

# 14. The Temples, the Thames Policy Area and the Key Areas of Change

## 14.1 Policy TP1: The Temples

The City Corporation will continue to support the unique functions of the Inner and Middle Temples as places of education and training and providers of common and collegiate facilities for barristers and students. Development in the Temples area that supports these functions, including improvements to the accessibility of buildings, will be supported.

Opportunities to enhance and create additional greening and open spaces that enhance the historic character of the Temples will be encouraged.

Within the Temples, adjustments between professional and residential accommodation will be permitted where it is important to the functioning or character of the Temples, or to the continuing use of their buildings.

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### Reason for the policy

14.1.0 The Inner and Middle Temples are two of the Inns of Court which provide accommodation, and enable education and training and many other facilities – such as libraries, meeting rooms, lecture rooms, and dining facilities – for the legal profession in the southwest of the City between Fleet Street and the River Thames. Along with other nearby Inns of Court and the Royal Courts of Justice in Westminster, the Temples form part of a specialist legal cluster recognised in the London Plan. The Temples are within a Conservation Area and contain a significant concentration of listed buildings.

14.1.1 The Temples mainly contain barristers' chambers, together with other accommodation for Members of the Bar. The Inner and Middle Temples have a strong collegiate atmosphere due to the mix of workspaces, residential, commercial and communal uses. This mix of uses contributes to the historic interest and high environmental quality of the area and should be maintained.

### How the policy works

14.1.2 In determining applications, the City Corporation will have regard to the importance and long term balance of the continued existence of residential, office and support uses in the Temples and the contribution that this makes to their special character. However, the need to rationalise and refurbish chambers in order to maintain an efficient business and professional community

is recognised. To enable the continued use of the buildings in the Temples, physical changes to the fabric of the historic buildings, especially for the purposes of improved accessibility, may be required. Alterations and additions must be informed by and respect the unique historic and architectural character of the area and the buildings and structures within it.

## **14.2 Strategic Policy S17: Thames Policy Area**

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

1. Ensuring that buildings and spaces on or near the riverside contribute to sustainable economic growth and further the aims of the City of London Riverside Strategy and Riverside Walk Enhancement Strategy, particularly through:
  - protecting and enhancing permanent public access and river views along the riverside walk;
  - improving access to the River Thames by enhancing north-south routes and the widening of the riverside walk;
  - maximising opportunities for public open space along the riverfront and seeking public realm improvements and increased permeability to the north of the riverside walk;
  - improving the vibrancy of the riverside by requiring new development to provide active frontages where appropriate;
  - encouraging a mix of commercial and cultural uses and promoting office-led commercial development, while safeguarding heritage assets and biodiversity value; and
  - provision of publicly accessible roof terraces, where they do not impact adversely on protected views, the amenity of occupiers or nearby residents.
2. Supporting, and safeguarding land for, the construction of the Thames Tideway Tunnel.
3. Promoting the use of the River Thames and its environs for transport, navigation and recreation, particularly through:
  - safeguarding Walbrook Wharf for waste and river related freight traffic, including freight consolidation;
  - encouraging the use of the River Thames for the transport of construction and deconstruction materials and waste;
  - 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;

- refusing development on or over the River, except for structures that specifically require a waterside location for river-related uses;
- resisting the permanent mooring of vessels; and
- 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.

4. Ensuring that development does not have an adverse effect on the River Thames and Tidal Tributaries Site of Metropolitan Importance for Nature Conservation and seeking opportunities to create or enhance riverside habitats.

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### **Reason for the policy**

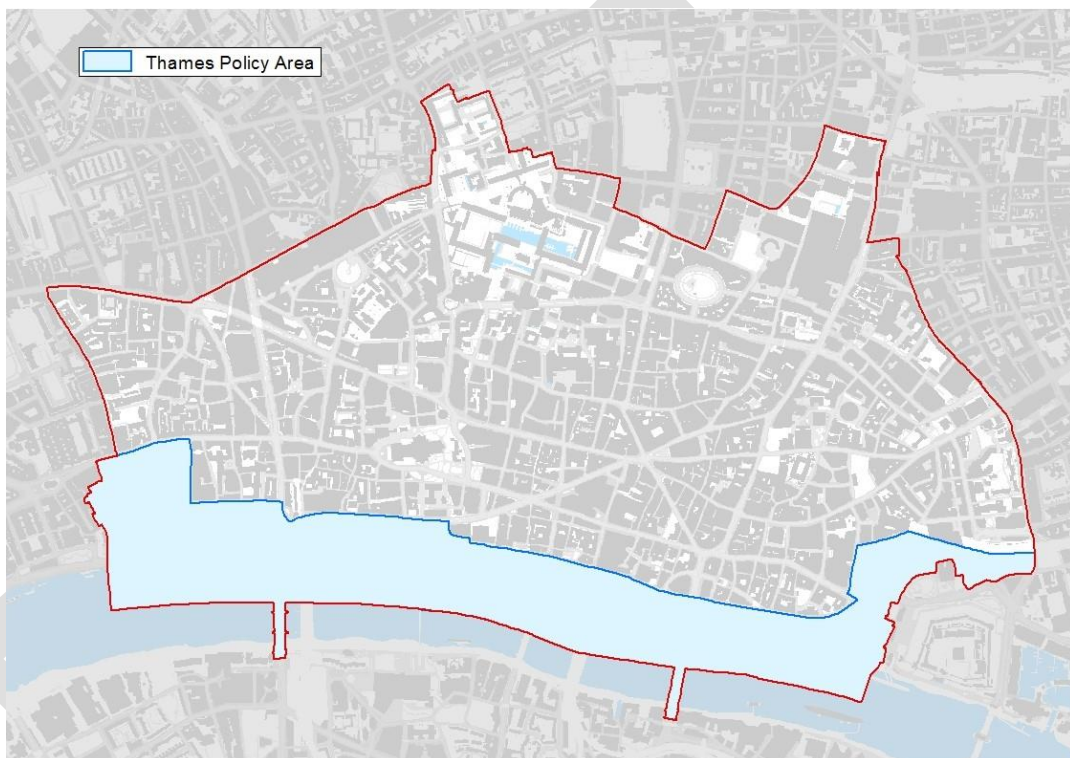
14.2.0 The River Thames is an iconic feature of London and the City. The riverside provides a breathing space from the busy environment that characterises the rest of the City, as well as a traffic-free walkway on the north bank of the Thames. However, the riverside is not currently fulfilling its potential as a recreation, leisure and tourism destination despite its many positive attributes.

14.2.1 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, a key environmental asset, and a Site of Metropolitan Importance for Nature Conservation (SMINC). 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.

14.2.2 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 Mayor of London's Safeguarded Wharves Review 2018-19, which aims to ensure that London's need for waterborne freight-handling uses is met.
- The Thames Estuary 2100 Plan produced by the Environment Agency, which addresses flood risk and water quality issues.
- The Thames Strategy SPD, which identifies the attributes of the area and gives guidance on development within this area.
- The City of London Riverside Strategy, which provides guidance for the management of the river flood defences in the Square Mile, including the approach to raising the flood defences over the coming century whilst also providing benefits to the workers, residents and visitors that use the Thames river frontage.

- 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.
- Guidance called A Safer Riverside produced by the Port of London Authority, which aims to reduce the number of people drowning in the Thames by ensuring that safety is an intrinsic part of all development alongside and on the tidal Thames.
- The UK Marine Policy Statement and the emerging South East Marine Plan produced by the Marine Management Organisation, which will provide a wider strategic context. Until that Plan has been adopted, reference should be made to the UK Marine Policy Statement, which sets out a framework and UK high level marine objectives.



**Figure 20: Thames Policy Area**

- 14.2.3 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 riparian 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.
- 14.2.4 The 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.

14.2.5 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.

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### **14.3 Strategic Policy S18: Blackfriars**

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

1. Making the area's buildings, streets and public spaces more inclusive, accessible, welcoming and vibrant, with a mix of uses that encourages more activity and greater enjoyment of the river Thames and the riverside walk for all;
2. Promoting comprehensive redevelopment or refurbishment of existing post-war buildings to provide new high-quality office and commercial accommodation with active frontages at ground floor and mezzanine level and elevated public spaces including roof gardens;
3. Implementing the Thames Tideway Tunnel project and creating a high-quality new area of public realm at Blackfriars Bridge foreshore (Bazalgette Embankment), and seeking opportunities to enhance the area underneath the Blackfriars undercroft for suitable sports, leisure, or recreation;
4. Enhancing pedestrian permeability and accessibility, especially through improvements to and along the riverside, including appropriate widening of the Riverside Walk, improvements to Blackfriars Underpass, and the provision of new and improved links across Queen Victoria Street and Upper Thames Street to provide new north-south routes;
5. Seeking provision of a new entrance to the east side of Blackfriars station that gives improved pedestrian connectivity to the riverfront;
6. Preserving, enhancing and celebrating the area's heritage and historic assets and giving careful consideration to protected views;
7. Encouraging new cultural, leisure and recreation facilities, the retention or renewal of existing facilities where appropriate, and events, arts and play in public spaces; and
8. 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 The Guild Church of St Benet Paul's Wharf.

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#### **Reason for the policy**

14.3.0 The area contains a mix of uses, including offices and commercial uses, the City of London School, the Mermaid Events Centre, The Guild 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, few active frontages and a lack of open space. The area has a rich history and likely archaeological remains, including those relating to

Baynard's Castle, which should be celebrated and better revealed as part of redevelopment.

- 14.3.1 It is bounded by major through routes (including Upper Thames Street) 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.
- 14.3.2 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 area of public realm (Bazalgette Embankment) built out into the river west of Blackfriars Bridge, which is due for completion in 2025/26. There are significant views of St Paul's Cathedral and the heights of new buildings are limited by strategic and locally protected views. 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.
- 14.3.3 Comprehensive 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 The Guild Church of St Benet's Paul's Wharf and make it a more pleasant area to visit and dwell.
- 14.3.4 The public realm created by the Thames Tideway Tunnel project at Blackfriars Bridge (Bazalgette Embankment) 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 facility 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 area of public realm, Blackfriars Bridge and Paul's Walk and enhancements to the pedestrian route, including appropriate widening, 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 area of public realm.

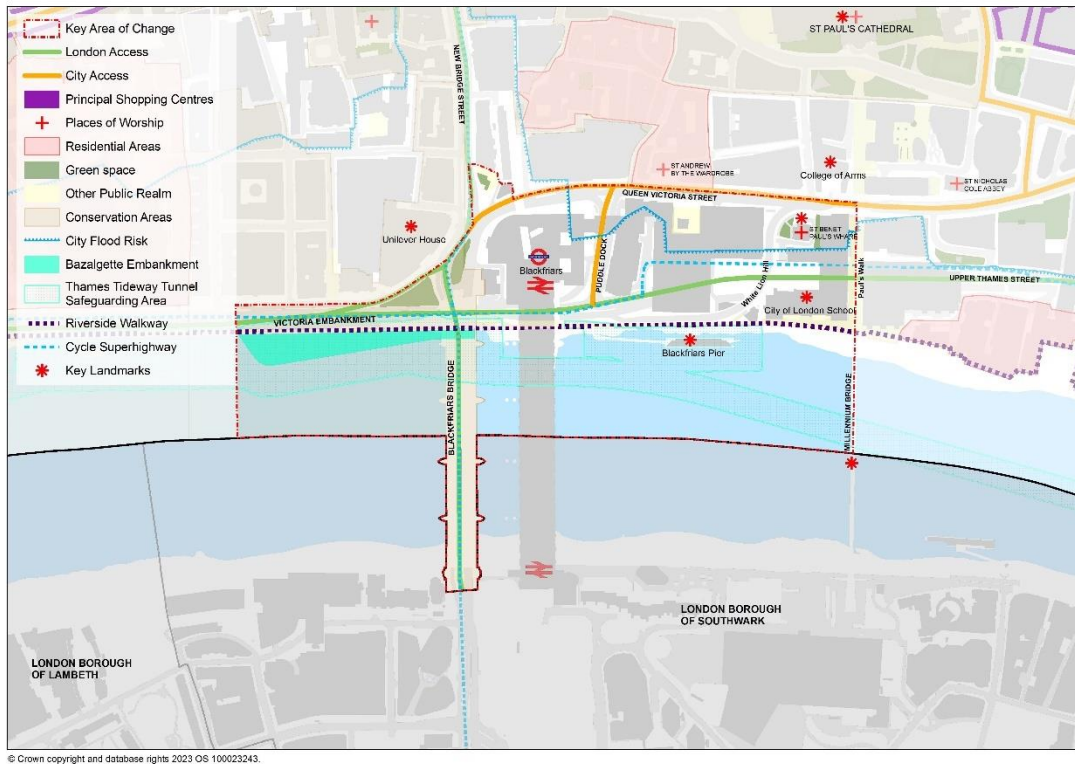


Figure 21: Blackfriars existing conditions

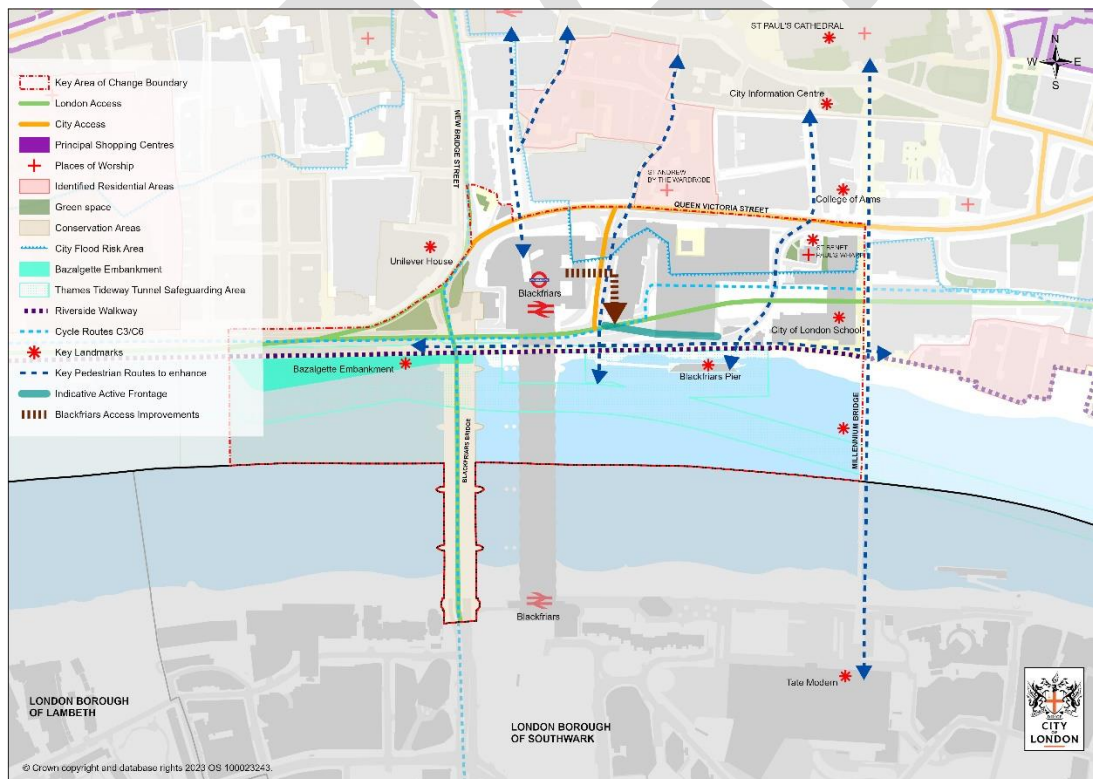


Figure 22: Blackfriars Spatial Priorities



## 14.4 Strategic Policy S19: Pool of London

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

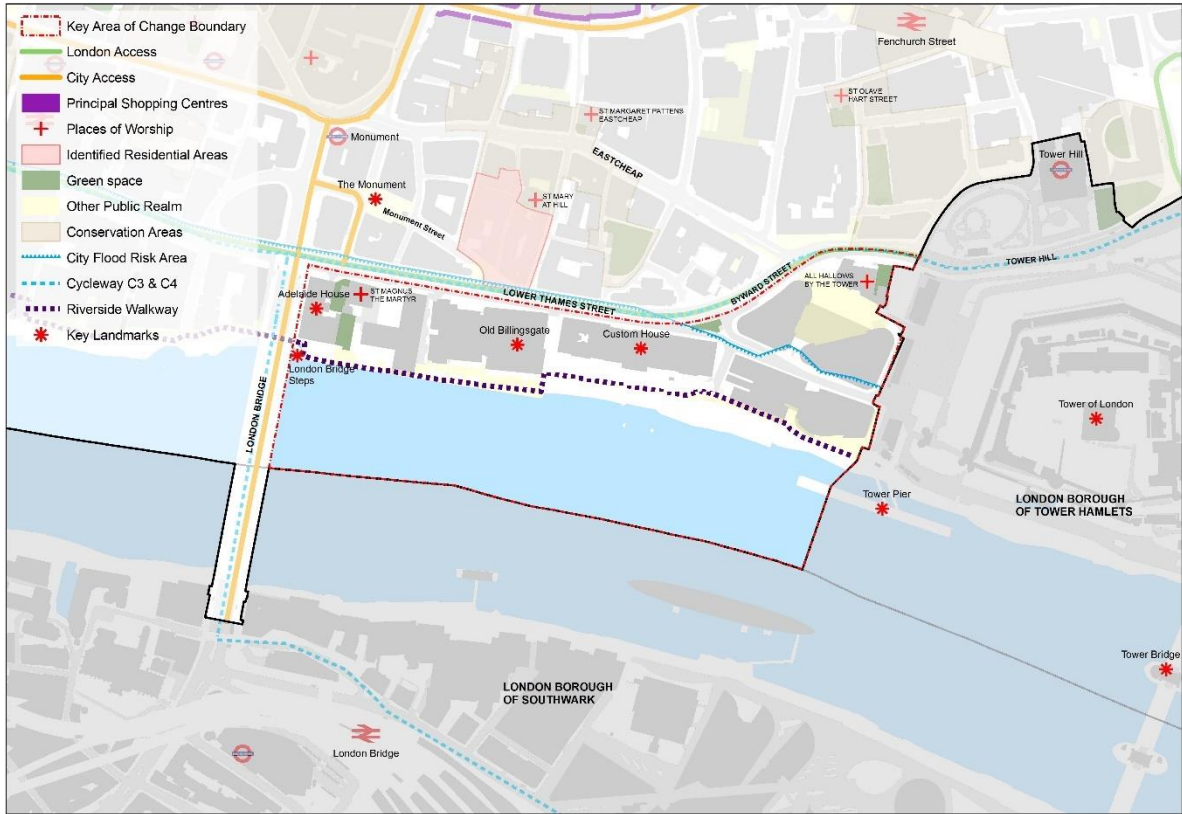
1. Making the area's buildings, streets and public spaces more inclusive, accessible, welcoming and vibrant, with a mix of uses that encourages more activity and greater enjoyment of the river Thames, public spaces and the riverside walk for all;
2. Enabling office-led mixed commercial use redevelopment or refurbishment, including the provision of retail, cultural and leisure uses that are complementary to, and do not detract from, the primary business function of the City and that enhance heritage assets.
3. Requiring increased vibrancy and active frontages at ground floor, rooftop and terrace levels, through the provision of retail and publicly accessible leisure and cultural uses on the river frontage.
4. Encouraging the provision of recreation, cultural events, arts and play in public spaces along the riverside, and ensuring their delivery through Culture and Vibrancy Plans.
5. Maximising opportunities to increase the quantity and quality of public open space along the riverfront and seeking public realm improvements and increased permeability to the north of the riverside walk;
6. Optimising the use of historic assets and spaces around them in ways that help to better reveal their heritage, create inclusive and welcoming environments and help to make the riverfront more vibrant and accessible for all;
7. Preserving and enhancing the area's significant heritage assets and historic significance including protected views, as well as encouraging more diverse communities to appreciate and understand the area through creative interpretation.
8. Improving transport connections and pedestrian links by:
  - improving existing and creating new crossing points and improving wayfinding over Lower Thames Street;
  - improving links to the riverside by enhancing permeability and connectivity between London Bridge, Monument Street and Lower Thames Street;
  - improving signage to and from the Pool of London to the Tower of London;
  - improving the servicing of buildings, encouraging the development of shared servicing bays and access points and collaborative management; and

- preventing vehicular access onto the riverside walk and removing car parking areas upon redevelopment.
9. Enhancing public realm and public spaces by:
- enhancing the Riverside Walk to create a continuous publicly accessible walkway free of cars between London Bridge and Tower Bridge which is accessible to all;
  - identifying opportunities for pollution reduction measures and additional greening and planting within the public realm and buildings on redevelopment; and
  - maximizing opportunities from development to create additional inclusive public space and play facilities.
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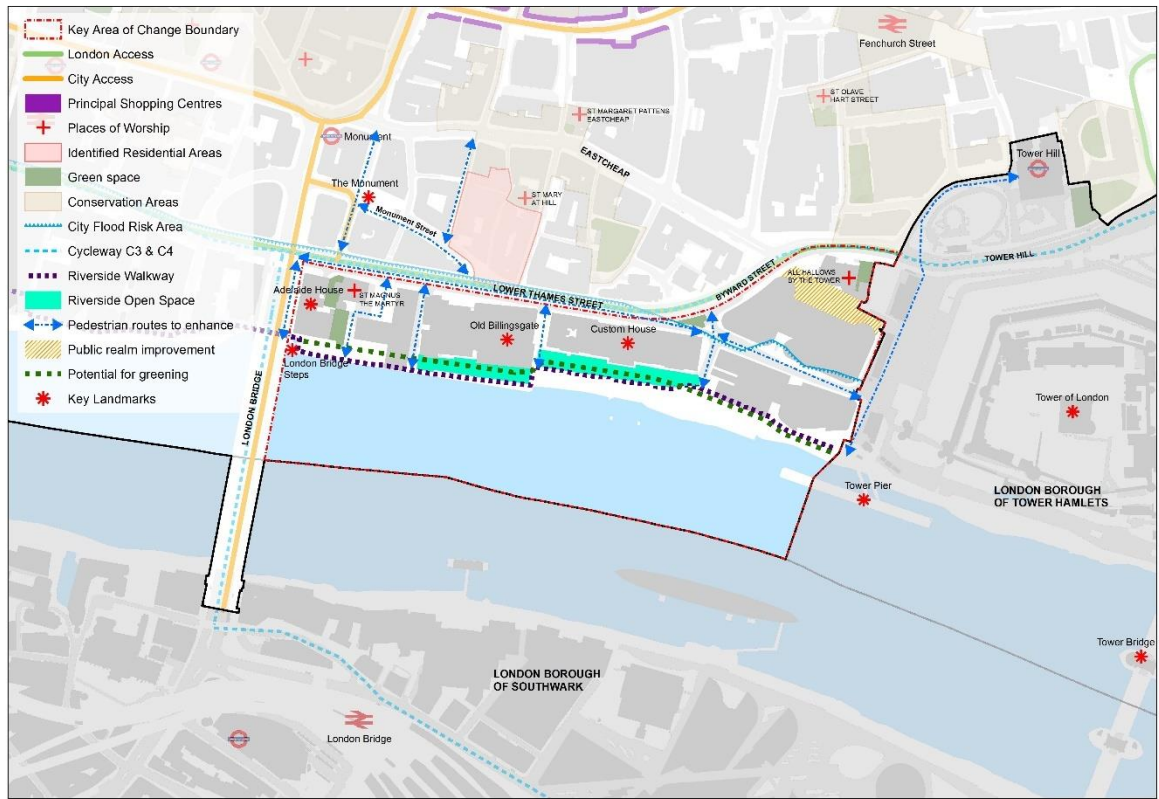
### **Reason for the policy**

- 14.4.0 The area is the heart of what was once the historic port of London and is adjacent to the Tower of London. It contains key heritage assets including Custom House; the churches of All Hallows by the Tower and St Magnus the Martyr; Adelaide House; Old Billingsgate Market and the quay, cranes and stairs on the riverside in front of Custom House.
- 14.4.1 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, there is limited retail or ground floor vibrancy and the public realm is uninspiring and does not reflect the importance of this area.
- 14.4.2 There is an opportunity for renewal through development and public realm improvements that enhance and better-reveal heritage assets. The aim is to achieve a City riverside that complements the south bank while retaining and enhancing its own distinct character.
- 14.4.3 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 old Billingsgate Market and the Billingsgate Roman House and Baths are Scheduled Monuments.
- 14.4.4 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, and to improve appreciation and enjoyment of historic interiors for all.

- 14.4.5 While the area will retain its strategically significant office uses, there is significant potential to enhance the area for visitors, tourists, children and young people, and those working and living in and around the City, providing cultural experiences and opportunities to spend time by and enjoy the riverside.
- 14.4.6 Publicly accessible retail, cultural and leisure uses will be encouraged at ground floor level throughout the Pool of London to increase vibrancy and provide active frontages. Key open spaces in front of buildings should be enhanced and public access improved. Existing car parks should be replaced with inclusive publicly accessible open spaces and proposals to restrict public access will be resisted. 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, whilst safeguarding existing protected views.
- 14.4.7 Redevelopment and refurbishment offer the opportunity to revisit existing servicing arrangements. Developers will be encouraged to work with adjoining landowners to deliver shared servicing strategies and to minimise movements onto Lower Thames Street.
- 14.4.8 Despite its significance, the Pool of London is relatively isolated from the rest of the City by Lower Thames Street. Working with TfL, the City Corporation will seek the improvement of existing crossing points across Lower Thames Street and the creation of new crossing points to encourage greater movement between the riverside and the rest of the City, particularly to the Monument and Leadenhall Market further afield. Where possible, historic routes between the river and other areas of the City will be reinstated through the redevelopment and refurbishment of buildings.
- 14.4.9 The City Corporation will work closely with TfL, 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. Additional greening and open space will be encouraged, with tree planting in appropriate locations. Part of the Pool of London lies within the Local Setting Area of the Tower of London World Heritage Site. Development proposals and public realm works in this area should seek opportunities to enhance the immediate surroundings of the World Heritage Site, as set out in Policy HE3.



**Figure 23: Pool of London existing conditions**



**Figure 24: Pool of London Spatial Priorities**

## 14.5 Strategic Policy S20: Aldgate, Tower and Portsoken

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

1. Promoting a greater mix of development including commercial, residential, education and hotels supported by complementary cultural and community use development to assist in the further renewal of the area.
2. Supporting and enabling residential development in appropriate locations and 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 and green space and additional accessible play space for children;
  - encourage local retail facilities; and
  - facilitate the regeneration of the Mansell Street Estate and adjacent sites, re-providing existing social housing, alongside additional residential units, reduced 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:
  - enhancing Petticoat Lane Market, celebrating the character and history of the area and improving the visitor experience by working in partnership with the London Borough of Tower Hamlets, market traders and other stakeholders;
  - encouraging cultural events, arts and play in public spaces;
  - permitting additional hotels on appropriate sites; and
  - 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 improve air quality and deliver better access for pedestrians to and from community facilities, housing estates, open spaces and retail facilities;
  - sealing the ramp leading to the closed Aldgate Gyratory underpass and enhancing the area;

- encouraging pedestrian routes and permeability through large development sites, particularly the Mansell Street Estate and between Minories and Mansell Street;
  - improving signage for visitors from Liverpool Street to Tower Hill and from Aldgate to Cheapside and to other tourist attractions as necessary;
  - enhancing links to the riverside walkway and the Tower of London; and
  - 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 The Aldgate School and Middlesex Street and Mansell Street Estates.
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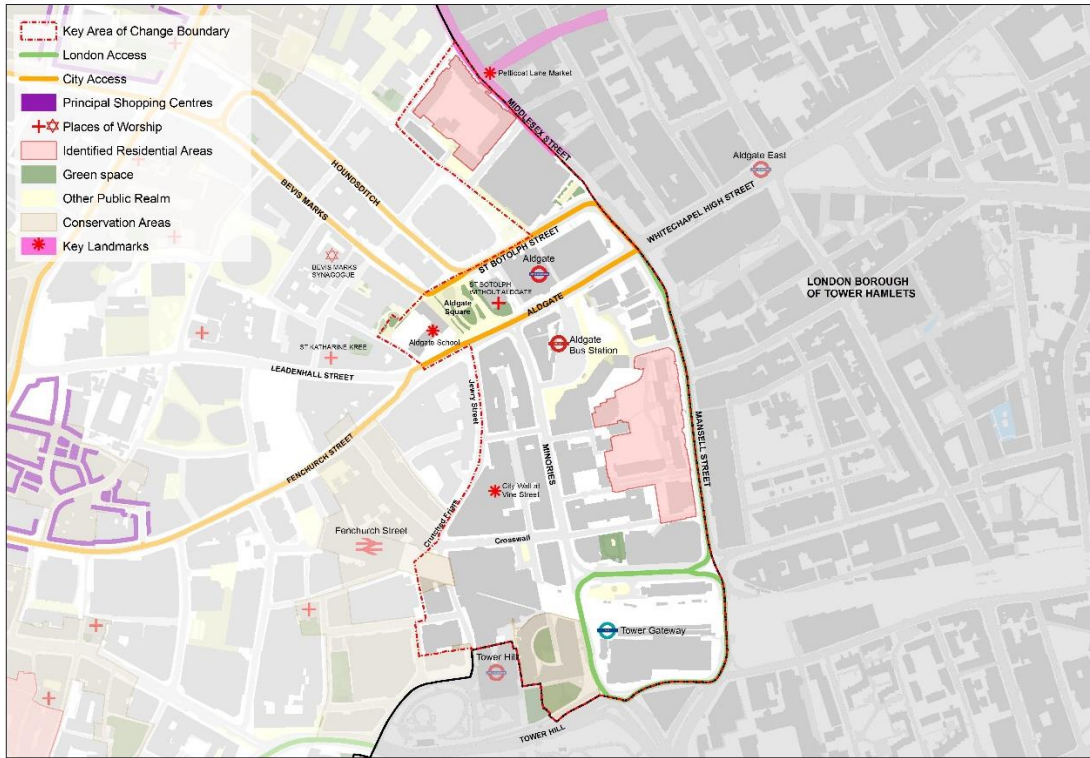
### **Reason for the policy**

- 14.5.0 The Aldgate, Tower and Portsoken area is positioned in the east of the City the southern edge of the area is adjacent to the Tower of London.
- 14.5.1 The area contains a culturally diverse local population and a varied mix of uses, including offices, the Aldgate Primary School, Mansell and Middlesex Street housing estates and other housing, 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.
- 14.5.2 While there have been significant improvements, most notably the removal of the Aldgate gyratory and the creation of Aldgate Square, the Aldgate, Tower and Portsoken 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. Tower Gateway lies within the Local Setting Area of the Tower of London World Heritage Site. Development proposals and public realm works in this area should seek opportunities to enhance the immediate surroundings of the World Heritage Site, as set out in Policy HE3.
- 14.5.3 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. The area will also experience increased tourism activity, in line with the continued increase in tourist numbers in London as a whole.
- 14.5.4 The area includes places where there are lower levels of income, employment and education, skills and training than others in the City. The regeneration potential of the Mansell Street Estate the potential to provide

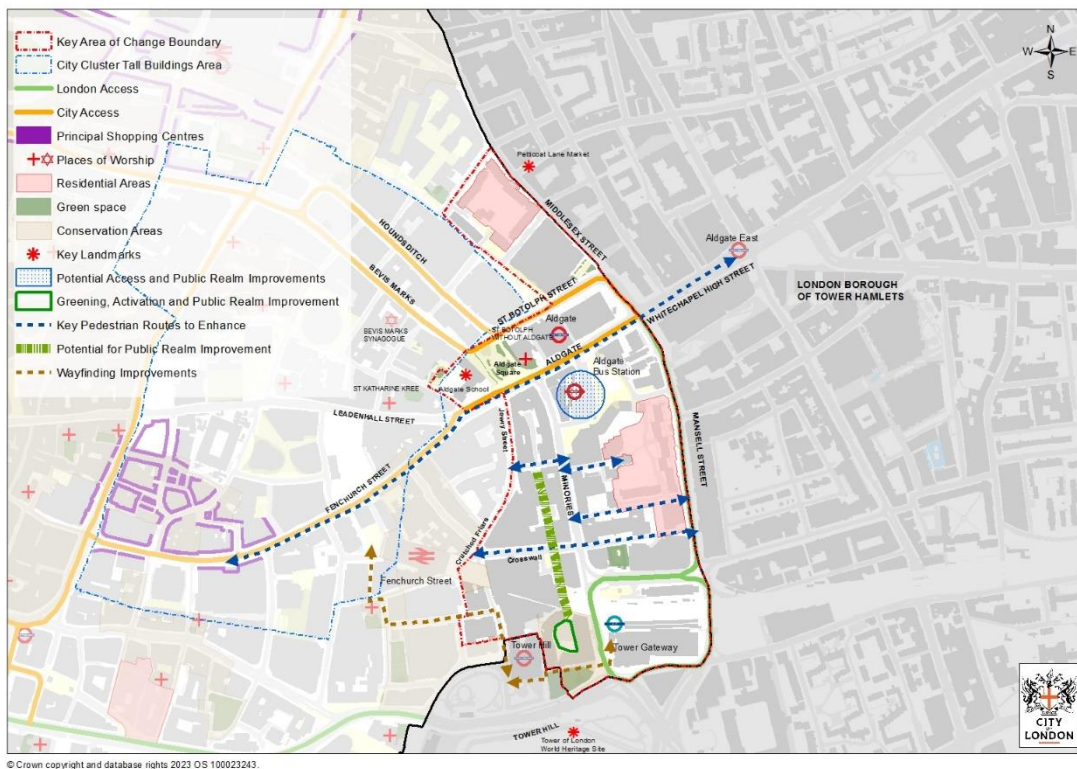
improved housing for tenants, a more attractive environment, and increased housing in the area overall. Regeneration would require the re-provision of existing social housing at equivalent rents and service charge, achieving a good quality residential environment at high densities and reducing residential exposure to air and noise pollution.

- 14.5.5 Development in the Aldgate, Tower and Portsoken area should enhance its appearance and vibrancy 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.

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**Figure 25: Aldgate, Tower and Portsoken existing conditions**



**Figure 26: Aldgate, Tower and Portsoken Spatial Priorities**



## 14.6 Strategic Policy S21: City Cluster

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

1. Increasing the provision of attractive world class buildings that are sustainable and offer a range of office accommodation to cater for the needs of varied office occupiers;
2. Encouraging complementary uses including leisure, culture and retail to support the primary office function in this area and providing active frontages at ground level.
3. Transforming Leadenhall Market into a seven day-week vibrant destination by encouraging culture, retail, food & beverage and other complementary uses, while preserving and enhancing its historic character and appearance.
4. Requiring the provision of new and improved open spaces at ground level, free to enter publicly accessible spaces such as roof gardens and roof terraces, and cultural and leisure destinations and other facilities, that will provide additional public space and experiences for people working in the City alongside visitors and residents.
5. Delivering tall buildings on appropriate sites in line with Policy S12 (Tall buildings) ensuring they positively contribute to the City's skyline, preserving heritage assets and their settings, taking account of the effect on the London skyline and on protected views;
6. Ensuring development proposals have regard to the immediate setting of Bevis Marks Synagogue (as set out in the Policy Map). Developments should form a positive relationship with the Synagogue without dominating or detracting from its architectural and historic value; and ensuring that the historic elements of the Synagogue's setting are preserved and enhanced.
7. 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;
8. Enhancing the streets, spaces and public realm to improve connectivity into and through the Cluster, and prioritising pedestrian movement in key streets such as St Mary Axe, Leadenhall Street and Lime Street; and creating new pedestrian routes through – and improving the accessibility of – Leadenhall Market.
9. Improving north-south connectivity for walking, wheeling and cycling through Gracechurch Street and Bishopsgate and east-west connectivity from Aldgate in the east to Bank in the west;

10. Delivering a high-quality public realm, maintaining the quality of the microclimate and increasing urban greening;
  11. Activating streets, spaces and public realm at the ground floor and improving wayfinding through the streets and alleys.
  12. Improving walking and cycling into and through the Cluster. Pedestrian movement should be given priority through re-allocation of road space on key routes during daytime.
  13. 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;
  14. Ensuring an area wide approach is taken to security and estate management to ensure the safety and comfort of workers and visitors, with a high-quality public realm and environment that reflects the status of the area;
  15. Introducing new approaches to freight, construction logistics and servicing and delivering improvements to public transport to ensure the City Cluster can accommodate the planned level of growth.
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### **Reason for the policy**

- 14.6.0 Tall buildings are an established defining feature of the City Cluster. This area is designated as an area appropriate in principle for tall building development. Detailed sensitivity analysis and three-dimensional modelling shows that there is potential for further tall building development. Market demand for new office space in this area has remained high and future capacity projections indicate that a large proportion of the office development pipeline is within the City Cluster and it is expected to accommodate a significant part of the City's future office space growth, alongside other compatible land uses.
- 14.6.1 The planned intensification of development in a relatively small geographic area will inevitably lead to a significant increase in footfall and put more pressure on public transport, streets, open spaces and services. The City Cluster adjoins the Liverpool Street Key Area of Change and the opening of the Elizabeth Line has significantly improved public transport access into the Cluster, with Bishopsgate being a key pedestrian route into and through the area. This concentration of activity will require better walking and cycling routes, enhanced public realm, and specialised approaches to freight and servicing, including the use of consolidation. To assist delivery of transformational projects in the Cluster, the City Corporation will continue to work with key stakeholders in the area, including the EC BID.
- 14.6.2 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 have an impact on the wider London skyline. It is important that they create a coherent Cluster form and enhance the overall appearance of the Cluster on the skyline, while also having a successful relationship with the space around them at ground level and with particular regard to the Tower of London World Heritage Site, conservation areas and listed buildings. The City Corporation will use 3D modelling of the Cluster to guide future development and assess tall building proposals.

- 14.6.3 The Cluster is not only a significant employment and tall buildings location, it contains a number of heritage assets, including the Grade I Listed Bevis Marks Synagogue, the oldest Synagogue in continued use in Great Britain. It is recognised that the Synagogue and its immediate setting are within the heart of an ever-changing world city and that there is pressure on sites for growth in the City Cluster. The Synagogue's immediate setting forms an intrinsic part of its significance and the broad scale and heights of buildings in the immediate setting of the Synagogue contribute to its significance. Significant changes to these buildings could potentially affect the setting and therefore significance of the Synagogue.
- 14.6.4 Leadenhall Market, the Grade II\* listed Principal Shopping Centre located in the heart of the City Cluster, has a long history of commerce and attracts visitors as a result of its location and architecture. Opportunities should be taken to reinvigorate Leadenhall Market into a seven days-a-week vibrant retail and cultural destination, all while celebrating its unique location and relevance to the history of London.
- 14.6.5 The intensification of development will have 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 pavement and 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.
- 14.6.6 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 be promoted, for instance the use of physical and/or virtual consolidation measures.

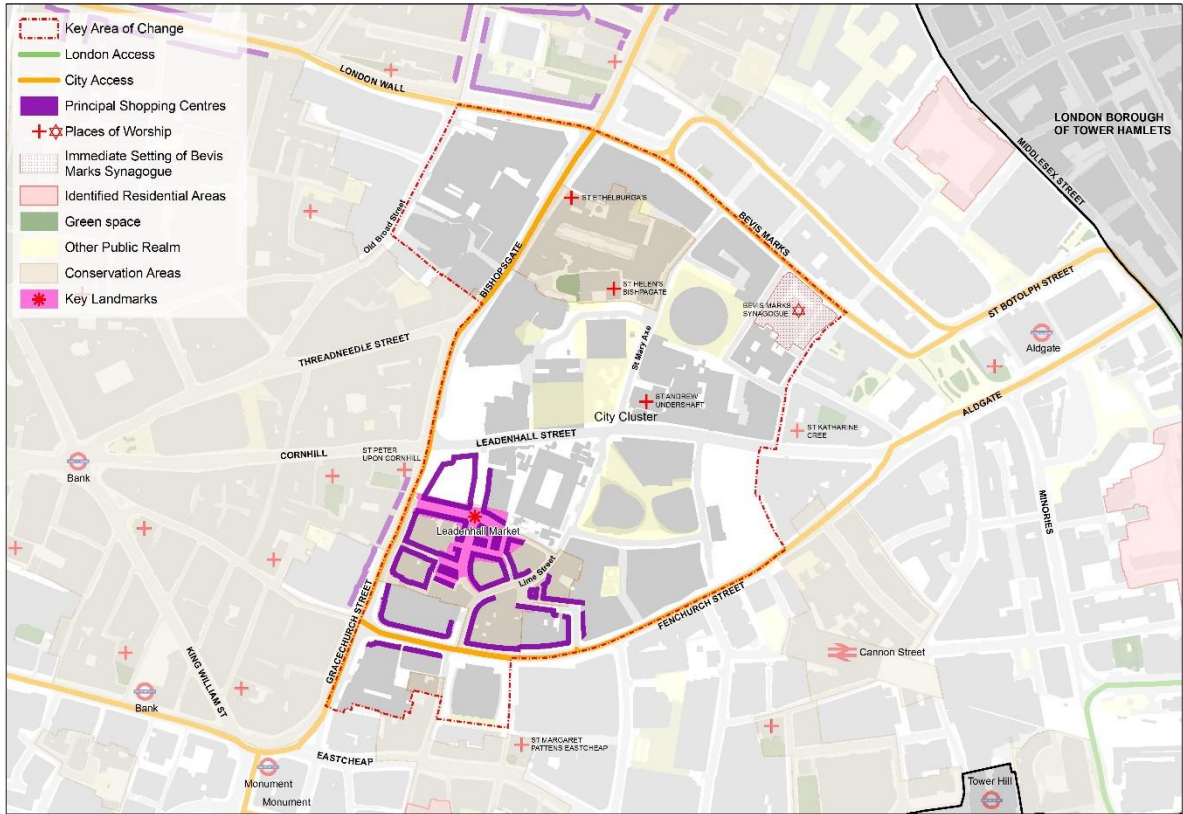


Figure 27: City Cluster existing conditions

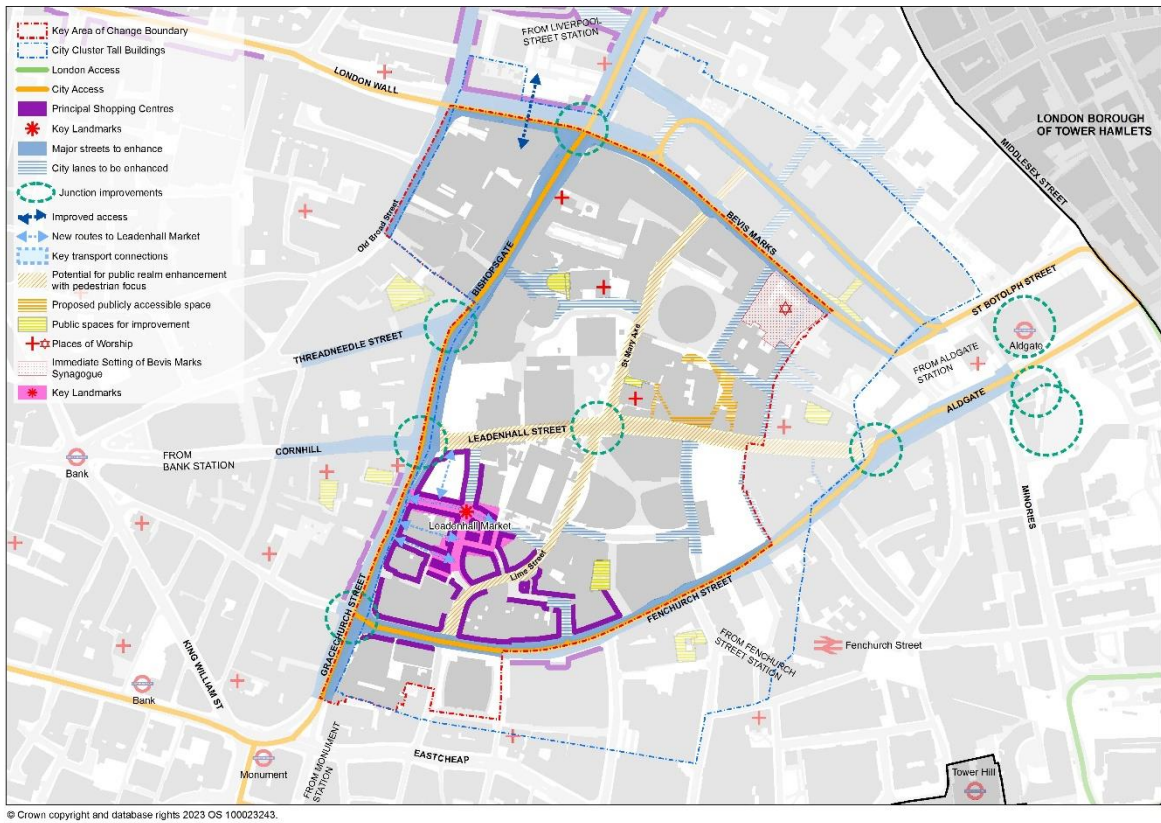


Figure 28: City Cluster Spatial Priorities

## 14.7 Strategic Policy S22: Fleet Street and Ludgate

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

1. Protecting and enhancing the character and appearance of the royal and state processional route including views of St. Paul's Cathedral from the route.
2. Developing new court facilities and City of London Police station, having regard to the impact of the development on the Fleet Street Conservation Area and heritage assets and the need to ensure security of the buildings for court and police use.
3. Continuing to protect existing office use in the area, whilst encouraging office-led redevelopments including for creative, start-up and SME businesses, with a mix of complementary retail, leisure and cultural uses which enhance the area's rich heritage and culture.
4. Seeking opportunities to provide an enhanced cultural offer in the area, informed by its rich history and connections to the legal, publishing and newspaper industries, as well as opportunities to better reveal the area's heritage.
5. Allowing tall building development on appropriate sites within the defined tall building area identified on the Policies Map.
6. Providing flexible spaces and complementary uses in appropriate locations.
7. Directing further residential development to appropriate sites off principal streets to reinforce existing residential clusters, ensuring a high quality of residential amenity. Student housing may be appropriate on suitable sites.
8. Retaining retail provision within the Fleet Street PSC and encouraging greater diversity of retail, culture and leisure and the extension of retail, leisure and cultural activity into the evening and weekends, and promote pop-up and meanwhile uses in suitable premises and sites.
9. Enhancing the public realm and open spaces by:
  - improving and increasing the capacity and accessibility of pavements along Fleet Street and Ludgate Hill, junction improvements at Ludgate Circus and more spaces for seating in the area;
  - enhancing the courts and alleyways that lead off Fleet Street and Ludgate Hill and churchyards that are located in the area, helping to better reveal them through sensitive wayfinding, and seeking opportunities to improve safety through enhanced lighting and activation;

- enhancing the immediate setting of St. Paul’s Cathedral through high quality development and public realm enhancements; and
- delivering additional greening on streets and open spaces and encouraging the greening of buildings, where compatible with heritage considerations.

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## Reason for the policy

- 14.7.0 Fleet Street is an iconic location with a name synonymous with the UK newspaper and publishing industry. However, the newspapers that occupied Fleet Street have moved out, and the area is home to a broad range of commercial office occupiers.
- 14.7.1 The area is an established legal cluster, focused on the Temples in the City and the Royal Courts of Justice within the City of Westminster, and this will be enhanced with the delivery of the new court building and police facilities at Salisbury Square, which is being developed by the City Corporation in partnership with the Ministry of Justice to provide a flagship court facility for London to tackle cybercrime, fraud and economic crime. The area is identified in the London Plan as a CAZ Legal Cluster and its important and varied legal functions will be supported and enhanced through this City Plan.
- 14.7.2 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, St Dunstan’s in the West and Temple Church. These attractions help draw visitors to the area, which support the PSC, and opportunities should be sought to enrich the contribution these buildings and organisations make to the life of the Fleet Street area.
- 14.7.3 Ludgate Circus is a major junction between Fleet Street, Ludgate Hill and Farringdon Street. The western side lies within the Fleet Street PSC, Ludgate Hill forms the principal approach to St Paul’s Cathedral and a key element of the royal and state processional route. Major commercial development at Old Bailey has enhanced the office and retail offer on this street and further hotel development could support the City’s growing visitor economy.
- 14.7.4 The Key Area of Change contains a mix of large modern office developments and smaller scale historic buildings on small plots more suitable for SME use. The City-wide presumption in favour of protecting office uses will continue to apply and the area’s commercial office focus will remain. A particular focus for future office development will be the identified tall building area, within which tall buildings will be permitted on appropriate sites, having regard to heritage and views constraints.
- 14.7.5 There may be potential for partnership working between occupiers in the area to deliver improvements and more flexible use of some buildings whilst retaining a predominance of commercial uses which complement the City’s business focus. To assist with the development of a coherent vision for the

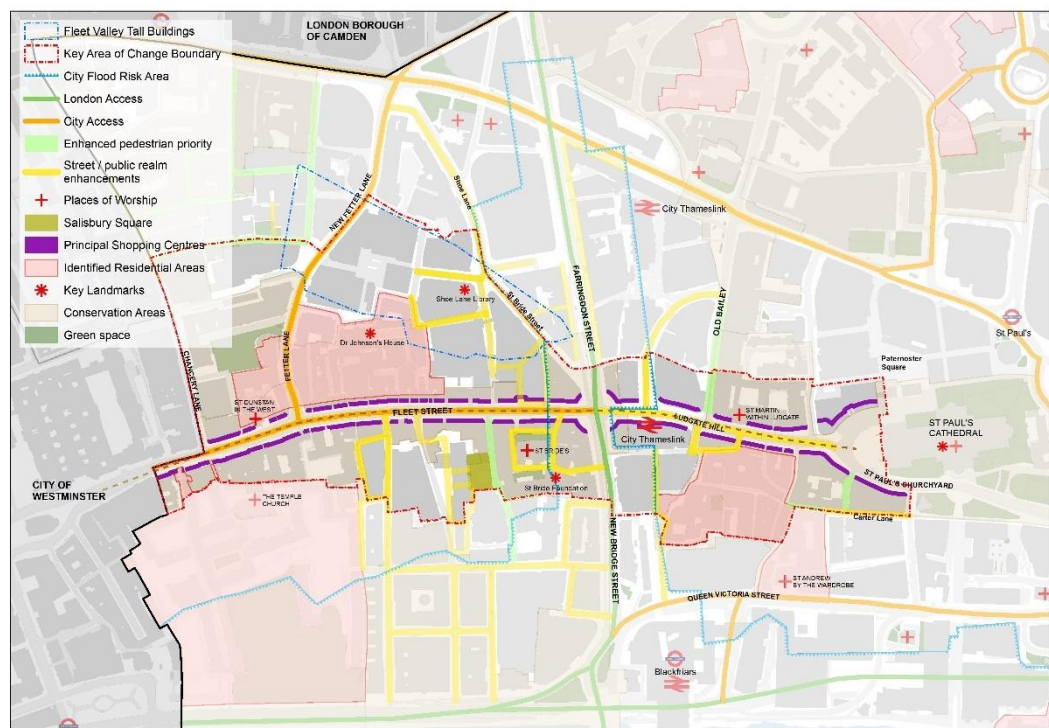
area, the City Corporation will support the work of the Fleet Street Quarter BID. The BID is keen to explore ways in which Fleet Street can act as a vibrant spine for the area, while improving its links with other parts of the City including the area up to High Holborn and access to the riverside.

- 14.7.6 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. South of Ludgate Hill is the established residential and commercial area of Carter Lane. Fleet Street, Ludgate Hill and Carter Lane suffer noise from commercial and retail activities, while traffic contributes to poor air quality along parts of Fleet Street and Ludgate Hill. To ensure a high quality of residential amenity, new residential development in this area will be directed to sites away from principal streets, so that the potential for noise disturbance and exposure to poor air quality can be minimised.
- 14.7.7 The PSC is an important aspect of Fleet Street that provides vibrancy along its length, however the PSC is under-performing and has the potential to diversify. To strengthen the PSC, it should continue to provide comparison and convenience shopping, but also look to extend its retail offer into the evenings and weekends and provide a broader range of retail and leisure uses. Ludgate Hill provides a key route between Fleet Street and Cheapside PSC and the extension of the Fleet Street PSC is appropriate along this route.
- 14.7.8 The key streets within the area offer a poor public realm, being heavily trafficked with narrow footways that are congested particularly during peak hours and lunch times. There is limited greenery along Fleet Street, Ludgate Circus and Ludgate Hill. Additional planting will need to consider the impact on the established character of the area and on key views of St Paul's Cathedral along the processional route. There is scope to enhance the public realm and to prioritise pedestrians, including through the widening of pavements. 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 and Ludgate Hill. St Bride's Churchyard is one of the largest public spaces in the Fleet Street area and has significant potential for enhancement. Other parts of the area where the public realm and street environment offer scope for improvement include Carter Lane and the Whitefriars area to the south of Salisbury Square.
- 14.7.9 The Key Area of Change extends up to St Paul's Cathedral, an internationally recognised landmark on the London skyline which is sited at one of the highest points in the City and was London's tallest building between the early eighteenth century and the 1960s. The local setting of St Paul's remains relatively low-rise, allowing the scale and significance of the building to be appreciated and preserving its status as the defining focal point of the processional route and a key element of the area's character. While the approach to St Paul's from Fleet Street and Ludgate Hill is of historic importance, the setting of the Cathedral and the visitor experience is diminished by heavy traffic and associated highways clutter. There is

potential for significant townscape enhancements and de-cluttering along the processional route and for further public realm and transportation improvements in the immediate vicinity of the Cathedral to enhance the setting of this iconic building.



**Figure 29: Fleet Street and Ludgate existing conditions**



**Figure 30: Fleet Street and Ludgate Spatial Priorities**



## 14.8 Strategic Policy S23: Smithfield and Barbican

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

1. encouraging culture-led mixed-use development on major sites in the area as well as cultural infrastructure and complementary uses, and delivering art and cultural attractions and public realm improvements;
2. ensuring the retention and improvement of pedestrian permeability and connectivity through large sites such as Smithfield Market, and Barbican whilst seeking to preserve privacy, security and noise abatement for residents and businesses;
3. ensuring future alternative uses appropriate to the listed status of the market buildings in Smithfield if the existing uses are relocated;
4. supporting and enabling residential development in appropriate locations;
5. identifying and meeting residents' needs in the north of the City, including the protection and enhancement of residential amenity, community facilities and open space;
6. making improvements to Beech Street to reduce the volume of vehicle traffic, improve air quality and increase amenity and vitality;
7. seeking to minimise pollution levels through traffic management measures and increased green infrastructure in the public realm and on buildings;
8. requiring improvements to pedestrian and cycle routes for all within and through the north of the City;
9. supporting continued connections to the Citigen district heating and cooling network and ensuring that, where feasible, all new development is designed to enable connection to the Citigen network;
10. supporting the provision of additional hotel uses in appropriate locations, where they are complementary to the City's business role;
11. encouraging a diverse leisure, retail, food and beverage offer, particularly along routes between the London Museum and the Barbican;
12. encouraging the provision of spaces and premises suitable for start-ups, digital and creative industries, and cultural organisations and artists, including meanwhile use of vacant premises; and
13. enhancing the special character of the area through sensitive change.

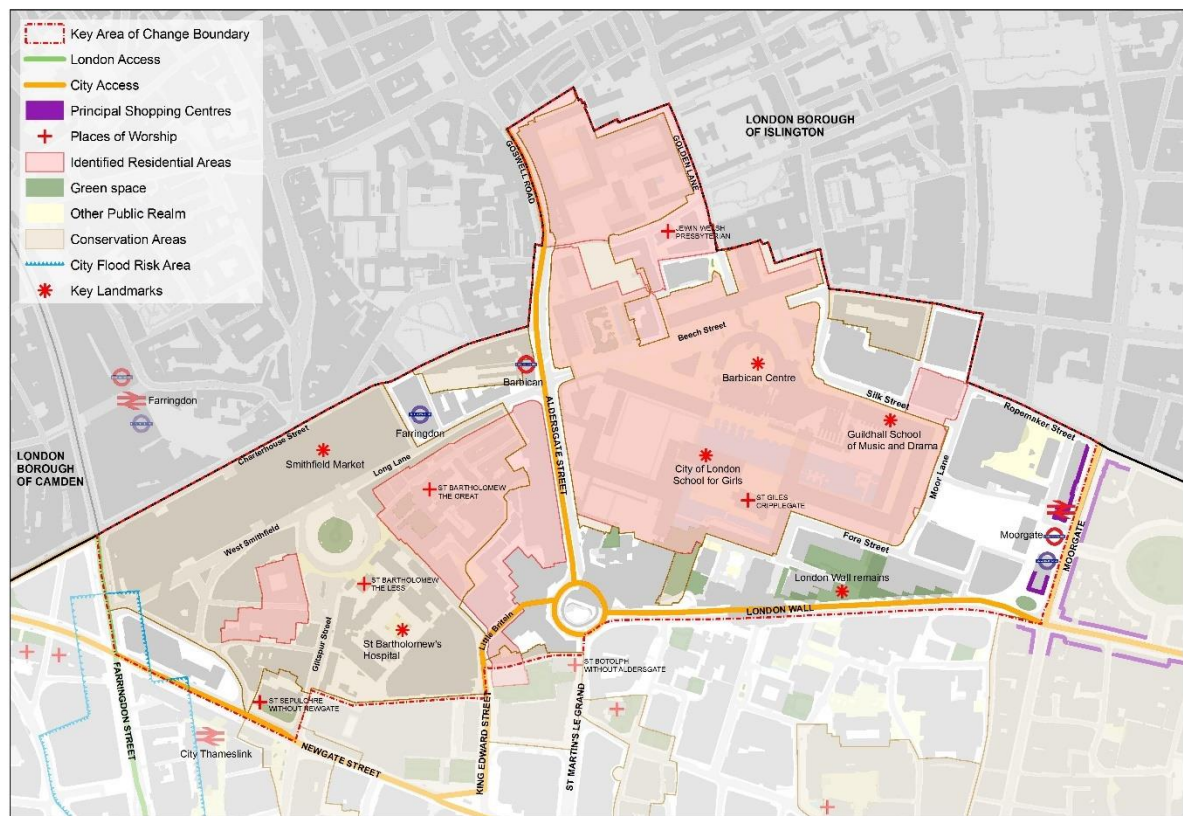
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### Reason for the policy

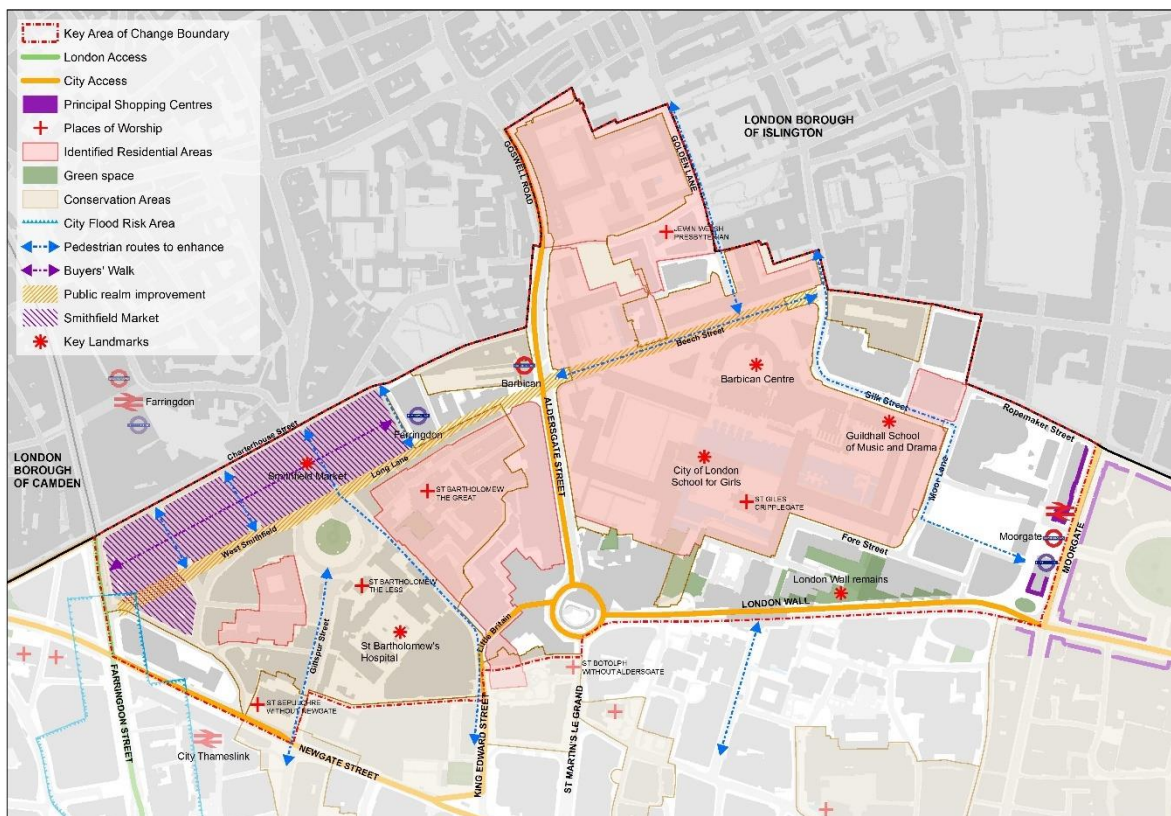
14.8.0 The Smithfield and Barbican Key Area of Change is a vibrant, mixed use area that contains:

- The highest concentration of residential units in the City, including the Barbican and Golden Lane estates and Smithfield (principally Barts Square);
  - A cultural quarter focused on the Barbican and Museum of London, which is recognised in the London Plan as a strategic cultural area, which will be enhanced with the relocation and reopening of the London Museum;
  - St. Bartholomew's Hospital, which is a regional hospital and specialist cardiac and cancer centre;
  - Smithfield Market, London's major wholesale meat market, which is expected to relocate in the coming years;
  - A mixed office stock and occupier profile, ranging from large corporate headquarters to buildings suitable for SMEs, creative enterprises and start-ups;
  - Many heritage assets of national significance including listed buildings of diverse periods, conservation areas, scheduled ancient monuments and historic parks, and gardens and spaces that enhance its special character.
- 14.8.1 This part of the City will undergo significant change and development over the life of the Local Plan with the relocation of the London Museum to Smithfield and the current operations of Smithfield Market.
- 14.8.2 A Neighbourhood Area and Neighbourhood Forum for the Barbican and Golden Lane area were designated by the City Corporation on 18 July 2023.
- 14.8.3 The City Corporation will enable a range of cultural and artistic activities throughout the area. Together these changes will attract a substantial increase in visitors to this part of the City and enhance the area's attractiveness for businesses, residents and visitors. The opening of the Elizabeth Line, linking to national rail and tube lines, has made this area one of the most accessible locations by public transport in the country.
- 14.8.4 The Barbican complex contains an internationally recognised cultural area and the City's largest concentration of residential units. Barbican Listed Building Management Guidelines have been produced, which seek to protect the special architectural and historic interest of the buildings and their setting.
- 14.8.5 Delivery of this policy will be supported by implementation of public realm enhancement and transportation schemes and greater activation of streets, providing improved amenity, design and movement, for the benefit of workers, residents and visitors. The design of new buildings and spaces should provide greater pedestrian permeability, ensuring that the area is able to accommodate and manage increased volumes of people and activities. A particular concern in this area is the need to improve air quality to protect the health of the public, including in particular the comparatively large resident population and hospital patients.

- 14.8.6 The Citigen plant, located immediately north of the City on Charterhouse Street in Islington, is providing heating and cooling to buildings within the City. Subject to future progress on decarbonisation, Citigen offers the potential of low carbon heating and cooling to buildings in this part of the City and new development should, where feasible, be designed to enable connection to the network.
- 14.8.7 To deliver its ambitions for the Smithfield and Barbican Area, the City Corporation is aiming to create a distinctive look and feel for the area, which allows for the provision of art installations and activity in the public realm in appropriate locations.
- 14.8.8 Creative industries make a significant contribution to the City's economy, particularly within the Smithfield and Barbican area. Significant social and economic value can be derived from the growth of creative enterprises and the City Corporation will continue to encourage and support their growth within the Key Area of Change, including through the deloivery of meanwhile uses in vacant and under-used premises.



**Figure 31: Smithfield and Barbican existing conditions**



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**Figure 32: Smithfield and Barbican Spatial Priorities**

**14.9 Strategic Policy S24: Smithfield**

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

- 14. supporting the continued presence of St. Bartholomew’s Hospital;
- 15. supporting the continued presence of Smithfield Market in the short to medium term;
- 16. encouraging the future sensitive re-use of the Smithfield Market buildings, should the market relocate, requiring a world class design solution that delivers a mix of uses that celebrate and are appropriate to its sensitive heritage character, and that provide inclusive public access to the buildings;
- 17. supporting the relocation of the Museum of London to Smithfield;
- 18. 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;
- 19. managing the particular challenges which result from the late evening, 7 day a week character of the area;

20. resisting residential development adjacent to the current market site or future Museum of London in order to minimise potential adverse impacts on residential amenity;
  21. promoting a retail and leisure economy that complements and contributes to the changing uses in the area and supports the establishment of Smithfield as a leisure destination;
  22. ensuring new activities and developments contribute to a reduction in freight and vehicular movements, whilst not adversely impacting the operation of businesses and amenity of residents; and
  23. providing for, and supporting, improved pedestrian permeability and the creation of new and enhanced public realm across the area to accommodate cultural activity and increased pedestrian flows arising from the Elizabeth Line and potential new uses in the existing market buildings.
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### **Reason for the policy**

- 14.9.0 The relocation of the Museum of London to Smithfield, the opening of the Elizabeth Line and encouragement of cultural and visitor activities, will result in a significant increase in pedestrian and visitor numbers in this Key Area of Change, which will place further pressure on the public realm and on important local open spaces such as Smithfield Rotunda Garden, which is Grade II listed. 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 significance and mixed-use character. The wider area has a mix of uses, including the hospital, Livery Halls, open spaces, pubs, shops and restaurants, offices and residential use.
- 14.9.1 The City Corporation has carried out a strategic review of its three wholesale markets, Smithfield, Billingsgate and New Spitalfields. A decision has been taken, to co-locate the wholesale markets on a single site. As a result, it is expected that Smithfield Market will move from its current location in the City during the Plan period. The City Plan therefore continues to protect the operation of the Market in Smithfield, but also provides guidance requiring future potential uses of the market buildings to maintain the historic character of the existing Grade II\* and Grade II listed market buildings. Future uses should ensure the legacy of these buildings through world class design and innovation which supports the growing evening and weekend economy, complements the City Corporation's aspirations for cultural and leisure activity and is fully inclusive whilst protecting local amenity. Inclusive, welcoming public access to the buildings of Smithfield Market will be an important component of future uses and designs should consider how these spaces can be better revealed, with routes through the buildings including Buyer's Walk, the central spine running through the buildings.

## 14.10 Strategic Policy S25: Liverpool Street

The City Corporation will enhance the Moorgate-Liverpool Street area to take advantage of the opportunities presented by good public transport accessibility, the opening of the Elizabeth Line, restoration of Finsbury Circus and the redevelopment and refurbishment of Broadgate by:

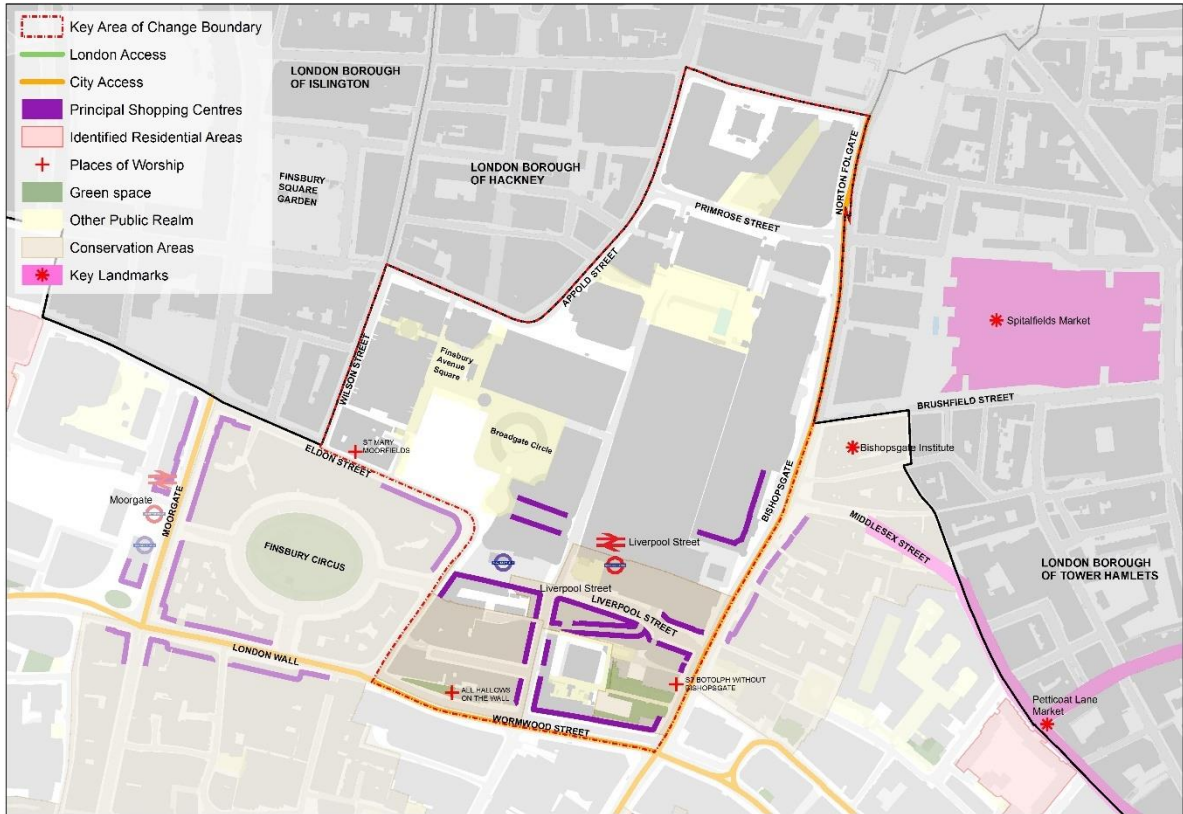
1. accommodating the increased footfall by maintaining and enhancing walking routes within, to and from the area, including routes to the City Cluster;
2. providing active frontages at the ground floor level to animate and add vibrancy to the area;
3. providing a welcoming visitor experience with improved wayfinding and signposting that reflects the area's position as a key gateway to the City;
4. encouraging the development of flexible office space to meet the needs of future offices occupiers and potential start-ups, allowing for business growth in a variety of sectors;
5. encouraging development that provides opportunities for collaborative working between businesses in this area, Tech City, the creative sector and educational institutions to create an attractive and vibrant business eco-system
6. supporting retail development in the Moorgate/Liverpool Street Principal Shopping Centre and encouraging the extension of retail and leisure activities into the evenings and weekends, diversifying the retail and leisure offer and creating a shopping and leisure destination to draw a diverse range of audiences;
7. enhancing the public realm and walking routes to Petticoat Lane Market, working in partnership with the London Borough of Tower Hamlets, and the links to Whitecross Street and Spitalfields markets;
8. delivering a high-quality public realm with additional publicly accessible open space and increased greenery alongside biodiversity improvements;
9. Improving pedestrian routes in and around the bus station and enhancing the user experience through provision of seating, legible wayfinding and ease of access;
10. Improving the overall user experience and supporting improvements to the accessibility and capacity of Liverpool Street Station, including enhancing step free access and improving entry points; and

11. improving the safety and capacity of pedestrian routes around Moorgate and Liverpool Street Elizabeth Line stations, and between the stations and key destinations, including Tech City and the City Cluster.

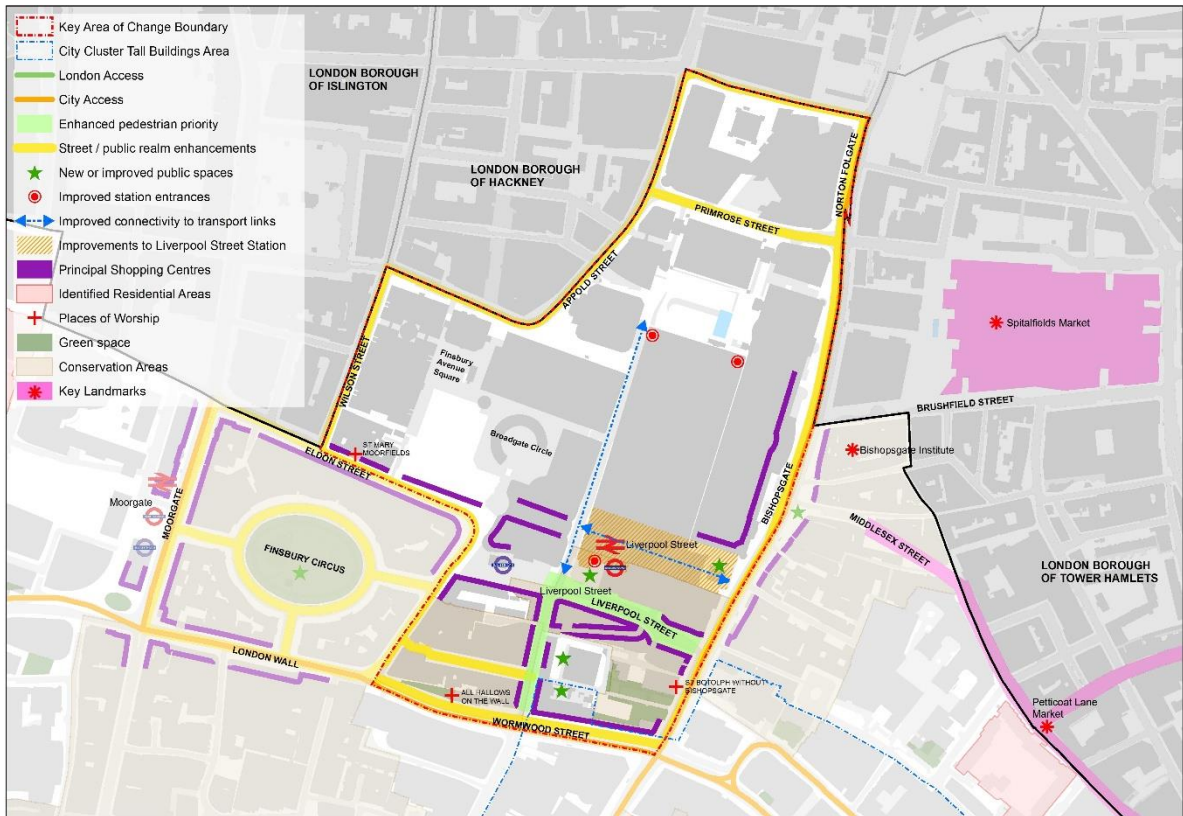
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### **Reason for the policy**

- 14.10.0 The Liverpool Street area is a dynamic part of the City of London, and home to one of London's busiest transport hubs and increasingly a destination for leisure as well as work. The area is undergoing significant transformation. This has happened through the recent arrival of the Elizabeth Line; the large-scale redevelopment and refurbishment of Broadgate and associated public realm improvements; and the development of several new offices, and retail and leisure facilities in the Liverpool Street area and in the nearby City Cluster that are either under construction or planned. These changes are bringing greater footfall, greater vibrancy and activity seven days a week, enhancing the desirability of the area as a business, retail and leisure destination. The Moorgate/Liverpool Street Principal Shopping Centre has potential to accommodate significant growth of retail provision during the Plan period. Broadgate is currently developing a more outward looking character and this is expected to continue, alongside further improvements to permeability.
- 14.10.1 Where suitable funding is available, the City Corporation will support such change through delivery of world class public realm and improvement to streets and pedestrian routes, including additional pedestrian priority and new pedestrian routes to maximise permeability, where appropriate. The 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 Culture Mile and the City Cluster. Where feasible, additional urban greening and the creation of green urban spaces will be encouraged.
- 14.10.2 The City Corporation will work with relevant partners including TfL, Network Rail, train operators and landowners to promote improvements to the accessibility of facilities provided in Liverpool Street Station and the surrounding area. This may include enhancing step free access, improving entry points and reviewing bus interchange, together with any potential future improvements to operational capacity at the station.
- 14.10.3 Alongside these changes, encouragement will be given to the provision of space suitable for incubators, 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 area, and will exploit the opportunities to enhance the creative ecology of this part of the City.



**Figure 33: Liverpool Street existing conditions**



**Figure 34: Liverpool Street Spatial Priorities**