

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.