



Local Plans Sub (Planning and Transportation) Committee

Date: WEDNESDAY, 19 SEPTEMBER 2018

Time: 10.30 am

Venue: COMMITTEE ROOMS 2ND FLOOR WEST WING.

Members:	Christopher Hayward	Deputy Keith Bottomley
	(Chairman)	Marianne Fredericks
	Deputy Alastair Moss	Alderman Gregory Jones QC
	(Deputy Chairman)	Dhruv Patel OBE
	Randall Anderson	
	Mark Bostock	

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John Barradell
Town Clerk and Chief Executive

AGENDA

1. **APOLOGIES FOR ABSENCE**

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

3. **MINUTES**

To agree the public minutes and non-public summary of the meeting held on 18 July 2018.

(Pages 1 - 8)

4. **CITY OF LONDON LOCAL PLAN REVIEW: PROPOSED DRAFT POLICIES**

Report of the Director of the Built Environment

For Decision
(Pages 9 - 62)

5. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB-COMMITTEE**

6. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

7. **EXCLUSION OF THE PUBLIC**

RESOLVED – That under Section 100(A) of the Local Government Act 1972, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Part 1 of Schedule 12A of the Local Government Act.

8. **NON-PUBLIC QUESTIONS ON MATTERS RELATING TO THE WORK OF THE SUB-COMMITTEE**

9. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE SUB-COMMITTEE AGREES SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED**

LOCAL PLANS SUB (PLANNING AND TRANSPORTATION) COMMITTEE **Wednesday, 18 July 2018**

Minutes of the meeting of the Local Plans Sub (Planning and Transportation)
Committee held at Committee Rooms - 2nd Floor, West Wing, Guildhall on
Wednesday, 18 July 2018 at 3.30 pm

Present

Members:

Christopher Hayward (Chairman)
Deputy Alastair Moss (Deputy Chairman)
Randall Anderson
Mark Bostock
Deputy Keith Bottomley
Marianne Fredericks
Alderman Gregory Jones QC
Dhruv Patel OBE

Officers:

Paul Beckett	- Department of the Built Environment
Jonathan Blathwayt	- Department of the Built Environment
Adrian Roche	- Department of the Built Environment
Peter Shadbolt	- Department of the Built Environment
Lisa Russell	- Department of the Built Environment
Bruce McVean	- Department of the Built Environment
Therese Finn	- Department of the Built Environment
Iain Simmons	- Department of the Built Environment
Chris Rumbles, Clerk	- Town Clerk's Department

1. APOLOGIES

There were no apologies received.

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

There were no declarations.

3. MINUTES

The minutes of the meeting on 27 June were approved as an accurate record.

MATTERS ARISING

Pool of London Presentation - The Chairman referred to the challenge at the meeting that this item should have been taken during the public session. Advice had since been taken from both the Comptroller and Town Clerk and the Chairman acknowledged that there had been an error of judgement on this

occasion in considering this item during the non-public session as there had been nothing commercially sensitive to report.

The Chairman responded to concerns raised at the meeting that Members would prejudice themselves from voting on any future planning applications submitted by Northern and Shell relating to its site in the Pool of London. The Chairman referred to advice of the Comptroller that Members had not precluded themselves from sitting on planning applications in future.

The Chairman also responded to the suggestion that Northern and Shell had been given a beneficial advantage in being allowed to present to this Sub-committee. The Chairman drew Members attention to the note of the Pool of London Workshop on 20 April 2018 and highlighted the comment that an invitation had been extended to all attendees inviting them to present further ideas and policy proposals to this Sub-committee. The Chairman stressed that Northern and Shell were the only organisation to come forward and this was the reason they presented. The Chairman remarked that other organisations had also been offered the opportunity to come forward and confirmed that this opportunity remained open to them.

The Chairman remarked that he thought it important to clarify these points and also to allow it to be properly recorded that the item should have been heard in the public session.

4. CITY OF LONDON LOCAL PLAN REVIEW: PROPOSED DRAFT POLICIES

The Sub-committee considered a report of the Director of the Built Environment proposing draft policies for the new Local Plan and draft vision statements relating to the proposed Key Areas of Change.

The Director of the Built Environment explained that the remaining policies not yet seen by the Sub-Committee are the transport policies, which need to align with the emerging Transport Strategy, and the Area Based Policies, which would be informed by the discussion at this meeting. The Director of the Built Environment confirmed that both items would come back in September.

The Chairman explained that he would go through the report policy by policy and take comments.

Core Strategic Policy CS XX: Offices

A Member highlighted the reference to increasing gross floorspace and questioned if the focus should be looking at the net figure. It was agreed that this would be reworded. The importance of providing floorspace for SMEs was stressed and it was questioned how much consultation had taken place with the sector. The Director of the Built Environment explained that no formal consultation had taken place, but the figure had been derived from GLA employment projections and discussions with colleagues in EDO and CPAT. Flexibility was highlighted as being key with the option of sub-dividing floor space in large buildings to accommodate SMEs. It was stressed SMEs will be included in the consultation phase. It was also explained that assumptions had been taken in relation to the average density of desks within City offices, desk

occupancy and vacancy rates and that there were a number of variables that contributed to the round number reached.

It was acknowledged that the 20 year time frame was a statutory requirement and that what had not been included with the report was phasing showing how much would be delivered in different time periods to indicate if the overall target was on track. It was confirmed that although Local Plans are required to plan 15-20 years ahead, in practice they are reviewed on a five yearly cycle so the process would provide opportunities for review of demand and supply at different stages.

Policy DM XX: Office Development

A member highlighted the reference to a high quality of design and suggested the City Corporation should be looking to achieve an outstanding and world class level of design and this was supported by Members. A Member questioned the proportion of flexible workspace being targeted and the Director of the Built Environment explained that it was a decision for Members how prescriptive they wanted to be. Members acknowledged the need to provide flexible floorspace, but also recognised the need to avoid being too prescriptive as this could present problems in future when considering changes to buildings and the market; the City Corporation would not want to tie itself into a target.

The Deputy Chairman commented that the City Corporation should be looking to include collaborative, co-working workspaces; designs that encourage collaboration would accommodate how people are beginning to work.

Policy DM XX: Protection of Existing Office Floorspace

A Member commented on the need for something clearer relating to a realistic marketing of office space. It was suggested guidance could be produced showing appropriate marketing for each sector and providing this as a supplementary planning document. Members discussed options for viability assessments and it was stressed these should be independent and put in to the public domain, with this being key to making it a robust viability assessment. Members were supportive of the viability assessments going in to the public domain and it was recognised that transparency would add to the value of these.

Members noted that a revised National Planning Policy Framework (NPPF) would follow in due course and that making viability assessments public would be a requirement as part of this.

The Chairman remarked that the City Corporation does not have a choice and should be looking to make the viability assessments public. Members stressed the need to make it clear how viability assessments would be dealt with at planning stage and that it would be helpful to receive a report back on this.

It was agreed that a session would take place at the next meeting considering viability assessments.

It was remarked that the NPPF's guidance on viability is directed to affordable housing and does not go towards protecting office space, which is of concern. It was suggested producing an updated supplementary planning document showing how viability would be calculated in terms of office space.

Policy DM XX: Temporary Alternative 'Meanwhile' Use of Offices

A Member suggested making sure the time period was by prescription rather than description.

Core Strategic Policy CS XX: Tall Buildings

It was noted the maximum height of tall buildings had been strengthened. A Member suggested linking the height of tall buildings directly to the Civil Aviation Authority requirement rather than showing an exact height of 309.6m as this height could be subject to change.

It was suggested more clarity is needed in relation to ensuring sufficient space for the movement of pedestrians around tall buildings and allowing access to the public. The Chairman highlighted that viewing galleries are a requirement of the Mayor of London.

A Member referred to the proposal that new tall buildings should provide permeability at ground level and stressed the need to be clear on what was meant by permeability. It was questioned how many people were taking advantage of the viewing galleries and it was suggested these have reached overkill. Alternative options should be considered, e.g. three or four floors with shops and restaurants and facilities for City workers.

It was suggested a very clear prescriptive structure would be needed and it should be made clear to improve street level by providing high quality open space.

Members were supportive of the need to move away from viewing galleries and explore alternative options relating to publicly available space in tall buildings.

The Director of the Built Environment acknowledged the need to distinguish between public space at ground floor and high level. It was noted the London Plan refers to providing publicly available space and not specifically viewing galleries and that this would be in line with Members' views.

Core Strategic Policy CS XX: Protected Views

A Member commented that the Barbican and Golden Lane estates are both listed so it would not be possible to put new tall buildings in these areas, as implied by one of the maps. The Director of the Built Environment remarked that the Barbican and Golden Lane Estates were due to become conservation areas, subject to the decision of the Planning and Transportation Committee, and this would also become a factor.

Core Strategic Policy XX: Design

A Member suggested point 8 relating to advertisements appeared out of place in this policy. The Director of the Built Environment clarified that a policy on

advertisements was included later in the committee papers and this point could be included there instead, but Members discussed it and agreed that this item should be retained within this policy to provide an appropriate hook.

A Member stressed the need to ensure new walkways are included within any design plans, as well as protecting existing ones.

In response to a question from a Member, the Director of the Built Environment assured Members that a significant level of co-ordination was taking place with colleagues working on the Transport Strategy to ensure strategies were aligned.

Policy DM X.2: New Development

A Member suggested it should be a world class standard of design.

Policy DM X.3: Public Realm

The Chairman noted the support for this item.

Policy DM X.4 Permeability

A member suggested point 2 was oddly phrased and that it was a peculiar message to ourselves. It was suggested taking out the City Corporation name.

Policy DM X.5 Terraces and Viewing Galleries.

The Director of the Built Environment clarified that this item would be amended to reflect earlier views relating to viewing galleries. It was suggested that where viewing galleries are in place that appropriate safety provisions be included to stop people from jumping or falling.

Policy DM X.6 Shopfronts

A Member commented that A-boards should not be placed on the street outside shops and that all advertising should be limited to the shopfront of the premises. The Director of the Built Environment suggested the policy on advertising to follow would provide a suitable hook to include something relating to A-boards and signage.

Policy DM X.7 Advertisements

A member questioned reference to restrained in amount and suggested this would be subjective; how would someone looking at the policy judge what was meant?

It was questioned whether a Supplementary Planning Document could be produced indicating what would be considered an appropriate amount, but the Director of the Built Environment clarified that there was existing shopfront guidance that could be updated to include this.

A Member raised the issue of A-boards and stressed pavements should be kept clear of these as they obstruct people moving around the City. The Chairman noted the comment and suggested the Corporation's agreed policy on A-boards would need reconsidering if there was a proposal to change it. It

was proposed putting a paper to Streets and Walkways Sub-Committee for consideration.

Members discussed A-boards and noted the extensive consultation that had already taken place on this issue. Caution was expressed when considering including a policy in the Local Plan that had not been properly considered and agreed. It was noted the current policy allows A-boards as long as these do not obstruct the highway.

A Member suggested that all advertising should go on to buildings to address the current problem with A-boards, with these proving to be an obstruction. It was stressed A-boards should not be allowed.

The Chairman remarked that this issue would need considering before an existing policy is undone and put into the Local Plan.

The Chairman noted the difference of opinion on this issue and the Director of the Built Environment suggested this issue could be cross-referenced in the Local Plan going forward making it clear it is subject to amendment. This element could then be considered in more detail by officers and reported back after the recess.

The Chairman acknowledged the proposal to report back and resolved that a report would come back after the recess on the issue of A-boards to allow further consideration on this issue.

Policy DM X.8 Daylight and Sunlight

Members noted the proposed policy on daylight and sunlight and the wording being similar to the policy already in place.

A Member suggested the City Corporation produces its own guidance rather than following BRE guidance, which was not considered relevant to the City.

A Member noted BRE guidance at least offers a methodology to follow. The Director of the Built Environment highlighted that an unacceptable level was set out in the BRE Guidance and it also offers a standard methodology and approach to follow. After a discussion it was agreed to continue using the BRE guidance.

A Member suggested there was a need to be frank and open with people on what would be taken into account on daylight and sunlight. The Director of the Built Environment agreed to rework the policy to better reflect the supporting text, which indicates that ideal daylight and sunlight conditions may not be practical in densely-developed city centre locations.

Policy DM X.9: Lighting

Members suggested that residents should not be side stepped. It was stressed that any lighting of heritage assets must be sympathetic but could also enhance the area.

Key Areas of Change.

Members provided feedback on the key areas of change and the following points were noted:-

- Specific areas the policy applied to were not defined. It was clarified this was a decision for Members, a steer was needed before debating the detail.
- Tower Hill Station was overcrowded; an opportunity should be taken to join up Fenchurch Street Station with Tower Gateway and Tower Hill and improve transport connections.
- The Chairman suggested the frontage on the river at Blackfriars was disappointing; improved public realm was needed along the river. The Chairman stressed he was expressing his personal opinion in this regard.
- It was noted and agreed that Fleet Street was now identified as an area of change. The City Corporation's aspiration with the Court Building was noted. East of Chancery Lane was highlighted as an area that would need further thought, but it was recognised that there would be limited scope in what could be done in this area.
- A Member expressed support for extending the City Cluster south to include the 'Walkie Talkie'. The Chairman remarked that he agreed.
- Members considered an additional note on the Pool of London Key Area of Change circulated by the Director of the Built Environment. Residential accommodation in the Pool of London area could not be supported but any parties wishing to make the case for the introduction of residential uses would be able to do so during the public consultation on the draft Plan; residential accommodation should be in specific clusters supported by appropriate infrastructure.
- Residential developments become dated and there was a need for continued development.
- There was a need for continued enhancement of the riverside with commercial and/or cultural space offering retail at ground floor level. Language on stimulating change and site assembly should be brought into the vision.
- Lower Thames Street was highlighted as a major challenge; Bart's Hospital, Smithfield Market are both areas that are going to change sooner rather than later and development opportunities will need to be considered; the areas should be promoted as mixed-use areas for residents and culture and this should be pulled out more.
- There was a need for careful thought regarding references in the Plan to Smithfield Market as it is a working market, although its future is under review.
- It was suggested disabled access at Barbican Station should be included as part of any proposed development plans.

5. **QUESTIONS RELATING TO THE WORK OF THE SUB-COMMITTEE**

A Member expressed concern that paragraph 10 within the non-public minutes had not been included in the public section of the minutes.

After a discussion, it was resolved that the public minutes of the meeting on 27 June be amended to include the full non-public section of the meeting.

Resolved, that the public minutes of the meeting on 27 June be updated to include the full non-public section of the meeting.

6. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

There were no additional items raised.

7. **EXCLUSION OF THE PUBLIC**

The meeting remained in public session following the discussion during the earlier part of the meeting.

8. **NON-PUBLIC MINUTES OF THE LOCAL PLANS SUB (PLANNING AND TRANSPORTATION) COMMITTEE**

The non-public minutes were dealt with under item 5 during the public session.

9. **NON-PUBLIC QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**

There were no additional questions.

10. **ANY OTHER BUSINESS WHICH THE CHAIRMAN CONSIDERS URGENT AND WHICH THE COMMITTEE AGREES SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED**

There was no additional business raised.

The meeting ended 5.36pm.

Chairman

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Committee(s)	Dated:
Local Plans Sub (Planning and Transportation) Committee	19/09/2018
Subject: City of London Local Plan Review: Proposed draft policies	Public
Report of: Carolyn Dwyer, Director of the Built Environment	For Decision
Report author: Adrian Roche, Department of the Built Environment	

Summary

At previous meetings of this Sub-Committee, Members have considered emerging draft policies for the new Local Plan. Members made several comments and suggestions, which will inform the final version of the draft Plan that is presented to this Sub-Committee and to the Grand Committee. Four final sets of draft policies are attached to this report for discussion and agreement. Appendices 1-4 contain the proposed policy wording in relation to Planning Contributions; Vehicular Transport and Servicing; Walking, Cycling and Healthy Streets; and the Key Areas of Change.

Recommendations

Members are recommended to:

- Agree the proposed draft policies set out at Appendices 1-4 of this report;

Main Report

Background

1. At the meetings of this Sub-Committee on 22nd September 2017 and 6th October 2017, Members agreed the broad structure of the draft Local Plan and considered policy directions for key policy areas. Officers are currently preparing draft policies, informed by the steer from Members and a range of other factors such as national policy, the London Plan, the evidence base and the outcome of the Issues and Options consultation.
2. Thirteen sets of policies have so far been considered at previous meetings of this Sub-Committee, namely Culture, Visitors and the Night-Time Economy; Circular Economy and Waste; Smart Infrastructure and Utilities; Climate Resilience and Flood Risk; Historic Environment; Healthy and Inclusive City; Housing; Safe and Secure City; Open Spaces and Green Infrastructure; Retailing; Offices; Tall Buildings and Protected Views; and Design.
3. Members made various comments and suggestions, which will be reflected in the amended versions of those policies when the full draft Local Plan is reported to this Sub-Committee and to the Grand Committee in October 2018.

Draft policies

4. The following sections of the Local Plan have now been drafted and are attached as Appendices 1-4 of this report:
 - Planning Contributions;
 - Vehicular Transport and Servicing;
 - Walking, Cycling and Healthy Streets; and
 - Key Areas of Change
5. Members are asked to consider the proposed policy wording and to advise of any additions, deletions or other amendments that should be made before the relevant policies are presented to the Grand Committee.
6. The Sub-Committee previously indicated that it wished to consider the detailed wording of all the policies in the draft Local Plan but not the supporting text. Members are therefore asked to focus comments on the wording in the policy boxes. However, the supporting text is also presented to help explain the reasoning behind the proposed policies, and may assist with understanding the terminology used in some of the draft policies.
7. The draft Local Plan is being written at the same time as the draft Transport Strategy, and officers are working to ensure that these two important strategic documents are aligned as closely as possible. The draft Local Plan policies relating to Vehicular Transport and Servicing and Walking, Cycling and Healthy Streets have been informed by early working versions of the draft Transport Strategy, and may need to change to reflect any changes made to the draft Transport Strategy as it goes through the committee approval process.
8. At the last meeting of this Sub-Committee held in July 2018, Members considered and agreed vision papers for the following six Key Areas of Change (KAoC) in the new Local Plan:
 - Aldgate and Tower;
 - Blackfriars;
 - City Cluster;
 - Fleet Street;
 - Pool of London; and
 - Smithfield and Barbican
9. Following that meeting, a Member suggested that consideration be given to including another KAoC around Liverpool Street station to address changes likely to arise from the opening of the Elizabeth Line. Officers consider that the case for including this as a KAoC is finely balanced as most of the proposed developments in the area have either already gone through the planning process or will have done so by the time the new Plan is adopted. On the other hand, there are a number of wider planning and transport issues in this part of the City, including physical, social and economic linkages to Culture

Mile and the 'Tech City' area focused on Old Street, Shoreditch and Spitalfields. Accordingly, officers have drafted a KAoC policy and Members are asked to decide if they wish this to be included in the draft Local Plan.

10. Illustrative diagrams of each proposed KAoC are being prepared and will be circulated at the meeting.

Next steps

11. The draft policies presented to this meeting are the final ones to be considered by the Sub-Committee. Following this meeting, officers will prepare a full version of the draft Local Plan, to be known as City Plan 2036, including the amendments requested by the Sub-Committee at previous meetings over the past year. It is intended to bring the full Plan back to the Sub-Committee for approval on 9th October before it is reported to the Grand Committee on 30th October so that it can be published for public consultation alongside the draft Transport Strategy in November 2018.
12. Comments received during the consultation period will be considered and changes made to the Plan as appropriate. A final version of City Plan 2036 will be published for a further round of consultation in summer/autumn 2019, following which there will be a statutory examination conducted by an independent planning Inspector appointed by the Secretary of State for Housing, Communities and Local Government. The new Plan is expected to be adopted in 2020.

Corporate and Strategic Implications

13. The review of the Local Plan is being informed by the new Corporate Plan (2018-23) and will provide an opportunity to complement key corporate objectives, such as developing Culture Mile and progressing the Future City agenda.

Appendices

- Appendix 1 – draft policies on Planning Contributions
- Appendix 2 – draft policies on Vehicular Transport and Servicing
- Appendix 3 – draft policies on Walking, Cycling and Healthy Streets
- Appendix 4 – draft policies on the Key Areas of Change

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Appendix 1 – draft policies on Planning Contributions

Context

Community Infrastructure Levy (CIL)

The 2008 Planning Act and Community Infrastructure Levy Regulations 2010 (as amended) set out the legislative and regulatory basis for the CIL. They provide for the setting and collection of a statutory charge levied on development, intended to address the infrastructure needs arising out of the implementation of the Local Plan. CIL is the primary mechanism for seeking contributions from developers towards the provision of new infrastructure. Infrastructure is defined broadly in the Act to include transport, flood defences, schools and other educational facilities, medical facilities, sporting and recreational facilities and open spaces.

Planning Obligations

CIL Regulations indicate that planning obligations may only constitute a reason for granting permission if the planning obligation is:

- a) necessary to make the development acceptable in planning terms;
- b) directly related to the development; and
- c) fairly and reasonably related in scale and kind to the development.

Planning obligations are legal agreements linked to planning permissions that regulate the way a development is undertaken, and they are used where it is not possible to regulate the permission by means of a condition. They may be in the form of in kind benefits or a financial contribution, and may be used to prescribe the nature of a development, compensate for loss or damage created by a development, or mitigate the impacts associated with the development. The level of any obligation is subject to consideration of its impact on the viability of the development proposed.

Core Strategic Policy CSXX: Planning Contributions

The City Corporation will seek appropriate contributions from developers to manage and mitigate the impact of development:

1. Requiring contributions through the Community Infrastructure Levy to assist in the delivery of the infrastructure necessary to support implementation of the Local Plan.
2. Requiring s106 planning obligations, having regard to the impact of the obligation on the viability of development, for:
 - a. site specific mitigation meeting statutory tests;
 - b. affordable housing;
 - c. training, skills and job brokerage;
 - d. carbon offsetting;
 - e. local procurement in the City and neighbouring boroughs.
3. Requiring qualifying development to make an additional contribution to meeting the costs of Crossrail or other strategic infrastructure in accordance with the provisions of the London Plan.
4. Use of the Vacant Building Credit is not considered to be appropriate in the City of London

Reason for the policy

The compact nature of the City and the intensification of development and employment place demands on the City's services, infrastructure and environment. The City Corporation utilises the Community Infrastructure Levy (CIL) to help local infrastructure keep pace with the demands of development and attaches planning conditions and negotiates planning obligations (also known as S106 agreements) with developers, to ensure proposals are acceptable.

How the policy works

The City Corporation has adopted a CIL Charging Schedule and a Regulation 123 List which sets out the types of infrastructure or infrastructure projects that may be funded in part or in whole by CIL.

In line with legislative and regulatory requirements, and the provisions of the City Corporation's CIL, planning obligations in the City will be sought for site specific mitigation, including contributions towards area-wide security measures in the City Cluster, in line with the policies set out in this Plan. Planning obligations will also be negotiated to deliver affordable housing, the provision of training and skills programmes and carbon offsetting. Specific requirements are set out in other

policies within this Plan, particularly Policies XX Healthy & Inclusive City, XX Housing and XX Sustainability Standards.

Planning obligations in the City are sought principally from commercial development, but other forms of development will also be expected to make contributions, where appropriate. Affordable housing will normally be required on-site on qualifying residential developments, but exceptionally financial contributions will be sought. Financial contributions towards affordable housing will be sought from commercial development.

Where required, the City Corporation will also seek, via s106 planning obligations, to negotiate Section 278 Agreements with developers to ensure that highways works necessary to make a development acceptable in principle are funded by the developer and implemented by the highway authority.

Further detail on required planning obligations is set out in the Planning Obligations Supplementary Planning Document and in the s106 Standard Template which is published on the City Corporation's website.

The Vacant Building Credit is set out in national planning policy and is intended to provide an incentive to bring forward brownfield sites for development. The high cost of land in the City of London, together with high levels of demand for commercial and residential development, mean that additional incentives are not required to encourage brownfield sites to come forward for development. The use of Vacant Building Credit is therefore not considered to be appropriate within the City of London.

Crossrail

The London Plan requires development to make a financial contribution towards the construction cost of Crossrail, through both s106 planning obligations and the Mayoral CIL. Planning obligations contributions will be required from office, hotel and retail development and CIL contributions from all qualifying development in the City.

The Mayor has proposed that the Crossrail CIL and s106 contributions will be replaced by a new Mayoral Community Infrastructure Levy 2, which will contribute towards the cost of delivering the Crossrail 2 railway, or other strategic infrastructure if Crossrail 2 does not progress. If agreed, this new MCIL2 will apply a standard CIL rate across the City for all qualifying development, with higher rates of CIL due for office, hotel and retail development in the City.

Policy DM XX: Viability Appraisals

Development proposals should take full account of the policy requirements set out in this Plan and the London Plan, including financial and other requirements under the Mayoral and City of London Community Infrastructure Levy and s106 planning obligations.

Exceptionally, even where policy requirements have been fully taken into account, applicants may consider that these requirements cannot be delivered in full without adversely affecting the overall viability of a development. Proposals which are not compliant with policy requirements will normally be refused. However, where applicants wish to make a case that non-compliant proposals should be permitted, this must be supported by a scheme specific viability assessment.

The viability assessment should be prepared in accordance with the standard methodology set out in national planning practice guidance. The price paid for a site and/or building will not be a relevant justification for not meeting Development Plan requirements.

Viability assessments will be made available on the Planning Register reflecting the expectation that these should be publicly available. If the applicant considers that the assessment in part or whole should be redacted for reasons of confidentiality, there will be an opportunity for the applicant to make the case. If an assessment is redacted, an executive summary will be made public.

The City Corporation will seek independent verification of submitted viability appraisals, with the cost of verification being met by the applicant.

Where it is agreed that a development cannot viably deliver all required planning obligations at the date of permission, but that there are nevertheless other policy considerations which justify the approval of planning permission, the City Corporation will normally require a review of the viability information at a later stage of the development, or upon occupation.

Reason for the policy

Delivery of the Local Plan and the London Plan requires developers to make contributions towards infrastructure and affordable housing provision through the CIL and s106 planning obligations. Developers are expected to take into account the full cost of meeting development plan requirements when purchasing sites or buildings and in the design of schemes but, exceptionally, there may be circumstances where a developer considers that meeting development plan requirements in full cannot be delivered without adversely impacting on the viability of a development. In such circumstances, the City Corporation will require a viability appraisal to be submitted in support of the proposed lower level of contributions.

How the policy works

Where viability appraisals are submitted in support of planning applications, these should be prepared in accordance with the standard methodology for viability appraisals set out in national Planning Practice Guidance. In particular, appraisals should demonstrate that the values assumed for sites and/or buildings fully reflect the planning policy requirements set out in the Local Plan and the London Plan. The actual price paid for land will not be a relevant justification for failing to meet the policies in the development plan.

The City Corporation will assess viability appraisals against the requirements in the Local Plan and London Plan and, where necessary, will seek independent verification of submitted appraisals from suitably qualified consultants who have experience of the development market in central London. The City Corporation will expect the applicant to meet the full cost of this independent verification.

The City Corporation will make all viability appraisals submitted, together with any verification reports, available publicly via the Planning Register on the City Corporation's website. If a developer considers that the viability appraisal should remain confidential in whole or in part, they should provide justification to the City Corporation outlining the potential harm that could occur from making the relevant information public. The City Corporation will consider whether the public interest in maintaining confidentiality outweighs the public interest in making the viability appraisal public. Where the City Corporation considers that an appraisal should remain confidential in whole, or in part, it will keep the justification under review, including taking account of whether information should remain confidential with the passage of time from initial submission.

Where the City Corporation agrees that a development cannot meet the full policy requirements for CIL and s106 planning obligations at the date of commencement, but that there are other policy considerations which would nevertheless justify approval of the scheme despite this non-compliance, the Corporation will normally require that a review mechanism be included within any s106 planning obligation, with a review of the viability information required at a later stage in the development, or upon occupation. In determining the appropriate mechanism, the City Corporation will have regard to national Planning Practice Guidance and the Mayor of London's Affordable Housing and Viability Supplementary Planning Guidance. Where a development is proposed to be undertaken in phases, the City Corporation will normally require a review of the viability prior to the commencement of each phase of the development.

Policy CS XX: Housing requires the use of upwards only review mechanisms in circumstances where the affordable housing targets in that policy are not met.

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Appendix 2 – draft policies on Vehicular Transport and Servicing

Context

The City is served by an extensive public transport network with six mainline railway stations, 12 underground and DLR stations and an extensive network of bus routes. In addition, there are stations such as London Bridge near the City which are used by large numbers of City commuters. Significant improvements are being made to public transport provision, particularly with the construction of the Elizabeth Line which will operate trains to the City at Farringdon and Liverpool Street/Moorgate from autumn 2019. There are also river bus services which stop at Blackfriars Pier and at Tower Pier just outside the City.

Traffic in the City has changed significantly over the last two decades, both in terms of total volume and overall composition. Biennial traffic counts across the City show a 40% decrease in overall traffic volumes, with greater reductions for motor vehicles such as cars and light goods vehicles. The greatest observed drops in demand have coincided with key events such as the introduction of the Congestion Charge Zone, the global recession and the introduction of cycle superhighways. The street capacity unlocked by these reductions alongside increases in cycling infrastructure provision has facilitated an estimated tripling of cycling volumes across the City.

Despite this reduction, there are still significant challenges. Traffic counts in autumn 2017 found a slight increase in car volumes, probably caused by the increasing volumes of private hire vehicles. Freight volumes, after dropping significantly between 1999 and 2004, have levelled off in recent years. The rapid increase in cycling volumes seen in the first decade of the 21st century has not been sustained, with volumes slightly decreasing in recent years.

The demands on the City's transport network are increasing due to significant growth, fast-moving technological development and changing travel habits. In light of these factors, the City Corporation is developing a long-term Transport Strategy which will set the key priorities for the City's streets and how the network is used.

The Mayor's Transport Strategy provides London-wide guidance, which is implemented locally through the City's Local Implementation Plan. Transport providers serving the City also publish plans and strategies that influence investment and management decisions affecting the City's transport network.

Core Strategic Policy CS XX: Vehicular Transport and Servicing

The City's transport infrastructure will be maintained and improved by:

1. Safeguarding land where necessary, as shown on the Policies Map, to enable the delivery of increased public transport capacity, including the Northern Line/Bank Station upgrade.
2. Implementing improvements to street-level interchange between Fenchurch Street and Tower Hill/Tower Gateway stations and working with partners to explore the feasibility of a direct interchange route in the longer-term.
3. Facilitating further improvements to public transport capacity and step-free access at existing mainline rail and London Underground stations.
4. Minimising road danger and congestion and reducing vehicle emissions by:
 - a. Designing and managing streets in accordance with the City of London street hierarchy;
 - b. Minimising the impact of freight and servicing trips through measures including the provision of on-site servicing facilities, the timing of deliveries outside peak hours, the adoption of area-wide solutions and the use of freight consolidation;
 - c. Facilitating essential traffic, including buses, taxis, freight and private transport for people with particular access needs, whilst minimising the environmental impact of these modes;
 - d. Encouraging the provision of infrastructure for alternative-fuel vehicles and zero emissions vehicles, such as off-street vehicle charging points;
 - e. Using traffic management measures and street works permits to improve journey time reliability on the City's roads; and
 - f. Requiring developers to demonstrate, through Transport Assessments, Construction Logistics Plans, Travel Plans and Delivery and Servicing Plans, how the environmental impacts and road danger of travel and servicing will be minimised, including through the use of river transport.

Reason for the policy

The City's strategic central London position and its comprehensive transport infrastructure enable the vast majority of workers, residents and visitors to use public transport to access the City from across London and the wider south east. In transport terms, the City is already a highly sustainable location, and the opening of the Elizabeth Line will result in a wider catchment area within an hour's journey time of the City. The City Corporation will use its planning powers to help secure improvements to public transport, for instance by safeguarding land from other forms of development where necessary.

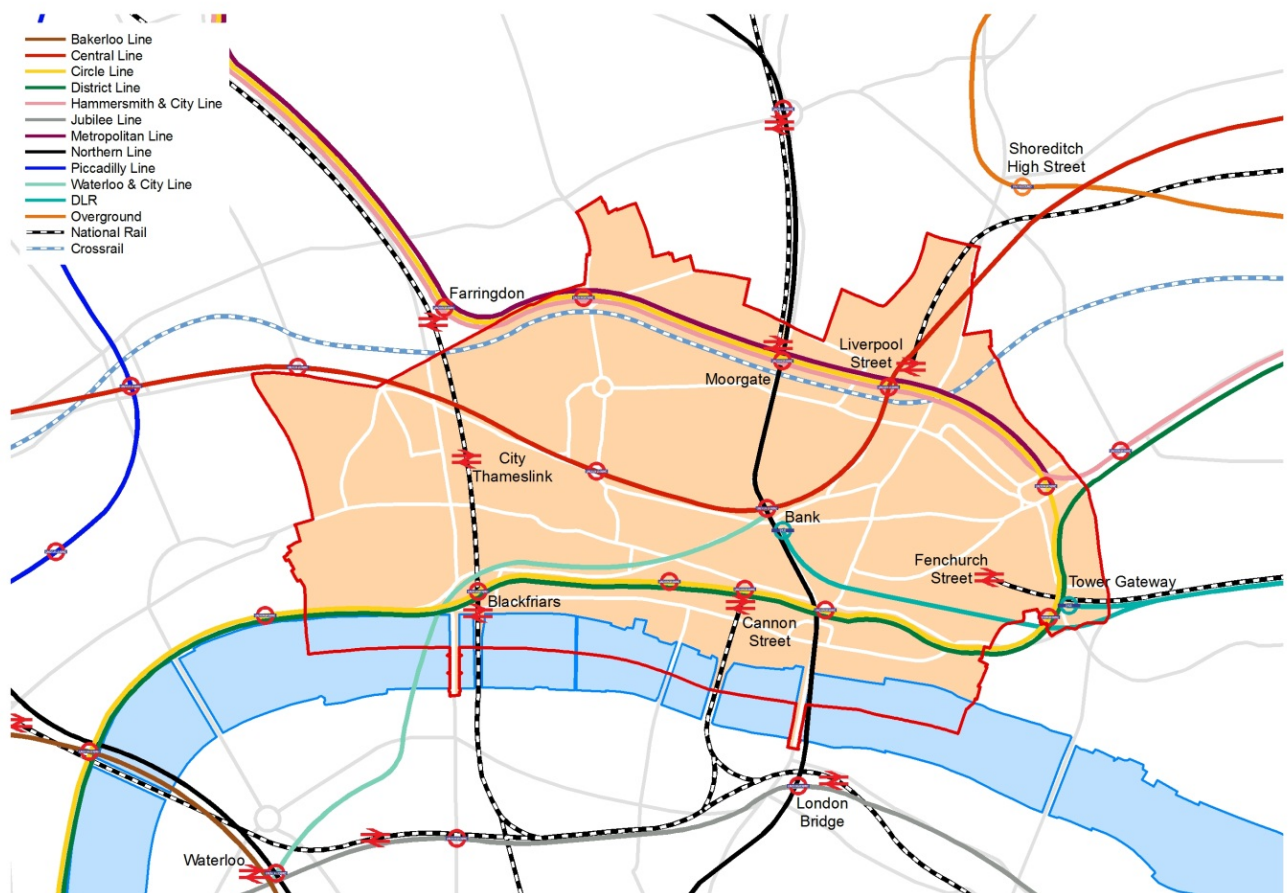


Figure XX: Rail and underground network

The City's draft Transport Strategy indicates that the design and management of streets will reflect their position in the street hierarchy, as well as their function as places. A simplified street hierarchy is proposed, as set out in Table XX.

Current category	Movement function	Proposed category
Strategic Road	Through traffic – the preferred streets for motor vehicles that do not start or finish their journey in, or immediately adjacent to, the Square Mile.	London Access (TfL network)
London Distributor Road		
Borough Distributor Road	Local traffic – the preferred streets for motor vehicles that are travelling around the Square Mile or to locations immediately adjacent.	City Access
Local Distributor Road		
Local Access Road	Access – used for the first or final part of a journey, providing access to properties.	Local Access

Table XX: Proposed street hierarchy in the City of London

The TfL network (classed as London Access) is expected to accommodate the majority of through traffic, while roads which are managed by the City Corporation will be classed as either City Access or Local Access. Proposed changes to the highway network at Bank Junction, St Paul's Gyratory and Beech Street will be reflected in the new street hierarchy, as illustrated in the map at Figure XX.

[Map of proposed street hierarchy to be inserted from the draft Transport Strategy]

The City's draft Transport Strategy aims to support the continued reduction of motor vehicle traffic on the City's streets, with targets proposed to reduce the number of motor vehicles in the City by XX% by 2030 and XX% by 2040. The spare capacity unlocked by these reductions will allow for the radical transformation of the City's streets to deliver a healthier, safer and more attractive street environment.

Achievement of the targets will be partly dependent on measures introduced by the Mayor of London and TfL, such as the proposed Central London Zero Emission Zone, although the City Corporation will consider implementing such measures within the City of London if strategic scale measures are not progressed. The City Corporation will also implement measures such as timed closures and additional traffic calming to facilitate the removal of non-essential vehicular traffic.

The City Corporation will work with TfL to review bus routing and frequency through the City to maintain or improve journey times and connectivity while enhancing the pedestrian environment.

The planning system can help to minimise the impact of freight and servicing trips through supporting measures such as the retiming of deliveries and collections outside peak periods, along with consolidation onto fewer or different types of vehicles.

Greater use of the River Thames for both passenger and freight transport purposes can help to alleviate the need for some motor vehicle trips on the City's streets.

Policy DM X: The impacts of development on transport

Development proposals should have a positive impact on highway safety for all users and not have adverse effects on the City's transport networks. Where development would result in adverse impacts on the transport network, these must be mitigated through site/building design and management of operational activities. Appropriate measures will be sought via planning contributions or by legal agreement.

Agreement should be sought from the City Corporation, and TfL where appropriate, on the design and implementation of traffic management and highway security measures which may include restricting motor vehicle access and using traffic calming measures to limit the opportunity for hostile vehicle approach.

Transport Assessments and Travel Plans are required for all developments that exceed the following thresholds:

Land Use	Thresholds
Offices	1,000m ²
Residential	10 units
Retail	1,000m ²
Hotel	10 bed spaces
Health	1,000m ²
Transport Infrastructure	>500 additional trips per peak hour
Mixed Use	1,000m ²

A Construction Logistics Plan is required for all major developments and for any developments that would have a significant impact on the transport network during construction.

Reason for the policy

Development has the potential to create significant changes in transport patterns and demands that must be addressed at an early stage of the design process. Any adverse impacts that are identified must be minimised and mitigated through appropriate design and/or management measures. Transport Assessments are required to assess the potential impacts of development, while Travel Plans will be required to maximise the use of active transport modes and public transport.

How the policy works

An assessment of the transport implications of development, during both construction and operation, should address the impacts on:

- Road dangers;
- Pedestrian environment and movement;
- Cycling infrastructure provision;
- Public transport; and
- The street network.

Transport Assessments and Travel Plans should be used to demonstrate adherence to the City Corporation's Transport Standards. Applicants should discuss the scope of the transport documentation required early in the pre-application stage to ensure that it provides evidence tailored to the City's specific circumstances.

A Construction Logistics Plan should comply with the measures set out in the City Corporation's Code of Practice for Deconstruction and Construction Sites.

Development will be subject to conditions, Section 106 and Section 278 Agreements to ensure that appropriate measures are employed to mitigate any adverse transport impacts. Community Infrastructure Levy contributions will be used by the City Corporation to deliver wider improvements to the transport network, where appropriate.

Policy DM X: Freight and Servicing

1. Applicants are required to consult with the City Corporation on all matters relating to servicing at an early stage.
2. Developments should minimise the need for freight trips and seek to manage freight and servicing on an area-wide basis. Major commercial development should provide for freight consolidation. New technologies will be encouraged to enable efficient servicing and deliveries to sites.
3. Delivery to and servicing of new developments must take place outside peak hours (i.e. avoiding deliveries between 7am-10am, 12pm-2pm and 4pm-7pm on weekdays). Deliveries should be made in the late evening or at weekends outside of residential areas. Justification will be required where deliveries within peak hours are considered necessary. Areas of high footfall may also be subject to restrictions.
4. Developers should consider ways to reduce congestion caused by servicing and deliveries, such as implementing last mile deliveries by foot, cycle or zero emission vehicle, and should justify where such measures are not possible. Developers will be encouraged to identify opportunities for last mile logistic hubs where appropriate.

Reason for the policy

The low numbers of private motor vehicles in the City mean that delivery and service vehicles have a relatively greater impact on traffic congestion and air quality, especially in areas of high density development and narrow streets. Efficient off-

street servicing and delivery arrangements are vital to keep the City's traffic moving and thereby avoid air pollution caused by stationary traffic. The Mayor's Transport Strategy aims to reduce the number of lorries and vans entering central London in the morning peak by 10% by 2026. The City Corporation is working with local employers to support them in freight consolidation and to share best practice and ideas, for example through the Cheapside Business Alliance and the Active City Network.

Retiming of deliveries and collections outside peak periods can reduce congestion, as can consolidation onto fewer vehicles or different types of vehicles. The use of different forms of consolidation, including 'virtual' as well as physical consolidation, will be required to minimise the number of trips required to service a development during construction and operation. Virtual consolidation involves techniques such as preferred suppliers or nominated carriers to serve a multi-tenanted building.

Large physical consolidation centres will almost always need to be located outside the City because of the lack of suitable land and high land values within the City and will therefore require the cooperation of other local authorities. The City's draft Transport Strategy aims to establish a sustainable logistics centre to serve the Square Mile by 2030. This centre would co-locate major suppliers in a single warehouse, alongside consolidation, waste collection and couriering services. It would be supported by last mile logistics hubs within the City to facilitate more deliveries on foot, by bike and by small electric vehicles.

Personal deliveries to places of work within the City contribute to congestion on the streets. Businesses should discourage personal deliveries to business premises and instead encourage deliveries near home and use of click and collect parcel drop off services. It may be appropriate to secure this through a legal agreement. To reduce emissions from delivery vehicles, electric vehicle charging points will be required within service areas for freight vehicles.

How the policy works

Servicing areas should provide sufficient space or facilities for all vehicles to enter and exit the site in a forward gear. Headroom of at least 5m where skips are to be lifted and 4.75m for all other vehicle circulation areas should be provided.

Where consolidation of servicing and deliveries is proposed, the number of vehicle trips that have been avoided as a result should be set out in the Delivery and Servicing Plan (DSP). Consideration should be given to smart or joint procurement measures with other businesses to reduce the numbers of deliveries and servicing trips required to the premises. Details should be set out in the DSP. Where any sort of consolidation centre is to be used, a commitment to the use of zero or low emission vehicles, and appropriate routeing should be included in the DSP. Within the Square Mile, DSP's should take account of the City's street hierarchy when considering routeing arrangements.

Out of hours servicing is required and further restrictions may be applied in areas of high footfall. The DSP should set out that a booking system for deliveries and servicing will be implemented, and that deliveries and servicing within the restricted hours of 07:00-10:00. 12pm to 2pm and 16:00-19:00 on weekdays will not be

permitted. High foot fall in areas at other peak times may also require restrictions on deliveries and servicing.

Where deliveries are required outside of the restricted hours, these should be subject to a quiet delivery agreement or a commitment to minimise noise and pollution impacts in all stages of the delivery process. Details should be set out in the DSP.

Further information is set out in the City of London's Freight and Servicing SPD.

Policy DM X: Vehicle Parking

1. Development in the City should be car-free except for designated Blue Badge spaces. Where other car parking (including motorcycle parking) is exceptionally provided it must not exceed London Plan standards.
2. No new public car parks will be permitted, including the temporary use of vacant sites.
3. Underutilised public car parks will be prioritised as sites for last mile delivery hubs and other alternative uses that support the delivery of the Transport Strategy. The redevelopment of existing public car parks for other land uses, including meanwhile uses, will be supported providing it is demonstrated that they are no longer needed for a transport-related function.
4. All off-street car parking facilities must be equipped with electric vehicle charging points.
5. New taxi ranks will only be permitted in key locations such as stations, hotels and large retail developments and where they do not conflict with other policies in the development plan. Off-street taxi ranks should be designed with a combined entry and exit point to minimise obstruction to other transport modes.

Reason for the policy

The City has excellent public transport accessibility and all development should therefore be car-free, unless it can be demonstrated that there are exceptional circumstances which justify limited car parking.

Designated parking must be provided for Blue Badge holders within developments in conformity with the London Plan requirements and must be marked out and reserved for their use.

The City's public car parks were mostly constructed during the 1960s. Some are now underused and may provide an opportunity for the provision of last mile delivery hubs or other transport-related infrastructure. Evidence will be required to demonstrate that a car park is no longer required for a transport-related purpose if conversion or redevelopment to an alternative land use is proposed.

Policy DM X: River Transport

1. Improvements to river piers, steps and stairs to the foreshore and other river-based transport infrastructure will be supported.
2. Walbrook Wharf is safeguarded as a river wharf and waste transfer site. The City Corporation will seek the reinstatement of Swan Lane Pier and development which prejudices this reinstatement will not be permitted.
3. All development within the City should consider use of the River Thames for the movement of construction materials and waste. Development adjacent to, or over, the river must be supported by a Transport Assessment and a Construction Logistics Plan addressing the potential of using the river for the movement of construction materials and waste.

Reason for the Policy

Walbrook Wharf is the only active river wharf in the City and will be retained as a waste facility and river wharf in line with the London Plan and the Mayor's Safeguarded Wharves Direction. The waste transfer site at Walbrook Wharf provides a means of removing domestic and commercial waste from the City by river, significantly reducing the need for road transport of waste. Subject to the need to retain capacity for efficient waste operations from this site, there may be potential to use Walbrook Wharf for freight logistics.

Additional use of the river either to transport construction and demolition materials or for deliveries and servicing would further reduce the need for goods vehicles on the City's streets, helping to alleviate congestion and pollution.

Swan Lane pier is a redundant pier and the City Corporation will seek its reinstatement. Applicants should liaise with the Port of London Authority regarding the operational and safety aspects of their proposals and with the Environment Agency regarding the impact of boat movements on biodiversity and river defences.

Policy DM X: Aviation Landing Facilities

Heliports will not be permitted in the City. Helipads will only be permitted where they are essential for emergency or security purposes.

Reason for the Policy

Heliports are not appropriate in the City because of the noise and disturbance that would be created by helicopters in such a densely developed area. In order to demonstrate a need for helipad facilities, it must be certified by the emergency services and shown that the need cannot be met elsewhere.

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Appendix 3 – draft policies on Walking, Cycling and Healthy Streets

Context

The Mayor of London, through the Mayor's Transport Strategy, has set out to significantly change the function of London's streets to reduce the dominance and negative impacts of motor traffic and enable walking, cycling and social interaction. The Healthy Streets Approach focuses on human health and uses evidence-based indicators to assess the street environment. These include ensuring people feel safe and creating street environments that enable people to choose walking, cycling and public transport instead of using the car. Good performance against each indicator demonstrates that individual streets are appealing places to walk, cycle and spend time.

The demands on the City's streets are increasing due to significant growth, fast-moving technological development and changing travel habits. In light of these factors, the City of London is developing a long-term Transport Strategy which will set priorities for how streets are used. The Healthy Streets Approach provides the framework for the City's Transport Strategy.



Figure XX: Indicators of Healthy Streets (source: Lucy Saunders)

Core Strategic Policy XX: Walking, Cycling and Healthy Streets

The City Corporation will work with partners to improve the quality and permeability of the City's streets and spaces to prioritise walking and cycling, improve accessibility and encourage more active modes of travel to, from and within the City by:

- Improving conditions for safe, convenient, comfortable and accessible walking and cycling, incorporating climate change adaptation;
- Expanding the cycle network across the City with the aim of ensuring that all properties are within 250m of the network;
- Increasing the number of pedestrian priority streets as part of the delivery of the 'superblock' approach set out in the City's Transport Strategy;
- Improving access routes and the public realm around stations, and between the stations and key destinations; and
- Implementing enhancements to the safety and appearance of streets and public realm in conjunction with restrictions to vehicular access, taking account of the needs of people with disabilities;

Reason for the policy

Cycling in the City increased by almost 300% between 1999 and 2017, although the rate of growth has slowed markedly since 2012. Pedestrian numbers have also risen in recent years as the City's workforce has grown. Over 400,000 pedestrians were counted on the City's streets during a survey in November 2017.

Improvements to conditions for safe, convenient and comfortable walking and cycling are required to improve the experience of people who already walk and cycle and encourage more people to use active modes of travel. Provision of necessary infrastructure is particularly challenging due to the City's historic street pattern and the significant demands for space on streets from the high volume of pedestrians, cyclists and servicing and other essential vehicles.

The Mayor's Transport Strategy seeks to enable more people to walk and cycle and reduce the use of and reliance on cars. Prioritisation of walking and cycling through reallocation of highway space is advocated where appropriate to reduce conflict between different modes of transport, and to create an environment where people choose to walk and cycle.

Through the City's draft Transport Strategy, the design and management of streets will reflect their position in the street hierarchy, as well as their function as places. The City will be divided into 'Superblocks', within which the streets will be designed and managed to limit motor traffic while maintaining access. Pedestrian priority streets will be introduced as part of the Superblock approach, with vehicles expected to give way to people walking. Traffic management and Healthy Streets plans for Superblocks will be rolled out on a phased basis.

An experimental safety scheme was introduced at Bank Junction in May 2017, which restricted traffic to buses and cycles only on weekdays between 7am and 7pm. Monitoring shows that the experimental scheme has achieved a significant reduction in casualties at this junction, while also reducing NO₂ emissions in the area. A decision on whether to make the experimental traffic orders permanent will be taken in September 2018. If confirmed, a wider series of highways and public realm enhancements, known as All Change at Bank, will be implemented during the Plan period to transform the look and feel of this key junction at the heart of the City.

Adaptation to the anticipated climate change in the City should include pollution reduction and mitigation. The Mayor's Healthy Streets Approach and the City's draft Transport Strategy seek to deliver improvements in air quality and reductions in emissions and noise from transport. The City Corporation is working with partners to ensure that the City's streets and the public transport system are resilient to the long-term impacts of severe weather and climate change.

Policy DM X: Pedestrian Movement

1. Developers should facilitate pedestrian movement by provision of suitable routes through and around new developments. The City Corporation will work with developers and owners to maintain pedestrian routes at ground level and the upper level walkway network around the Barbican and London Wall.
2. Development proposals should maintain, and wherever feasible provide for an increase in pavement widths to ensure that pavements are safe, comfortable and convenient for pedestrians.
3. The loss of a pedestrian route will only be permitted where an alternative public pedestrian route of at least equivalent standard is provided having regard to:
 - a. The extent to which the route provides for current and all reasonably foreseeable future demands placed upon it, including at peak periods;
 - b. The shortest practicable routes between relevant points.
4. Routes of historic importance will be safeguarded and where appropriate reinstated as part of the City's characteristic pattern of lanes, alleys and courts, including the route's historic alignment and width.
5. The replacement of a route over which pedestrians have rights with one to which the public have access only with permission will not be acceptable unless exceptional circumstances can be demonstrated.

6. Public access across private land will be encouraged where it enhances the connectivity, legibility and capacity of the City's street network. Spaces should be designed so that signage is not necessary, and it is clear to the public that access is allowed.
7. The creation of new pedestrian rights of way will be encouraged where this would improve movement and contribute to the character of an area, taking into consideration the existing pattern of pedestrian routes and movement and connections to neighbouring areas and boroughs where relevant.

Reason for this policy

The City's workforce is expected to increase significantly over the course of the Plan period to 2036, while visitor numbers are also anticipated to rise. Most journeys in the City are on foot, resulting in significant and increasing pressure on the pavements and the public realm at peak times in the morning, lunchtime and early evening. Figure XX illustrates forecast pedestrian flows across the City in 2026 during the am peak.

2026 Baseline scenario Morning peak (07:00 – 10:00)

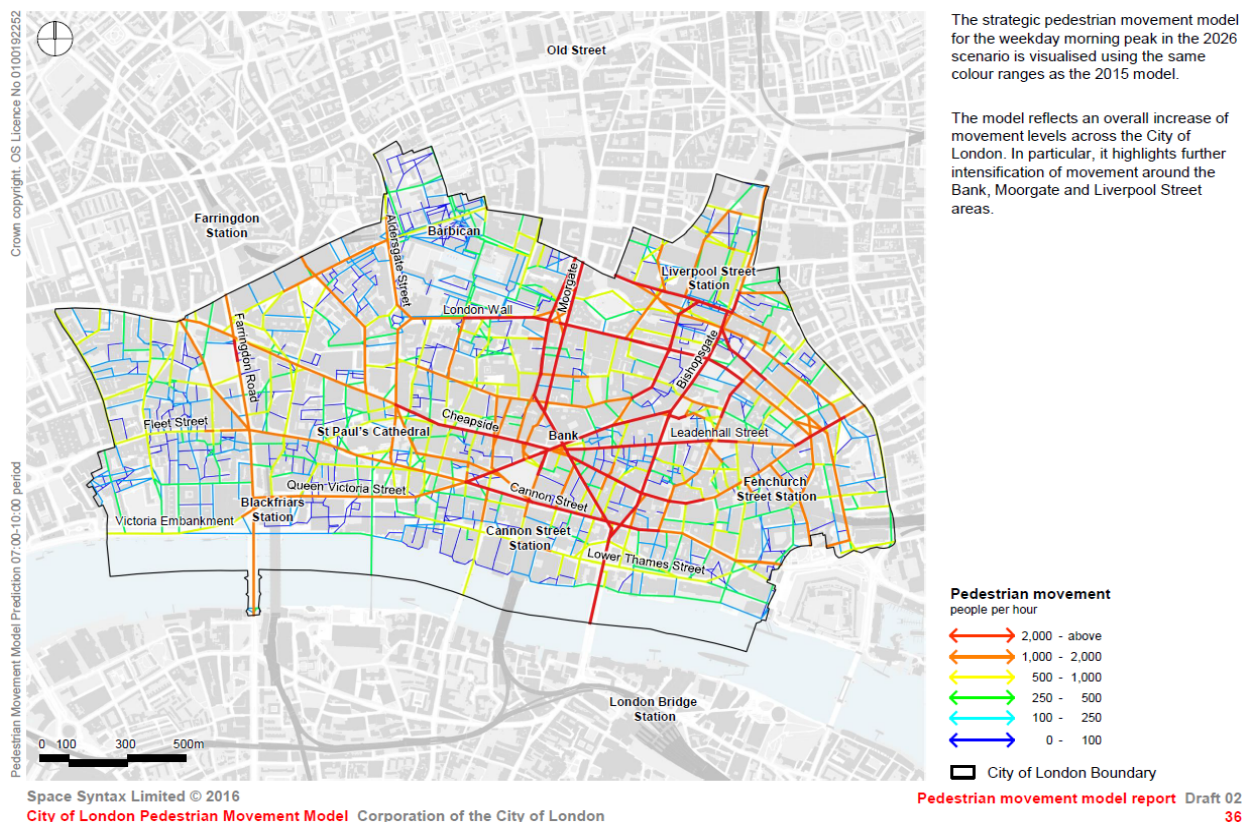


Figure XX: Forecast pedestrian flows in the City of London in the am peak in 2026

In light of the current and predicted demands on the City's streets and public realm, permeability and legibility are vital in order to accommodate pedestrians and enable efficient movement of people on foot and by cycle. Redevelopment schemes may provide opportunities to improve pedestrian safety and comfort, for instance by creating new routes or areas of open space, widening pavements and removing pinch points, or securing enhanced public access to private spaces and routes.

The City Corporation is promoting strategic measures to facilitate improved pedestrian movement, including timed closures and pedestrian priority where appropriate. The focus will be on the streets and routes that are busiest with people walking and where pavement width and pedestrian crossings are inadequate for current or forecast demand (see Figure XX). Additional detail is set out in the City of London's Transport Strategy.

[Map of proposed walking improvements to be inserted from the draft Transport Strategy]

The City's narrow streets and alleyways pose additional opportunities and challenges in terms of accessibility, way-finding and safety. Many of these are valuable amenity spaces and are of historic importance. Sensitive solutions will be sought where development would have an impact on these spaces to protect their setting and create high quality, accessible areas for all the City's users.

In considering proposals for new pedestrian routes, the City Corporation will ensure that routes are of adequate width, step-free and follow best practice in street design. Further details are set out in the City Public Realm SPD and accompanying Technical Manual.

Where new pedestrian routes are created or existing routes improved, the City Corporation will work with organisations such as the Active City Network and the Cheapside Business Alliance to provide information about routes to City workers, residents and visitors.

Policy DMX: Active Travel including Cycling

All major development must promote and encourage active travel through making appropriate provision for pedestrians and cyclists by:

- ensuring suitable access between the development site and pedestrian and cycle routes;
- incorporating sufficient shower and changing facilities, and lockers/storage to support walking and cycling.

Reason for this policy

Most of the City's employees journey into work via public transport, completing their journeys on foot. Pedestrians make up the majority of the road users in the City and

as such, provision needs to be made to facilitate safe and pleasant pedestrian movements and active travel.

A growing number of people are choosing to cycle through and around the Square Mile. Increased access to the East-West and North-South Cycle Superhighways enables cyclists to cross the City on safer strategic routes. This will be supplemented by a Citywide cycle network providing safe and attractive routes around the Square Mile and linking into cycling networks in neighbouring boroughs (see Figure XX). The provision of Quietways will offer continuous cycling routes linking key destinations via less heavily trafficked back streets. Additional cycling infrastructure should see an increase in the uptake of cycling as a way of travelling around as well as commuting into the City and help to achieve the aims of both City of London's Transport Strategy, and that of the Mayor of London.

[Map of proposed City cycle network to be inserted from the draft Transport Strategy]

New developments should provide shower and storage/locker facilities to encourage employees to engage in active travel modes. The City of London's Active City Network actively encourages employers to promote and support safer commuting. The provision of personalised travel planning by employers for their staff can be an effective way of helping to achieve this.

Developers will be required to contribute towards the enhancement of the public realm to encourage pedestrian and cycle travel, and towards the expansion of the City's cycle network if the development is likely to benefit from the provision of a nearby route. Contributions may be secured through s106 planning obligations and s278 highways agreements where such provision is necessary to mitigate the impacts of the development.

Policy DM X: Cycle Parking

1. Developments must provide on-site cycle parking, complying with London Plan standards.
2. All on site cycle parking must be secure, undercover and preferably enclosed.
3. Developments that include ground floor retail and take-away food outlets should provide appropriate off-street storage for cargo bikes and hand carts.

Reason for this policy

To encourage more people to cycle into the City and adopt active travel initiatives, developments are required to provide sufficient cycle parking to meet potential demand, including provision for non-standard cycles, as appropriate. A robust justification for failure to comply with London Plan standards will be required. This will be considered on a case by case basis as part of pre-application discussions.

Short-stay visitor cycle parking should be provided on-site alongside long-stay employee parking. If this is not possible because of the layout and configuration of the site, then on-street cycle parking nearby will be encouraged providing this does not obstruct pedestrian movement.

In order to facilitate last-mile deliveries by sustainable modes of travel, premises that include retail and take-away food outlets will be encouraged to provide storage space for cargo bikes and hand carts.

The Mayor's Transport Strategy seeks to ensure that on-street cycle facilities cater for the wide range of cycles used by disabled people.

This policy applies to the cycle parking provided within new developments. The City Corporation's Transport Strategy addresses public cycle parking and indicates that a Cycle Parking Delivery Plan will be published by 2020. This will review the availability and distribution of public cycle parking on and off-street to ensure it is sufficient to meet forecast demand.

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Appendix 4 – draft policies on Key Areas of Change

Thames Policy Area

Context

The River Thames is an iconic feature of London that forms the southern boundary of the City and plays a major role in its prosperity and everyday life. The riverside provides a breathing space from the busy environment which characterises the rest of the City, as well as a traffic-free walkway on the north bank of the Thames.

The River Thames serves several important functions, including as a corridor for freight and pedestrian transport, a tourism and recreational asset, a unique setting for views of the City and a Site of Metropolitan Importance for Nature Conservation. The City's topography, with the land rising from the riverside, means that most of the City is at relatively low risk from flooding. Nevertheless, this risk needs to be managed, particularly in the face of climate change.

The London Plan requires the City's Local Plan to designate, and ensure the maintenance of, a Thames Policy Area and to take account of emerging Maritime Spatial Plans prepared by the Marine Management Organisation. Policy CS XX sets out the policy considerations which apply to the whole of the City's riverside, as defined on the Policies Map. Further detailed guidance is provided in the City Corporation's Thames Strategy SPD. The City Corporation's Riverside Walk Enhancement Strategy sets out its plans for public realm enhancement along the riverside, and the riverside walk forms part of the Thames Path National Trail.

The River Thames changes character on its way through the City, as it does through London. It includes areas where very limited change is likely to occur, such as at The Temples. However, two areas, at Blackfriars and the Pool of London, have been identified as Key Areas of Change because they are places where regeneration is desirable and where there is potential for significant redevelopment and enhancement of existing buildings and the public realm during the Plan period. Policies relating to Blackfriars and the Pool of London follow the overarching policy for the Thames Policy Area.

Core Strategic Policy CSXX: Thames Policy Area

The unique character of the City's riverside, and its functional uses for transport and recreation, will be enhanced by:

1. Designating the Thames Policy Area and preparing and keeping under review a Thames Strategy SPD, which identifies the attributes of the area and gives guidance on development within this area.
2. Co-operating with neighbouring boroughs to develop a joint Thames Strategy for the central section of the River Thames.
3. Ensuring that buildings and spaces on or near the riverside contribute to sustainable economic growth and further the aims of the Riverside Walk Enhancement Strategy, particularly through:
 - (i) protecting public access and river views along the riverside walk and securing completion of the riverside walk at Queenhithe;
 - (ii) improving access to the River Thames and riverside walk from the rest of the City;
 - (iii) improving the vibrancy of the riverside by encouraging a mix of commercial and cultural uses and promoting office-led commercial development, while safeguarding heritage assets and biodiversity value;
 - (iv) supporting the Illuminated River project to deliver more sustainable bridge lighting and engage visitors with the River.
3. Supporting and safeguarding land for the construction of the Thames Tideway Tunnel.
4. Promoting the functional use of the River Thames and its environs for transport, navigation and recreation, particularly through:
 - (i) retaining Walbrook Wharf for waterborne freight traffic, including waste use and freight consolidation;
 - (ii) encouraging the use of the River Thames for the transport of construction and deconstruction materials and waste;
 - (iii) retaining Blackfriars Pier, and access to Tower Pier, and encouraging the reinstatement of Swan Lane Pier and the use of these facilities for river transport. Applications to remove these facilities will be refused unless suitable replacement facilities of an equivalent or higher standard are provided;
 - (iv) refusing development on or over the River, except for structures which specifically require a waterside location for river-related uses;
 - (v) resisting the permanent mooring of vessels; if moored vessels are exceptionally permitted they must be of national importance, have a special connection with the City and the River Thames, be used for a river-related purpose and not have a detrimental impact on navigation or the environment;

(vi) maintaining and enhancing access points to the River Thames foreshore, from both land and water, for public or private use as appropriate, subject to health and safety and environmental safeguards.

Reason for the policy

There are a range of different strategies and plans which affect the Thames including:

- The London Plan, which sets out strategic policies for the River Thames and requires the designation of a Thames Policy Area.
- The Thames Estuary 2100 Plan produced by the Environment Agency, which addresses flood risk and water quality issues.
- The Thames Vision produced by the Port of London Authority, which sets a framework for greater use of the River Thames between now and 2035 including targets for increased passenger and freight movements.
- The emerging South East Marine Plan produced by the Marine Management Organisation, which will provide a wider strategic context.

The City of London Thames Policy Area is designated as the part of the City where development and change could affect aspects of the river and its importance. Collaboration with neighbouring boroughs, the Environment Agency, the Marine Management Organisation, the Port of London Authority and the Mayor of London is essential to ensure that the strategies and plans for the river are realised.

The draft London Plan notes that no joint strategy currently exists for the central section of the Thames between Chelsea and Tower Bridge, and the City Corporation will work actively with neighbouring boroughs to help produce a joint Strategy.

A key infrastructure project is the development of the Thames Tideway Tunnel, which is a 25km tunnel running mostly under the tidal section of the River Thames through central London. It is intended to capture and divert storm overflows, including the Fleet Combined Sewer Outflow at Blackfriars, to Beckton Sewage Treatment Works to avoid discharging them into the river. Construction works started in 2016 and will run into the early 2020's.

The 'Illuminated River Project' is an art installation that involves the architectural illumination of bridges across central London. The project will animate the river and create further opportunities to develop the riverside walk for the enjoyment of visitors and London communities. The scheme will incorporate 15 bridges in total, of which six are partly or wholly in the City of London.

Blackfriars Key Area of Change

Context

The area contains a mix of uses, including offices, the City of London School, the Mermaid Events Centre, the Church of St Benet Paul's Wharf, a public Car Park, Blackfriars Millennium Pier and Blackfriars Station. Most development is post-war, with large footprint buildings, little or no active frontages and a lack of open space.

It is bounded by major through routes which generate pollution and are a barrier to pedestrian movement, separating the riverside walk from the rest of the City. Access to the riverside walk is limited at street level. Blackfriars Bridge forms an important connection between the City and Southwark and Blackfriars Station is a major Underground and Rail station.

There have been improvements along the Riverside Walk at Paul's Walk and the City Corporation's Riverside Walk Enhancement Strategy sets out plans for public realm enhancement along the riverside. Development of the Thames Tideway Tunnel will create a large new public space built out into the river west of Blackfriars Bridge. There are significant views of St Paul's Cathedral and the heights of new buildings are limited by strategic and locally protected views.

Core Strategic Policy CS XX: Blackfriars

The character and amenities of the Blackfriars Key Area of Change will be enhanced by:

1. Promoting substantial redevelopment or refurbishment of existing post-war buildings to provide new high-quality office and commercial accommodation with active frontages at ground floor level;
2. Implementing the Thames Tideway Tunnel project and creating a high-quality new public open space at Blackfriars Bridge foreshore;
3. Enhancing pedestrian permeability and accessibility, especially through improvements to and along the riverside and the provision of new and improved links across Upper Thames Street;
4. Encouraging cultural events, arts and play in public spaces;
5. Improving the quality of the public realm and identifying opportunities for urban greening and pollution reduction measures, particularly along Puddle Dock, Castle Baynard Street, White Lion Hill, Upper Thames Street and the churchyard of St Benet Paul's Wharf.

Reason for the policy

This area contains some post-war development which is underused and does not contribute to the context or setting of its location. Except for the area adjacent to Blackfriars Station, this part of the City lacks vibrancy and due to the road network is notable for a relative lack of pedestrian permeability. Blackfriars has been identified as a Key Area of Change to facilitate beneficial commercial redevelopment, although this may be a medium or longer-term option due to existing leasehold arrangements.

Baynard House is a large office site and data centre, which includes a public Car Park. It is key to the potential regeneration of Blackfriars, since redevelopment of this site would provide an opportunity to improve the quality of architecture and sense of place, to redesign the road network to reduce the dominance of vehicular traffic and to achieve direct pedestrian routes to the riverside.

Significant redevelopment would provide an opportunity for public realm improvements along Puddle Dock, Castle Baynard Street, White Lion Hill and Upper Thames Street, to reduce pollution and improve air quality. New active frontages will be sought as an integral part of any redevelopment. Pedestrian links across Upper Thames Street will be improved wherever possible to link the riverside to the rest of the City and to provide easier access to Blackfriars Pier. Proposals for redevelopment and the redesign of streets would be required to enhance the setting of St Benet's Paul's Wharf and improve it as a pleasant area to visit and dwell.

The public open space created by the Thames Tideway Tunnel project at Blackfriars Bridge, will introduce additional greenery to the riverside and will bring more activity to the area by providing a new place for relaxation and recreation. This space will include a viewing terrace, civic space, green terraces, and a venue for outdoor events and public artwork. The riverside walkway will be improved by links between the new open space, Blackfriars Bridge and Paul's Walk and enhancements to the pedestrian route between Blackfriars Bridge and Millennium Bridge. There is potential to enhance heritage assets and their setting by increased pedestrian permeability and there will be new views of Blackfriars Bridge and this part of the City from the new open space.

Pool of London Key Area of Change

Context

The area is the heart of what was once a major port which now contains predominately office, hotel and commercial uses, with some residential use and small-scale retail adjacent to the Tower of London. There are no tube or train stations within the area but it is well served by public transport just outside the area, including London Bridge Station, Tower Hill and Monument Underground Stations, Tower Gateway DLR Station and the bus route along Eastcheap.

River passenger services operate from Tower Pier. Lower Thames Street acts as a significant barrier to pedestrian movement to and from the rest of the City and air quality is very poor. The opening of London Bridge staircase has encouraged more pedestrian movement between the Riverside Walk and London Bridge, however the public realm is tired and uninspiring and does not reflect the importance of this area. There is limited retail or ground floor vibrancy in this area.

The building stock is a mix of offices, and listed buildings, with modern residential and hotel development to the east. St Magnus the Martyr Church, All Hallows by the Tower Church and Custom House are Grade I listed, Adelaide House, Old Billingsgate Market and Custom House Quay, cranes and stairs are Grade II listed. Listed buildings and their key features should be enhanced. The eastern part of this area is within the local setting of the Tower of London World Heritage Site. The height of new buildings is limited by strategic and locally protected views.

A number of buildings are likely to be vacated in the short term, providing an opportunity for redevelopment, enhancement of heritage assets and/or refurbishment and public realm improvements. The aim is to achieve a City riverside which complements that on the Southbank of the Pool of London.

The riverside walk forms part of the Thames Path National Trail and the River Thames is designated as a Site of Metropolitan Importance for Nature Conservation. Minimisation of flood risk and respect for the riverside's rich archaeological and ecological heritage, are important considerations in this area. The area beneath Billingsgate Market and Billingsgate Bathhouse are Scheduled Ancient Monuments.

Core Strategic Policy CSXX: Pool of London

The Pool of London Key Area of Change will be regenerated through the refurbishment and redevelopment of building stock and the delivery of significant public realm improvements:

1. Enabling office-led redevelopment or refurbishment of the existing building stock, including the provision of uses which are complementary to, and do not detract from, the primary business function of the City.
2. Requiring and encouraging increased vibrancy and active frontages at ground floor level, through the provision of retail, leisure and cultural uses on the river

frontage. New publicly accessible roof terraces and spaces will be required, where they offer good river views and do not impact adversely on the amenity of occupiers or nearby residents.

3. Encouraging the provision of cultural events, arts and play in public spaces along the riverside, where they enhance public areas.
4. Improving transport connections and pedestrian links by:
 - a. improving existing and creating new crossing points and improving wayfinding over Lower Thames Street;
 - b. improving signage to and from the Pool of London to the Tower of London;
 - c. improving the servicing of buildings through the development of shared servicing bays and access points and collaborative management;
 - d. restricting vehicular access to the riverside walk with the removal of private car parking areas upon redevelopment.
5. Enhancing public realm and public spaces by:
 - a. enhancing the Riverside Walk to create a continuous riverside park and walkway free of traffic between London Bridge and Tower Bridge and ensuring that pedestrian routes are accessible to all;
 - b. identifying opportunities for pollution reduction measures and additional greening and planting within the public realm and requiring greening of buildings on redevelopment;
 - c. seeking additional public space and play facilities.

Reason for the policy

The Pool of London provides a visual gateway to the City of London from the Thames and to the historic port of London. A number of the existing buildings are likely to become vacant in the short term and this provides an opportunity to regenerate the area to provide a high-quality environment for businesses, visitors and residents.

The area is predominantly commercial in character and this predominance will continue through encouragement of office-led commercial development. Existing post-war buildings could be redeveloped or refurbished to provide high quality office space or other commercial activities where these are compatible with the business City. Listed buildings and their key features should be enhanced. There is potential to provide interpretation of the historic development of the area, its relationship with the original site of London Bridge and the significance of the riverside. The priority should be for office use, but there is also potential for complementary commercial and cultural uses compatible with the special interest of heritage assets and to encourage interpretation and public access to historic interiors.

Retail, cultural and leisure uses will be encouraged at ground floor level throughout the Pool of London to increase vibrancy and provide active frontages.

Redevelopment and refurbishment offer the opportunity to revisit existing servicing strategies which have been developed on a site by site basis. Developers will be

encouraged to work with adjoining land owners to deliver shared servicing strategies and to minimise movements onto Lower Thames Street.

Despite its significance, the Pool of London is relatively isolated from the rest of the City by Lower Thames Street. Existing crossing points across Lower Thames Street will be improved and new crossing points created to encourage greater movement between the riverside and the rest of the City. Where possible, historic routes between the river and other areas of the City will be introduced or reinstated through the redevelopment and refurbishment of buildings.

The City Corporation will work with existing landowners and developers to design and deliver substantial improvements to the public realm along the riverside walk and routes to and along Lower Thames Street, working closely with Transport for London. Additional greening and open space will be encouraged, with tree planting in appropriate locations.

As well as delivering improvements in accessibility, vibrancy and public realm at street level, the City Corporation will encourage the provision of new, publicly accessible roof terraces and viewing areas through building redevelopment or refurbishment.

Aldgate and Tower Key Area of Change

Context

The Aldgate and Tower area is positioned in the east of the City between the City's cluster of tall buildings and London's East End. The southern edge of the area is adjacent to the Tower of London.

The area contains a varied mix of uses, including offices, Sir John Cass Primary School, Mansell and Middlesex Street housing estates, part of Petticoat Lane market and hotels and tourist activity associated with the Tower of London and Tower Bridge. There have been considerable improvements to the area in recent years, with the Aldgate gyratory being removed, a new square with a café and toilets created and public realm improvements implemented.

Major hotel and office development is under construction on Minories. There are proposals for redevelopment of the Mansell Street Estate and several large office sites currently have development potential. Petticoat Lane Market, a major tourist draw in the area, is undergoing public realm enhancement as well as being rebranded. These proposals and opportunities will impact on the use and environment of the area.

The Chinese Embassy will be moving to Royal Mint Court just outside of the City boundary and this may lead to further diplomatic and commercial interest in this area. The Elizabeth Line stations at Liverpool Street in the City and at Whitechapel in Tower Hamlets are both within walking distance of Aldgate; improved pedestrian connectivity should be encouraged to help enable development interest in the area.

Core Strategic Policy CSXX: Aldgate and Tower

The Aldgate and Tower Key Area of Change will be promoted as a mixed-use area, which balances the competing needs of residents, workers and visitors, by:

1. Promoting office-led commercial development to assist in the further regeneration of the area. Diplomatic use and associated commercial activity will be encouraged.
2. Identifying and meeting residents' needs, utilising a range of funding sources to:
 - maximise training, education and employment opportunities for residents;
 - maximise opportunities for delivering health, community and educational services and facilities for residents, particularly in the Aldgate Square area;
 - create additional publicly accessible open space and additional accessible play space for children;
 - encourage local retail facilities;
 - facilitate the redevelopment of the Mansell Street Estate re-providing existing social housing alongside additional residential units, improved levels of air and noise pollution, community facilities and good quality open and play spaces.

3. Recognising the benefit and managing the impact of visitors to the area by:
 - encouraging cultural events, arts and play in public spaces, particularly in
 - working in partnership with the London Borough of Tower Hamlets, market traders and other stakeholders to enhance Petticoat Lane Market and improve the visitor experience;
 - permitting a limited amount of additional hotel provision on appropriate sites;
 - managing the impact of tourist attractions in the area to minimise disturbance to workers and residents
4. Improving transport connections and pedestrian connectivity by:
 - implementing improvements to street-level interchange between Fenchurch Street and Tower Hill/Tower Gateway stations, and exploring the feasibility of a direct interchange route;
 - improving Aldgate Bus Station to deliver better access for pedestrians to and from community facilities, housing estates, open spaces and retail facilities;
 - encouraging pedestrian routes and permeability through large development sites, particularly the Mansell Street Estate;
 - improving signage for visitors from Liverpool Street to Tower Hill and from Aldgate to Cheapside
 - enhancing links to the riverside walkway and the Tower of London;
 - enhancing the north-south walking route between Tower Hill and Aldgate along Vine Street.
5. Enhancing the public realm and open spaces by identifying opportunities for urban greening schemes, congestion and pollution reduction measures, particularly in the vicinity of Sir John Cass School and Middlesex Street and Mansell Street Estates.

Reason for the policy

Until relatively recently, Aldgate was not as attractive for business investment as other parts of the City due to traffic levels, pollution and a lack of street-level activity. The City Corporation and its partners have sought to regenerate Aldgate by stimulating beneficial redevelopment and investing in a programme of environmental and public realm enhancements.

While there have been significant improvements, most notably the removal of the Aldgate gyratory and the creation of Aldgate Square the Aldgate and Tower area contains major through routes and parts of the area still suffer with associated congestion and poor air quality. The townscape around Tower Gateway is particularly affected by severance issues because of the road and rail networks, and there is currently little to entice visitors going to the Tower of London to explore this part of the City more widely. Residents living on the Mansell and Middlesex Street

Estates have lower levels of income, employment and education, skills and training than others in the City.

Identifying this area as a Key Area of Change will assist in guiding further enhancement of the area during the lifetime of this Plan. There is likely to be further commercial development, especially through the refurbishment or redevelopment of older buildings in the area. The redevelopment of the Mansell Street Estate is expected to be one of the largest residential schemes in the City during the Plan period and presents a challenge in terms of the re-provision of existing social housing at equivalent rents and service charge, achieving a good quality residential environment at high densities and reducing residential exposure to air (and noise) pollution. The area will also experience increased tourism activity, in line with the continued increase in tourist numbers in London as a whole.

Development in the Aldgate and Tower area should enhance the appearance and vibrancy of the area and will need to balance the interests of the residents who live in the area, particularly regarding air and noise pollution, with the increased cultural and commercial activities.

Policy CS XX will be implemented through the determination of planning applications, the implementation of City Corporation strategies and projects, and working in partnership with a wide range of organisations.

Key partners include the London Borough of Tower Hamlets, which is working with the City Corporation to rejuvenate Petticoat Lane Market; TfL, which manages Aldgate Bus Station, Aldgate and Tower Hill Underground Stations and Tower Gateway DLR Station; The Aldgate Partnership, which represents businesses and other stakeholders and is seeking to establish a cross-boundary Business Improvement District (BID); and Historic Royal Palaces, which manages the Tower of London World Heritage Site.

City Cluster Key Area of Change

Context

The east of the City has the highest density of business activity in the City containing a cluster of tall buildings which form part of a distinctive skyline. It comprises an agglomeration of offices in banking and insurance use and increasingly a wider range of technology, legal and business services.

Protected views considerations allow for the construction of tall buildings on appropriate sites in the Cluster area. Recognisable and iconic tall buildings, including the Gherkin and the Leadenhall Building have been constructed over the past 15 years and a number of significant tall buildings are under construction. There are further tall buildings that have been permitted but not yet commenced. Employment in the Cluster could increase from approximately 115,000 today, to over 200,000 once all current permissions are built out and occupied.

Projected employment growth will lead to a significant increase in footfall on streets that are already crowded at peak times. This concentration of activity will require new approaches to freight and servicing, including the use of physical and virtual consolidation.

The Cluster is not only a significant employment and tall buildings location, it contains a number of heritage assets, including Leadenhall Market which provides a key retail use in the heart of the cluster and a valuable contrast to the modern development that surrounds it. The St Helen's Place Conservation Area contains the churchyards of St Helen and St Ethelburga, providing open space and respite for workers. The cluster also forms the focus of the annual Sculpture in the City exhibition and attracts visitors to its contemporary and historic architecture.

The City Cluster Key Area of Change will accommodate a significant growth in office floorspace and employment, together with complementary land uses, transport, public realm and security enhancements, by;

1. Increasing the provision of world class buildings that are sustainable and offer a range of office floorspace accommodation to cater for the needs of varied office occupiers.
2. Delivering tall buildings on appropriate sites, including the Strategic Opportunity Site shown on the diagram. These should make a positive contribution to the City's skyline, conserving heritage assets and taking account of the effect on the wider London skyline and protected views.
3. Protecting the City's businesses, workers, residents and visitors against crime and terrorism by promoting the natural surveillance of streets, open spaces and buildings and implementing area-wide security measures, funded in part through s106 planning obligations.
4. Enhancing the streets, spaces and public realm to improve connectivity into and through the Cluster, and prioritising pedestrian movement during the daytime in key streets such as St Mary Axe, Leadenhall Street and Lime Street.
5. Ensuring the provision of high quality utilities and communications infrastructure and efficient use of the subsurface through early engagement and joint working between developers and utility providers.
6. Introducing new approaches to freight and servicing and delivering improvements to public transport to ensure the City Cluster can accommodate the planned level of growth.
7. Improving access to retail, leisure, cultural, health and educational facilities and services by encouraging a range of complementary land uses, ensuring active frontages at ground level and supporting activities such as 'Sculpture in the City'.

Reason for the policy

The City Cluster has been identified as the area within the City that is most suitable for tall buildings because of the opportunity sites and relative lack of constraints. The spatial extent of the Cluster has been informed by technical work undertaken to develop the City's 3D modelling, which shows that there is scope for further tall buildings although not every site within the Cluster will be suitable. Market demand for new office space in this area has remained high and a large proportion of the office development pipeline is within the City Cluster. The resulting increase in floorspace

and employment will inevitably put more pressure on public transport, streets, open spaces and services.

Office development within the City Cluster will be expected to deliver flexible floorspace to meet the needs of a range of occupiers and ensure the City's stock is resilient and ready to respond to changes in the market. While all forms of development should be of high quality design, tall buildings by their nature have an impact on the wider London skyline and it is important that they enhance the overall appearance of the Cluster on the skyline while also having a successful relationship with the space around them at ground level. The Strategic Opportunity Site has potential to accommodate a significant uplift of floorspace in an area less sensitive to heritage and protected views considerations.

The intensification of tall buildings will have cumulative environmental and transport impacts which need to be carefully managed. Individual proposals for new tall buildings will need to take account of these cumulative impacts, especially the need to maintain and enhance the provision of public open space around the building, to ensure safe and comfortable levels of wind, daylight and sunlight, solar glare and solar convergence, and to implement efficient servicing and deliveries arrangements.

The City Corporation is working with businesses and stakeholders to address the challenges facing the City Cluster. During the Plan period strategic improvements to key streets and spaces will create a better connected and more rewarding pedestrian experience. Proposals include timed or permanent closures of certain streets to create a pedestrian priority core, wider pavements and improved crossings, which would enable consequential public realm improvements such as more greenery and space for cultural and seasonal events. The Eastern City Cluster Area Enhancement Strategy provides further details about these proposals, including an indication of potential design proposals.

Area-wide security measures will be implemented, including the Anti-Terrorism Traffic Regulation Order, to reduce the risks associated with high-profile buildings and increasingly crowded streets. Developers will be required to contribute towards the design and implementation of area-wide security through s106 planning obligations proportionate to the scale of the development. Area-wide approaches to servicing and deliveries will also be promoted, for instance the use of physical and/or virtual consolidation measures.

Active frontages and complementary land uses will be encouraged to enhance vibrancy and viability, extending to weekends to diversify the City, its economy and community.

Fleet Street Key Area of Change

Context

The Fleet Street area is the former home of the press but has changed in character since they moved out. The western extent of the area comprises the legal precincts of the Inner and Middle Temples and adjoins the Royal Courts of Justice in the City of Westminster. Fleet Street is a Principal Shopping Centre (PSC) with retail frontage along its extent, although most units are small and cater principally for the lunchtime market. The street forms the spine of the Fleet Street Conservation Area and has numerous listed buildings. Protecting and enhancing this heritage will be a key consideration guiding future change. Fleet Street is part of the processional route through the City from Westminster and provides iconic views of St Paul's Cathedral. Fleet Street is heavily trafficked, with narrow, often congested, footways but there is a strong sense of place resulting from the spaces and the architecture.

Significant occupational change in major buildings is expected in the short to medium term as existing occupiers relocate to other buildings. There is an opportunity to promote regeneration of the area through appropriate development or refurbishment of key buildings providing links both north and south of Fleet Street to Holborn and the River Thames. The City Corporation, in partnership with the Ministry of Justice, is developing proposals for a new court building and police facilities at Fleetbank House which will complement the legal cluster and stimulate further investment in this area.

Core Strategic Policy CSXX: Fleet Street

The character and function of the Fleet Street Key Area of Change as a centre for judicial and related business, a key processional route and a Principal Shopping Centre will be promoted by:

1. Development of new court facilities and City of London Police station, having regard to the impact of the development and associated security considerations on:
 - a. The need to protect and enhance the Fleet Street Conservation Area and heritage assets;
 - b. The need to retain retail provision within the Fleet Street Principal Shopping Centre;
 - c. The need to ensure security of buildings for police and court use.
2. Continued protection of existing office use in the area, whilst encouraging the provision of flexible spaces and complementary uses in appropriate locations.
3. Directing further residential development to appropriate sites off principal streets to reinforce the existing residential cluster, ensuring a high quality of residential amenity.

4. Encouraging extension of retail activity within the Principal Shopping Centre into the evening and weekends, whilst retaining a focus on A1 uses.
5. Enhancing the public realm and open spaces by:
 - a. Improving and increasing the capacity of pavements along Fleet Street;
 - b. Enhancing the courts and alleyways that lead off Fleet Street and churchyards that are located in the area.
 - c. Delivering additional greening on streets and open spaces and encouraging the greening of buildings, where this is compatible with heritage considerations.

Reason for the policy

Fleet Street is an iconic location with a name synonymous with the UK newspaper industry. However, the newspapers that occupied Fleet Street have moved out to be replaced with commercial office occupiers. The area is an established legal cluster in the City, focused on the Temples and the Royal Courts of Justice within the City of Westminster. The area is identified in the London Plan as a CAZ Legal Area.

The City Corporation in partnership with the Ministry of Justice has proposed a new flagship court facility for London to tackle cybercrime, fraud and economic crime. The proposed new court and police station will need to be consistent with the requirement to protect and enhance heritage assets in the Fleet Street area and the protection of retail uses within the Fleet Street PSC, whilst addressing the need for security and secure access.

The Fleet Street area contains a mix of large modern office developments and smaller scale historic buildings more suitable for SME use. This commercial office focus will remain. Over the short to medium term, several major office occupiers are expected to relocate to other sites in the City. The City-wide presumption in favour of protecting office uses will continue to apply, but heritage and views constraints may limit opportunities for redevelopment of larger sites. Consequently, there may be potential for more flexible use of some buildings whilst retaining a predominance of commercial use, allowing uses which complement the City's business focus.

The area contains an existing residential cluster to the north of Fleet Street, with a number of upper floors of buildings on Fleet Street itself converted to residential in recent years. However, Fleet Street suffers from noise from commercial and retail activities, traffic and poor air quality. To ensure a high quality of residential amenity, new residential development in this area will be directed to sites away from principal streets, where the potential for noise disturbance and exposure to poor air quality can be minimised.

The PSC is an important aspect of Fleet Street that provides vibrancy along its length. To strengthen the PSC, it should continue to focus on A1 uses, but also look to extend its retail offer into the evenings and weekends.

The Fleet Street area has a strong cultural offer with attractions ranging from Dr Johnson's House to the St Bride's Institute, the Bridewell Theatre and the historic churches of St Brides and Temple Church. These attractions help draw visitors to the area, which support the PSC.

Fleet Street offers a poor public realm as it is heavily trafficked and has narrow footways that are congested particularly during peak hours and lunch times. There is limited greenery along Fleet Street. There is scope to enhance the public realm and achieve a better balance between motor vehicles and pedestrians. Improvements to the public realm will deliver benefits to the area as well as improve air quality and provide more quiet areas in the network of courts and alleyways behind Fleet Street. St Brides Churchyard is one of the largest public spaces in the Fleet Street area and has significant potential for enhancement.

Smithfield and Barbican Key Area of Change

Context

The Smithfield and Barbican Key Area of Change is a vibrant area that contains:

- the highest concentration of residential units in the City, including in the Barbican and Golden Lane estates (39%) and Smithfield (principally Bart's Square);
- a cultural quarter, known as Culture Mile, focused on the Barbican and Museum of London, which is recognised in the London Plan as a strategic cultural area;
- St. Bartholomew's Hospital, which is a regional hospital and specialist cardiac and cancer centre.
- Smithfield Market and General Market, a major London wholesale market.
- Many heritage assets including listed buildings of diverse periods, scheduled ancient monuments and historic parks, gardens and spaces.

This part of the City will undergo significant change and development over the life of the Local Plan with the delivery of the Culture Mile initiative, including relocation of the Museum of London to Smithfield and the potential development of a new Centre for Music on the site of the existing Museum of London (subject to further investigation). It is possible that Smithfield Meat Market will move from its current location in this period and alternative uses will need to be found for the historic market buildings.

In 2019, the Elizabeth Line will open, with a station entrance at Lindsey Street and another on Moorgate, significantly increasing public transport provision to the area and resulting in increased pedestrian flows to and from these stations, Culture Mile and the rest of the City.

Core Strategic Policy CSXX: Smithfield and Barbican Key Area of Change

The City Corporation will improve the Smithfield and Barbican area by:

- implementing the Culture Mile initiative, including delivering art and cultural attractions and public realm improvements through the Culture Mile Look and Feel Strategy.
- ensuring the retention and improvement of pedestrian permeability and connectivity through large sites such as Smithfield Market, Golden Lane and Barbican (including at high walk level) whilst preserving privacy, security and noise abatement for residents and businesses;
- identifying and meeting residents' needs in the north of the City, including the protection and enhancement of residential amenity, community facilities and open space;
- seeking to minimise pollution levels through traffic management measures and increased green infrastructure in the public realm and on buildings;
- requiring improvements to pedestrian and cycle routes, including for disabled people, within and through the north of the City.

Reason for the policy

The Smithfield and Barbican area contains a very diverse range of uses, including commercial offices, retail, market, cultural, hospital and residential, which attract large numbers of people to the area. During the life of this Plan, relocation of the Museum of London from its current site on London Wall to Smithfield, potential development of a Centre for Music on the Museum of London's current site, possible relocation of Smithfield Market and implementation of a range of cultural and artistic activities and buildings through Culture Mile, will see a substantial increase in visitor numbers to this part of the City and enhance the area's attractiveness for businesses, residents and visitors. The opening of the Elizabeth Line in 2019, linking to national rail and tube lines, will make this area one of the most accessible locations by public transport in the country, again resulting in increased pedestrian flows.

This policy will enable the maintenance and improvement of the public realm, improved amenity, design and movement, for the benefit of workers, residents and visitors, to maintain a pleasant environment and manage the large volumes of people and activities. Due to the high level of residential use in this area and the hospital, improving air quality is important to protect the health of the residents and patients.

Culture Mile

Culture Mile is a unique collection of arts, cultural and educational organisations in the north of the City which has been created through a partnership of the City of London Corporation, the Barbican Arts Centre, Guildhall School of Music and Drama, the London Symphony Orchestra and the Museum of London. Culture Mile is centred on the Barbican and runs from Farringdon to Moorgate on the east-west axis and from St. Luke's London Symphony Orchestra Centre to St. Paul's Cathedral on its north-south axis. The Barbican area has been identified as a Strategic Cultural Area in the London Plan.

Core Strategic Policy CSXX: Culture Mile Implementation

The City Corporation will promote and protect Culture Mile as the City's main cultural centre and world class cultural destination, by encouraging and supporting:

- the relocation of the Museum of London to Smithfield;
- the potential development of a new Centre for Music on the current site of the Museum of London on London Wall;
- shared working with the London Borough of Islington to ensure the change and development around Culture Mile benefits local communities through improved access to cultural enrichment, education, skills and employment opportunities;
- improvements to Beech Street to reduce the volume of vehicle traffic, improve air quality and increase amenity and vitality;
- provision of cultural facilities and uses within buildings and the public realm, where appropriate, and where the amenity of surrounding uses is not significantly compromised;
- encouraging the provision of spaces and premises suitable for start-ups, digital and creative industries;
- strengthening of routes, way finding, lighting and signage throughout the area and the links with the rest of the City in a co-ordinated manner;
- public realm improvements to address increased pedestrian flows and visitor numbers to, from and within Culture Mile and which provide a specific identity for Culture Mile.

Reason for the policy

Culture Mile has been identified to guide cultural and creative activity within this part of the City, including potential development in the area during the life of the Plan. It will build on and promote the wealth of the City's cultural attractions to a wider audience. The opening of Elizabeth Line stations will contribute to the development of the area.

An important element of the emerging proposals for Culture Mile is the identification of movement spines, including a key route from the proposed Museum of London site, along Long Lane and Beech Street. Significant improvements to the public realm and traffic reduction measures, particularly through Beech Street Tunnel, will be progressed to support increased pedestrian flows and the provision of cultural activity on street. Public realm improvements will be sought as development opportunities arise.

To deliver its ambitions for Culture Mile, the City Corporation is aiming to create a distinctive look and feel to unify the area, which allows for the provision of art installations and activity in the public realm.

The City Corporation and partners have commissioned research to consider the contribution made by creative industries in and around Culture Mile to the City's economy and the potential for growth of this sector as part of the Culture Mile initiative.

Core Strategic Policy DMXX: Culture Mile Impacts

The City Corporation will protect the amenity of residents and occupiers, the integrity of historic and listed buildings and structures and the flow of traffic and access to premises for service vehicles affected by Culture Mile:

- considering the impact of noise-generating uses, particularly night-time activities on residents and business occupiers when granting planning permissions;
- requiring the installation of noise mitigation measures in developments and spaces to minimise disruption where appropriate;
- requiring development and cultural activities to preserve and enhance the existing historic integrity of historic buildings, structures and spaces. and conservation areas;
- allowing suitable architectural lighting of buildings and spaces, consistent with their heritage status, the amenity of occupiers and the requirements of Culture Mile;
- ensuring public realm and open space improvements, and temporary and pop-up stalls and events do not impede the efficient flow of people and essential vehicles.

Reason for the policy

Culture Mile will be a vibrant place with large numbers of people and significant activity during the day and night. This level of activity will impact on residents and workers as well as the movement of people and traffic and therefore mitigation measures need to be considered alongside project implementation.

Smithfield

The Smithfield area has over centuries developed a distinctive mixed-use character and townscape and contains the designated Smithfield Conservation Area. It is characterised by the wholesale Smithfield Meat Market, the General Market and St Bartholomew's Hospital complex and supports a range of other land uses, including residential, offices, retail, leisure and night-time entertainment. The Smithfield Market buildings are an important historic asset that will be enhanced by the Museum of London moving into the General Market building in Farringdon Street. There is also a possibility that Smithfield Meat Market will relocate to a consolidated wholesale market site along with Billingsgate and New Spitalfields Markets during the Plan period.

Core Strategic Policy CSXX: Smithfield

The City Corporation will protect and enhance the distinctive mixed-use and historic character of Smithfield by:

- supporting the continued presence of St. Bartholomew's Hospital;
- supporting the continued presence of Smithfield Meat Market in the short to medium term and ensuring that any future re-use of the market buildings maintains and enhances their heritage value;
- further enhancing the distinctive character of the Smithfield area by retaining existing buildings, and encouraging appropriate new development, suitable for accommodating a mix of uses;
- recognising the particular challenges which will result from the 24-hour, 7 day a week character of the area;
- supporting continued connections to the Citigen combined cooling heating and power (CCHP) network and ensuring that, where feasible, all new development is designed to enable connection to the CCHP network.
- ensuring new activities and developments do not adversely affect traffic movement, the operation of businesses and amenity of residents.
- Providing for, and supporting, improved pedestrian permeability and public realm enhancements across the area to accommodate increased pedestrian flows arising from the Elizabeth Line and the Museum of London relocation.

Reason for the policy

The relocation of the Museum of London to Smithfield, the opening of the Elizabeth Line in 2019 and development of Culture Mile activities, will result in a significant increase in pedestrian and visitor numbers which will place further pressure on the public realm. Improvements to the public realm will be required to ensure that increased movement can be accommodated. At the same time, it is important that

new activities do not adversely affect the amenity of existing business and residents, the continued operation of St Bartholomew's Hospital or impact on the area's historic and mixed-use character.

The City Corporation has carried out a strategic review of its 3 wholesale markets, Smithfield, Billingsgate and New Spitalfields. A decision has been taken in principle, subject to feasibility and consultation, to consolidate the wholesale markets onto a single site. Consultants were appointed in July 2018 to manage the process of identifying a suitable site. As a result, it is likely that Smithfield Meat Market will move from its current location at some time in the latter part of the Plan period. Policy therefore needs to continue to protect the existing location and operation of the Market in its current location, but also make provision for future movement of the Market and provide guidance on future potential uses of the market buildings which enhance their historic interest.

Moorgate - Liverpool Street Key Area of Change

Context

The Moorgate - Liverpool Street area stretches from the City border with Shoreditch to the north east, to the Barbican and Culture Mile to the west and the City Cluster to the south. It is an area that will experience extensive change with the opening of the Elizabeth Line in 2019 and the completion of significant new office floorspace and retail and leisure facilities which are currently under construction or progressing through the planning process.

Liverpool Street is the gateway to the City for the East Anglia – as well as being a multi-line tube station. The Elizabeth Line will provide fast, easy access from the west including the West End, Heathrow and beyond, linked to Moorgate station which already serves stations to the north of London. The increase in passengers and pedestrians in this area facilitated by the Elizabeth Line brings challenges and opportunities: challenges in terms of additional people on already heavily used streets; opportunities in terms of increased accessibility for businesses and greater demand for the growing retail and leisure sector.

The area provides as a gateway to 'Tech City' focussed on Old Street, Shoreditch and Spitalfields, and there are further opportunities to develop tech-related activity in the City and its fringes. Facilitating office space suitable for such businesses - affordable, collaborative, and available for short periods of time – will enhance the local business eco-system and strengthen the City's reputation as a centre for start-ups and the tech industry. Links could be further developed between the creativity of the Culture Mile and Tech City, enhancing the creative eco-system.

Core Strategic Policy CSXX: Moorgate-Liverpool Street

The City Corporation will enhance the Moorgate-Liverpool Street area to take advantage of the opportunities presented by the opening of the Elizabeth Line and the redevelopment of the Broadgate estate by:

- Accommodating the increased footfall by enhancing walking routes and, improving wayfinding and by maintaining and enhancing links to the Highwalk network.
- Providing active frontages and clear signposting that reflects the area's position as a gateway to the Culture Mile.
- Encouraging the development of flexible and collaborative office space to meet the needs of potential start-ups, businesses growth and the development of the tech eco-system. Collaboration between creative industries in Culture Mile and emerging tech industries will be promoted.
- Facilitating linkages between business, the creative sector and educational institutions.

- Encouraging the extension of retail and leisure activities into the evenings and weekends while managing the potential impacts associated with the night-time economy.
- Enhancing the environment of, and routes to, Petticoat Lane Market and links to Whitecross Street and Spitalfields markets.
- Improving the safety and capacity of pedestrian routes around Moorgate and Liverpool Street Elizabeth Line stations, and between the stations and key destinations.

Reason for the policy

The Moorgate-Liverpool Street area is undergoing significant transformation through redevelopment and refurbishment of the Broadgate Estate and surrounding streets, the opening of the Elizabeth Line in 2019, and significant intensification in the City Cluster to the south. These changes are bringing greater footfall, greater vibrancy and activity seven days a week, thereby enhancing the desirability of the area as a business, retail and leisure destination. The Broadgate Estate is currently developing a more 'outward looking' character and this is expected to continue, alongside further improvements to permeability.

Where suitable funding is available, the City Corporation will support such change through public realm and improvement to streets and pedestrian routes. The draft Transport Strategy indicates that the area around Moorgate and Liverpool Street stations will be prioritised for improvements, together with the routes between these stations and key destinations such as the City Cluster.

Alongside these changes, encouragement will be given to the provision of space suitable for start-ups, technology-based companies and creative industries, including the provision of flexible accommodation suitable for these sectors and growing businesses. This will reinforce established links between the area and the Old Street/Shoreditch/Spitalfields 'Tech City' and will exploit the opportunities presented by Culture Mile to enhance the creative ecology of this part of the City.

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