



Local Plans Sub (Planning and Transportation) Committee

Date: FRIDAY, 4 MARCH 2016

Time: 11.00 am

Venue: COMMITTEE ROOM - 2ND FLOOR WEST WING, GUILDHALL

Members: Michael Welbank (Chairman) Sylvia Moys
Randall Anderson Graham Packham
Revd Dr Martin Dudley Dhruv Patel (Ex-Officio Member)
Marianne Fredericks

Enquiries: Amanda Thompson
amanda.thompson@cityoflondon.gov.uk

Lunch will be served in Guildhall Club at 1PM
NB: Part of this meeting could be the subject of audio or video recording

John Barradell
Town Clerk and Chief Executive

AGENDA

1. **APOLOGIES**
2. **MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**
3. **MINUTES**
To agree the public minutes and summary of the meeting held on 2 October 2013.
For Decision
(Pages 1 - 6)
4. **CITY OF LONDON LOCAL PLAN REVIEW - IDENTIFICATION OF KEY ISSUES**
For Information
(Pages 7 - 18)
5. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**
For Decision
6. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**
For Decision

**LOCAL DEVELOPMENT FRAMEWORK SUB (PLANNING AND
TRANSPORTATION) COMMITTEE**
Wednesday, 2 October 2013

Minutes of the meeting of the Local Development Framework Sub (Planning and
Transportation) Committee held at Aldermens' Court - Mezzanine West Wing,
Guildhall on Wednesday, 2 October 2013 at 11.00 am

Present

Members:

Deputy Michael Welbank (Chairman)
Oliver Lodge (Deputy Chairman)
Randall Anderson
Alex Bain-Stewart
Marianne Fredericks
Michael Hudson
Jeremy Mayhew (Ex-Officio Member)
Sylvia Moys

Officers:

Alistair MacLellan
Peter Rees

Paul Beckett
Steve Blake

Lewis Claridge
Patrick Daly
Annie Hampson
Janet Laban
Simon McGinn
Derek Read
Lisa Russell
Peter Shadbolt
Craig Stansfield

- Town Clerk's Department
- City Planning Officer, Department of the Built Environment
- Department of the Built Environment
- Department of Markets and Consumer Protection
- Department of the Built Environment
- Department of the Built Environment
- Department of the Built Environment
- Department of the Built Environment
- City Surveyor's Department
- Department of the Built Environment
- Department of the Built Environment
- Department of the Built Environment
- Department of the Built Environment

1. APOLOGIES

There were no apologies.

**2. MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN
RESPECT OF ITEMS ON THE AGENDA**

There were no declarations of interest.

3. **MINUTES**

RESOLVED – that the public minutes and summary of the meeting held on Monday 15 July be approved as a correct record, subject to Simon McGinn being listed as in attendance.

Matters Arising

Key Issues from Consultation

The Chairman noted that the key issues listed under item three of the minutes of the 15 July meeting would be the subject of the current meeting.

4. **LOCAL PLAN PUBLICATION**

The Chairman introduced the report of the City Planning Officer, noting that the current draft of the Local Plan had been through several stages to date, including a round of public consultation and a meeting of the Sub Committee in July 2013. He therefore invited Members to discuss the key issues outlined within the report.

The Planning and Performance Director (PPD) added that the finalised Local Plan would have to be submitted to the Secretary of State for Communities and Local Government and therefore officers had taken the opportunity to review the processes and format that had been adopted for the proposed Plan with an advisory planning inspector on 24 September. The inspector had concluded that the relevant rules had been followed and that the City of London Corporation had a good evidence base for the Plan and therefore there was no obvious impediment to the Plan being adopted in good time.

The Sub Committee proceeded to discuss the following key issues:

Offices

The PPD noted that both the Core Strategic (CS) and Development Management (DM) policies on Offices had been amended to reflect the importance of the long term viability of office space in the City and further references to viability should be added to policy DM1.1. In response to a query from a Member the Sub Committee agreed that DM 1.1 should retain reference to 'large office development sites'.

Licensing and Planning

The PPD outlined the main changes to DM 3.5 *Night Time Entertainment*, noting that it had been amended to focus on what the Corporation could do specifically to safeguard local amenity, in its role as a planning authority.

In response to an observation from a Member, the Chairman commented that the idea behind the amendment was to ensure that both the Planning and the Licensing Committees were focused on their particular areas of authority.

A Member considered that to the Plan should strengthen the requirement for developers to design out features which could be used in ways adversely affecting the amenity of the area.

In response to a question from a Member, officers confirmed that 'Night-time entertainment' was a preferred definition to 'Night-time economy'.

In response to a request from a Member it was agreed that the reference to the Late Night Levy on page 52 should be amended. Furthermore it was agreed to make explicit reference to the Licensing Code of Good Practice.

Thames and the Riverside

The PPD noted that the term 'office gateway' had been removed from CS9 in favour of text promoting office-led commercial development, and that the Thames Tideway Tunnel Safeguarding Area had been incorporated into the Plan. Furthermore he noted that the proposed Riverside Appraisal SPD would be published in spring 2014 alongside the review of the Riverside Public Realm Enhancement Strategy.

Visitors, Arts and Culture

The PPD noted the fact DM 11.3 *Hotels* had been amended to relate it more closely to DM 1.1 *Protection of Office Accommodation*.

Sustainable Development

The PPD informed the Sub Committee that the government's intention to deal with carbon off-setting through building regulations rather than through the planning system meant that there was now no longer a need for a specific Supplementary Planning Document (SPD). Instead mechanisms for dealing with off-setting would be included in the revised s106 Planning Obligations SPD. The Planning Services and Development Director noted that the implication of this new off-setting approach was that the City of London Corporation would be entering more planning agreements than had previously been the case.

Public Transport, Streets and Walkways

In response to a question from a Member regarding the cycle parking standard, the PPD indicated that it would be possible to review the standard at a later date if necessary, without reviewing the whole plan. Furthermore the CPO assured Members that at present the City Corporation was leading its peers in terms of the cycle parking provision it currently required from developers.

In response to a query from a Member over the lack of cycle parking at Cannon Street and Blackfriars Stations the CPO noted that provision was a relatively new requirement. He referenced the cycle parking provision at Liverpool Street as an example. Overall it was noted that the level of cycle parking provision at stations was the choice of either Transport for London (TfL), the station operators and the rail companies in question rather than that of the City of London Corporation.

In response to a request from a Member for cycle provision for workers within retail developments, the CPO replied that this issue was dealt with under the London Plan.

A Member felt it was inaccurate to describe the public car parks in the City as underused (e.g. page 145 in the Local Plan) as some car parks in her ward were always busy, compared to other car parks in the City. Moreover she felt that it would be appropriate to reference the Corporation's aspiration for amended bus provision and bus routes within the City. The Chairman noted that this would be outside of the remit of the Local Plan as this was properly a matter for Transport for London (TfL). Officers agreed that this issue could be addressed in the new Transport Strategy.

Waste

The PPD noted that figures on tonnage of waste on page 149 had been updated to reflect recent research and that officers would be contacting other waste planning authorities to satisfy the Corporation's Duty to Co-operate.

Housing

The PPD explained to the Sub Committee that the housing target set by the London Plan was likely to increase. He indicated that the City may technically be able to meet a higher figure, but this needed to be considered in the context of the City's role as a business centre. Revised London Plan targets will be published for consultation in January 2014 and Members would be given the opportunity to consider them at this stage. The Planning Services and Development Director concluded the introduction by noting that this was an issue that would only become pressing in ten to fifteen years' time.

In response to a request from a Member, it was agreed that *DM 21.1 Location of new housing* third bullet point would be amended so that the Corporation would not be bound to considering only noise when seeking to ensure residential amenity.

Other Amendments

In considering paragraph 12 on the covering report, the Chairman received confirmation from the PPD that the amendments referred to in the rest of the draft Local Plan were non-substantive.

Amended Maps

The PPD tabled three amended maps detailing policy areas and strategic planning areas within the City and noted that the City Fringe now ended at the border with the City itself.

Authorisation

The Chairman referred officers to paragraph 13 within their covering report and noted he was happy to grant them authority to make any necessary further non-substantive amends to the Local Plan provided they liaised with both himself or the Deputy Chairman. He noted however, that any changes both he or the Deputy Chairman deemed to be substantive would be referred to the Members of the Sub Committee.

Randall Anderson arrived at this point of the meeting.

Other Matters

Referring to the text on page 16 of the draft Local Plan, a Member suggested that officers avoid referring to specific years to describe the financial crisis.

A Member referred to *DM 2.1 Infrastructure provision and connection* and expressed concern that it was often the case that electricity supply on development sites was addressed by on-street generators that provoked noise complaints. The PPD confirmed that the policy had been amended to address this issue.

A Member remarked that explicit reference should be made, particularly in CS8 *Aldgate* on page 82, to health facilities given that the Corporation now had a Health and Wellbeing Board.

Jeremy Mayhew left at this point of the meeting.

Members requested that page numbers be provided for the Maps and Diagrams on the contents page.

In response to a request from a Member it was agreed to include the new green space by Artizan Street Library in the map on page 80 of the Local Plan.

Given the City was not a borough, officers agreed to look at an alternative to the term 'Borough Distributor Road'.

RESOLVED, that:

- The Local Plan be recommended to the Grand Committee for publication and public consultation, subject to amendments set out during the course of the meeting of the Sub Committee;
- The City Planning Officer be authorised, if necessary, to agree further changes to the Local Plan in consultation with the Chairman and Deputy Chairman, before its presentation to the Grand Committee;
- The City Planning Officer be authorised, following the close of public consultation on the Local Plan, in discussion with the Chairman and Deputy Chairman, to compile a list of further changes to the Local Plan in response to the public's comments and to submit these to the Secretary of State.

5. QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE

There were no questions.

6. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT

There was no other business.

The meeting ended at 12.20 pm

Chairman

Contact Officer: Alistair MacLellan
alistair.maclellan@cityoflondon.gov.uk

Committee(s) Local Plans Sub (Planning and Transportation) Committee	Dated: 4 March 2016
Subject: City of London Local Plan Review; identification of key issues	Public
Report of: Director of the Built Environment Report author: Adrian Roche - Development Plans Team Leader	For Information

Summary

In October 2015, the Planning and Transportation Committee approved in principle the commencement of work on a full review of the adopted City Local Plan. The first stage of the review will be to consult on key issues and on potential policy options for the new Local Plan. This report seeks to obtain the Sub-Committee's views on the issues that it considers to be of most importance to planning the City of London over the next 20 years. The views expressed by the Sub-Committee will inform the preparation of an Issues and Options consultation document, which will be reported to the Sub-Committee and the Grand Committee before the summer recess.

Recommendations

Members are recommended to:

- Note the contents of this report and appendices; and
- Advise on key planning issues and policy options to inform the preparation of the Local Plan Issues and Options document.

Main Report

Background

1. The Local Plan sets out the City Corporation's vision, objectives and policies for planning the City of London. It is accompanied by a Policies Map, in two parts, which shows where its policies apply to specific locations. The Local Plan has to be consistent with national policy and in general conformity with the London Plan prepared by the Mayor of London.

Current position

2. The current City Local Plan was adopted in January 2015 and it plans for development requirements up to 2026. At the time of adoption, it was recognised that an early review of the Local Plan would be necessary to take

account of recent economic and social trends, the Mayor's Further Alterations to the London Plan and new policy developments from the Government and others that emerged during 2015-16.

3. In October 2015, the Planning and Transportation Committee approved in principle the commencement of work on a full review of the adopted Local Plan, which will look forward to 2036. Work has now started and the first public milestone in the process will be to consult the public and stakeholders on the key issues to be addressed and on potential policy options. This is known as the Issues and Options stage. Responses to this initial consultation will be taken into account during the subsequent formulation of draft policies.

Purpose of this meeting

4. The purpose of this meeting is to obtain the Sub-Committee's views on several key planning issues for the City of London over the next 20 years, to provide a Member steer on the direction and strength of the policy approach and thereby to determine the scope and policy direction of the new Local Plan at a very early stage.
5. It is important to identify all the relevant issues that need to be considered at the outset of preparing the new Local Plan because this will highlight where further research and evidence gathering may be required, and it should minimise the risk of unexpected issues emerging at a later stage in the process.
6. In order to facilitate discussion and an exchange of ideas, officers have prepared short briefing notes which highlight some of the main development and land-use issues that are facing the City. These have been grouped into four broad themes and are attached as appendices 1-4 of this report. The themes are:
 - the role of the City and the balance of uses;
 - infrastructure, transport and the public realm;
 - sustainable smart city; and
 - Key City Places.

Next steps

7. The views expressed by the Sub-Committee will be used to inform the preparation of an Issues and Options consultation document. A full draft of that document will be reported to the Sub-Committee at its next meeting on 17th May 2016. The Sub-Committee will be asked to agree the draft Issues and Options consultation document prior to its consideration by the Grand Committee in June or July 2016. If the Grand Committee approves the document for consultation, it will be published prior to the summer recess but formal consultation will take place in September and October.
8. Production of the new Local Plan will be informed by several rounds of public consultation, together with evidence gathering and the appraisal of policy options for their sustainability, equalities and health implications. The indicative timetable considered by the Grand Committee in October 2015 shows adoption

of the new Local Plan in 2019. However, further policy changes at national and London-wide level and a Government review of the Local Plan process may affect this timetable. In any event, progression beyond the Issues and Options stage and the timing of subsequent stages will be decided by the Grand Committee in the light of the outcomes of the initial public consultation.

Appendices

- Appendix 1 – note on the role of the City and the balance of uses;
- Appendix 2 – note on infrastructure, transport and the public realm;
- Appendix 3 – note on a sustainable smart city;
- Appendix 4 – note on Key City Places.

Adrian Roche

Development Plans Team Leader

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Appendix 1: Role of the City and Balance of Uses

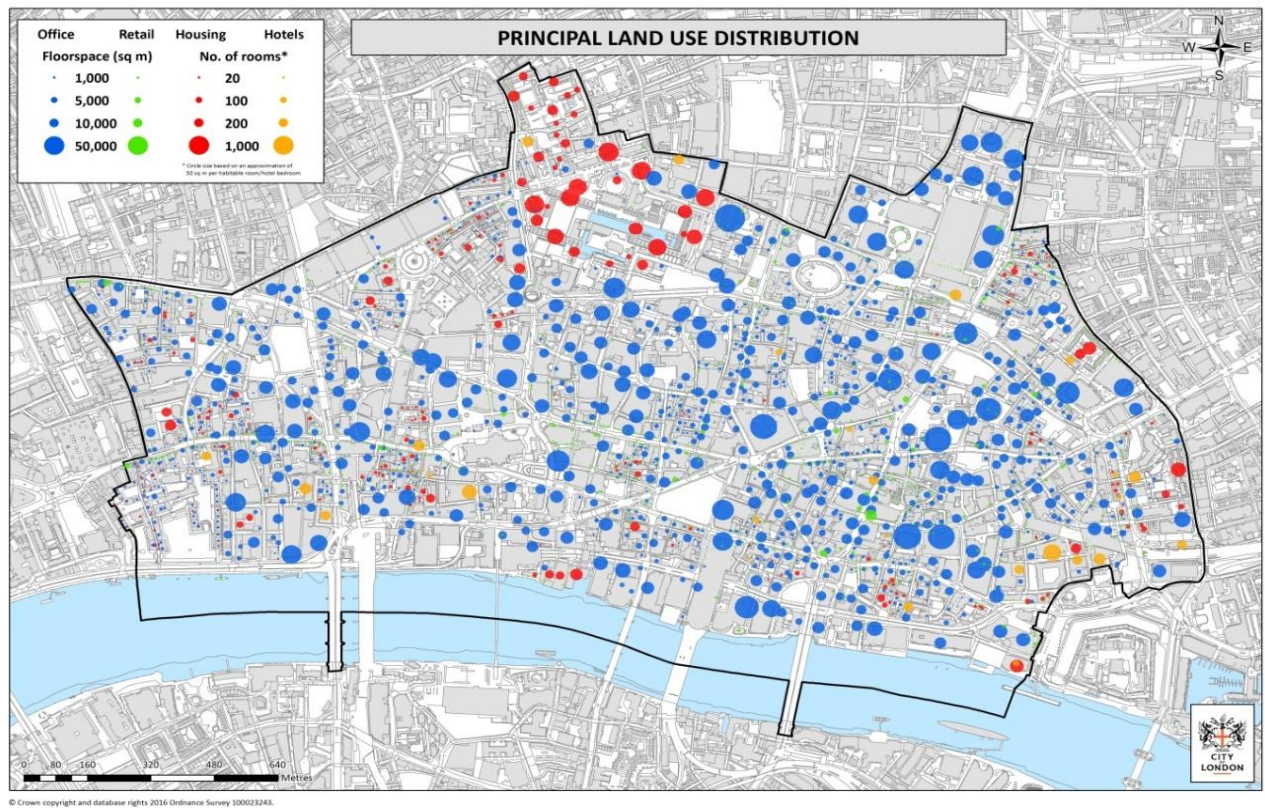
The City is the world's leading international financial and business centre, with offices as the major land use. To maintain this role, the Local Plan needs to ensure a good supply of high quality, modern and sustainable office accommodation to meet the needs of commercial occupiers. Significant projected population and employment growth in London highlights the need for a continuing pipeline of new and refurbished office floorspace. However, the ways in which office buildings are being used, office employees are working and the types of businesses seeking to locate in the City are changing, which will have implications for the type and amount of office accommodation required.

The growth in employment and population means that the City is likely to see continued demand for other land uses such as retail, hotels and a range of supporting services. The development of the Cultural Hub will bring further demand for hotel, retail and leisure uses in the north-west of the City. Government and London Plan policy increasingly prioritises housing development. These factors could impact on the overall balance of land uses in the City. Some of the key issues and questions that the Local Plan will need to address are set out below:

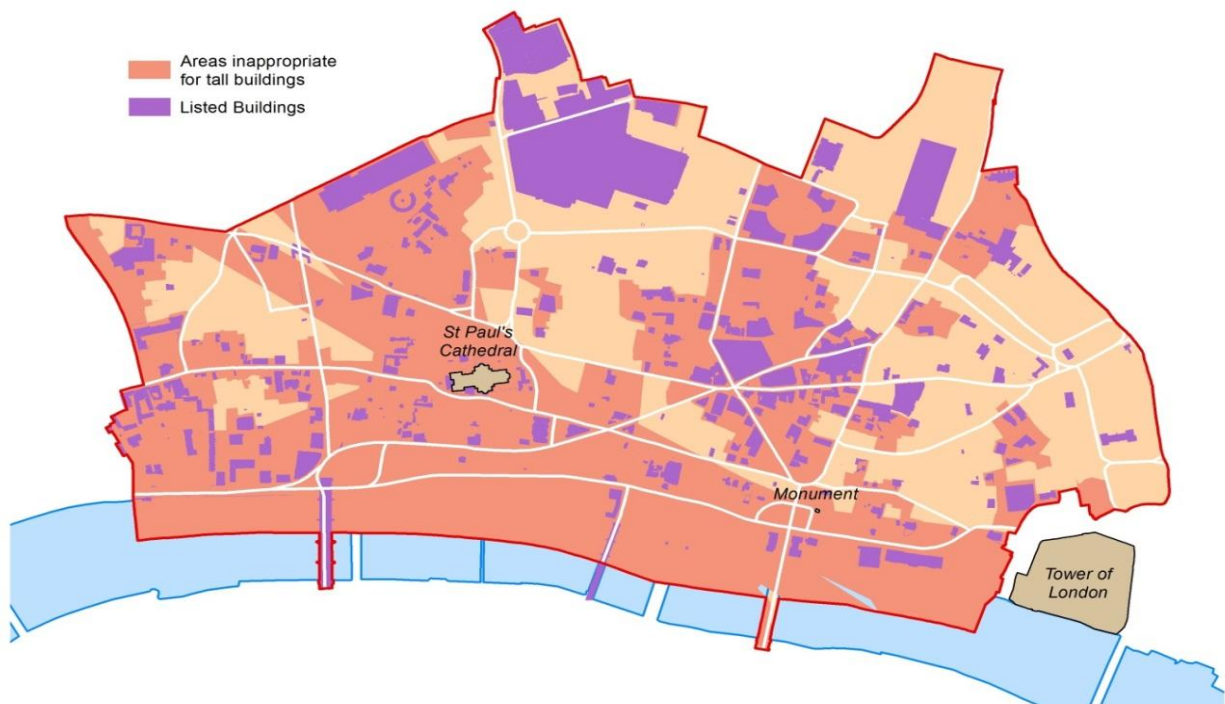
1. Should the Local Plan continue to seek to maintain the City's position as the world's leading financial and business centre? Is there scope to accommodate new and emerging employment sectors? Should we aim to maintain the City's distinctive employment base or to diversify more?
2. Is the broad policy approach of the whole City being appropriate for offices with some housing focused in residential clusters the right approach for the next 20 years? Should we protect an identified "Commercial Core" where only offices and complementary commercial uses will be permitted? Outside the core, should we be more flexible allowing a range of land uses, including housing?
3. How much office space can be allowed to change to other uses (for example to hotels or residential) before this process has an adverse impact on the role of the City as a global financial and business centre? Are we losing too much older office stock that is potentially useful to SMEs and new business sectors?
4. Should hotels in the City be complementary to business needs or should they be provided to address a wider London tourist market? How does the Cultural Hub impact on future hotel demand and should this lead to a different approach to hotels in or near the Hub?
5. Are office and residential uses incompatible in the City in terms of amenity? Are there areas of the City where office and residential can satisfactorily co-exist, including within buildings? Does co-existence still threaten the operation of the largest City firms?
6. Is there scope to accommodate further tall building development across the City and not just within the Eastern Cluster? Should the current policy approach defining inappropriate areas be relaxed/tightened? What are the

benefits of tall buildings compared with other solutions to accommodate population and employment growth?

Distribution of office, retail, housing, hotels



Inappropriate areas for tall buildings overlaid with listed buildings



Appendix 2: Infrastructure, Transport and Public Realm

Increasing numbers of workers and visitors to the City are causing congestion on the roads, pavements and in open spaces at certain times of day, particularly in the Eastern Cluster where the further development of tall buildings will result in intense concentrations of workers and service vehicles in a constrained area. Increasing development and employment also creates demand for additional digital and other utilities infrastructure.

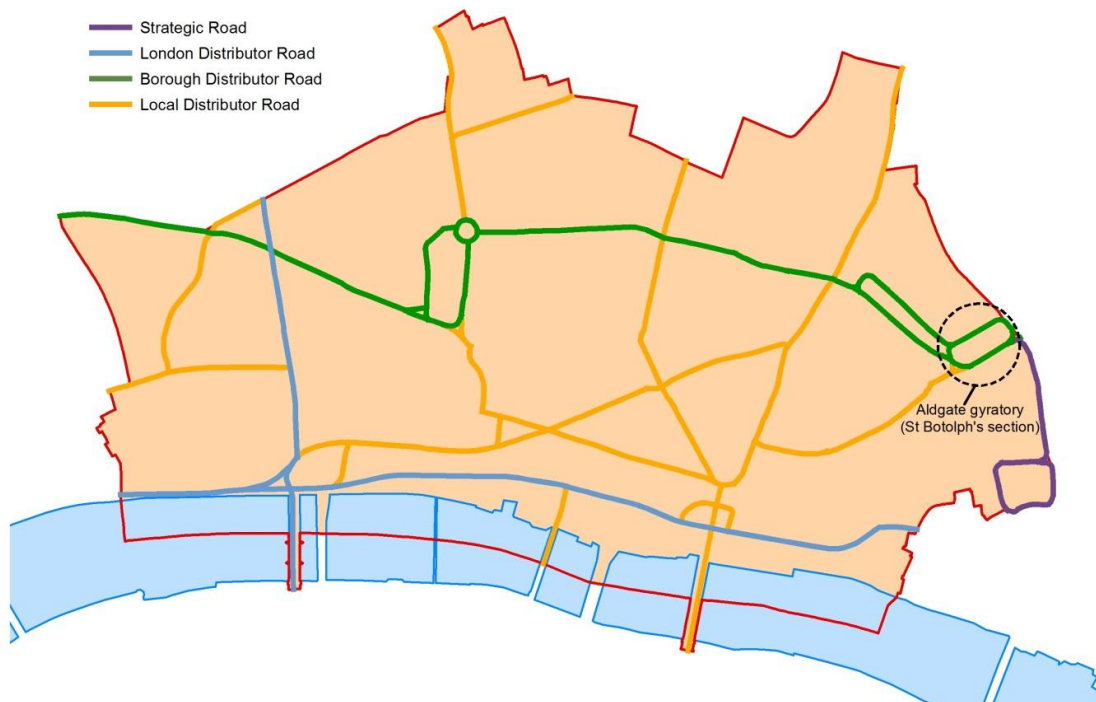
Some of the key issues and questions that the Local Plan Review will need to address are set out below.

1. What role should the Local Plan play in delivering transport and public realm improvements across the City?
2. Should the Eastern Cluster be covered by a separate Area Action Plan, or a more detailed Local Plan policy, which will co-ordinate future development, public realm change and movement there?
3. With more people and vehicles on the City's streets, open space is at a premium. How can more open space be created in and around large office developments to relieve congestion? How can we create more space for pedestrians? Should certain types of vehicles be restricted in areas of high congestion? If so, how widespread should pedestrian priority be?
4. Should large buildings be encouraged or required to be permeable at ground level and provide leisure or green space on upper floors for workers and City visitors, thereby relieving the pressure on open spaces at ground level?
5. How can the conflict between limited space available for servicing and other uses be most effectively addressed? Should the Local Plan promote consolidation centres, even though this would require the use of land outside the City and over which the Local Plan has no jurisdiction?
6. How can planning policies anticipate advances in digital and other technology? How can large developments and the public realm be configured to be able to take advantage of the latest technology in terms of communications, power, data storage and management and water usage? Have we got the balance between the new infrastructure and protection of the historic and natural environment correct?

Public transport network



Highway hierarchy



Appendix 3: Sustainable Smart City

The City's high density and public transport accessibility make it highly sustainable; however there are external environmental trends which must be addressed if it is to continue to be viewed as a sustainable location. How the City deals with air quality improvement, carbon emission reduction, climate resilience, waste management and access to data about the urban environment and services will determine its future, sustainable, smart city credentials. Key issues that need to be considered through the Local Plan review include:

1. Reduced numbers of vehicles on the City's streets and a greater proportion of cleaner vehicles, stricter building emission limits, cleaner construction, pedestrian-only streets and increases in green infrastructure could improve **air quality** in and around the City. Should the City Corporation explore radical local options alongside implementation of London wide initiatives?
2. Should we promote the City as a **low carbon**, smart grid¹ enabled place? Should enabling infrastructure such as district heating networks and smart grid transmission and distribution equipment be considered as essential for the City's future and built into the Local Plan?
3. Changes in climate mean the City's environment will need to be resilient to increased flood risk, overheating and potential changes in flora, fauna and insect-borne diseases. Should the Local Plan encourage a strategic City Corporation led approach to **climate resilience** or leave it to land owners and occupiers?
4. Should the City progress circular economy² principles and encourage a move towards greater self-sufficiency in **waste** management, avoiding the need to export large quantities of waste elsewhere?
5. Greater sharing of access to goods and services has been enabled through the use of information technology (e.g. bike sharing). Open availability of data, including from sensors and monitoring devices, encourages the creation of innovative products to improve city life (e.g. air quality mobile phone app). This is likely to accelerate in the future with technological changes that we cannot currently envisage. There are planning implications for the introduction of some enabling technologies infrastructure, particularly in conservation areas. Does the City want to be a "leader" or a "follower" on **smart city** issues?

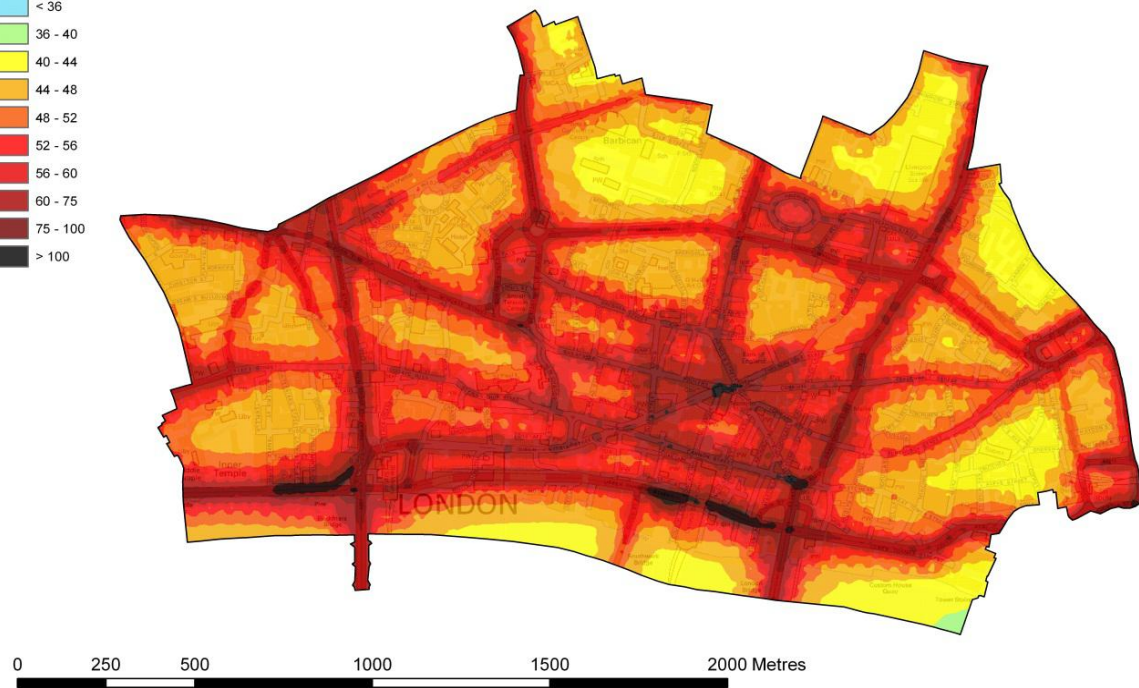
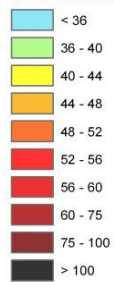
¹ A **smart grid** is an electricity supply network that uses digital communications technology to detect and react to local changes in usage, optimising usage patterns.

² A **circular economy** is an alternative to a traditional linear economy (make, use, dispose) in which we keep resources in use for as long as possible, extract the maximum value from them whilst in use, then recover and regenerate products and materials at the end of each service life.

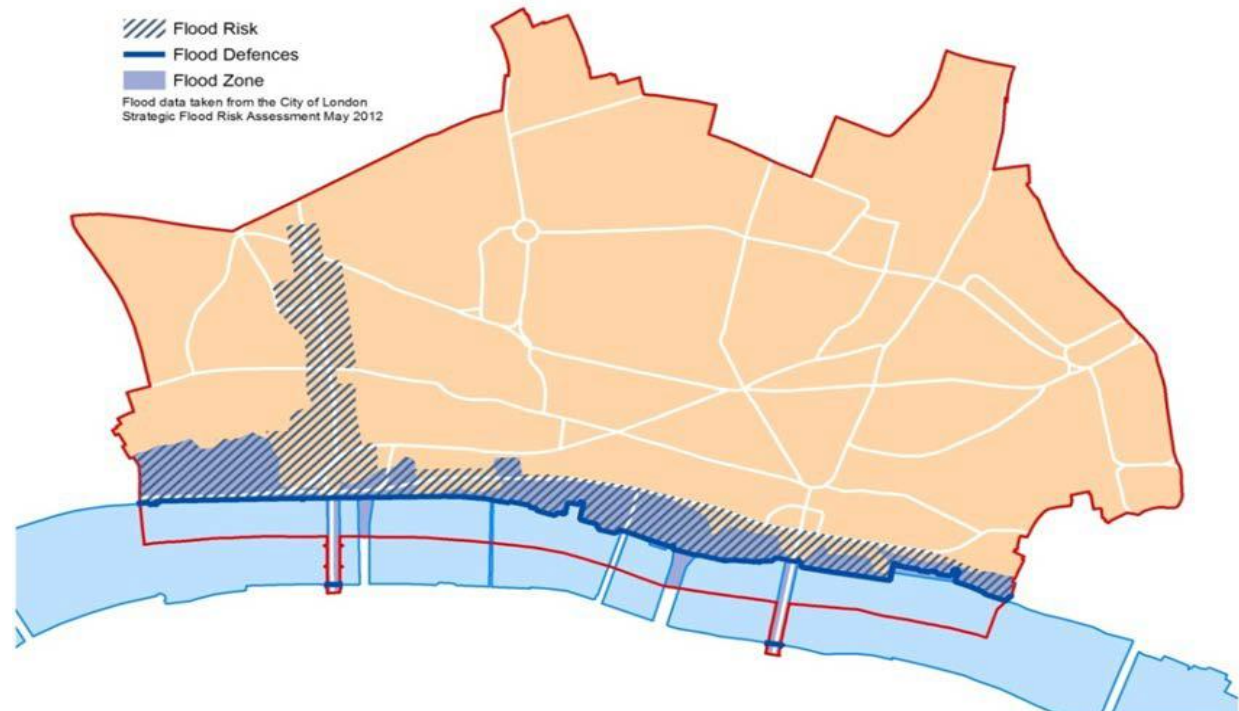
Air quality - NO₂ concentration modelling 2015

OS Open Data: Contains Ordnance Survey data © Crown copyright and database rights 2010.

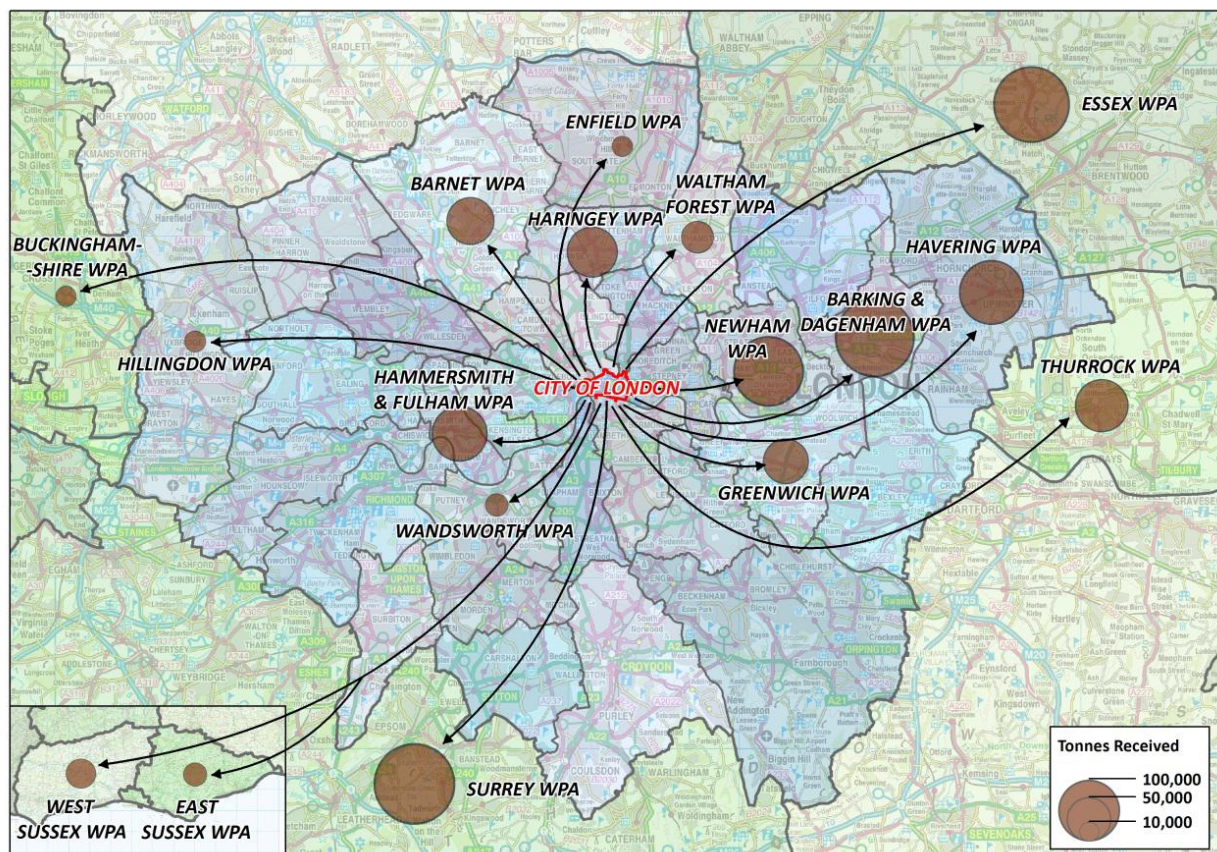
NO₂ concentration (µg/m³)



Flood Risk Areas



City of London waste exports 2009-2013 (>10k tonnes)



Note: Waste exports from Walbrook Wharf to the Riverside Resource Recovery Facility at Belvedere are classified as incineration and are not represented on this map. 50k – 60k tonnes per year is transported from Walbrook Wharf by river and used to generate energy at Belvedere in the London Borough of Bexley.

Appendix 4: Key City Places

The five Key City Places were designated in the City's Core Strategy in 2011 and subsequently in the Local Plan as areas of significant change. The policies have been used to help protect and promote the areas and are used across the Corporation.

However, many of the changes envisaged in the Core Strategy have now progressed, and by the time a new plan is adopted most will have been completed. This means it is important to review these places and see if they are still relevant. A key question is, should the existing Key City Places be retained, altered or deleted? Also, should the purpose of these policies change from a focus on change, to a focus on specific character with specific opportunities or challenges?

North of the City

1. Introduced to address the impact of Crossrail. By 2019, Crossrail will be operational and the station redevelopments completed. Is this single large area across the City still relevant?
2. Alternatively, should the Cultural Hub and/or the intensification around Broadgate be reflected in new areas to focus attention on the particular issues in those areas?

Cheapside and St Paul's

1. Cheapside has seen significant public realm improvements in recent years alongside redevelopment and there are now few sites within the area suitable for redevelopment. Is there still a need for this policy?
2. The Bank Junction alterations and Bank Station improvements could have a significant effect; does this require a new 'Bank Place' policy or an amendment to the Cheapside and St Paul's policy? Could the area be rebranded as 'The City's High Street' to promote its image as a retail location?

Easter Cluster

1. Probably the most prominent Key City Place, the term 'Eastern Cluster' has entered wider usage in the media. Large scale redevelopment is still occurring and the area is intensifying.
2. Should the Eastern Cluster be expanded to allow for further redevelopment, including more tall buildings? Should special emphasis be placed on the public realm to cope with greater numbers of office employees in the area?

Aldgate

1. Like the other Key City Places, Aldgate has seen significant redevelopment since the policy was adopted and, by 2019, the works to remove the gyratory will be completed.
2. Is the area still required with the major changes completed? Should the focus of the Key City Place be altered? The area could be extended to take account

of the influence of the Tower of London and the potential for improved pedestrian routes between Aldgate and the Tower.

Thames and the Riverside

1. The Key City Place also marks the Thames Policy Area, as required in the London Plan. The current policy looks to promote the riverside walk as well as vibrancy on parts of the riverfront.
2. Future changes on the riverfront are likely to be focused at either end, around Blackfriars in the west and Custom House to the east. Should there be greater emphasis on these areas of change within a wider Thames Policy Area?

Key City Places from the adopted Local Plan plus the Cultural Hub

