based on assessments of whole life costs.

Proposals that have significantly beneficial effects on the environment will be encouraged. For example, designs should limit the release of harmful emissions, use energy efficient systems that embrace low energy techniques and heat recovery systems and grey water recycling facilities. Engineering approaches, such as ‘heat and power’ installations and the use of photovoltaic cells on south facing elevations, can all contribute to improved levels of sustainability.

The impact of tall buildings on the local transport infrastructure and particularly public transport needs to be carefully evaluated. Tall buildings, like all large developments, place significant additional demands on the transport infrastructure. Developers will have to consider the impact of their proposals and identify any measures that will be needed to remedy shortcomings in local capacity, if these are revealed. This will include the ability of public transport to serve the development as well as access for private vehicles, servicing and car parking.

In the City Centre, the demands that a number of new developments could impose may eventually be more than the infrastructure can bear. Therefore, developments will need to be evaluated within the context of all anticipated proposals to ensure the transport infrastructure is not overloaded. When enhancement of the local infrastructure is required, developers will be expected to contribute to the costs of improvement works.
appendix

list of public facilities where tall buildings or structures may be appropriate
Tall buildings or structures that mark important public facilities and institutions add legibility to the City’s form. Such landmark features may be appropriate for:

- Places of worship.
- Civic buildings.
- University or major education institution buildings.
- Major hospitals.
- Chimneys for major industrial facilities.

Proposals for tall buildings or structures, which do not fall within the central ridge zone (see Map 2) or are located on specific sites identified in Maps 3 and 4, will be considered on their merit. They will have to demonstrate that they fit into and enhance their local context and comply with design guidance in The Birmingham Plan, ‘Places for All’ and other appropriate Supplementary Planning Guidance and national planning guidance.
appendix B

key views of the city centre

view a

view b
view a  Taken from the bridge where Bordesley Green Road crosses the West Coast Rail Line beside Adderley Park Station.

view b  Taken from the entrance to Moor Green Leisure Gardens off Holders Lane.

view c  Taken from the Small Heath Highway looking over Small Heath Bridge.

view d  Taken from the hill in the centre of Kingston Hill Local Park, Keeley Street, Bordesley.

view e  Taken from Park Circus over the A38(M) Aston Expressway.
appendix c

appendix

city council policy
and guidance
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Appendix E

Information to accompany an application
INFORMATION TO ACCOMPANY AN APPLICATION

To enable proposals to be properly assessed and demonstrate that design and other policy requirements have been taken into account, the following information should accompany all applications:

- Existing and proposed detailed floor plans, elevations and relevant sections.
- Detailed plans showing the existing site and the proposed development in its wider context, including topographical information and a tree survey (where appropriate).
- Details of proposed materials and forms of construction.
- Contextual photographs.
- A design statement (see pages 16 & 17).
- Realistic three-dimensional representations of the proposal in context using a model or virtual computer model and photomontage techniques that show near, middle and distant views (See Appendix B detailing key views that must be considered).
- Sun path studies and the results of wind tunnel studies (or equivalent analysis) that show the impact of shadowing and demonstrate that unacceptably high wind speeds are not created at the base and in the spaces around the development.
- Analysis of the anticipated effect of major business development on the economic vitality of the city as a whole.
- Analysis of the effect of the development on the local transport infrastructure and public transport needs.
- A proposal for lighting the development that demonstrates an imaginative contribution to a memorable city skyline when viewed from a distance at night.
- Information to demonstrate that safety has been fully considered and that the requirements of the Building Regulations can be met by the design.
- Information to demonstrate that the development has been fully considered in the context of Aerodrome Safeguarding, and the design does not conflict with the operations of Birmingham International Airport.
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