

RECONSTRUCTION
IN THE
CITY OF LONDON

Interim Report to the Improvements and Town Planning Committee
by the Joint Consultants.

March, 1946.

C. H. HOLDEN, Litt. D., F.R.I.B.A., M.T.P.I.
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REPORT—IMPROVEMENTS AND TOWN PLANNING COMMITTEE.

To be presented 17th July, 1946.

*To the Right Honourable The Lord Mayor, Aldermen and Commoners
of the City of London in Common Council assembled.*

We, whose names are hereunto subscribed, of your Committee for Improvements and Town Planning have the honour to submit to your Honourable Court the Interim Report of the Consultants appointed under the authority given on the 25th July, 1945, to advise the Corporation in regard to the provisional plan for the re-development of the City, together with the letter of the Minister of Town and Country Planning and all criticisms received, and to report generally thereon.

Immediately upon receipt of the Interim Report, and pending our consideration of the tentative and preliminary proposals therein contained, we deemed it desirable that every Member of the Court should be afforded the earliest opportunity of perusing the Document, and we accordingly instructed the Town Clerk to arrange for the prompt circulation thereof with a request that, pending our Report thereon, the contents should be regarded as in the highest degree confidential, and we trust that our action in this regard meets with the approval of your Honourable Court.

We have duly proceeded in the consideration of the various proposals contained in the Interim Report, and on our instructions Mr. Engineer submitted brief observations thereon, which were discussed with the Consultants. We have had the advantage of the personal attendance of Dr. Holden and Professor Holford at several of our meetings.

It should be emphasised that the Report as presented is preliminary in nature, and concerns itself mainly with questions of broad principle; the tentative proposals set out are capable of amendment, and may well be revised in the light of more detailed enquiries which are now proceeding, and in view of this fact we do not feel that any useful purpose would be served by submitting lengthy criticisms thereof.

We are unanimously of opinion that the Interim Report is one which we can recommend to your Honourable Court for acceptance in principle and as a basis on which may be constructed the Final Report which—if so directed by your Honourable Court—it would be the duty of the Consultants to present in a form suitable for submission to the Minister of Town and Country Planning; we therefore have no hesitation in recommending that Dr. Holden and Professor Holford should be instructed accordingly.

There are, however, certain aspects of the Interim Report on which discussions are proceeding—in certain cases in collaboration with other Committees whose activities are affected thereby—upon which at this stage we do not feel able to submit to your Honourable Court any final recommendations, and we propose to report on certain of these matters at a later date. We are strongly of opinion, however, that the instructions to the Consultants to proceed need not, and should not, be delayed pending a decision on these points.

The major proposals in question may be briefly summarised as follows :—

Billingsgate Market Area (*Vide* Paragraphs 22, 50, 52 and 53).

The future policy in regard to the location where the functions of the Market are to be carried on is receiving the careful consideration of the Special Committee, in consultation with the Billingsgate and Leadenhall Markets Committee and ourselves, and the final decision of your Honourable Court thereon will clearly affect the conclusions of your Consultants on the planning of the Area.

Central Markets and Charterhouse Street (*Vide* Paragraphs 21, 50 and 51).

We are unable at this juncture to concur in the proposal for the construction of a Viaduct in the position indicated in the Report, adjoining the Market Buildings and covering Charterhouse Street itself, and have asked your Central Markets Committee to favour us with their considered judgment on the proposal, after ascertaining, if deemed desirable, the views of the Market tenants thereon.

Mincing Lane Area (*Vide* Paragraph 28).

The road proposals contained in the Report would have the effect of bisecting this important Market area and the Consultants will, at our request, give careful consideration to the question of resiting the projected inner circuit road to obviate the disturbance of the trade which has for so many years been carried on in this area.

Upper Thames Street Viaduct (*Vide* Paragraphs 22, 23 and 24).

We do not find ourselves in sympathy with the proposal for an upper level route over the widened Upper Thames Street, and are of opinion that it would be preferable to plan for this street a width between buildings sufficient to accommodate at ground level all future traffic requirements. Such width will, doubtless, be a matter for ascertainment,

in co-operation with the Ministry of Transport. It may be that 120 feet will be adequate. We have asked the Consultants to furnish us with a model of the treatment they propose.

St. Paul's Cathedral Environs (*Vide* Paragraphs 57/60).

Our desire is to provide the Cathedral with a setting which shall be worthy in every respect. We do not feel that finality in proposals for treatment has yet been achieved, and consider that discussions in this matter should continue.

The River Front (*Vide* Paragraphs 54/56).

We are not convinced of the feasibility of the construction of the proposed high level riverside walk along the greater part of the front from Blackfriars to London Bridge—whilst recognising the amenity which would thus be provided for pedestrians and the architectural significance of terraced treatment rising from the river level. We have, therefore, asked the Consultants to furnish us with detailed diagrams and a model of the treatment they would propose for the riverside wharves and warehouses in order to achieve the project they have in mind.

Generally.

We have requested the Consultants to consider and advise us as to the practicability and desirability of constructing "fly-overs" and/or "under-passes" at certain important traffic junctions with a view to the avoidance of vehicular congestion; also to envisage the widening of King Street at an early date to improve the approach to Guildhall from the South.

We beg to submit as an appendix to our Report, a Letter which at our request, the Consultants have forwarded to us, setting out those matters which, in their view, will require further consideration consequent upon the discussions which have taken place.

We have furnished the Special Committee with a copy of our Report in order that that Committee may, coincident with its presentation to your Honourable Court, submit such observations thereon as they may deem advisable.

All which we submit to the judgment of your Honourable Court.

Dated this 14th day of June, 1946.

(Signed)

H. W. KEITH CALDER.	F. TIDBURY BEER.
C. ERNEST LINK.	CLAUD W. DENNIS.
ALFRED H. TEUTEN.	GEORGE H. WILKINSON.
E. S. UNDERWOOD.	G. AYLWEN.
W. H. GUNTON.	CHAS. CROSSINGHAM.
ERNEST BATES.	W. J. TAYLOR.
W. H. WHITBREAD.	ALAN F. G. STANHAM.
H. E. SIER.	R. MELDRUM.
A. R. COOK.	BANISTER FLETCHER.
H. S. SYRETT.	JOHN BATTY.

APPENDIX

To—

THE WORSHIPFUL THE IMPROVEMENTS AND TOWN PLANNING COMMITTEE.

RECONSTRUCTION IN THE CITY OF LONDON.

Covering Letter by the Joint Consultants. June, 1946.

GENTLEMEN,

In March of this year we submitted to you an Interim Report setting out the framework of a scheme of reconstruction, and we summarised in paragraph 75 of that Report, the main proposals on which it was based.

Discussions followed, in the course of which you asked Mr. Engineer for his observations. As a result of these discussions and of further consideration on our part, we made certain amendments to the proposals and undertook to investigate others—in consultation, where necessary, with Committees of the Corporation or with outside bodies—before reporting on them in detail. In addition, we set out some further observations in a Note which we described as an appendix to the Interim Report. Those proposals in the Report and its appendix which affected the layout of the main streets in the City were illustrated by means of a transparent plan (referred to as Diagram IV). This transparency can be read when superimposed on any of the coloured plans that appeared in your published Report of 1944, and most conveniently on Drawing Number 3A.

You have now asked us to preface our Interim Report by a brief Covering Letter, before sending on the documents to the Court of Common Council ; and you have asked us also to refer to the main amendments and to the questions for further consideration which have already been agreed with you.

In the category of amendments or additions we should wish to include :—

(i) An alternative route for the section of the inner distributive circuit between Eastcheap and Crutched Friars, which was originally shown on our Diagram II as cutting across Mark and Mincing Lanes ;

(ii) A further widening of Thames Street beyond the dimensions referred to in paragraphs 22–24, with the object of eliminating the necessity for an upper-level road from Tower Hill, along Thames Street and turning into Queen Victoria Street, as originally suggested. This amendment, however, would not make the construction of a viaduct impracticable if, after all, it is required at a later date ;

(iii) A widening of King Street, if and when this is needed in conjunction with the reconstruction of Guildhall and its approaches.

For further consideration we wish to list the following items, as being the more important ones on which discussions are now proceeding :—

(iv) The location of Billingsgate Fish Market, and its future development, having regard in particular to the proposed widening of Lower Thames Street ;

(v) The proposed line of the Special Route from Holborn Circus to Aldersgate, which aims at separating general traffic from market traffic in this area.

(Both these questions have been referred to the respective Market Committees of the Corporation, with whom we are now in consultation.)

(vi) The possibility of fly-over crossings, or other methods of grade separation at busy traffic junctions. The feasibility of such a feature at Southwark Bridgehead is indicated on Diagram IV. We have already studied other crossings, such as Ludgate Circus, with the same end in view ; and we shall consider improved junctions at, for example, Aldersgate, Moorgate, Bishopsgate and Aldgate. We shall be to a great extent dependent, however, on the co-operation of the police and traffic authorities, including the Ministry of Transport.

(vii) The extent of, and the detailed provisions for public pedestrian access to the river front between Blackfriars and London Bridges. Drawings will be prepared later to illustrate the possibilities of a scheme for a public right of way as part of the re-development of the warehouses ;

(viii) The provision of a combined bus station and forecourt to Liverpool Street and Broad Street Stations. More detailed proposals for this await a recommendation from the Railway (London Plan) Committee on the policy that should govern the rebuilding of Liverpool Street Station.

We understand that approval is to be sought for the broad framework of proposals now before you, as a preliminary to the preparation of a plan under the Town and Country Planning Acts, and as a matter of principle and policy at this stage, rather than of detail. We should like to add that a great deal of work and much consultation will be necessary before a plan can be adopted as a basis for actual building operations, and that meanwhile the effect of other proposals—for example those of the London County Council—may entail some modifications. Moreover, the plan will need to be illustrated and presented to the public in such a way that its visual effects, as well as its underlying structure, may be readily understood.

At this stage our Interim Report, as it now stands, will indicate to those who are directly concerned in the reconstruction of the City the salient features of a scheme which we believe to be feasible. Your Committee will also be aware that, pending an expression of opinion by the Court on the proposals as a whole, we are closely considering the procedure by which they could be carried into effect.

We have the honour to remain, Gentlemen,

Yours very truly,

(Signed) CHARLES HOLDEN.

C. H. HOLDEN, Litt.D., F.R.I.B.A., M.T.P.I.

(Signed) WILLIAM HOLFORD.

W. G. HOLFORD, M.A., A.R.I.B.A., M.T.P.I.

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RECONSTRUCTION IN THE CITY OF LONDON

Interim Report by the Joint Consultants, March, 1946.

GENTLEMEN,

In accordance with the terms of a letter from the Town Clerk dated 19th November, conveying your instructions to consider the provisional development plan submitted to the Court of Common Council, together with the letter of the 2nd July, 1944, from the Minister of Town and Country Planning, and all other criticisms received by the Committee, and to report generally thereon, we now have the honour to lay before you the following preliminary observations, which indicate our approach to the problem, and to the proposals and criticisms already made.

This Interim Report is submitted as a result of personal investigations by ourselves, and after much useful information had been put at our disposal by the City Engineer and his staff, but in advance of more detailed enquiries which we now have in hand or in contemplation. The Report, therefore, concerns itself mainly with questions of broad principle, on which we put forward our considered views. These, together with such further verbal explanation as your Committee may desire to have, should enable you to authorise our proceeding with the preparation of the complete Report and Plan, based on the amendments suggested here.

In our view the first essential is to establish a workable physical framework, on the basis of which immediate and long term redevelopment schemes can be evolved, and subsequently carried out. The subject matter of this Report is thus, to a large extent, our expression of opinion on what ought—in the physical sense—to be done, rather than on the administrative means of doing it. The latter must necessarily be the subject of a subsequent and fuller Report. Our proposals on procedure will, in any case, involve consultation with Committees and Officers of the Corporation. In discussing them we hope that the following considerations would be taken into account :—

(1) The passing of the Town and Country Planning Act, in November, 1944, and the prospect of further legislation on Compensation and Betterment ;

(2) The Resolution of the Court of Common Council dated 12th April, 1945, to the effect that application be made for a Declaratory Order under Section 1 of the Act of 1944 ; which would have the effect, when approved by the Minister, of rendering land in areas of extensive war damage liable to compulsory purchase ;

(3) The urgent need for the Corporation to take the initiative in securing not only the street improvements here suggested, but also the economic and efficient development of building blocks in *all* the damaged areas, if the reconstruction plan as a unified whole is to carry confidence in this period of uncertainty, if it is to justify the importance of the occasion and of the hopes engendered by it, and not least if it is to bring in a return commensurate with the scale of the enterprise demanded.

(For convenience of reference the following paragraphs are numbered. A short summary of our observations and preliminary proposals, and a list of the matters arising, are given at the end of this Report).

Introductory.

1. The City of London is perhaps unique in this respect ; that it is in effect a City within a City ; the walls have for the most part disappeared and the site of the walls and the ditch has been absorbed piecemeal into buildings, streets and lanes and there is now no clear line of demarcation, with the exception of the river, between the City and the surrounding communities.

Continental cities, subjected to many attacks and sieges, retained their walls and expanded internally both horizontally and vertically until, reaching saturation point, it was necessary to spread out beyond the walls and to build new fortifications to enclose the added territory. The space occupied by the redundant fortifications became available for the provision of open space, for boulevards and for building development.

In the City of London these conditions do not obtain, and no large areas are free for development other than the areas of destruction resulting from the war.

These areas were in full occupation prior to the war, and it is naturally a matter of urgency that their redevelopment should not be unreasonably delayed or unreasonably diverted from their former use.

Problems of congestion of traffic, on through and local routes, and on service roads, and in terms of relieving its impending pressure are even more urgent ; for it is only by early decisions on these points that the total available building area will be ascertainable. It is one of the principal objects of this interim report to obtain general approval of the road plan proposed.

Some loss of building area is inevitable and must be accepted as an axiom of improvement ; but loss of building area does not necessarily mean loss of essential accommodation, and with skilful planning as the basis of an overall high standard of efficiency it should be possible to provide equivalent effective space, improved real value, and a higher standard of service than has in general been enjoyed by the City as a whole during the past.

Amenity goes with orderly planning ; and we submit that opportunities exist for increased amenity which make the most of the limited resources of the City for the provision of open space.

Reconstruction in Two Stages.

2. One of the most important qualities of a plan for reconstruction is that it should be capable of translation into a programme, so that planning authority and private interests alike may work out a timetable of redevelopment to suit their needs. Without attempting a detailed estimate of the finance and of the building and civil engineering resources which alone would give reality to such a timetable, it seems to us that the operations would fall into two clearly defined stages.

3. The first stage would represent the period of shortage of building accommodation in the City. During this period the country-wide demand for housing and its related services will absorb a great part—if not the major part—of the energies of the building industry. The direct result of this on reconstruction proposals would be that at this stage no habitable offices nor useful storage space, and no existing services, would be demolished in the interest of planning improvements ; reconstruction would, therefore, be confined to cleared areas in all parts of the City and to the preparation of permanent building sites. The only exceptional cases in which the demolition of standing buildings, or the alteration of existing roads and services, would be warranted, should be those enabling essential undertakings to be constructed, and those carried out to make room for urgent replacements.

During this stage it is presumed that the remaining Cost of Works Payments for War Damage would be paid out ; that the Corporation would apply for Declaratory Orders covering the areas of extensive war damage ; and that the first priority schemes recommended by the Railway (London Plan) Committee to the Minister of Transport would be put in hand.

Taking all these factors into account, our estimate of the likely duration of the first stage is eight to ten years. As a rough approximation, therefore, we propose to limit the first stage of our proposals—so far as there is any practical advantage in so doing—to those which are capable of being put into execution (if not completed) by the winter of 1955-1956.

4. The second stage is one during which the large-scale redevelopment schemes involving standing property would be carried out, and the plan *as a whole* would be made effective. This would entail the demolition of a certain amount of obsolete or obsolescent property, the completing of the remaining essential links in the system of street improvements and their co-ordination with the new traffic arteries in the County of London. We assume that by this time the level of building prices will be more stable—and certainly more calculable—than it is now, that owners in receipt of Value Payments under the War Damage Acts will be in a position to build, that the second and third priorities of the Railway Programme will be under way, thus bringing in sight, as a practical possibility, the proposal of the fourth priority to remove Cannon Street Station* ; and that Liverpool Street and Fenchurch Street Stations will be in process of remodelling. Returns on development carried out during the first stage may be expected by this time to be sufficient to establish confidence in the scheme as a whole, and to justify embarking on further improvements involving, in some cases, high capital cost, with less prospect of Exchequer assistance at this stage, under the terms of the Planning Act of 1944. The fact that the building industry will by then have reached its peak employment figure, would also accord with a planned long-term programme of public works.

Motor traffic generally may well have doubled in volume by the time this stage is reached ; and the need for such necessary restriction as that against parking on through routes in the City will have been amply demonstrated. Effective control will depend, however, on the elimination of congestion points and the provision of adequate facilities for moving and for standing vehicles.

5. In short, the Second Stage is the period during which may be realised all those objectives of the plan, which were only implicit or partially revealed during the earlier stage.

*See Note A in Appendix.

Even then there are projects, desirable in themselves, but unlikely to be implemented during this stage, which we must log for eventual consideration. These are briefly referred to as possible Third Stage proposals in the text ; and where they occur in the diagrams are shown in dotted line.

It remains to put a term to the Second Stage, if only as a target. We are so impressed by the need—on administrative and financial grounds, both national and local—to conceive the present problem of reconstruction as one for urgent, special and co-ordinated measures, rather than as an intensification of the normal problem of redevelopment and street improvement in the City, that we are unwilling to make our proposals less concrete by projecting them too far into the future. It seems to us that, with unimportant exceptions, the reconstruction plan as a whole should be capable of realisation within the next 30 years. Modern methods of construction are becoming more rapid ; and similarly, the cycle of redevelopment is becoming shorter. Although this process of renewal will, of course, continue—and, we hope, without interruption—we are now approaching a time of critical decisions, which will demand exceptional efforts ; and there is a clear advantage in marking out an adequate but realistic programme which can be carried out within a measurable term of years. The achievement would gain added significance—as St. Paul's and the City Churches did—from the fact of its being the most central, and the most illustrious symbol of contemporary rebuilding.

The approximate target date for the completion of the Second Stage would thus become the year 1975.

Accommodation.

6. We have tried to make a rough assessment of the bulk of accommodation to be planned for during the next 30 years, in relation to the various functions of the City as the pre-eminent business and distributive centre of Great Britain. The Report of your Committee gives some illuminating figures of population, rateable value and traffic volume ; and suggests that, although the Draft Proposals could result in the provision of accommodation for an increase of something like 60 per cent. over the present-day population, they are unlikely to do so. The detailed application of any such general estimates, as they may affect zoning, are discussed below.

We consider that the Corporation should shortly be in a position to calculate much more closely what is the existing provision and potential demand for floor-space in the City. This calculation is, in our opinion, of great importance. We have not ourselves had the time or the resources, up to the present, to assemble the necessary information ; we should hope to do so—and it would in fact be essential—for the preparation of a detailed plan. Meanwhile, we have reached certain broad conclusions which will require verification, and which we have used as a basis for proposals in this Interim Report. We are well aware, however, that no estimated figure can be regarded as in the least fixed. The plan must be flexible enough to meet unexpected changes if they arrive.

7. First, as regards the global figures of population. There appears to be—as set out in Part I of your Preliminary Draft Proposals—a fairly consistent ratio between the day population of the City and the population of Greater London. In particular, during the comparable decade after the last war (1921-1931) in which the population of Greater London increased by 9½ per cent., the day population of the City is estimated to have increased by 13 per cent., and the latter expressed as a proportion of the former remained roughly constant, at 5.9 per cent. If, therefore, the population of Greater London*, on the basis of the proposals of the Abercrombie Plan which both the Government and the Advisory Committee accept in principle, were to reach a figure of approximately 8,000,000 by 1955, the comparable figure for the City, in the absence of special movements which would increase or lower it, might normally be of the order of 472,000—approximately the same as in 1928. (This should be set against an estimated population of 500,000 in 1935).

8. But even the general movements that have created this balance during the past hundred years, are likely to be changed in the coming post-war decade ; and the following considerations have to be taken into account :—

(a) The increase of day population, and the decrease of residential population in the City, has gone on *pari passu* with the growth of Greater London, and the migration to outer residential areas. Both movements have now probably reached, if they have not already passed, their maximum growth. But even if decentralisation of population and industry from Greater London proceeds apace, even if satellites are expanded or built beyond the Green Belt, and even if the journeys of industrial workers across London are much reduced, the daily ebb and flow into offices, warehouses, shops and markets in the City may remain constant or even be increased by reason of these other changes.

*Using the term in the same sense throughout: *vide* LONDON STATISTICS, 1937-38, for a definition of the area referred to. If a figure of 9,058,000 is taken instead, this being based on the 1938 population of the area covered by the County and Greater London Plans, minus the loss that the redistribution proposals would bring about, then the proportion for the City would be based on an average of 5.2% giving an estimated day population of approximately 471,000.

(b) On the contrary, the centralising pull of the City, particularly in regard to those functions which are likely to grow and for which the City alone can be regarded as truly central—such as national and international financial institutions (including sections of Government Departments connected with them), export markets, the Press, and certain activities connected with the Port and with the entrepôt trade—may increase the general demand for accommodation. It is interesting to note that of 2,762 replies to a question put in May, 1944, by the Reconstruction Advisory Council, to firms belonging to its member associations in the City of London, 60 per cent. recorded an anticipated increase in staff, or a staff of roughly the same strength as pre-war, and 40 per cent. a decrease. A more recent referendum has revealed an increasing trend towards expansion, despite the difficulties of accommodation, on the part of many firms who were previously doubtful of the future. (The Reconstruction Advisory Council are now attempting to bring this picture up-to-date).

(c) The Railway (London Plan) Committee anticipate an increase in traffic. They point out that “as income rises the demand for transport rises more than proportionately, irrespective of transport to and from work.” They also state that peak hour concentrations tend to grow; and as they are difficult to break down, provision must be made for an increase. They base their proposals in fact, on the assumption that “the volume of travel in the London area, as measured in passenger journeys and still more in passenger-miles, will continue to increase.”

To this must be added the Ministry of Transport’s estimate of at least a doubling of the number of motor vehicles on the roads by the end of the First Stage, as compared with 1939.

If either of these increases in means of transport lead to a real increase of accessibility, there can hardly fail to be a corresponding, though possibly smaller, demand for increase of accommodation.

(d) As town planning principles gradually take root, the tendency is becoming more apparent to zone similar or inter-dependent activities in specific areas, and to exploit a zone to the maximum advantage of its predominant user; leaving non-conforming uses to a natural or even assisted movement elsewhere. The City is essentially a central commercial zone within Greater London and as it cannot increase in area, any non-conforming users which move out are likely to be compensated for by commercial users moving in from neighbouring zones. This may result, for example, in a residential density of perhaps 250 persons to the acre, or an industrial density of 300, being replaced by a commercial density at least three times as great; and, therefore, to an increase in the day population in certain parts of the area.

9. All these tendencies taken together might have the effect of reversing the general trend of decentralisation, and even of increasing the normal rate of growth of the City’s day population. The estimated figure of 472,000 workers in 1955, would then, in theory, be liable to rise to a total somewhere between **562,000**—(the normal increase on 1935, comparable to that between 1911 and 1931, but allowing for the exceptional losses of the recent war)—and **662,000**—the accelerated increase, assuming that war-time losses would be more than made good.

10. Until more information is available, however, these figures of potential occupation are purely speculative. Moreover, they will be of little practical value until translated into terms of floor-space, and set against the capacity of the City to absorb a total increase without loss of efficiency. What is required at this stage is recognition of this approximate order of magnitude as a basis for considering—and if necessary controlling—the provision of new floor space.

The arguments against setting out to attract a substantially greater bulk of building are, in our opinion, serious; and in view of paragraph 12 of the Minister’s Note of the 2nd July, 1945, it is likely that he would require sound justification for it, both in terms of general objectives and detailed method. Although modern construction and lay-out, greater height, and the application of design to larger units of building, will augment the effective floor-space which a block of land will yield, yet the *total floor-space occupied in the City* could not be substantially increased without risking some or all of the following disadvantages:—

(a) Carriageways, pavements and parking space, both public and within building curtilages, could not be radically improved; and additional traffic would be generated that could not be adequately handled, particularly at peak hours;

(b) Access would have to be given and comparatively high values would in consequence attach, to new frontages everywhere, irrespective of whether this negated the traffic value of new roads, or compromised the more even and—on the average—higher distribution of values which correct zoning and able estate management could produce;

(c) The increase would become a question of competition which could only be within the limits of by-law control. The building up of all frontages to maximum permissible height would make later street improvements more costly, create unsatisfactory conditions of building within the perimeter of blocks, and produce a dull architectural effect. The City is probably too small in extent to allow of the regimented monotony that typified the pre-war commercial quarters of Berlin; but any similar tendency would be retrograde. London business buildings must now compete with those of foreign capitals, and the trend is definitely away from the "closed" to the "open" building block, particularly where every room in the building has to provide efficient working or display space and where maximum *ground floor* area is required. (Compare, for example, the type of lay-out at the Rockefeller Centre, New York, or 55 Broadway, Westminster, or the Bank of England, Threadneedle Street; with that of Wall Street in New York, or Drapers' Gardens, or even Britannic House, Finsbury Circus). Setting aside, for the moment, æsthetic and sentimental values, there is no question which of the two principles of building is likely to be more successful in meeting contemporary requirements.

(d) Open space of value for amenity, for pedestrian circulation, and for the improved daylighting and setting of buildings, would not be increased; and working conditions in internal offices, showrooms and restaurants and in basements generally could not be brought to a desirable standard;

(e) Major civic improvements on which public opinion is certainly counting—namely, worthy settings for St. Paul's, Guildhall, and the Tower of London—would be curtailed, or compromised to an extent that would make them not worth the effort, the disturbance or the cost.

11. There is obviously an inter-action between the extent of the demand for accommodation and the consequences of supply; but in our view the principle that should guide your Committee, as a planning Committee, should not be one of general expansion, but of balance between the increases due to greater efficiency of building, and the reductions necessary to secure efficiency of lay-out and circulation. We think it better, and in the long run more profitable, for the Corporation to support a policy of providing first-class accommodation and access, even if this results in demand being usually in advance of supply, than to allow any and every kind of development on a purely quantitative basis.

In so far as it is necessary for us, in considering zoning, to postulate a total figure for daytime population, we are inclined to keep to the estimate of 472,000 for the time being. When this is translated, however, into terms of floor-space, both occupied and unoccupied, it is probable that the totals will exceed the 1928 figures.

Traffic and the Road System.

General.

12. If the number of motor vehicles on the roads of this country were to increase at the same rate after the war as it did in the preceding ten years, it would have trebled itself by the end of the Second Stage of reconstruction. But it is doubtful whether the increase would continue at that rate throughout the next 30 years; and in any case the figures given in your 1936 Survey estimate that the increase in City traffic, over the 30 years between 1904 and 1935, was only 60 per cent., compared with 100 per cent. in the West End. Nevertheless, improved transport and its free movement, are likely to be so vital to Britain, and to London especially, in the future, that the curve may well go up again. And it is unfortunately true that for some time past the City has tried in vain to anticipate the onset of congestion. Without vigorous action now, the threat to be averted 30 years hence will be one of paralysis. It must, therefore, be one of the objects of the plan to divert traffic which has no business in the City, to systematise the present pattern of roads and improve their junctions, and to avoid unnecessary duplication of different types of transport. That is to say, the plan should not set out to attract an ever-growing proportion of the private vehicles that will come into use, particularly where public services are adequate or could be made so. But it should recognise and make provision for an increase of private vehicles essential to commercial purposes, which will require free entry and circulation in most parts of the City. It should also provide for a relatively smaller increase in the number of public service vehicles.

Taking all these facts into account, we propose that *the road system should be designed now to carry twice the pre-war volume of traffic by the end of the Second Stage*. This is a provisional basis only, subject to confirmation or amendment when a closer estimate has been made. We propose also that *future* street widenings should be allowed for, as and when necessary; and that some of the cost of construction and disturbance should be discounted in advance by imposing certain conditions on all new building.

13. The City lies embedded within a huge urban area, as a heart or lung into which—and out of which—are pumped each working day half-a-million citizens and perhaps fifty-thousand vehicles. Unlike a country town, the City cannot be “by-passed” by means of unobstructed roads passing through undeveloped land outside it. Nor, in our view, should any of the limited land area of the City be sacrificed to a through route for traffic which has neither origin nor destination there. The only reasonable by-passes, so far as the City is concerned, appear to be the widened through routes in the County of London—particularly the “A” Ring (which comes very close to the City boundary at Gardiner’s Corner), and the road proposed in the Abercrombie Plan as an East-West Link between Old Street and the Oxford Street By-pass. (The relation between the City and these existing and projected main routes in the County of London is shown tentatively in Diagram I).

The North-South Routes.

14. It will be noticed that when the Blackfriars Bridge—Farringdon Street route is extended and widened to join the East-West Link, the “A” Ring, and the “B” Ring, it will become almost an arterial route. The only other north-south route that could be said to be an artery is that passing through Bishopsgate and over London Bridge, and its traffic value as such is very much reduced by narrowness, awkward junctions, and frequent inter-sections. None of the other north-south roads are through routes, with the possible exception of a route which is more or less an alternative to Bishopsgate; and which runs via Finsbury Square, Moorgate, and King William Street, to the Monument. But this has to run the gauntlet of Princes Street and the Bank Crossing—neither of which can bear much increase of traffic; and then arrives at the same congested bridgehead.

15. We, therefore, propose an entirely new north-south link, most of which passes through war damaged areas and could, therefore, be constructed in the First Stage. It would begin at the new square at the junction of Cannon Street and Queen Victoria Street, and cross Cheapside west of St. Mary-le-Bow, and Gresham Street at approximately its present junction with Milk Street; it would then form a new western boundary to the Guildhall area, and near St. Giles, Cripplegate, it would fork, the left arm joining Red Cross Street, and going on to Golden Lane, the right arm curving towards a new junction near Moorgate Station. Thence via the already wide Finsbury Pavement and Square to meet Old Street and the “A” Ring Road. We think this new route would—

- (i) Relieve Moorgate, Princes Street and the Bank Crossing;
- (ii) Open up good new frontage, especially to the “business” side of Guildhall;
- (iii) Relieve King Street and Queen Street, where widening could then be deferred until redevelopment of the buildings fell due on other grounds;
- (iv) Create a useful cross route from the north-east to the south-west sections of the City (i.e., from Liverpool Street and Finsbury Square, to Queen Victoria Street and the Embankment) without attracting new traffic which had no need to go into the City at all.

16. Later, this new road might be extended south of the square, joining Upper Thames Street at a raised level (see below). Eventually it might form the approach to a new bridgehead, if and when it proves impracticable to widen Southwark Bridge. (This calls to mind the old project of the St. Paul’s Bridge, abandoned in 1929. The line and levels we now propose appear to us to have advantages over those of the previous scheme; but on the other hand, Southwark Bridge, in spite of its awkward approach road, may be sufficient for the next 30 years. This question will need to be examined in detail).

The East-West Routes.

17. The major axis of the oval which represents the area of the City runs, however, from east to west; and it is the east-west routes which have for centuries presented the greatest problem in through communication. On the west the three entrant roads are Holborn, Fleet Street and the Victoria Embankment. On the east the entrant roads are Aldgate and Tower Hill. To these, outside the City boundary, are now to be added the “A” Ring, and the East-West Link on the line of Old Street; and in the air—not yet brought to earth as it were—a major cross-route referred to in the County of London Plan as the “Y” Route, which was intended to link the arterial dock road from Tilbury to the Victoria Embankment, but may instead bring it via Commercial Road to Gardiner’s Corner. We regard it as of the first importance that this route should not bring into the City a great deal of heavy traffic which has no business there; and we consider that connections should be made between this road and the “A” Ring so as to divert traffic north from Gardiner’s Corner, and south to the tunnel and the South Bank. These links do not at present appear to be contemplated, and we are discussing the question with the Ministry of Transport. Whatever solution is ultimately arrived at, we are assuming now, for purposes of the City Plan, that we shall not have to deal—at any rate on the surface—with east-west arterial traffic to and from the docks which can be taken by less congested routes outside the City.

18. Nevertheless, the problem of east-west "through" traffic remains. We think this can only be satisfactorily met—

(a) By increasing the total number of through carriageways running in this direction through the City ;

(b) By achieving consistent widths and improving junctions (particularly right-hand turns) ; and

(c) By providing special roads at or near the perimeter of the City ; these roads being designed, not to open up new frontage and themselves to generate more traffic, but as traffic relief roads with comparatively restricted access, and with no more intersections than are necessary to link them with the main street system.

We propose two such roads on the north and south borders of the City. They correspond roughly with the northern and southern arms of the Ring Route as set out in your Provisional Draft Report. But their function is not quite the same ; and they follow different routes.

19. The two northern arms, which start from Holborn Circus on the west, and Aldgate High Street on the east, are designed to meet in a new forecourt to Liverpool Street and Broad Street Stations. From Holborn Circus the special route would, in the First Stage, follow Charterhouse Street and flank Charterhouse Square, cross Aldersgate by Barbican, and approximately on the line of Silk Street and White Street, would meet the projected roundabout at the junction of Finsbury Pavement and South Place. From there by a widened Eldon Street to the new Liverpool Street Forecourt.

From Aldgate the shorter and minor arm of this route would either reach the Forecourt via the bottom of Middlesex Street, and thence by a new cut through Devonshire Square to the south side of Devonshire Row, where it emerges into Bishopsgate, or by an alternative route, still under examination, which would commence at a more westerly point in Aldgate High Street than the former route.

20. During the interim period when the Forecourt and Bus Station at Liverpool Street would be under construction, it would be advisable in our opinion that a more northerly route—already existing for the most part—should be available as a by-pass for traffic not bound for Liverpool Street or Broad Street. This would continue north along Middlesex Street from the point where the first alternative route just described branches to the west, and would proceed to Pindar Street, over and under the tracks to Christopher Street (alternatively Earl Street and Sun Street), and thus to Finsbury Square. From the Square the route would be by the existing Chiswell and Beech Streets to Barbican, Long Lane, and Farringdon Street. This route would, of course, remain after the Special Route had been completed ; but it is more than likely that the link over Liverpool Street and under Broad Street Stations would be broken, due to the remodelling of the stations themselves. Thereafter, traffic touching Liverpool Street would use the Special Route ; traffic by-passing Liverpool Street would use the " A " Ring and Old Street. The proposal is, of course, conditional on the line of the " A " Ring eventually decided on by the L.C.C. and the Ministry of Transport.

21. We propose that as soon as possible this Special Route from Holborn Circus to Barbican should be carried over Farringdon Street and the Central Market area on a viaduct. We envisage this viaduct, for the whole of its length adjoining the buildings of the Central Markets, as a cover for Charterhouse Street itself, which would then become part of the market area. It might even be possible, without drastic rebuilding, to use the construction to support runways which would reduce the time taken for unloading from lorries (as in Chicago) and would reduce also the amount of handling by porters. The meat market at Smithfield is already expanding again, following a marked decrease in activity during the war ; and it is doubtful if it will be confined entirely to the very early hours. We suggest that if a real advance is to be made on the traffic conditions prevailing before the war, a radical improvement such as we have suggested should be carried out, in order to segregate market traffic from general traffic, and to secure a valuable relief road comparatively free from obstruction. We have satisfied ourselves that the route and the levels of such a road would be practicable. If, after consultation with the Markets Committee, and further investigation of the constructional problem, we find the project to be disadvantageous, unsound from a working point of view or excessively costly despite its all-round advantages, then we should favour as an alternative a viaduct to the north of Charterhouse Street.

22. For the Special East-West Route on the south of the City we propose an equally radical improvement, based on the same principle. This is to widen Upper and Lower Thames Street (mainly on the north side as regards its eastern length and partly on the south side as regards the western end), to 100 ft. in average width, during the First Stage of reconstruction. This would allow ample manœuvring space for vehicles concerned with the wharves and warehouse, and provided that the traffic of Billingsgate were kept within the curtilage of the Fish Market, it would allow also for a limited amount of general traffic which would escape into Queen Victoria Street, Blackfriars and the Embankment to the west, and directly—by a new link of 80 ft. width opposite the Custom House—into Byward Street and Tower Hill to the east.

23. Here again the low-level road would act as the forerunner of a route on a viaduct. Through traffic on the widened road would certainly increase after a time and we propose that as soon as possible a start should be made on an upper-level route entering Upper Thames Street from Queen Victoria Street at Lambeth Hill, immediately to the east of the old tower of St. Mary Somerset. At this point the level of the upper road would be approximately the same as that of Queen Victoria Street (approximately 45 O.D.); and this would eventually be carried right through to Adelaide Place, where there would be a junction with London Bridge, and to Byward Street, which is also at the same level. The Upper Road could not, of course, be made continuous until the present Cannon Street Station is removed or entirely remodelled. We have asked the Railway (London Plan) Committee to take this fact into consideration in drawing up—or causing to be drawn up—a reconstruction programme for London railways as a whole. (See Note A in Appendix).

24. The Upper Level Road, particularly if it is designed to leave adequate open space and daylight to the frontages on the north side of Thames Street, could, we think, be used with advantage by warehouses on the south side as covered space (partially top-lit if necessary) for loading and unloading. Pedestrian access to offices could in some cases be from the upper rather than the lower level.

Queen Victoria Street, from Lambeth Hill to New Bridge Street, would be slightly widened on the south side to allow for the increased traffic on this section of the road. We consider that, to maintain a reasonable building depth, and compensate for widenings of both Queen Victoria Street and Upper Thames Street, the new buildings immediately to the east of Blackfriars Bridge should be built out to a frontage line approximately on the alignment of the Victoria Embankment, and linking up by an easy curve with the existing river frontage to the west of Southwark Bridge; regard being given to the views of the Port of London Authority, and to the flow of the river.

25. The most important existing east-west routes for essential circulation through and within the City are, in our view, those which skirt or pass directly through its centre. These streets serve a mixture of purposes; they are the main circulatory mechanism for buses, they provide local through routes from one part of the City to another, and for both reasons they are favourable to shops. Furthermore, they tend to become "corridor" streets by being flanked on either side by important buildings of similar type; and whereas on the Special Routes a difference in use between buildings on the two sides of the road would be expected, and—owing to limited access—would cause no inconvenience, in the case of these distributive roads, the opposite tendency is likely to continue. They are thus extremely difficult roads to systematise or to schedule for a restricted traffic use.

The Distributive Roads.

26. Nevertheless, we consider that a great deal could and should be done to improve these streets—

(a) By loosening the knots and spreading the net of distributive roads more evenly;

(b) By distinguishing between types and giving each type consistent width and treatment;

(c) By adding certain links to make circuits complete;

(d) By keeping the curbside lane free of standing vehicles and by this and other means, such as the design of crossings, improving and speeding up the circulation of vehicles—particularly buses. (A survey made by Sir Charles Bressey in the summer of 1936 revealed that the average speed of some 40,000 vehicles on the route from Ludgate Circus to Aldgate was 5.85 miles per hour; the slowest journeys being at walking pace).*

*Greater London Highway Development Survey: 1937, paras. 25 and 26.

27. We propose, in the first place, a continuous inner circuit with at least a four-lane carriageway, and with adequate pavements, to serve and draw off daily the great concentration of workers in the congested central business area of which the Bank of England is the core.

The northern circuit would start, at the First Stage, from Aldersgate at Falcon Street and cross the heavily damaged area to meet London Wall at the head of Moorgate. London Wall is in urgent need of widening, and a start was made before the war at the Bishopsgate end. From Bishopsgate to Aldgate the route will be influenced by the proposals for the reconstruction of Liverpool and Broad Street Stations and the forecourt, and by the line taken by the Special Route which links it to Aldgate. No definite proposal is, therefore, made in regard to this part of the inner circuit. The line of the road and its junction with Aldgate, as shown on Diagram II, should be looked on as tentative.

28. The southern circuit would start from Ludgate Circus and after the junction with a widened Old Bailey it would curve into a widened Carter Lane and continue along Cannon Street to meet Queen Victoria Street in the New Square ; thence along Cannon Street again, and by Eastcheap, across Mark and Mincing Lanes to Hart Street, Crutched Friars, Jewry Street and Aldgate. The line of the circuit from Eastcheap to Aldgate can only be determined on the basis of more information than is at present available to us, including the future of Fenchurch Street Station and its forecourt. It may be that a line via Seething Lane, incorporating an improved approach to the Station and joining up with Fenchurch Street, will prove to be more practicable. The essential feature is that it should relieve Gracechurch Street and the western section of Fenchurch Street with the awkward right-hand turn, and open up a better traffic route than any now existing between Cannon Street and the eastern sector of the City.

29. The remaining links in the circuit are Old Bailey, joining Ludgate Hill to Newgate Street by a very much improved road, Newgate Street itself (slightly widened) and the lower section of Aldersgate Street at St. Martin's-le-Grand. In the more distant future a short cut may be opened up along the third side of this triangle, by a road from Falcon Street to Newgate between the General Post Office and St. Bartholomew's Hospital. This is only a Third Stage possibility. Nevertheless, the eventual formation of a roundabout or other improved junction south of St. Sepulchre's Church should be kept in mind.

30. There remain the narrower east-west routes, most of them traditional, whose widening even at points of constriction presents considerable difficulty. These are :—

Gresham Street (where the difficulty is now much reduced by demolition of buildings on its western portion) ;

Threadneedle Street ;

Cheapside, Poultry, Cornhill and Leadenhall Streets (the most direct line of all) ;

Lombard and Fenchurch Streets.

There is no question that all of these will continue to carry heavy traffic, and some of them are bus routes. Many of them were in process of widening to 50 ft. before the war. We recommend that this process should be hastened and extended by the method illustrated in Diagram III, which, without increasing the width of 50 ft. between buildings, provides for further widening by means of covered pavements within the building lines. By this means the building owner's maximum contribution to further widening at a later date would not exceed about 14 ft *on the ground floor only*. To make this change easily possible at any future period, it would be necessary in any new building to avoid placing any main structural member, such as stanchions or stairs, within the space 15 ft. back from the frontage line of the building. This restriction would not present any great difficulty in the planning of most commercial buildings.

31. Meanwhile the number of buses using these roads should certainly not be increased. Where possible, alternative routes should be gradually introduced to relieve them of some of the burden. We are aware that this is a difficult matter, and we can only say at this stage that co-operation with the London Passenger Transport Board, the Commissioner of Police, and the Ministry of Transport will, we hope, when taken in conjunction with the new routes suggested, produce workable proposals for a more evenly distributed and less congested system of bus traffic.

32. The Bank crossing is a particularly difficult problem, made more difficult by the fact that it is now an established exchange point. At this stage we wish to reserve our opinion as to the treatment of Queen Victoria Street between the Bank and the New Square. By the provision of alternative routes we should hope to relieve the Bank crossing of *some* of the traffic load along Princes Street, Poultry and King William Street. But the greatest load is still along Queen Victoria Street, and even the provision of a substitute or additional exchange point at the New Square, might not make possible a reduction in the bus traffic along this street. We do not suggest that Queen Victoria Street should be built over, but that traffic could be discouraged to a greater or lesser extent at the entrant points in or near the New Square and at Mansion House. Though we should prefer to see this part of

Queen Victoria Street radically redeveloped, with greater provision for pedestrians, private car traffic and parking, and less provision for through traffic and for public service vehicles, we are not yet in a position to support this proposal in detail.

The new road linking Newgate Street to Cannon Street and passing east of St. Paul's at a reasonable distance is desirable for the easy transfer of traffic from the north and west to the southern loop of the internal circuit. Its precise width is subject to further investigation.

The New Square.

33. From what we have already proposed in regard to the future road system, it will be seen that the *immediate* construction programme for new main roads in areas of extensive war damage, centres largely on—

- (i) The new east-west link between Aldersgate and London Wall ;
- (ii) The new north-south relief road from Finsbury Pavement, alongside Guildhall, across Gresham Street and Cheapside to Cannon Street ; and
- (iii) The New Square itself : (We refer to it by this name for convenience, and not because we think it would ever be so named).

This last might well become architecturally, as well as from a traffic point of view, symbolic and significant. Unlike the Bank crossing, which has grown up over centuries and cannot easily be remodelled to suit the convenience of circulation, the New Square could from the start be laid out to deal adequately with traffic and to provide continuous circulation. At the same time it would give an opportunity for fine building. To the west, whatever development is planned on and around the present Watling Street and St. Paul's Churchyard, we should like to leave an open view of the south front of the Cathedral, the great dome and the western towers. This view, and this feeling of spaciousness is, in our opinion, one of the most striking and most cherished inheritances of the devastation. The perspective on foot, or from a bus, proceeding along Cannon Street is constantly changing and constantly impressive—particularly when the sun or a good light picks out the light stone, the form of the dome, and the gilt cross above it. It seems to us a view which is already widely appreciated by the public and which is better worth preserving than the broad flank view obtained on crossing the south axis on Upper Thames Street, Queen Victoria Street or even Bankside. Therefore, we suggest a generous width between the north frontage of Cannon Street and the south frontage of the new buildings in the Bread Street Ward flanking Watling Street.

34. Some site may be required in addition to the open space and viewpoints around St. Paul's, to commemorate enemy destruction, national sacrifice, and Victory, by a monument or symbol of some sort, as was done after the Great Fire of 1666. We do not suggest at this stage a particular location ; but the New Square would be one of several which might be considered. (See also the paragraph on St. Paul's below).

Zoning.

General.

35. We are entirely in accord with the aim expressed in Part II of your Preliminary Draft Proposals ; namely, the re-establishment of the main market areas, generally on their existing sites ; with particular attention to those areas which have suffered serious damage. We should like you to consider, however, a somewhat different basis of zoning from that set out in your Preliminary Draft Proposals. This revision is, of course, dependent in detail on a more exact estimate of temporary and anticipated uses than we at present possess ; and proposals for the precise areas to which the zoning would be applied must await our further Report.

36. Put very broadly, our conception of use-zoning under the new planning system as applied to the City of London, as a whole is, that apart perhaps from the Inner and Middle Temples, St. Bartholomew's Hospital and the historic buildings, the whole area forms one commercial zone—the central commercial zone of London. It follows that other uses, whether residential or industrial, are special uses even when essential to commercial operations ; and as such should require approval from the Corporation ; this approval would not be unreasonably withheld. It also follows that the uncontrolled spread of purely commercial buildings into adjacent areas, unless forming part of another and separate centre or sub-centre, is not a proceeding which the Corporation would wish to see encouraged by the adjacent Planning Authority whose territory surrounds them. There is in fact everything to be said for joint consultation on zoning proposals on each side of the City boundary ; for although there may be at present no clear distinction in some cases between uses in the City and in contiguous parts of Westminster, Holborn, Finsbury and even Stepney, yet the tendency in redevelopment should be towards greater identification and not away from it. The River, the Inner Temple, the Inns of Court, the northern arms of the Special Routes to Liverpool Street, and the lines of Mansell Street and Tower Hill, will help to define zones more clearly ; and minor adjustments of boundary, particularly at Holborn, would be advantageous.

37. Within this major commercial zone there are in our opinion, a large number of essential uses. We include in this list :—

Offices,
public buildings,
service buildings (including those for transport and post office purposes, and power supply),
warehouses,
riverside wharves,
cold stores,
wholesale and retail markets,
shops.

38. The object of zoning, whether controlled by the clauses of a planning scheme, by building licenses, or by covenants in a lease, is to secure and protect the character and values of the area to which it is applied, to avoid non-conforming uses which are conflicting or which have less claim to inclusion, and to establish a basis of agreement between the parties concerned in the development of the area. To be successful it must be applied with the least possible discrimination between one owner or tenant and another. For planning purposes the various commercial uses referred to above can be grouped into four categories each with its distinctive types of building development :—

(i) Those densely occupied, such as shops and offices and public buildings ; in which pedestrian circulation, daylighting, ventilation, and general amenity are of considerable importance ;

(ii) Those with a much lower intensity of occupation ; e.g., buildings with special equipment (such as telephone exchanges), and warehouses and cold stores. The chief requirements here are clear floor space (not always of the same height as in office buildings), loading and traffic facilities, and fire-resisting construction and lay-out ;

(iii) Those combining office and warehouse accommodation in various proportions ; such development usually permits of a deeper average building depth, but demands to some extent the amenities required by (i), and the facilities required by (ii) above ;

(iv) Those of a special type (such as wholesale and retail markets and auction rooms) which are sometimes only intermittently in full occupation, and which require a special kind of construction and special services.

As ancillaries in each of these zones are already established—and in our view should continue to be permitted :—

(v) Retail shops, restaurants, and public houses ;

(vi) Service industry closely connected with the trades and occupations of the City, e.g., printing, packaging, the carrying trade, shopfitting, etc., provided the size of their premises and the number of employees is within limits laid down.

(vii) Traditional uses, such as particular schools and institutes, public rooms, clubs and the halls of the Livery Companies.

39. In most other towns we should propose a special zone for shops and another for public buildings. But the City of London is unique in this respect, that it does not combine with its functions as the centre of finance and commerce, those of shopping, entertainment or administration. Apart from St. Paul's, Guildhall and St. Bartholomew's Hospital—which are each in a sense precincts—the public buildings are part of each zone, and would not at present derive much advantage from being grouped by themselves in a civic centre—or even in a number of public building zones.

40. The same is true of shops. The pre-war pattern was made up of—

(a) Ribbon development along the main bus routes ; and in particular Fleet Street, Ludgate Hill, St. Paul's Churchyard, Cheapside ;

(b) Clusters round the approaches to the railway stations ; Liverpool Street in particular ;

(c) Small groups conveniently placed for lunch-hour shopping by office workers ; of which Leadenhall Market was the greatest concentration, and Copthall Avenue a typical example ;

(d) Special developments in connection with wholesale or trade markets, such as that in and around Houndsditch.

41. In our view the general tendency to design certain types of office building without space for shops (except perhaps kiosks) and conversely to design shops specially for that purpose, combined with the need for planning control to prevent sporadic development—unsatisfactory from the trading point of view as well as from that of good estate management—will both affect the local distribution of shops, and act, in the words of your own Report, as a kind of self-zoning ordinance. But we do not think there should be a general restriction over such a wide zone as that defined as the Special Business Zone in Drawing No. 1 of the Preliminary Proposals.

42. We are not in a position at this stage to formalise these observations into a re-development code governing use-zoning. But our general aim in doing so would be first, to establish three main zones: viz., an Office Zone, a Warehouse Zone, and a Zone of Combined Office and Warehouse buildings; together with a Special Building Zone (the last to include the precincts already mentioned, the wholesale markets and specially equipped buildings); secondly, to suggest the appropriate ratio of floor-space to site area in each zone and the limits of variation above and below this overall figure, which would be appropriate to sub-divisions of the zone and to whole street blocks; finally, to suggest a method by which uses ancillary to those of the two main zones (such as shops and institutions) can be admitted without discrimination in principle, but with reasonable control over individual applications.

43. The situation in respect of town planning consents is likely to change in future; in that the provisions of the 1944 Act, coupled with those which must inevitably be contained in any new Bill on the subject of Compensation and Betterment, will almost certainly involve the "universal restriction on the development of land" foreshadowed in the Uthwatt Report, and in the White Paper of 1944. With minor exceptions (which would not greatly affect a commercial area) this would involve a consent, and probably a license, for any substantially new use or change of use from that to which land and buildings are put at present. And this would apply irrespective of whether the land had been acquired by the Local Authority, who would in such cases already be able to exercise control over the amount and character of accommodation to be erected, in terms of building agreements and leases.

44. If control of redevelopment is in any case to be exercised, it seems logical to us to use it to secure at least three advantages which can be planned for in advance:—

(i) To ensure that the amount of accommodation in each zone or sub-division of the City is properly related to the widths of streets, the amount of open space and the other conditions governing good building in each category;

(ii) To spread this new accommodation in such a way that, taken together with that which exists, it will maintain a balance over the whole area. This balance is essential—particularly in the early days of rebuilding—to prevent the concentration in one or two places only of the greatest bulk, the most congested traffic loads and the higher values. Such rapid concentration could hardly fail to operate to the detriment of other sections of the City;

(iii) To enable the control to be kept flexible and equitable having regard to the long history and the very special conditions which attach to planning in this particular Square Mile. Otherwise, it is quite possible that the combined operation of Planning Acts, Building Acts and By-Laws, will result only in restrictive and negative action, and give positive assistance neither to private nor public enterprise in this enormous task of redevelopment.

45. The programme of legislation suggests that by the time our subsequent report is prepared, we should be in a better position to advise on the detailed application of use-zoning. We should, however, make a comment at this stage on our general approach to the related problems of height zoning, architectural control and daylighting. In our view, even within the framework of the London Building Acts, there is scope for an improvement of standards in these respects. We say this only after examining some of the redevelopments of the last six years before the war, and in spite of the fact that, as mentioned in para. 70 of your Report of July, 1944, owners and their architects have co-operated successfully with you in securing "well-lighted and healthy buildings in replacement of those that did not accord with reasonable standards." We recognise that improvements have been secured, but we think that further improvement is unlikely in view of the following defects:—

(i) A consistent and adequate standard of daylighting for habitable rooms is not yet universally applicable, and a simple method of securing it should be examined, in conjunction with the draft *Clauses on Height and Site Cover* which you issued in February, 1939;

(ii) While there is insufficient freedom in some ways and on particular sites, for the capable and imaginative designer to produce buildings which are at once economically efficient and architecturally distinguished, yet at the other end of the scale, those buildings which merely satisfied the minimum requirements of by-laws, mark no advance in standards of civic design, or of building accommodation;

(iii) The fact of divided ownerships within what should, on redevelopment, be considered as a single building site, has too seldom overcome its inherent disadvantages. The difficulty has been aggravated by the unequal results of negotiation for and in satisfaction of rights of light. Occasionally these limitations have served as a spur to the ingenuity of architect or surveyor, and the building has gained in interest thereby. More often they have made his task impossible. The truth is that wherever these difficulties have been dominant, building to the scale proper to a great commercial centre has been prevented.

46. We are in favour, therefore, of a general rather than a detailed architectural control; i.e., one which aims at conformity with frontage and fascia lines, harmony of materials, a consistently high standard of daylighting, and freedom of treatment and massing of the required building volume within the broad limits of a ratio of floor-space to site, measured over a reasonably large unit. We do not regard a limitation of height, except for buildings in the area of a national monument, such as St. Paul's, as being nearly as effective as control of bulk by this index of habitable floor-space. Nor are we otherwise in favour of a predetermined architectural design for entire streets, as this might lead to monotony and prove itself unadaptable to changing needs. On the contrary, we intend, in due course, to show illustrations of the variety of form and lay-out possible on typical City blocks, within the governing principles controlling the bulk and form of buildings which we have here referred to in general terms.

Particular Zones.

Housing.

47. Without entering into the responsibilities of the Corporation under the various Housing Acts, it seems to us that the principles outlined in paras. 42-46 of Part II of your Preliminary Draft Proposals, are reasonable in an area such as this. As we see it, all residential accommodation in the City is to some degree special. That is to say, it is either a legacy of the days when the population living in the City was many times what it became just before the war, or else it is—as we have described it above—ancillary to the main uses of a commercial area. We think it would be out of place, therefore, to envisage the development of part of the City as a “residential neighbourhood” with all that it implies in terms of new schools, playgrounds, and community services of various kinds. It would be better to combine with the surrounding Boroughs to ensure the founding of neighbourhoods comprehensive enough to support the open space and other provisions which are now becoming standard.

48. Nevertheless, there are claims which should be met :—

(a) Most urgent of all are those of the families (of which we understand there are about 200) who look to the Corporation as their Housing Authority, and who cannot reasonably be expected to appear on any other authority's waiting list. This problem is an immediate one.

(b) Next are the claims of those who are engaged on essential work in the City, and who, because of its special nature, or the long or late hours it entails, will contend that the disadvantages of daily (or nightly) travel outweigh the compensating amenities and cheaper rents in the suburb or the country. A proportion of such workers will claim the limited choice of flats near their work, such as are provided in other parts of Central London. In our opinion this claim should be narrowed down to very special cases indeed, and could be met by the provision of a small proportion of flats for which the full provision of social amenities, schools and playgrounds could not be expected.

(c) The true residential population of the City, such as caretakers or nurses; for whom provision will presumably be made in the former case *pari passu* with new building, and in the latter, by institutional or special arrangement.

(d) Travellers and visitors, particularly those with limited time, whose business is bound up with the docks, markets or trade centres, and who for one reason or another cannot conveniently be put up in the West End, might reasonably expect to find hotel or hostel accommodation. This has particular force in the case of the Merchant Navy.

(e) Flats or chambers are likely to be sought by professional and business men and officials who have to spend the inside of the week in the City, and whose families may live outside London; also by single people whose work, tasks and means incline them to this type of residence. As you point out in your Report, this kind of accommodation can be successfully supplied by private enterprise, and on a limited number of sites the rents could be economic and yet not unreasonably high. As the war has shown, later conversion into offices can be carried out without difficulty, if the need arose.

49. We think that residential accommodation of the above types would be an asset to the City from many points of view. We suggest that the needs referred to in (a) above, could be met forthwith by a permanent scheme in the neighbourhood of Moorfields (in addition to any temporary alleviation which bungalows may provide). (But bungalows are not, in our view, a suitable form of building for the City on grounds of amenity, protection and privacy, construction, and the high cost of land and of site preparation). Suitable sites for (b) and (e) could be developed around Paternoster Square; on relatively small sites near the City Walls and close to St. Giles, Cripplegate; in the sector bounded by Fleet Street, Fetter Lane and Holborn; and overlooking the river near Tower Hill. This would be somewhat similar in character to the lay-out of the Inner Temple on the western border of the City.

It is felt that such residential accommodation for representative groups of citizens of all classes having close links with the City, should in principle be near the periphery so that it would benefit to some degree by the proximity of similar groups in adjoining communities. Paternoster Square would be an exception; but even here there is a nucleus of existing accommodation of the same type.

Some kind of hotel will probably be required in the textile area, in addition to the existing hotel at Liverpool Street; and suggestions have been made for a self-contained block of rooms and apartments for merchant seamen at Tower Hill, in proximity to Trinity House, to meet the need referred to in (d).

The Wholesale Food Markets.

50. We except from this category, Leadenhall Market, whose retail trade is clearly more important from a planning point of view than any other.

In connection with the Central Market at Charterhouse Street, and Billingsgate Market in Lower Thames Street, we have already made proposals for the further development of the thoroughfares in an attempt to segregate market traffic from through traffic, and to provide at the same time a covered space for loading and unloading. (This space might be partially toplit; but would have to rely very largely on artificial lighting—probably by fluorescent tubes—and this would, of course, be the normal method of lighting during the early market hours).

51. So far as Smithfield is concerned we have, at this stage, very little to add. We feel that in the interests of zoning, market uses could and should be contained within the area bounded by the Metropolitan Railway, Farringdon Street, Snow Hill, Giltspur Street and Long Lane, with some related shops and offices in the area around St. Bartholomew the Great. On the other hand, except possibly for a single building depth on the west side of Aldersgate Street, warehouse and similar buildings associated before the war with the Wood Street area should not be encouraged to overflow into it. With careful zoning on redevelopment, with the removal of through traffic, and improvements at the foot of St. John Street, and in Long Lane itself, the Central Markets could not be described as a major planning difficulty in the City. Any proposal for removal or reorganisation would, therefore, need to be on wider grounds than these.

52. At Billingsgate the problem is more difficult. Even if the separation of through traffic from market traffic is eventually secured by some such means as we have suggested, and even if the proposed extension to the west of Billingsgate enables a readjustment of internal planning to take place and a forecourt to be provided so that market traffic could at least nominally be confined within the curtilage, yet the fundamental objections to its situation remain.

Billingsgate is not a good neighbour; and from a traffic point of view it is badly placed. The market includes not only the main building, but a number of auxiliary establishments and merchants' premises; and the Police tell us that besides Lower Thames Street and Monument Street and all the narrow streets leading into them, market traffic extends to Upper Thames Street—on occasion as far as Southwark Bridge. The peak hours are unlikely to be restricted in future to times when other traffic is scarce, and it seems inevitable that sooner or later private occupiers over a considerable area will protest against a degree of obstruction on the part of the market, which they themselves would not be permitted to cause.

53. These are no doubt matters which chiefly concern the Billingsgate and Leadenhall Markets Committee of the Corporation. But there is one aspect of the problem—in our view the most important—which concerns the general planning of the City, and that is the road haulage of fish from the railway terminals to Billingsgate, and the reverse movement when it is distributed by van and lorry to the West End and to Greater London generally. This traffic must come and go very largely by way of Gracechurch Street, King William Street, Cannon Street and London Bridge—all of them approaches which stand in need of relief from congestion. From direct observations we have made, it even appears that a recognisable quantity of this traffic at present passes the Bank crossing.

Although the road improvements proposed would do something to ease this congestion—particularly in the widening of Thames Street throughout—it does not seem reasonable to tax City roads with this traffic if there are practicable means of reducing it at the source. We are well aware of the difficulties of moving a historic market and of finding a suitable site elsewhere; nevertheless, we think that your Committee should ask the Markets Committee to canvass with you the possible alternatives. If asked to do so on your behalf we should be glad to go into the matter further.

The River Front.

54. We have come to the conclusion that the river front, with its warehouses and wharves, is capable of great improvement, without curtailing its legitimate development for commerce associated with the river and with overseas trade. The improvement we suggest will at the same time provide for access to the river by means of a terraced riverside walk on a setback in the warehouses at second floor height along the greater part of the front from Blackfriars to London Bridge. This riverside walk will be at a level that will not interfere with the loading and unloading of barges, with the exception of one strip of open space at wharf level, which would be accessible to the public. (This feature forms part of the plan for the St. Paul's precinct previously referred to, and the essence of the scheme is that at one point on the front there should be an opening, pleasantly furnished and of some attraction in itself, giving a view of the river and its activities on the one side and linking up by footway with the Cathedral precinct on the other).

55. Our proposal for the river front is put forward as a result of our conviction that the particular type of wharfing trade traditionally carried on between Blackfriars and London Bridge, on the north bank, is an essential element in the commercial life of the City, and that to plan this area out of existence by preventing the full exploitation of wharf frontage would be to kill rather than to cure. We should, however, like to see a more efficient use of the space between the river and Thames Street, and we are drawing up the skeleton of a scheme to show how warehouses and cold stores, on the lines of one or two recently built in this area, could be economically grouped and serviced and in due course allow this public right of way to be carried through at the upper level. We have already referred to the projection of the frontage line into the river east of Blackfriars, in order to give an effective building depth for warehouses at this point. On such information as we have so far obtained, and from our own observations, we are doubtful of the value of lagoons, or of wharves approached under an overhanging carriageway.

56. If the wharfingers as a whole were to move their business and change its methods to such an extent that they could all be accommodated much further down-stream, the treatment of the river front in the City would take on an entirely different complexion. But if we are to plan to meet present needs and prospects, we feel that this problem must be grappled with on the spot; and that we must endeavour to point the way to a solution which combines utility with amenity, and gives an opportunity for good practical architecture, which will at the same time be impressive in its general effect when seen from the redeveloped South Bank.

St. Paul's.

57. We propose that the surroundings of St. Paul's should be treated in conformity with the main lines of the plan submitted to and approved by the Dean and Chapter; of which copies have already been made available to your Committee. This plan would be subject to adjustment in order to conform to the general road pattern of the City now proposed; and also in some points of detail, such as planting, and the treatment of the pedestrian way down to the river on the south side. Little change would, however, be involved in the size and character of the actual precinct.

58. As a result of conferences with the Director of Works, acting on behalf of the Post Office, with reference to the height and architectural treatment of the Faraday House extension, there appears to be good prospect of an agreement being arrived at which would be in general conformity with the scheme already prepared.

59. There has been mention of a proposal to incorporate an important national memorial into the plan of the precinct. There would be no difficulty in providing a suitable site for such a memorial, but until there is more specific information as to the form that it would take, we cannot proceed further. We are in touch, through the City Engineer, with the sponsor of one of the national projects for a memorial near St. Paul's and doubtless by the time that our further report is submitted, a more definite proposal will have been incorporated in the plan.

60. In the report addressed to the Dean and Chapter, with the proposed lay-out for the precinct, a suggestion was made with regard to the height of Faraday House, built on Queen Victoria Street before the war. No discussions have taken place with the Ministry of Works on this point, but we shall refer to it again in our subsequent report.

Open Spaces.

61. The principles and considerations referred to briefly in paras. 47 and 48 of your Preliminary Draft Proposals seem to us valid, and appropriate to the special circumstances of the City. But we consider they should be carried further, to the end that a great number of separate proposals should be shown as forming the inception of an open space and foot-path system, capable of gradual addition and improvement.

62. Secondly, we envisage that, as a result of other proposals already referred to, the total of public open space which we shall recommend will be slightly greater than that proposed in the Preliminary Draft Proposals, despite the reduction which would be made if some of the roundabouts were eliminated and the space within the central islands subtracted from the total.

The additional open space would be :—

- in the surroundings of St. Paul's ;
- at a point on the river, south of St. Paul's ;
- at St. Giles, Cripplegate, along the angle of the Wall and by the side of Noble Street ;
- at Guildhall, off Gresham Street and Aldermanbury (probably not more than a quarter of an acre, in addition to the forecourt) ;
- at Tower Hill ;
- near Houndsditch and Camomile Street—possibly opening into Devonshire Square (perhaps half an acre in all) ;
- between Lime Street and Billiter Street, if possible linking up with the disused graveyard off Fenchurch Avenue to make about half an acre altogether ;
- at some point in the area between Shoe and Fetter Lanes, Fleet Street and Holborn Circus ;
- at some point in the neighbourhood of Moorfields and Moor Lane.

63. At this stage we do not wish to specify a particular or an optimum acreage, and we agree with the statement that a large park would be entirely inappropriate in the City. But office workers will certainly make increased use of footways, connected open spaces, and shopping circuits, particularly in the lunch hour ; and visitors—though unimportant in comparison with the workers—have some claim to consideration, and many will no doubt wish to continue the practice which has become popular during the war, of making a circuit of this historic area from time to time, not only by road but on foot. We shall aim, therefore, at establishing some potential “pedestrian circuits.” It should be possible, for example, to walk from the Temple by embankment and terrace to the embrasure south of St. Paul's. From here one could proceed further along the river, or descend to ground level and make one's way to the south side of St. Paul's and to the open space around it. The north-east corner of St. Paul's Churchyard would give access not only to a shopping route, but also by St. Vedast's and Goldsmiths' Hall to Noble Street, London Wall and St. Giles, Cripplegate.

64. The eastern section of London Wall, will also probably continue as a pedestrian and shopping thoroughfare, and the open spaces connected with it would be the existing Finsbury Circus Garden and the South Churchyard, and an additional one which we propose should be opened up on the other side of Bishopsgate.

65. Moreover, the Tower area, though only partially within the City boundary should, we think, be treated on the broad lines suggested by the Tower Hill Improvement Trust, so as to make a really effective open space for the thousands of pilgrims and visitors—particularly children—who come to this historic spot in large numbers on weekdays and in overwhelming crowds on Sundays.

66. The more heavily built-up areas must, we think, continue to rely on churchyards and other small lungs already situated in these dense concentrations of building. One would hope that opportunities will arise, e.g., at Austin Friars, for open space which will also serve to create better lighting and better forecourts for buildings.*

Car Parks.

67. We assume that, sooner or later, the public interest will require a restriction against parking during normal working hours, on at least the main roads in the City (those used by public service vehicles and those of 50 ft. overall width or more), except for the necessary taking up and setting down of passengers. We have also referred above to the unwisdom of creating added facilities for private cars, where adequate public transport is available ; and this is particularly so in cases where the owner would normally park his car for the whole period between morning and evening. Moreover, we recognise that there are few situations in the City which could be surrendered for car-parking at ground level, with the exception of temporary parking on cleared sites, which has much to be said for it. We are, therefore, in general agreement with the sense of paras. 136-138 in the Preliminary Draft Proposals ; and we are in process of investigating suitable sites for public parking and for multiple garages.

68. Wherever the occupation of a building, a block of buildings or a trading centre, automatically generates its own traffic, and particularly where the traffic is part of or necessary to the business, it seems to us reasonable to require that provision should be made for parking or garaging within the curtilage. Minor streets will probably continue to be used for “waiting” for relatively short periods, and in a business centre this seems inevitable.

*This kind of open space would not necessarily be planted. Some might be treated (as in the forecourt to St. Mary Abchurch) with a design of paving, to which a “portable garden” consisting of trees in tubs and flowering shrubs in earthenware or concrete containers would add interest and decoration in the appropriate seasons. The art of urban gardening (which in the City of London might also be applied by owners to one or two flat roofs from which views of St. Paul's and the river could be obtained) has been recently brought to a very high standard in Stockholm and other Scandinavian cities, at surprisingly low cost.

Those in the " office zone " who are willing to pay a daily or weekly rent for car space will—if American experience is any guide—be catered for by private enterprise ; as soon as building labour is available for such projects. And we suggest that sites for these will be more convenient where the office concentration is greatest, i.e., in the eastern half of the City.

69. Nevertheless, there is a need for further parking space, in our opinion, over and above these provisions. Some will be general, and could be catered for by the Corporation, at a charge ; some will be in connection with ceremonial occasions, with administrative buildings, or with places of assembly. We are, therefore, investigating the feasibility of ground-level and underground parking space in the following places amongst others :—

- the forecourt to St. Paul's ;
- at Guildhall, particularly at Aldermanbury ;
- west of the Mansion House, and in connection with the potential change of function of this section of Queen Victoria Street ;
- at Liverpool Street—or near it, on the east side of Bishopsgate ;
- at Tower Hill ;
- at points off the widened Thames Street, one being in the vicinity of Cannon Street Station ;
- in the area between Farringdon Street, Holborn Viaduct and Old Bailey ;
- below a small open space in the Fetter Lane area ;
- in the Cripplegate area, on certain sites adjoining the Metropolitan Railway or the Special Route.

Conclusion.

70. We have dealt, in the preceding paragraphs, with some of the possible, and in our view, desirable, objectives of an outline plan for the reconstruction of the City. It may be held that in so doing we have not strictly carried out the other part of our terms of reference for the interim, which were to consider your published Draft Proposals and the criticisms and comments which they called forth. We have, in fact, considered them in some detail ; but it seemed to us infinitely preferable at this stage, when time is short, to contain our observations within the form of our own proposals, rather than to set out a list of our agreements and disagreements with a number of different documents. We have, in short, followed the procedure which we proposed to your Committee, that our energies should be applied to the formulation of a plan, having in mind all the available facts and figures relating to the City both internally and externally.

There would be little advantage to the City in further and detailed criticism of the published Proposals ; it would only serve to fan the embers of competition at a time when a very considerable united effort of private and public enterprise is needed to engage this formidable problem. It can be inferred from what we have said, and from the character of the proposals we have put forward, that we should like to see your own Draft Proposals carried a good deal further, as regards street improvements, the approaches and settings of railway stations and public buildings, the architectural development of sites, zoning, and the control of floor-space. We think the views of the Chartered Surveyors' Institution, and of the Surveyors to the City Companies, those of the City of London Reconstruction Advisory Council, those of the Royal Fine Art Commission and those of the Associated Owners of City Properties, have all from their several points of view made valid criticisms in one or more of these departments of the subject.

71. Putting aside for the moment the larger questions of procedure and policy, and also the distribution and gradation of values—a question which in the terms of the letter, " requires most careful scrutiny by competent valuers "—we think the most important arguments contained in the Minister's communication of 2nd July last, are those relating to—

(i) The extent of outside interest in how the City is rebuilt ; and the consequent need to do more than the City would normally do, simply for its own convenience, in setting off its public buildings, such as St. Paul's and Guildhall, and in making new contributions to contemporary civic design ;

(ii) The impending threat of traffic congestion ; and the need for an even more radical improvement of the street system ; with protection against ribbon development on new roads ;

(iii) The strength of the case for improved conditions in offices, in so far as this can be achieved by the better lay-out of blocks, improved daylighting, greater amenity and open space.

72. We should like to add that there is probably not another area in the country for which the survey data has been collected and presented in such detailed and exact a form as for the City. There are, of course, as always when a new approach is made, more questions to be asked, and we are being ably assisted to the answers. In this work we have had every possible assistance from your officers in a spirit of co-operation, and we should like to acknowledge that our task has been greatly eased by the valuable information which the published reports, with their many careful plans, provided. We conclude, therefore, that if you will consider our own proposals as built on this foundation and as deriving much from what has gone before, you will be able to arrive at an amended and strengthened plan in outline, which may hope to satisfy the Minister if submitted under Section 1 of the Town and Country Planning Act of 1944.

73. This brings us to the question of the definition of areas of extensive war damage and of the subsequent action to be taken by the Corporation. We cannot see how the Declaratory Areas can be other than very widely drawn. Applications for compulsory purchase of sites selected piecemeal within a devastated area could scarcely obtain Ministerial approval under the terms of the Act. We also express the hope that temporary permissions will not be given except for uses and in locations which conform to the long-term proposals of the plan when it is finally agreed; i.e., for shops only where shops are likely to be eventually. For the rest, we are aware of the difficulties that will arise in the matter of ownerships and in the disposal of freeholds; but we do not consider that we can usefully discuss them in an interim report. We shall be glad to do so before and during the preparation of the final report, and when the main framework of the physical basis of reconstruction has been approved.

74. In this connection it is worth referring to Section 19 (5) of the 1944 Act, where it is stated that only exceptional circumstances will warrant the Minister's permission being given for disposal of land under terms different from those normally provided for in the Act.

Summary.

75. The general framework of our proposals at this stage may thus be assembled as follows:—

(1) A division of the programme of reconstruction into two stages, 1946-1955 and 1955-1975, with possible overlap into a Third Stage.

(Paras. 2-5).

(2) Establishment of an objective to provide more efficient but not necessarily greater accommodation; with the prospect of daytime population not again achieving its pre-war peak.

(Paras. 6-11).

(3) The road system would be planned for double the amount of traffic within 30 years.

(Paras. 12-13, and Diagram I).

(4) Two new routes, the earliest to be built in the main devastated area, would run west-east from Falcon Square to London Wall, and north-south from Moorgate, by the Guildhall, to a new road junction at the Cannon Street-Queen Victoria Street crossing.

(Paras. 14-16).

(5) Two arms of a special route, approximately 80 ft. wide, start from Holborn Circus and Aldgate and would meet in a new forecourt and bus station at Liverpool Street.

(Paras. 17-21).

(6) Thames Street, with a portion of Queen Victoria Street would eventually provide an upper level road with restricted access, from Blackfriars to the Tower. Meanwhile, Thames Street itself would be substantially widened.

(Paras. 22-24).

(7) A circuit of inner distributive roads, 64 ft. wide on the average, is planned for mixed traffic, including shopping.

(Paras. 25-29, and Diagram II).

(8) The older routes which are also "through" routes are proposed for progressive widening.

(Paras. 30-32, and Diagram III).

(9) The new junction at Queen Victoria Street would be treated formally and would open out, via a widened Cannon Street, into the St. Paul's Precinct.

(Paras. 33-34).

(10) Three main zones are proposed—for offices, for warehouses, and for mixed uses; and a zone for special buildings. Shops and other ancillary buildings are included in each zone.

(Paras. 35-41).

(11) Exercise of a control of building bulk and form, of a kind somewhat different from that previously exercised, is suggested in the interests of maintaining a high but flexible standard of building development.

(Paras. 42-46).

(12) The general location of sites for residential accommodation is suggested.

(Paras. 47-49).

(13) The Wholesale Markets are referred to, and alternative methods of dealing with the planning and traffic problems of Billingsgate are put forward.

(Paras. 50-53).

(14) Zoning and treatment of the river front for wharfing, for storage purposes, and for amenity is discussed. There would eventually be pedestrian access along the greater part of the front between Blackfriars and London Bridge.

(Paras. 54-56).

(15) The St. Paul's Precinct would be opened out to Carter Lane and Paternoster Row ; the Choir School being rebuilt at the east end and the top of Ludgate Hill becoming mainly a processional drive to the West front.

(Paras. 57-60).

(16) The types of open space are discussed, and it is suggested that the quantity of open space should be slightly augmented. Provisional locations and "circuits" are suggested.

(Paras. 61-66).

(17) The need for, and the general location of car parks, is discussed.

(Paras. 67-69).

(18) The declaring of areas of extensive war damage is urged ; and further discussion on subsequent action is asked for.

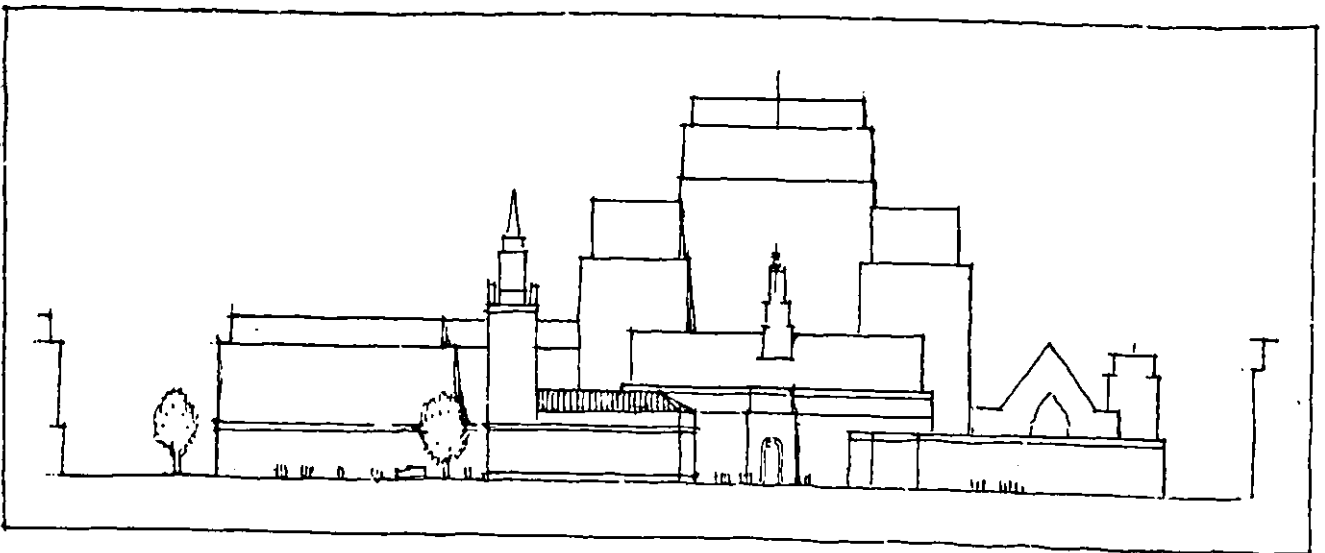
(Paras. 70-74).

We have the honour to remain, Gentlemen,

Yours very truly,

C. H. HOLDEN, Litt.D., F.R.I.B.A., M.T.P.I.

W. G. HOLFORD, M.A., A.R.I.B.A., M.T.P.I.



Note A. Appendix.

The proposals of the Railway (London Plan) Committee, 1944, as submitted to the Minister of War Transport on 21st January, 1946,* would affect the City directly in the following ways :—

First Priority—

(presumably that part of the programme coinciding with what we have described as the First Stage of reconstruction in the City, comprising new routes which are urgent from the combined points of view of traffic relief and replanning needs, all of which would be put in hand serially as soon as the organisation, recommended by the Committee for this purpose, had prepared detailed plans on the basis of a full engineering survey).

(i) Underground lines for passenger and freight, from Loughborough Junction to King's Cross, enabling Blackfriars railway bridge, the approach viaducts, and Blackfriars and Holborn Viaduct surface stations, to be removed. This proposal is given priority over any other. It would affect our proposals for the extension of the Embankment route; the development of riverside accommodation at Blackfriars; the important road junctions at the bridgehead and at Ludgate Circus; the approach to St. Paul's by Ludgate Hill; the redevelopment of the blocks of land between Farringdon Street and Old Bailey on the one hand, and New Bridge Street and Water Lane on the other; and finally, the siting of the entrance and approaches to the proposed deep-level station near Ludgate Circus.

(ii) One of the five lines in tunnel for suburban services projected through a new station at Tower Bridge Road, south of the river. This scheme, referred to as Route 4, would bring increased traffic from New Cross and south-east London severally to Cannon Street, Mansion House, Ludgate Circus or Blackfriars, and thence through the West End to Paddington. It would not otherwise directly affect our proposals on the surface, but it will be noted that whereas access to the low-level at Cannon Street would presumably be through or in connection with the existing stations, that at Ludgate Circus might be located afresh.

(iii) To give through facilities from Waterloo and south-west London generally, to the City and West End, the last scheme in the first priority programme is a new deep-level route linking Westminster, Charing Cross, Holborn, St. Paul's, Liverpool Street and Dalston. This scheme would give relief to the existing Central Line of the Underground, but will otherwise not directly affect our proposals on the surface.

Second and Third Priorities—

(these presumably coincide with our second stage of reconstruction in the City, and cover a number of new cross-London deep-level routes which would have the general effect of improving the links between railway termini and between the suburbs, the West End and the City).

The most important from our point of view is Route 3, from Tower Bridge Road, via Bank and Holborn Viaduct to Tottenham Court Road and Bond Street. This part of the programme ends with the removal of Charing Cross surface station.

Fourth Priority—

in this last part of the programme—which is not fixed to any estimated period of time, beyond the general observation that the schemes proposed would take “not less than 30 years” to complete—are included two further links between Tower Bridge Road and Fenchurch Street—Moorgate—Finsbury Park on the one hand (Route 1), and Bank—Holborn Viaduct—Euston on the other. Finally, it allows for the demolition of the existing Cannon Street surface station and its approaches. These schemes would affect our proposals, firstly by raising the issue of the modernisation of Fenchurch Street Station, and its forecourt, in view of the need for access to and linkage with the new deep-level station proposed; and secondly, by allowing the completion of the widening of Lower Thames Street, and the development of the site of the surface station and its immediate neighbourhood. We have, therefore, asked the Committee for further definition of the timing of these operations, and if possible, a recommendation for increased priority for Cannon Street. At present it seems unlikely that either request can be met.

Taken as a whole, therefore, and apart from the question of Liverpool and Broad Street Stations, which are the subject of further investigation, the Railway Committee's proposals if they are accepted by the Minister of Transport and the Companies as the basis of an executive programme, will affect the City considerably in the first few years, and in the last few years, of their timetable. In between, their main influence would be in the direction of improved linkage, and the relief of lines already congested. The net result would be the provision of greater comfort and convenience in public transport *off the roads*, and an allowance for—if not an incentive to—an increase of travel between homes in the suburbs and country, and business premises in the City. This is, in fact, a condition envisaged by the Committee, and it has a bearing on the rough estimate of future accommodation which we make in paragraph 9 of this Report.

Note B. **Appendix.****MATTERS ARISING.**

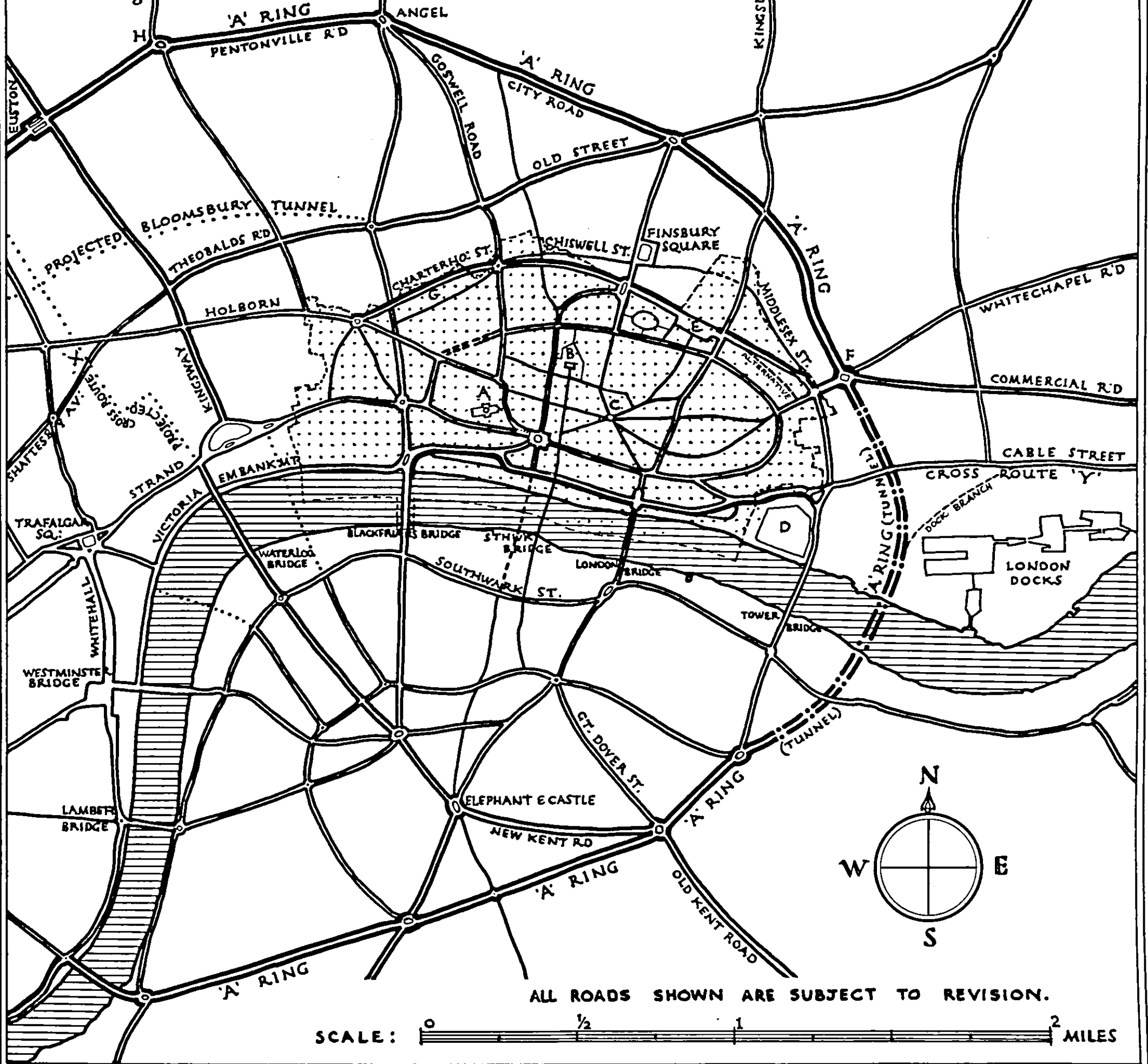
In addition to continued consultation with the Improvements and Town Planning Committee of the Corporation and its officers, many of the proposals referred to in this Interim Report require confirming in respect of further information to be obtained, discussion with other Committees of the Corporation, and consultation with outside bodies and with other authorities. The following is a list of the more important matters which will arise in the implementation of this and the later report, together with the names of the authorities and committees concerned. Other consultations than these may become necessary in the course of the work, but it is thought that the Improvements Committee should be aware of the main issues which appear to be dependent on decisions or proposals made elsewhere.

- | | |
|---|--|
| 1. Reconstruction of Liverpool Street and Broad Street Stations. | L.N.E. and L.M.S. Railway Companies ; possibly in consultation with the Railway (London Plan) Committee. |
| 2. Reconstruction of Fenchurch Street Station. | Ditto. |
| 3. Liverpool Street Station Forecourt and Bus Station. | Ditto
with Ministry of Transport and L.P.T.B. |
| 4. Bus Routes and stops. | L.P.T.B., with Ministry of Transport, and Commissioner of Police. |
| 5. Roads in County of London. | L.C.C. Chief Engineer. |
| 6. Zoning and Planning Control at boundary of City and County. | L.C.C. Architect and/or Planning Officer. |
| 7. Road System generally in the City : Junctions, widenings and restrictions. | Ministry of Transport, L.C.C., Commissioner of Police for the City. |
| 8. London Building Act. | L.C.C., and possibly Ministry of Health. |
| 9. Rebuilding of District and Metropolitan Railway Stations, covering railway lines, etc. | L.P.T.B. |
| 10. Building line on the river front, access to wharves and piers. | P.L.A. |
| 11. Alterations at Smithfield and Billingsgate. | Markets Committee of the Corporation. |
| 12. Policy with reference to Declaratory Areas and Compulsory Purchase. | City Lands and Special Committees of the Corporation. |
| 13. Estimate of floor-space used and required, and personnel employed by City firms. | City of London Reconstruction Advisory Council. |
| 14. Requirements of Post-Master General for telecommunications and post office purposes. | G.P.O. and Department of Lands and Accommodation of Ministry of Works. |
| 15. Anticipated requirements of Government Departments generally for floor-space in the City. | Ministry of Works. |

DIAGRAM SHOWING PROPOSED ROUTES through the City, in relation to County of London roads.

- A St Pauls
- B Guildhall
- C Bank
- D Tower of London
- E Liverpool Street
- F Gardiner's Corner
- G Central Markets
- H Kings Cross

- 'A' Ring (approximate route).
- " " in tunnel.
- Other routes proposed in County of London Plan.
- Main through roads.
- Other through roads.
- City Boundary.
- Possible future links. &

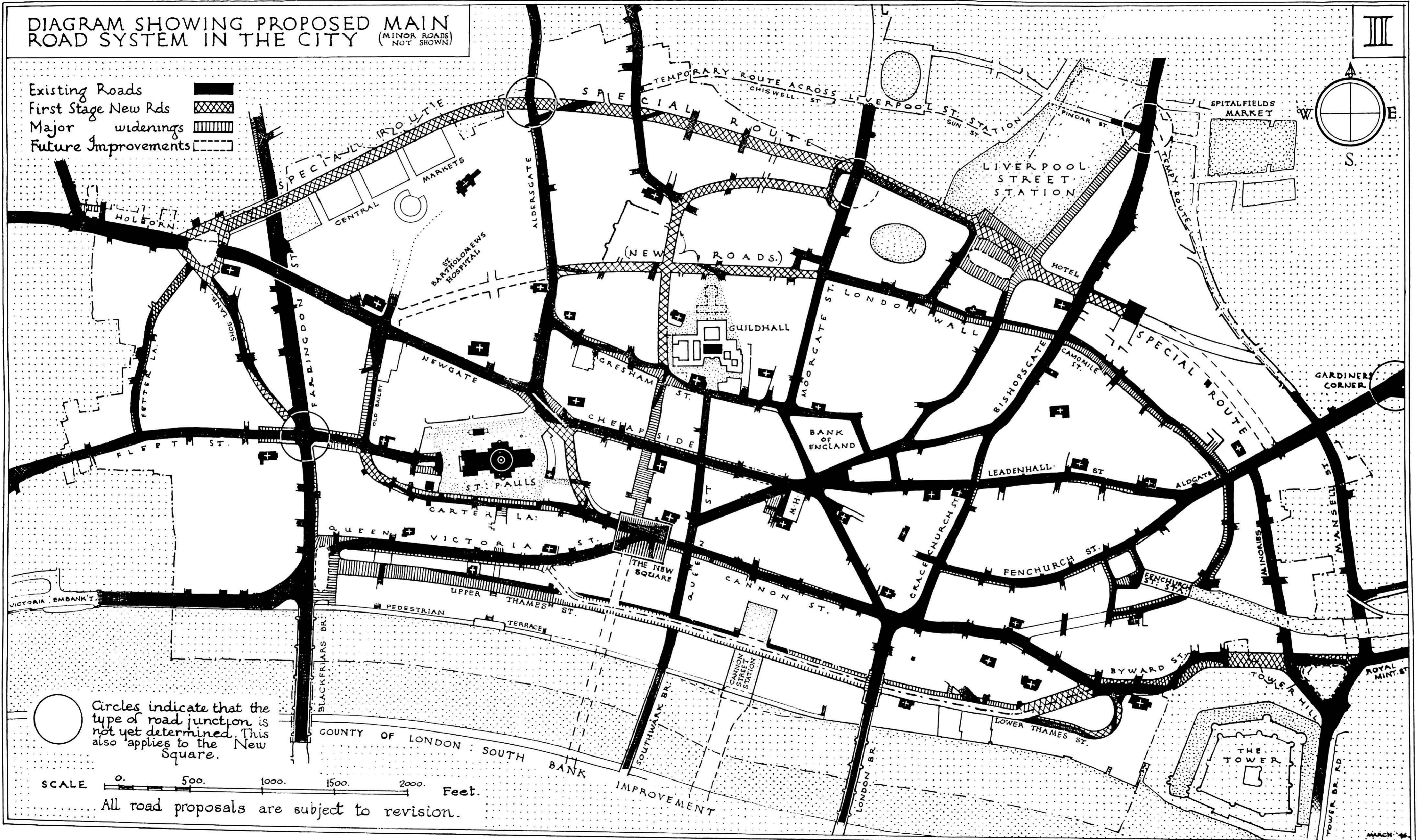


ALL ROADS SHOWN ARE SUBJECT TO REVISION.

SCALE: 0 1/2 1 2 MILES

DIAGRAM SHOWING PROPOSED MAIN ROAD SYSTEM IN THE CITY (MINOR ROADS NOT SHOWN)

- Existing Roads
- First Stage New Rds
- Major widenings
- Future Improvements

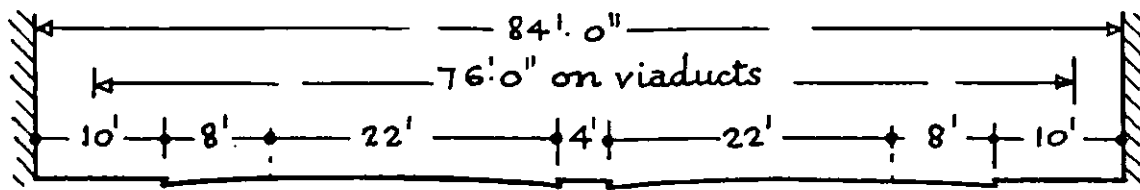


Circles indicate that the type of road junction is not yet determined. This also applies to the New Square.

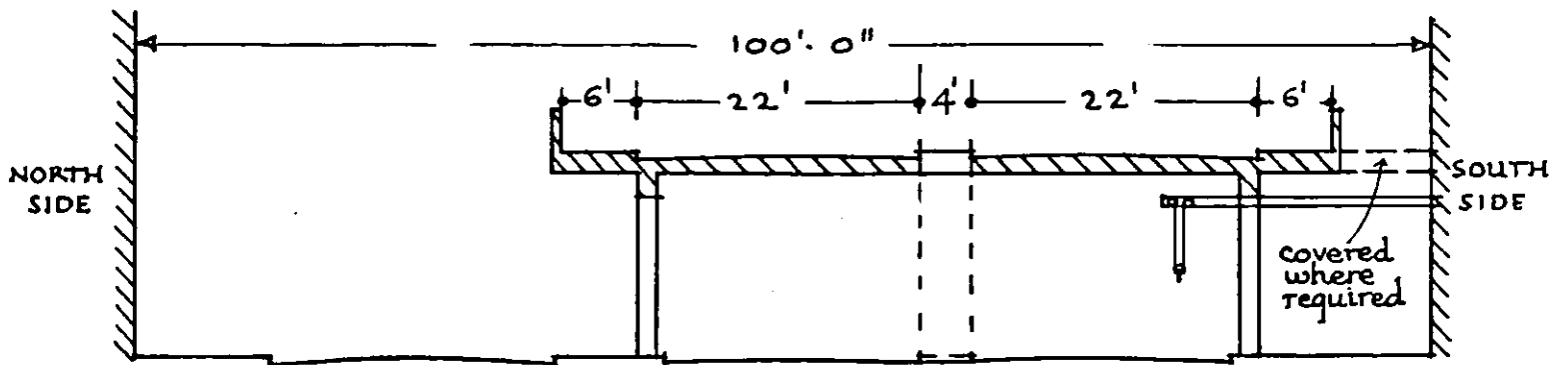
SCALE 0 500 1000 1500 2000 Feet.

All road proposals are subject to revision.

DIAGRAM SHOWING PROPOSED WIDTHS OF STREETS & method of widening (provisional).

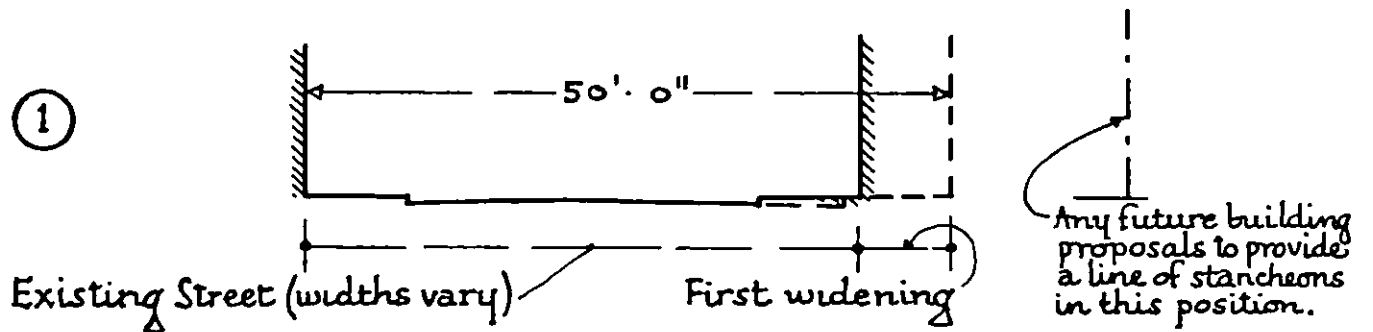


6 LANE SPECIAL ROADS (restricted access)

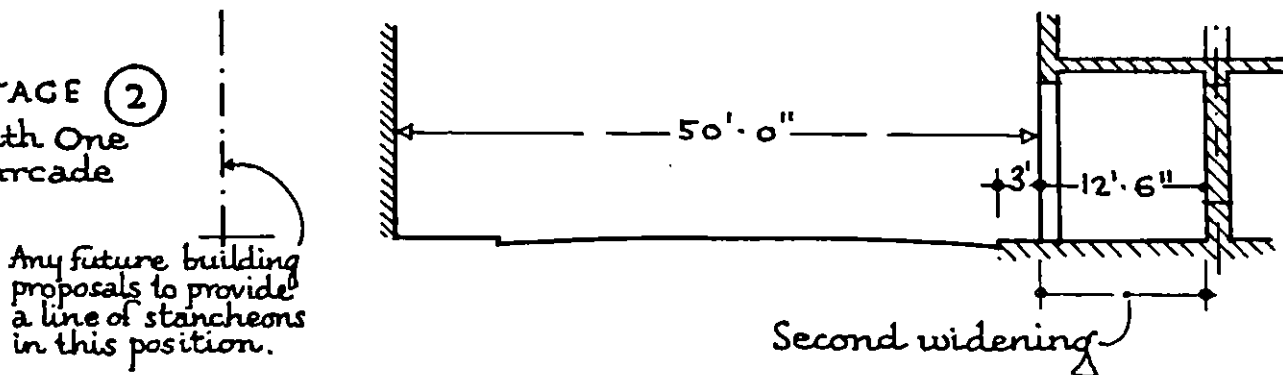


4 LANE THROUGH ROAD with Warehouse Road below.
(Upper Thames St.)

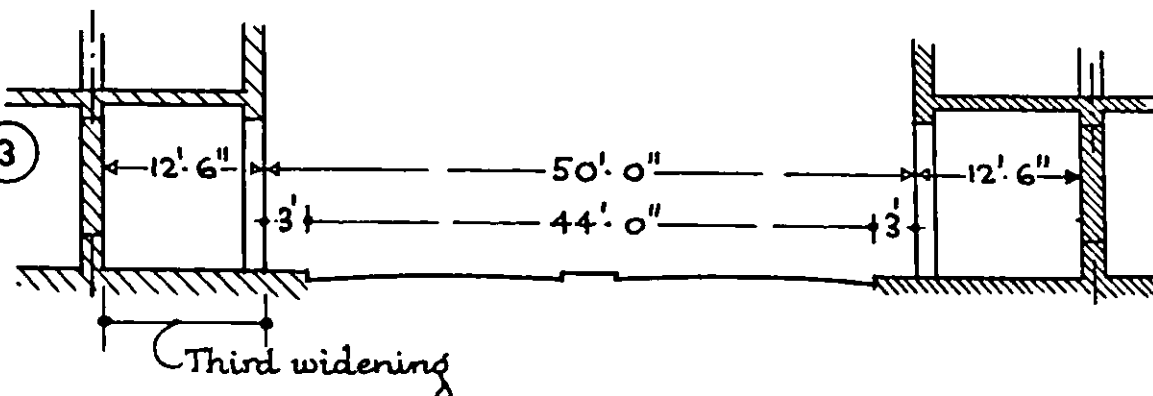
STAGE ①



STAGE ②
with One
Arcade



STAGE ③
with Two
Arcades



STAGES IN WIDENING FOR 4 LANE THROUGH STREET
IN UNDAMAGED BUSINESS AREAS.