

COVENT GARDEN'S MOVING

COVENT GARDEN AREA DRAFT PLAN
CONSORTIUM OF
GREATER LONDON COUNCIL
CITY OF WESTMINSTER
LONDON BOROUGH OF CAMDEN



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GREATER LONDON COUNCIL
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LONDON BOROUGH OF CAMDEN**

This Draft Plan for the Covent Garden Area has been prepared for consideration by the Greater London Council and the Councils of the London Borough of Camden and the City of Westminster. The Councils are not committed in any way at this stage to the implementation of the proposals contained in the Draft Plan nor to undertaking any of the public works associated with the proposals.



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Preface

Preface by the Steering Group

When Covent Garden Market moves from its present site in the early 1970's, an exceptional opportunity will be presented for the imaginative reconstruction of a large area in a key position in Central London.

The three Councils recognized that this opportunity should not be lost when in 1965 they formed a consortium to secure the comprehensive redevelopment of the area and instructed the planning team to provide for certain major public improvements as part of their basic terms of reference.

We are especially pleased that the plan described in this report shows that it is possible to combine these aims successfully with a wide range of other objectives, thus achieving major environmental improvements while also satisfying other important needs, both private and public. We are equally pleased that an intensive analysis of costs and returns shows that the proposals in the plan can be carried out at a cost to the public authorities which is modest for a scheme of this size, and with returns to private developers indicating a substantial incentive to them.

One of the most interesting features of the plan is its relationship to general planning policies for Central London. More people of all income levels living near the centre, better provision of public open space and related recreation facilities, encouragement for the arts and cultural activities, the easing of traffic congestion, the limitation on non-essential employment for which a central site is not essential - these are all long-standing planning objectives for the central area. There are seldom opportunities as favourable as the current one for achieving them; to have failed to provide them here would have cast serious doubt on the possibility of achieving them anywhere else in Central London. The plan shows not only that they can be achieved, but that as part of a comprehensive scheme they can be done more economically and to better effect.

Two other aspects deserve special comment. The first is the provision of suitable sites in the area for building projects of great public importance: extensions to the Royal Opera House, a site for an international conference centre and major hotels, the sports centre containing many facilities for which there is a growing demand, new theatres to replace obsolete existing ones, hospital, telephone exchange, police station and schools, a new central lending and reference library - these are all important projects needing central sites for which Covent Garden is a particularly good location.

The second is the care taken to integrate new development, including large-scale projects, while still retaining and extending the small-scale intimacy and local variety which

are important and valued elements in the existing local character.

The plan deliberately concentrates on the main framework, leaving the detail to be worked up as part of the further work in conjunction with actual developers on the design of individual projects. Thus there is considerable flexibility in the detailed content of the plan. The basic elements forming the main framework however are all closely inter-related, and it would not be possible to make major changes in these without substantial changes in the plan as a whole. What is important at this stage is to get the basic framework agreed so that there is a suitable basis on which the further more detailed work can proceed.

The draft plan has been prepared by the Planning Team, led by Mr. R.M. Rookwood, who have worked under our direction. We have in turn reported on major issues to a Working Party of Chief Officers and have been advised on certain technical matters by nominated officers in different departments of the participating Councils. Professor Nathaniel Litchfield acted as consultant on the financial appraisal.

Our thanks are due to all those concerned, not only for the actual work contributed, which has been extensive and important, but particularly for the ready co-operation by all departments which has made the consortium such an effective working reality.

B. J. Collins
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The Background

Chapter 1 Introduction

1. In 1972, after three centuries on its present site, the Covent Garden market is expected to vacate the 15 acres it now occupies in the heart of London. Taken together with a bigger adjoining area containing much property ready for redevelopment, this will provide the opportunity within the next ten to twenty years, to reconstruct up to 80 acres of the West End - an area big enough to allow breaking away from the existing urban pattern and building in a new form better adapted to modern needs. The pattern of streets and buildings has changed little from that shown in drawings dated more than 200 years ago - a pattern based on the ancient route of the Strand and extended haphazardly outwards from Inigo Jones' plans of the early 1600's for the Covent Garden 'Piazzas', the first of the London squares. It is not surprising that the pattern itself is obsolete. What is unusual is the scale of the present opportunity to make basic improvements.

2. The special nature of the opportunity is reflected in the special arrangements made by the town planning authorities to take advantage of it. An agreement was reached in mid-1965 by the three newly-formed authorities - the Greater London Council, the City of Westminster and the London Borough of Camden - to act jointly as a consortium to secure the comprehensive redevelopment of the area. A separate planning team was appointed outside the existing planning departments and responsible to the authorities jointly. The team was instructed to prepare an overall plan under the direction of the three chief planning officers, in accordance with terms of reference set by the consortium.

3. Special arrangements were made for close collaboration between the planning team and the appropriate departments of the three Councils so that from the earliest stages in the preparation of the plan there would be an effective partnership in the formulation of basic proposals. The same principle of close co-operation and joint consultation has been applied in contacts with outside bodies of all kinds, both private and public.

4. When the market moves out in 1972, it is important that actual redevelopment should commence on a substantial scale without delay, so that valuable central area sites are not wasted. It is also important that redevelopment on non-market land should be possible even earlier, in order to minimise the delays that have already been imposed on owners and developers by the virtual ban on piecemeal redevelopment pending decisions on the market's future and the preparation of an overall scheme. For these reasons it was decided first, to aim at having a final scheme formally approved in 1969 leaving a further two years for individual projects to be designed and approved in detail ready to start in 1971; second, to produce a draft scheme well in advance of the final scheme, so that all those affected would

have early notice of the general intentions for the area, and so that some at least could make a start on individual projects.

5. This report on the draft scheme describes various major proposals which are important parts of it. Some of the latter are projects that would be undertaken in any case. They are in that sense, independent of the proposed comprehensive redevelopment of the area, although they can be done to greater advantage as parts of a bigger integrated scheme designed to include them. Other proposals, especially much of the housing and the public open space, could not be undertaken successfully at all except in the context of a comprehensive scheme. This is particularly true of the proposals for a new network of pedestrian streets and for a separate system of local access roads, which together form the basic framework for a new urban environment in the area.

6. The relationship of the Covent Garden area with adjoining areas has been one of the major factors influencing the formulation of the outline plan. This is true of the broad land use proposals, of specific development projects, and of the proposed major links across the perimeter roads leading to other redevelopment areas including Piccadilly Circus, Whitehall, and the South Bank. Taking the Covent Garden area together with these and other large redevelopment schemes, there is now the real prospect of achieving a radical improvement of conditions in and adjoining the West End on a scale that has up to now only been possible in areas of extensive war damage in the City of London.

7. The purpose of this report is to present the essential elements of an outline redevelopment scheme for the area, concentrating on the basic principles and the major projects around which the scheme as a whole is organised. The intention is that the publication of proposals at an early stage in their draft form should enable all those who have a part to play in future development of the area to make their own comments and suggestions. These can all assist in the further improvements that are needed to produce a final scheme that is best fitted to the complex requirements of the area, and that takes full advantage of the great opportunity now available.

Chapter 2 Brief

8. The Planning Team was required to work in accordance with a general brief approved by the Working Party representing the principal departments of the three Councils. The brief contained terms of reference covering basic planning objectives, general requirements and programme of work as set out in the following paragraphs.

Basic Planning Objectives

9. The major objectives to be achieved are:

- (a) The incorporation of a complex of uses to create a vigorous and interesting environment by day and by night both as a place to live and as a centre for entertainment and cultural activities;
- (b) A substantial increase in residential accommodation;
- (c) The provision of new public open space in addition to amenity open space within individual sites;
- (d) The easing of congestion in Central London, in particular by the avoidance of major employment generators and major traffic generators;
- (e) Separate but integrated systems for pedestrian and vehicular movement within and immediately adjoining the area, including specifically proposals for efficient co-ordination with public transport and for car parks on a scale to be recommended based on a study of traffic generation following redevelopment and of the capacity of the approach roads;
- (f) The integration of new development with existing uses and some provision for the retention of suitable mixed uses which are appropriate for the area's special location and character;
- (g) The retention of those groups of buildings, including buildings of architectural and historic importance, which contribute substantially to the variety and character of the area and are the physical embodiment of its past history.

General Requirements

10. The Planning Team shall prepare and shall report on (as directed by the Planning Officers' Steering Group), the following:

(a) A comprehensive scheme for redevelopment of the Covent Garden area to achieve the basic planning objectives outlined in paragraph 9;

(b) The boundaries of the area which should be comprehensively redeveloped;

(c) The extent of acquisition by the Consortium considered necessary to achieve successful implementation of the comprehensive redevelopment scheme;

(d) The areas, both of site and of floor space, to be provided by the redevelopment scheme for different uses;

(e) A broad financial appraisal of the redevelopment proposals, including acquisition costs, development costs, and revenues; distinguishing between those of the Consortium and totals for the scheme as a whole, and including where appropriate cost-benefit studies of alternative proposals;

(f) A programme showing proposals for the phasing of the redevelopment having regard to the probable dates when the market and related uses will vacate their premises, the desirability of avoiding premature disturbance of existing uses, the need for progressive construction of the new roads and pedestrian routes, and the need to achieve a co-ordinated sequence for establishing the new non-residential uses, particularly entertainment and shopping.

11. The team shall use the London County Council Report T P 542 (20.11.64) as a general guide for their work, particularly in terms of:

(a) The future character of the area;

(b) The scale of future uses and balance among them;

(c) The circulation systems for pedestrians and for vehicles having regard to the adjoining circulation and the desirability of excluding through traffic.

12. In formulating its proposals, the Team will have to balance on the one hand the importance of the site and the scale of expenditure necessarily involved, and on the other, the need for economical solutions and the accommodation of remunerative uses to the maximum compatible with the basic objectives. The heart of London may deserve special expenditure, but the great demands on public funds necessitate strong efforts to minimise the public cost of redevelopment.

Programme of Work

13. The Team shall work to the following broad programme, based on the removal of the market by 1972, and shall prepare more detailed programmes for the various stages of the work for approval by the Steering Group or the Working Party as appropriate:

i. Submission to the Working Party at an early date of an outline redevelopment scheme suitable for use in one or more following ways:

(a) Publication as a draft scheme for public information and comment on the basic proposals;

(b) As the basis for submission to the Minister of an area to be defined as a Comprehensive Development Area or for consideration of alternative means (for example, a private Bill) to attain the Consortium's objectives;

(c) As the basis for preparing detailed planning briefs for development of blocks of land suitable for separate development where it is considered that this can be done without prejudice to the final scheme.

ii. Submission of a final scheme to the Working Party in 1969.

Chapter 3 Central Area Context

- 3.1 Introduction and Existing Planning Policies
- 3.2 Shopping
- 3.3 Entertainment
- 3.4 Housing
- 3.5 Open space and Recreation
- 3.6 Pedestrian System
- 3.7 Roads
- 3.8 Public Transport
- 3.9 Other Major Central Area Projects

3.1 INTRODUCTION

14. Whatever special qualities and distinctive local characteristics Covent Garden may have, it is an integral part of Central London in general, and the West End zone in particular. Any successful plan for the area must give full weight to this relationship which must strongly influence the overall approach.

Existing Planning Policies

15. The general planning policy for the West End zone is stated in the Initial Development Plan as follows:

"....The Central Zone is to be renamed the 'West End Zone' to differentiate it from the Central Area.Developers will have greater freedom in the choice of uses to which they can put sites and at the same time the Council can ensure that essential activities are retained or replaced if redevelopment occurs. To protect the mixture of uses characteristic of this zone (flats, hotels, shops, offices, public buildings, places of assembly and licensed premises, can all be appropriate) but to prevent over-development of offices within it, a special category 'C' is to be introduced into the use-zone chart with a note - 'The letter 'C' denotes that for offices in the 'West End Zone' the Council will need to be satisfied that the proposed development is appropriate in view of its policy to reduce congestion and restrict increases in employment in this zone and to maintain its character and functions'."

16. The Covent Garden area is situated on the eastern edge of the West End zone and is surrounded by areas of special function. To the East is the Law Precinct which separates the West End from the City and thus establishes Covent Garden as the eastern boundary of the West End. To the West are the entertainment areas of Piccadilly and Leicester Square. To the North lies the Georgian area of Bloomsbury and the University Precinct. To the South is the government area centred on Whitehall and the increasingly important South Bank complex. Other significant relationships are with Trafalgar Square and with the book-sellers and other small specialised shops along Charing Cross Road.

17. The redevelopment objectives described later have been developed within this dual framework of general planning policy and the area's functional relationships with adjoining areas.

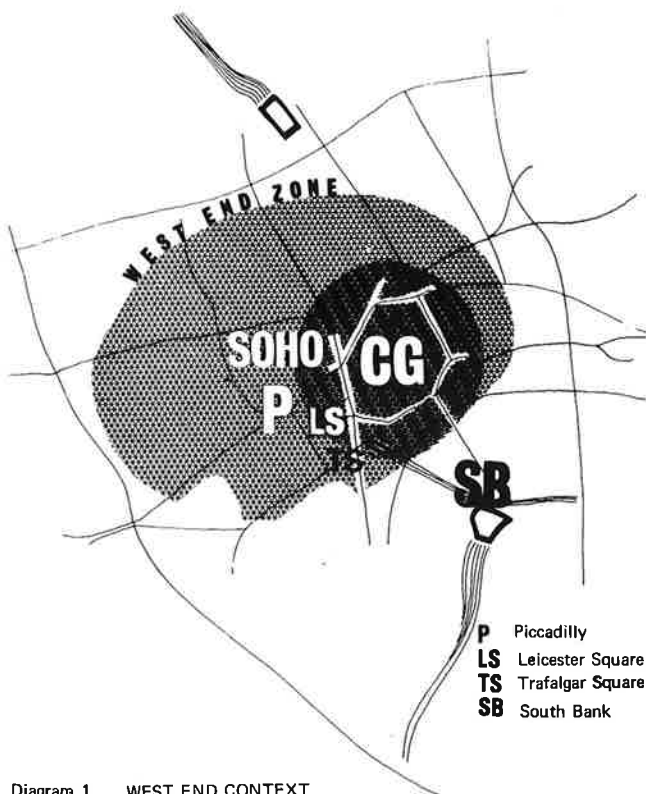


Diagram 1 WEST END CONTEXT

3.2 SHOPPING

18. The greatest concentration of London's shopping is in the Central Area, one third of which is within the West End zone; the Covent Garden area contains approximately 12% of the West End shopping floor space.

19. The principal shopping streets of London - Oxford Street, Regent Street and Bond Street - are all located within one quarter to one half mile of Covent Garden. The Strand, a well-known West End shopping street though of secondary importance to those mentioned above, forms the southern edge of the area.

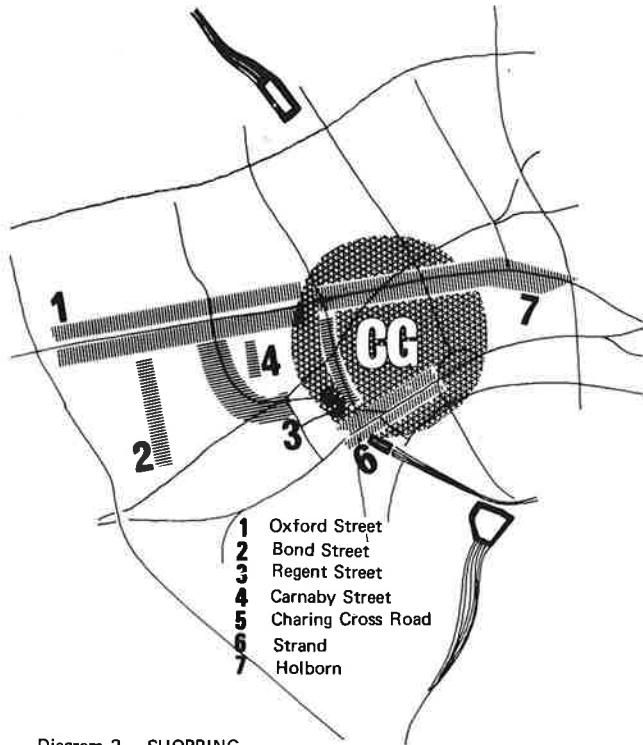


Diagram 2 SHOPPING

20. Part of the essential character of the Central Area and, in particular, the West End zone, is the large number of specialised shops, groups of which have traditionally been located in or near the Covent Garden area. The specialised book, music and clothing shops centred on Charing Cross Road are partly within the western half of the area, and to some extent shops of this character occur in the numerous small streets leading into Covent Garden. The majority of specialised shops serving the theatre and ballet world are also located within the area.

21. Assessments of future shopping within the Central Area indicate that turnovers are expected to increase most in the types of shop in which the West End specializes, and that even after allowing for much higher turnover per square foot, there is likely to be an increase of several million square feet in total floorspace. What appears to be happening is that while Londoners are increasingly using the regional shopping centres such as Kingston, Ealing, Wood Green and Croydon, they are doing so mainly for the general run of durable goods. For the "custom built" or "not standard stock" items they continue to rely on the bigger stores and speciality shops found mainly in the West End. At the same time, the trade that has been lost to other centres has been more than made up by the increasing number of visitors to London from other parts of the country and abroad. This balancing factor will be of even greater importance in the future.

22. Covent Garden is well located to benefit from the growing number of visitors because of its convenient location and nearness to many other tourist attractions. With an improved shopping environment and transport facilities, it could well become a much more important shopping centre with an increase in floorspace as well as in total turnover, especially if new shops are linked with the provision of other major tourist facilities.

3.3 ENTERTAINMENT

23. Historically, Covent Garden used to be the centre of London entertainment. It still contains the highest concentration of theatres but the 'Bright Lights' area has shifted westward to Piccadilly and Leicester Square.

24. Covent Garden is directly adjacent to, or within walking distance of, all the specialised entertainments of the West End zone. The major concentration of cinemas is around Leicester Square. Soho, the location for, amongst other things, the majority of night clubs and restaurants, adjoins the eastern boundary, while the more traditional West End clubs are located towards St. James' Square.

25. The small private galleries are within the vicinity of Bond Street, half a mile from the Piazza, while the National Gallery in Trafalgar Square is on the edge of the area. The British Museum is but a short walking distance away and the Royal Society of Arts is on the southern side of the Strand.

26. In addition to all these entertainments and cultural areas surrounding Covent Garden, the South Bank complex with the concert halls, although on the other side of the river and with inadequate pedestrian access from the North Bank, is but a short walk from the heart of the area and visually close to it.

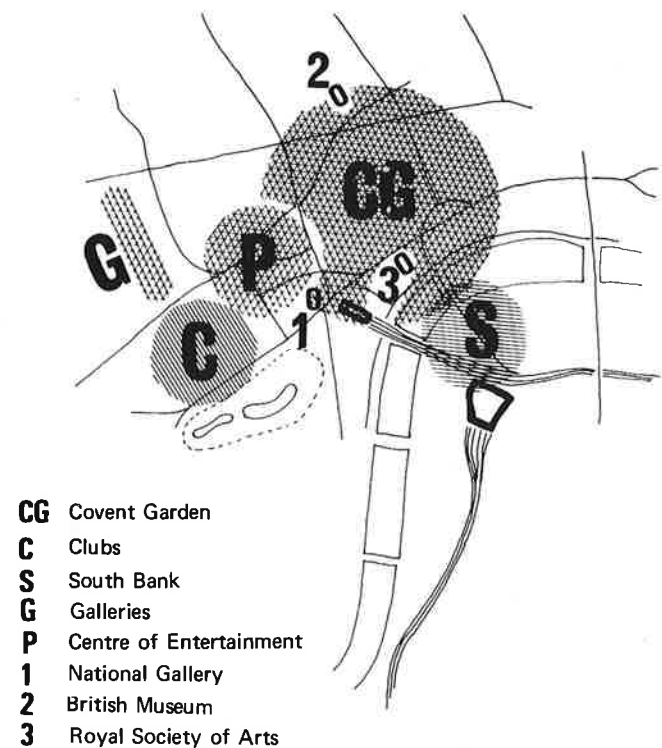


Diagram 3 ENTERTAINMENT ZONES

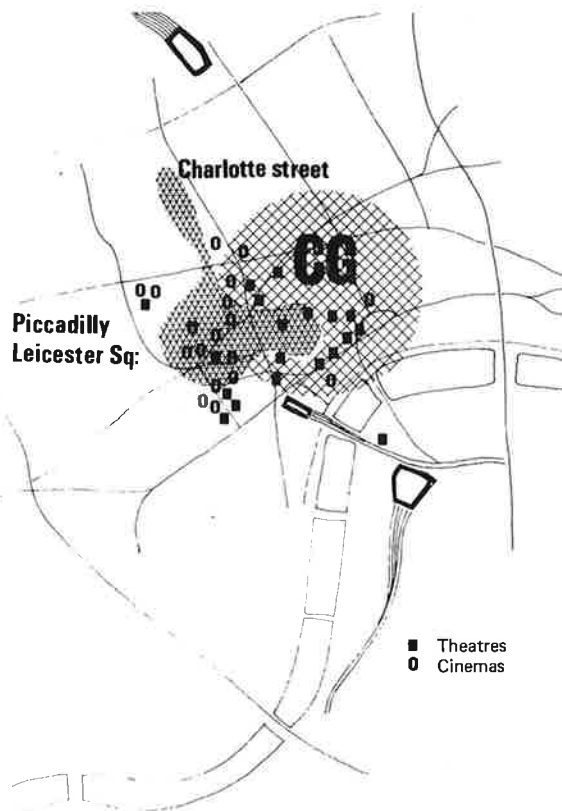


Diagram 4 WEST END RESTAURANT ZONE

27. The intense heart of the West End entertainment zone can be said to extend from Piccadilly to Charing Cross Road, via Leicester Square, and to Soho in the North. The Covent Garden Piazza, with its associated Royal Opera House and Theatre Royal, Drury Lane, forms the strong basis for another centre of entertainment - and by the appropriate development of the swathe of land between the Piazza and Leicester Square - a continuous entertainment zone of high activity would reach between Piccadilly and Kingsway.

28. A number of theatres have been lost during and since the war and present policy is to prevent any further decline in the number of Central Area theatres. Theatre interests say that the present balance of theatre provision in terms of size and type offers essential variety and flexibility, and that the total number of West End seats should be maintained.

29. With the growing importance of Outer London centres like Croydon, it is doubtful if any expansion of central theatre provision can be contemplated. However, it would be valuable as part of redevelopment to include new theatres with better stage and back-stage facilities as replacements for some of the less satisfactory existing theatres in the area.

3.4 HOUSING

30. While more people travel to work in the Central Area, far fewer live there. However, there are signs that the decline in the Central Area residential population is now being halted although, for many years, the rate of decline was over double that for the former County of London. The

population within the boundaries of the old Central Area, dropped from 424,000 in 1911 to almost half in 1961 when it was 241,000. It has long been policy to encourage an increase in central residential accommodation, partly to allow more people to live closer to their source of work in the centre, and thus help relieve the pressure on transport within the Central Area, but also to prevent the centre 'dying' with the evening exodus.

31. The opportunities for implementing this policy have been limited largely by the shortage of available sites. It is therefore of special importance that the exceptionally favourable conditions offered by the Covent Garden redevelopment should be fully used. The area of potential redevelopment is unlikely to be equalled in being large enough to allow the construction of an attractive residential environment within the heart of the Central Area. The future population should reflect the overall socio-economic pattern of London, and should help to curb the present tendency towards a narrow social structure. The Barbican project in the City of London, when completed, will provide accommodation for 6,000 people and will be a useful precedent for Central Area living, although it is somewhat removed from the advantages of the West End. The Covent Garden Development because of its location can provide an even more interesting opportunity for Central Area living.

Visitors

32. Apart from permanent residents, the Central Area must cater for a fast growing transient population, composed of visitors from other parts of the country and from abroad. Each year close to 2,000,000 visitors from other parts of Britain visit London, and the number of overseas visitors now at 3,000,000 per year, is increasing rapidly. A great increase in hotel and hostel accommodation is needed, the majority of it within easy distance of the West End entertainment and recreational zone. The comprehensive redevelopment of the Covent Garden area can help to provide such accommodation.

Students

33. There is an urgent need for increased residential accommodation for the growing number of students, particularly married students. The main University Precinct is situated directly to the north of Covent Garden and accommodation within the area would be convenient and would add further vitality to the redevelopment.

3.5 OPEN SPACE AND RECREATION

34. Covent Garden is within easy reach of all the major Central London parks; half a mile from St. James's, and just over a mile from Hyde Park and Regents Park.

35. The River, which has a great potential recreation value, and the Embankment Gardens can be seen at certain points within the area although not to the extent that would be desirable considering their proximity.

36. The majority of recognisable zones throughout the Central Area have a space or square that characterises them Soho Square, St. James's and the squares of Bloomsbury and

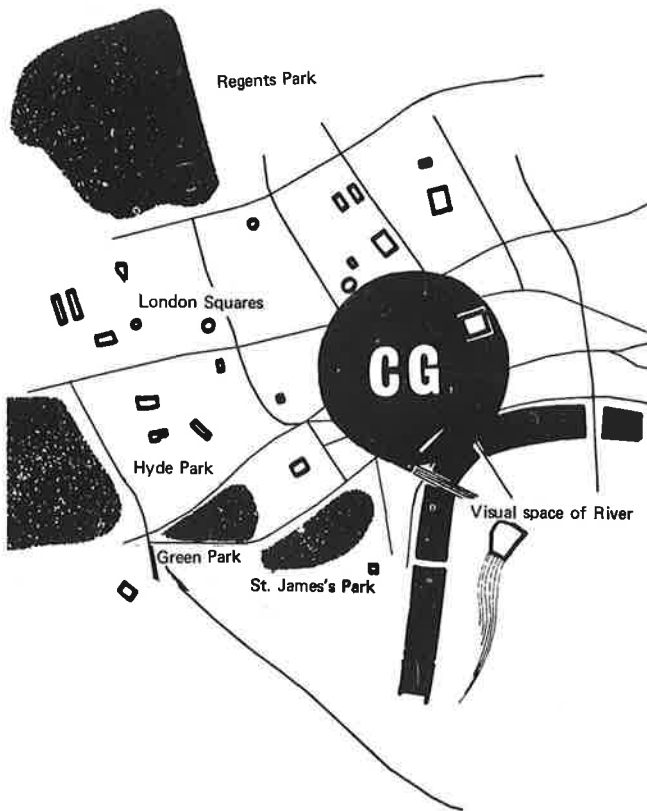


Diagram 5 CENTRAL AREA OPEN SPACE

Holborn. The Piazza which was the first of all the London Squares has long been completely pre-empted by the market, leaving the area without any significant open space despite a resident population of over 3,000 and a working population of 33,000.

37. There is obviously great potential for linking the River and the Embankment Gardens to Covent Garden by the provision of pedestrian ways. The future provision of local open space within the area itself will be of prime importance and it must be of sufficient size to make a significant contribution to the amenity of the area.

38. Apart from one or two swimming pools, indoor and outdoor activity areas for residents and for workers in Central London are virtually non-existent. The redevelopment of Covent Garden would present a great opportunity to redress this deficiency. The area is well placed and well served by public transport and is therefore easily accessible to a large daytime and resident population. The area is not big enough to allow for the provision of large outdoor activity areas, but an indoor recreation centre could well be provided to help meet the growing demand.

3.6 PEDESTRIAN SYSTEM

39. The phenomenal rise in the volume of traffic and its increasing speed due to road improvements and traffic management systems, makes more urgent the need to separate people from traffic. There are many areas throughout the centre (the parks, squares, numerous streets and alleyways) that linked together would provide a pedestrian movement system unrivalled in scenic variety.

Isolated pedestrian precincts are not enough - it is two and a half miles from St. Paul's Cathedral to Hyde Park and two miles from Regents Park to the South Bank. These are not unduly long walking distances - and the 'essential' Central Area exists between them.

40. One of the basic conflicts in our Central Areas today is that between the pedestrian and the motor vehicle. A great deal of money, time and effort is being spent on achieving a comprehensive system for the latter, and a similar effort is required in order to achieve a comparable system for the pedestrian.

41. The great importance of this is being increasingly recognised. The City of London's comprehensive system of pedestrian ways comes to within half a mile of the Covent Garden area, whilst the Borough of Camden's proposed pedestrian network would penetrate the northern part of the area. The other major urban renewal projects in the vicinity - Piccadilly Circus, Regent Street and Whitehall - are all being designed to contain pedestrian systems that could be extended to link up with adjoining areas.

42. The Covent Garden area lies roughly within the centre of these projects and is ideally located to be linked with them and thus help to form an overall pedestrian network for the Central Area.

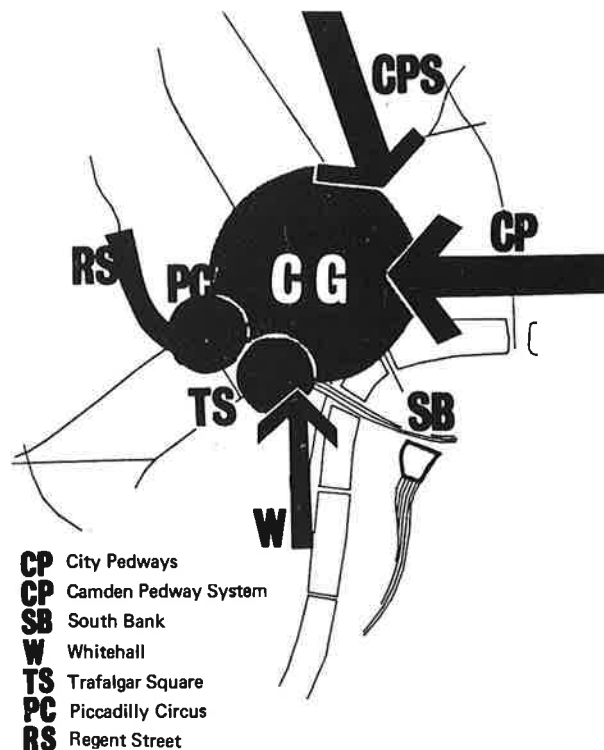


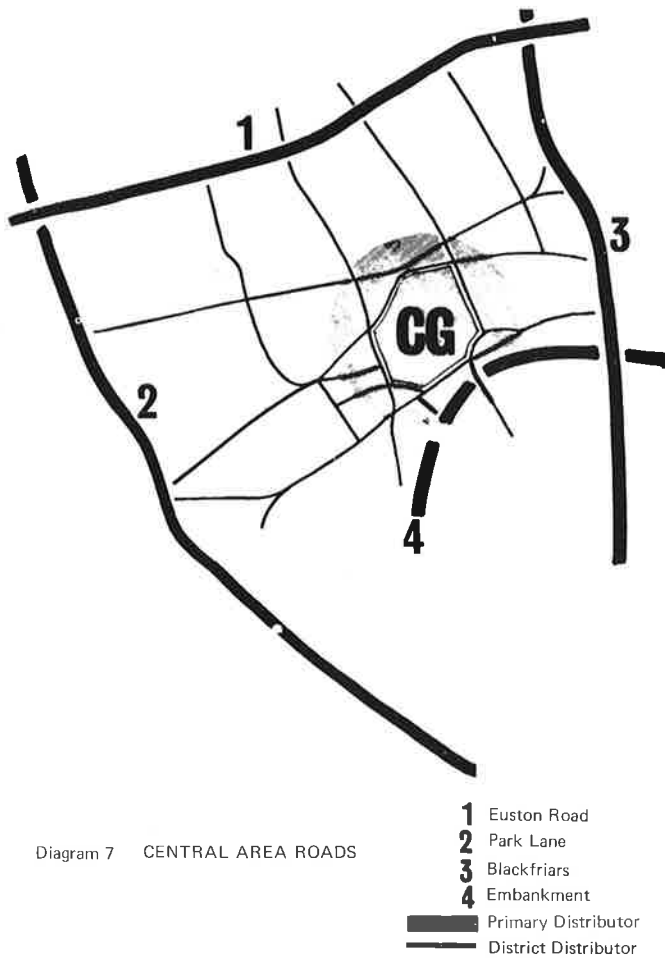
Diagram 6 PEDESTRIAN PROJECTS

3.7 ROADS

43. Although final decisions have not yet been taken about the future Central London main road framework, it has been possible, on the basis of the work already done provisionally to assess requirements for the Covent Garden Area.

44. It has been assumed that in the future there will be a hierarchy of roads with different functions, roughly along the following lines:

- (a) Primary Network which would include the Motorway Box.
- (b) Secondary Network consisting of the Metropolitan Roads and other principal roads.
- (c) Local Network including access and service roads.



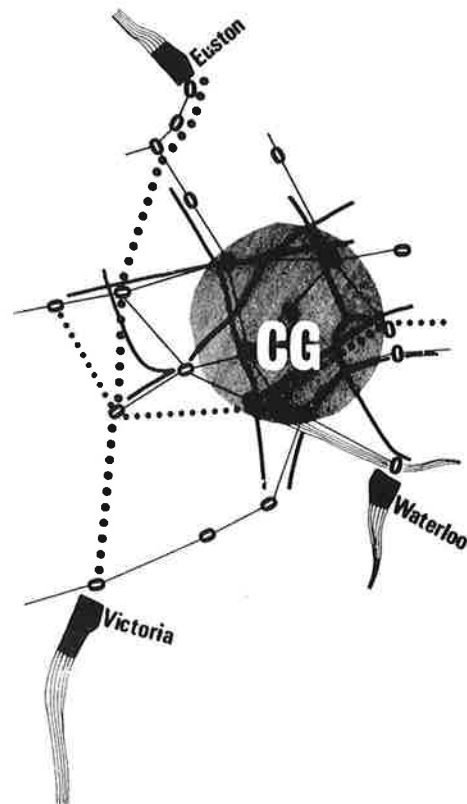
45. Within this overall framework, Covent Garden is a potential environmental area surrounded and served by principal roads. Estimates have been made as to what the future increase in the capacity of these main perimeter roads may have to be as part of a balanced Central London system, and this has been taken into consideration in drawing up the draft plan.

3.8 PUBLIC TRANSPORT

46. The main changes in public transport likely to affect Covent Garden in the near future are the additions to the underground system and the reorganization of the bus services. The proposed Fleet Line will run along the southern fringe of the area and is planned to have a major interchange outside Charing Cross main line station with

connections to the Northern, Bakerloo and District lines through Charing Cross and Trafalgar Square stations. The Holborn to Aldwych line is to be extended across the river to Waterloo.

47. A major reorganization of the bus services is expected and it is likely that this will take the form of an extension of the Red Arrow type of service in the Central area (directly linking major destination centres) and the shortening of trunk routes to the centre to alleviate the effects of traffic congestion.



48. As a result of these changes, Covent Garden will be at the convergence of major transport routes and even better placed for public transport than at present. However, if the travelling public is to be encouraged to use alternatives to the motor car in congested central areas, there may be a need for newer forms of public transport, particularly to serve local needs, that will integrate fully with changing environmental standards. The redevelopment of Covent Garden, because of its large scale and proximity to key Central Area sites, offers a unique opportunity to consider such new modes of public transportation.

3.9 OTHER MAJOR CENTRAL LONDON PROJECTS

49. There are at present a number of important redevelopment schemes in central London, either planned or already under construction, which when considered together indicate the scope of the current opportunity for reshaping Central London.

50. Fortunately this occurs at a time when we have gained a better understanding and some experience of what is needed for a more civilized environment in our future city centres.

51. St. Paul's precinct and the Barbican, Piccadilly Circus and Regent Street, Trafalgar Square, Whitehall and Parliament Square, and the South Bank, all organize development primarily around *PLACES FOR PEOPLE* - urban rooms and corridors in which to conduct and enjoy outdoor activities safe from road traffic.

52. Thus, all of these schemes are based on a recognition that the track for vehicles, which has become the dominating characteristic of the ordinary street, is no longer satisfactory as the major physical design element, and that this ought to be a system of places and routes for people on foot.

53. With such a major beginning, there is now a real possibility of extending this approach through much of main core of the central area. What remains is to link these schemes through corresponding redevelopment in the intervening areas, and for this purpose Covent Garden is of outstanding importance because of the scale of redevelopment and the possibility of creating continuous pedestrian links with most of these schemes within the plan period.

Chapter 4 Existing characteristics, needs and opportunities

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- 4. 1 Physical Description
 - 4. 2 Land Use
 - 4. 3 Special Activities and Outstanding Features
 - 4. 4 Character Study
 - 4. 5 Population and Social Factors
 - 4. 6 Housing
 - 4. 7 Employment and Non-residential Uses
 - 4. 8 Road Traffic and Car Parking
 - 4. 9 Pedestrian Flows
 - 4.10 Environmental Problems
 - 4.11 Redevelopment Opportunities
-

Introduction

54. The purpose of this chapter is to describe existing conditions, and to assess redevelopment needs and opportunities. A number of special surveys have been done in order to provide the necessary local detail not otherwise available. As a result, it has been possible to reach important conclusions regarding problems needing correction, and assets deserving protection. It has also been possible to see much more clearly the extent of redevelopment that can reasonably be expected, which has proved to be considerably greater than was originally anticipated. Using this information, the needs and aspirations of existing business and residents can be given due consideration in relation to other planning objectives, and proposals can be more firmly based on actual redevelopment probabilities.

4.1 PHYSICAL DESCRIPTION

55. The Covent Garden Area can be defined in many ways which vary from the small area immediately around the market, to the part of the Central Area bounded by the major traffic routes of Charing Cross Road, Shaftesbury Avenue, High Holborn, Kingsway, and the Strand. The Study Area, to which most of this report relates, is the 93 acres bounded by the Strand, Charing Cross Road, Shaftesbury Avenue, High Holborn, and a line taken behind the buildings fronting on the western side of Kingsway. This area differs from the smaller area of 78.5 acres defined by the Minister of Housing and Local Government under Section 24(4) of the London Government Act mainly by including an area adjoining in the north-east which is very similar in its basic characteristics, and cannot logically be dealt with as a separate area for planning purposes.

56. Broadly speaking, the Study Area slopes gently from north to south, dropping towards the River Thames from a height of 80 feet (a.s.l.) at High Holborn to about 50 feet at the Strand, from which the land drops down quite sharply to 15 feet on the Embankment. The 30 - 40 foot change of level within the Study Area is quite gradual throughout, although south of the Piazza at 67 feet, the slope becomes slightly more pronounced as it approaches the Strand.

57. There are extensive basements beneath existing buildings, most commonly in the southern parts of the area where the fall of the land is steeper and where some buildings have sub-basements as well. This will facilitate the provision of underground car parking and service access on redevelopment.

58. Most buildings within the area are 5 storeys or less with higher points on the perimeter, particularly on the South and East sides. A few buildings of 10 or more storeys are located on the edges of the area, e.g. Magnet House on Kingsway and The Oasis on High Holborn, and there are some 8 or 9 storey structures along the main perimeter roads. The low internal profile is relieved occasionally by a structure of 6 or 7 storeys, but these buildings are few in number and widely scattered in the area.

59. Site coverage is generally high, and many of the sites with older buildings of between 5 and 10 storeys have existing plot ratios in excess of the Development Plan limits which are 5 : 1 along the Strand and Kingsway frontages, and generally 3½ : 1 throughout the rest of the area.

... 'the variety and informality
which are part of its
special flavour'





4.2 LAND USE

60. Land use in the Study Area is very mixed and less than half of the total area is devoted wholly or predominantly to a single use. 15 acres in the centre of the area are wholly in market use, 6 acres owned by the Market Authority, and the remaining 9 acres occupied by licensed market users. About 9 acres of land are in purely residential use. Publishing and printing occupy about 8 acres exclusively for both printing works and offices; theatres occupy just over 5 acres, and government offices about 4.5 acres. The remaining 51.5 acres contain a mixture of shops, offices, entertainment, housing etc. Open space, either public or private, is almost non-existent and amounts to less than 2 acres in all. There are a few paved courtyards, behind some of the housing estates, used mainly for car parking, but the only real open space in the area is the Convent Garden behind St. Paul's Church, and two small hard surfaced play areas.

61. In terms of floor space, offices occupy by far the most space: about 4 million square feet or approximately one third of the total existing floor space. Nearly 400,000 square feet of this is in purely market use - much more if market associated and dependent uses, such as transport firms, are included. Commerce is the second large user of floor space with more than 1¼ million square feet, of which just over one million are in market use. While the market offices and commerce are concentrated in the area around the market, the non-market users are spread throughout the area with other uses. Entertainment and housing are the two other main occupiers of floor space with slightly less than 1¼ and slightly more than 1½ million square feet respectively. The overall floor space breakdown is listed below - the third and fourth columns compare Covent

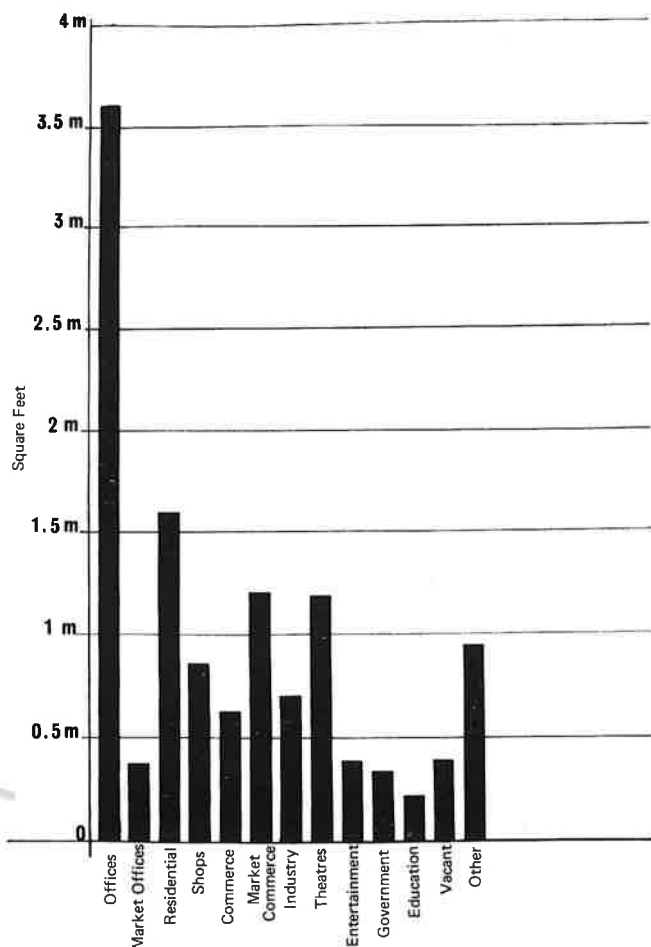


Diagram 9 EXISTING FLOORSPACE Source: 1966 Land Use Survey

Garden floor space with that of the Central Area for land uses where the difference in proportion is significant:

Table 2: Existing land use

Land Use	Covent Garden Floor Space in Sq. ft.	Proportion of Covent Garden	Proportion of "Central Area"
Offices non-market market	3,656,350) 378,910)	32%	35%
Residential	1,584,870	13%	25%
Shops	854,830	7%	7%
Commerce non-market market	635,840) 1,174,080)	14.5%	8%
Industry	705,250	6%	5%
Entertainment/Arts	1,189,440)	13%	
Public Buildings	367,970)		
Hotels	329,950	2%	
Education	220,790	1.5%	
Vacant	392,510	3%	
Other	957,920	8%	
Total	12,448,710		

Source: Land Use Survey 1966

62. The high proportion of commerce in Covent Garden is, of course, due to the presence of the market in the area, while the 13% in entertainment and public buildings reflects the location and functions of the Covent Garden area as part of the West End. The proportion of office floorspace in Covent Garden is lower than in the rest of the Central Area, and in this respect Covent Garden has a more balanced distribution of floor space than the Central Area as a whole.

4.3 SPECIAL ACTIVITIES AND OUTSTANDING FEATURES

63. Covent Garden has been described as the Place where one finds 'ballerinas and bananas cheek by jowl'. The juxtaposition of culture and commerce is one of the outstanding features of the area and the numerous special activities, many of which are connected with one or the other, all contribute to the variety and informality which are part of its special flavour.

64. The Royal Opera House, the home of the national opera and ballet companies, is of international importance and one of the most outstanding buildings in Covent Garden. The present building is just over 100 years old and although the 2,200 seat auditorium, designed in the traditional horseshoe shape, has charm and excellent acoustics, the building is lacking in space for backstage facilities of all kinds. This necessitates the dispersal of many aspects of opera and ballet productions to distant parts of London. Public foyer space is also inadequate, and considerable improvements are needed to bring the building up to the standard of other famous opera houses abroad.

65. Entertainment, particularly theatrical, is an activity which is a traditional part of the area and includes not only the theatres themselves, but a variety of related activities as well. In addition to the two most historic theatres, the Royal Opera House and the Theatre Royal, Drury Lane, 16 of the 33 West End theatres are in Covent Garden. Theatre associated activities are numerous in the area. One of the main rehearsal theatres for West End productions is in Seven Dials and costumiers, scenery workshops, lighting manufacturers, and equipment makers are located in premises throughout the area which have the advantages of large floor area, low rental, and proximity to the theatres themselves. Many theatrical producers, agents and managers, also have offices in the area. This particular expression of the theatrical tradition, with the theatres themselves and the 'backstage' activities so close together, is unique to Covent Garden and is a major part of its present character.

66. The book trade, in all its forms, is an important activity. Many publishing houses have been located in the area since they were founded, and over the years many more have established themselves. They have attracted printers and associated trades such as engravers. Two large national publishing concerns, Odhams Press and George Newnes, have their headquarters and main editorial offices in the area. The combination of these two very large firms and the 124 smaller firms of publishers, printers and engravers, creates a 'literary' centre in Covent Garden which is strengthened by the large number of bookshops (34) in the area. The majority of the bookshops for both new and secondhand books are in Charing Cross Road, and others are found in nearby streets in the western half of the area.

67. Forming the southern boundary of the area, the Strand is an important general-purpose shopping street with its two department stores (Peter Robinson and the Civil Service Stores), Woolworth's, footwear and clothing chain stores, jewellers, chemists, stationers and small specialist shops. In addition there are the really specialised shops and other businesses found mainly inside the area, particularly in the small streets near Seven Dials.

68. Covent Garden is the home of the small one-man business. There is a noticeable concentration of stamp dealers, 26 in number, usually in small rooms on the upper floors of buildings clustered near the Strand. Dealers in antiques and curios are grouped near Charing Cross Road, but there are many individual shops throughout the area. The dealers who are closer to Charing Cross Road have more 'saleable' items than the small African carvings and Palestinian seals found in Drury Lane; Victorian jewellery and silver, old watches and collections of medals fill their windows. But even here the atmosphere is subtly different from curio shops in Shepherds Market or Camden Passage; the pressure to sell expensively is less, and genuine appreciation and interest seem to be at least as important as a willingness to buy.

69. Seven Dials is one of the oldest parts of Covent

Garden and within these 10 or 12 blocks, a great mixture of special activities and some of the widest contrasts between old and new can be found. Walking down Neal Street from Shaftesbury Avenue, one finds a coppersmith who still makes and tins pots and pans in the traditional artisan's way, and directly behind this establishment there is a factory making precision engineering components. A bit further along the street is a Moslem grocer and two doors away, a maker of fretted musical instruments. Around the corner is a contract furniture showroom, next door The Craft Centre, and beyond that one finds a rehearsal theatre and a fruit and vegetable warehouse. On Monmouth Street there is a firm of fine art packers and shippers whose enclosed office only needs a clerk with a quill pen to be from the last century. Across the street, a shop filled with ancient and modern oriental objects is only a block away from a violin maker. Next door to this highly specialised business, is a shop which hires out theatrical properties from diamond bracelets to crystal chandeliers, while opposite is Pollocks Toy Museum, and a shop selling the latest electrical appliances. Many of the shops and businesses in Covent Garden are unique to the area, and the contrast between these activities and their more commonplace neighbours is one of its most enjoyable characteristics.

70. Ever since the first patent was granted in the 17th Century, the market has been both an outstanding feature and the dominant activity in Covent Garden. The flow of people, goods, and vehicles in and out of the market creates an atmosphere of bustle and noise which is quite distinctive. The influence of the market, although strongest around the Piazza, permeates the whole area. Importers, wholesalers, buying agents and similar firms often have office premises close to the market buildings, and storage facilities for their produce elsewhere in the area. Firms dependent upon the market for part of their trade also find it convenient to have at least a branch office somewhere in Covent Garden. Cafes and pubs in the area draw many of their customers from people working in, or connected with, the market, some in such large proportions that they keep hours which coincide with the most intense market activity.

71. The market, and associated or dependent activities, provide employment for over 5,000 people. A small proportion of market workers, particularly the porters, live as well as work in Covent Garden, and it is not uncommon to find that two or more members of a family living in the area work in the market. The market is very much a part of the lives of the residents of Covent Garden, and is an outstanding feature of the area to residents and outsiders alike. The location of the market in the centre means that anyone travelling from one side to another must pass either through the market proper or along the fringes of the activity in the course of the journey. It is this central location, combined with the intense activity, limited space, and constant movement, which makes the market's influence so strong all over Covent Garden.

4.4 CHARACTER STUDY

Existing Visual Character

72. Apart from a few well-known buildings of importance such as the Royal Opera House, the Theatre Royal, Drury Lane, and St. Paul's Church, the Covent Garden area may not at first sight appear to contain much of architectural

**THE
MARKET
BUILDING**



**ST PAULS &
THE PIAZZA**

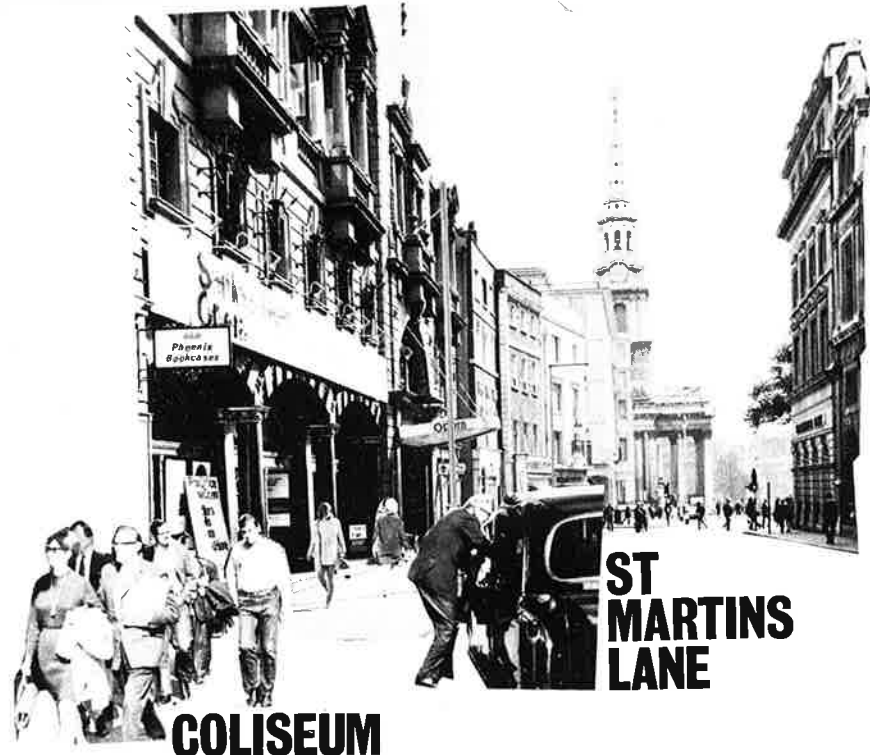


**ROYAL OPERA HOUSE
& BOW STREET**

GREAT QUEEN STREET

BROAD COURT





**ST
MARTINS
LANE**

COLISEUM



**CECIL
COURT**



**NEW
THEATRE**

**ST PAULS
CHURCHYARD**



**KING
STREET**



**NEW
ROW**

or historic importance. Closer acquaintance with the area however, reveals a surprisingly large number of buildings of real merit and interest. Those already officially listed as worthy of preservation are noted in Appendix L as are some additional buildings which might also be recommended for inclusion. In addition to the three Grade I buildings already named above, the more important listed buildings include the central market building and the reconstructed arcade on the north side of the market square, the 18th century shops in Goodwin's Court, a group of houses in Great Queen Street and a number of theatres.

73. In considering the preservation of individual buildings, regard should be paid not only to their architectural merits, but also, apart from exceptional cases, to their position in relation to the planning objectives for the area and to their setting in the new development. This is not an argument against preservation, only an argument for a broader approach on which to base a more positive policy for the creative integration of old buildings into a new framework.

74. The method adopted for doing this in the Covent Garden area, was to carry out a special character study as described in more detail in Appendix J. The study involved the evaluation of each urban space and building of any visual importance in the area, grading them in terms of their contribution to the character of the whole. This was done against the background of a preliminary study of the urban form and character of the area as a whole within the context of adjoining areas, and finally resulted in the definition of Lines of Visual Structure linking the more important building groups as fairly strong lines of character crossing the area.

Urban Form in the Context of Adjoining Areas

75. This preliminary study extending beyond the boundaries of the Covent Garden area, was based on identifying the five elements used by Kevin Lynch in his studies of urban form: paths, edges, districts, nodes and landmarks (as defined in Appendix J). These are all characteristics of urban areas by which people commonly orientate themselves in order to establish their mental bearings. The results are shown in the Visual Structure Map (Fig.13) and were used as a guide to the choice of visual sequences for detailed analysis within the area itself, as well as being an aid in interpreting the results of the more detailed study.

Visual Character Within the Covent Garden Area

76. This part of the study consisted in selecting, analysing and evaluating the following:

- (a) Sequences of spaces - paths and routes remembered as a series of clear experiences.
- (b) Spaces - individual episodes linked to make sequences.
- (c) Buildings defining the spaces - identifying their "personality".

A system of grading was then applied, designed to be used as a guide to future policy and based upon the following categories:

Grade A

These are the backbone of the character of Covent Garden, which it is reasonable to propose for retention in any foreseeable circumstances. Most of the actual buildings indicated and the general form and proportion of the spaces would remain.

Grade B

Grade B buildings are the key to continuity in the character of the area. Changes in the form of spaces, and controlled renewal of some buildings, could take place ultimately when redevelopment is complete. Controlled variation and rebuilding of existing blocks, not specifically indicated, may take place during the plan period.

Grade C

These generally have a relevance only in the context of the present form of development. Their merit, however, makes them worthy of rescue/improvement work during the period of the plan depending on phasing requirements. Isolated groups of buildings which, where convenient, and when in special use categories - such as theatres - could be retained as part of new urban spaces.

The buildings and spaces included within these grades are shown in Fig. 12 and are listed in Appendix J.

Definition of Spatial Structure of Area

77. The Grade A and B sequences form strong lines of character crossing the area. An analysis of this structure was plotted relating spaces to key buildings and landmarks and identifying clear "faults" and weaknesses. The main lines of visual structure are as follows:

(a) St. Martin's Lane - South-North (Grade B)

Strong continuity: change in character at southern end only where St. Martin's Place acts as ante-room to Trafalgar Square. Great fault at Cranbourne Street/Long Acre. St. Martin's Lane should link with Thorn/Shelton Street sequences but does not quite do so. St. Martin's Church, the Coliseum and Nelson's Column are all strong landmarks to the south, with Thorn House to the north.

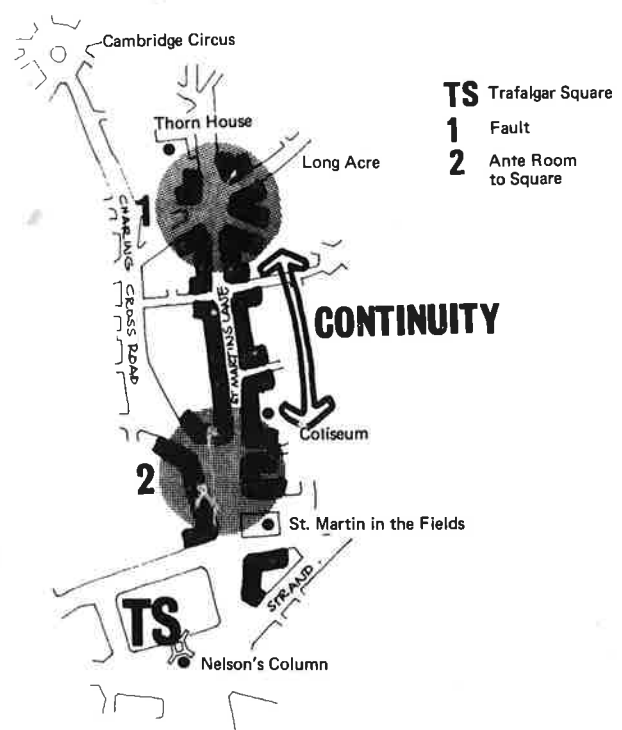


Diagram 10 SPATIAL STRUCTURE OF AREA ST. MARTIN'S LANE

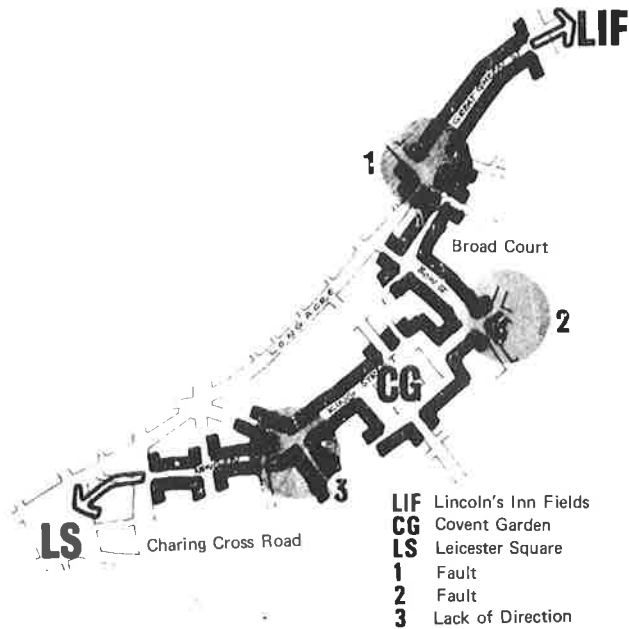


Diagram 11 SPATIAL STRUCTURE OF AREA KINGSWAY TO ST. MARTIN'S LANE

(b) Kingsway - St. Martin's Lane (Grades A and B)
Great Queen Street - Broad Court - Bow Street - Covent Garden - King Street - New Row - St. Martin's Court - Bear Street - Leicester Square.

This is the most clearly defined line of character in the entire area and contains the widest range of visual character and activity. There are short extensions in Garrick Street and Bedford Street. Pronounced faults in continuity occur at Drury Lane and between Bow Street and King Street with a lesser lack of direction at Bedford Street.

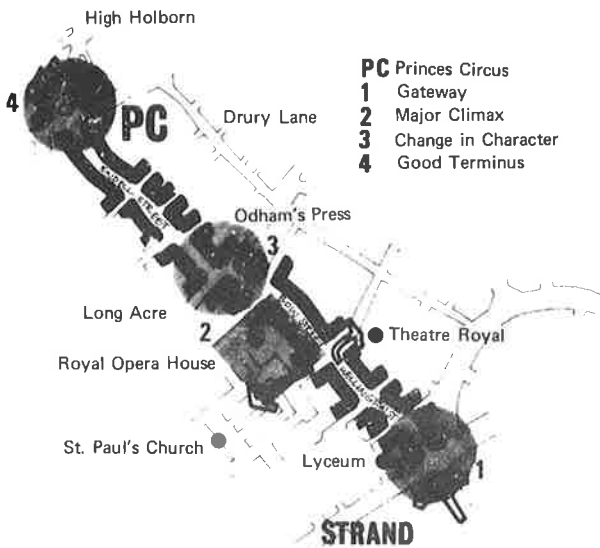


Diagram 12 SPATIAL STRUCTURE OF AREA WELLINGTON STREET - BOW STREET - ENDELL STREET

(c) Wellington Street, Bow Street, Endell Street (Grades A, B and C)

This is a strong north-south route with pronounced weaknesses. Very strong 'gateway' from Waterloo Bridge and excellent build up towards Opera House, but great weakness around Russell Street. The Theatre Royal is hidden. Strong character as far as Long Acre. Great change through Odhams to Endell Street. Weaknesses occur along Endell Street but there is a good terminus at Princes Circus.

(d) Strand - Aldwych (Grades B and C)

Strand appears orientated mainly to the east, Trafalgar Square being insignificant until extremely close. Strand appears as a corridor street with a strong cliff-like south side punctuated by narrow slot views of the river which keep alive the awareness of open space further to south. There is one very good controlled view from inside Covent Garden along Southampton Street. The north side weakens the corridor effect. Aldwych is a powerful contrast after Waterloo Bridge. Charing Cross and Villiers Street are detached and orientated to Trafalgar Square/Charing Cross Road.

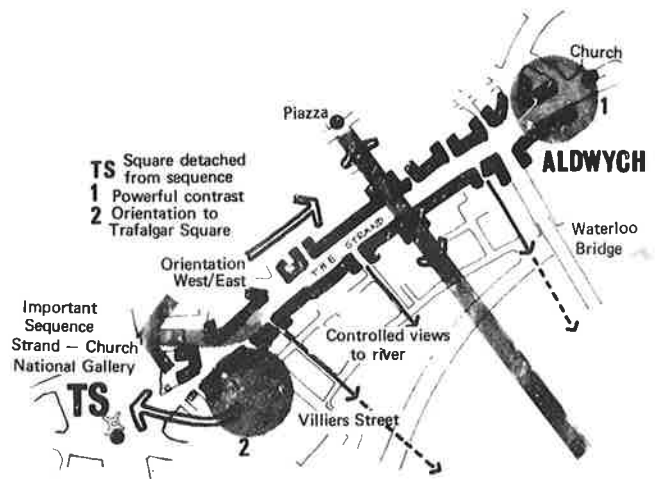


Diagram 13 SPATIAL STRUCTURE OF AREA STRAND - ALDWYCH

4.5 POPULATION AND SOCIAL FACTORS

General Characteristics

78. The population of the Covent Garden area, based on the households found in the Occupiers' Survey and the known average household size of 2.1 persons per household, is 3,300 persons. The Residential Occupiers' Survey carried out by the Planning Team located 1,574 households and information was collected from 1,129 of these. The most significant characteristics of the population of Covent Garden are the very small household size, even when compared with the rest of the Central Area, the small number of families with young children and the large number of retired residents. Most of the single people in the area are elderly and there are very few young single people. Covent

Garden is not a "bed-sitter" area. Compared with the rest of the Central Area, there are more manual workers living in the area, but this is changing. In the last ten years, many more people with non-manual occupations have moved into the area. The majority of the residents work in the area or elsewhere in the Central Area, and either walk to work or use public transport. Car ownership is very low and not increasing very rapidly. Despite generally bad housing conditions, most residents say that they like the Covent Garden area; a high degree of neighbourliness exists, and a large majority want to stay.

Population Trends

79. The population of the Covent Garden area has fallen considerably since the beginning of the century. The population of the Covent Garden ward, which includes most of the survey area, has fallen by nearly half, from 8,917 people in 1901 to 4,060 in 1961. But the areas to the North and South have experienced even larger losses of population. The population of the Central St. Giles ward, which includes part of Bloomsbury, fell from 9,622 persons in 1901 to 1,510 persons in 1961, while the population of the area between the Strand and the River Thames, fell from 7,002 persons to 1,470 over an even shorter period. The increase in population now proposed will therefore be the first in this area for over fifty years.

Table 2: Population trends in three selected wards 1902-1961

Ward	1901	1911	1921	1931	1951	1961
Central St. Giles	9,622	7,657	5,432	4,934	2,078	1,510
Covent Garden	8,917	8,493	7,064	6,655	4,571	4,060
Strand	7,002	3,458	2,116	2,052	1,470	

(The fall in population in the Covent Garden ward from 1951 to 1961 was even greater than indicated; for part of the now defunct Strand ward was included in the Covent Garden ward which was increased from 74 to 87 acres at the 1961 Census.)

Age Structure

80. The Covent Garden area has an unusually small proportion of young children and a large number of retired residents. Children aged 9 and under, account for only 10% of the total population, while persons aged 65 and over, account for 20%. This tendency in the population structure towards an aged, declining population, is characteristic of most of the Central Area - Marylebone, Westminster, Chelsea and the City, all have 12% or more of their population aged 65 or over - but it appears to be particularly acute in the Covent Garden area. If, as a result of re-development, the population structure changed to correspond with the 1971 projections made in the County of London Plan, the main differences would be an increase of 6% in the 0-14 age group and a decrease of 6% in the 45+ age group.

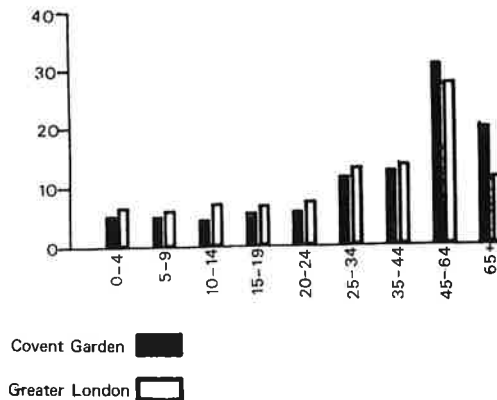


Diagram 14 AGE STRUCTURE - COVENT GARDEN AND GREATER LONDON

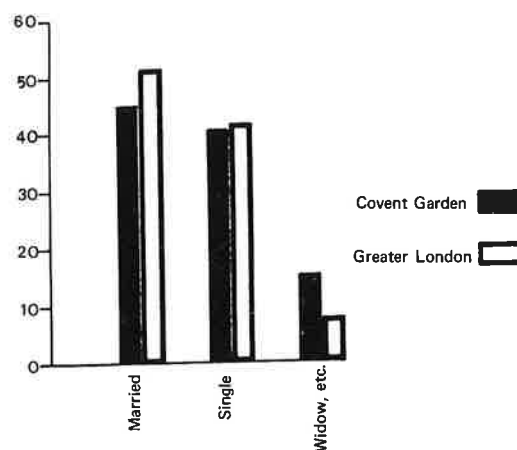


Diagram 15 MARITAL STATUS - COVENT GARDEN AND GREATER LONDON

Household Size

81. Single people are no more numerous in Covent Garden than in Greater London as a whole, but they are mainly older people, and the number of single people under the age of 34 who live in separate households is small. In this respect, the area differs from much of the Central Area which has a higher proportion of single people associated with the "bed-sitter" areas. Because of the larger proportion of elderly people, and the extremely high number of females (56%), the proportion of widowed or divorced persons (15%) is twice that of Greater London. The household size of the Covent Garden area is 2.1 persons per household, slightly less than for the Central Area which is 2.2 persons per household, but considerably less than that of Greater London which is 2.8 persons per household. The present population of Covent Garden tends towards the older small household without children.

Socio-Economic Groups

82. Covent Garden, whether using the figures based on the 1961 Census material or the Occupiers' Survey, shows an unusually well balanced ratio between non-manual and manual occupations.

Table 3: Socio-Economic Groups: Resident Males

	Non-Manual		Manual			
	Prof. & Managerial	Skilled	Skilled	Semi-Skilled	Unskilled	Retired
Covent Garden (1961 Census)	21%	24%	16%	21%	10%	8%
Westminster MB	24%	26%	14%	13%	16%	7%
Holborn MB	20%	27%	20%	17%	11%	5%
London CC	12%	20%	32%	15%	13%	8%
Covent Garden (Occupiers' Survey)	23%	20%	21%	12.5%	10.5%	13%

(The difficulty of using the Census information is that no sequence of enumeration districts corresponds exactly to the Survey Area. Consequently, the Census figure for the area refers to a population 10% less than that for the Survey Area covered by the Occupiers' Survey.)

The overall pattern for the Central Area shows a tendency for a shift away from skilled manual occupations to professional and executive occupations - non-manual occupations in the County area account for only a third of the total; in Westminster, one half. Covent Garden is moving nearer to this pattern. In the last ten years, twice as many people in non-manual socio-economic groups have moved into the area as those in manual groups.

Table 4: Socio-Economic groups of relative new-comers and all residents compared.

	I and II Professional & Managerial	III Non-Manual	Manual	Misc.
Relative new-comers	28%	31%	28%	13%
All residents	23%	20%	44%	13%

Sub-Area Characteristics

83. It appears possible from the results of the Social and Occupiers' Surveys to delineate four different and contrasting socio-geographical areas within the overall survey area.

- a. *Drury Lane - Peabody* (50%) A bias towards manual occupations whilst most of the survey area's young parents live here. The Peabody Buildings in Wild Street are characterised by a large proportion of older parents, 45-64, and teenage children.
- b. *Seven Dials - Sandringham Flats - Bedfordbury* (34%) A large number of skilled workers, both manual and non-manual, and retired residents. The area has the second highest proportion of young children.

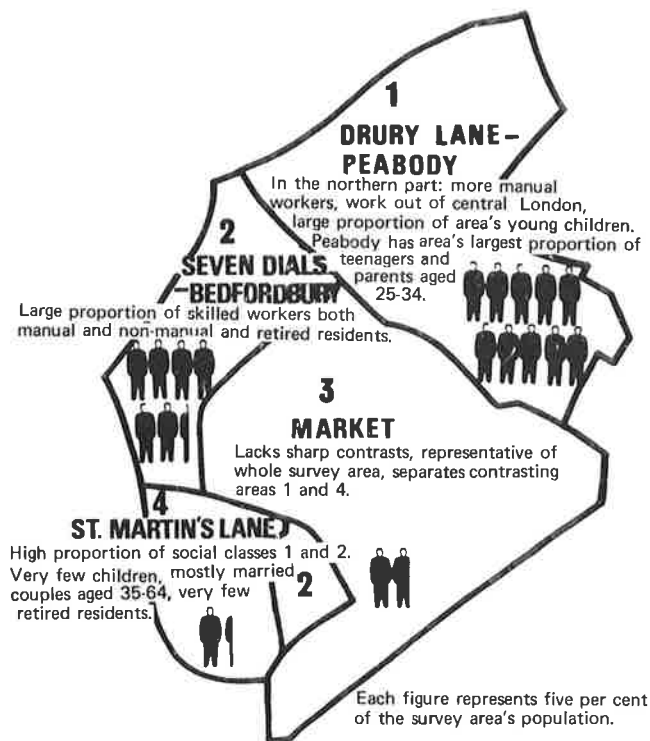


Diagram 16 SUB-AREAS

- c. *Market* (9%) Very few children or retired residents, but this apart, lacks the strongly contrasting features of the other areas.
- d. *St. Martin's Lane* (7%) A high proportion of the residents are in social classes I and II. The area has the highest proportion of married couples aged 35 to 64, and there are very few young children or teenagers.

The figures in brackets are the percentage of the overall population in the particular area.

Residents' Employment, Work Place and Journey to Work

84. Approximately 1,600 (48%) of local residents are employed, just over one-third of them working within the survey area. A further 50% of the occupied residents work in Central London. The remaining 15% are employed throughout the rest of London and a very small number work elsewhere. Nearly all those who work in the area walk to work, while most residents working elsewhere in the Central Area use the buses or underground. Only 3% of those working in the Central Area travel to work from the survey area by car. For greater distances from the centre, bus, underground and car are used; the bus for journeys of up to half an hour and the underground and car for longer journeys. 23% of these longer journeys are made by car.

Car Ownership

85. Car ownership in the survey area is low, 8 cars per 100 people, compared with the 16 cars per 100 in the Central Area generally. Roughly half of these cars are parked on the street and the remainder are kept in off-street car parks which are unevenly distributed throughout the area. Only 4% of the households interviewed in the Social Survey sample said that they intended buying a car in the next two or three years. On this basis, the car ownership rate of

residents in the area is not likely to reach the present rate of the Central Area until 1970. But 20% of households not owning a car would like to own one, and if this potential demand was realised, the car ownership rate of the area would approach the national rate, which is anticipated to be 23 cars per 100 people by 1970.

Shopping

86. The most significant aspect of the shopping pattern of the area's residents is the importance of Drury Lane. One third of the residents' shopping is done here. Other shopping centres used are New Row, Seven Dials and the Strand, but with nothing like the intensity of Drury Lane. Oxford Street is important for buying expensive, durable goods, as is the Strand to a lesser extent. For household supplies and everyday things, interest focuses on Drury Lane. Some of this reflects the little use that residents in the area make of the corner shop. Residents are attracted to Drury Lane by the greater variety of choice and lower prices there. Because of the demands of a large daytime labour force, the area has a great variety and number of shops than its resident population would normally support.

Leisure and Entertainment

87. Because of its proximity to the West End, Covent Garden's residents have access to a wide range of leisure and entertainment activities. The lack of local open space is the main deficiency. There are no major open spaces within the area and residents must cross Charing Cross, the Strand or Kingsway to visit the surrounding open spaces of St. James' Park, Green Park, the Embankment Gardens or Lincoln's Inn Fields. Residents regularly use the leisure and entertainment activities offered either in the area or in the West End, but the use varies with location, car ownership and occupation. Residents in the western part of the area, especially those in the St. Martin's Lane area, tend to make more use of the West End facilities than those east of the market whose emphasis is more on informal localised activities such as going to the park, or public house. Car owners in the area tend to make much more intensive use of all facilities than non-car owners, the only really notable exception to this pattern being the much greater use of parks by non-car owners. With a larger resident population in the future, likely to include a higher proportion in the non-manual group and also likely to have a somewhat higher car owner-

ship rate, the use made by local residents of West End facilities can be expected to show a marked increase.

Attitudes to the Area

88. A majority of the residents have lived in the area for a long time, 43% for more than 20 years. A third of the households interviewed in the sample had relatives living elsewhere in the Covent Garden area, and one half of the households had relatives elsewhere in Central London. Over three-quarters of the households said that someone was available to do the shopping if the need arose because of illness. Casual and formal social relationships are highly developed in the area, and only 16% of the households covered by the Occupiers' Survey expressed a definite wish to live in another area, in spite of existing housing conditions. The high proportion of older people resident in the area and the low rentals, not easily available elsewhere in the Central Area, obviously also play a part in this wish to stay.

89. While many people expressed special likes and dislikes about the Covent Garden area, few, if any, of the dislikes were complaints that could not be levelled at any other part of Central London. Noise, particularly from market vehicles, was a common complaint, as was dirt, cars parked in the street and bad housing conditions. Criticism was often made of the Parker Street and Bruce House lodging houses located in the area. Some residents complained that the men who went to the centres were a nuisance, but discussions with the Metropolitan Police have indicated that the houses have not proved to be a police problem. Apart from a hard core of some 20 - 30 men, the majority on National Assistance, who came in and out during the day, most of the men have lived at the centre for a long time and have regular employment.

90. Residents were asked for suggestions that might improve the area as a place to live, and the improvements that seemed to attract most attention were the provision of off-street car parking spaces, wider pavements and less through traffic, the provision of playgrounds for children, and a health centre.

91. Suggested improvements that seemed to generate least enthusiasm were the provision of a community centre or the routing of bus services through the area. No launderette exists in the area at the present, and this was a popular choice.

Table 5: The use of activities by various selected groups

	Overall use by residents	Car owners	Non-car owners	Non-Manual groups	Manual groups
Park: Summer	71%	52%	76%	57%	64%
Cinema	57%	86%	48%	65%	54%
Church	47%	57%	44%	46%	54%
Library	44%	57%	40.5%	48%	40%
Public House	44%	62%	39%	48%	57%
Opera/Theatre	33%	52%	27.8%	48%	14%
Laundry	27%	24%	28%	22%	40%

4.6 HOUSING

92. Using information from the Residential Occupiers' Survey and from the 1961 Census, it is estimated that there are 1,660 dwellings in the area. There are very few statutory slums, and little overcrowding at the Census standard. The fundamental housing problem in the area is the considerable sharing or lack of basic facilities. Residential densities in the tenement blocks are extremely high, and this aggravates the problem of the shortage of open space in the area. The housing problem is further worsened by the general age of the buildings, which are almost all 50-60 years old. There is also the associated social problem of the large number of retired residents, many of whom cannot afford more than a few pounds a week rent, or to keep their housing in

good order. Poorer young families, too, come into the area to take advantage of the cheaper rents, and eventually leave, moving probably to a suburban location with more open space.

93. Half of the housing is grouped around Drury Lane; the remainder comprises converted tenements in St. Martin's Lane, flats over shops and businesses in the Seven Dials area, and the Sandringham and Bedfordbury tenements. There is little housing in the market area or along the Strand frontage to the South. Because housing is distributed unevenly, gross residential density is low, but within the areas of tenements, net residential densities are extremely high. In the Sandringham and Bedfordbury tenements, they are over 300 persons per acre, and within the Peabody Buildings in Wild Street, the net residential density is 260 persons per acre.

Housing Conditions

94. There is little slum property in the area; 57 houses are declared statutory slums. Goldsmith's Buildings in Stukely Street accounts for half of this total, while the remainder is all concentrated in the Seven Dials area. But there is considerable sharing or lack of basic facilities. Only 45% of the households for which information is available from the Occupiers' Survey, had exclusive use of a bathroom, 78% a separate kitchen, and 77% exclusive use of a W.C. The most severe conditions were in the Council blocks in Tavistock Street, the Bedfordbury and Sandringham tenements, and a great deal of the housing in the Macklin Street and Parker Street area, where all three facilities were variously either shared or lacking. There is very little overcrowding in the area at the Census standard of 1.5 or more persons per room and what exists is almost entirely concentrated in the Seven Dials area.

95. The most satisfactory housing conditions are in the St. Martin's Lane area, where rents are considerably higher than elsewhere in the area. This is often accommodation converted from former tenements and occupied by older business people in non-manual and managerial occupations. The Peabody Estates house a large number of people of all ages and income groups, but because of their low rentals, they tend to attract more families with children and retired people. Only 4% of the households for which information is available are hidden households - households wanting separate accommodation, if available - and this is slightly less than the proportion for Greater London. Two factors appear to be responsible for this low proportion. These are the large amount of local authority housing which has considerable flexibility, and the practice of the Peabody Trust to encourage as new tenants only those with relatives who are already Peabody tenants.

Rental Levels

96. As part of the Social Survey, residents were asked about the rental levels they would be prepared to pay. Only 10%, mainly in professional and managerial occupations, said they would pay more than five pounds a week; most manual workers said they would pay between three and five pounds a week. Of those who thought they could not pay more than three pounds a week, a large proportion were retired residents. This is one of the most difficult aspects of the housing problem in the area. Many elderly people, wanting to stay in the area, need rehousing but are not able to pay high rents. Most of the existing residents will probably have to be rehoused by the local authorities, for few of them seem able to pay an economic rent for their housing.

Tenure

97. 62% of the housing in the area is rented from the local authority or the Peabody Trust, compared with an average figure of 22% in Holborn and less than 15% in the other central boroughs for this form of tenure. There is little owner-occupation in the Covent Garden area, just over 1%, and few of the privately rented premises have leases. Owner-occupation has never been characteristic of the Central Area, and only in Chelsea does it exceed 10% of the tenure pattern. Despite this, 36% of the sample of existing residents wanted to buy their own home, although many doubted whether they would be able to realise this ambition. It is possible that the rehousing of some of these residents could be catered for by housing associations.

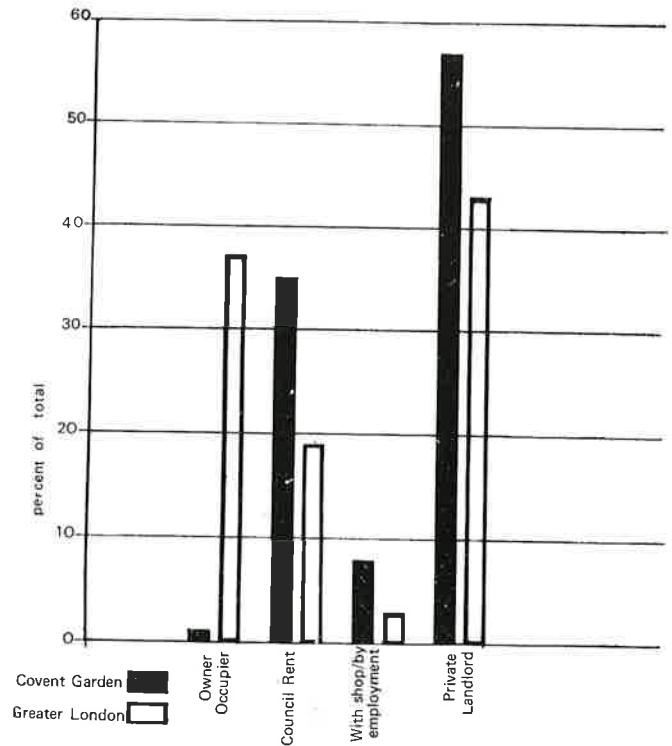


Diagram 17 TENURE - COVENT GARDEN AND GREATER LONDON

Housing Preferences

98. All these factors contribute to the housing problem in Covent Garden, and the sample Social Survey attempted to provide information on the housing preferences of existing residents. Closeness to shops was usually thought more important than parks nearby. 35% of the sample, when making the choice, preferred a ground floor flat on a busy street near the shops, but 57% preferred instead, a quiet flat at the top of a new high block, with a view over the area. The majority of residents did not want to live on the ground floor facing on to the street, or with cars parked at the door. Asked to choose between a communal space around the dwelling, or a small garden at the back, 39% of the sample chose the space, but 53% chose the garden. But earlier questions showed that residents were prepared to sacrifice this for the advantages of living in a flat in a new block.

99. A number of aspects of the housing problem in Covent Garden need particular emphasis. Elderly people are in a precarious position and need special attention; although the relative proportion of elderly people in the area's population will decline after redevelopment, in absolute numbers they still will be considerably important. Redevelopment at

fairly high densities is welcomed by the residents as long as open space deficiencies are overcome. But there is overall, the problem of a large number of residents who need rehousing because of existing conditions but who are not able to pay economic rents, and whose rehousing is likely to become the responsibility of the local authorities.

4.7 EMPLOYMENT AND NON-RESIDENTIAL USES

Employment

100. There are approximately 1,700 firms occupying premises in Covent Garden at present, employing a total of nearly 34,000 people. 51% of these are employed in non-market offices and an additional 9% in market offices. The shops in the area employ just over 11% of the work force and, in industry, just over 10%. Commerce takes up 5% of the total employment - nearly 4% in the market - and entertainment absorbs a further 5%. The remaining 9% of the work force is distributed between hotels, hospitals, education, and public buildings. The estimated numbers employed are as follows:

Offices

101. There are more than 20 different types of offices in the area at present, the largest proportion in market and associated or dependent use. Apart from these, few of the offices are unique to the immediate area. The majority of offices are sales offices, professional offices of various kinds, and photographic or advertising firms; all of which

are found throughout the Central Area. A summary of numbers of firms is given below and a more detailed breakdown is found in Appendix C.

Market and associated	326
Professional offices	77
Advertising, etc.	112
Sales, etc.	152
Other offices	104

Industry and Shopping

102. Approximately 100 firms in the area are industrial or manufacturing concerns. These are divided between printing and engraving (37), theatre associated manufacturing, such as lighting and scenery, (about 25), and small manufacturers of specialised goods (35). Of the over 300 shops in the area, the largest in number are food and drink shops (38); others which are particularly numerous include bookshops (34), clothing shops (33), and stamp dealers (26).

Education and Public Buildings

103. Apart from two small primary schools, there are a number of specialised educational establishments in the area, including the City Literary Institute, the London School of Film Technique, Kings College Bio-Physics Laboratory, and the Charing Cross Hospital Medical School. The main public buildings are Bow Street Police Station and Magistrates Court, and Temple Bar Telephone Exchange. There are many central and local government offices in the area, including Holborn Town Hall, a branch

Table 6: Present Employment

Non-market offices	17,304
Market offices	3,020
Industry	3,522
Non-market commerce	466
Market commerce	1,277
Shops	3,854
Education	258
Health	1,141
Public buildings	605
Entertainment	1,663
Hotels	748
TOTAL	33,858

Source: 1966 Occupiers' Survey

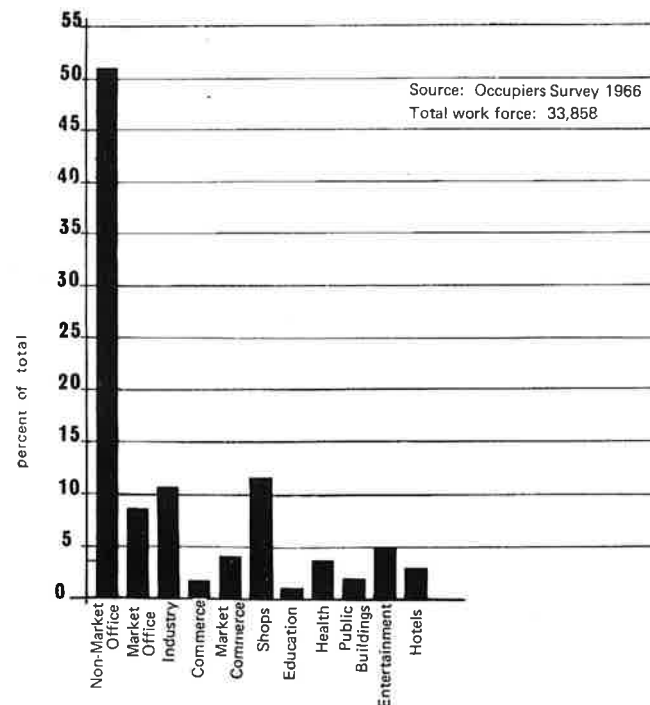


Diagram 18 PRESENT EMPLOYMENT

of the Ministry of Technology, Westminster Central Lending Library, two other public libraries, and the Oasis Swimming Baths.

Health

104. There are 5 hospitals located in the area at present: Charing Cross Hospital, St. Peter's Hospital, St. Paul's Hospital, Moorfield's Eye Hospital and the French Hospital - now included in the St. Peter's and St. Paul's group. Charing Cross Hospital, the largest in the area, is included in the development now under construction in Fulham and will vacate its buildings by the mid 1970's. Moorfield's Hospital is expected to remain in its existing location. The future of St. Peter's, St. Paul's and the French Hospitals is dependent on decisions on the findings of the Royal Commission on Medical Education.

Hotels and Entertainment

105. There are two hotels of significant size in the area; the Strand Palace Hotel with a staff of 700 and 800 rooms, is the most important, and the other is the Shaftesbury Hotel on Monmouth Street which has a staff of about 80 and 195 rooms. Entertainment activities, other than theatres, occur in large numbers throughout the area. There are 53 public houses, some with special licensing hours for the market workers, 53 cafes, and 50 restaurants with a wide range of prices and quality. In addition to these, there are about 15 clubs, including the Garrick Club, and numerous eating clubs, jazz or theatre clubs, etc.

Future Plans

106. Over 900 firms in the area at present intend to remain after redevelopment, and nearly 200 have expressed the intention of expanding. This presents a problem in terms of future accommodation for non-residential uses, which is further complicated by the large number of traditional activities which need to be retained, and the introduction of new interests projected in the plan.

4.8 ROAD TRAFFIC AND CAR PARKING

Existing Roads and Traffic

107. Five metropolitan roads, the Aldwych, Kingsway, High Holborn, Shaftesbury Avenue and Charing Cross Road, bound Covent Garden. These, together with the Strand, which forms the southern boundary of the area, are classified in the Initial Development Plan as principal traffic routes. A one-way system operates on the Aldwych and High Holborn, while all the other principal traffic routes are two-way streets. Existing traffic flows are heaviest on Kingsway with 40,000 observed trips in a 24 hour period, and slightly less on the Strand with 36,000 observed trips, and on Charing Cross Road, 37,000 observed trips.

108. These traffic routes effectively create within Covent Garden an environmental area, relatively free of through traffic. The length of these perimeter roads is

1.8 miles, and the total mileage of roads in the survey area, including the perimeter roads, is 7.4 miles. The principal through route is St. Martin's Lane which enables north/south access from Shaftesbury Avenue via Monmouth Street to Charing Cross Road and St. Martin's Place. There are two other important through routes; Bow Street, which is two-way until past Betterton Street when it becomes one-way northwards to High Holborn, and Drury Lane, which is one-way and the principal through route from South to North. Long Acre is the major East/West route through the area. The internal streets are often narrow and form a complex pattern of one-way and two-way routes.

109. While one of the main causes of existing congestion will be removed by the relocation of the market, the existing road system does not provide a basis for a clean, safe, noise-free environment after redevelopment. The creation of such environmental conditions requires the re-routing of through traffic and the limiting of areas of vehicle influence to specialised zones. This can only be accomplished by developing a new internal road system and providing an extensive pedestrian circulation system with linked vehicular servicing.

Car Parking

110. Within the survey area there are 1051 off-street parking spaces divided between 368 public spaces and 683 private spaces¹. In addition, there are 159 meter spaces in the survey area. The Market Authority has arrangements for its own parking requirements which reduce the number of meter spaces available in the area. However, outside market hours more of the area is available for on-street parking. A survey of on-street car parking carried out in May 1967 showed 2,100 vehicles parked in the area bounded by Charing Cross Road, High Holborn, Kingsway and the Strand between 8.00 p.m. and 9.00 p.m.

111. Outside market hours, the number of cars actually parked in the Covent Garden area is much greater than the above figures would indicate, because of the use made of unmetered streets in the market area as soon as they are clear of market vehicles. The influx of market traffic begins in the late evenings and continues until the late afternoon. In the evenings, the area is full of vehicles parked by people going to the West End for entertainment, so that the area is never free from parked vehicles at any time. These vehicles would eventually leave around 11 p.m. as people made their way home and the market activity began again.

112. The area is thus in the position of being under-provided for parking spaces for its own uses while having to provide for a heavy parking requirement for the market by day and entertainment in the evening. The control of car parking in the area following the removal of the market will need very careful consideration in relation to central area traffic and parking policies.

4.9 PEDESTRIAN FLOWS

113. A pedestrian survey was carried out in the area in the summer of 1966 and the results are summarised here. A

¹Information derived from the Planning Team's Car Parking Survey, 1967.

further survey was carried out by the Highways and Transportation Department of the GLC in the summer of 1967 in the Trafalgar Square area including parts of Charing Cross Road and the Strand. The major characteristics of pedestrian movement in and around Covent Garden are the heavy average flows of nearly 5,000 per hour along both sides of the Strand, and 2,500 to 3,000 per hour on Charing Cross Road, and the strength of the transportation centres at Charing Cross and Leicester Square as both generators and attractions for pedestrian movement. In addition, the pedestrian surveys have shown that there are very strong desire lines for movements into and across the area along routes which do not correspond with the existing street pattern.

Morning Rush Hour (8 to 9 am)

114. At this time, the heaviest perimeter flows are found along the Strand and between Charing Cross Station and the Leicester Square area, west of Charing Cross Road. The desire lines indicate between 500 and 1,000 persons per hour going from the Strand in the direction of Lincoln's Inn, and movements of the same magnitude from the transport points at Charing Cross and Leicester Square to the southern part of Covent Garden around St. Martin's Lane and the Strand. There are also strong desire line patterns for through movements, particularly from Charing Cross to the north and north-east.

Lunch Time Shopping (12 to 1 pm)

115. This period is characterised by the extremely dispersed pattern of desire lines in and out of Covent Garden in all directions, and the very heavy volume of flows. On both sides of the Strand the flow is about 7,500 persons per hour at this time, and between 2,000 and 3,000 per hour on both sides of Charing Cross Road. Desire lines into the area are heaviest in the south (more than 1,500 an hour) and desire lines out of the southern part of the area are equally strong. This period has some of the most dispersed desire lines for movement out of the area, particularly towards Soho and Regent Street.

Evening Rush Hour (5 to 6 pm)

116. At this time the pattern of desire lines, while dispersed in origins, is predominantly toward the transport centres from points outside and from within the area itself. Nearly 4,000 persons per hour move toward Charing Cross, at least 1,000 from the St. Martin's Lane area alone, and the Leicester Square Tube Station attracts over 1,000 an hour. There are strong desire lines for east/west movement, particularly in the south. The flow along both sides of the Strand and Charing Cross Road at this time is between 4,000 and 5,000 an hour.

Evening Entertainment (7 to 8 pm)

117. The majority of desire lines are into the area, particularly near St. Martin's Lane, and are heavier in the North than at any other time. The largest generator of pedestrian movement is the Leicester Square Tube Station with nearly 3,000 an hour. Charing Cross Station is still an attraction for more than 1,000 persons an hour from all directions. The overall desire line pattern is extremely scattered. The flow along both sides of the Strand is slightly more than 2,000 an hour - mostly on the northern side, and on Charing Cross Road it ranges between 2,000 an hour in the North and 3,000 an hour at the southern end.

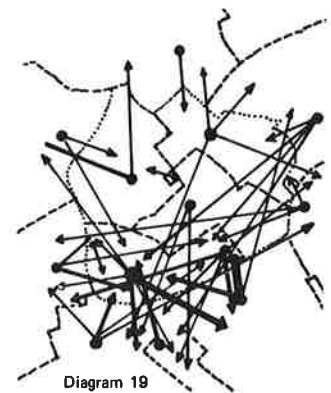


Diagram 19
Cordon Count - Lunchtime - 12 to 1 pm

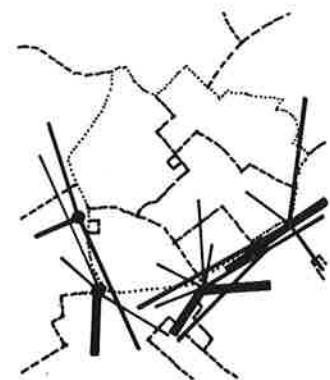


Diagram 20
Census Points - Lunchtime - 12 to 1 pm

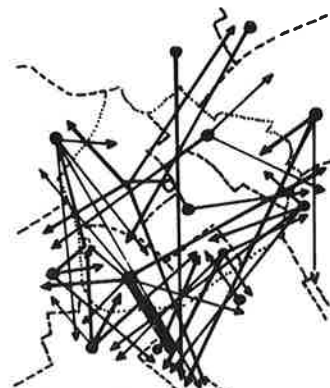


Diagram 21
Cordon Count - Evening Rush - 5 to 6 pm

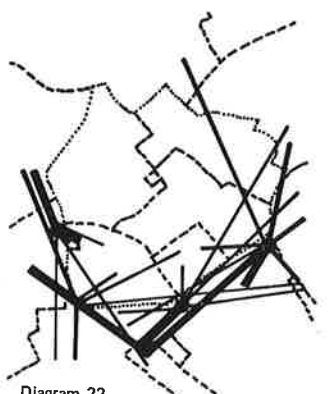
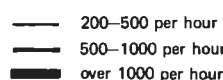


Diagram 22
Census Points - Evening Rush - 5 to 6 pm



Diagrams 19, 20, 21, 22
Pedestrian Flows

Need for New Routes

118. While it is easy to observe that the Strand and Charing Cross Road are very busy pedestrian streets, the large numbers of internal and through journeys were not obvious until the desire line patterns emerged. This is explained by the fact that there are few direct pedestrian routes through Covent Garden at present, and it is nearly impossible to walk across the area without changing direction.

119. The particularly strong internal desire lines in the southern part of the area add to the problems in the Strand. Because of the lack of internal routes, the Strand is often used to reach destinations inside Covent Garden. The pavements in the Strand and Charing Cross Road are only 15 feet wide and on the northern part of Charing Cross Road, only 10 feet. Since the lowest average hourly flow of pedestrians in either of these roads is 2,500 and the highest about 5,000, it is easy to see that the pavements are inadequate, and the crowding is much worse at certain times of the day.

120. This overcrowding, which already causes discomfort and danger, will gradually get worse as central area activities intensify in the future; this re-inforces the need for major improvements in pedestrian facilities.

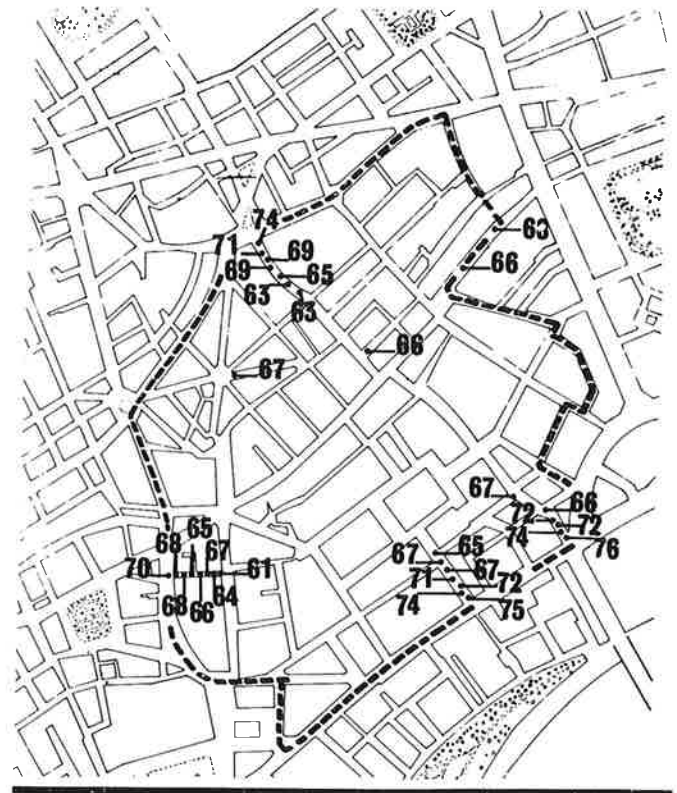


Diagram 23 NOISE SURVEY

These figures indicate noise levels measured in dBA
 A reduction of 10dBA means a reduction of 50% in loudness

4.10 ENVIRONMENTAL PROBLEMS

Noise Survey

121. A special survey was carried out to measure noise levels in the Covent Garden area, which proved to be extremely high, due mainly to traffic noise from the main roads on the edges of the area. Measurements were made at eleven separate sites; all but that made at Inigo Place early in the morning, exceeded the recommendations of the Wilson Committee¹. Measurements ranged 65-75 dBA, more than double² the recommendation of the Wilson Committee. Noise levels were highest on the peripheral roads. What clearly emerged was that noise levels fell most sharply away from the peripheral roads where the street was narrow, or narrowed away from the junction. Where the street alignment changed or the street widened, noise levels dropped much less sharply and traffic noise from the peripheral roads was able to penetrate into the area to a considerable distance.

122. Even in the centre of the area, noise levels are high. A measurement of 66 dBA was made at a location in Endell Street, north of the market. In particular situations like Cecil Court, a narrow pedestrian street, the minimum reading, 61 dBA, was still double the recommended level. Distance away from the primary sources of traffic noise -

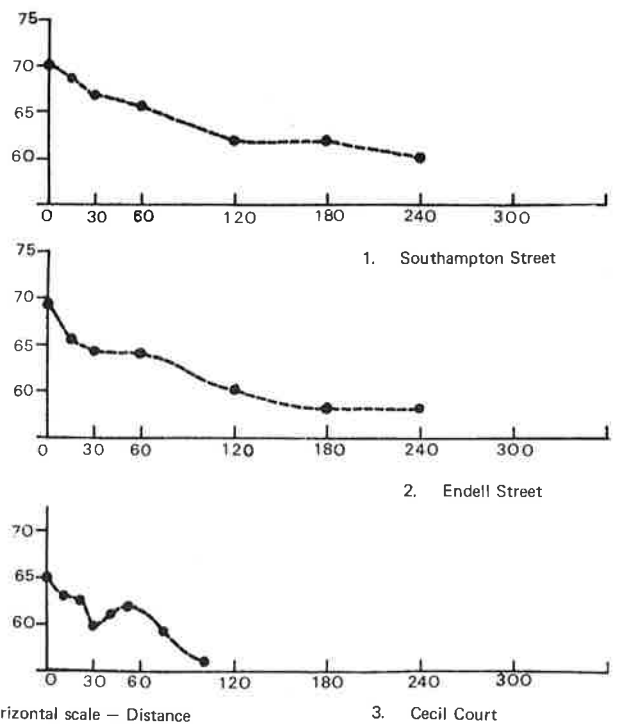


Diagram 24 GATEWAY NOISE STUDIES

¹35 dBA (Night) - 50 dBA (Day) for busy urban areas. A full account of the Noise Survey is given in Appendix F.

²An increase of 10 dBA corresponds approximately to a doubling of loudness.

the perimeter roads - is alone not enough to minimise its effect. Considerable attention must be paid in redevelopment to the siting of activities and land uses that can act as buffers against traffic noise in order to achieve the tolerable levels recommended by the Wilson Committee.

Road Accidents and Through Traffic

123. There were 78 recorded accidents in the Covent Garden area during 1966 and 48% of these involved pedestrians. On the perimeter roads, there were 156 recorded accidents in the same period, 44% involving pedestrians, with two fatalities. Of 3,860 recorded accident incidents in Westminster Borough in 1966, 34% involved pedestrians, and in Camden Borough, of 2,794 recorded accidents, 30% involved pedestrians.³

124. Both within the area and on the perimeter roads, accidents involving pedestrians were a high proportion of all recorded accidents. On the stretch of Charing Cross Road from Cambridge Circus to the National Gallery, there were 28 accidents and three-quarters of these involved pedestrians. The situation was particularly bad at the junction with Cranbourn Street where a large number of pedestrians was involved. Along the Strand, the proportion of accidents involving vehicles only was higher, but accidents involving pedestrians were prominent at the crossing points on this street. There were particular bad spots along Kingsway and at the junction of High Holborn and Kingsway, but these accidents tended to involve only vehicles.

125. Within the area there are a number of bad spots, particularly on the roads that are through routes. At Seven Dials, there were six accidents, four of them involving pedestrians. Other places included the area off Endell Street around the Odhams Printing Works, the junction of Wellington Street and Russell Street, and the junction of Drury Lane and Kemble Street. There were accidents involving pedestrians at all of these places.

126. Although congestion caused by market activity deters a considerable amount of through traffic, existing through traffic and parked vehicles are a hazard to the pedestrian in the area. This is especially so along Monmouth Street and St. Martin's Lane, less affected by market activity but more by through traffic, where there were eight accidents involving pedestrians. Along Drury Lane the situation improves northwards, for the alignment and narrow width of the street reduce vehicle speeds considerably. Conditions along Bow Street and Endell Street are worse and seven accidents involving pedestrians were recorded there.

127. An additional problem is posed by the lack of public open space in the area. To visit existing open spaces outside the area - Lincoln's Inn Fields, the Embankment Gardens or St. James' Park - both residents and people working in the area must cross the perimeter roads that carry such heavy volumes of vehicular traffic. Safe, attractive pedestrian routes that would give good access to these parks are lacking. For the person working in the area the problem is aggravated by the heavy volumes of traffic at lunchtime, when the use of the parks is most intensive. The resident, wishing to take young children to the parks, faces an even greater problem when attempting to cross these perimeter roads.

128. Vehicular traffic, both because of the noise levels it generates, and the hazard it poses to pedestrians, together with the growing problem of noxious fumes emitted by vehicles, is a major environmental problem. Redevelopment offers the opportunity to overcome this problem, by the separation of vehicles and pedestrians on a large scale.

³Based on information supplied by the Borough Engineer and Surveyors' Department, Road Safety Branch, Camden and the City Engineer, Westminster.

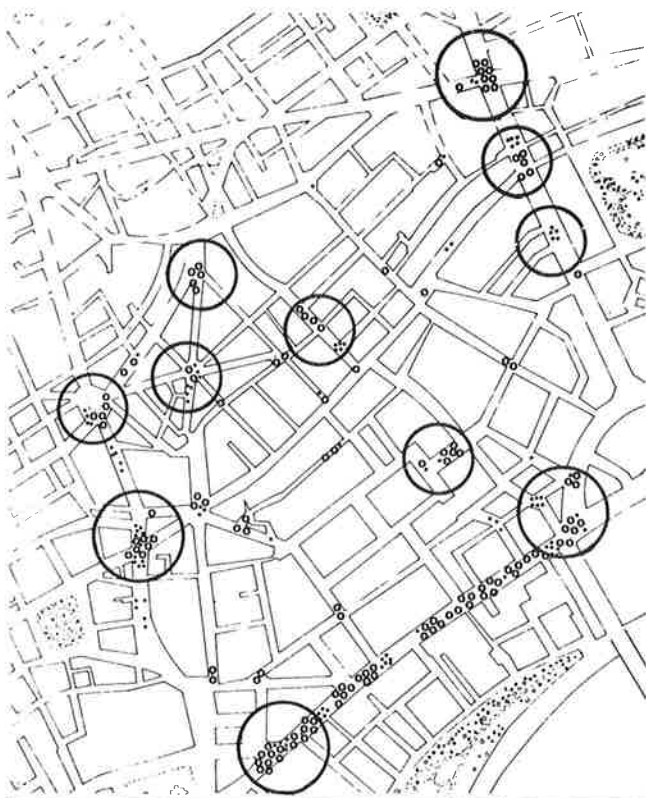


Diagram 25 ROAD ACCIDENTS IN 1966

Places with high accident rate ○
 Vehicle accidents ○
 Accidents with pedestrians involved ·

4.11 REDEVELOPMENT OPPORTUNITIES

129. It is clear that the removal of the market in 1972 is the greatest single factor in creating redevelopment opportunity. Both by its extent and by the organisation set up to co-ordinate its redevelopment, the market can be regarded as a trigger mechanism to large scale change in the area.

130. The present static state of Covent Garden, with a minimum of new and recent buildings, is deceptive. The recent restrictions on office building, which drastically reduced the range of commercially profitable uses for redevelopment, and unexpired leases in areas where incentive might otherwise be expected have inhibited change. Further, there has been for almost 10 years deliberate discouragement of redevelopment pending decisions on the future of the area.

131. In addition, the presence of the market, with its own character and congestion, must have been regarded as an anti-amenity to the commercial developers. Land values in Covent Garden, however, have clearly reflected the anticipation of a rush of redevelopment, and appear to have risen in advance of the degree of incentive actually present.

132. These factors have produced the traditional 'twilight' area problems, tending to hold Covent Garden at the lowest point in the urban renewal cycle.

133. It has become a reservoir for uses, many of which have an essential part to play in Central Area functions, but

which depend upon low rental obsolete premises, and the tail ends of existing leases. This further inhibits investment in existing buildings, hastening decay and visible obsolescence. New uses are experimentally tried in the area, and there are sporadic unrelated attempts to bring 'up' the area, producing only local effects.

134. In the absence of strategic controls on uses and a comprehensive plan for the area, an immense rush of re-development, piecemeal and unco-ordinated, could be expected on the removal of the market. This would inevitably result in the squeezing out of these essential Central Area functions, and irreparable damage to the delicate linkages and traditional use clusters existing at present in the area.

135. Before preparing co-ordinated proposals, it has been necessary to isolate and define the actual areas of opportunity in the area, to assess their physical relationship to one another, their extent and likely place in the phasing of redevelopment.

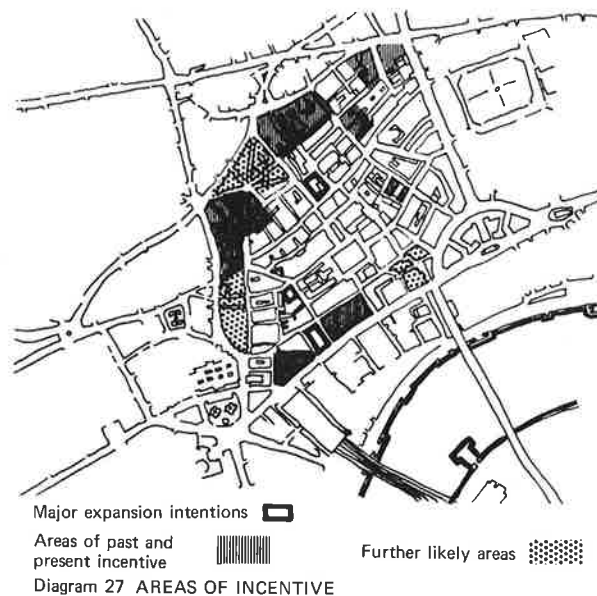
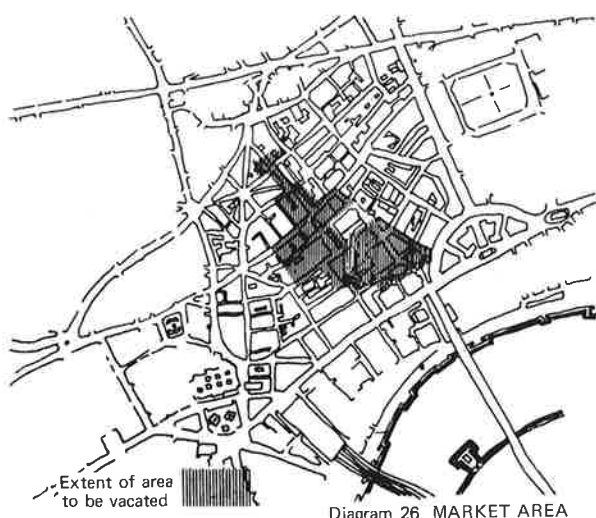
136. They have been examined under two headings: Factors Contributing to Change and Factors Inhibiting Change.

Factors Contributing to Change - Opportunity Areas

(a) **Market Area:** When the market moves in 1972, approximately 12½ acres will be wholly or almost entirely vacated. In addition, there will be a number of blocks partially vacated. Market premises are located mainly around the Piazza, around Wellington Street, Bow Street, and on the south side of Long Acre. Blocks between Long Acre and Shelton Street will also be affected, together with a smaller detached area north of Shorts Gardens.

(b) **Housing Factors:** The established need for redevelopment on grounds of housing condition is most pressing in the Drury Lane and Seven Dials areas. Individual tenement blocks - Sandringham Buildings, Bedfordbury, blocks in Tavistock Street, Crown Court, Macklin Street and Newton Street - require early redevelopment on environmental grounds, low space standards and because of inadequate facilities.

(c) **Age of Buildings:** Whilst recognising that this cannot, without reference to other factors, be regarded as decisive, the age pattern in Covent Garden is significant. Approximately 50% of the area is made up of buildings between fifty and one hundred years old, with as much as 35% over a century old.



(d) **Areas of Incentive:** Information on the presence of redevelopment incentive has been built up from a series of meetings held with freeholders and other interests in the area, and from a study of recent planning enquiries and applications. Most interest has been shown, as might be expected, in the perimeter of the area. Sites along Charing Cross Road, Shaftesbury Avenue and along High Holborn as far as Kingsway have been the subject of applications. In spite of Kingsway's substantial appearance, several blocks have been redeveloped and new blocks are infiltrating the Queen Street/Newton Street area. The Strand frontage has been the subject of several applications, particularly towards the south-western end. There have been two large new buildings involving major changes of use in St. Martin's Lane. The interior of the area has not attracted any re-development, except for the Winter Garden theatre site, which may be regarded as extraordinary, both in location and proposed uses. Almost without exception, applications have been for office use, with, in some cases associated shops and residential uses. About the only outstanding application for commercial use in the area, is the extension of Odhams printing works complex.

(e) **Unified Ownerships:** These clearly offer greater opportunity than the fragmented pattern of ownership common in cities. In the Covent Garden area there are four main areas where generally unified ownership might facilitate the co-ordination of large scale private and public redevelopment:

- i. Market Authority lands and Local Authority holdings around Wellington Street.
- ii. Local Authority, Peabody and Masonic holdings in Kingsway, Drury Lane and Great Queen Street.
- iii. St. Martin's Lane - Charing Cross Road. Large scale private ownerships and Local Authority frontage sites between St. Martin's Lane and Charing Cross Road.
- iv. Large scale private holdings on Long Acre.

Apart from these four main zones, ownership is in fragmented holdings ranging greatly in size.

(f) **Out of Date Buildings:** A field survey was carried out externally on buildings unaffected by other factors. The criteria were based on layout, space standards, physical condition, suitability for their use, servicing facilities and environmental qualities. The largest concentration of out of



Need for redevelopment



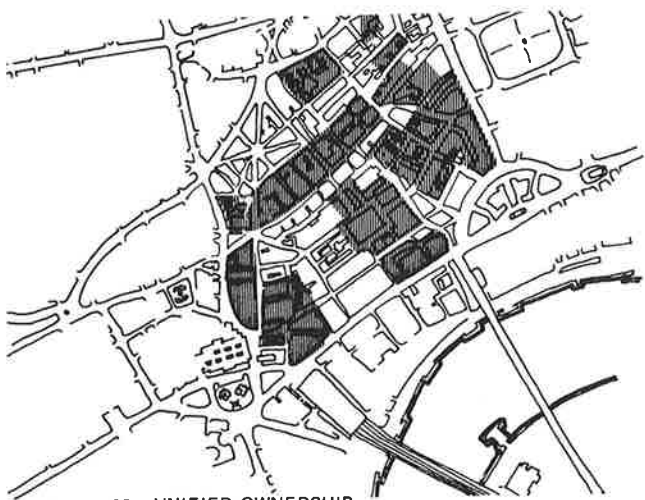


Diagram 28 UNIFIED OWNERSHIP

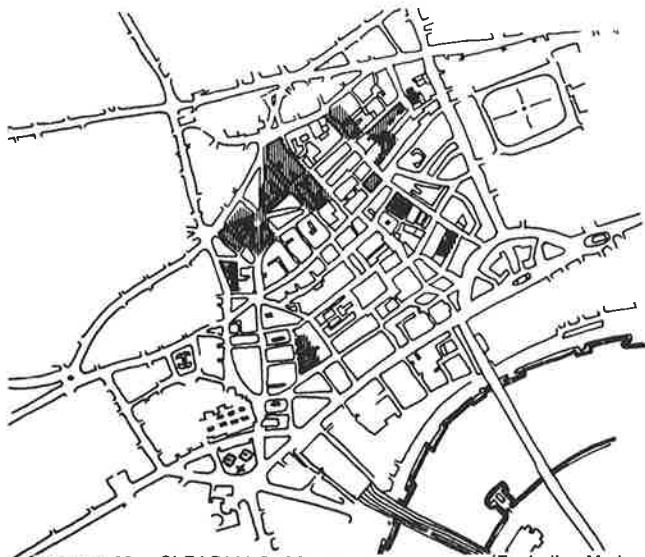


Diagram 29 CLEARLY OBSOLETE BUILDINGS (Excluding Market Buildings)

date buildings was in the Seven Dials, Monmouth Street, Shorts Gardens, and Endell Street areas also extending across Drury Lane as far as Macklin Street and Parker Street.

Buildings at present in market use were not included in this survey.

Factors Inhibiting Change

(a) **New and Recent Buildings (Major):** There are very few in the area. In general, redevelopment has taken place on the perimeter of the area, with a concentration of four new blocks along St. Martin's Lane.

Thorn House

Auto Hall car park/office block (Wellington House)

41-49 St. Martin's Lane

Post Office, William IV Street

Oasis, swimming baths and office block

5-19 Newton Street, 219 Kingsway

43-47 Parker Street

10-16 Great Queen Street

43-59 Kingsway (Magnet House site)

Telephone Exchange, Bow Street

Winter Garden Theatre (under construction)

(b) **Substantial Buildings** - A field survey was carried out in order to identify substantial buildings not coming within category (a) above. The criteria used included structural condition, age, suitability for existing use and probable life. Buildings in this category are widely distributed throughout the western, southern and eastern parts of the area but are conspicuously few in the central and northern sections.

(c) **Buildings of Special Character:** These include the buildings identified by the character study and the listed buildings of historic and architectural interest. (Ref. paragraph 76 and Figure 13)

(d) **Uses with Special Requirements:** In addition to these clearly defined physical fixes, there are a number of considerations which, whilst not necessarily inhibiting renewal, vitally affect redevelopment form and phasing. These are the presence of uses in the area requiring special accommodation unlikely to be economic to replace as part of redevelopment. Theatres are the clearest example, but several associated uses - suppliers, rehearsal space etc., are equally important. In addition, there are clusters of uses of strong local character - principally booksellers - who share these problems and may depend upon low rental accommodation. Certain street blocks or buildings to be vacated when the market moves would be suitable for accommodating uses of this kind, either permanently or temporarily, when their existing buildings are redeveloped. We have identified these as possible "reception" blocks, to indicate one of the opportunities that could be used to ensure the provision of medium-cost space for such uses which should be rehoused within the Covent Garden area.

Summary of Factors for and against Change

(a) Location of areas of opportunities:

i. **Urgent need:** Macklin Street, Parker Street, Drury Lane area, Seven Dials, Monmouth Street, Earlham Street. Total: approx. 7.5 acres.

ii. **Need:** Endell Street, Lower Drury Lane, Long Acre, Floral Street, Strand, Maiden Lane. Total: approx. 7.5 acres.

iii. **Incentive:** Charing Cross Road, St. Martin's Lane, William IV Street, Strand, High Holborn, Shaftesbury Avenue. Total: approx. 10 acres.

iv. **Market area:** Area vacated in whole or in major part. Total: approx. 12.5 acres.

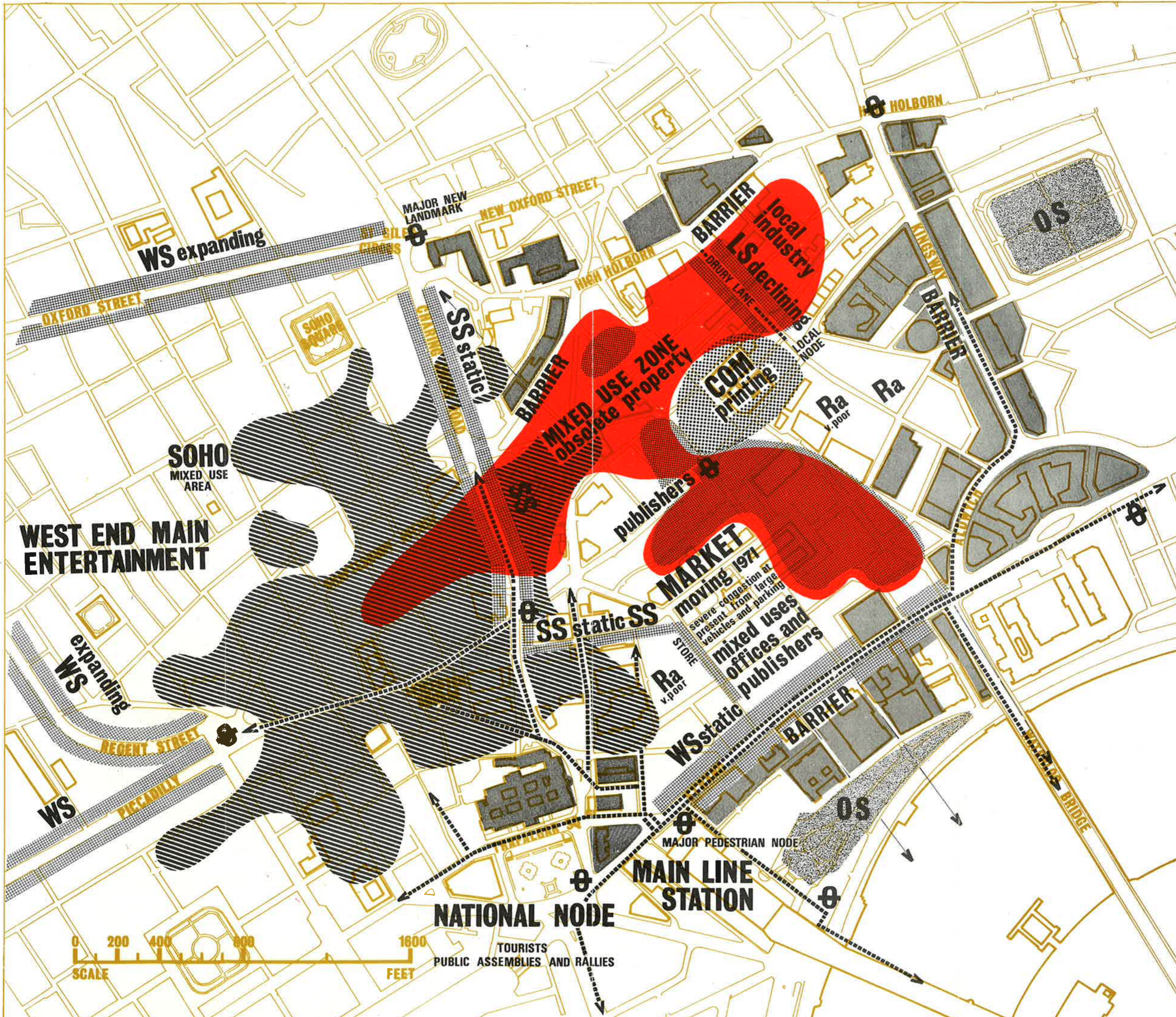
v. **'Reception' blocks:** Warehouse block in Earlham Street, King Street, Garrick Street, Mart Street and Flower Market.

(b) Location of Fixes:

i. **Permanent fixes:** New and recent buildings, 4.55 acres. Blocks affected by Character Study, Grade A.

ii. **Phasing fixes:** Substantial buildings (all grades). Blocks affected by Character Study, Grades B and C.

Total for blocks affected by Character Study, 9.37 acres.

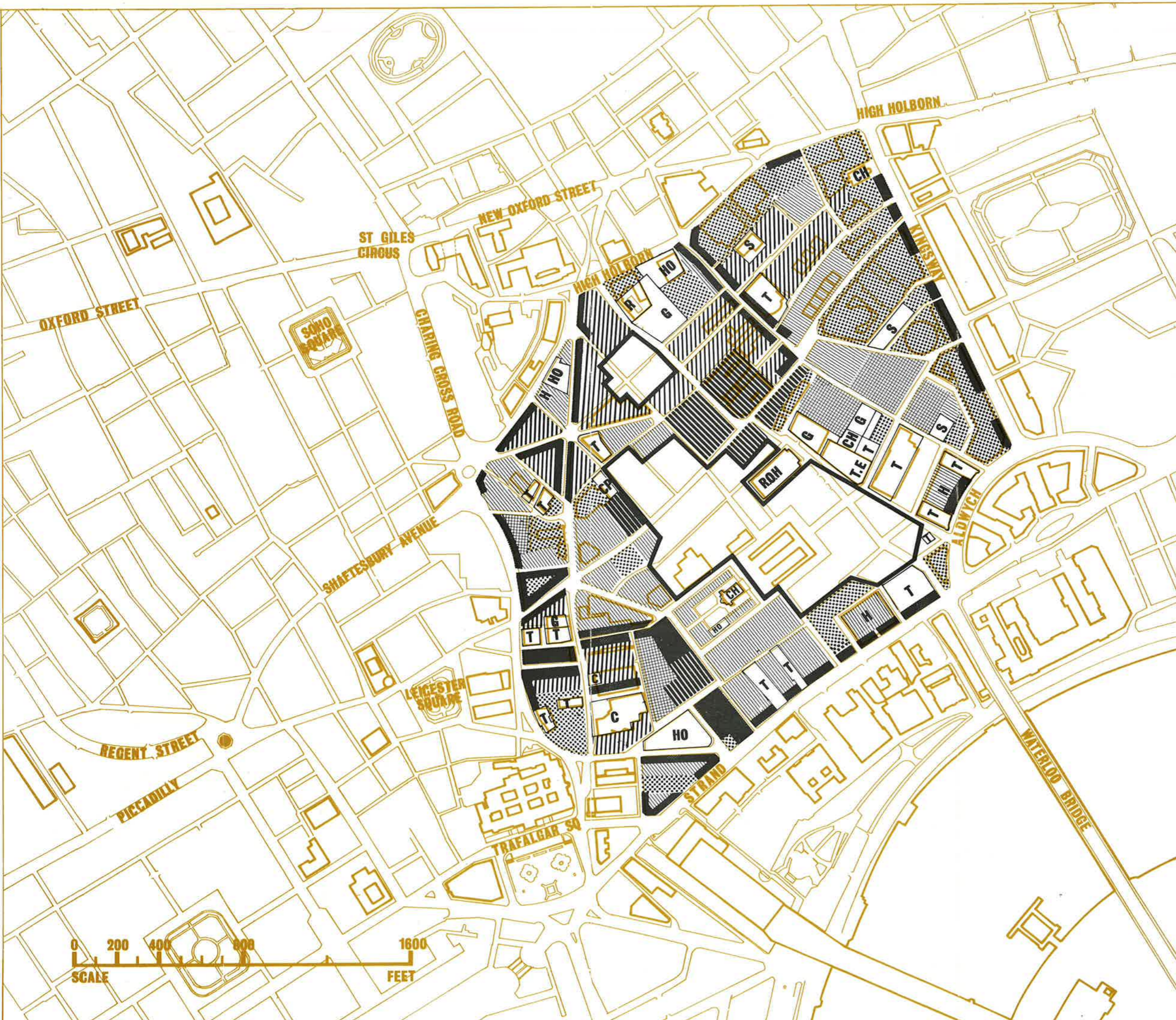


- WS** WEST END SHOPS
- SS** SPECIALISED SHOPS
- LS** LOCAL SHOPS
- Ra** RESIDENTIAL AREA
- OS** OPEN SPACE
- ⊕** UNDERGROUND STATIONS
- ←** MAJOR VIEWS
- COM** COMMERCE
- MAJOR PEDESTRIAN FLOWS
- ▨** SHOPPING
- FIX BUILDINGS AS BARRIERS TO ADJACENT AREAS
- ▩** PRINTING
- ░** OPEN SPACE
- MARKET AREA
- ▨** WEST END MAIN ENTERTAINMENT
- MIXED USE ZONE OBSOLETE PROPERTY

APPRAISAL

GENERAL APPRAISAL

FIG 5
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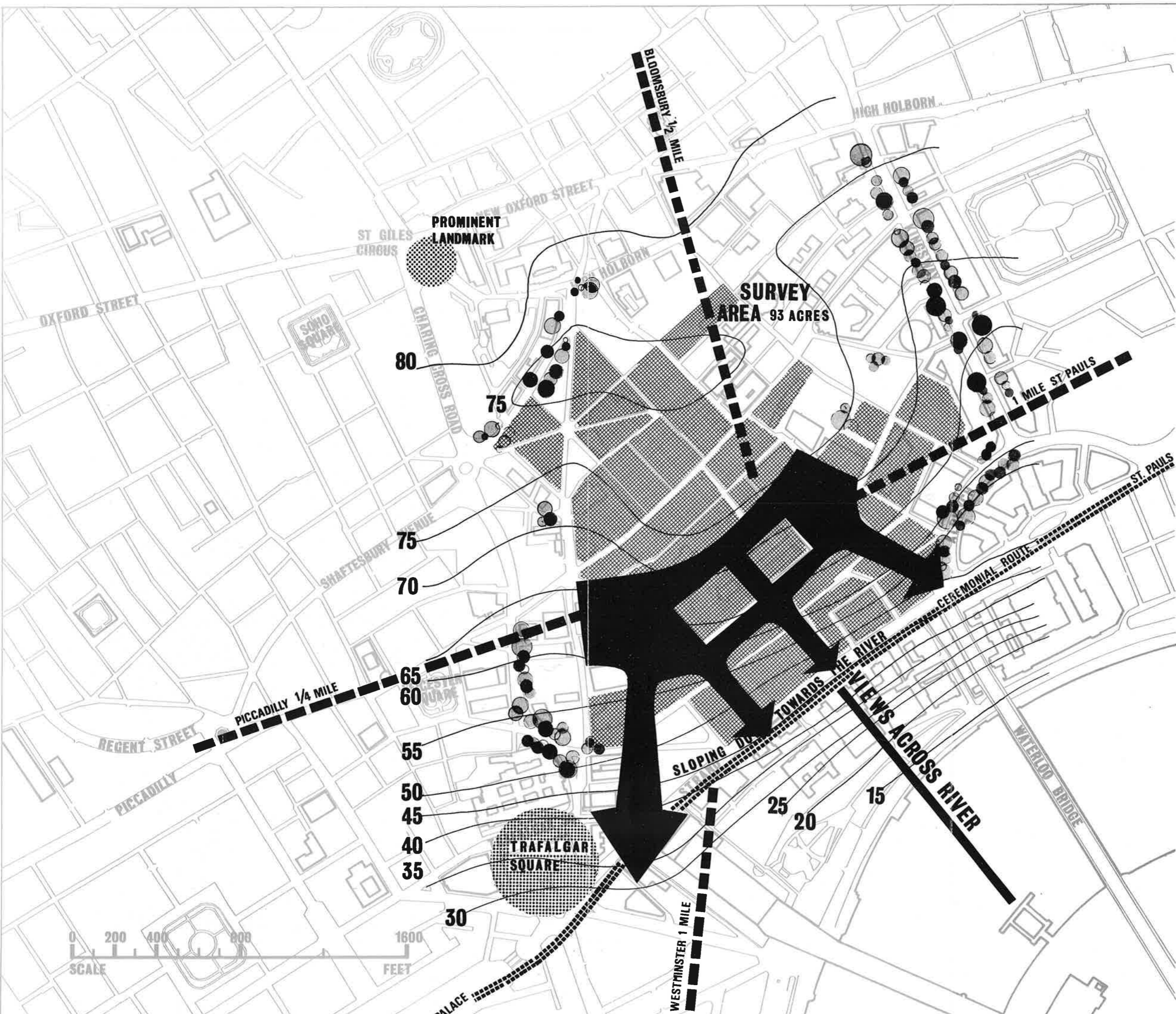
- PUBLIC BUILDINGS**
- R recreation
 - H hotel
 - S school
 - T theatre
 - C cinema
 - HO hospital
 - CH church
 - G government
 - TE telephone exchange
 - CP car park


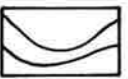

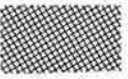
- RESIDENTIAL**
- MIXED USES incl. HOUSING**
- MIXED USES not incl. HOUSING**
- PRINCIPALLY OFFICES**
- SHOPPING**
- PRINCIPALLY MARKET USES**
- PUBLISHING**

APPRAISAL

EXISTING LAND USE

FIG 6
Crown Copyright Reserved



-  DEFINITE FALL TOWARDS RIVER
-  CONTOURS
-  EXISTING TREES
-  BASEMENTS



APPRAISAL

EXISTING SITE CHARACTERISTICS

FIG 7
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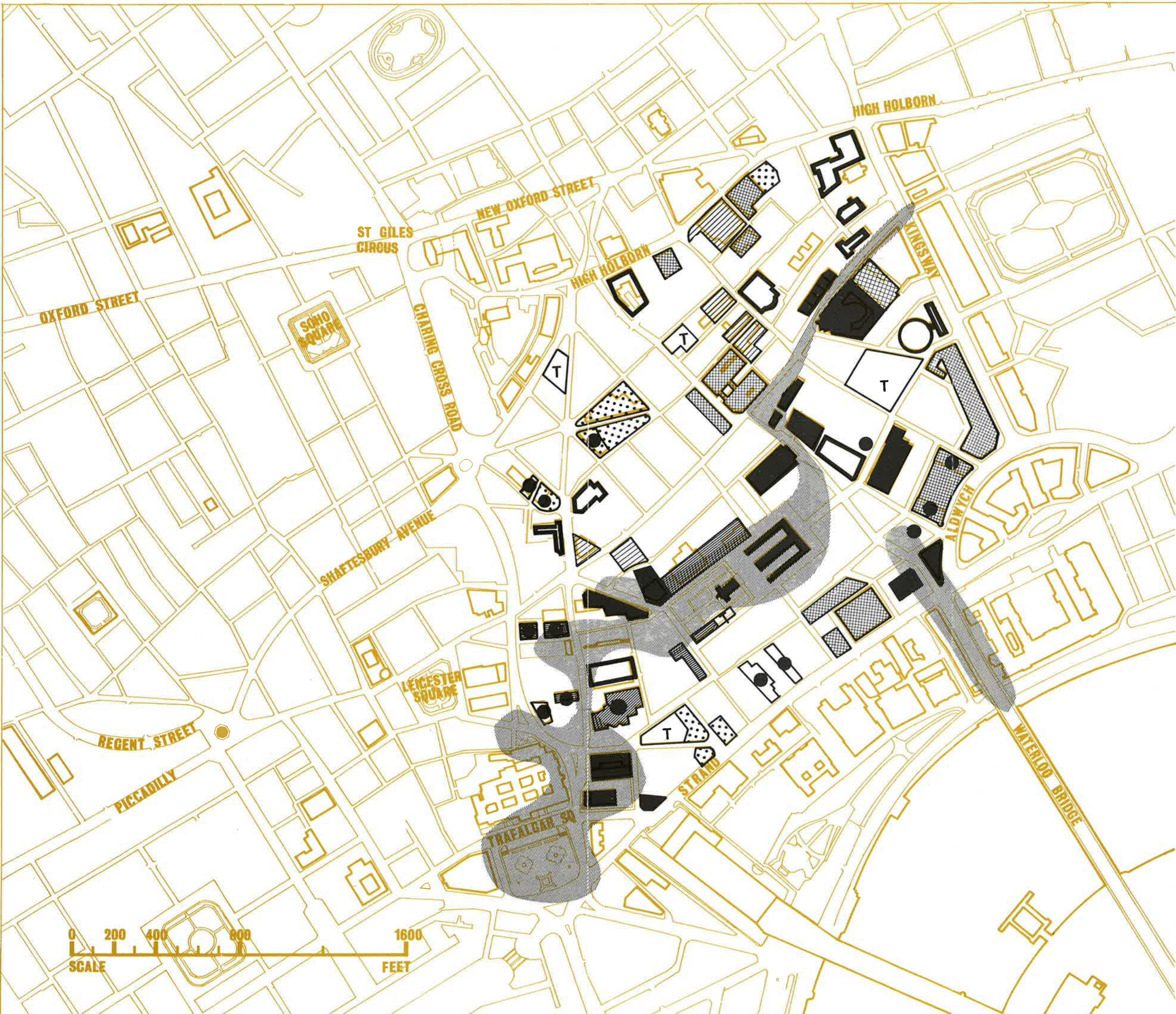
- PRIVATE APPLICATIONS AND ENQUIRIES
- URGENT NEED FOR REDEVELOPMENT
- REDEVELOPMENT NEED
- REDEVELOPMENT PRACTICABLE
- T TEMPORARY FIX (KNOWN LIFE)
- AREA TO BE VACATED BY MARKET





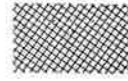






APPRAISAL

FACTORS FOR CHANGE

FIG 8
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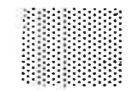


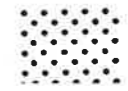

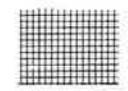
-  GRADE A
-  GRADE B
-  GRADE C
-  NEW OR RECENT BUILDINGS
-  VERY SUBSTANTIAL BUILDINGS
-  OTHER SUBSTANTIAL BUILDINGS
-  TEMPORARY FIXES KNOWN LIFE
-  THEATRES - WHERE NOT IN GRADE A
-  DEFINED LINES OF CHARACTER

APPRAISAL

FACTORS AGAINST CHANGE

FIG 9
Crown Copyright Reserved



-  NEED FOR REDEVELOPMENT
-  ESTABLISHED URGENT NEED
-  KNOWN INTENTIONS OR EXPRESSED INCENTIVE
-  MARKET AREA
-  RECENT MAJOR DEVELOPMENTS CHARACTER AND OTHER FIXES
-  MAJOR TEMPORARY FIXES

APPRAISAL SUMMARY MAP: REDEVELOPMENT OPPORTUNITIES

FIG 10
Crown Copyright Reserved



MAJOR SEQUENCES

- 1** PIAZZA
- 2** BROAD COURT, BOW STREET, WELLINGTON STREET, WATERLOO BRIDGE
- 3** GREAT QUEEN STREET, LONG ACRE, ENDELL STREET
- 4** STRAND
- 5** ST. MARTINS LANE
- 6** CHARING CROSS ROAD
- 7** SHAFTESBURY AVENUE, PRINCES CIRCUS

MINOR SEQUENCES




- a** Upper St. Martins Lane
- b** Shelton St., Earlham St.
- c** Mercer St.
- d** Garrick St.
- e** Mays Buildings
- f** Goodwins Court
- g** Catherine St., Russell St.
- h** Peabody Buildings

CHARACTER

IDENTIFIED SEQUENCES

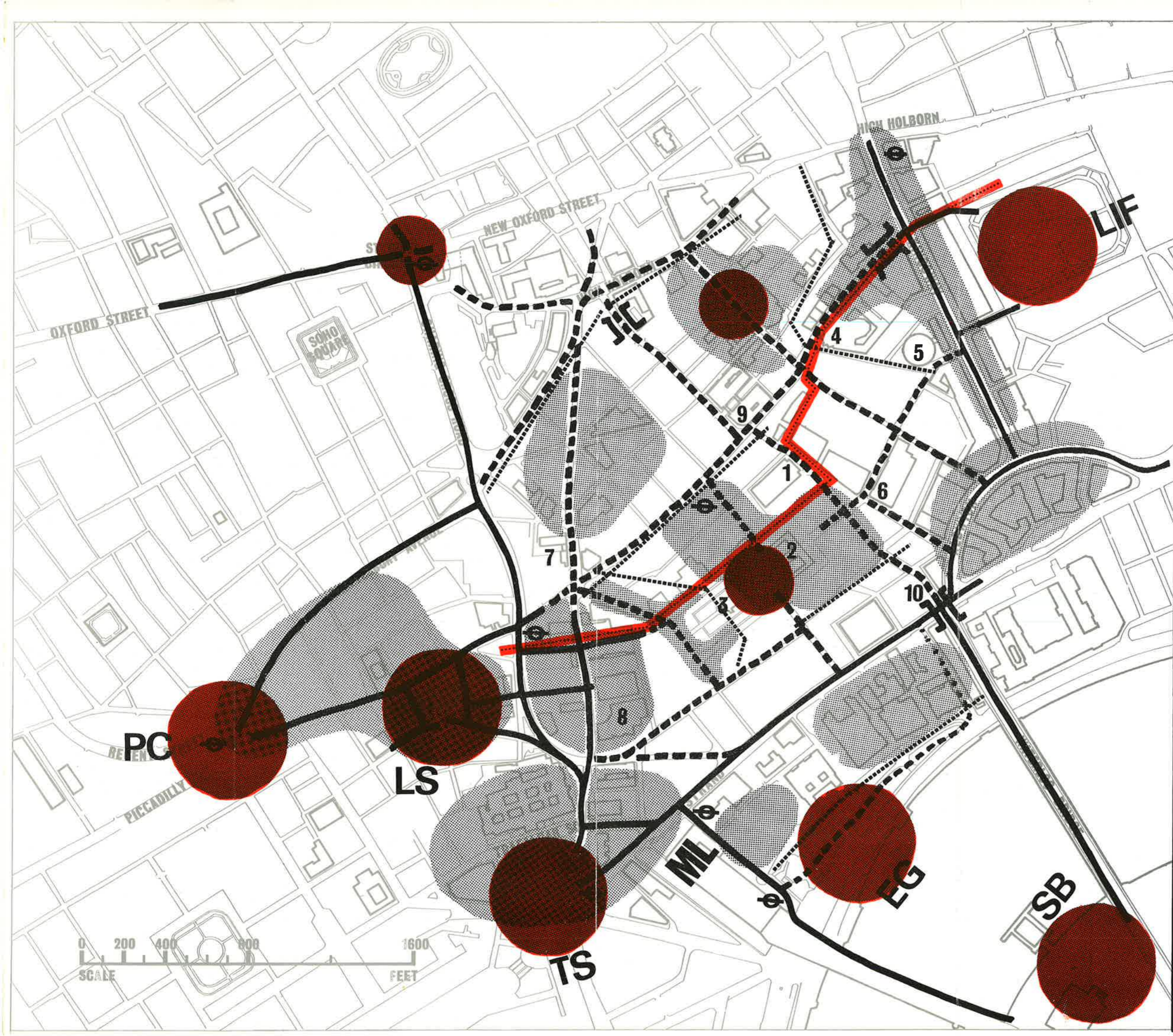
FIG 11
Crown Copyright Reserved



-  GRADE A
-  GRADE B
-  GRADE C

CHARACTER
FINAL GRADING
SPACES & BUILDINGS

FIG 12
Crown Copyright Reserved



- MAJOR NODES**
- PC** PICCADILLY CIRCUS
 - LS** LEICESTER SQUARE
 - TS** TRAFALGAR SQUARE
 - EG** EMBANKMENT GARDENS
 - SB** SOUTH BANK
 - LIF** LINCOLNS INN FIELDS
- MINOR NODES**

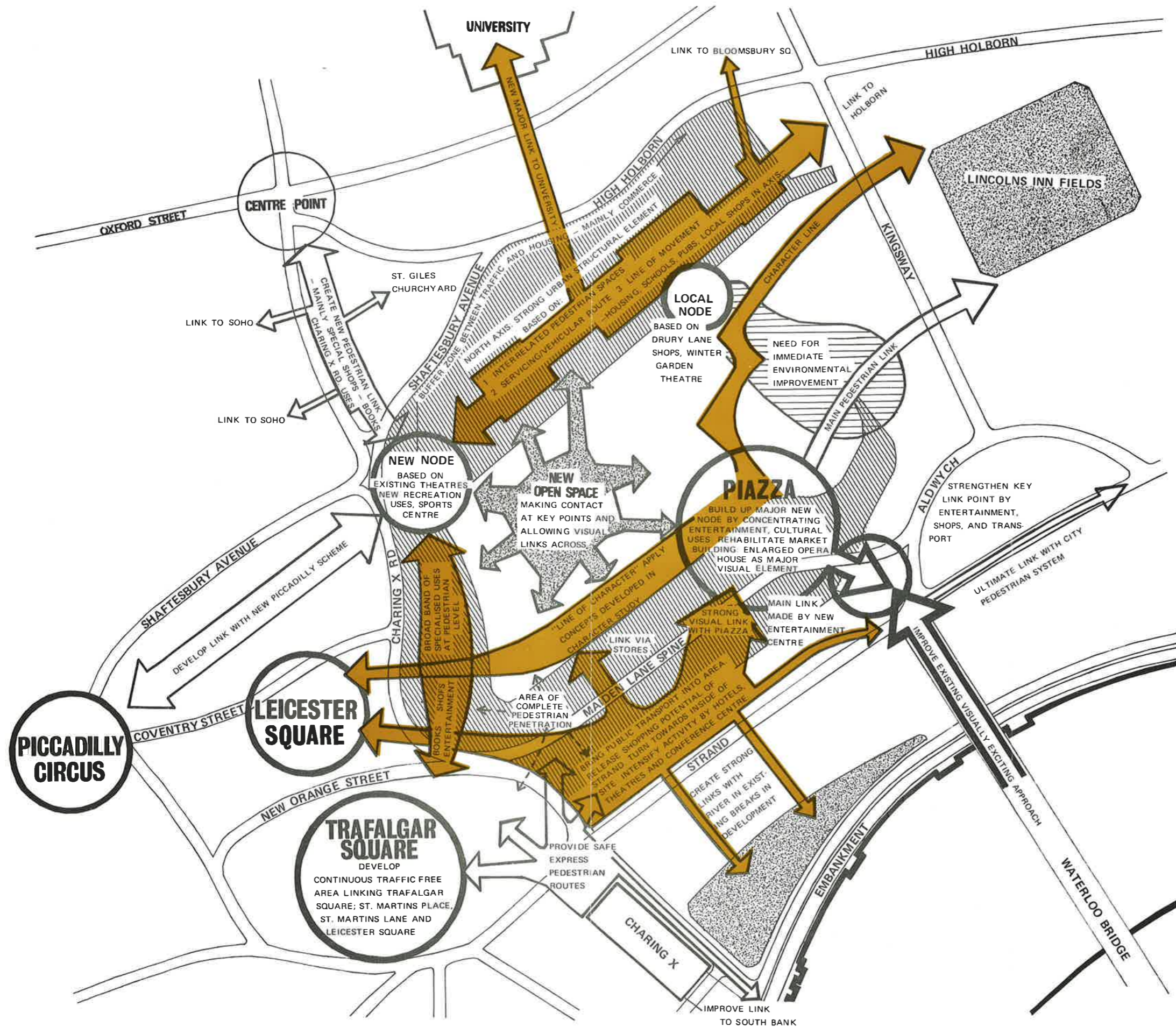
- DISTRICTS**
- MAJOR PATHS**
- MINOR PATHS**
- EDGES**
- GATES**
- TUBE STATIONS**
- ML** **MAIN LINE**
- CHARACTER ROUTE**

- LANDMARKS IN STUDY AREA**
- 1 ROYAL OPERA HOUSE
 - 2 MARKET
 - 3 ST PAULS CHURCH
 - 4 MASONIC HALL
 - 5 MAGNET HOUSE
 - 6 THEATRE ROYAL
 - 7 THORN HOUSE
 - 8 COLISEUM
 - 9 ODHAMS
 - 10 LYCEUM

CHARACTER
EXISTING
VISUAL STRUCTURE

FIG 13
Crown Copyright Reserved

0 200 400 800 1600
 SCALE FEET



PRINCIPLES

APPLIED PRINCIPLES MAP

FIG 14

2

Planning Objectives and Proposals

Chapter 5 Land use objectives

-
- 5. 1 Introduction
 - 5. 2 Central Area Functions
 - 5. 3 Application of "Mixed-Use" Principle
 - 5. 4 Housing
 - 5. 5 Open Space and Sports Centre
 - 5. 6 Offices, Commerce and Industry
 - 5. 7 Shopping
 - 5. 8 Arts and Entertainment
 - 5. 9 Conference Centre and Hotels
 - 5.10 Other Special Projects
 - 5.11 Public Buildings
 - 5.12 Utilities
 - 5.13 Car Parking
-

5.1 INTRODUCTION

137. The Covent Garden area is only a small part of the central area as a whole, about one fiftieth of the 8 square miles commonly thought of as Central London, and about one-fifth of the West End. It does not, of course, have the whole range of central area activities. For example, it is not important as a centre of either government or higher education, although it closely adjoins both of these. Nevertheless, its 100 acres are big enough to contain a considerable range of important activities, and its position in the geographical heart of central London, midway between Westminster and the City has always encouraged this.

138. The land use objectives for the area in the future stem partly from its role within the central area, partly from the terms of reference set by the Consortium, partly from the pattern of activities traditional to the area, and partly

from the possibilities for major projects which might be located in the area to take advantage of the opportunity created by comprehensive redevelopment.

139. This chapter describes what are considered to be the main objectives in terms of both principles and specific requirements for space in the area. It is clear that not all of the latter can be satisfied within the space that will be available. The final balance of uses will depend partly on policy decisions, partly on financial considerations, and partly on what fits best into the physical framework that results from combining land use requirements with the other design criteria described in the next chapter.

5.2 CENTRAL AREA FUNCTIONS

140. Foremost among these factors is the importance of redeveloping the area so as to provide the best possible conditions for the further development of essential central area functions. What are these functions which the Central Area performs either uniquely or at a level superior to other parts of the city? Fundamentally they are the traditional communal functions: the market for the exchange of specialised goods, the forum for the exchange of views, the headquarters of state and business, the centres of higher education, the theatre and gymnasium for entertainment and recreation, the restaurant and bar for social eating and drinking. These have been characteristic of city centres throughout history, as has the close proximity of a wide range of activities so as to facilitate easy movement between them, often most conveniently by walking. This is still the pattern in many parts of central London, where quick and easy access to a variety of activities is highly prized, and there is no evidence that modern transportation and communication facilities will eliminate the advantages of physical proximity.

141. Face to face contact is important, and so is the chance meeting in the sense that Lewis Mumford speaks of the city centre as the place to multiply the accidents of human contact, and to enjoy the richness of experience that is denied if all meetings are pre-arranged, planned to a schedule and dependent on a special journey. Important too is the cross-fertilization of ideas through keeping different fields of activity closely in touch, hence the

clubs, restaurants and public houses, and the clustering of head offices and professions close to government.

142. From these reflections on basic central area functions, certain implications follow concerning the land use pattern, environmental qualities, movement systems and physical form. Each of these has its part to play in maintaining and facilitating the further development of central area functions within the Covent Garden area. Future land use requirements are described further in this chapter, and the other aspects in the chapter that follows.

5.3 APPLICATION OF 'MIXED-USE' PRINCIPLE

143. It follows from the foregoing considerations that the area should continue to be a mixed use area, not only as a whole but so far as possible throughout its various parts. Certain uses may well be concentrated, but they should not create large single-purpose zones to the complete exclusion of other uses. The achievement of this objective will depend on positive policies regarding the pattern of new development, and also regarding the retention of existing uses.

144. Multiple use of individual sites should be encouraged whenever possible, not only to assist in accommodating the maximum range of uses, but also to overcome the problems of the high land costs in the area. Combining high-return and low-return uses on the same site may be the most practicable way for some of the latter to continue in the area.

Existing Uses

145. The interdependence of existing activities should be recognised and special care taken in all aspects of the redevelopment proposals to avoid the accidental loss of traditional activities and their supporting services. Particular examples of these are publishers and bookshops, theatres and theatrical suppliers and services, all of which may need special accommodation in terms of design, location and rental levels if they are to survive being displaced from their existing premises.

New Uses

146. One of the most exciting prospects is the opportunity offered by the removal of the market to cultivate experimental activities, and new possibilities in urban living. This process has already started with the establishment of a variety of entertainment and cultural uses in the area over the last few years, together with specialised artistic and design concerns, which have taken advantage of the unique character of the area, and the availability of suitable premises at low rents.

147. The main opportunities to foster new activities appear to be:

(a) Temporary use of selected ex-market premises for experimental uses until redevelopment takes place. This would test the area as a location, and would immediately

establish Covent Garden as the attraction for this purpose. Small "laboratory" theatres, new combinations of indoor entertainment, small informal galleries combined with books and the modern equivalent of the old coffee-houses, linked with artists' studios, experimental film units - these are some examples of possible innovations. Enquiries have already been received concerning some of them.

(b) Developing new forms of urban spaces - possibly with partial enclosure from the weather. They could contain a wide range of activities, including entertainment and recreation, which could be a new major attraction in the West End.

(c) Joint projects for groups of cultural and artistic activities, with, in some cases, the sharing of specialised but expensive facilities. This might allow in economic forms a wider range of cultural uses to exist in a central London location. Existing buildings might in some cases provide suitable accommodation.

5.4 HOUSING

Total Amount

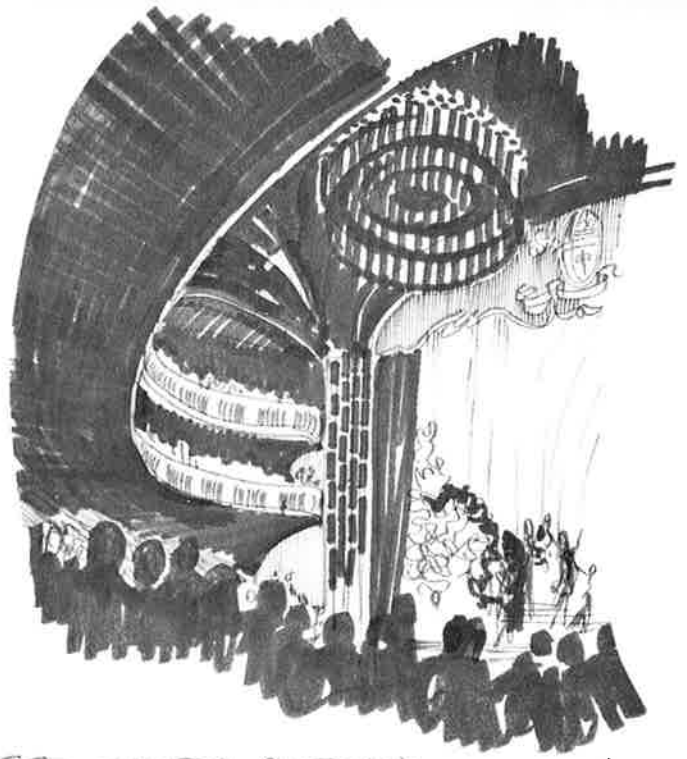
148. The amount of new housing that can be provided in the area will, of course, be partly dependent on the amount of space that can be allocated for housing in competition with the demand from various non-residential uses. This assumes a given total amount of floor space for all uses, with variations in the proportion used for housing. The existing plot ratio limit throughout most of the probable residential areas is 3½:1, generally 2:1 non-residential and a further 1½:1 residential.

149. Within this limit, mixed development, including residential on a total of 30 acres would provide new housing for about 6,000 people, assuming an average dwelling size of 750 sq. ft. and an average household size of 2.2. If part of the 30 acres was not mixed development but was wholly housing at 200 persons per acre, the total population would be roughly the same.

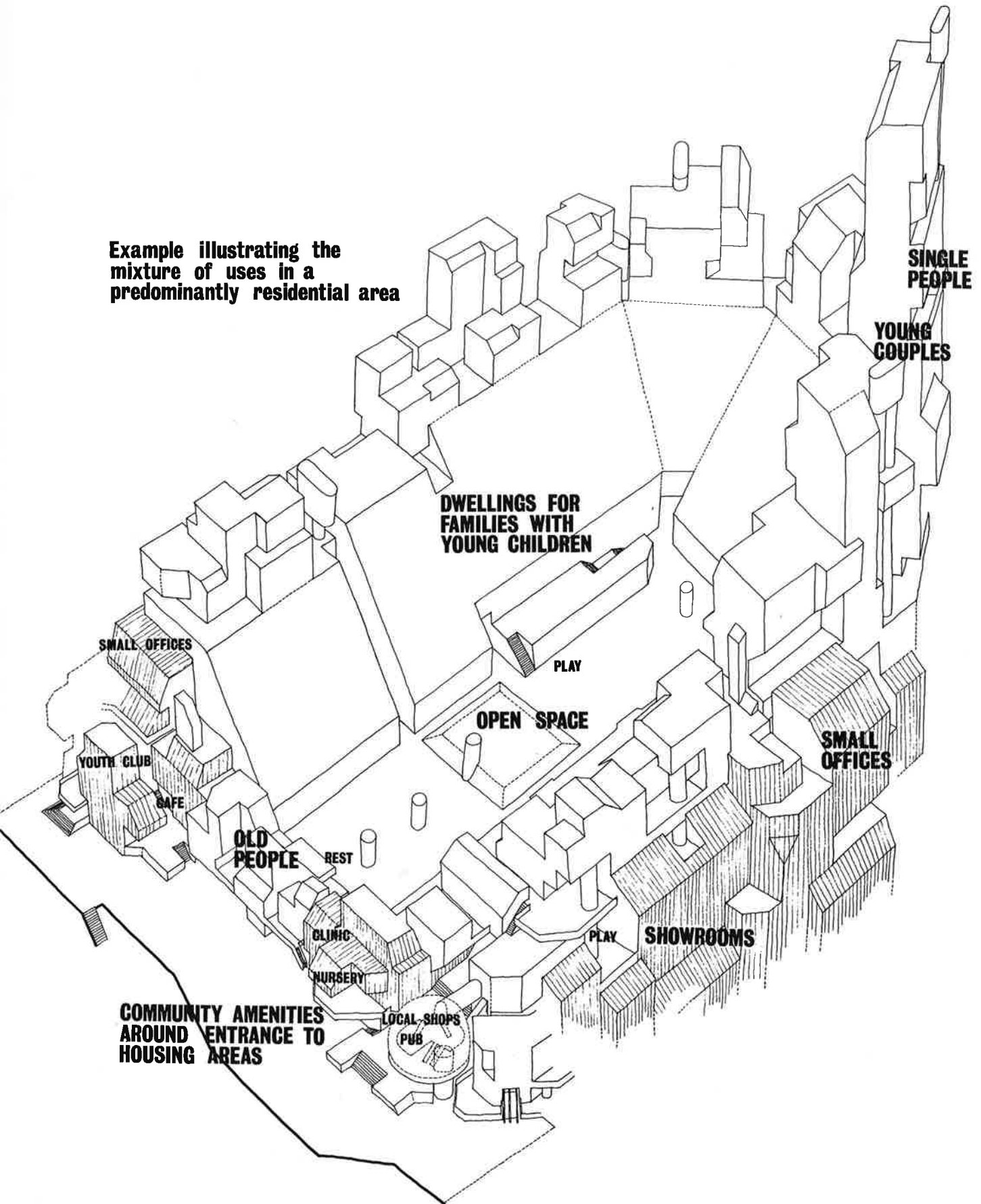
Needs and Rental Levels

150. There are a number of different groups of people either needing or likely to want housing in the area: (a) existing residents, most of whom work in central London and want to remain in the area, but on the whole would need low-rent housing; (b) people who serve West End activities in various capacities, often working late hours with comparatively low wages and needing to live close to their work; (c) the professionals of the theatre, opera and entertainment world who may wish to live right in the centre; (d) people who simply have a personal liking for central area living, many of whom could afford to pay the full market rate if there were sufficiently attractive flats available in a desirable location, such as the redevelopment of the Covent Garden area will make possible.

151. The amounts of housing at different rental levels will also be important, not only in terms of the effect on the total population accommodated, but also in terms of social factors and of the different agencies involved. Low-cost



Example illustrating the mixture of uses in a predominantly residential area



Some Mixture of Uses is needed in All Parts of the Area

housing is likely to be provided almost wholly by the local authorities, although housing associations and the Peabody Trust might also provide a certain amount. At the other extreme, luxury housing at full West End market rates would be wholly part of normal private development. The middle range, at economic or 'cost' rents, could be provided either by Housing Societies or by the local authorities.

Proportions

152. Taking all factors into account, it seems at this stage that the following proportions would be a satisfactory housing objective for this area:

- | | |
|--|------------|
| (a) Local authority housing: | 50% |
| (b) Housing by Housing Associations and Housing Societies: | 15% to 25% |
| (c) Housing by private developers: | 20% to 35% |

Specialised Housing

153. Special housing demands have been indicated by:

- The University and Colleges for undergraduates, postgraduates and research fellows, visiting lecturers and some academic staff.
- Ministry of Health for postgraduate medical staff.
- Arts Council for art students.
- Local authorities for young people's hostels.

5.5 OPEN SPACE AND SPORTS CENTRE

154. It is clear that in this area open space objectives cannot be based simply on a pre-determined arithmetical ratio. Equally, the creation of attractive living conditions, and better open air facilities for people employed in or visiting the area cannot be achieved by simply abandoning all standards in the face of practical and financial difficulties. What is needed are positive proposals for a combination of alternatives that will in fact satisfy real needs, though not all in the form of a conventional park.

155. Using the conclusions derived from recent studies on open space needs, (see Appendix I) together with the physical possibilities for new development in the area, it seems that a combination of the following would give the best value for money and would be most likely to satisfy the variety of purposes for which public open space is intended.

156. *A major new public open space* of about 4 acres at ground level containing both grassed and paved areas, planted with suitable large trees. This would be a multi-purpose area designed to be attractive for strolling, sitting, lunching, and the enjoyment of greenery. It might well contain water features and important pieces of sculpture. There should be room for a children's playground but not for organized ball games, with the possible exception of a

netball or tennis court which would be enjoyed not only by participants but also by spectators. The park should be sited preferably between the major residential and the major public activity areas, as central in the area as possible, for maximum accessibility.

157. *A number of paved "squares" or "places"* of different sizes which would form part of the pedestrian network and would include the original piazza, together with other similar areas, located at nodal points in the proposed pedestrian street system. Those at ground level could well have suitable large trees set in the paving. In such a system, the distinction between what is, in conventional terms, a public open space and what is a street tends to disappear, but it is suggested that all the larger pedestrian spaces which are big enough to contain places to sit and for people to use as outdoor "rooms" rather than simply as "passages", will perform the normal public open space functions and could properly be considered as part of the open space provision in the area. Until the pedestrian system is designed in detail, it is difficult to estimate how much open space of this kind there might be, but the piazza, together with the other major "nodes" would probably amount to between 6 and 8 acres, with a further 2 to 4 acres in minor places, making a total of between 8 and 12 acres.

158. *A major new sports centre*, possibly located adjoining the new park, to provide space for active sports and physical recreation in an intensive way much more appropriate for valuable central area land than the open air alternatives. A detailed recommendation for such a recreation centre has been prepared in consultation with the appropriate bodies, as described in Appendix H.

5.6 OFFICES, COMMERCE AND INDUSTRY

Offices

159. The existing office floor space in the area at present is about 4 million square feet, about 10% of which is likely to move with the market. Because of the general lack of new buildings, and the type of older building commonly found in the area, many of the offices are comparatively small and greatly diversified in character, with a substantial proportion connected in some way with the theatrical, entertainment and publishing activities traditional in this area. Some of them may be forced out of the area by the increased cost of office space in new buildings following redevelopment, but there does not appear to be much scope for achieving a big reduction in the total amount of office floor space unless there were strong reasons for adopting this as a definite public policy. The reasons for such a policy might be the need to use the space for other purposes, or the need to reduce total employment for traffic reasons. At this stage, there does not appear to be any strong need on either of these grounds.

160. The other important consideration is the financial one. The basic Terms of Reference for the redevelopment generally place the emphasis on low-return or non-profit-making uses, and on uses requiring public subsidy in some form. Bearing in mind the high cost of land in the Covent Garden area, it will be necessary to attract or retain as

many as possible of the other uses that can show a higher return on the capital invested, which would be a strong reason for keeping office floor space at about its existing amount.

161. On balance, therefore, it seems that the policy on offices, in the absence of other overriding factors, ought to be:

(a) To provide for total office floor space in the future approximately equal in total to the existing amount in non-market offices;

(b) To encourage wherever possible the use of this space by offices having some connection with the area or some need to be located in the West End.

Commerce

162. Most of the existing commercial floorspace in the area is directly used for market purposes, and some of the remainder is closely associated and can also be expected to move with the market. However, this might be partly offset by the provision of new wholesale display space by developers, especially if the demand for other uses is not sufficient to occupy the whole of the floorspace permitted on redevelopment. In this sense, the amount of commercial floorspace is likely to be determined as much by the demand for other uses as by the demand for showroom space as such. The net effect is likely to be a substantial drop from the present total of 1,800,000 sq.ft. to a new level which may be somewhat above the 640,000 sq.ft. now in non-market use.

Industry

163. An important influence on the amount of industry in the area seems likely to be the actual redevelopment process, during which some smaller firms will inevitably be displaced. Even with a general policy of retaining a broad mixture of land uses, and allowing for those which should be kept because of their ties to the area, it must be expected that some of these will not be rehoused in the area. The net effect will be some decline, though perhaps small. In addition, if present trends continue, printing will be more decentralized in future, but the probable extent of this is too uncertain at present for reliable estimates to be made.

5.7 SHOPPING

164. For reasons described earlier (paragraph 21), the growth of West End retail floor space during the next fifteen years is expected to be much greater than in recent years, and may amount to several million square feet. There are a number of reasons for expecting that the Covent Garden area could attract a substantial share of the increase.

(a) A major factor in the growth of Central London shopping will be the spectacular growth in the tourist trade forecast for the next decade. This increase is likely to be more pronounced in the famous shopping streets and also in those areas which adjoin major tourist attrac-

tions. The Covent Garden area already contains or is close to a number of the latter, and it may well acquire others (as suggested elsewhere in this report) such as a conference centre, new hotels and other entertainment facilities as part of the redevelopment.

(b) The Strand is one of the most famous streets in London, though not now for shopping. The short leases and uncertain future of shops along the Strand and the various factors inhibiting rebuilding, all have depressed the general quality of the Strand as a shopping street. This may well have kept the floor space lower than its natural potential in this location. If this is so some increases can be expected when the various inhibiting factors are removed and conditions are improved as a result of redevelopment.

(c) There are plans for expansion by some existing shopkeepers which would amount in total to over 100,000 sq. ft.

(d) Redevelopment just outside the Covent Garden area is likely to displace some existing shops (e.g. bookshops in Charing Cross Road) which would be better relocated inside the area as part of a larger concentration of specialist shops of this kind in conditions designed to suit their particular needs.

(e) The proposed increase in the resident population, though too small in number to make much difference in the total picture, will be some encouragement for further development of local shopping.

165. For all these reasons, it seems reasonable to provide for a moderate increase in total shopping floor space in the area in the order of 200,000 to 300,000 sq.ft. In addition to this, if other major tourist facilities are included as part of the redevelopment proposals, further shopping could be included as part of these developments which might well double these figures.

5.8 ARTS AND ENTERTAINMENT

166. Together with housing, this is the land use group that can be expected to show the greatest increase in the future as is natural in view of the area's location and traditions. A new cinema has been completed as part of redevelopment in St. Martin's Lane, and a new theatre is now under construction in Drury Lane. A number of other major projects are under consideration, as described below, and the proposals made later for a conference centre and further hotel development would increase the attractions of the area as a centre for arts and entertainment activities of all kinds.

167. It is difficult to assess floor space quantities until proposals for the major projects are worked out in more detail, but it is quite possible that the total increase would be between 600,000 and 800,000 sq.ft.

Royal Opera House

168. A 'feasibility study' of an extension to the Royal Opera House comprising the addition of a second auditorium, rehearsal and practice rooms, restaurant facilities,

scenery storage, administrative offices and car parking is being undertaken for the Administrators. In total, this would constitute a major extension which would have to be located on land immediately adjoining the existing auditorium. Fortunately, much of this land is occupied by market uses and would become available when the market moves. The basic design and site requirements of this project are being studied further by the appropriate authorities.

Entertainment Centre

169. There appears to be some commercial interest in promoting a centre which would incorporate such activities as dancing, skating, bingo, open air and covered catering, and other associated activities. A centre of this kind might start at an early date in one of the existing buildings such as the Flower Market. Once established, the promoters might either combine with other developers or themselves build a new centre on a sufficiently flexible plan, to cater for changing requirements in the entertainment field.

New Drama Centre

170. Discussions with Arts Council officials have revealed a probable need for a new drama centre in central London that would be complementary to the development of similar centres now being encouraged by the Arts Council in other parts of the country. The centre would contain a theatre seating about 1,200 with good equipment and backstage facilities suitable for experimental work, and with good rehearsal room space which at present is badly lacking in London.

171. The centre might also include accommodation for institutes and technical and consultative bodies associated with the stage. The theatre would be available primarily to professional companies from other parts of the country, including repertory theatres, for trying out their best productions before London audiences as part of their programme for developing higher standards. This would provide them with opportunities not readily available at present. Rehearsal facilities could be available for hire for some of the time to West End Companies, to help overcome the present shortage. The centre would probably be constructed and managed by a special Trust with the help of the Arts Council, officials of which are considering the detailed requirements and probable timing of such a development.

underground Fleet Line and the Aldwych extension. It has good hotel facilities and shopping and is close to the main tourist attractions.

173. The size of the centre and the facilities which should be provided have been examined. Information has been sought from the new European centres at Amsterdam, Liege, Berlin and Copenhagen. The London Conventions Bureau consider that the centre should cater for between 3 - 4,000 delegates and this figure agrees closely with similar assessments from other organisations which have shown interest in the project. Accommodation would be sub-divided broadly as follows:

Main Hall	3-4,000 delegates
2 Small Halls	750 delegates each
1 Small Hall	350 delegates
3 Small Halls	150 delegates each
5 Committee Rooms	50 delegates each
5 Committee Rooms	25 delegates each
Catering to a level of two thirds of capacity	
Car parking for 500 cars.	

174. The consensus of opinion in this country and experience on the continent is that such a project is better undertaken by a public body. The European Centres are all run by the municipalities or companies set up by them. None is fully commercially viable but the amount of rate subsidy is comparatively small and the indirect advantage to the city in which the centre is located is in each case claimed to fully justify public financial support. Further investigation into ways and means will continue including a further assessment of location possibilities in relation to the traffic generation factor. We are firmly of the opinion that there is an undoubted need for such a centre if London is to maintain its position as a centre for international conferences and that Covent Garden would be a particularly suitable location.

Hotels

175. Several enquiries have been received concerning the possibility of new hotel development in the area, the most interesting of which have been about the construction of very large (up to 2,000 bedrooms) tourist hotels providing good quality medium-price rooms for the greatly increased number of tourists travelling by the large new international "air buses" due to start flying within a few years. The Covent Garden area appears to be an ideal location for such a hotel with the West End entertainment area on the doorstep and the South Bank easily reached just across the river. The combination of this idea with that of an international conference centre appears to offer great opportunities, since each would tend to support the other and their proximity to one another and their location close to West End restaurants and shopping would help to reduce the amount of vehicular traffic generated by them. A considerable increase in hotel accommodation can therefore be expected, probably concentrated in two or three large new units. This increase is likely to be in the region of 600 - 700,000 sq.ft.

5.9 CONFERENCE CENTRE AND HOTELS

Conference Centre

172. In view of the growing demand for a major international conference centre in London, we have carried out extensive enquiries as to the most suitable size, type and location. Conference organisers and the London Conventions Bureau favour a central London site and Covent Garden has many advantages. It is well served by public transport which will be still further improved by the new

5.10 OTHER SPECIAL PROJECTS

Book Trade House

176. The Publishers Association, the Booksellers Association and the Book Development Council are looking for a site to give them some 30,000 sq.ft. for office-committee room purposes. They are willing to consider the possibilities of grouping themselves with booksellers and publishers to form a bigger centre which would bring together publishing, bookselling and the associated trade federation. This might prove to be a very important factor, particularly for the booksellers, in the provision of accommodation which would be within their financial means. A complex of this kind could well prevent the dispersal which might otherwise result from redevelopment of the publishing and bookselling interests which are traditional to this area.

Building Centre Complex

177. A detailed study commissioned by the Building Centre indicates that a number of organisations and institutes associated with different aspects of building might be interested in joining together to set up one centre with a total floorspace of 120,000 to 200,000 sq.ft. The Director of the Building Centre has suggested the Covent Garden area as a possible future location in order to crystallize interest in the proposal. There is not yet evidence of adequate support for such a joint venture, but the offer of a suitable site within the context of the redevelopment proposals might be decisive in making this a firm project.

5.11 PUBLIC BUILDINGS

Schools

178. A detailed description of requirements has been supplied by the Education Officer (ILEA) based on an approximate doubling of the resident population.

- (a) Replacement of existing schools:
 - (i) A site for a one-form entry Church of England school to rehouse St. Clement Dane's School now in Drury Lane.
 - (ii) A site for a new one-form entry R.C. school to replace St. Joseph's in Macklin Street.
- (b) Provision of new schools:

A site to house a 1 form entry (280 places) county primary school, with nursery provision. This does not take into account any increased housing in adjoining areas for which additional school provision might be necessary.

- (c) Further education:

Some consideration should be given to the long-term needs of the City Literary Institute in the area.

University and Colleges

179. Discussions with representatives of the University, London School of Economics and King's College have revealed:

- (a) A demand for residential accommodation as the first priority but not necessarily in conventional halls of residence.
- (b) The growing need for housing for postgraduate students and visiting lecturers from all parts of the world, many of whom are married.
- (c) A general willingness to take as much space in the area as could be made available, for a wide range of purposes.

Libraries

180. The report on social services to City of Westminster Town Planning Committee, 28th April, 1966, refers to the need for a new public lending and reference library:

- (a) "The City Librarian considers that a building of not less than 120,000 sq. ft. is needed. The site should be prominent, within easy reach of all parts of the City and London generally, and preferably within the immediate vicinity of Piccadilly Circus, Leicester Square and Trafalgar Square."

This requirement is described as urgent and is included in the 5 year capital works programme, 1965-70.

- (b) "If the Covent Garden Redevelopment Scheme includes a substantial amount of residential accommodation, then a new branch Children's Library should be included."

Hospitals

181. With the removal of the Charing Cross Hospital to its new site at Fulham followed shortly after by the medical school to be housed in the second phase of the same development, four hospitals will remain in the Covent Garden area - St. Peter's, St. Paul's, Shaftesbury (formerly the French Hospital) and Moorfields. Also remaining will be the Institute of Urology in Henrietta Street, a school of London University as is the Charing Cross Medical School. The first three, together with St. Phillip's in Sheffield Street to the east of Kingsway, form a post graduate teaching complex for genito-urinary diseases. Earlier plans had been for this group to be relocated with other hospitals including the Marsden, in a new complex in Chelsea. These plans are now in abeyance pending decisions on the findings of the Royal Commission on Medical Education.

182. Assuming that there is no major hitch in the redevelopment of the Charing Cross Hospital at Fulham, the Ministry of Health expect the existing hospital buildings to be vacated about 1977 - 1979. There is some possibility that the existing accommodation will be needed for other hospital use after Charing Cross Hospital has moved. If the existing building is not retained by the Ministry they reserve the right either to rebuild or to offer the site for other Government uses, or to ask for equivalent site area elsewhere within the redevelopment area: the same considerations might apply to the sites of St. Peter's and St. Paul's Hospitals when eventually these hospitals are removed to new quarters. The Ministry do not, however, wish to obstruct the Consortium's plans and will do their best to co-operate in any way which will not prejudice their interests. The Ministry have undertaken to vacate the

French Hospital site as soon as the building works programmed for completion by 1978 provide them with alternative accommodation elsewhere.

Welfare and Health

183. Discussions have been held with the Medical Officers and Welfare Officers of the authorities and with the Councils of Social Service. On the health side, the only requirement will be day nursery accommodation, other facilities being provided outside but close to the area. On the welfare side, old peoples' homes, luncheon clubs and day centres will need to be considered in relation to the housing when layouts are prepared. A special problem would be the future of Bruce House (Westminster) and Parker House (Camden) lodging houses which continue to fulfil an important function in the provision of 1,066 beds. If either or both of them come to be displaced by the redevelopment proposals, and both buildings are now over 70 years old, the provision of similar accommodation in the area, or elsewhere, will be essential from a welfare point of view.

Metropolitan Police, Fire Brigade, Ambulance Service

184. (a) A new police station of 32,000 sq.ft. is needed as a replacement for the present Bow Street Police Station, making room for the Magistrate's Court to take over the whole of this building.

(b) No new accommodation is needed for either fire engines or ambulances,

5.12 UTILITIES

Telephone Exchange and Post Office

185. The G.P.O. have described their space requirements based upon a development programme which provides for a doubling of the London telephone network in the next seven or eight years, and a trunk network increase of about 17% a year. The local requirement is for 80,000 sq.ft. (including telephone exchange and replacement for existing branch Post Office). In addition, they need in this part of the Central Area 4 trunk exchange units of 120,000 sq.ft. each, of which we are proposing to try to accommodate 1 unit in the Covent Garden area, leaving 3 units to be provided in areas nearby.

Electricity Sub-Stations

186. The LEB have advised that the additional load resulting from the provisional land use proposals (the main factor for them being the intention to double the residential population) would necessitate the following provisions:

(a) The continuation in service of existing substations within the area.

(b) The provision of a new main substation on or near the LEB leasehold property in Tower Street/West Street.

(c) The provision of a new main substation in a central position in the area.

5.13 CAR PARKING

187. With car parking policies for Central London currently being reconsidered in relation to policies for restraining road traffic and in relation to the design capacity of the future main road system, any car parking standards for the Covent Garden Area must necessarily be only provisional at this stage.

188. It has been argued that even though the application of current standards would overload the future road system if applied throughout the Central Area, they might nevertheless need to be applied in areas of early redevelopment so that these areas can help to make up for existing deficiencies of adjoining areas. To some extent, the Covent Garden Area already performs this function by providing a very large amount of unmetered street parking in the evenings for entertainment uses in the adjoining areas.

189. Calculations based upon existing car parking standards indicate that the required off-street parking provision for the area as a whole would be considerably more than is at the moment available in existing off-street and on-street spaces. Considered in relation to the other objectives for the area, this would necessitate the building in conjunction with non-residential redevelopment, of a large number of multi-storey public car parks, partly above and partly below ground so as to clear gradually the existing streets of parked vehicles. This would be in accordance with existing car parking policies for the Central Area.

190. On this basis, the total amount of parking spaces needed for non-residential purposes would be between 4,000 and 5,000 spaces. In addition there would be needed between 2,000 and 3,000 spaces for residents making a total of between 6,000 and 8,000 spaces in the area as a whole.

191. An alternative calculation could be made based upon assumptions regarding the new parking standards within the Inner London Parking Area. It is expected that these standards will be more flexible than the existing ones, but in the main will try to achieve the following objectives -

(a) Concentration of parking areas.

(b) The minimum parking provision compatible with business, cultural and residential uses in Central London.

(c) Allocation of parking spaces to desired Central London uses.

192. It is difficult to make an estimate of the required parking provision based on these standards because it is dependent upon individual sites and uses. This will be a matter for further study as the plan progresses.

Chapter 6 Design objectives

6.1	Introduction
6.2	Urban Structure
6.3	Environmental Zones
6.4	Pedestrian Movement
6.5	Vehicular Movement
6.6	Existing Buildings and Local Character
6.7	Environmental Control
6.8	Applied Principles Map

6.1 INTRODUCTION

193. It is implicit in the terms of reference for the planning team, and also in the consortium arrangements themselves, that the opportunity to redevelop comprehensively such a substantial part of the West End shall be used to achieve a new urban pattern better adapted to present and future needs. To succeed in this, in spite of the pressures that tend to perpetuate the present pattern, it is necessary to define clearly the basic design principles and planning objectives which should form the basis for any plan for the area. These should form the standards against which particular proposals can be judged, and should remain constant whatever changes in detail may be adopted as the plan is further refined and as the progress of actual redevelopment generates the need for revisions.

194. Having described the land use objectives in Chapter 5, we now turn to the physical design principles and objectives that have been used throughout the preparation of the draft outline plan, and on which are based the detailed proposals described in the next chapter.

6.2 URBAN STRUCTURE

195. A successful urban environment is not just the product of good physical conditions and a lively, prosperous mixture of uses. Nor is it to be found in individual buildings and spaces, however sensitive their design.

196. It is essentially based upon continuous sequences of visual and physical experiences, a concept which embraces the overall comprehensible structure of an area, down to the finest detail. It is concerned with the ability to orientate oneself to an area, by landmarks - reference points; it creates clear visual memories and episodes. In addition, continuity in the development of a good environment is essential, allowing change to occur and be assimilated yet retaining links with history and the immediate past.

197. It is necessary to examine the means by which this concept can be translated into fact. In Convent Garden it is likely that redevelopment will be carried out by many different bodies, each with its own preoccupations and aims. These must be co-ordinated to result in a coherent but stimulating environment, necessitating a two-fold objective:

(a) An overall clear urban structure composed of the major broad activity zones, movement systems and spatial sequences. This is the fundamental discipline to control and initiate redevelopment.

(b) Flexibility within this framework capable of absorbing growth and change. Initiative must not be killed, but each changing element must contribute to the improvement of the whole environment.

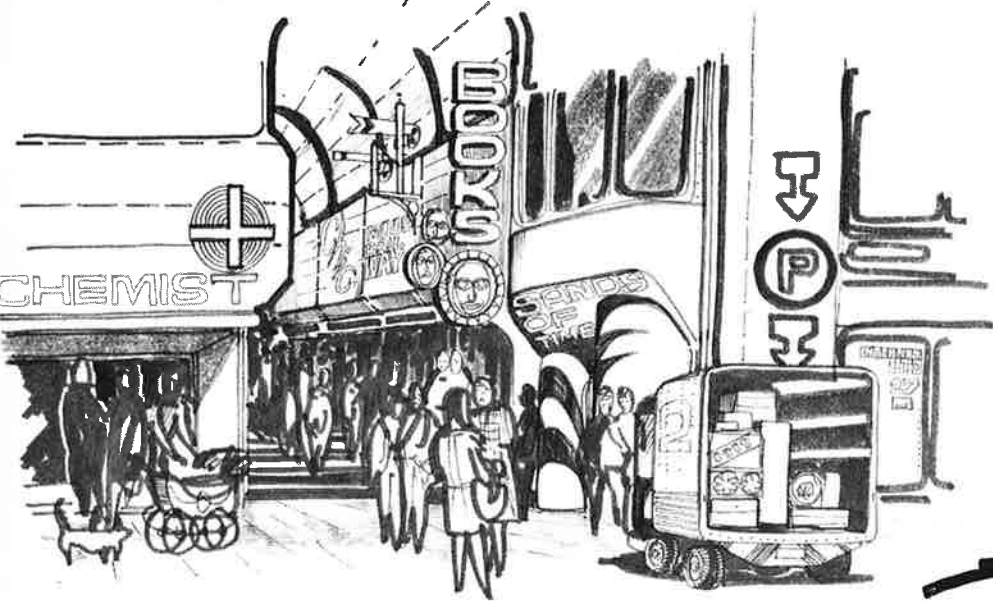
198. A major design objective, therefore, has been to establish a coherent urban structure, capable of providing a discipline or framework for redevelopment at all levels primarily based on:

(a) Zones or districts with different local characteristics and environmental qualities;

(b) Clearly organised movement systems - road system and pedestrian network;

(c) Positive proposals for integrating the best of existing buildings and local character with new development.

These are each discussed in turn in the sections that follow.

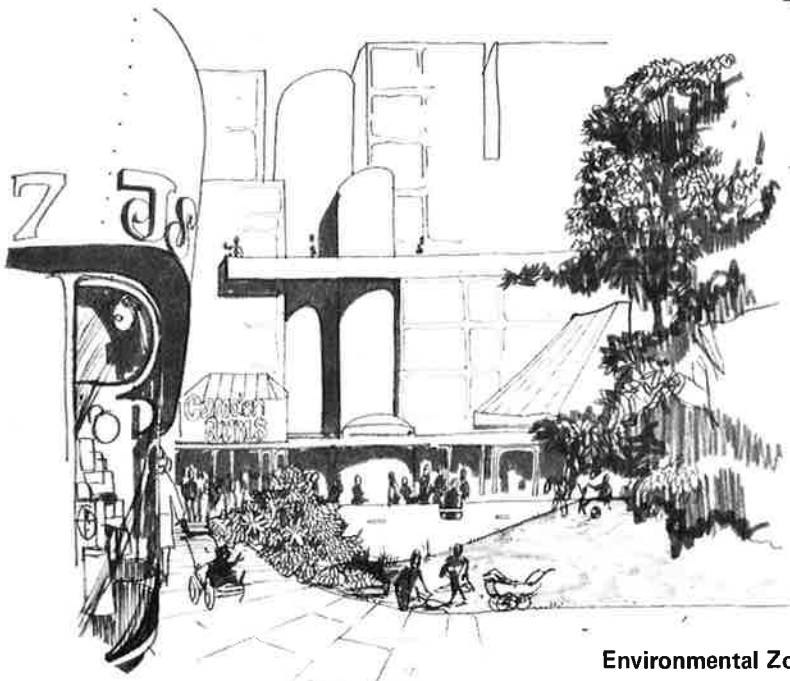
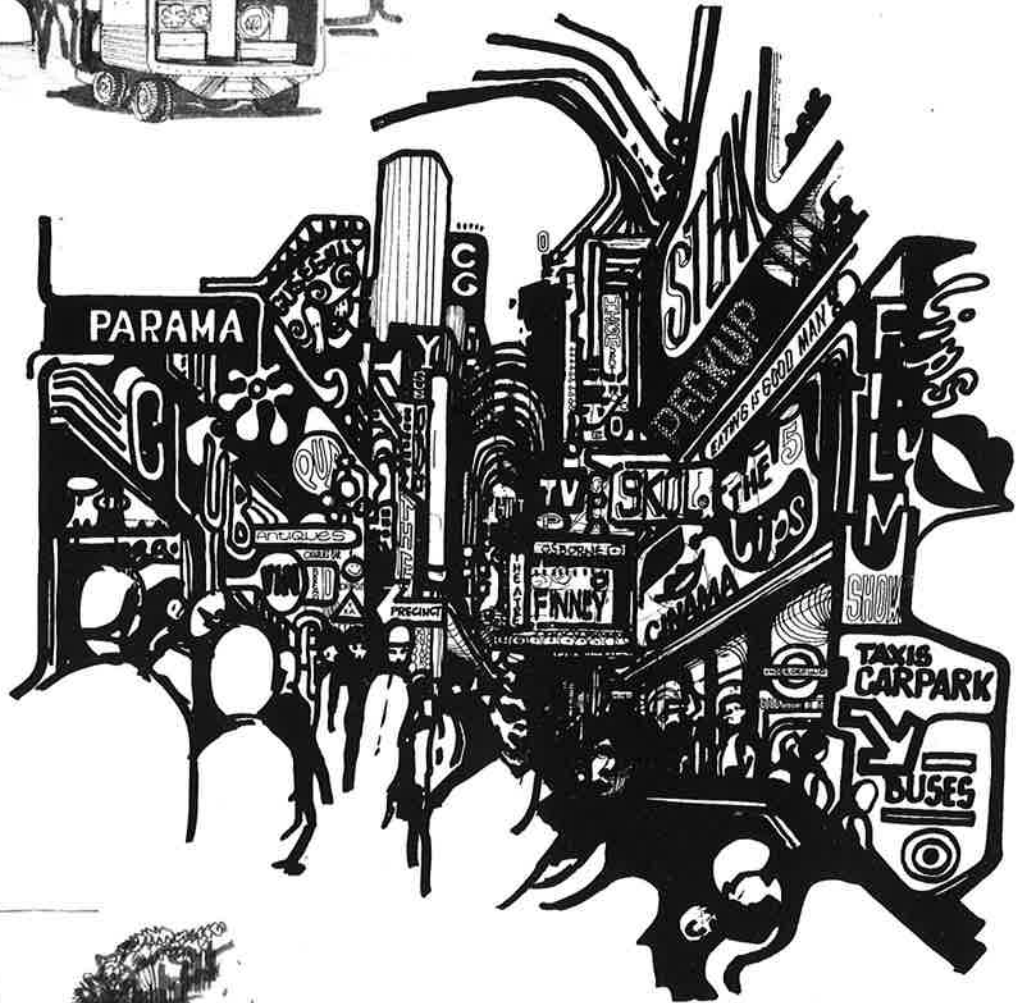


MEDIUM

INTENSITY

HIGH

LOW



Environmental Zones – Areas of Different Intensity, Function and Character

6.3 ENVIRONMENTAL ZONES

199. Although it is important that all parts of the area retain a mixture of uses as is appropriate to a central area location, it is equally important to recognise the need for the grouping of some uses and for different parts of the area to have their predominant local character. These differences can be described not only in terms of land use, but also in terms of varying levels or intensities of activity and in terms of differences in environmental qualities.

200. As a design principle, it is useful to distinguish between different parts of the area in terms of what might be called "environmental zones", as follows:

- (a) Intensive activity zones
- (b) Low activity zones
- (c) Medium activity zones

Each of these would have a particular character in terms of the types of land use tending to predominate, the environmental qualities appropriate to those uses, and the amount of personal activity in public places.

201. **Intensive activity zone:** This would be the area containing the major public attractions such as theatres, shops, restaurants and other entertainment and related uses. These can only thrive in close proximity to each other and are dependent on busy streets, bright lights and general bustle. There must be generous pedestrian spaces undivided by heavy traffic flows, but with convenient access to public transport, taxis and public car parks. There must be good protection from the weather and from excessive traffic noise, in order to provide pleasant conditions for all forms of street life at all times of the year. There should be "urban rooms" of distinctive character, differing in size, and in degree of enclosure and formality, in order to provide conditions for encouraging the maximum diversity of activities. Suitable uses at the main pedestrian level would be all those contributing positively to the kind of street character described, especially those with lively attractive frontages, frequent access to the street, and minimum division between interior and exterior, in order to encourage a sense of participation rather than exclusion. Unsuitable uses at street level would be any with long dead frontages. Suitable uses at upper levels would be any that are not particularly noise-sensitive or, alternatively, can afford to insulate themselves by double-glazing and air-conditioning.

202. **Low activity zones:** These would be the areas contrasting most strongly with the above, generally much quieter and much more relaxed in tempo; "stress-free" is one term used recently to describe areas with these particular environmental qualities. They must be traffic-free and well protected from external noise and conflicting activities. They should contain places to sit and talk quietly, to relax in the sun, to be enjoyed by resident and non-resident alike as peaceful oases in the bustle of the city. Suitable uses would include housing, parks, the occasional local shop or cafe, studios and small workshops, small block of professional offices and any other uses that would benefit from surroundings of this kind and would not be detrimental to its essential character.

203. **Medium activity zones:** These would be partly the transitional areas, and partly the local peaks in the low activity areas. They would, on the whole, be more like the intensive activity zone in terms of land use, but in less important locations and with uses less dependent on heavy pedestrian flows and very busy street life. Suitable

uses would be the more specialised shops which people visit for their own sake, offices, light industry, showrooms. Generally, this would be the zone containing the widest range of uses, being subject to less stringent requirements than the others. It would also be potentially very important as the zone of greatest flexibility for accommodating new uses and for generating growth and change.

6.4 PEDESTRIAN MOVEMENT

204. The most common form of movement in a central area is pedestrian movement, partly because most trips involve some walking, and partly because in good conditions this is the most convenient way of making the numerous short-distance journeys for a wide range of purposes. The high concentration of activities, and their great diversity, lead inevitably to large pedestrian flows. The advantages for both pedestrians and wheeled traffic of reserving certain areas for pedestrians only, is evident in those existing towns which are highly valued by visitors and residents alike, for the pleasure of walking free of traffic danger and noise.

205. In modern cities, the great increase in motor traffic has enormously increased the disadvantages of the conventional street pattern in which vehicles and pedestrians share the same routes and, as a result, are frequently in conflict. Fortunately, in central London a good beginning has already been made, notably in the City's Barbican development, on the creation of a completely separate system of pedestrian streets. The Borough of Camden has

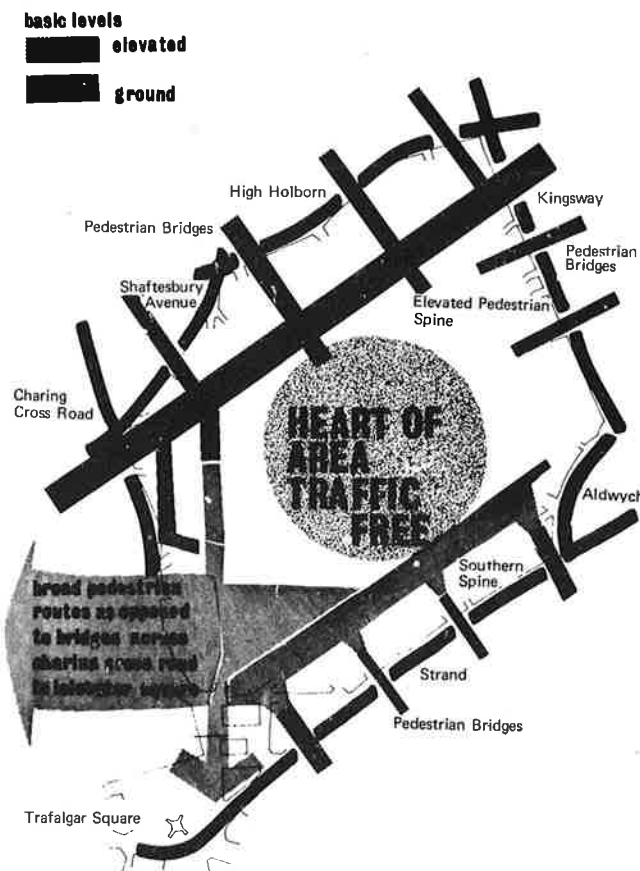


Diagram 30 DIAGRAMMATIC CONCEPT OF PEDESTRIAN SYSTEM

produced its own proposals for a comprehensive continuous pedestrian network extending into central London from Hampstead Heath to Holborn. The schemes already produced, or in preparation, for Regent Street, Piccadilly Circus and the Parliament Square end of Whitehall, all contain proposals for pedestrian areas and routes independent of road traffic.

206. The Covent Garden area, because of its size and position, is especially well placed to supply a major part of a continuous network that would link up with all of these major projects, extending throughout much of the West End where pedestrian flows are heaviest, and eventually linking with the City "pedway" system.

Network Characteristics

207. The objectives for the present redevelopment scheme could be summarised as:

(a) To establish a system of main pedestrian routes independent of the road system, linking important nodes within the area and with important nodes in adjoining areas, and providing safe convenient crossings over or under the main perimeter roads at intervals preferably not more than 300 yards;

(b) To provide a network of secondary routes which, together with the main routes, would give safe, convenient pedestrian routes penetrating the whole of the redevelopment area, preferably at intervals not exceeding 100 yards;

(c) To design this comprehensive pedestrian system in such a way, particularly in relation to adjoining land uses and the three-dimensional urban form, that it acts effectively as the main structuring element in the development of the ultimate urban form, the pedestrian street replacing the vehicular road as the dominant framework;

(d) To use existing streets so far as possible, where these can be closed to traffic, retaining ground level access to buildings not redeveloped, and retaining the important street sequences identified as part of the character study;

(e) To take special care regarding the phasing of redevelopment so that the continuity of new routes is quickly established, and so that at each stage of the redevelopment there will be a coherent system linking new streets with existing;

(f) To match the major routes to the known "desire lines" revealed by the pedestrian survey, as well as to the new movement patterns generated by new development within the area.

Nodes

208. The "nodes" referred to in paragraph 207 (a) may be defined as climax points in an urban area, where the concentration of uses and movements produce a centre of high activity on which the adjoining area tends to be focussed. They are by their nature important pedestrian destinations to which any network of pedestrian routes must give obvious and easy access.

209. The maximum possible range of public nodes is found in and adjoining the Covent Garden area, from the most minor local node to Trafalgar Square - Britain's principal monumental square with its public meetings, rallies and ceremonial occasions. These existing nodes have been used as important elements in the development of the pedestrian network, and additional nodes are

proposed to form a complete series, differing in size and character in accordance with their location and function.

210. The different types of node might be described broadly as follows:

(a) National Nodes: Containing national and ceremonial activities, large public assemblies. Public transport and major car parking in close proximity. National character stems from history.

(b) Major Nodes: Major concentrations of uses - entertainment and recreation. New forms of covered space with control of micro-climate. These may ultimately become national in character.

(c) Local Nodes: Essentially used for local shopping and community activities, cafes, schools. May be concentrations of Covent Garden specialised uses.

(d) Minor Nodes: Mainly small pedestrian spaces created at route intersections with corner shops, pubs, sub-local centres. Minor public buildings or retained existing blocks may provide dominant character.

(e) Residential Nodes: Access spaces to clusters of dwellings, perhaps at high level or at the base of vertical circulation points. These nodes represent the original residential street 'unit' and may, in fact, reflect this form generally.

211. The location of future nodes within the area has been determined by the presence of existing nodes such as the Piazza, the location of major projects and use concentrations, the position of public transport and car parks, and the intersection of major pedestrian routes.

Routes

212. Routes between nodes and with the area generally (paragraph 207 (a) and (b)) can take several basic forms. They should comprise a series of spatial sequences which will clearly establish individual areas of character. To this end, routes may be composed of visually linked pedestrian squares, vistas plus formal links, or broad bands composed of several smaller paths running through areas of intensive activity. The form of route will reflect its constituent uses, the intensity of the intended pedestrian movement, and activity patterns.

213. Functionally, the pedestrian routes may be categorised:

(a) Principal Routes: These have a central London function in that they link major elements inside Covent Garden with pedestrian attractions, national monuments, places and major use zones in the adjoining areas.

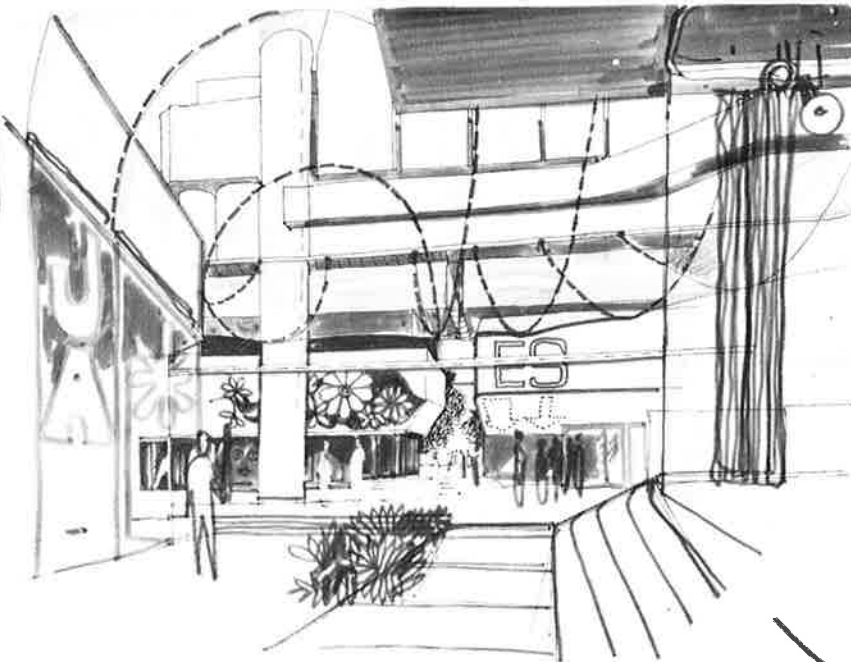
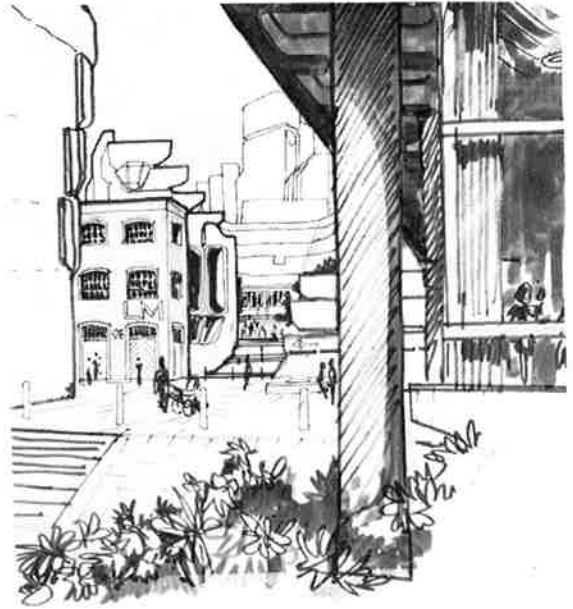
(b) Major Routes: These constitute, together with the principal routes, the main structure of the area. They link the major elements inside the area, and provide the main routes to and from public transport. With (a) above they will be tourist and sightseer attractions, and will directly serve the major entertainment, shopping and public uses.

(c) Minor Routes: These routes make the secondary linkages inside the area, having a principally local function, and will attract the appropriate uses - local shops, schools etc.

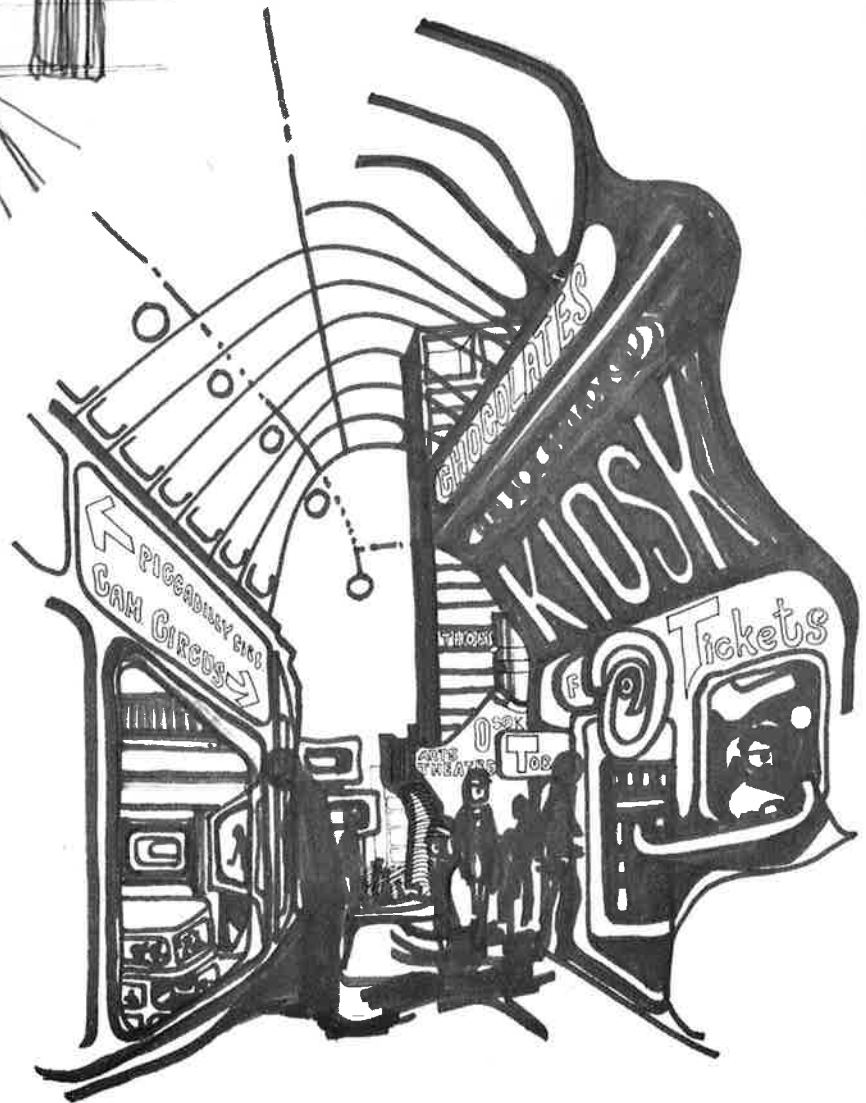
(d) Local Residential Paths: Linking housing clusters to minor routes and nodes.

EASY CHANGES OF LEVEL FROM EXISTING STREET

A COVERED SPACE

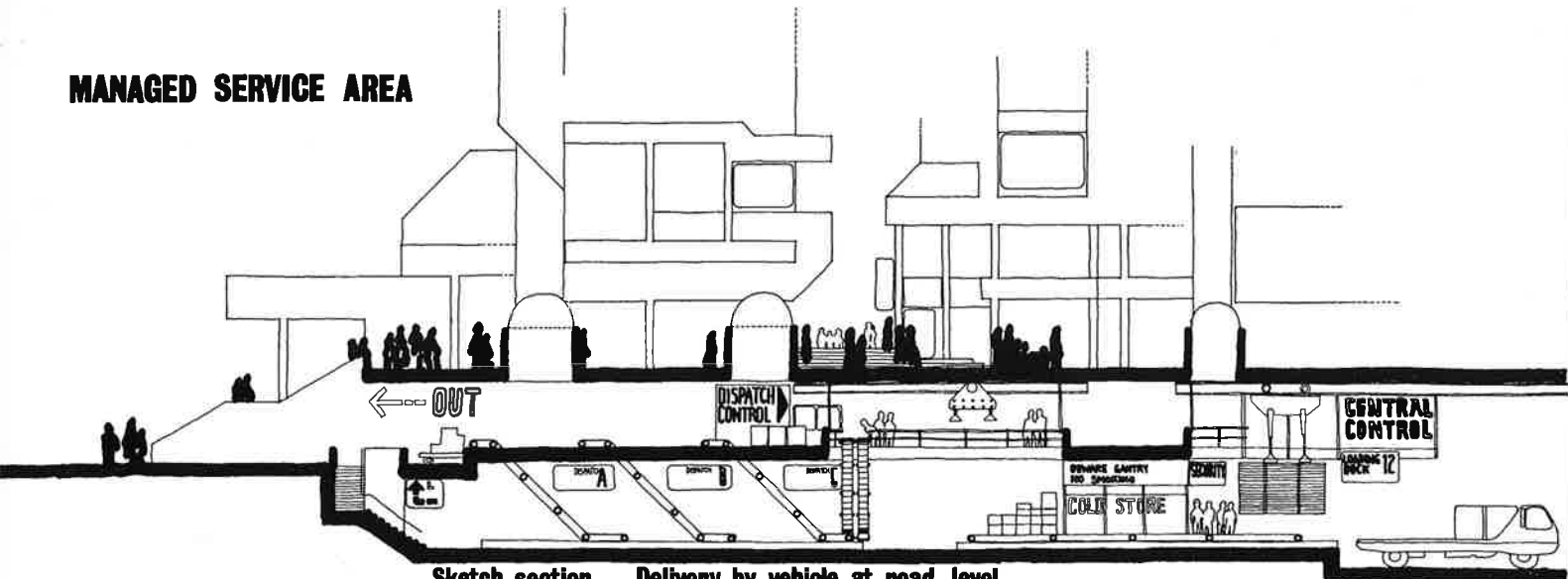


LOCAL SERVICE VEHICLES ONLY



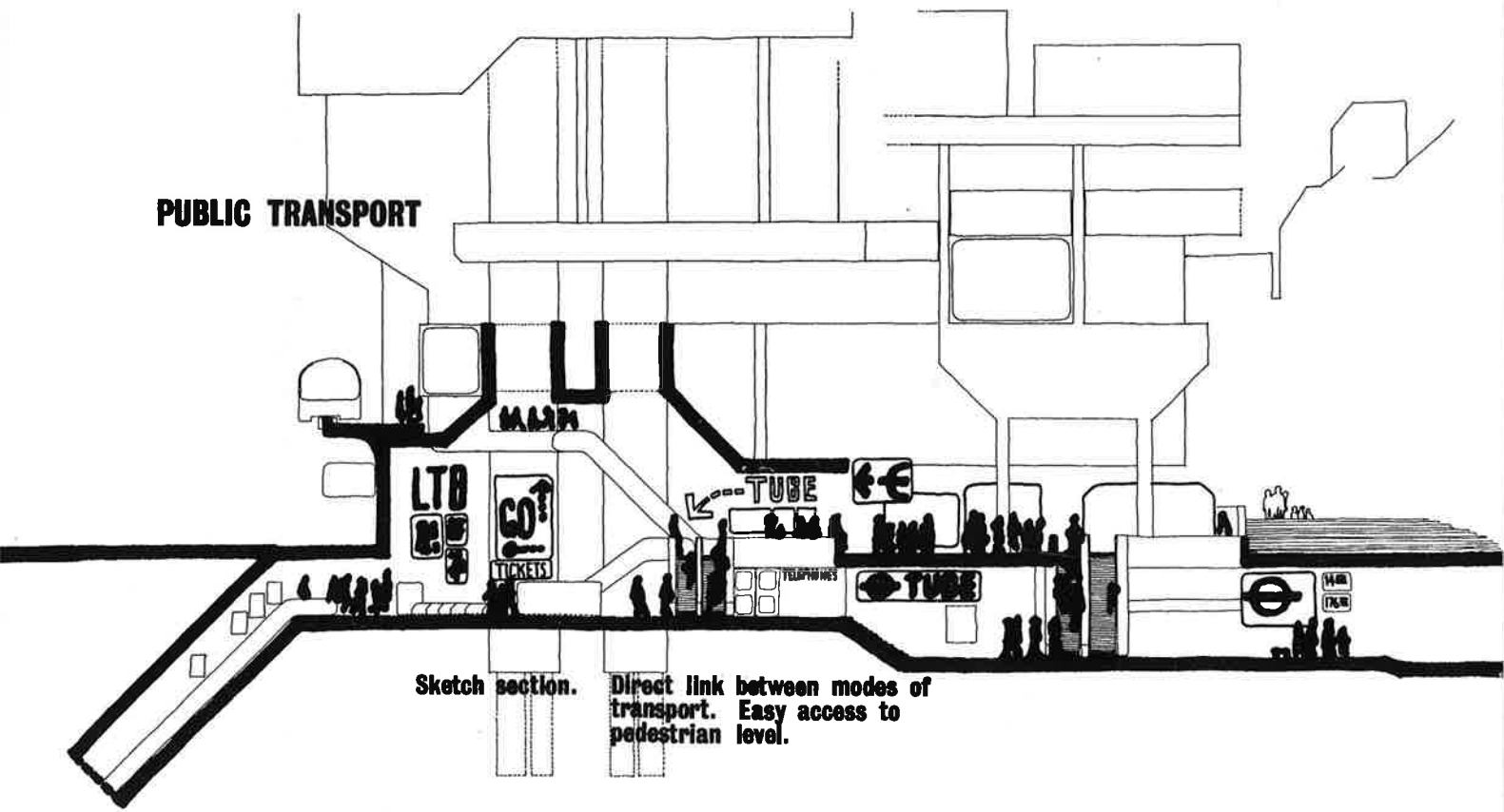
A NEW UPPER-LEVEL PEDESTRIAN STREET

MANAGED SERVICE AREA



Sketch section. Delivery by vehicle at road level. Dispatch to shop by mechanical trolley at pedestrian level.

PUBLIC TRANSPORT



Sketch section. Direct link between modes of transport. Easy access to pedestrian level.

**An Important Objective:
Better Conditions for All Forms of Transport**

214. Most through pedestrian trips will naturally take place on the principal and major routes, but the location of minor paths will enable diagonal and direct movements to take place.

6.5 VEHICULAR MOVEMENT

215. The broad objectives we have adopted regarding vehicular movement in the area are:

- (a) The progressive rerouting of through traffic from the area in order to assist the achievement of the basic environmental objectives;
- (b) The provision of additional capacity on the main routes along the edges of the area, in order to accommodate both the anticipated growth of traffic on these routes and the through traffic displaced from the area;
- (c) The development of an internal 'local distributor' road system giving efficient access to all buildings and activities in the area, so that all access can be from the internal roads and not from the main perimeter roads as at present which reduces their efficiency as district distributors;
- (d) Provision for the development of a rationalised internal goods delivery system so as to reduce the amount of internal road traffic and to make possible the more efficient utilisation of both delivery and storage arrangements;
- (e) Direct connections between the internal road system and those of other areas immediately adjoining;
- (f) The phasing of road improvements so as to provide a smooth transition from the existing to the new pattern.

Through Traffic

216. Market traffic has inhibited the build-up of through traffic across the Covent Garden area. This is therefore comparatively small at present and its progressive exclusion appears to be feasible in relation to anticipated improvements on the main perimeter roads. It will be important when market traffic is removed to avoid from the beginning the build-up of additional through traffic which would be directly contrary to the objectives of the redevelopment proposals and might seriously interfere with their achievement.

217. Although the central London future main road framework has not yet been finally decided, present indications are that it will not be necessary to include any new major route cutting across the centre of the Covent Garden area and the provision for such a route would be undesirable in relation to other objectives. The use, for example, of Long Acre as an East/West through route would seriously affect the provision of a major new public open space within the area. From the traffic point of view, the Long Acre route appears attractive. Investigations carried out by the Department of Highways and Transportation of the GLC have shown that, to derive full traffic benefits, the Long Acre route would have to be extended beyond Kingsway to link up with High Holborn.

Apart from costs, this new link would meet great resistance from substantial buildings and large numbers of historic buildings with preservation orders on the west and north sides of Lincoln's Inn Fields. The investigations have therefore been discontinued. The various analyses of 'movement corridors' and 'potential environmental areas' show clearly that the environmental objections to new main routes through the area would apply equally strongly to adjoining areas and that the future system should, therefore, continue to frame the area much as at present.

218. In terms of the area itself this is of the greatest importance, since many of the other objectives and the scope for achieving a radical improvement in the quality of central area redevelopment, would be seriously prejudiced by a major road through the heart of the area.

219. It is also important, however, that redevelopment here should add to main road capacity where it is most needed. Estimates have been prepared of the probable need for additional capacity, which indicate that the biggest increases will be along the Strand, Charing Cross Road and Kingsway. Various possibilities have been examined for taking advantage of redevelopment in the area to provide the necessary increase in capacity, and these have been considered, together with other objectives, in developing the draft redevelopment proposals.

Internal Access and Servicing Requirements

220. Even with through traffic excluded, the amount of local traffic in an area of this size could conflict with environmental objectives unless carefully organised. A preliminary study was therefore carried out into the servicing and access requirements of buildings and uses in the area, with two main purposes: to see whether rationalised

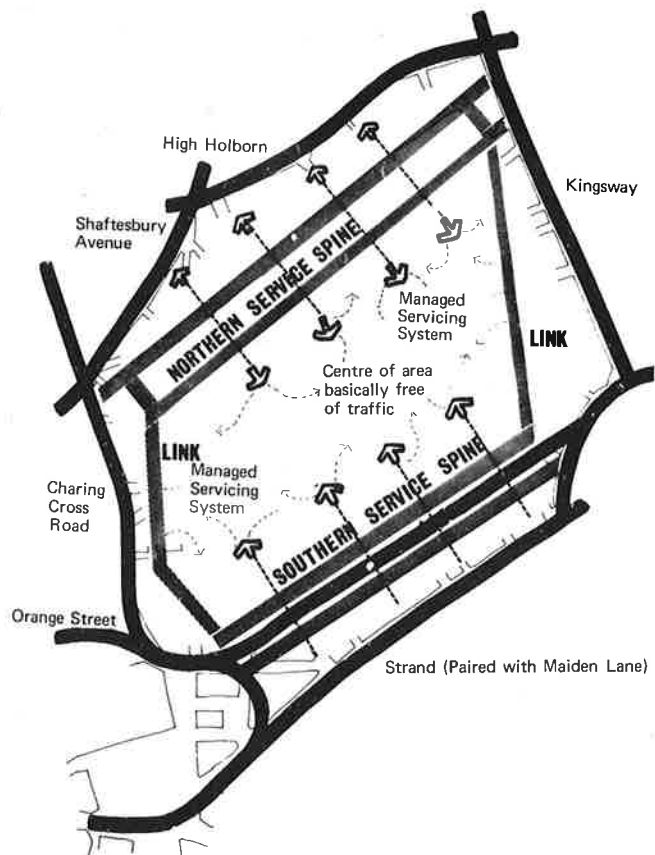


Diagram 31 DIAGRAM OF SERVICING SYSTEM

delivery systems could reduce the total amount of internal road traffic, and to see whether road traffic could be concentrated mainly in selected parts of the area where effective segregation from pedestrians could most easily be achieved on redevelopment.

221. The study covered the nature and frequency of servicing requirements for each land use, and recent trends in rationalising goods delivery arrangements. The latter included:

- (a) the recent development of rationalised servicing, using pre-packet containers and pallets;
- (b) the growing use of managed servicing systems in individual new projects;
- (c) the potential economies of sharing delivery and storage facilities;
- (d) off-peak servicing and the advantages of fixing predictable delivery patterns.

222. It would appear from these studies, and from the experience of other major central area redevelopment schemes, that arrangements of this kind will become increasingly common in central areas in order to relieve road congestion and to economise in the use of high-cost sites. In principle, therefore, it appears to be a sound objective to provide for the development of a "managed servicing" system in those parts of the area where large-scale co-ordinated redevelopment is proposed. Further study will be needed, and experimental schemes will have to be worked out in detail and tested to determine the best arrangements. Once an experimental scheme has been made to work successfully in practice, it will be easier to plan realistically for its extension to other parts of the area, possibly including special arrangements to serve existing buildings.

223. The proposals in the draft outline plan are therefore designed to facilitate the introduction of such a scheme at an early stage, and for its phased extension throughout the area as redevelopment proceeds.

The Internal Road System

224. In principle, taking into account redevelopment possibilities and the main land use structure, it is proposed that the internal local distributor road system should take the form of two main linear 'servicing spines'. One would run roughly parallel to Shaftesbury Avenue/High Holborn across the northern part of the area, and the other would run parallel to the Strand and Maiden Lane across the southern part of the area. These two main spines would be linked by internal north/south distributor roads close to Charing Cross Road and as close as possible to Kingsway to link up the internal network, while leaving the heart of the area free for pedestrian movement at the existing ground level.

225. Goods delivery and servicing areas, and the main public car parks, would all be directly linked to the distributor spines, and access to other more central parts of the area would be by service road loops also used by taxis. Emergency services would have access to all local distributor roads and also to ground-level pedestrian streets where necessary. These are the basic concepts regarding the internal road system, car parking and access arrangements from which the more detailed proposals in the draft scheme have been developed.

6.6 EXISTING BUILDINGS AND LOCAL CHARACTER

226. Continuity in terms of time, and the retention of the best buildings of other times as the visible embodiment of history and past achievements, is an asset in the fabric of a city which is becoming more valued as the pace of redevelopment and the internationalisation of architectural styles increases. Faced with the growing tendency for local character to disappear, the preservation of architectural heritage deserves to be balanced carefully with other objectives in formulating redevelopment proposals, especially in an area such as Covent Garden with such a long and distinctive history still subtly expressed in its present character.

227. The character study (see Appendix J), which considered the Listed Buildings as part of a more comprehensive examination of the form and character of the area, has resulted in the definition of certain "lines of character" crossing the area. These link together the most important building groups and provide a fairly strong framework on which can be based certain policy objectives concerning the more important buildings, and urban spaces, which constitute the architectural heritage of the area.

228. These policy objectives could be summarised as follows:

(a) In principle the "lines of character" as such should be retained as a positive means of integrating the existing scale and character of the area into the changing pattern of development, providing meaningful links with the past and with the familiar.

(b) Retention in this sense does not mean preserving indefinitely the actual existing buildings, with the exception of the really important ones. It means respecting the existing scale and pattern of development along the "lines of character", with new buildings sympathetically designed to keep an appropriate setting for those retained and thus to avoid any abrupt loss in continuity. This controlled renewal of buildings might lead eventually to modifications in the form and direction of the spatial structure of the groups of secondary importance, once the major part of the redevelopment had mellowed and become accepted as part of the Covent Garden character.

(c) The "lines of character" would necessarily on this basis, be used as structuring elements in the preparation of the redevelopment plan. New development would be proposed to strengthen the weak links that have been identified and to use the key points as the basis for 'nodes' in the new pedestrian system.

229. One important advantage of this approach would be that while other parts of the area will inevitably become noisy, somewhat "hostile", building sites during the main redevelopment period, the 'lines of character' will continue to provide a continuous system of activity routes crossing the area, which will remain open and less affected by building operation for the entire period of the plan. The area will thus continue to attract people, the streets will remain living entities, familiar order will survive amongst chaos. The intrusion of the redevelopment process, its noise and confusion, will be controlled by the enclosure provided by existing familiar landmarks and buildings.

230. A further advantage of this approach would be that a number of 'Grade B' buildings (at present in market use) appear suitable for a number of alternative purposes. If retained during the redevelopment period, they could act as a reservoir of low rent units convenient for the tempor-





ary or permanent rehousing of displaced uses whose location in the area is vital. Theatrical material suppliers and other such uses, particularly local in character, if rehoused in these premises would help to replace the serious loss of character when the market activity is removed.

6.7 ENVIRONMENTAL CONTROL

231. To an important extent, the future attractiveness of the area for the general public will depend largely upon the achievement of high environmental standards. In their simplest terms, these will be concerned with the control of two main factors: traffic effects (noise, fumes and danger) and weather.

Protection from Traffic Effects

232. Like most central areas, Covent Garden suffers at present from the effects of traffic noise, stress, fumes and vehicular/pedestrian conflicts, in spite of the limitations on through traffic imposed by market congestion. These are not ideal conditions for the development of the future activities described earlier under Land Use Objectives.

233. It is proposed that the detrimental effects of traffic should be minimised by:

- (a) The phased rerouting of through traffic from the area.
- (b) The segregation of vehicles from pedestrians within the redevelopment area.
- (c) The co-ordination of servicing in new projects to achieve a new rationalised internal road system, and to reduce the area affected by traffic at pedestrian level.
- (d) The development of specially designed buildings along the edges of the area which would by their size, section and location screen the interior of the area from the traffic on the perimeter roads. These buildings would contain mainly uses which are not noise-sensitive, or which can afford the extra cost of adequate protection. Suitable uses would be warehouses and showrooms, major storage areas and car parks, service buildings such as telephone exchanges and electricity sub-stations, and large prestige office buildings wanting main road locations and able to provide good internal working conditions through double-glazing and air-conditioning.

Weather Protection

234. The growth of a tradition of outdoor urban activities has been inhibited in Britain by climatic conditions, as well as by the lack of adequate pavements. However, one has only to visit central London squares during a fine summer to realise that, given suitable protection, the traditional use of public urban spaces seen in other European countries might easily be adopted here.

235. It is therefore proposed that in the main pedestrian places and along the main routes, all buildings should be

designed to protect the public from rain and wind and, in suitable places, also from cold.

236. Further detailed studies will be necessary to find the most effective ways of applying current research and the experience of other countries. These studies may be grouped under three main headings:

- (a) The study of microclimatic effects of different forms of redevelopment. In addition to the analysis of existing wind and noise problems, this is primarily concerned with the avoidance of adverse effects from wind and air pressures set up by the size, shape, and siting of new buildings. Results will be an additional discipline for block layout and height and will throw up needs for local protection at key points, the form of enclosures required, or the reduction of critical pressure areas.
- (b) The study of the degree of weather protection afforded by various building sections, and the economic effects of the provision of continuous weather protection to pedestrian spaces and links.
- (c) The development of new forms of spatial enclosure, with varying degrees of environmental control. These might range from umbrella structures giving some weather control, with a blurring of the indoor-outdoor relationship, to indoor spaces with complete climatic control including heating.

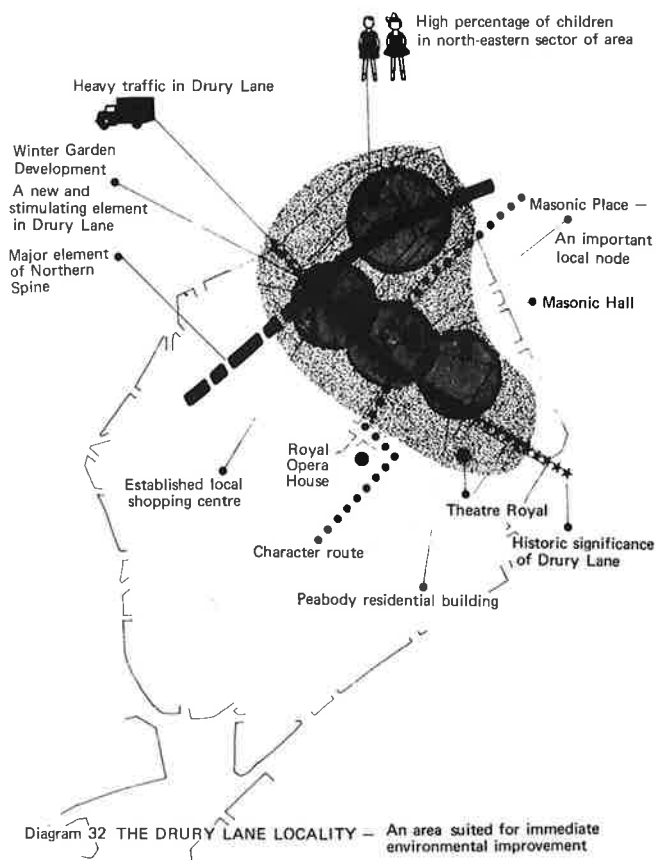
Immediate Environmental Improvement

237. The environment is a highly complex 'organism' that evolves over a period of time, and is constantly threatened in two basic ways: neglect and sudden change that abruptly destroys the subtle relationships between the physical environment and the people that use it.

238. During the complicated process of a major renewal scheme, the existing environment is subjected to enormous destructive pressures. On the one hand there is the tendency for the normal improvements, both public and private, that help to keep an environment working, to be slowed down if not stopped altogether. This is excused on the grounds that it is not worth spending money on improvements as there is going to be redevelopment in due course. The effect is that the environment is allowed to run down, and incentives for keeping it in trim or improving it are removed. It could, and often does, remain in this state for long periods and has a depressing effect on everybody.

239. Growing recognition of such problems has led to more emphasis being placed on combining redevelopment with rehabilitation in areas where complete early clearance is not proposed. It has been found that improvements in such areas to be really effective, need to include the external environment as well as the internal conditions of building. Sensitive phasing can also help to minimise the problem by limiting the direct impact of building operations on areas not scheduled for early reconstruction. Construction noise and the premature disruption of existing social relationships, are common factors leading to environmental decline which need to be positively controlled.

240. These considerations apply particularly to Covent Garden. The Social Survey showed that for its residents it was a definite locality. They used central area facilities but Covent Garden had a life of its own using important local nodes like Drury Lane and New Row. Despite the generally poor housing conditions, it was regarded simply as 'a good place to live'. This stable, resident population, with its



(b) Main Pedestrian Routes through the area, and links to adjoining areas - including their possible extensions through potential redevelopment areas.

(c) The location and relationship of nodes within the area - together with their relative importance, physical relationship and links to external nodes. Main characteristics of nodes - policy towards each defined.

(d) Location of major elements in the area - new uses and major attractions.

(e) Location of new open space - its relationship to the urban structure: visual links made possible by its siting and form.

(f) Movement spines, with broad location of related 'areas of vehicle influence' - parking, servicing, public transport at vehicular level.

(g) Areas of immediate environmental improvement.

strong ties to the area, must be protected during the re-development period, not only for itself but also to form a nucleus round which the new population may form.

241. Some internal improvements are still being made in the Covent Garden area, but the process has been held back by future uncertainty and also by the present dreariness of the general surroundings. The first of these inhibiting factors will be removed when decisions are taken on the redevelopment proposals. If the second was also removed by positive action to secure the immediate improvement of areas with a substantial life ahead of them, there would be a great benefit to individual residents and businesses and to the area generally.

242. It is proposed that the phasing proposals in the draft outline plan should take these considerations fully into account. It is also proposed that the principle of Immediate Environmental Improvement should be adopted and that a programme of recommendations and priorities as to what measures would be most appropriate in various parts of the area should be prepared.

6.8 APPLIED PRINCIPLES MAP

243. Fig. 14 summarises the principles underlying the draft proposals, and relates them to the physical characteristics of the area, and the actual problems involved. It incorporates these main elements:

(a) Basic Urban Structure - with the broad characteristics, land use composition and special features of routes and sequences.

Chapter 7 The outline plan

-
- 7.1 The Nature of the Draft Outline Plan
 - 7.2 Summary of Proposals
 - 7.3 Environmental Zones
 - 7.4 The Main Development Sequences
 - 7.5 Pedestrian Network
 - 7.6 Main Road Framework
 - 7.7 Internal Road System
 - 7.8 Public Transport
 - 7.9 Concepts of Urban Form
-

7.1 THE NATURE OF THE DRAFT OUTLINE PLAN

244. The proposals in the draft plan are based on the redevelopment probabilities, problems and opportunities described in Chapter 4, the future use requirements described in Chapter 5, and the design principles described in Chapter 6. It would, of course, be possible to satisfy these criteria in different ways, and the purpose of presenting a draft plan is partly to test the proposals so that changes can be made where desirable at a reasonably early stage. To assist in the process of testing and revision, a number of points ought to be clarified from the outset.

The Extent of Redevelopment

245. The total amount of redevelopment anticipated in the plan covers about 55 acres gross and is a large proportion of the total survey area (93 acres). At first sight, this may well appear to be over-ambitious and unrealistic in relation to other demands on both private and public capital. However, most of the redevelopment can, in fact, be accounted for by either known redevelopment proposals (both private and public) or by the requirements for additional housing and open space, and for road improvements. The former (i.e. the known proposals) have proved

to be considerably greater than anticipated, which is probably due to an important extent, to the fact that the amount of redevelopment in the post-war period has been unusually small, with the result that the area "ripe for redevelopment" has by now become unusually large.

The Timing of Redevelopment

246. Although the amount of redevelopment can be accounted for in terms of real needs and intentions, the length of the "comprehensive rebuilding" period is, at this stage, more uncertain. The known intentions of many different developers relate mainly to the ten years following the removal of the market, with a small minority extending into the early 1980's, so that on the basis of present information, the proposals appear to be practicable. However, more needs to be known about the financial implications and, in particular, about the amount of public money available for development in this area, before any commitment can be made on the scope of redevelopment or a reliable timetable worked out.

The Financial Implications and Assessment of Overall Costs and Benefits

247. The high value of all the land in the area has strongly influenced the nature of the proposals in terms of the locations for the different uses, the multiple use of sites and the exploitation of different levels in order to increase, in effect, the useable site area. In these ways, the plan has been designed from the beginning as an economical one. In addition, in order to test the viability of the scheme as a whole, a major financial appraisal has been carried out, the interim results of which have been used as the basis for amending the plan to improve the balance between costs and returns. The appraisal has been used as an integral part of the planning process and has had an important influence on the plan as it now stands.

248. In assessing the financial viability of the proposals, there are two contrasting elements. On the one hand, there is a potential profit for private developers sufficient to be a substantial incentive for the necessary investment. On the other hand, there is a net cost to the public authorities. This appears reasonable relative to the public improvements proposed but it would nevertheless involve a charge on the rates, after allowing for Government grants. Further study will therefore be necessary as to whether the amounts involved are compatible with other priorities and to what extent the net cost might be further reduced if this were judged necessary.

The Degree of Detail

249. The purpose of the draft plan has been to produce the basic proposals for future redevelopment in sufficient detail to make possible a critical assessment of all the main components of the plan, each part being seen in the context of the whole. Much more detailed work is needed on a number of aspects: for example, on the form of housing best suited to these special conditions and on the detailed design of the internal road system. Similarly, detailed design work by individual developers on particular major projects will inevitably result in complementary changes in the details of the plan itself. Such detail as is already shown in the outline plan is therefore provisional; it is included to facilitate fruitful discussion, and is subject to change as necessary.

7.2 SUMMARY OF PROPOSALS

The major proposals contained in the plan are summarised briefly in this section, and are described individually in more detail in the sections that follow.

Major Projects and Redevelopment Sequences

250. The plan proposes a broad band of new development north of, and roughly parallel, to the Strand, connecting the Piazza to Leicester Square, and containing a concentration of major "public activity" buildings, including an improved Royal Opera House, a new Theatre Centre, a large tourist hotel, an international conference centre, a new central lending and reference library, two or three new theatres and a new cinema (all replacing old existing buildings), and a wide range of shops, restaurants and light entertainment.

251. The Piazza itself would be the main focal point at the eastern end, freed of traffic to become again an attractive public square surrounded by major public buildings the most important of which would be the Royal Opera House, enlarged and improved. The central market building would be converted into an elegant "galleria" containing small shops and restaurants, and a new smaller square would be added on its eastern side, with a public car park underneath.

252. Across the northern part of the area would be a second broad band of new development, south of and roughly parallel to Shaftesbury Avenue/High Holborn, extending from the Drury Lane shopping centre, to a new centre south of Cambridge Circus. This northern band would be a quieter area of different character, including most of the new housing, together with local shops and schools. There would be important non-local uses as well concentrated mainly near Drury Lane and Cambridge Circus, including the proposed sports hall, bookshops and other west end uses proposed for the new centre.

253. Linking these two east-west bands of new development, is proposed a narrower north-south linear development between Charing Cross Road and St. Martin's Lane containing specialist shops and smaller-scale entertainment, together with some residential accommodation and offices.

254. To the east of St. Martin's Lane, and lying between the two main development bands, is proposed a new public open space of about 3 acres, with a somewhat irregular shape extending outwards to penetrate adjoining redevelopment blocks.

Pedestrian Street Network

255. A series of main pedestrian streets is proposed, running centrally through each of the main development bands described above, and linking major nodal points inside the area with important nodes outside. A network of secondary routes links the main routes with the public open space and provides a fairly close grid enabling easy movement in all directions throughout the area. The pedestrian network is partly at existing ground level and partly at a "new ground level", with complete separation from all heavy traffic flows.

Road System

256. Additional capacity is provided for all the main roads framing the area, either by widening (Shaftesbury Avenue and Charing Cross Road), provision of a supplementary route within the area (for Kingsway), or duplication of the main road (Strand). The internal road system proposed, takes the form of main service road "spines" running centrally through the main bands of development, generally at a level below the main pedestrian level, linked directly with service access and car parking areas. The main internal roads form a sort of "box" around the heart of the area which would be almost entirely traffic-free.

Land Use Summary

257. A provisional estimate has been made of the floor space in different uses after redevelopment. These estimates are set out in Table 7, together with existing use of floor space. These are the result of combining the land use objectives described in Chapter 5, with the physical form envisaged for the proposed development.

258. From the Table, it can be seen that there will be about a 20% increase in the total floor space. The major changes in particular uses are a substantial increase in residential and entertainment with smaller increase in shops, hotels and recreation. There will be reductions in offices and commerce due almost entirely to the removal of the market.

259. For certain uses a range of possibility has been stated. None of the figures can be firm at this stage, and changes must be expected as the result of further work on financial aspects and on the proposals for various major projects.

Housing

260. On the basis of the assumptions as to dwelling sizes set out in Appendix O, there would be new housing for approximately 5,900 persons. After adding approximately 1,100 persons in existing dwellings to be retained, the total population in the late 1980's would be about 7,000 persons.

Table 7: Estimates of future floor space

Uses	Existing floor space (square feet)	Existing Buildings Retained	Estimated Future Floor Space (square feet)		
			New Buildings	Total	Probable range of total
Residential	1,584,870	463,696	2,079,220	2,542,916	2,000,000 - 2,600,000
Shops	854,830	432,098	1,106,000	1,538,098	1,000,000 - 1,600,000
Offices	4,035,260 ¹	1,909,787	1,657,377	3,567,164	3,500,000 - 4,000,000
Commerce	1,809,920 ¹	268,965	918,795	1,187,760	900,000 - 1,200,000
Industry	705,250	361,997	322,500	684,497	500,000 - 700,000
Entertainment/Arts	1,189,440	725,029	1,488,372 ⁶	2,213,401	1,500,000 - 2,500,000
Hotels	329,950	322,146	735,000	1,057,146	1,000,000 - 1,500,000
Education	220,790 ³	104,380	60,000 ⁷	164,380	
Public Buildings	367,970	263,120	120,000 ⁷	383,120	
Recreation	27,600	27,600	150,000 ⁸	177,600	
Other	930,320 ⁴	401,640 ⁵	1,028,000 ⁹	1,429,640	
Car Parking - residential			475,000	475,000	
- public			1,248,500	1,248,500	
Vacant	392,510				
Total	12,448,710	5,280,458	11,388,764	16,669,222	

1. Includes 378,910 market offices.
2. Includes 1,174,080 market commerce.
3. Includes Kings College laboratory and Charing Cross Hospital medical school.
4. Includes hospitals.

5. Includes 45,000 market buildings retained for other uses.
6. Includes specific projects and an allocation for public houses.
7. Three schools and a library.
8. Sports Centre.
9. Includes 190,000 for conference centre and 200,000 for telephone exchange.

7.3 ENVIRONMENTAL ZONES

261. The principle of environmental zoning (see Chapter 6) has been applied in the preparation of the draft outline plan in order to establish within the area zones of differing character based upon differences in predominant land use and movement characteristics, and in environmental qualities. It is proposed that these zones should be used instead of the conventional land use zones for the purposes of future development and planning control, and that the zones should be as described in the paragraphs that follow.

Intensive Activity Zone

262. This is conceived as the extension and ultimate eastern limit of entertainment and other West End uses. A broad band of intense activity is proposed linking Leicester Square/Piccadilly with the Piazza and terminating at the head of Waterloo Bridge. St. Martin's Lane becomes a broad intense zone, culminating in the new Cambridge Circus node - itself linked westward by a possible new intense activity link to Piccadilly. Charing Cross is the southern extremity of the zone, with its radiating pedestrian routes. The Strand, still with heavy pedestrian flows in the future would lie along the southern edge of this zone, with strong links into the Covent Garden area.

263. The major uses - at pedestrian level, will include the principal large scale entertainment and cultural attractions, shops of regional, West End or nationally known specialised character, recreational buildings and places of public assembly. A conference centre and major hotel groups would be closely related to this zone. Public transport nodes, and access points to the major car parks would, together with the principal urban spaces, form the major structure of this zone. Uses at upper levels would be principally West End in character - including entertainment, offices and hotels. Residential accommodation, where it occurs, would be mainly specialised non-family units.

Medium Activity Zones

264. Medium activity characteristics will exist both as transitional areas between, and as pockets within, the intense and low activity zones. Certain sections of the Strand-Maiden Lane area will be relatively quieter than the main intense activity zone where specialised uses occur. For the greater part of its length, the 'line of existing character' will generate medium activity, terminating at its western end in a broad band of transition between the low activity housing and open space, and the intensive St. Martin's Lane link. The local node at Drury Lane - representing the highest point of essentially local activity, will be included in the medium zone, as far as the British Museum link.

265. As previously stated in Chapter 6, the medium activity zones would contain the widest and most varied range of uses. It is here that the new experimental uses might arise, and changes in the use pattern, reflecting new trends might occur. In the western part of the area, including the majority of the 'reception' blocks, uses would be essentially specialised in character. Local commercial concerns tied to the area, specialised shops and small scale entertainment would be at ground level, with small units for local and professional offices over. The Drury Lane node would include local shops and services, in addition to minor public buildings, schools and other educational establishments. Residential units would be at upper level and could, in this area, be made up of family accommodation.

Low Activity Zone

266. With the exception of the Drury Lane node, the majority of the northern section of Covent Garden will be a relatively low activity zone. This will contain most of the housing together with other suitable uses. The Long Acre Open Space is an integral part of this zone, having direct contact points with the other zones at the Piazza, Garrick Street, and the new Cambridge Circus node. Non-residential uses in this zone will occur at the servicing and pedestrian levels, and will include environmentally acceptable commercial uses, small offices, minor public and educational buildings.

267. Certain non-residential uses could also help to form acoustic barriers along the northern and western edges of the area, where housing areas inevitably closely approach the perimeter roads. Distributive concerns orientated towards vehicle routes, specialised buildings such as telephone exchanges, and other uses involving low employment, could be exploited in linear form. Offices and hospitals also might be included if it is accepted that air conditioning and sound proofing must be provided for these uses in the Central Area. If designed in the appropriate form, a series of buildings housing uses of this kind could perform an important function in creating better environmental conditions within the area.

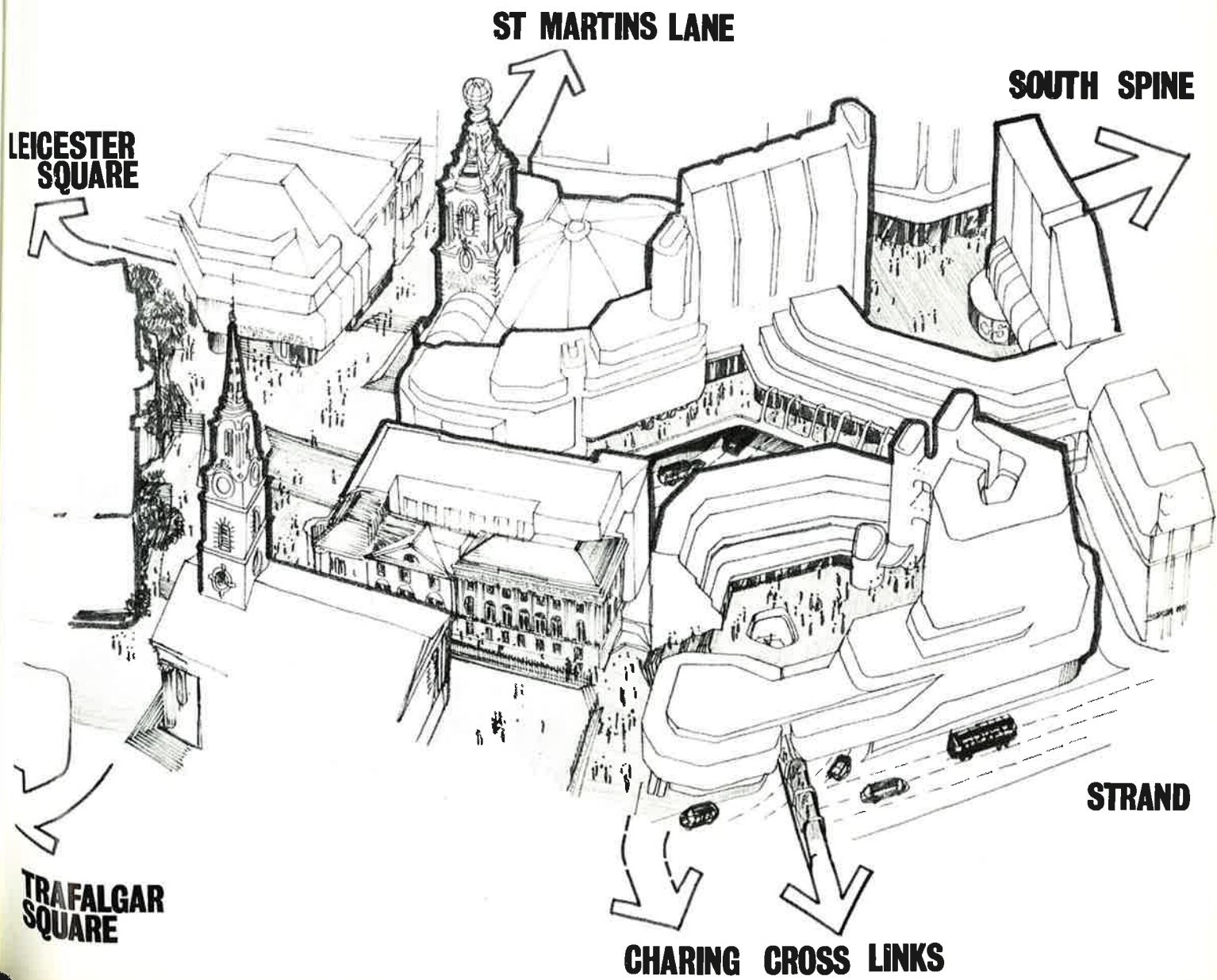
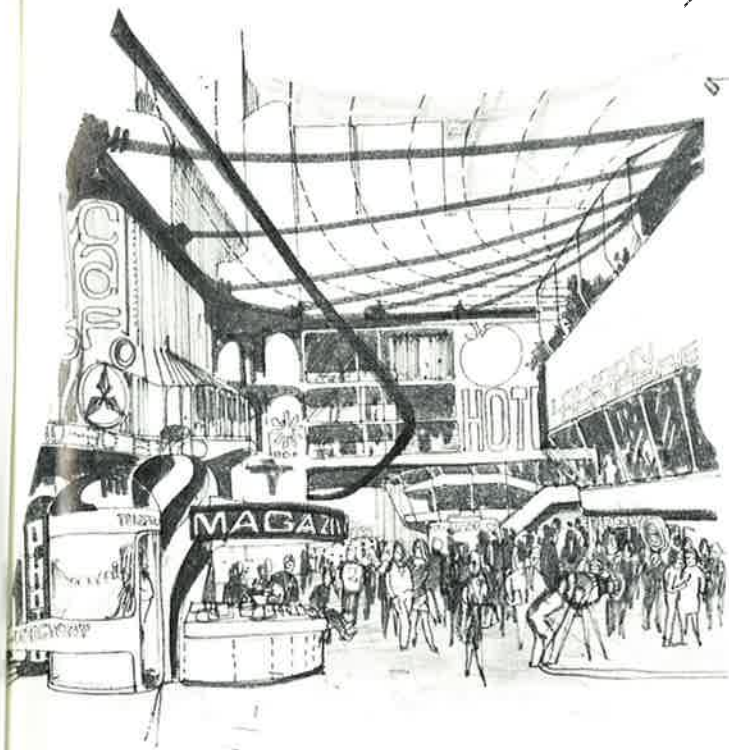
7.4 THE MAIN DEVELOPMENT SEQUENCES

268. The redevelopment of an area as complex as the Covent Garden area is difficult to describe simply. Each aspect is complex in itself, whether one talks of land use and activity patterns, the way the pedestrian network and the road system are interwoven at different levels, or the phasing of redevelopment. The imposition of a simple overall pattern, easily comprehended at a glance, is practically impossible in this area, and the desirability of doing so is highly questionable in any case. Patterns of that kind may be superficially attractive on small plans, as seen from the air, but cannot in themselves produce a varied but well-ordered series of urban spaces on the ground which can be comprehended and enjoyed by the actual user of the area when the plan has been carried out.

269. In the Covent Garden area there are a number of sub-areas, however, each of which will have a coherent spatial organisation and a distinctive character of its own. In many ways, the easiest way to summarise the proposals of the draft plan, other than in terms of movement systems, is to describe the outstanding characteristics of each of these areas. We have called them "Redevelopment Sequences" because they all, in some respects, need to be carried out as integrated schemes to be fully effective.

Covent Garden Piazza

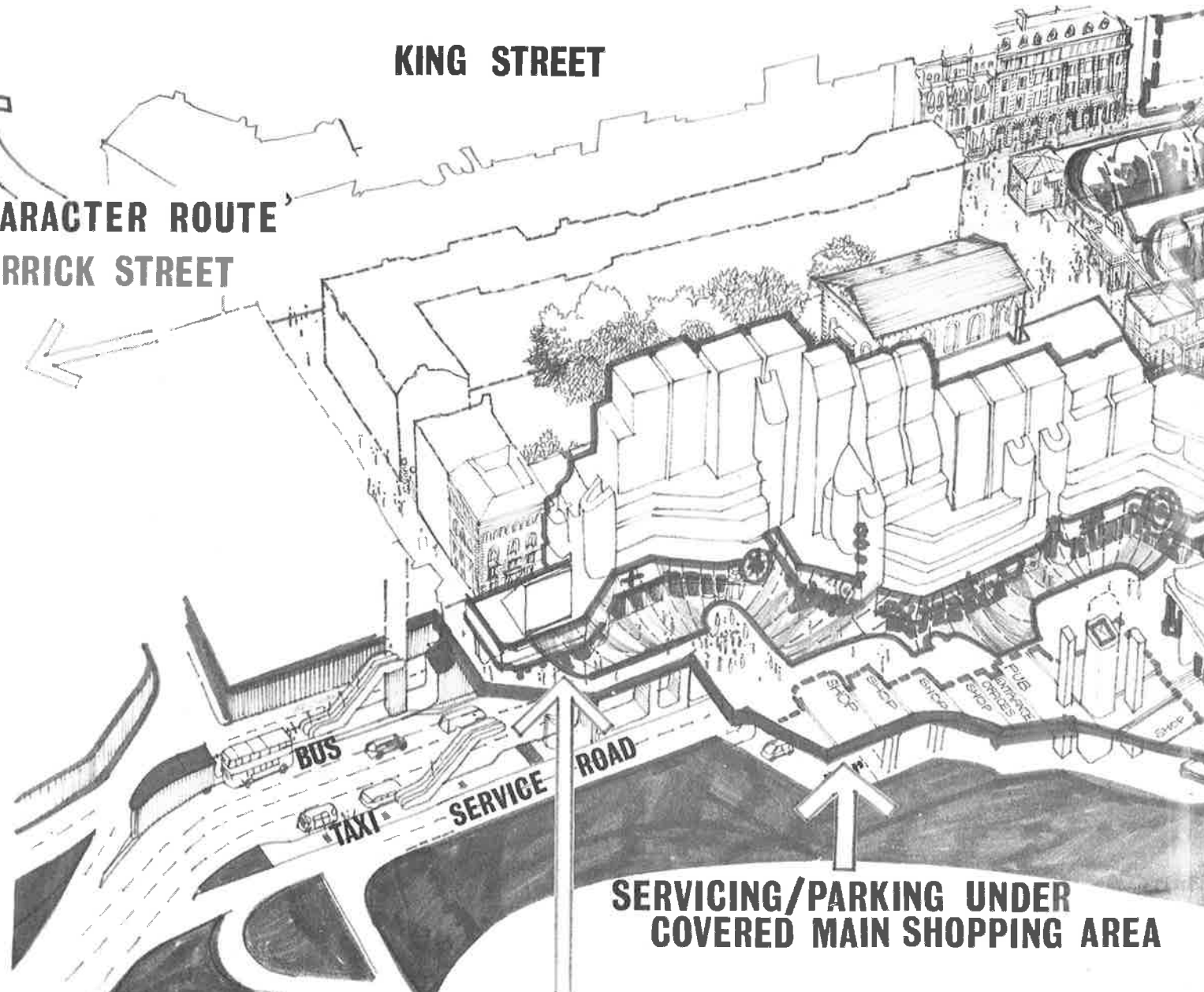
270. This area's most outstanding feature would be the Inigo Jones Market Square, retained in a somewhat modified form with Fowler's market building restored to its original dignity and adapted to form a lively centrepiece containing restaurants, speciality shops, and galleries opening onto covered arcades. East of the market building would be a new smaller pedestrian square, formed by the new south front of the Royal Opera House, the new Theatre Centre and the entertainment buildings containing a dance hall



CONVERTED CENTRAL MARKET BUILDING

KING STREET

**CHARACTER ROUTE
GARRICK STREET**



**SERVICING/PARKING UNDER
COVERED MAIN SHOPPING AREA**

**S.SPINE OVER
WESTBOUND ROAD**

BROAD COURT 'CHARACTER ROUTE'

ROYAL
OPERA
HOUSE

CONFERENCE
CENTRE

HOTEL

PIAZZA

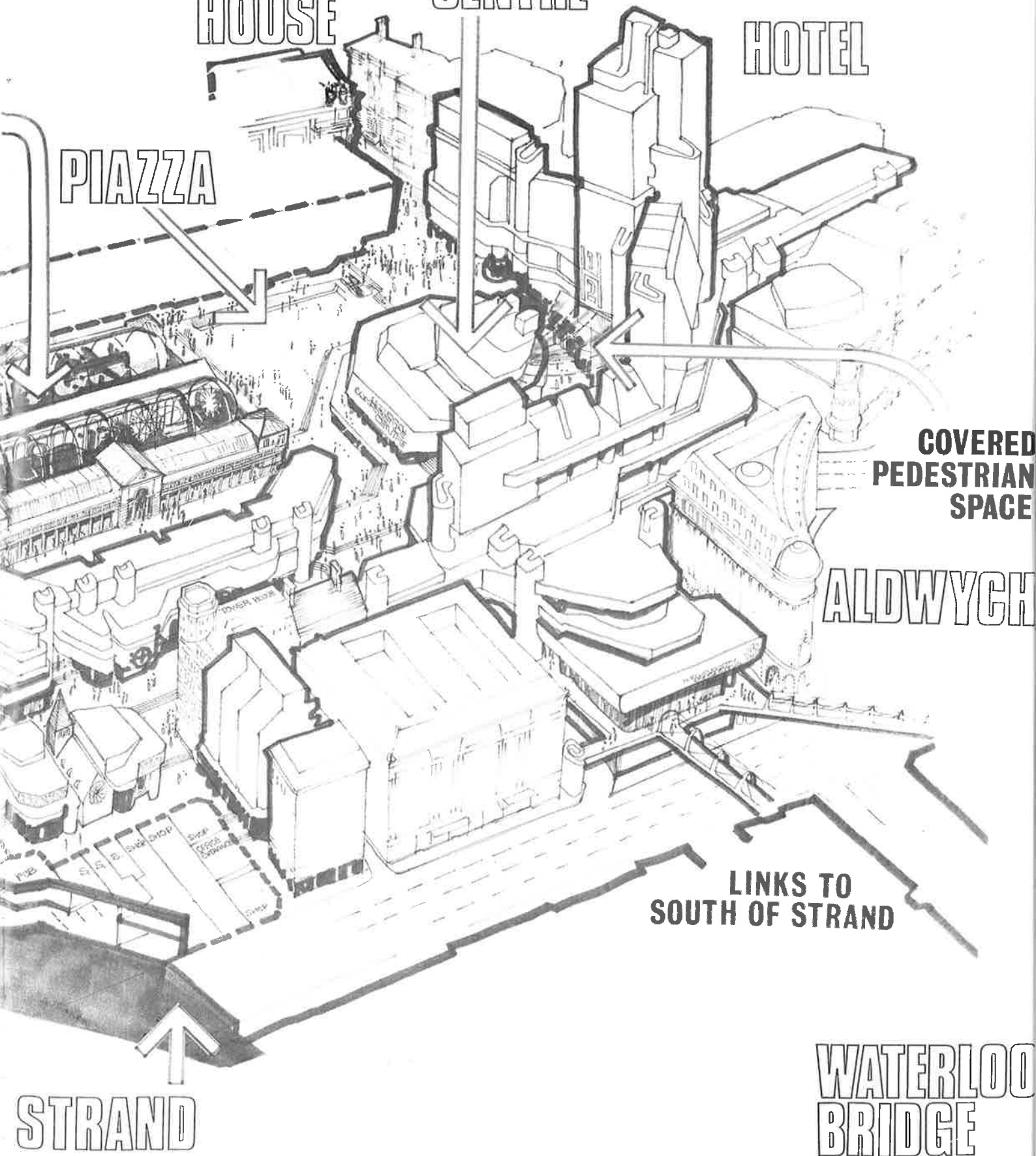
COVERED
PEDESTRIAN
SPACE

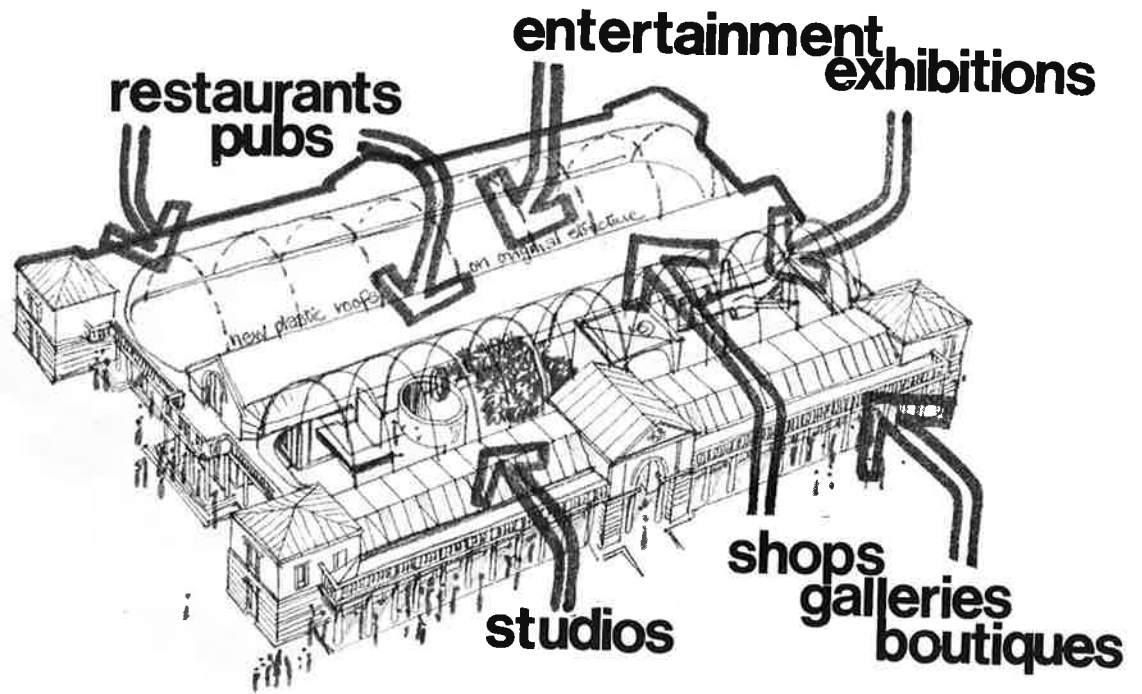
ALDWYCH

LINKS TO
SOUTH OF STRAND

WATERLOO
BRIDGE

STRAND





New Uses for an Important Existing Building –
A Lively Centrepiece for the Piazza

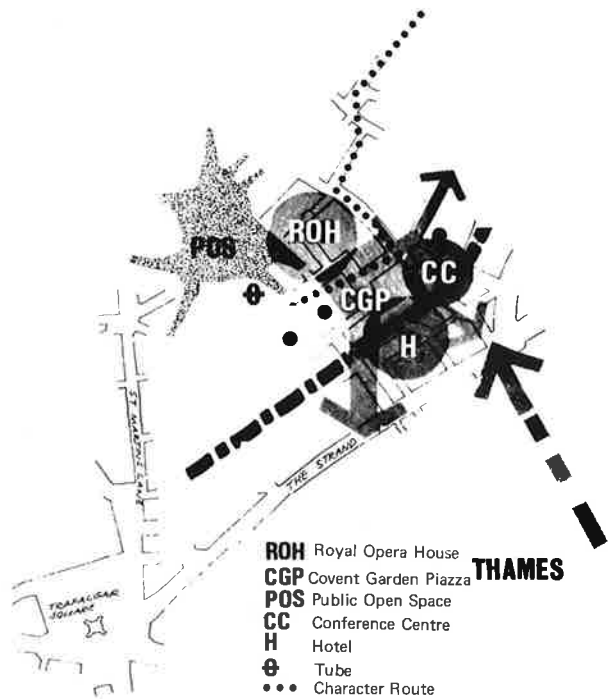


Diagram 33 MAJOR REDEVELOPMENT SEQUENCE COVENT GARDEN PIAZZA

and other related activities. At ground level, the opera square could have a free form, reflecting the confluence of pedestrian streets, but at high level the square would be clearly defined by the three main building masses. Below the square, 2 or 3 levels of car parking will provide up to 500 parking places, approached by access roads also providing taxi access to the adjoining buildings.

271. The south side of the piazza would have broad links with the Strand while on the west side the relationship with St. Paul's Church, church garden and adjoining streets, would be much as at present. On the north, as part of the Opera House improvements, the James Street area will house a new auditorium incorporating its own entrance, directly linked with the new Long Acre open space and possibly by escalator with an improved Covent Garden tube station. At this point, the entrance to the open space could be made under an extension of the Bedford Chambers collonade leading to wide steps down to the green area.

272. A subsidiary open space in front of the Theatre Royal, Drury Lane, would be created east of the opera square as part of the Theatre Centre/Hotel block complex, and will form the ante-room to the piazza when approaching from the east. Similarly, a series of controlled spaces will form the southern approach up from the Waterloo Bridge 'Gateway'.

Strand/Maiden Lane

273. The outstanding feature in the redevelopment of this area would be a new pedestrian street north of the Strand linking the Piazza with Trafalgar Square and Leicester Square. This would be the main spine of a network of pedestrian streets and small squares running centrally through the redevelopment. These would be kept at the same level as the Piazza and underneath would be the new main road linking Charing Cross Road and Aldwych. This would be at Strand level with bus stops and public car parks having direct access to the pedestrian level above.

274. The area would be developed as a major shopping and entertainment centre, with shopping frontages extending from the existing group of department stores towards the Piazza in one direction and towards St. Martin's Lane and Leicester Square in the other. Three theatres displaced elsewhere in the area would be resited to dominate small pedestrian squares. Other uses would include replacement offices, banks, restaurants, etc; some housing would be included at high level. The conference centre could be sited over the shopping area, closely related to a possible hotel grouping.

275. At the western end, redevelopment of the Coutt's Bank and Charing Cross Hospital sites would incorporate a new lower level road linking the proposed new Orange Street route to the Strand (taking traffic out of Trafalgar Square). The main upper level pedestrian street would branch at this point to link directly with Leicester Square, Trafalgar Square, the new Strand (Fleet line) underground station and Charing Cross. At this focal point would be a busy pedestrian shopping concourse which could also include a cinema and hotel in addition to the new banking offices.

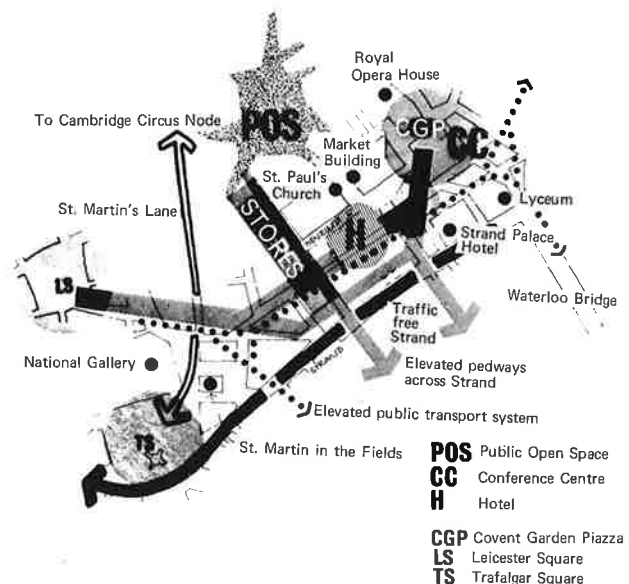


Diagram 34 MAJOR REDEVELOPMENT SEQUENCE STRAND - MAIDEN LANE AREA

St. Martin's Lane/Charing Cross Road

276. This area would be characterised mainly by two north-south pedestrian streets running roughly parallel, one of which would be St. Martin's Lane from which traffic would be diverted. The other would be an upper-level "internal" street constructed through the new buildings along the east side of a widened Charing Cross Road. The main shopping frontages would be along the pedestrian streets and not along the main road which would become primarily a single purpose vehicular route. The pedestrian streets would have cross links similar in character to the existing "courts" linking St. Martin's Lane with Charing Cross Road, but would be at an upper level so as to bridge the road and provide convenient connections with Leicester Square and Piccadilly Circus. At a lower level would be a new service road providing the necessary access for delivery vehicles that is now completely lacking.

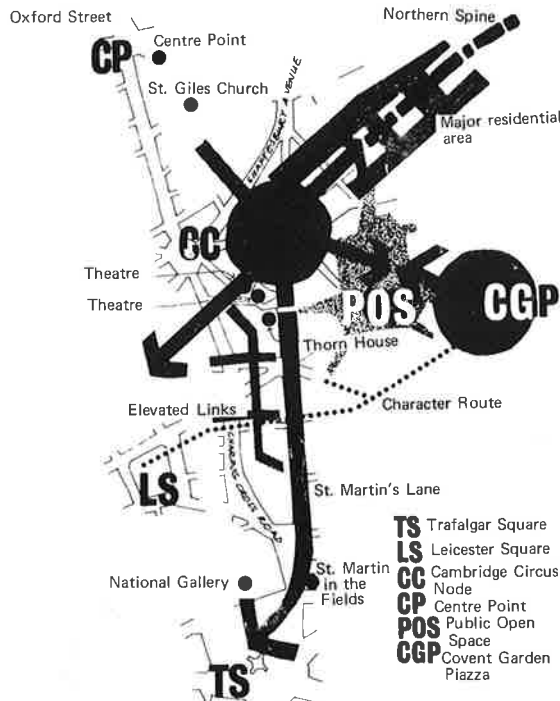


Diagram 35 MAJOR REDEVELOPMENT SEQUENCE
ST. MARTIN'S LANE - CHARING CROSS ROAD

277. St. Martin's Lane will retain much of its existing form and alignment, preserving the dramatic progression into St. Martin's Place and Trafalgar Square dominated by St. Martin-in-the-Fields. Paired with this would be a series of complex pedestrian spaces, partially covered, containing bookshops, clothing shops, cafes and other uses at present typical of Charing Cross Road and its associated Cecil and St. Martin's Courts. Existing buildings retained in St. Martin's Lane would be used to provide important visual links. At the southern end of this route, St. Martin's Place would be slightly raised to clear the Orange Street road line and would then drop down in a series of steps into Trafalgar Square.

Cambridge Circus Node

278. The St. Martin's Lane sequence would at its northern end, terminate with a view of the proposed new Cambridge Circus node. This has been conceived as a totally new form of urban space, offering a wide range of activities, providing a controlled climate, and ultimately intended to become a major place of public assembly. Linked directly over Charing Cross Road to Piccadilly, with the northern spine pedestrian route and over Shaftesbury Avenue towards Centre point, the main activity would take place at upper level, approximately ten to fifteen feet above present ground level.

279. The major attraction at this point, apart from the three existing and possibly a new theatre, would be a new recreation centre, offering facilities for participants and to some extent spectators. A major sports complex would include a swimming pool, squash courts, gymnasia, health centre facilities, and general purpose hall for badminton and other games. The building would be free in form, spreading out to make contact with a 'fringe' of the Long Acre open space, spanning main pedestrian routes, and providing exciting internal three dimensional forms by complex layout of decks, voids and levels, allowing comprehensive as well as concentrated and controlled views. A section of the elevated public transport corridor could pass through the centre, providing interesting views and movements. Other uses, shopping and entertainment, would occur in the com-

plex, and close links to housing at higher levels would be established. Climatic control in part, if not over the whole centre, would allow the maximum usage of the facilities provided.

Northern Spine

280. The northern spine would, in many ways, be the strongest building form in the whole area, consisting of a fairly continuous series of new buildings in linear form stretching across the whole of the northern part of the area from the Cambridge Circus node in the west to the vicinity of the old Holborn Town Hall in the east. This development would thus provide a strong contrast with the more complex pattern in other parts of the area - a logical reflection of the fact that there are fewer existing buildings to be retained and therefore more freedom to create a large-scale new pattern.

281. The most important characteristics of this linear complex of buildings would be an upper level pedestrian street, and a lower level service road system with its associated distribution areas and car parking. The upper level street would be predominantly residential but with other compatible uses and community facilities including schools, local shops, etc. It would have a pronounced local character, as do many of the streets in this part of the area now, but would also serve an important function as the main route for non-residents between Holborn underground station and Cambridge Circus. There would be direct connections from it northwards to Bloomsbury Square, the British Museum, Centre Point and Soho. Close to its north-eastern end would be the Drury Lane local shopping centre

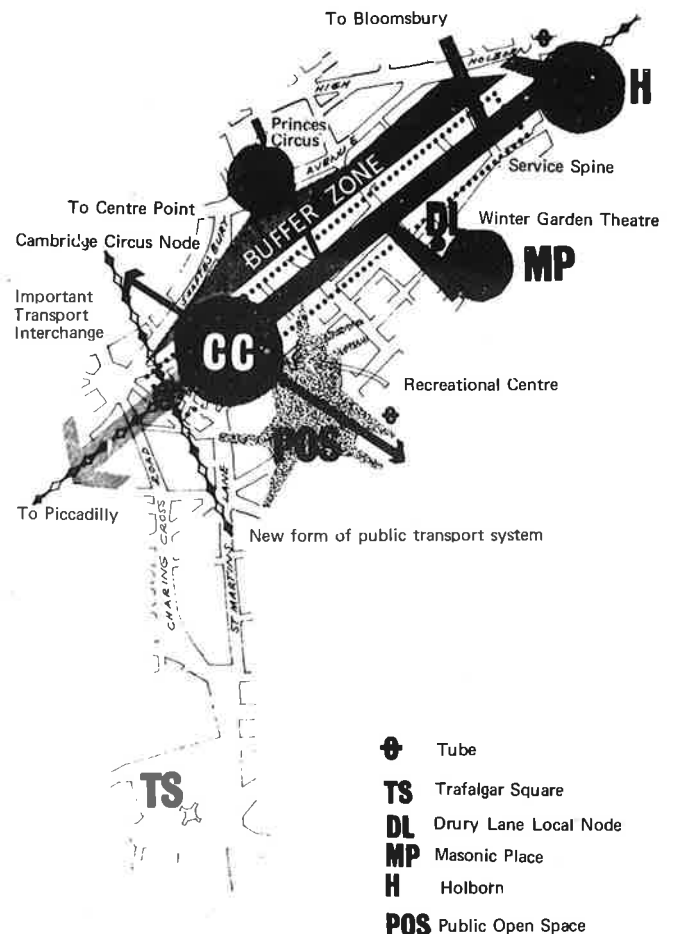
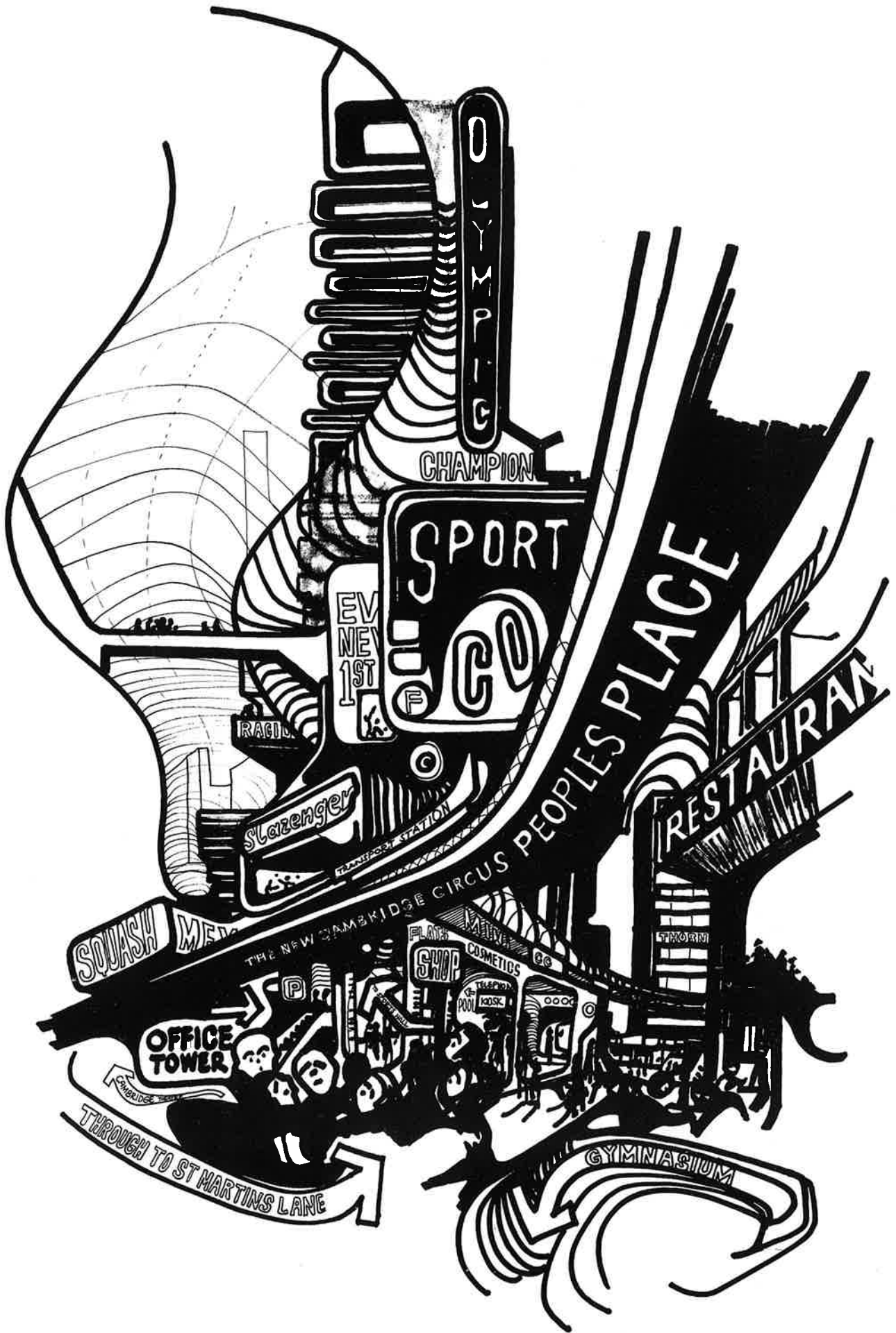
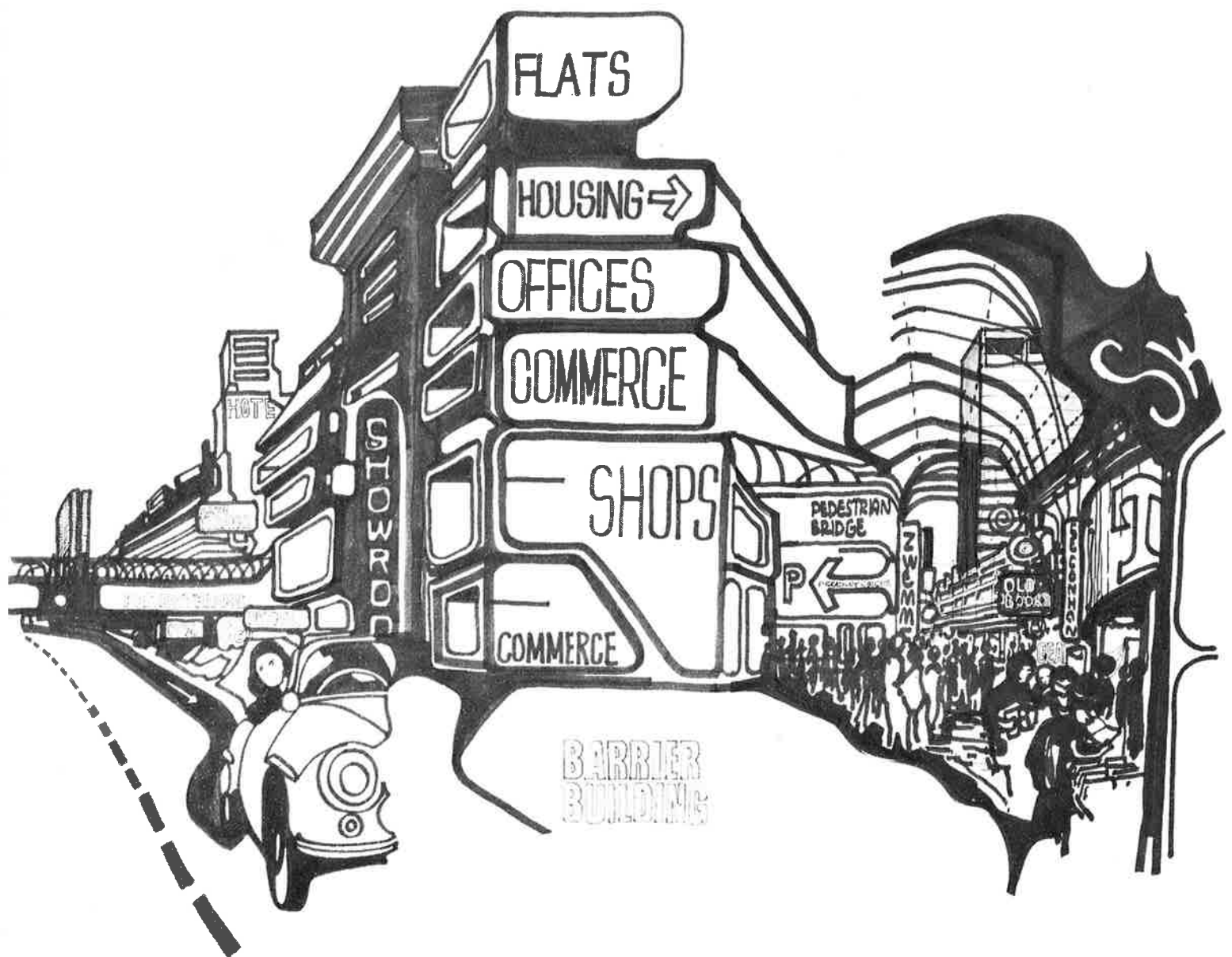


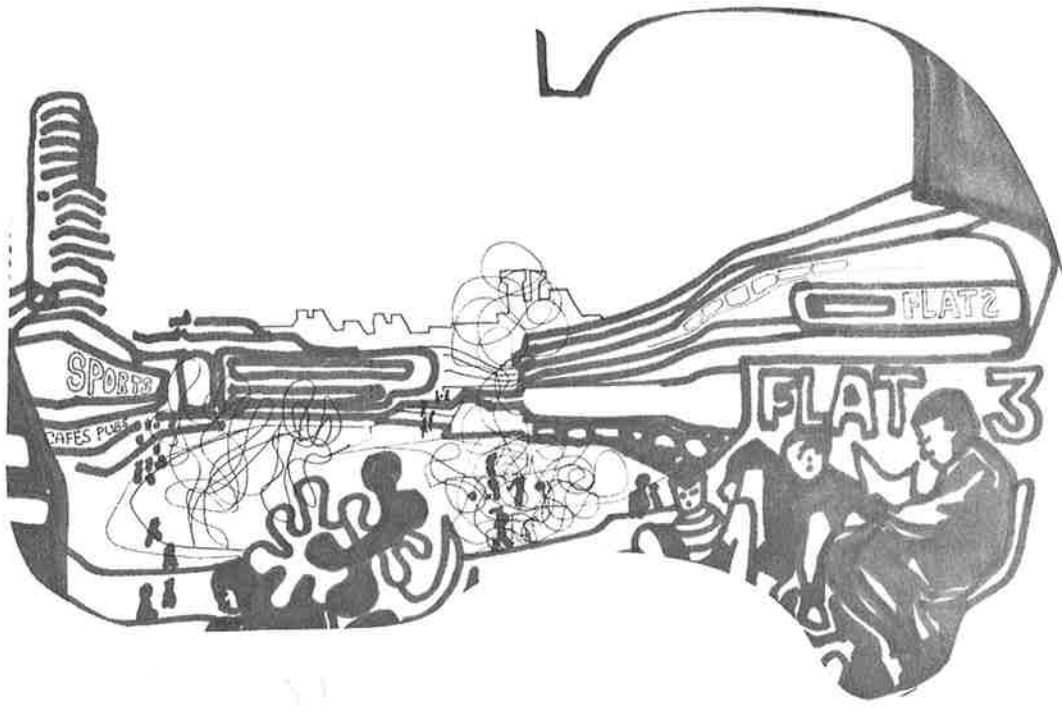
Diagram 36 MAJOR REDEVELOPMENT SEQUENCE
NORTHERN SPINE



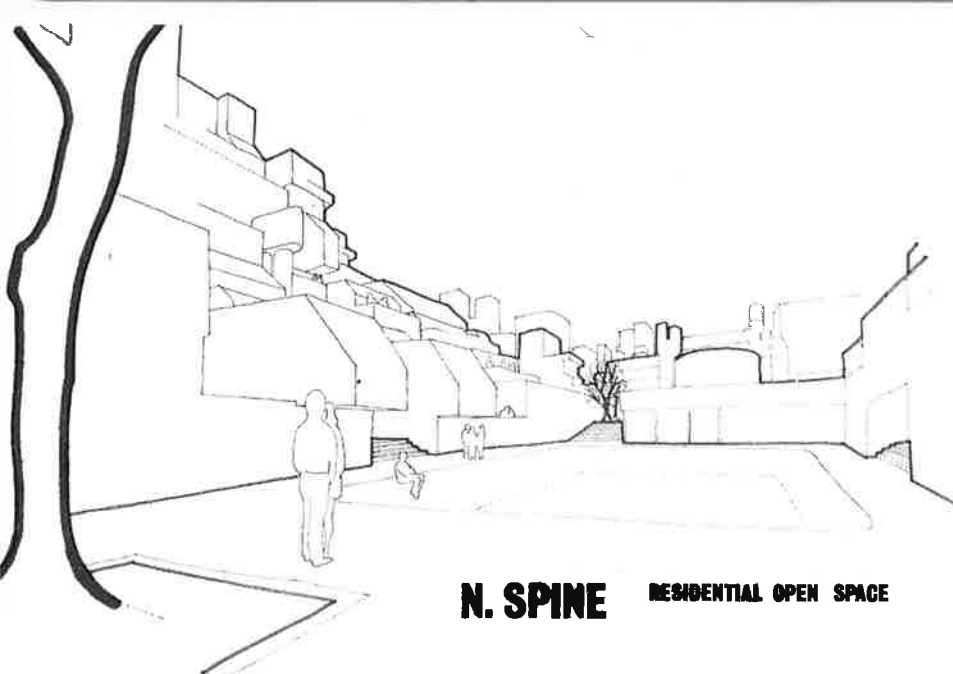
A New Upper Level Covered Place – With Direct Links to Piccadilly Circus



Building along Main Roads designed to exclude Traffic Stress



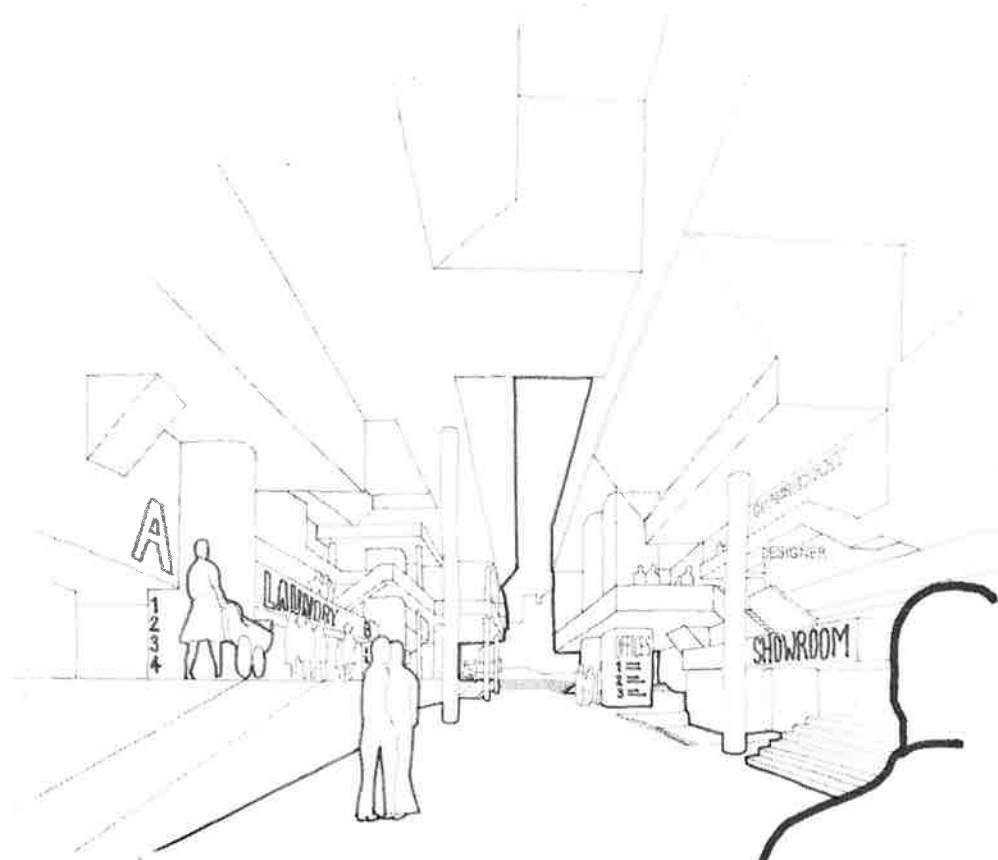
- A New Green Space**
- For Leisure and Recreation
 - For Residents and Visitors
 - As a Setting for Major Public Buildings



N. SPINE RESIDENTIAL OPEN SPACE



DRURY LANE LOCAL NODE
NEW LOCAL SHOPPING CENTRE



PEDESTRIAN STREET

ACCESS TO HOUSING

and the Winter Garden Theatre; close to the western end would be the new Sports Centre and Long Acre open space. Commercial uses would occupy the buffer zone along the northern edge against the main road, providing good conditions for housing facing south. From part of the spine, housing would extend southwards to front onto the major open space.

The Drury Lane Local Node

282. In the Drury Lane area, the spine would be connected with the upper end of a new local node, which would contain a cluster of local shops replacing the old shops now in Drury Lane itself. Some of the shops and other activities would be at the new deck levels, while others, principally those associated with The Winter Garden development, would continue at existing ground level, thus providing continuity of activity as far as the proposed 'Masonic Place' and eventually as far as the Peabody Buildings, and via Broad Court to the Piazza.

283. The 'square' at Masonic Place would be of a local nature, containing cafes, bookstalls and shops etc. and providing a centre of local congregation, suitably landscaped and visually dominated by The Masonic Hall. This 'node', as the diagram illustrates, will be important as a centre for the eastern part of the area, intermediate between Kingsway and the 'heart' of Covent Garden, the Piazza.

other requirements. In this position it would be well placed in relation to the ground level pedestrian streets in the heart of the area, in a zone of minimum vehicular movement where it would be easiest to provide a quiet green area as a welcome contrast to the West End bustle nearby.

285. Its form on the plan indicates the intention that it should have an irregular shape designed to give it the maximum apparent size, with radiating "fingers" extending outwards towards adjoining nodal points through breaks in the surrounding "wall" of (mainly) housing. A wide "finger" for example, would bring the Opera House and piazza area into a real visual relationship with the new Cambridge Circus node. Other "fingers" would extend into crucial points in the pedestrian network - Garrick Street, King Street, St. Martin's Lane and the northern spine.

286. Building forms in the area would reflect the dish surface character of the open space - terraces of housing stepping back from the space, avoiding contact with high buildings, emphasising the size of the space and preventing the dwarfing effects of abrupt contrast. Whilst the space would be extensively planted, it would retain dramatic controlled views between the access "fingers". These "fingers" will be entered from 'gateways'; narrow or low entrances between or under buildings, creating a dramatic contrast, retaining the urban character of the pedestrian streets, and avoiding the compromise inevitable where a gradual transition is attempted.

287. Part of the Long Acre open space could be provided at a very early stage, located as it will be partly on land now used by the market. This would be an immediate asset to the area and one of the easiest means of achieving an important element of the redevelopment plan, which could be of great psychological advantage in getting the whole project off to a good start.

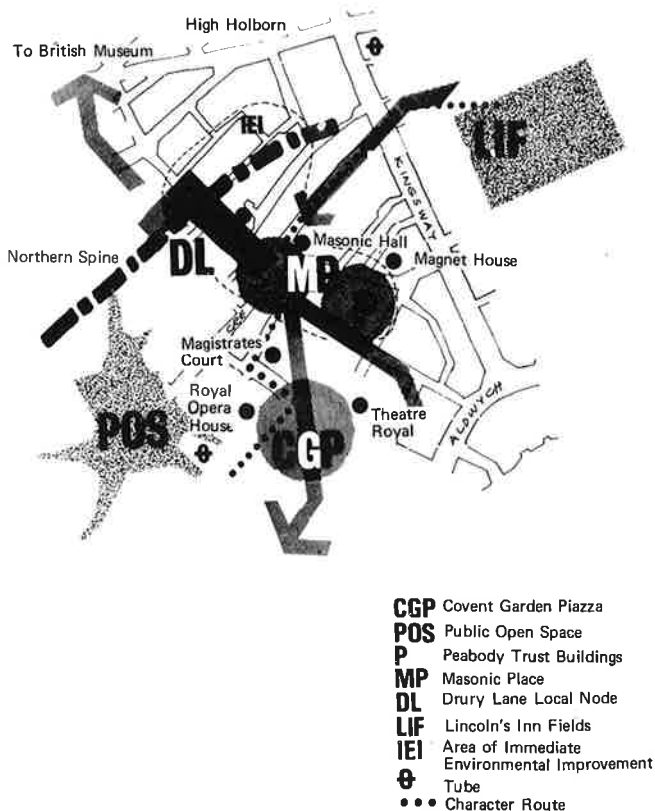


Diagram 37 MAJOR REDEVELOPMENT SEQUENCE THE DRURY LANE LOCAL NODE

7.5 PEDESTRIAN NETWORK

288. A continuous segregated pedestrian network is proposed, achieved partly by the incorporation of sections of routes in redevelopment projects, and partly by the closure of existing streets to vehicular traffic.

289. The system is designed to be linked over the perimeter roads with the pedestrian networks proposed by Camden and the City of London, and with the other major schemes for Piccadilly Circus, Whitehall/Trafalgar Square and the University Precinct.

290. Pedestrian/vehicular segregation inside the area will be almost complete, except that certain special servicing and emergency vehicles will be allowed access to pedestrian streets.

291. The main routes crossing the area can be described as follows:

- (a) Main 'West End Activity' route, from Leicester Square to the Piazza and on to Lincoln's Inn fields.
- (b) Northern Spine route, from Piccadilly Circus to Cambridge Circus and Drury Lane, and on to Holborn.

Long Acre Public Open Space

284. This open space of about 3 acres will occupy a central position in the area, surrounded by mainly housing areas to the north and east, and by the predominantly public activity areas to the west and south. This is the only sizeable site where an area of this size is free of

- (c) 'Line of Character' route, from St. Martin's Lane, along King Street to the Piazza, and on to Great Queen Street.
- (d) St. Martin's Lane route, from Trafalgar Square to Cambridge Circus, and on to Tottenham Court Road.
- (e) Bow Street/Drury Lane route, from Waterloo Bridge to the Piazza and Drury Lane, and on to Bloomsbury Square.
- (f) James Street/Princes Circus route, from the Piazza, along James Street towards Princes Circus and on to the British Museum and University.

Main 'West End Activity' Route

Predominant Characteristics

292. This would be the main route from Leicester Square to the Piazza, through the centre of the high activity zone, giving access to a variety of shopping and entertainment uses, the conference centre and hotels, and the special uses grouped around the Piazza.

Location

293. From ground level in Leicester Square, two parallel routes would rise over Charing Cross Road:

- (a) Through redevelopment block via linked spaces at different levels into St. Martin's Lane;
- (b) Via St. Martin's Place above new road.

The two routes would join in Chandos Place, where there would also be a direct high-level link across the Strand

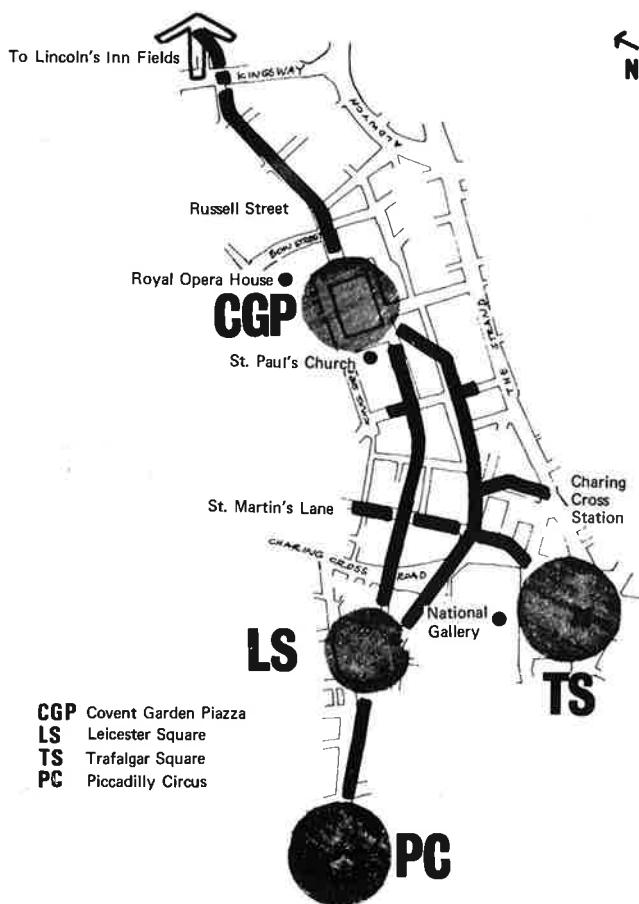


Diagram 38 MAIN "WEST END" ACTIVITY ROUTE

from Charing Cross Station and from the South Bank via Hungerford footbridge. The route would continue at ground level parallel to the Strand, then angle into the Piazza, from which there would be a further continuation past the Theatre Royal, Drury Lane, towards Kingsway. There would be the possibility of an extension eastwards to join the City pedestrian network.

Northern Spine

Predominant Characteristics

294. This would be the main east-west route across the northern part of the area. It would also be the main housing street, leading through the centre of the low activity zone between the Cambridge Circus node and the Drury Lane local centre. Along it would be housing blocks, local shops, schools, cafes and pubs, and suitable small-scale commercial and business activities.

Location

295. From the Cambridge Circus node, this route would run above existing ground level, with a main service road below, roughly parallel to Shorts Gardens, along a series of interconnected minor spaces, to the main local node at Drury Lane. From here, connections would lead north, across High Holborn, to the University precinct, east to Holborn (Kingsway) underground station, and south along Drury Lane. At the Cambridge Circus end, high-level connections would lead directly across Charing Cross Road to the Piccadilly Circus pedestrian deck, and also across Shaftesbury Avenue towards Soho and Tottenham Court Road.

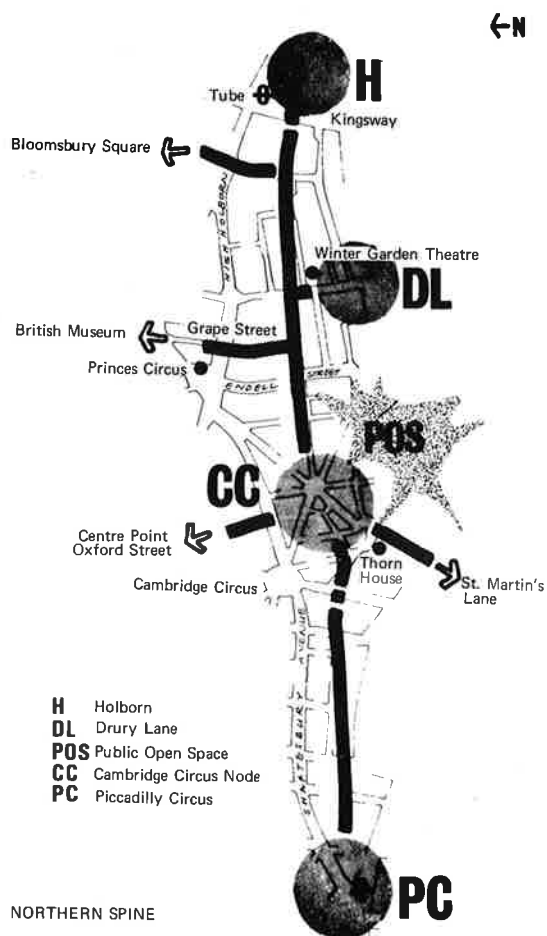
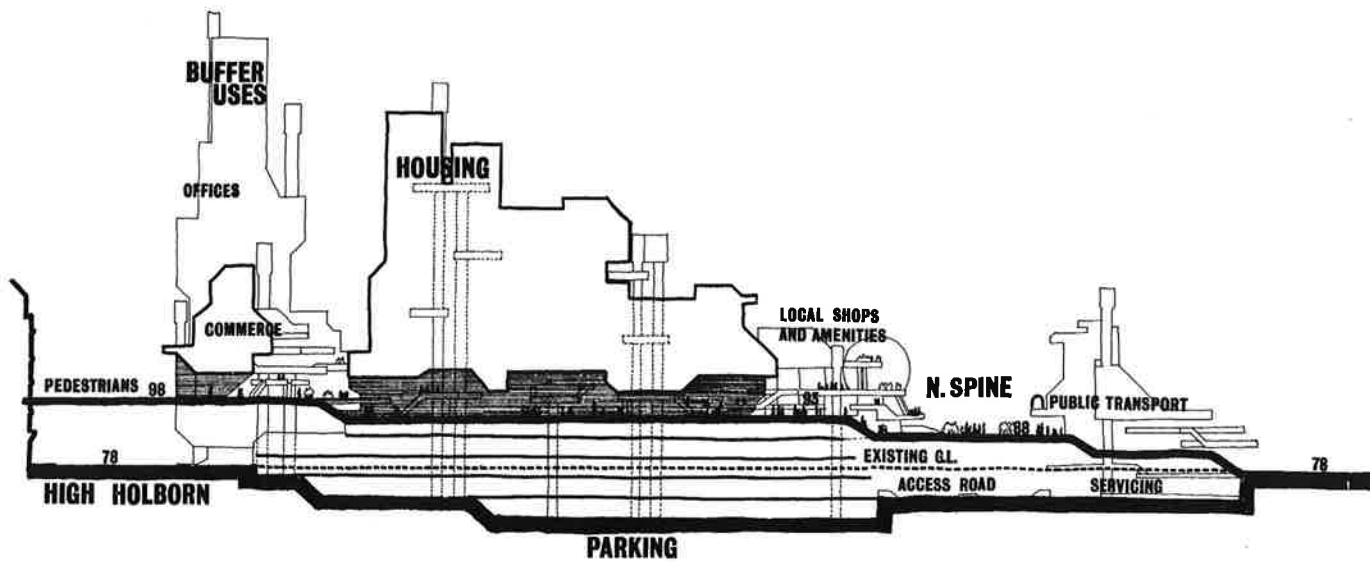
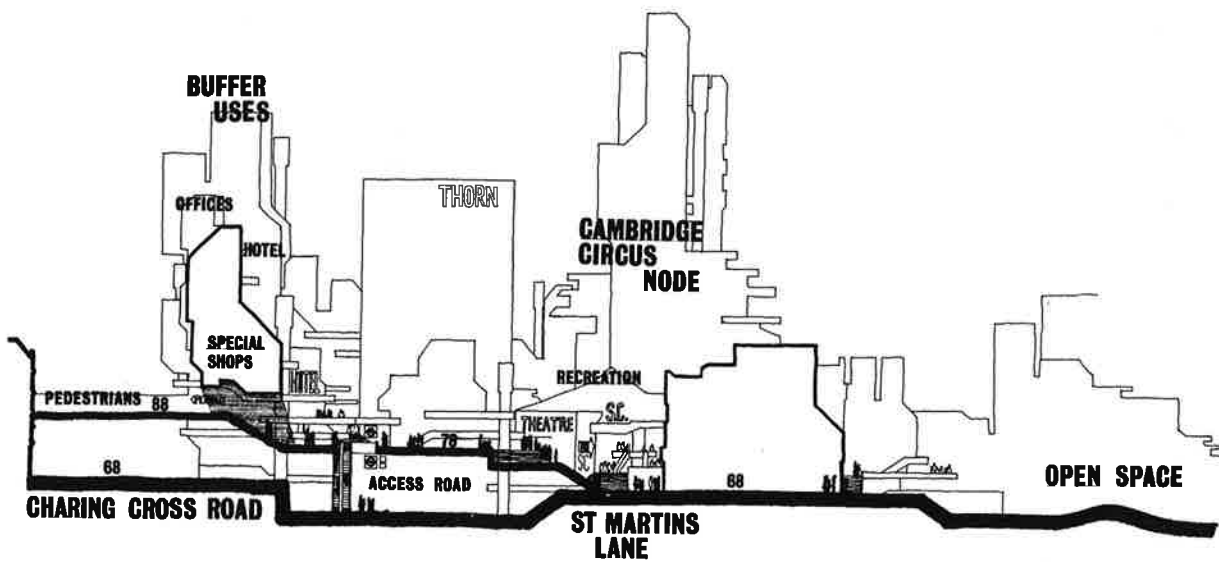


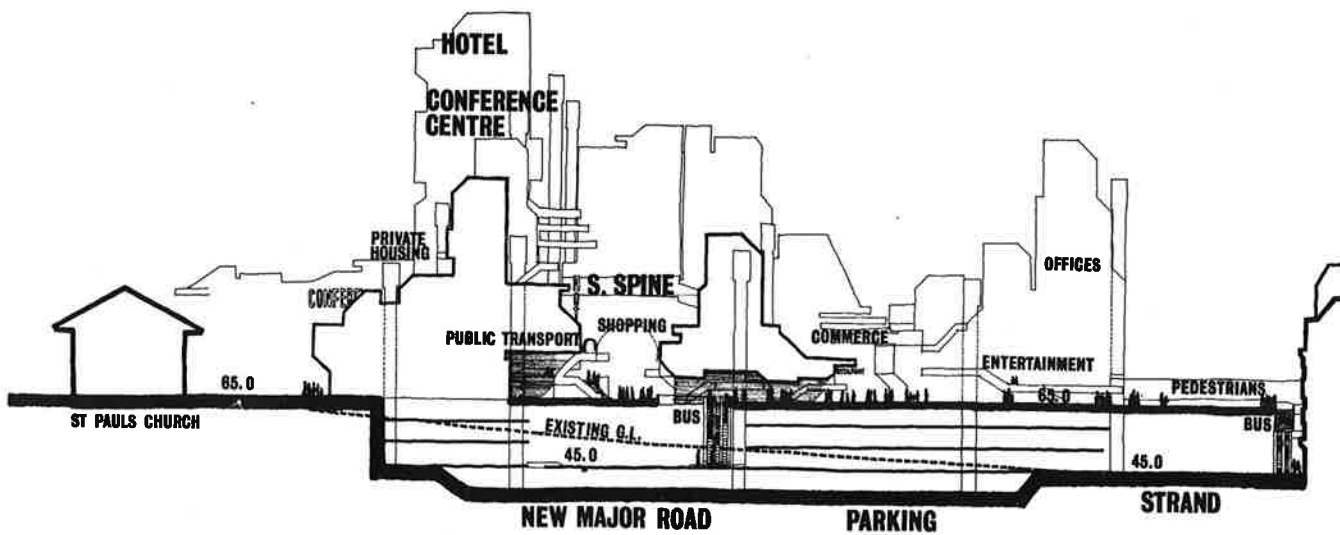
Diagram 39 NORTHERN SPINE



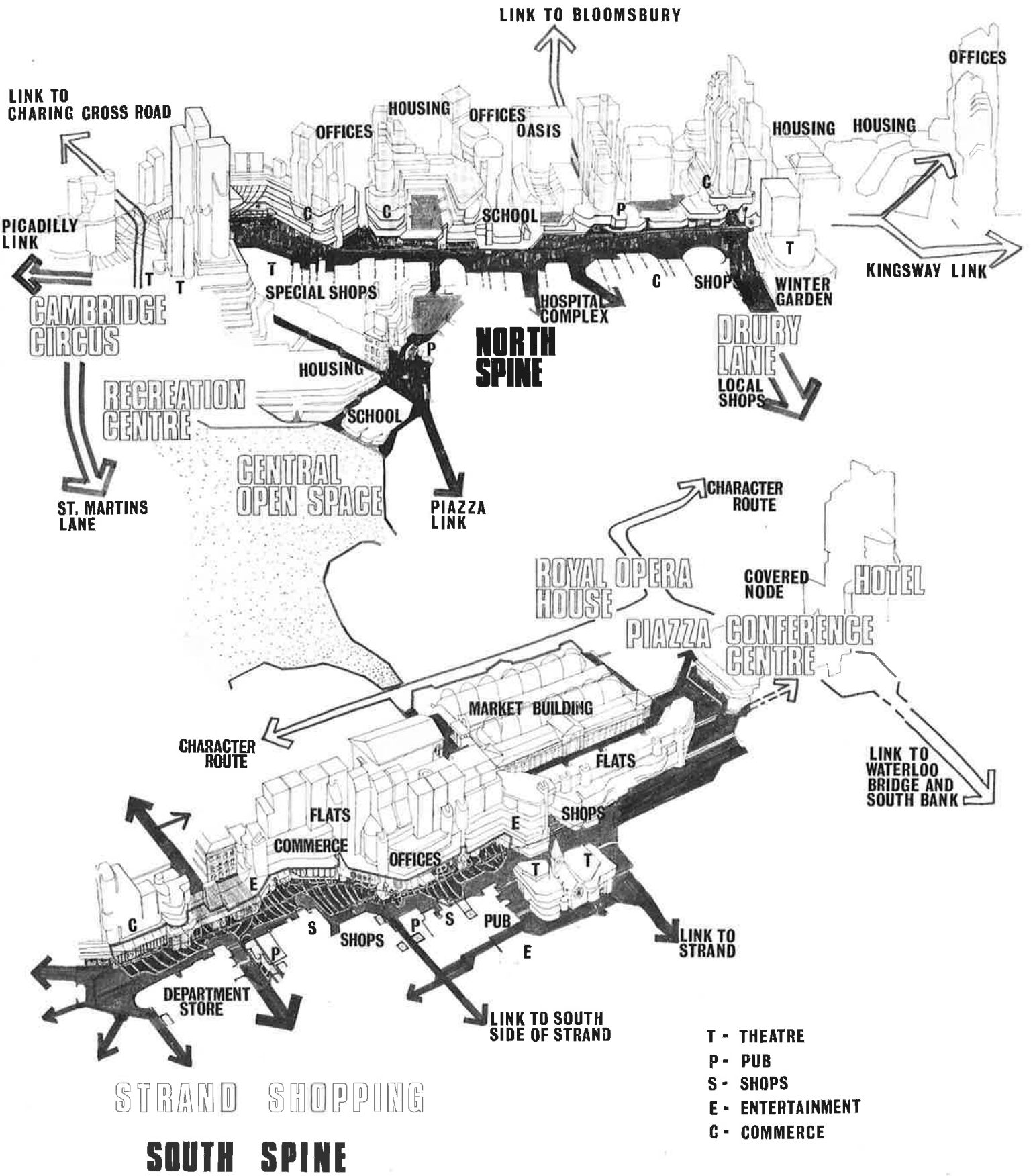
Section through HIGH HOLBORN and N. SPINE



Section through CHARING CROSS ROAD and ST. MARTINS LANE



Section through STRAND and S. SPINE



Major New Pedestrian Routes constructed as Integral Parts of Redevelopment Projects

'Line of Character' Route

Predominant Characteristics

296. This route is already part of the existing spatial structure of the area, linking the most important groups of existing buildings on a roughly east-west line through the centre of the area and across the northern side of the Piazza. The route would traverse a medium activity zone, with essentially local specialised uses including small offices, clubs and associations, professional offices and institutes, publishers, special shops and restaurants.

Location

297. From St. Martin's Lane, along New Row and King Street, to the Piazza, then turning briefly up Bow Street and into Broad Court and along to 'Masonic Place', then along Great Queen Street and across Kingsway to Lincoln's Inn Fields. It would be at ground level throughout (except for the Kingsway crossing) and along existing streets closed to most traffic.

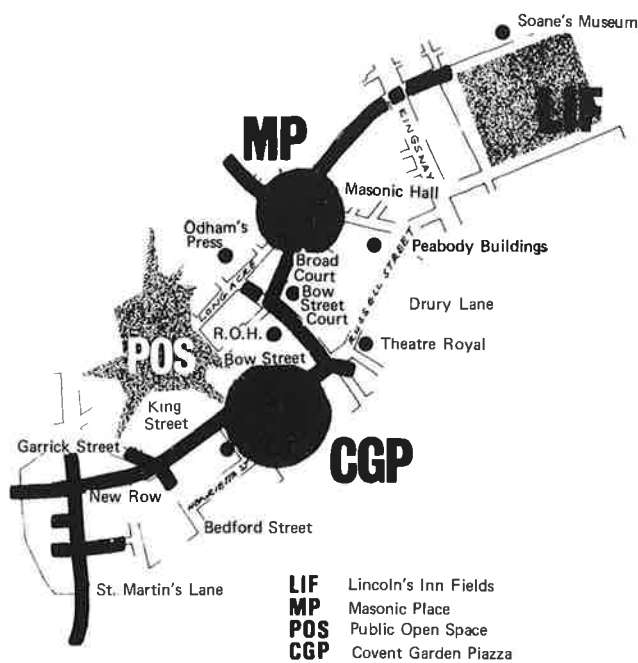


Diagram 40 LINE OF CHARACTER ROUTE

St. Martin's Lane Route

Predominant Characteristics

298. This would be the main north/south route on the west side of the area, linking the public buildings of Trafalgar Square and St. Martin's Place to the south, with the theatres, new recreation centre and related uses at the new Cambridge Circus node to the north. It would provide the main pedestrian access to the band of entertainment uses, theatres, and specialised shopping on the east side of Charing Cross Road.

Location

299. From St. Martin's Place, the route would rise to clear the sunken road, and divide into two parallel routes:

- Along St. Martin's Lane at roughly the existing level and form;
- An upper level route between St. Martin's Lane and Charing Cross Road, running through the centre of a re-

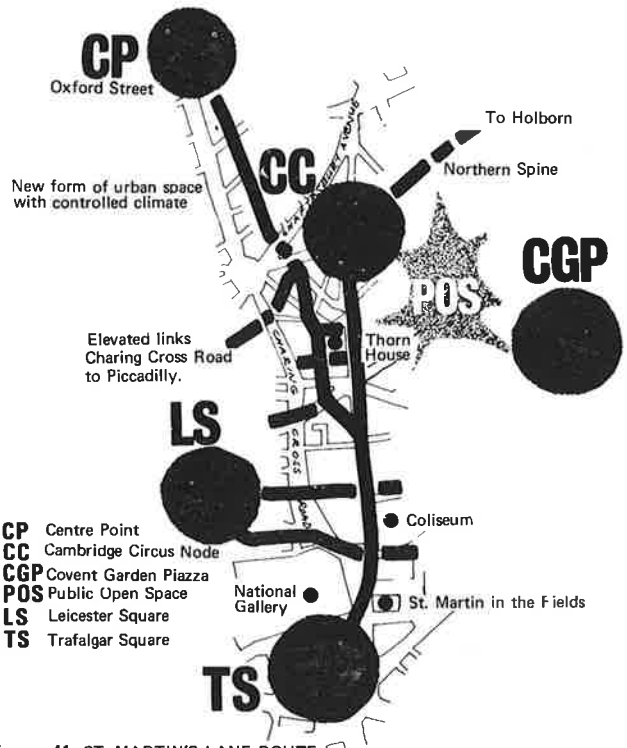


Diagram 41 ST. MARTIN'S LANE ROUTE

development block, with a service road below, and with upper level connections above Charing Cross Road to Leicester Square and to the Gerrard Street block.

The two routes would join again at the new Cambridge Circus node.

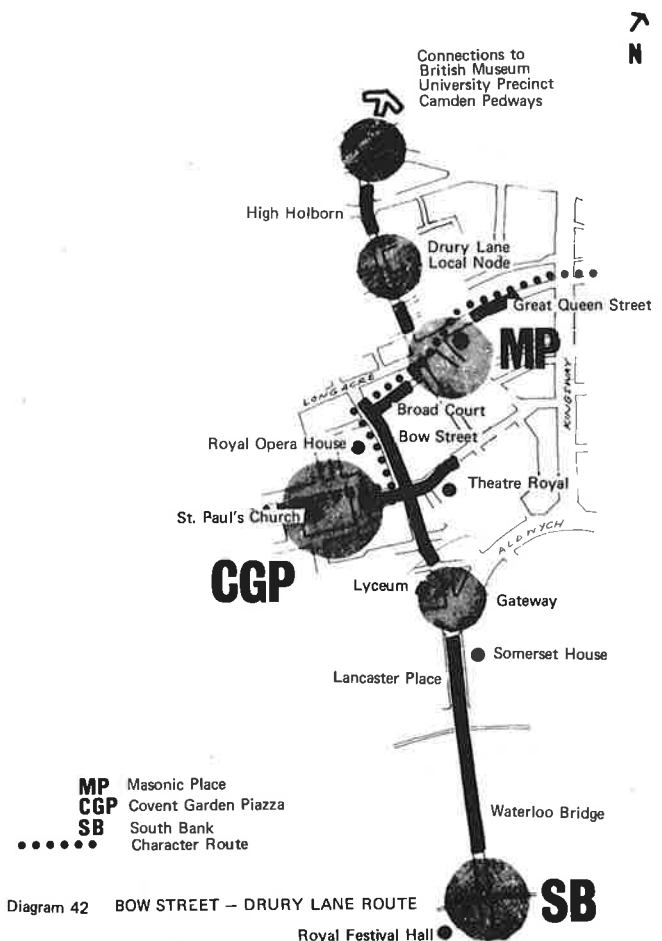


Diagram 42 BOW STREET - DRURY LANE ROUTE

Bow Street/Drury Lane Route

Predominant Characteristics

300. This would be the main north/south route on the eastern side of the area, linking the Piazza with Waterloo Bridge in one direction and with the Northern Spine in the other. Between the Waterloo Bridge 'Gateway' and the Piazza would be the entertainment uses, shopping, etc., typical of this part of the high activity zone; in the middle section would be public buildings, offices, local shops and cafes; in the Drury Lane area, the main local shopping centre, a theatre, housing and schools, and the Oasis swimming baths.

Location

301. From ground level in Lancaster Place, the route would rise onto a deck over the Strand intersection, merging into existing ground level again near the Piazza, remaining at ground level, then following the 'Character' route from Bow Street to the Drury Lane node. There would then be a gradual transition to the higher level of the Northern Spine, from which further links extend across High Holborn into University precinct, eventually connecting with the main Camden pedestrian system.

Piazza/Princes Circus Route

Predominant Characteristics

302. This would be the main north-south route in the centre of the area, leading north from the Piazza, past the Opera House and Covent Garden underground station, close to the new public open space. It would link the lively Piazza with the spacious greenery of the park, passing the printing works and publishing offices, then the housing area along the Northern Spine.

Location

303. From the Piazza at ground level, along James Street, past the underground station and Odhams printing works,

with links down into the open space; rising up to join the upper level street of the Northern Spine, with connections onwards to the British Museum.

7.6 MAIN ROAD FRAMEWORK

Strand - Maiden Lane

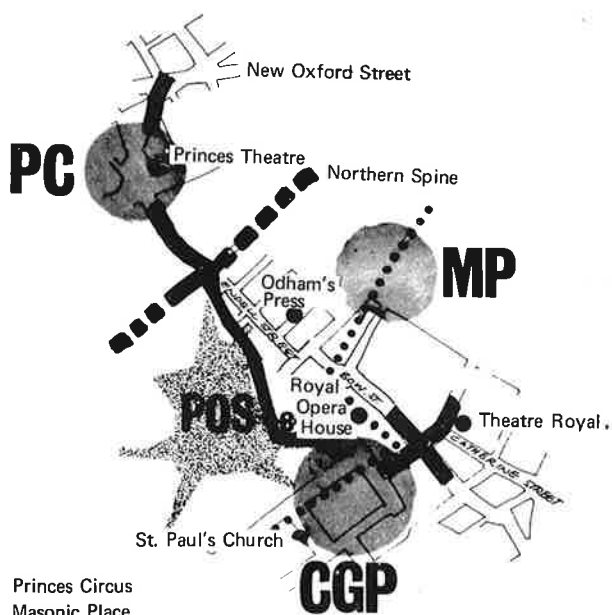
304. A new main road is proposed roughly on the line of the existing Maiden Lane, but at a lower level approximating that of the Strand, instead of above it as at present. The new road would have four lanes one-way only, eastbound, paired with the Strand running westbound only. At the western end, both roads would join a new enlarged gyratory system, taking most traffic clear of Trafalgar Square and with improved connections to the Embankment. At the eastern end, the new road would be linked directly with the existing one-way system along Aldwych. It is estimated that these major improvements and additions to the existing main roads in this vicinity, would increase capacity to the level necessary in relation to the future Central London main distributor road system.

305. As part of the redevelopment carried out in conjunction with the construction of the new road, new pedestrian streets would be built continuing the level of the main piazza and passing freely over Maiden Lane before stepping down gradually towards the Strand. There would be no footpaths along the new road which would be for vehicles only.

Maiden Lane Alternative

306. An alternative to the scheme described above has also been worked out in some detail, based on the construction of a bigger two-way divided road approximately on the line of Maiden Lane, and the conversion of the Strand into a predominantly pedestrian street. Junction arrangements with the Aldwych and Trafalgar Square gyratory systems would be the same as for the other scheme, but away from the junctions the west-bound road would swing northwards away from the Strand to run parallel to the east-bound road for most of its length. The pedestrian level would be the same as in the other scheme, but in this case pedestrians could pass freely over both roads and could thus walk uninterrupted by traffic from the piazza almost to the river. Others whose most direct route is along the Strand itself, would have the advantage of much pleasanter conditions free of traffic noise and danger. The form of the Strand would need to be changed to a more appropriate pedestrian scale, which would permit a useful extension of the too-shallow shops on the south side, and could produce a fine new promenade which could still be used as the historic processional route to the City. There would be a broad link in the form of stepped pedestrian squares leading up from the Strand into the piazza.

307. In terms of road costs alone, under the present system of road grants, this alternative would be financially the less attractive, however the balance in terms of overall costs and returns would not necessarily be the same. The relative advantages of the two alternative schemes need to be examined more thoroughly in terms of comparative cost and environmental and civic design factors; a cost-benefit study has therefore been organised for this purpose.



- PC** Princes Circus
- MP** Masonic Place
- POS** Public Open Space
- CGP** Covent Garden Piazza
- ⊕** Tube Station
- Character Route

Diagram 43 PIAZZA - PRINCES CIRCUS ROUTE

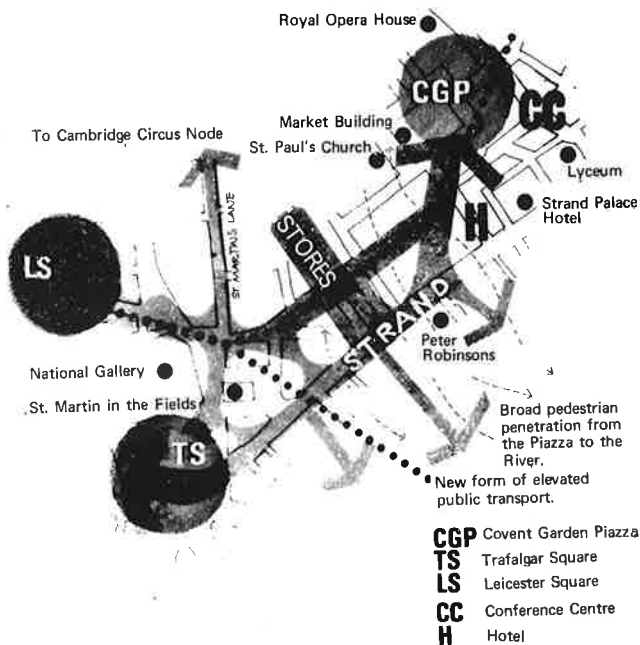


Diagram 44 MAIDEN LANE ALTERNATIVE

Charing Cross Road and Shaftesbury Avenue

308. It is proposed that these roads should be widened as necessary, mainly on the Covent Garden side, taking advantage of redevelopment opportunities that exist along almost their entire length. Dependent on whether they are to be one-way or two-way roads in the future, the widening may not need to be very great, but in any case, what is necessary can probably be achieved with as little difficulty as can be expected in a central area. Comprehensive redevelopment will provide the possibility of phasing the redevelopment of frontage lands so as to gain the maximum benefit from the road improvements in the shortest possible time. An important benefit within the area will be the closing of the Monmouth Street - St. Martin's Lane route to through traffic, and the consequent simplification of the St. Martin's Place junction which will be necessary as part of the Trafalgar Square improvements.

Kingsway

309. It is proposed that a route to the west of, and roughly parallel to, Kingsway should be reserved and safeguarded for a south-north road to provide additional capacity for through traffic, but that all possible measures should be taken first to increase the capacity of Kingsway itself.

7.7 INTERNAL ROAD SYSTEM

310. The proposed internal distributor road system is designed to provide efficiently for trips with one end or both ends within the area, but to exclude extraneous traffic. The system is based upon two main service road spines, constructed as part of phased linear redevelopment across the northern and southern parts of the area. These

are linked by North-South service roads close to Charing Cross and Kingsway, so that trips within the area can be made without using the main perimeter roads whose primary purpose is to carry longer non-local trips. The only "through" vehicles would be buses running along the northern "spine". The system is organised in such a way that the intensity of vehicular movement is greatest towards the edges of the area close to the main perimeter roads, decreasing rapidly towards the centre of the area where the new public open space is proposed, and where pedestrian movement will be at the existing ground level. This arrangement corresponds with the land use and environmental zoning patterns, which provide for the major traffic generators to be located towards the edge of the area.

311. The system is designed to facilitate the development of a "managed servicing" system for goods deliveries, which could be organised and managed by the Consortium, based initially on centralised storage and distribution depots serving large blocks of co-ordinated development adjoining the main internal routes. This is a principle that would be a logical extension of current trends, and could have great advantages in terms of making central area deliveries more efficient and regulating delivery times to avoid the peak congestion of the main roads. If successful, the system could be extended to serve other buildings in the area located away from the main servicing spines, using electric vehicles for routine deliveries from the distribution depots. Each stage would contribute toward a gradual reduction of unnecessary road traffic and improvement of environmental conditions within the area.

312. Local deliveries and servicing, such as milk delivery, refuse collection, etc., in areas away from the servicing routes would use pedestrian routes if necessary, operating with special vehicles. Existing car parks and buildings requiring direct vehicle access (e.g. theatres, Odhams Press, Telephone Exchange, Magistrate's Court, etc.) would be reached by spur or loop roads off the main local distributor system. Emergency services, including police and fire fighting equipment, would have access to all internal roads and to pedestrian streets at ground level, which together give direct access to all parts of the area.

Northern Distributor Road 'Spine'

313.

Form:

This spine would take the form of paired complementary one-way roads, with frequent links and additional spur and loop roads to permit essential direct access to existing buildings and to major new projects.

Entrances:

Newton Street, Princes Circus, Cambridge Circus.

Exits:

Newton Street, Drury Lane, Shaftesbury Avenue, Charing Cross Road.

Servicing:

A unified managed system is proposed, administered by a public body, using communal loading bays within each redevelopment unit. Private loading facilities for individual users would also be possible, together with privately managed systems for co-ordinated individual private projects. There would also be access over pedestrian ways for special delivery and emergency vehicles.

Car Parking:

Residential and non-residential car parking would be segregated, by siting or level, to facilitate administration and

control traffic attraction. Residential parking access would be related to the vertical circulation of individual housing clusters.

Bus Stops:

Bus laybys could be provided at convenient points on the system, related to Cambridge Circus new node, Drury Lane local node, and the link to Holborn and Bloomsbury. Bus stops would be positioned to share escalator facilities with other transport uses.

Taxi Ranks:

These would be sited at Cambridge Circus new node, and at Drury Lane. Special areas for taxis to pick up or set down passengers would also be provided off the main distributor roads as required, in particular to give access to special buildings such as the Royal Opera House.

Level:

The distributor road would be normally between existing ground level, and minus 10 feet. Pedestrian deck level would permit the necessary headroom for large vehicles and buses. This would, in addition, allow for two or more levels of car parking.

Location:

At pedestrian level, the northern spine route throughout its length would be closely related to the distributor road. Access points to bus stops, taxi ranks and car parks would be directly from the linked pedestrian spaces. Vertical circulation to housing and other uses at high level would penetrate to servicing level to allow direct lift access.

Southern Distributor Road 'Spine'

314.

Form:

The form of the Southern Spine would be service roads running eastwards on each side of the new low level Maiden Lane. The internal service road would connect at its western end with the southward link from the northern distributor road. At its eastern end it would join the new Kingsway relief road to form the northbound link with the northern system. The external service road would serve the Strand frontage block.

Entrances:

North of Maiden Lane - from the northern spine link from Maiden Lane.
South of Maiden Lane - from the Strand from Maiden Lane.

Exits:

North - to the northern spine link to Maiden Lane.
South - to the Strand to Maiden Lane

Provision in the layout would be made for links between the two service roads for certain types of vehicles, either by tunnels or by the extension of car parking decks beneath the through road.

Servicing:

The uses and likely redevelopment agency pattern in this area favour the adoption of a system of co-ordinated individual projects. Privately operated systems of managed servicing would be used within each, with access to the internal distributor roads. This would not differ from the present common practice in large redevelopments, except in the situation and level of the service road. Special arrangements involving public participation would be necessary to achieve the route at an early stage. Individual loading bays for major shops and other uses are possible

within the framework; smaller units would be served as part of managed systems, using remotely situated grouped storage or mechanical handling methods.

Car Parking:

Several levels of car parking would be located at basement level. Major car parks would be under the Piazza and closely related to the extended Royal Opera House. A multi-storey park would be provided between the Theatre Royal, Drury Lane, and the Waldorf Hotel. Elsewhere, parking facilities would be integrated into individual projects with co-ordinated levels and access.

Bus Stops:

Eastbound buses would use Maiden Lane, off-street bus bays with shared escalators being provided at each end and intermediate points. These would be related to main pedestrian attractions - shopping, stores, Charing Cross Station, and the Piazza. A bus loop around South Africa House is suggested as part of the traffic circulation at that point, providing space for several routes.

Taxis:

Ranks could be sited near the major hotel groups, the conference centre, theatre groups and shopping areas. Taxis would penetrate under the Piazza to serve the Opera House at basement concourse level.

Level:

This Maiden Lane section of the area would become a complex multi-level area, with the maximum utilisation of land. At lowest level would be car parking, links under the road, and some servicing facilities. Intermediate level (about 40.45 a.s.l.), would contain the main servicing roads, car parks and Maiden Lane itself. Depending upon actual location, additional car parking decks could be inserted below the pedestrian level.

Location:

The main southern pedestrian spine route would be located over Maiden Lane, and would thus correspondingly serve the bus stops, taxi points and car park exits. As in the northern pedestrian spine, it would consist of linked pedestrian squares, reflecting in size and form the activity and use pattern with vertical circulation serving all levels.

Link Roads - Western Side

315. A section of service road, parallel to Charing Cross Road, with associated servicing and parking at basement level, would link the two systems. In general form and layout it would resemble the northern spine. Implementation is likely to be as a series of privately developed projects involving some public participation. Entrances and exits would be from Charing Cross Road, with direct access across into Newport Place area.

Eastern Side

316. Because of the greater amount of land occupied by buildings to be retained either indefinitely or until the later stages of redevelopment, it is more difficult to establish a satisfactory route on this side of the area. If a through route is constructed to take some of the load off Kingsway, this could also serve as part of the internal system, linking the southern and northern spines, although in traffic terms it would be better to separate internal and through traffic movements.

Alternatively, for internal movements, Kean Street and Wild Street could be used together with Great Queen Street and Newton Street with Drury Lane also being used in the

earlier stages. More work needs to be done on this route in relation to phasing and the detailed form of redevelopment before deciding on the form and alignment which would best satisfy both traffic and environmental requirements. The lack of definition at this stage reflects the later staging of redevelopment along much of this route.

7.8 PUBLIC TRANSPORT

Underground Railway

317. There are at present no plans for new lines through the area but the Strand station on the proposed new Fleet Line will give improved access to Covent Garden. Increased usage of Covent Garden station can be expected with the new use pattern. As part of the design of the pedestrian network, better access will be provided to the stations serving the area.

Bus

318. Our draft proposals provide for buses continuing to use mainly the perimeter roads, with, in addition, a route along the northern internal spine road. This would give a greatly improved spread of bus services through this part of the central area. Buses using the perimeter, where pairing of roads inside the area has taken place, will similarly improve the route coverage. Bus stopping lanes will be provided off the main carriageways, closely related to main attractions and groups of uses. A special bus route would be necessary to bring east-bound buses close to Charing Cross Station.

Taxis

319. Taxis will be able to use the internal servicing system to reach all parts of the vehicular influence areas. Special stopping points and ranks will be located close to major nodes - attractions such as theatres and public buildings, and at points off the perimeter roads. The provision of weather protection to pedestrian routes should maintain the present convenience offered by the taxis' door-to-door potential.

Corridors for New Form of Public Transport

320. Routes are designated in the plan along which it might be possible eventually to construct an elevated local movement system as the first stage of a new system which could be extended to other parts of the central area. Such a system would not present the barrier to free pedestrian movement inherent in other systems such as the traveler and moving pavement. The high density of pedestrian movement favours its experimental use in the central area. Such elevated routes would provide a new structural element influencing urban form, and the additional dimension added to sightseeing, could create a major tourist attraction. From our preliminary studies certain routes emerged as likely paths for a local movement system which would cross the Covent Garden area. In the draft proposals, therefore, 'corridors' have been defined along the main structure lines of development to allow the ultimate installation of sections of such a system serving Central London as a whole. Within the area, these routes have been located so as to be closely integrated with the main pedestrian streets, in many cases running along them:

(a) *West End - South Bank/Waterloo*. This route would run from Leicester Square (station) to St. Martin's Place and William IV Street (station), then along the Southern spine route to the Piazza (station); from there to the South Bank. A branch might run northwards via Masonic Place and Drury Lane to Holborn.

(b) *Tottenham Court Road - Waterloo*. This route could run South from Centre Point (station) via pedestrian route to Cambridge Circus new node (station), where it could penetrate the covered area at high level and play an important part in the composition of the space. Then on to New Row (station), St. Martin's Place (station), Charing Cross (station), and via Hungerford Bridge to Waterloo.

(c) *Piccadilly - Holborn*. This route would enter the area at Cambridge Circus new node (station) and then run along the northern spine route (station at Bloomsbury link intersection), to connect with the Drury Lane route (station) and continue to Holborn.

321. These 'corridors' are necessarily tentative, both in location and form, and must remain so until the possibilities of new forms of urban transport have been more fully examined. At this stage all that can be done is to create an opportunity.

7.9 CONCEPTS OF URBAN FORM

322. The ultimate plan will, as an integral part of the urban structure, lay down a broad three dimensional form for the area. This involves the consideration of urban form on two planes. Firstly, there must be an overall three dimensional concept for the area as a whole, dealing broadly with the heights, shapes, and siting of major building groups. Secondly, there must be detailed study of individual urban spaces to enable detailed planning briefs to be prepared for individual sites within the framework of the plan.

323. In this first report, it is too early to do more than indicate the main objectives for the area as a whole. These are as follows:

(a) The delineation and enclosure of routes and sequences. Building blocks determine the proportions of pedestrian spaces. They emphasise and control views, higher groupings and distinctive forms identify nodes and major places.

(b) Expression of the lines of movement - vehicular and public transport in the form of buildings. The structural discipline for upper levels is determined by the layout of the vehicular level, and its associated vertical circulation systems. These form an extremely strong visual element, whose repetition emphasises the urban structure.

(c) The use of visual gateways to provide views into the area, allowing links with major elements inside Covent Garden.

(d) Use to full advantage of external landmarks, as seen from inside the area, with controlled glimpses of reference points - the river and major central London features.

(e) High buildings location policy: used to heighten dramatic situations and episodes, create landmarks and provide contrast.

Chapter 8 Implementation

-
- 8.1 Development by Different Organisations
 - 8.2 Financial Appraisal
 - 8.3 Phasing
 - 8.4 Continuity of Planning and Redevelopment
-

8.1 DEVELOPMENT BY DIFFERENT ORGANISATION

324. The draft plan provides for redevelopment by a variety of organisations, both public and private, as is appropriate in relation to the range of future uses and the present pattern of land ownership. There are some sites where it is clear that redevelopment can be carried out by the existing landowner for the appropriate future uses, in a form to fit the future pattern of buildings and streets, and at a suitable time in relation to overall phasing. There are other sites where redevelopment must be by the consortium local authorities, for example, for new public buildings, open space and public housing. There are also developments by other public bodies, for example, University buildings, telephone exchange, and extensions to the Royal Opera House.

325. In addition to these cases where there is an obvious single developer, there are many other sites where joint action by a number of different interests may be necessary in order to achieve the most successful combination of uses, or in order to overcome the present fragmentation of ownership. In some cases it may be necessary for the consortium to assemble a large site, which can then be used for partly private and partly public development including, for example, a major piece of the new road system and pedestrian network. In other cases, private interests may be able to do the necessary site assembly themselves, and any public participation may be arranged by agreement with the private developers.

326. There are examples of redevelopment in the Central Area, some in the Covent Garden area, of almost all of these approaches. If the redevelopment of the area is to be carried out successfully in a reasonably short period of time, serving realistically a wide range of private and public objectives, it will be necessary to draw on the maximum number of sources for both capital and initiative. In practice, this will probably mean using many different combinations, with the Consortium developing appropriate machinery for encouraging and assisting joint action by different bodies whose interests may be usefully combined.

327. There appears to exist in Covent Garden a good opportunity to further develop the concept of Local Authority - private enterprise partnership, into new forms of development agency. One possibility would be the formation of 'ad hoc' development companies consisting of a consortium of landowners, the Covent Garden consortium and commercial developers, to develop major projects. Holdings in the company could be allotted in proportion to the land or other assets contributed by the participants. There appears to be a good opportunity in the Covent Garden area for the Consortium to take the initiative in developing such a working partnership between public and private enterprise as an efficient method for achieving the maximum benefit in an economical way. The Consortium or its individual members may require additional statutory powers to participate in such arrangements.

328. Throughout the preparation of the plan, these factors affecting implementation have been taken into account, especially in the balance of different uses proposed, and in the locations of different uses within the area. A determined effort has been made to provide the most suitable conditions for both private and public development, especially in terms of the location of uses and phasing of development - both of particular importance if there is to be a successful transition to a new pattern of development.

329. We have attempted to provide the maximum incentive for private developers by taking into account the redevelopment plans of existing owners and businesses, by the concentration of complementary uses (e.g. shopping, entertainment, conference centre and hotels) close to each other and close to similar existing uses, and by a new movement pattern (service roads, public transport, pedestrian routes) to give maximum public access to them.

330. The proposals for public development take into account present public ownership and availability of market lands, the use of low-value areas less desirable for private development, and the importance of keeping public acquisition to the minimum necessary for the achievement of the major objectives.

8.2 FINANCIAL APPRAISAL

Introduction

331. An intensive financial appraisal has been made, during the course of which the draft plan has undergone a series of amendments in order to improve its financial viability. In this way, the appraisal has been used as an integral part of the planning process and has had an important influence on the plan as it now stands. The major changes have been in the amounts of land uses proposed. The total amount of new floor space and the proportions of the more profitable uses have been increased. In addition, the total acquisition cost has been reduced by postponing the redevelopment of some particularly costly sites thus reducing the area proposed for redevelopment during the 15-year period of the plan. The changes do not go beyond the limits set by the basic planning brief and have not necessitated major changes in the design objectives or in the main physical framework of the plan.

332. The results are summarized below, with comments as to the practical implications for the various bodies likely to undertake development in the area. These results are directly related to the assumptions used, which are also summarized together with comments as to how possible changes in the basic assumptions would affect the results.

333. All the figures are necessarily broad estimates at this stage, but they have been carefully calculated, with a deliberately conservative approach against over-optimistic results. The total amounts involved are not considered unduly large in relation to the resources of the various redevelopment bodies involved, and the resultant public benefit and private profit appear to justify the investment proposed.

334. The costs to the local authorities of basic site works including open space are considered to be low in relation to the scale of the public improvements involved in the redevelopment of this major area. The costs of specific local authority developments (housing, sports centre, public library, public car parks) are high but less than they might be on alternative sites in the central area because of the savings on site costs possible through mixed uses on individual sites in a large comprehensive scheme. The total cost of private developments is a big sum but this is mainly for projects that might well be done in any case, and the returns on private investment indicate a reasonable incentive for raising the necessary capital.

335. Generally speaking, the aim has been to reduce as far as possible the initial capital costs which would fall on the local authorities. However, there is a limit below which the obligation cannot be reduced, given the objective to carry out comprehensive redevelopment in this part of London. This limit has been decided by practical implementation factors, that is, the blocks of land which it would be essential for the Consortium to acquire in order to pool established ownerships, close streets which do not conform with the planning layout and secure multi-use development. If less land were initially acquired then it is likely that comprehensive redevelopment would not be practicable, and certainly no scheme on the lines of the Draft Plan Report could be realisable. Alternatively, if slightly more land were initially acquired, the net public costs could be further reduced by increasing the Consortium share of the profits resulting from the planning improvements.

Total Costs

336. The figures are indicative only at this stage, but the total estimated investment envisaged is:

	Land £m	Works £m	Total £m	Main Uses
Private developers	55	48	103	Offices, commerce housing & part of the conference centre (75%)
Local authorities Westminster CC	4	6	10	Housing, library, car parks, principal roads, and commercial development.
LB of Camden	2	5	7	Housing, car parking, shops.
GLC & ILEA	½	½	1	Metropolitan roads and schools
Consortium (GLC 50% Westminster 35% Camden 15%)	3	8	11	Sports centre, public open space part of conference centre (25%) and commercial development.
	9½	19½	29	
Government Developments	1½	6	7½	Hospital and Theatre centre.
Housing Societies	½	1	1½	Housing.
	66½	74½	141	

Land Costs and Values

337. Taking the scheme as a whole, the total cost of acquiring and preparing sites for redevelopment (£71½ million, including £10 million worth of land already owned by the local authorities) is roughly equal to the capital value of these sites for the redevelopment proposed (£71 million). Whilst the lands to be redeveloped by private bodies show an excess of value over cost, the lands for redevelopment by the local authorities show an excess of cost over value of about £3 million. However, the local authority costs include all roads and pedestrian ways, public utility diversions and new mains and the laying out of the new public open space and also the current market value (£10 million) of the lands they already own.

338. The foregoing costs do not include interest charges on lands costs pending their becoming remunerative which could cost the local authorities as much as £6 million. On the other hand, the local authority developments incorporate some commercial uses on which a reasonable return can be expected. In addition, no allowance has been made for the probable increase in rateable values which might ultimately be appreciable.

Local Authority Services and Total Expenditure

339. The cost of land in this part of the central area is inevitably high and the provision of local authority services on it will involve higher than normal commitments on rate account unless site costs can be partly offset against commercial development. One of the most important findings of the financial appraisal is that in the Draft Plan this offsetting has reduced site costs for local authority services, particularly housing, to a level that makes their provision practicable.

340. In addition to the local authority housing, the site costs for public car parks, schools and the sports centre are much less than would normally be expected in such an area.

341. The Councils' total for both land and construction is estimated to be about £29 m. (£9.5m. for land and £19.5m. for construction). The main items of new construction are given in paragraph 336 above including about £8m. for shops, offices and other incidental commercial uses which, would be incorporated in the Councils' own developments and could be disposed of to private interests.

342. *Grants* - The normal housing subsidies will be payable provided individual schemes are agreed in due course with the Ministry of Housing and Local Government. Expenditure on providing principal roads will rank for 75% capital grant from the Ministry of Transport. The scheme would be eligible for consideration for planning grant under the Local Government Act, 1966, in competition with other redevelopment schemes in Greater London; such grant, if paid, would amount to 50% of the loan charges on any loss (including interest charges during land assembly) to the Councils in connection with the acquisition and preparation of land for redevelopment.

343. As the scheme progresses, more work will be needed on possible ways of achieving further improvements in the financial results in the same way that improvements in the physical plan itself must be constantly sought. The important thing to establish at this stage is that the plan as now drafted is sufficiently sound in financial terms to be a good basis for the detailed discussions which will be an essential part of the next stage.

8.3 PHASING

344. Phasing studies presented as part of a draft plan must of necessity, be subject to many qualifications and possible revisions. The basic phasing in Fig. 20 is intended to suggest a logical sequence of redevelopment, leading to the realisation of the plan's main aims. The definition, timing and sequence of redevelopment sites have been derived from:

- (a) The application of objectives described in Chapters 5 and 6;
- (b) The pattern of redevelopment opportunity and incentive emerging from the surveys;
- (c) The series of preliminary exploratory meetings held with potential developers and existing owners.

(d) The need to achieve a reasonably balanced pattern of annual expenditure over the redevelopment period.

Our assessment, therefore, whilst in some cases based on firm intentions, is for the major part a preliminary view of what appears to be a feasible redevelopment pattern. It is meant to be used as a basis for reevaluation in future special studies, and for economic and financial exercises.

345. Broadly, the phasing studies cover a 15 year redevelopment period. This is as far ahead as we can see in terms of known redevelopment needs and intentions, and is about as long as may be needed to complete some of the major projects. It must be anticipated that this plan will, in fact, be the impetus for a continuing redevelopment cycle, increasing in tempo if present trends for shorter economic lives for buildings and uses continue. Possible dates are indicated but will, in practice, depend on factors which are uncertain at this stage. It is the redevelopment sequence that must be established first, in order to clarify priorities and ensure continuity.

346. One basic objective in the phasing study has been to evolve a pattern where each individual project, whilst making its contribution towards the achievement of the overall road or pedestrian network, forms in itself a complete and viable unit. This is particularly important where new levels are proposed. Vital links in the networks can be achieved early in areas of urgent redevelopment need or incentive, and these could establish the new pattern at an early date if extended quickly by careful phasing. Each project would contribute its own addition, producing a significant step toward the realisation of the whole.

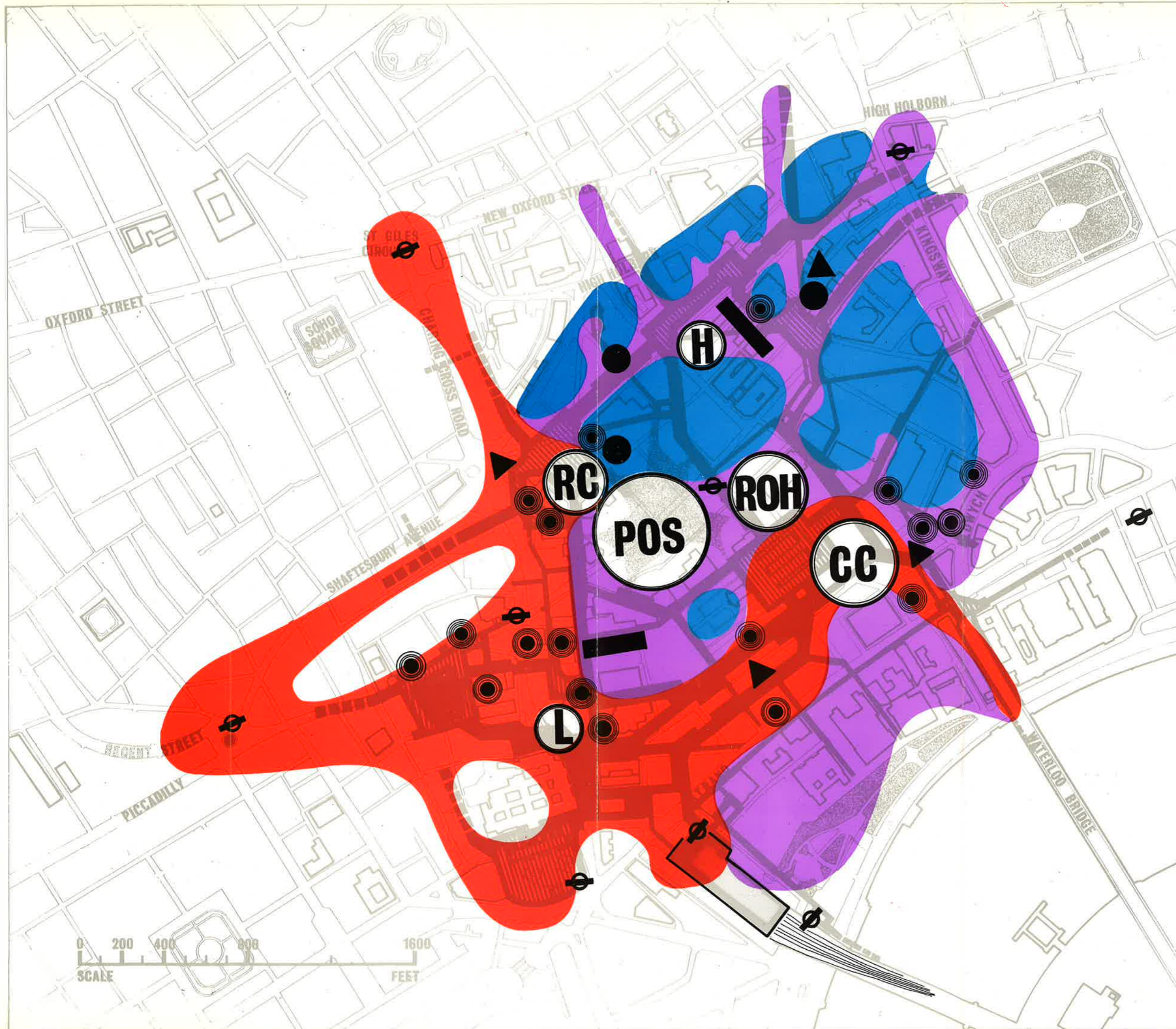
347. Measures for the 'Immediate Environmental Improvement' have been proposed as part of the redevelopment plan (Chapter 6.). The phasing for actual redevelopment is intended to be seen together with a concurrent programme of environmental improvement, expenditure on which is determined by the likely life, uses and increased social benefits to be derived.

8.4 CONTINUITY OF PLANNING AND REDEVELOPMENT

348. In the redevelopment of an area as complex as this one, no clear-cut division is possible between overall area planning, detailed site planning and design of buildings, and actual development. Each will affect the others, and successful implementation of the plan will depend on maintaining continuity of planning into the construction stages, and arranging suitable machinery for this. For example, the design of the new square in front of the enlarged Opera House will be directly affected by the detailed plans for the building, and vice versa. The same will be true of the conference centre and its setting, the sports centre and the new Cambridge Circus node, and so on.

349. This interplay between the urban structure and the individual building has already begun to a limited extent during the preparation of the draft plan, based on consultation between the planning team and some individual architects and developers. The production of an agreed draft plan will itself be an important step in the process, forming a firmer basis for the joint working out of the details in different parts of the area.

350. If redevelopment in accordance with the Plan is not to be delayed, it will be necessary for the Consortium to give early consideration to the steps which are necessary, statutory and otherwise, to facilitate the implementation of the first stage. It may be thought that the possibility of a delay in starting construction of the new market makes it unnecessary to make such arrangements at this time to expedite implementation. However, to take this view would be to ignore the substantial amount of redevelopment that could go ahead at an early stage on sites (including some key sites) containing little or no market property. It must also be remembered that redevelopment in the Covent Garden area has been deliberately held back for almost ten years already pending decisions on the future of the area, and it is highly desirable therefore to avoid any further delays. The goodwill and ready co-operation of private developers which is needed in order to achieve the planning objectives for the area is much more likely to be secured if the Consortium is ready, when suitable opportunities occur, to play its part without delay.



- ROH** ROYAL OPERA HOUSE
- POS** PUBLIC OPEN SPACE
- RC** RECREATION CENTRE
- CC** CONFERENCE CENTRE
- H** HOSPITAL COMPLEX
- L** LIBRARY
- SCHOOLS
- ⊙ THEATRES
- ▲ HOTELS
- ▬ LOCAL SHOPPING CENTRE
- ⊕ UNDERGROUND STATIONS

HIGH INTENSITY ZONE

MAJOR SHOPPING—ENTERTAINMENT—HOTELS
OFFICES—CULTURAL USES

MEDIUM INTENSITY ZONE

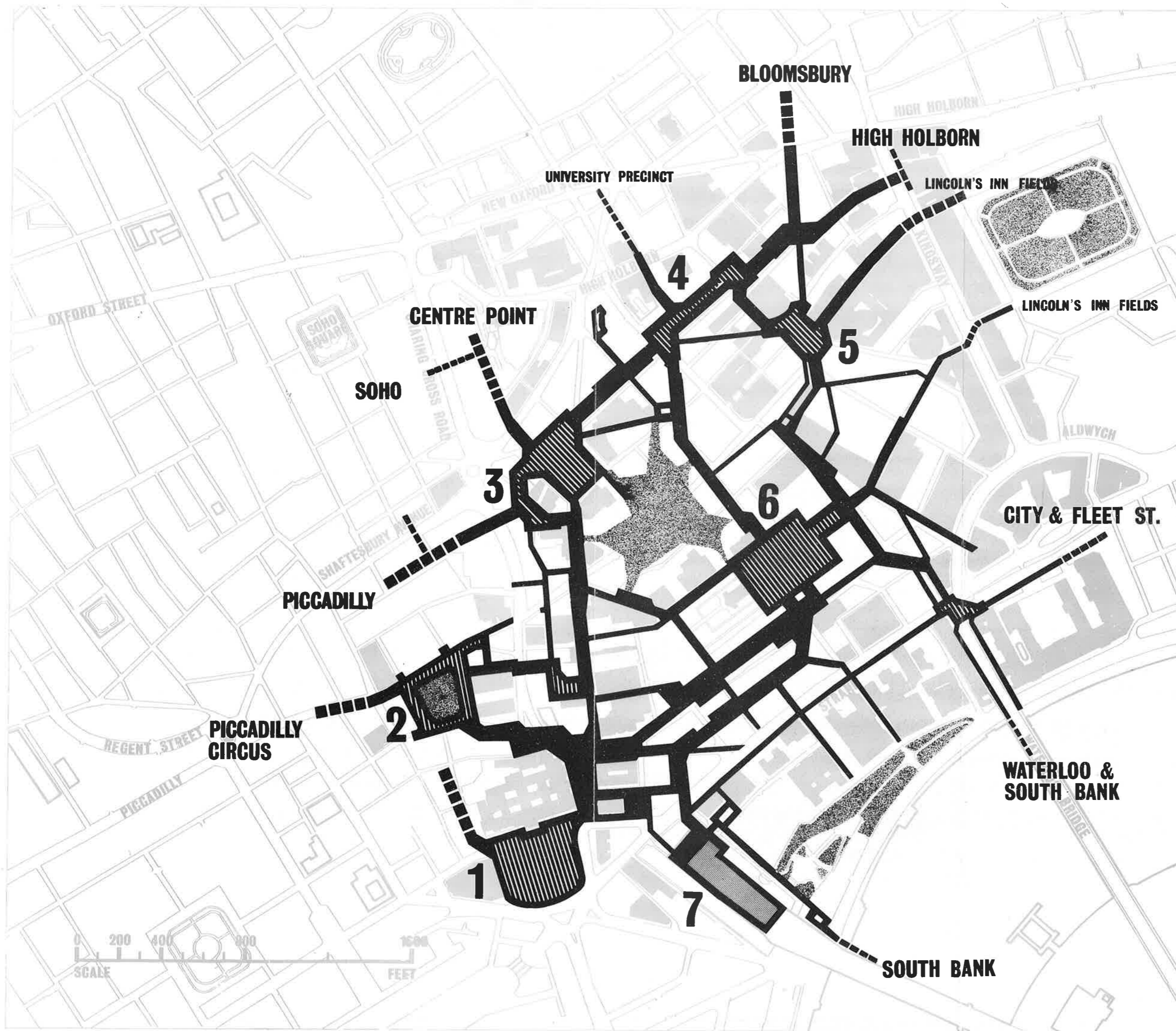
LOCAL SHOPS—SMALL OFFICES & COMMERCE
INDUSTRY—HOUSING EXPERIMENTAL USES

LOW INTENSITY ZONE



MAJOR HOUSING—SCHOOLS—LIGHT INDUSTRY
SOCIAL SERVICES—SMALL OFFICES

**LAND USE &
ENVIRONMENTAL
ZONES**

FIG 15
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- 1** TRAFALGAR SQUARE
- 2** LEICESTER SQUARE
- 3** CAMBRIDGE CIRCUS
- 4** DRURY LANE
- 5** 'MASONIC PLACE'
- 6** COVENT GARDEN PIAZZA
- 7** CHARING CROSS RAILWAY STATION


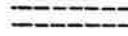





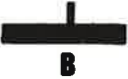



 PEDESTRIAN NODES
 OPEN SPACE

OUTLINE PLAN

PEDESTRIAN NETWORK

FIG 16
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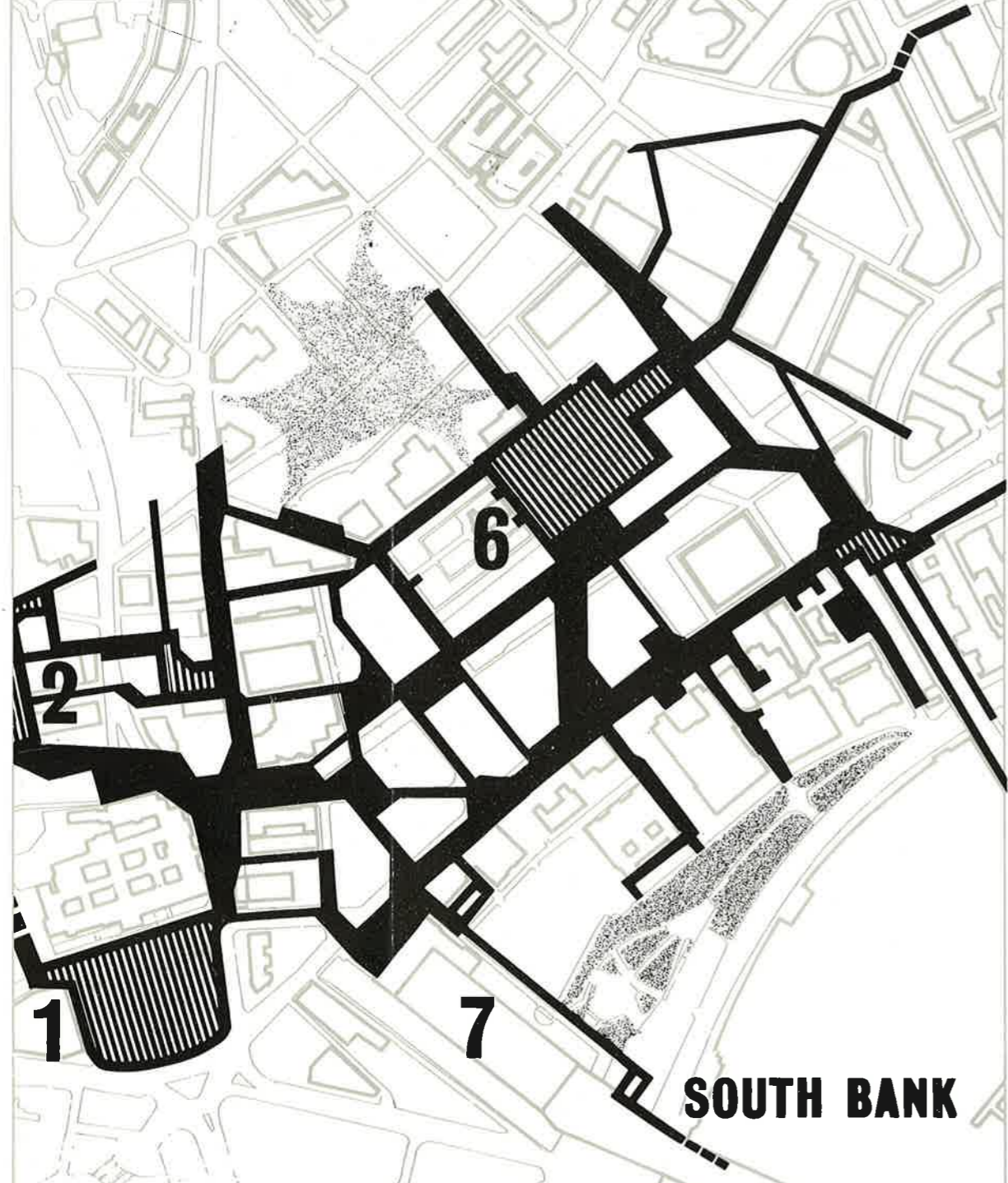
-  MAJOR ROADS
-  POSSIBLE ROUTE FOR KINGSWAY RELIEF ROAD
-  SERVICE ROAD (30' MIN)
-  POSSIBLE LINE FOR SERVICE ROAD LINK
-  BASEMENT CAR PARKING AND SERVICING
-  MULTI STOREY CAR PARKING
-  CAR PARKING AT LOW LEVEL ASSOCIATED WITH HOUSING
-  BUS STOPS
-  TAXI ACCESS
-  CENTRALISED SERVICING POINTS AND ACCESS
-  BUFFER ZONES BUILDINGS TO FORM NOISE BARRIER

OUTLINE PLAN ROAD NETWORK

FIG 17
Crown Copyright Reserved



PEDESTRIAN NETWORK
ALTERNATIVE TO FIG 16



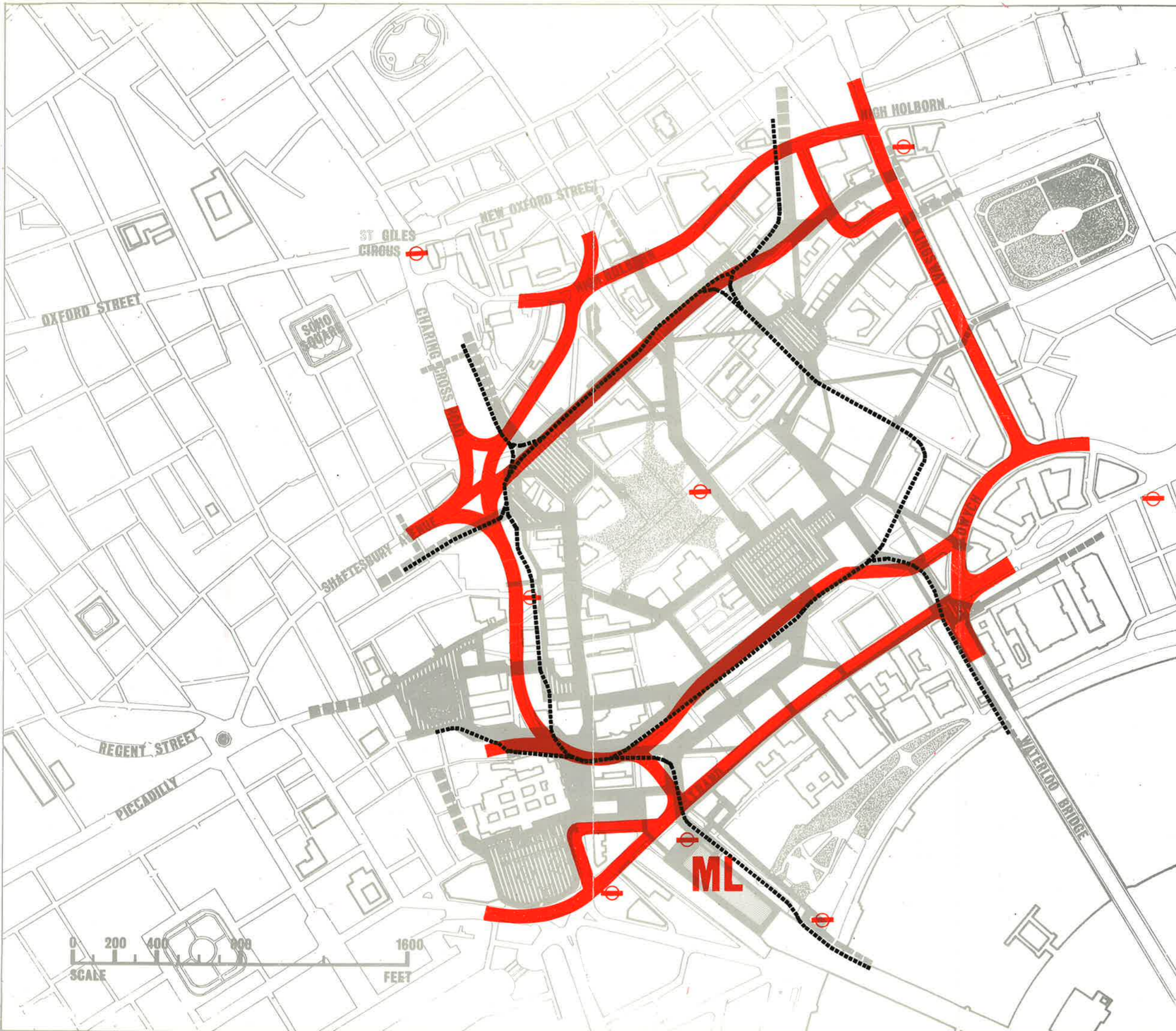
ROAD NETWORK
ALTERNATIVE TO FIG 17



NOTATION AS FOR
FIGS. 16, 17

OUTLINE PLAN
STRAND
ALTERNATIVE

FIG 18
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 TUBE STATIONS

 ROUTE FOR POSSIBLE LOCAL MOVEMENT SYSTEM

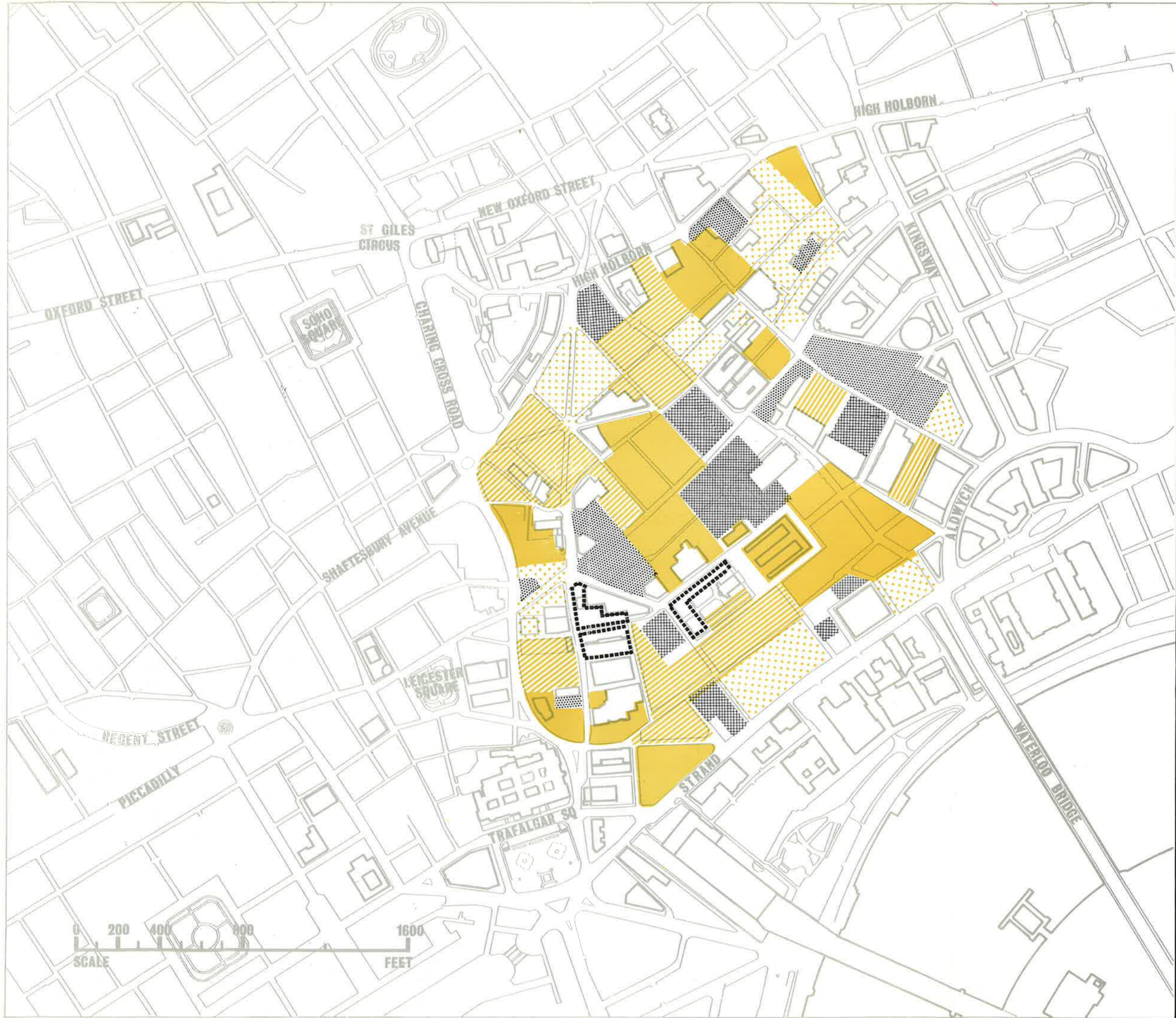
 BUS ROUTES

ML MAIN LINE STATION



OUTLINE PLAN PUBLIC TRANSPORT

FIG 19
Crown Copyright Reserved



- AREAS SUITABLE FOR CONTROLLED
PIECEMEAL DEVELOPMENT
PHASING NOT CRITICAL
- SITES WHERE
PHASING NOT CRITICAL
- REDEVELOPMENT BEYOND
PLAN PERIOD
- PHASE I Approx. 1971-75
- PHASE II Approx. 1976-80
- PHASE III Approx. 1981-85



OUTLINE PLAN

BASIC PHASING

FIG 20
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3

Appendices

Appendices

-
- A Survey Programme**
 - B Residential Survey**
 - C Non-Residential Survey**
 - D Pedestrian Survey**
 - E Traffic Generation Study**
 - F Noise Survey**
 - G Car Parking**
 - H Recreation Centre**
 - I Open Space**
 - J Character Study**
 - K History**
 - L Listed Buildings**
 - M Consortium Arrangements**
 - N Conference Centre**
 - O Dwelling Sizes**
 - P Financial Appraisal**
-

Appendix A Survey programme

Survey Area

A.1 The area used for survey purposes was the 93 acres bounded by the Strand, Charing Cross Road, Shaftesbury Avenue, High Holborn and a line taken behind the buildings fronting on the western side of Kingsway.

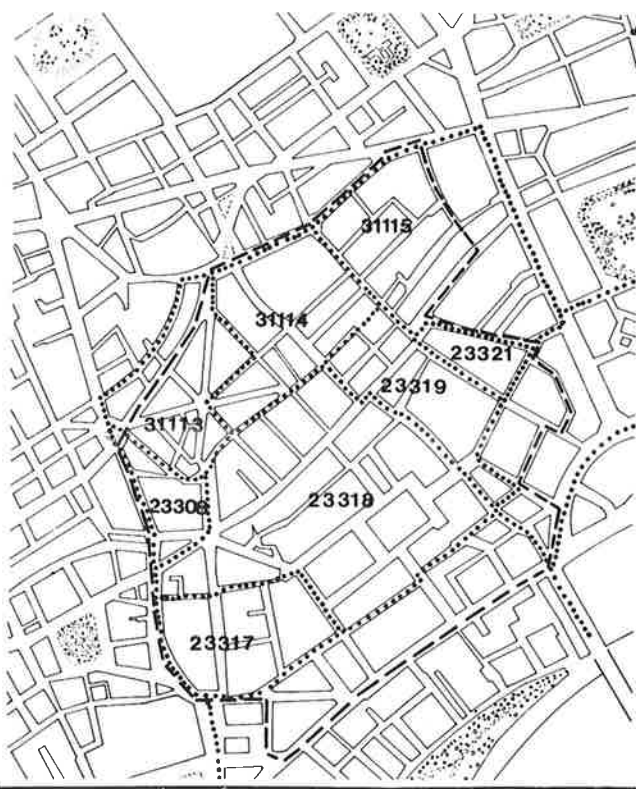


Diagram 45 ENUMERATION DISTRICTS 1961 CENSUS

Occupiers' Survey

A.2 The survey of present occupiers was undertaken under three main headings:

(a) Residential Survey

(b) Non-Residential Survey

(c) Social Survey

The results of a and c are combined in Appendix B and the results of b are contained in Appendix C.

Residential and Non-Residential Surveys

Survey Purpose

A.3 The aims of the survey were to form as accurate and complete a picture as possible of the area at present in terms of the resident population and business organisations.

Survey Method

A.4 Information was collected from non-residential occupiers concerning employment, tenure, ties to the Covent Garden area and Central London, location of customers, suitability of present accommodation, and plans for the future. From residential occupiers information was collected regarding age, sex, marital status, occupation and location of work of each member of the household, as well as information about tenure, number of rooms, shared or lacking facilities (kitchen, bathroom and W.C.), car ownership, off-street parking, hidden households, ties to the area, likes and dislikes about the area, and feelings about moving away from the area. The basic unit contacted was the individual household or commercial organisation. In order to correspond with data from other sources, the eight internal areas used in previous studies of Covent Garden were adopted; a ninth area was added to include nine additional street blocks in the north-east corner of the enlarged survey area. The street block and parcel numbering system used by the GLC and the Boroughs was also adopted for the surveys. It was decided that the best way to collect information in the time available was through a drop-off questionnaire left with the occupier and collected a few days later.

Exclusions and Responses

A.5 It was decided that certain occupiers of non-residential premises should not be contacted in the field survey, either because of their size or their importance in the area. These firms were contacted by personal letter and a meeting arranged to collect the information needed for the survey, and to discuss the present position and future needs in relation to redevelopment in more detail. In addition, since all the firms licensed by the Market Authority were assumed to be moving when the market itself moves, it did not seem necessary to contact them individually. The Market Authority provided a list of firms holding licences and these firms were excluded from the survey. The non-residential survey achieved a final response of 80% and the residential survey 72%.

Information Retrieval

A.6 A data storage system in the form of edge punched cards keyed to the nine basic areas with the street blocks and parcels within them was used to codify the information obtained. Each parcel within the survey area has a card or cards which contain the known information about the parcel and its occupants.

Social Survey

Survey Purpose

A.7 The purpose of the Social Survey was to provide additional information on a number of important subjects, especially on concepts of neighbourhood and neighbourliness, and on the attitudes of residents towards the area, both in relation to their existing living conditions and to the physical character of the area. Information was also needed on the housing preferences of residents, and the range and kind of social activities in which they engaged. William H. Israel, former General Secretary of the Westminster Council of Social Service, and Mrs. Margot Jeffreys, gave valuable suggestions on the form and content of the questions which were incorporated in the survey form.

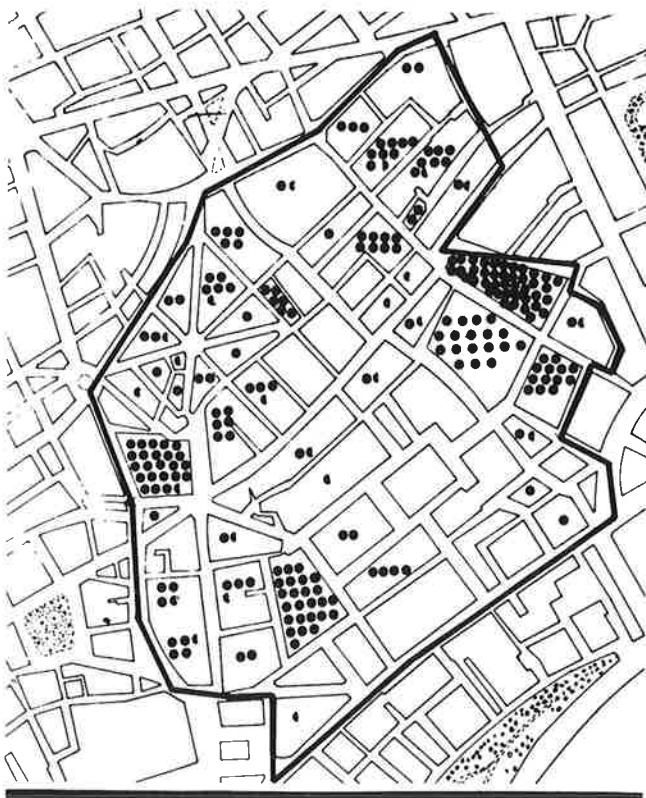
Survey Method

A.8 The complexity of the information needed suggested a controlled interview rather than a drop-off questionnaire. A 10% sample of the completed and returned questionnaires of the Occupiers' Survey was taken, giving a total of 108 households to interview. This introduced bias in that the Occupiers' Survey had a 72% response, but a check on the non-respondents showed the coverage to be representative of the area. As a further precaution, the residents covered by the Occupiers' Survey were stratified into age groups and the sample was drawn by random numbers ensuring a 10% coverage within each age group. Refusals, which only numbered three, were replaced by new households corresponding to those lost. Eight households eventually dropped were comprised of residents who were either ill or had died, had moved away from the area, or were not at home for interview despite frequent calls. Elaborate precautions, involving pre-paid cards asking for a convenient time to call, were taken and helped to achieve a response rate of just under 93%.

Appendix B Residential survey

Population Total

B.1 The population of the Covent Garden area, based on the households found in the Residential Survey and the known average household size of 2.1 persons per household is 3,300 persons. The response rate of the Residential Survey was 72%. The survey located and contacted 1,574 households and of these 1,129 households completed and returned questionnaires. The 445 unreturned forms include a 3% refusal and a small number of vacant premises. The eight enumeration districts of the 1961 Census that correspond most closely to the Covent Garden survey area, contain 1,768 households. But as this area is slightly larger than the survey area, it can be assumed that the total number of households in the area can be accepted as between 1,600 - 1,700 dwellings. The following analysis is based on the information available from the 1,129 completed questionnaires. Where additional information has been used, e.g. from the 1961 Census, this is indicated in the analysis.



Survey Area Boundary ———

- represents 10 people
- represents 5 people

Diagram 46 POPULATION DISTRIBUTION

Age Structure

B.2 There are significant variations in age structure between the basic areas within the survey area. In areas 3 and 9, the proportion of children under 14 is markedly higher than in area 7. Area 9, an area mainly of local authority housing occupied by manual workers, has the highest proportion of children up to the age of 4 and the highest proportion in the 25 - 34 age group. The majority of families with very young children are to be found here and in area 6. But in area 6 the parents tend to be younger, mainly aged 20 - 24. Most of the residents of area 6 live in the Peabody Estate in Bedfordbury which, while not local authority housing is very low rental accommodation. Area 9 has the highest proportion of retired residents, while nearly half of the residents in area 7 are in the 45 - 64 age group. These differences between basic areas are also reflected in family size, occupation and housing conditions.

Table 8: Age Structure - by Basic Areas

Area	0 - 4	5 - 9	10 - 14	15 - 19	20 - 24	25 - 34	35 - 44	45 - 64	65+	Total	% of grand total
1	2.8%	5.5%	4.6%	7.4%	5.1%	16.2%	16.7%	28.7%	13.0%	216	9.2%
2	4.9%	4.2%	3.2%	4.6%	6.3%	11.6%	10.1%	32.1%	23.0%	526	22.4%
3	4.5%	4.4%	5.8%	8.4%	4.6%	7.8%	13.4%	31.0%	20.1%	777	33.1%
4,5,6	8.5%	5.9%	3.3%	4.0%	12.1%	10.7%	9.6%	24.6%	21.3%	272	11.6%
7	2.4%	1.2%	0.6%	0.0%	5.4%	14.4%	17.5%	44.6%	13.9%	166	7.1%
8	3.7%	7.4%	2.8%	2.8%	3.7%	13.0%	14.8%	23.1%	28.7%	108	4.6%
9	8.9%	6.3%	3.9%	3.2%	4.6%	18.1%	8.9%	28.0%	18.1%	282	12.0%
Total	5.2%	4.8%	4.1%	5.5%	5.4%	11.7%	12.3%	30.6%	19.9%	2347	100%
	123	112	96	128	139	275	289	717	468		

Source: Occupiers' Survey

If the population structure of the Covent Garden area is compared with that of Greater London, the area has a large number of residents aged over 45 and very few young people.

Table 9: Age Structure: Greater London & Covent Garden

	0 - 4	5 - 9	10 - 14	15 - 19	20 - 24	25 - 34	35 - 44	45 - 64	65+	Total
C.G.	123	112	96	128	139	275	289	717	468	2347
	5.2%	4.8%	4.1%	5.5%	5.9%	11.7%	12.3%	30.6%	19.9%	
G.L.	590200	499700	452380	584600	585980	956770	993830	2071480	936280	7671220
	7.7%	6.5%	5.9%	7.6%	7.6%	12.5%	13.0%	27.0%	12.2%	

Source: Occupiers' Survey & 1966 Census

This tendency in the population structure towards an aged, declining population is characteristic of most of the Central Area. Camden, Westminster, Chelsea and Kensington all have 12% or more of their population aged 65 or over - but the situation is particularly acute in the Covent Garden area.

Table 10: Age Structure: Central Area Portions of Boroughs & Covent Garden

	0-4	5-9	10-14	15-19	20-24	25-34	35-44	45-64	65+	Total
Covent G.	5.2%	4.8%	4.1%	5.5%	5.9%	11.7%	12.3%	30.6%	19.9%	2,347
City of London	3.9%	2.9%	3.1%	5.2%	12.0%	11.3%	11.5%	42.3%	7.8%	4,850
Camden (Central area)	5.6%	3.3%	2.6%	6.8%	11.1%	14.6%	13.6%	29.5%	12.9%	38,180
Westminster (Central area)	3.9%	3.2%	2.8%	0.6%	10.4%	14.9%	15.1%	33.4%	15.7%	129,230
Kensington & Chelsea	2.1%	2.5%	2.0%	7.1%	10.7%	13.9%	11.0%	28.7%	22.0%	6,090
Greater London	7.7%	6.5%	5.9%	7.6%	7.6%	12.5%	13.0%	27.0%	12.2%	7,671,220

Source: 1966 Census

Marital Status and Household Size

B.3 The proportion of widowed or divorced persons in the area is high. This may be explained by the large proportion of people over 65, and the extremely high number of females (56%) whose life expectancy is generally greater. Single people are no more numerous in Covent Garden than in Greater London as a whole, but they are mainly older people, and the number of single people under the age of 34 who live in separate households is small. In this respect, the area differs from much of the Central Area which has a higher proportion of single people associated with the "bed-sitter" areas.

Table 11: Marital Status: Greater London and Covent Garden

	Married	Single Widow etc.	Total
Covent Garden	1049 - 44.7%	1298 - 55.3%	2,347
Greater London	3,812,500 49.7%	3,858,720 50.3%	7,671,220

Because of the relatively smaller proportion of married residents and the large number of widows or divorced persons, household size in the area is very small, 2.1 persons per household, slightly less than for the Central Area which is 2.2 persons per household. Both are considerably less than that of Greater London which is 2.8 persons per household. The present population of Covent Garden tends towards the older small household without children.

Population Trends

B.4 The population of the Covent Garden area, as in the rest of the Central Area has fallen considerably since the end of the last century. The population of the Covent Garden ward, which includes most of the survey area, has fallen by over 60%, from 8,917 in 1901 to 2,900 in 1966. But the areas to the north and south have experienced even larger losses of population. The population of the Central St. Giles ward, which includes part of Bloomsbury, fell from 9,622 persons in 1901 to 900 persons in 1966, while the population of the area between the Strand and the River Thames, fell from 7,002 persons to 1,470 over an even shorter period.

Table 12: Population trends in three selected wards 1901 - 1966

Ward	1901	1911	1921	1931	1951	1961	1966
Central St. Giles	9,622	7,657	5,432	4,934	2,078	1,510	900
Covent Garden	8,917	8,493	7,064	6,655	4,571	4,060	2,900
Strand	7,002	3,458	2,116	2,052	1,470		

(The fall in population in the Covent Garden ward from 1951 to 1961 was even greater than indicated; for part of the now defunct Strand ward was included in the Covent Garden ward which was increased from 74 to 87 acres at the 1961 Census.)

Socio Economic Groups

B.5 Covent Garden, whether using the figures based on the Census material or the Occupiers' Survey, shows an unusually well balanced ratio between non-manual and manual occupations.

Table 13: Socio Economic Groups: Resident Males

	Non-Manual		Manual			
	Prof. & Managerial	Skilled	Skilled	Semi-Skilled	Unskilled	Retired
Covent Garden (1966 Census)	18%	23%	18%	21%	10%	10%
Westminster M.B.	24%	26%	14%	13%	16%	7%
Holborn M.B.	20%	27%	20%	17%	11%	5%
London C.C.	12%	20%	32%	15%	13%	8%
Covent Garden Occupiers' Survey	23%	20%	21%	12.5%	10.5%	13%

The overall pattern for the Central Area shows a tendency for a shift away from skilled manual occupations to professional and executive occupations. Non-manual occupations in the County area account for only a third of the total, in Westminster, one half. Ruth Glass¹ has described how, one by one, many of the working class quarters of London have been invaded by the middle classes - upper and lower. "Once this process of 'gentrification' starts in a district, it goes on rapidly until all or most of the original working class occupiers are displaced and the whole social character of the district is changed." The take over was consolidated some time ago in Hampstead and Chelsea, has now spread to Islington, Paddington, North Kensington, and even to Notting Hill and Battersea. Ruth Glass concludes - if critically - that this is an inevitable development; in view of the demographic, economic and political pressures to which London and especially Central London have been subjected. "As land values rise, the scarce expensive commercial space has to be allocated increasingly to the higher

¹Centre for Urban Studies, London - Aspects of Change.

lords of managerial and executive staffs. In 1951 Central London had already a disproportionate share of jobs for men in occupations classified in the Census as belonging to social classes I and II. But as journeys to work became more harassing, it is such upper and middle class people especially, who think of acquiring - and who indeed need and can afford to acquire - some sort of a home if only a pied-à-terre, near their places of work." This spiral to some extent is at work in the Covent Garden area; flats originally built in St. Martin's Lane for manual workers, have been renovated and taken over by professional and executive people working in the West End. In Table 14, the socio-economic groups of the thirty two households, interviewed in the sample, that have come into the area in the last ten years are compared to the groups for the whole population of the area.

Table 14: Socio-economic groups of relative new comers and all residents compared

	I & II	III N-M	Manual	Misc.
Relative newcomers	28%	31%	28%	13%
All Residents	23%	20%	44%	13%

Despite the bias¹ in the sample to the non-manual occupations and the normally higher mobility rate of this category, the change is still significant and shows that Covent Garden in the last ten years has moved closer to the socio-economic structure of the surrounding central boroughs. Very few manual classed households came into the area and the most significant increase is in the skilled non-manual category; probably service workers with jobs in Central London wanting to be near their work and also households setting up in the area and the husband looking for a service job in Central London. It was noticeable that the sons of many of the Covent Garden porters living in the area were more likely to be working in service occupations; if in the market, they were usually employed as clerks.

Socio Economic Areas

B.6 It appears possible from the results of the Social and Occupiers' Surveys to delimit four different and contrasting socio-geographical areas within the overall survey area.

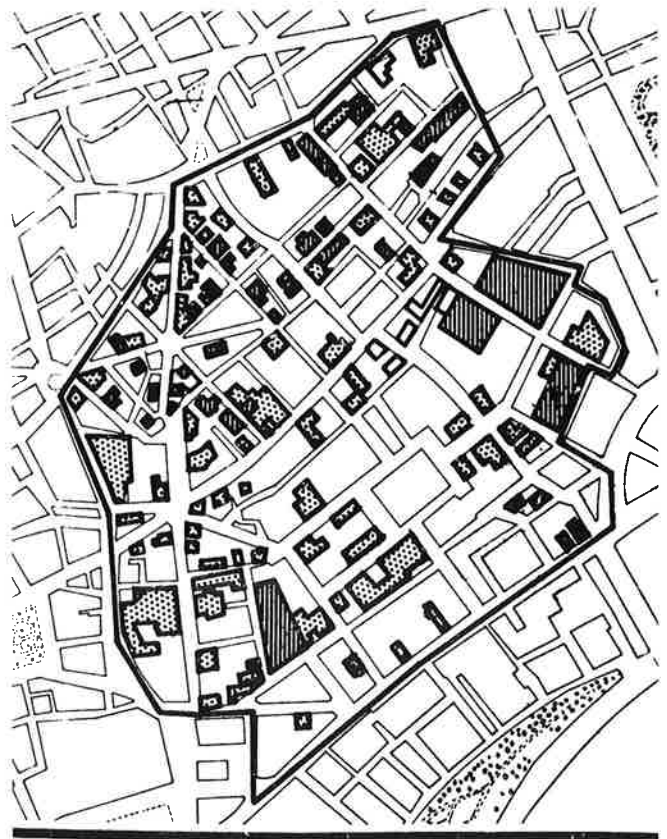
(a) *Drury Lane - Peabody* (Area bounded by High Holborn, Kingsway, Great Queen Street, Wild Street, Tavistock Street, Catherine Street, Bow Street and Endell Street) - 50% of the population of the survey area. In the northern part of this area beyond Broad Court, live a higher proportion of semi-skilled and unskilled manual workers than anywhere else in the survey area. Significantly, many of these do not work in Central London. There are few middle-aged or retired residents in this area and it has the highest proportion of children and parents in the 25 - 34 age group. The Peabody and GLC housing areas in Wild Street and Drury Lane also have a strong emphasis on manual occupations amongst their residents, but less pronounced than in the area beyond Broad Court. There are a larger proportion of older parents aged 45-64 and teenage children than anywhere else in the survey area.

¹In the sample there was a bias of 7% against the retired category in favour of the non-manual groups. Several of the eight households dropped were in the retired category.

(b) *Seven Dials - Sandringham Flats - Bedfordbury* - 34% of the population of the survey area. A large number of skilled workers both manual and non-manual, and retired residents. The area has the second highest proportion of young children.

(c) *Market* - 9% of the population of the survey area. Lacks the strongly contrasting features of the other areas. There are few children or retired residents but, that apart, a broad representation both in social class and demographic structure.

(d) *St. Martin's Lane* (Area bounded by Charing Cross Road, Great Newport Street, Garrick Street, Bedfordbury and Chandos Place) - 7% of the population of the survey area. A high proportion of the residents are in social classes I & II. The area has the highest proportion of married couples aged 35-64, and there are very few young children or teenagers. There are few retired residents and the area is characterised by the intensive use of West End facilities by the residents.



- Survey Area Boundary ———
- Exclusively Housing [vertical hatching]
- Housing with other uses [grid pattern]

Diagram 47 HOUSING STOCK

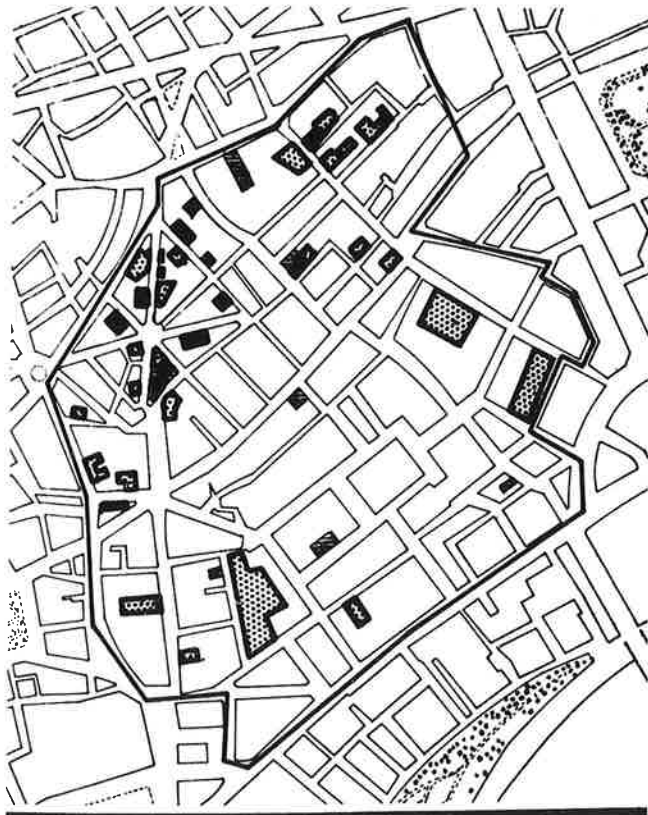
Housing

B.7 Using information from the Residential Occupiers' Survey and from the 1966 Census, it is estimated that there are 1,660 dwellings in the area.

Table 15: Location of Housing by Basic Areas

Area		Housing Total	% of Total
1	Market	183	11
2	Seven Dials	382	23
3	Drury Lane: South	482	29
4,5,6	Strand	166	10
7	St. Martin's Lane	180	11
8,9	Drury Lane: North	269	16
Total		1,660	100

Half of this housing is grouped around Drury Lane, basic areas 3, 8 and 9. There is little housing in the market area (basic area 1), or along the Strand frontage to the south, basic areas 4, 5 and 6. The remainder comprises converted tenements in St. Martin's Lane, flats over shops and businesses in the Seven Dials area, and the Sandringham and Bedfordbury tenements. Because housing is distributed unevenly throughout the area, gross residential density is low but within the areas of tenements, net residential densities are extremely high. In the Sandringham and Bedfordbury tenements, there are over 300 persons per acre, and within the Peabody Buildings in Wild Street, the net residential density is 260 persons per acre.



- Survey Area Boundary
- Declared Statutory Slums
- ▒ All 3 basic facilities shared or lacking
- ▓ Overcrowding — more than 1.5 persons per room

Diagram 48
HOUSING CONDITIONS

Housing Conditions

B.8 There is little slum property in the area; only 57 houses are 'declared'. Goldsmith's Buildings in Stukely Street accounts for half of this total, while the remainder is all concentrated in the Seven Dials area. But there is considerable sharing or lack of basic facilities. Only 45% of the households for which information is available from the Occupiers' Survey had exclusive use of a bathroom, 78% a separate kitchen and 77% exclusive use of a WC.

Table 16: Shared or Lacking Facilities

Area		Bathroom	Kitchen	WC	Households Collected
1	Market	19.6%	9.8%	13.7%	102
2	Seven Dials	70.0%	32.7%	17.3%	260
3	Drury Lane:South	45.3%	7.7%	1.4%	351
4,5,6	Strand	95.4%	70.8%	90.8%	130
7	St. Martin's Lane	4.0%	3.0%	5.1%	99
8,9	Drury Lane:North	72.0%	18.0%	39.0%	187

(The percentages relate to the total number of households found in each basic area.)

The worst conditions were in the Strand frontage area which includes the Bedfordbury tenements, the Seven Dials area which includes the Sandringham tenements, and the area around Drury Lane to the north. This housing problem is further aggravated by the overall age of the buildings in the area which are almost all 50 - 60 years old. The most satisfactory housing conditions are in the St. Martin's Lane area, where rents are considerably higher than elsewhere. This is often accommodation converted from former tenements and occupied by older business people in non-manual and managerial occupations. The Peabody Estates house a large number of people of all ages and income groups, but because of their low rentals they tend to attract more families with children and retired people. Only 4% of the households for which information is available, are hidden households - households wanting separate accommodation if available - and this is slightly less than the proportion for Greater London. Two factors appear to be responsible for this low proportion; the large amount of local authority housing, which has considerable flexibility, and the practice of the Peabody Trust to encourage as new tenants only those with relatives who are already Peabody tenants.

Tenure

B.9 62% of the housing in the area is rented from the local authority or the Peabody Trust, compared with an average figure of 22% in Holborn and less than 15% in the other central boroughs for this form of tenure. There is little owner-occupation in the Covent Garden area, just over 1%, and few of the privately rented premises have leases. Owner-occupancy has never been characteristic of the Central Area, and only in Chelsea does it exceed 10% of the tenure pattern. Despite this, 36% of the sample of existing residents wanted to buy their own home, although

many doubted whether they would ever be able to realise this ambition. It is possible that the rehousing of some of these residents could be catered for by the housing associations.

Table 17: Tenure types: Central Area Parts of Boroughs and Covent Garden

	Owner occupied	Council rent	Other with shop/employment	Private landlord/company	Total Households
Covent Garden	1%	26%	11%	62%	1,129
City of London	0%	14%	64%	23%	1,120
Camden (central area)	1%	24%	8%	67%	12,750
Kensington & Chelsea	15%	1%	9%	75%	2,360
Westminster (Central area)	8%	16%	9%	67%	45,840
Greater London	38%	22%	3%	37%	2,624,250

Source: 1966 Census

Housing Preferences

B.10 The Social Survey attempted to provide information on the housing preferences of existing residents. Normally this is done by first presenting the interviewee with a list of conventional housing forms - a semi-detached house, terrace house, maisonette or bungalow - and then asking for some form of priority between the respective forms of housing. Invariably, this can lead to 80% of the sample deciding on a detached or semi-detached house, a difficult housing form to include in a central area redevelopment scheme. Information was needed on the preferences of residents between different housing forms that might be possible in the redevelopment. Choices like "a ground floor flat on a busy street near the shops, or a quiet flat at the top of a new high block with a view over the area" were presented to residents, and they were asked to choose between the alternatives given. Closeness to shops was generally thought more important than to parks. Over a third of the residents welcomed the idea of communal space around the house, especially if it was segregated from vehicles. The car visible on the street, or parked within the housing area, received a considerable rejection. The majority of the residents did not want to live on the ground floor facing on to the street, or with cars parked at the door. New high buildings seemed popular and the supposedly universal choice of a home at ground floor level with a patch of garden and car outside, was preferred by only a third of the residents. To see to what extent these preferences varied with marital status and age, they were analysed in relation to a number of significant age and marital groups:

(a) *Married couples with children*

The one choice that appeared to attract a particularly high proportion (59%) of the married couples with children in

the sample was that relating to a small garden at the back in preference to space around the home. However, 54% of this household type preferred a place in a new building with an efficient refuse disposal system, to a place in an old building with a garden. A garden is a priority but not at the expense of living in a new building. Again, half of these households said they would prefer a quiet flat at the top of a new high block with a view over the area rather than a ground floor flat on a busy street near the shops.

(b) *Married couples without children*

62% of this group wanted a garden in preference to clear space around the home, the alternatives presented in the last choice. But that apart, two-thirds of the group preferred a quiet flat at the top of a new block, a new building with small rooms, an efficient refuse disposal system, and a common balcony. Less than half, 42%, would like a house where a car could be parked outside. Like the married couples with children, this group put a priority on having a garden but were prepared to sacrifice this for the advantages of living in a flat in a new block.

(c) *Single Person Households*

These households were strongly in favour of living in a new high block; 64% of the households in the group wanted a quiet flat at the top of a new high block; 67% preferred a place in a new building with an efficient refuse disposal system, and 59% preferred a flat in a new block where the front balcony is the street shared with neighbours. 72% of these households preferred a quiet place where cars could not park: and 59% preferred a space around the home where everybody could walk or sit rather than a small garden.

(d) *Households where the head of the household was 65 or more*

These households were very much in favour of flats in new buildings with efficient disposal systems (both choices - 72%), slightly less enthusiastic when height was specifically mentioned; 55% would prefer a quiet flat at the top of a new high block, and 55% would prefer a front balcony flat where the balcony was shared with neighbours. But, like the single person households, this group were enthusiastically in favour of a quiet place where cars could not park (72%), and nearly divided over whether to have a garden or not; 44% of the households preferred to have a small garden of their own.

Rental Levels

B.11 As part of the Social Survey, residents were asked about the rental levels they would be prepared to pay. Only 10%, mainly in professional and managerial occupations, said they would pay more than five pounds a week; most manual workers said they would pay between three and five pounds a week. Of those who thought they could not pay more than three pounds a week, a large proportion were retired residents. This is one of the most difficult aspects of the housing problem in the area. Many elderly people, wanting to stay in the area, need rehousing but are not able to pay higher rents and few of the existing residents seem able to pay an economic rent for housing.

Table 18: The range of rents people would be prepared to pay

£2 or less	£2 - £3	£3 - £4	£4 - £5	More than £5
22%	12%	23%	33%	10%

Table 19: The Socio-Economic Groups of people wanting to pay less than £3

Prof. & Managerial	Skilled Non-Manual	Manual	Misc.
20%	25%	10%	45%

Attitudes to the Area

B.12 The most important aspect of the area to emerge from the Social Survey was that most of the residents liked the area and wanted to stay. There were many reasons for this. Most of the residents of Covent Garden have lived in the area for a long time, 43% of the sample Social Survey had lived in the area for more than 20 years. A third of the households interviewed had relatives living elsewhere in the Covent Garden area, and one half of the households had relatives elsewhere in Central London. Over three-quarters of the households said that someone was available to do the shopping if the need arose because of illness. Casual and formal social relationships were highly developed and they are reflected in the attitudes of residents towards moving from the area. The Occupiers' Survey found that only 16% of the households expressed a definite wish to live in another area in spite of existing housing conditions. Of the reasons for staying, preference for Central London and having lived in the area for a long time were the two most important, but the journey to work and friends and family nearby were also significant.

Table 20: Ties to the Area — Reasons making a move difficult or impossible

Difficult journey to work	Closeness to family & friends	Preference for Central London	Lived here a long time	Other reasons	Total households
346	404	586	589	186	
30.6%	35.8%	51.9%	52.3%	16.5%	1,129

Note: The percentages relate to the total number of households in the Occupiers' Survey.

Suggestions for Improvement

B.13 Improvements to the area that residents thought most important, were the provision of off-street car parking spaces, wider pavements and less through traffic, the provision of playgrounds for children and a health centre. Ironically, only just over one half of the car owning households in the sample included more off-street car parking spaces in their suggestions for improvement, and over half of the householders suggesting a playground, had no children of their own. But children playing in the street because there are few other places for them to play, and casual parking making it difficult for residents and their friends, are obvious present features of the area.

Table 21: Suggested Improvements for the Covent Garden

	Choices	Percentage of total
Off-street car parking spaces	43	17.3%
Playground for children	42	17.0%
Health centre, catering especially for married women and older people	37	15.0%
Wider pavements and less through traffic	29	11.7%
Shopping facilities not too far away	27	10.8%
More trees in the street	18	7.3%
Day Nursery	16	6.5%
Schools close enough so that children can walk there	12	4.8%
More telephone kiosks	9	4.0%
Infant Welfare Centre	8	3.2%
Community Centre	6	2.4%
Bus services routed through the area	1	0.4%
Improvements not included on the questionnaire but thought important by the residents:		
Launderette	26	41.2%
Welfare and Public Services	13	20.7%
Traffic and parking	12	19.0%
Open space	4	6.4%
Public lavatories	3	4.8%
Improvements to existing dwelling	3	4.8%
Other	2	3.2%

Health Centre

B.14 The provision of a health centre figured high in residents' priorities, but poses some difficulties. The Ministry of Health favours the setting up of a medical or health centre in a redeveloped area, but this is not always the choice of practitioners. A compromise choice is often a group practice based on a surgery contracted to the practice by the local authority. There is only one general practice surgery within the area, but in surrounding districts there are at least twelve within a quarter of an hour's walk of the centre of the area. The anticipated population increase on redevelopment might make it feasible to interest some of these practitioners to come into the area and form a group practice.

Clinic

B.15 The provision of a new clinic poses even more problems. A clinic cannot be provided for a catchment area of much less than 10,000 people, and the optimum size is

nearer 50,000. A clinic sited in Covent Garden would have to serve a far wider area than the redeveloped area or, alternatively, Covent Garden would have to be catered for by a clinic elsewhere in Central London.

Children's Playground

B.16 The provision of more children's playgrounds was an important priority of residents interviewed. The need is readily apparent to anyone walking through the area.

Lodging Houses

B.17 Criticism was often made by residents of the Parker Street and Bruce House lodging houses located in the area. Both the centres might prove difficult to reaccommodate. Bruce House has over 700 beds and plans are in hand to modernise the buildings. The majority of the men have lived at the centre for a long time and have regular employment. At Parker Street there is a hard core of some 20 - 30 men, the majority on National Assistance, who come in and out during the day.

General

B.18 Improvements that seemed to generate least enthusiasm were the provision of a community centre or the routing of bus services through the area. Of the improvements not listed on the questionnaire but suggested by residents, a launderette in the area was a dominant choice. No launderette exists in the area at the moment and the nearest are either in Soho or Bloomsbury.

Shopping

B.19 The most significant aspect of the shopping pattern of the area's residents is the importance of Drury Lane. One third of the residents' shopping is done here. Other shopping centres used in the area are in New Row, Seven Dials and the Strand, but with nothing like the intensity of Drury Lane. Oxford Street is important for buying durable goods, as is the Strand to a lesser extent, but for household supplies and everyday things, interest focuses on Drury Lane.

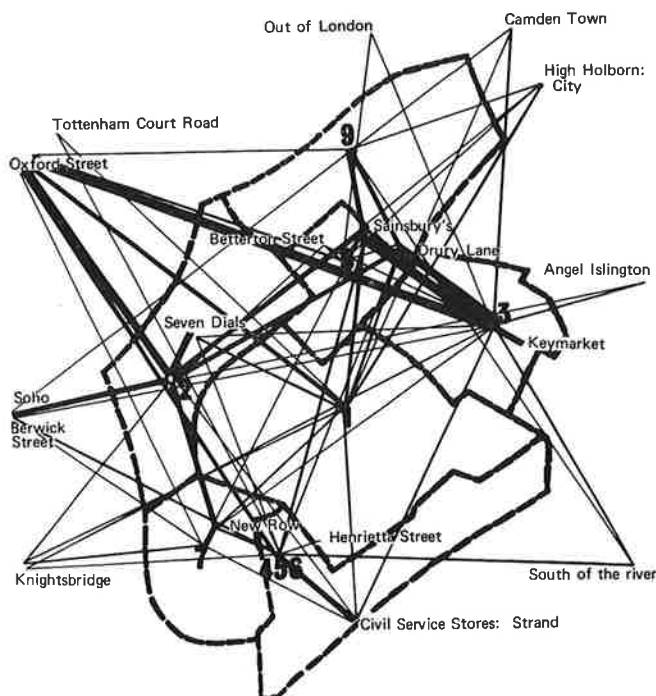


Diagram 49 SHOPPING

Table 22: Shopping Patterns

Sainsbury's, Drury Lane	16.5%
Oxford Street	16.5%
Drury Lane	11.7%
New Row, Charing Cross Road	8.0%
Strand (incl. Civil Service Stores)	7.6%
Seven Dials	6.5%
Berwick Street	5.6%
Keymarket, Drury Lane	4.0%

(City, High Holborn, Tottenham Court Road, Betterton Street, Tavistock Street, Bedford Street, West End, south of the River, Camden Town, Angel, East End, Kensington, Knightsbridge, Soho, also mentioned by residents.)

Car Ownership

B.20 Car ownership in the survey area is low, 8 cars per 100 people, compared with the 16 cars per 100 in the Central Area generally. Roughly half of these cars are parked on the street and the remainder are kept in off-street car parks which are unevenly distributed throughout the area. Some areas, particularly the area around St. Martin's Lane, have practically no off-street parking space available.

Table 23: Off-Street Parking

Area	Cars owned	Spaces available	% of total cars accommodated
1	21	11	52.4%
2	40	10	25.0%
3	39	30	76.9%
4,5,6	17	21	123.3%
7	26	2	7.7%
8	3	1	33.3%
9	17	9	52.9%
Total	163	84	51.5%

Car owners in the area are drawn fairly evenly from both non-manual and manual groups.

Table 24: Socio-Economic Groups of Car Owners

Prof. & Executive	Skilled Non-Manual	Manual	Miscellaneous
24%	28%	48%	0%

Because of their normally higher incomes, the non-manual groups in the area must represent a large number of potential car owners. At the moment the biggest obstacle to car ownership, the problem of parking, is especially acute in areas like St. Martin's Lane, whose residents have non-

manual occupations. Only 4% of those households interviewed in the Social Survey sample said that they intended buying a car in the next two or three years. On this basis, the car ownership of residents in the area is not likely to reach the present rate of the Central Area until 1970. But 20% of the households not owning a car would like to own one, and if this potential demand was realised, the car ownership rate of the area would approach the national rate which is anticipated to be 23 cars per 100 people by 1970.

Location of Workplace

B.21 Approximately 1,600 (48%) of local residents are employed, just over one third of them working within the survey area. A further 50% of the occupied residents work in Central London. The remaining 15% are employed throughout the rest of London and a very small number work elsewhere. Nearly all those who work in the area walk to work, while most residents working elsewhere in the Central Area use the buses or underground. Only 3% of those working in the Central Area travel to work from the survey area by car. For greater distances from the centre, bus, underground and car are used, the bus for journeys of up to half an hour, the underground and car for longer journeys. 23% of longer journeys are made by car.

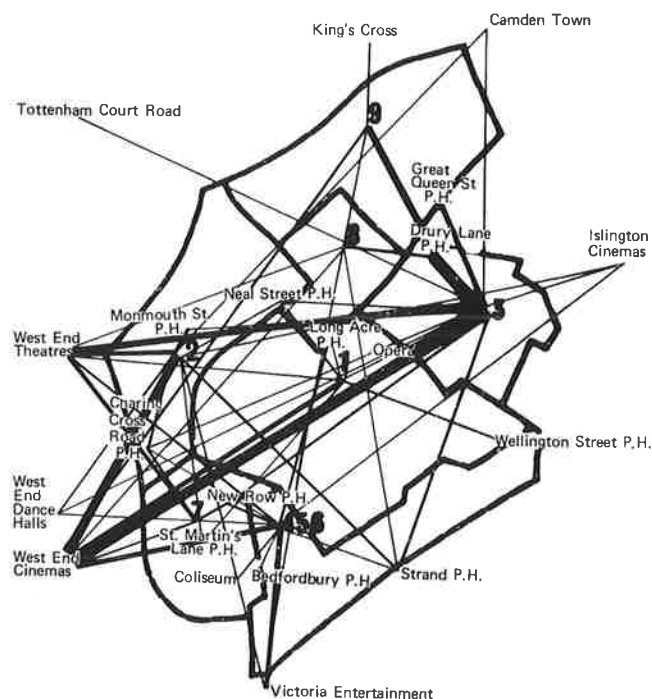


Diagram 50 ENTERTAINMENT

Table 25: Location by mode

	Covent Garden	London Central	N.W.	N.	E.	S.E.	S.W.	W.	Elsewhere
Walk	56%	41%			1%	1%	1%		
Bus	1%	79%	4%	3%	2%	6%	3%	2%	
U/ground		45%	5%	7%	6%	8%	14%	10%	5%
Car		32%	13%	9%	7%	13%	9%	7%	10%
Rail				11%	11%	22%		13%	44%
M/C			25%		25%			25%	25%
Bicycle		100%							

(The Table above shows that 54% of residents that walk to work, work in Covent Garden, and 79% of residents who travel to work by bus, work in Central London.)

Social Activities

B.22 Because of its proximity to the West End, Covent Garden's residents have access to a wide range of leisure and entertainment activities.

Table 26: The use of activities by various selected groups

	Overall use by residents	Car owners	Non-car owners	Non-manual groups	Manual groups
Cinema	57%	86%	48%	65%	54%
Church	47%	57%	44%	46%	54%
Library	44%	57%	40.5%	48%	40%
Public House	44%	62%	39%	48%	57%
Opera/Theatre	33%	52%	27.8%	48%	14%
Laundry	27%	24%	28%	22%	40%

The more intensive use of facilities by car owners is very pronounced. They show significant increases in the use of the cinema, church, library, public house, opera and theatre. But car ownership seems to have little or no impact on the actual use of the car to reach facilities. With the single exception of the cinema where 21% of car owners use the car to take them there, most residents - both non-car and car owners - walk or take the bus to a particular facility. The average time travelled - regardless of mode - to any facility was a quarter of an hour or less. Car owners are ranged throughout the socio-economic groups, and it appears that car ownership in the Covent Garden area is a particularly refined index of more wealthy households who are more intensive users of facilities. The differences between non-manual and manual residents are not so clear cut, with the non-manual groups going more frequently to the cinema, library and opera or theatre as might be expected, and the manual group making more use of pubs, church and laundry.

The presence of children could have been expected to lead to a less intensive use of facilities - especially those commonly associated with the Central Area - but these families appear to use a wider range of facilities than any other group. One explanation could be that most facilities used are within easy walking distance of the area, and therefore the normal difficulties of taking children to say, the

Table 27: The use of activities by household groups

	Married Households without children	Households with children		Single person households	Households whose head is over 65
		Under 5	Over 5		
Cinema	42%	82%	79%	45%	33%
Opera/Theatre	37%	36%	39%	18%	18%
Dance Hall	—	18%	21%	—	6%
Church	42%	27%	71%	36%	45%
Library	42%	63%	61%	18%	36%
Public House	46%	55%	71%	27%	33%
Swimming Bath	17%	—	61%	—	9%
Club	12.5%	18%	25%	9%	24%
Evening Class	8%	—	14%	—	3%
Slipper Bath	12.5%	9%	18%	—	9%
Laundry	21%	45%	32%	18%	12%

cinema, are considerably less. The public house was most popular with married families. Families with children over 5 were the main users of the swimming bath, no one else used it very much. Retired households and the children in the older married families were more often the members of clubs and these children too were most likely to be attending evening classes. The slipper baths were used by relatively few households despite the fact that 50% of the households in the area share or lack a bathroom. Use of the laundry was more extensive than that of the slipper baths. Young parents used this facility most intensively.

B.23 To sum up, despite the provision of a varied range of recreation in the West End, residents still look to a large range of public and quasi public provision of activities - church, libraries, swimming baths, laundry - for their social and domestic needs. Covent Garden functions as part of the West End for some of its residents, but for others it functions in a more internal domestic sense. The most intensive user of a wide range of domestic and social facilities is likely to be a married family with older children, owning a car, and in a non-manual occupation. An attempt has been made to define these distinctions spatially in the series of desire line diagrams drawn for a series of social and domestic activities. These desire lines are drawn from the centre of each basic area to the particular facility and are proportional to both the use of the facility and the population of the basic area. In this way some idea can be gained of the demand for particular facilities.

Appendix C Non residential survey

Coverage

C.1 The coverage of the non-residential occupiers' survey was as follows:

1.	Businesses etc. located ¹	1,482
2.	Vacant premises	97
3.	Additional firms in area, not located in survey	176
4.	Licensed market premises excluded from survey	186
Total non-residential units		1,941

Of the total, 186 are purely market uses and 1,755 are non-market uses. The analysis that follows relates mainly to the 1,182 firms who completed and returned the survey forms. These are 71% of all the non-market firms and are estimated to employ 90% of the total employment in the area.

Premises

C.2 Of all the non-residential premises in Covent Garden, 49% are offices, 21% shops, and 15% entertainment; 8%

are publishing firms and only 3% are manufacturing. All other premises, including vacant premises, amount to a further 4%. The amount of offices is even higher than indicated in that a large proportion of publishing, entertainment and 'other' activities are in the form of offices.

C.3 Shops are concentrated in Seven Dials (27%), St. Martin's Lane (25%), the Strand (24%), and Drury Lane North (13%). Offices are mainly in the market area (39%), Seven Dials (20%), Strand (15%), and St. Martin's Lane (13%). Entertainment is most concentrated in St. Martin's Lane (26%), and publishing in the market area (35%) and Drury Lane North (17%). Manufacturing is mainly in Seven Dials (40%) and Drury Lane North (26%).

Employment

C.4 The employed or daytime population of Covent Garden is nearly 34,000. 51% are employed in non-market offices and 9% in market offices, making the total office employment at least 60%. Shops employ 11% of the total, industry 10% and entertainment 5%. Market and non-market commerce employ 5% in all, 4% in the market, and the remaining 9% are employed in education, health, public buildings and hotels.

Table 28: Types of Activities

Basic Area	Shops	Offices	Entertainment	Publishing	Manufacturing	Other (including vacant premises)	TOTAL
1	31 - 9%	301 - 39%	49 - 21%	44 - 35%	10 - 20%	8 - 13%	443 - 28%
2	93 - 27%	153 - 20%	49 - 21%	15 - 12%	20 - 40%	11 - 19%	341 - 22%
3	6 - 2%	22 - 3%	10 - 4%	11 - 9%	3 - 6%	13 - 22%	65 - 4%
4,5,6	80 - 24%	117 - 15%	37 - 16%	17 - 14%	2 - 4%	7 - 12%	260 - 17%
7	83 - 25%	102 - 13%	62 - 26%	17 - 13%	2 - 4%	4 - 7%	270 - 17%
8,9	45 - 13%	76 - 10%	29 - 12%	22 - 17%	13 - 26%	15 - 26%	200 - 12%
Total	338 21%	771 49%	236 15%	126 8%	50 3%	58 4%	1,579

Table 29: Employment

Area	Non-market office	Market office	Industry	Non-market commerce	Market commerce	Shop	Education	Health	Public buildings	Entertainment	Hotels	TOTAL
1	3,147 18%	2,866 ¹ 95%	446 13%	92 20%	1,267 97%	425 11%	30 12%	135 12%	27 4%	909 55%	2 0.3%	9,346 ¹ 27%
2	2,168 12%	32 1%	465 13%	47 10%	1 1%	780 20%		4 1%	5 1%	91 5%	80 11%	3,673 11%
3	1,661 10%	27 1%	129 4%	32 7%	5 1%	27 1%	18 7%		386 64%	278 17%		2,563 7%
4,5,6	3,303 19%	30 1%				1,757 45%		675 59%	13 2%	222 13%	666 89%	6,666 21%
7	1,836 11%	41 1%				435 12%			132 22%	162 10%		2,606 8%
8,9	5,189 30%	24 1%	2,482 70%	295 63%	4 1%	430 11%	210 81%	327 28%	42 7%	1 0.1%		9,004 26%
Total:	17,304	3,020	3,522	466	1,277	3,854	258	1,141	605	1,663	748	33,858

¹ Part of this figure (2,149) was obtained from the Market Authority, and is the number of non-manual employees in licensed market premises. It is difficult to allocate within basic areas and has therefore been placed arbitrarily in 1.

C.5 Non-market office employment is highest in Drury Lane North (30%), and market offices, naturally enough in the market area, (at least 24%). Employment in industry is highest in Drury Lane North (70%), and so is non-market commerce (63%). Market commerce is centred in the market area (area 1) (97%) and does not really exist anywhere else in the area. Shop employment is highest in the Strand area (45%) and Seven Dials (20%), and hospitals in the Strand area employ 59% of health employees. Education is mainly in Drury Lane North (81%), public buildings in Drury Lane South (64%) and St. Martin's Lane (22%), hotel employment is 89% in the Strand, and entertainment in the market area (55%), Drury Lane South (17%), St. Martin's Lane (10%) and the Strand (13%).

Offices

C.6 Apart from market firms and the import and export firms, most of which deal in fruit and vegetables, very few offices in Covent Garden are unique to the immediate area. Most of the office activity is that of sales offices, professional offices of various kinds, and photographic or advertising firms. These are all office activities which are found throughout the West End, and their location in Covent Garden reflects the place of Covent Garden in the context of the Central Area. The types of offices located in Covent Garden are as in table 30:

Table 30: Types of offices

Architects	13	2%
Engineers	9	1%
Accountants	31	4%
Quantity Surveyors	6	1%
Solicitors	18	3%
Insurance	12	2%
Advertising & Public Relations	34	4%
Data Analysis/Market Research	8	1%
Sales offices	57	7%
Import/Export	72	9%
Market Offices	230	30%
Transport	24	3%
Trade organisation	23	3%
Special organisation	33	4%
Commercial Art/Design	24	3%
Personal Services	51	6%
Photography & Films	54	7%
Agents	24	3%
Banks	19	3%
Other offices	29	4%
Total:	771	

Shops

C.7 The shops found in Covent Garden are another aspect of the Central Area context. Bookshops, stationers, and clothing shops are numerous in Covent Garden as in the rest of the West End. The relatively large number of food shops are accounted for by the high resident population, but even these are often specialist shops, and the hours that they keep are not those of a predominantly residential area. The theatrical tradition of Covent Garden and the West End also produces shops specialising in theatrical supplies, and shops for musicians.

Table 31: Types of shops

Stamps	26 - 8%
Books	34 - 10%
Ironmongers and building merchants	9 - 3%
Stationers	10 - 3%
Betting shops	14 - 4%
Food and drink	38 - 11%
Garage/parking/car hire	9 - 3%
Tobacconist/newsagent	26 - 8%
Records	4 - 1%
Clothing	33 - 10%
Household goods/furniture	8 - 2%
Jewellers/watchmakers	18 - 5%
Clothing cleaning and repair	8 - 2%
Appliance sale and repair	11 - 3%
Opticians	4 - 1%
Barbers/Hairdressers	20 - 6%
Antiques and objets d'art	11 - 3%
Chemists	6 - 2%
Paint, art supplies, etc.	7 - 2%
Sport and travel goods	10 - 3%
Music and musical instruments	3 - 1%
Other shops	29 - 9%
Total:	338

Entertainment

C.8 Entertainment activities form a strong part of the link between Covent Garden and the West End. This is because of the large number of theatres and the concentration of theatre-associated activity in the area. Of the thirty-three theatres in the West End, half (seventeen) are within the Covent Garden area. Theatre-associated activities are

Table 32: Types of Entertainment

Public House	Restaurant	Cafe	Club	Theatre	Theatre associated*	TOTAL
53	50	53	14	17	49	236
23%	21%	23%	6%	7%	20%	

* Theatre-associated activities include: costumiers, producers, backers, scenery building and storage, rehearsal halls, lighting equipment etc.

particularly numerous in Covent Garden because such things as rehearsal halls, costumiers, and scenery construction or storage require large floor areas at low rents. Converted warehouses, ideal premises for this type of activity, are more readily available in Covent Garden than anywhere else in the West End. The large numbers of public houses and eating places are related to the West End as a whole and, more particularly, to the theatres and other entertainment in Covent Garden, and to the daytime office and shopping activity in and around the area.

Publishing and Printing

C.9 Covent Garden has a traditional place in publishing and the printing industry in London. Many publishing houses in Covent Garden have been in the same location since they were established. Publishing activity has grown over the years and now includes not only book publishers, but popular magazines and technical journals, as well as printers, engravers and other activities associated with publishing. Two publishing organisations, Newnes and Odhams, are very large in size and employment, and there are also many smaller concerns in the area.

Table 33: Publishing and Printing

Publishing Offices	Printing and Engraving etc.	TOTAL
89 - 71%	37 - 29%	126

Industry

C.10 Industry in Covent Garden consists of small manufacturers of specialised goods, ranging from violins to speedometers. A number are manufacturers of theatrical goods - scenery, lights, etc. - which have been treated as theatre activities. Building trades in the area are small builders and decorators, plumbers, or electrical subcontractors.

Table 34: Industry

Builders/ Contractors	Manufacturers	TOTAL
15 - 30%	35 - 70%	50

Other Activities

C.11 'Other' activities are, on the whole, self-explanatory. Most of the local and central government activity is in the form of offices with the exception of the courts and the police station. Libraries are included in 'recreation', and all schools and colleges are included in 'education',

Table 35: Other Activities

Hotel	3-5%
Education	10-17%
Health	6-10%
Local Government	10-17%
Central Government	6-10%
Utilities	8-14%
Recreation	5-9%
Hostel	3-5%
Political	1-2%
Church	6-10%
Total	58

Area Characteristics

C.12 The non-residential activities in Covent Garden play a major role in establishing its character. Many characteristics of the area are strengthened by the broad pattern of activities. The internal areas have their own individual characters, based on activities within them. These vary from one area to another, mainly in terms of the intensity of particular activities. The internal character of Covent Garden, and the activity patterns which form it are a means of putting the area into its context as a part of Central London.

Area 1 - The Market Area

C.13 This is the centre of Covent Garden. The largest concentration of offices (39%) is found here. Market firms (47%), transport companies (75%), and import/export firms (62%), all centre around the market which dominates the area. There are many professional offices here; particularly architects (54%), solicitors (67%), commercial artists (67%), and insurance firms (56%). The Royal Opera House and other theatres combine with the market activity to encourage numerous pubs (25%), some with special licensing hours, and many cafes (23%). In addition, the area has many betting shops (36%), publishing offices (38%), and printing firms (37%).

Area 2 - Seven Dials

C.14 The greatest range of activities are in this area because of its proximity to both Charing Cross Road and the market. 28% of all the shops are found here. The large resident population encourages the presence of food and drink shops (29%), household goods (36%), as well as repair shops and ironmongers. Special shops are common here: bookshops (26%), record shops, art supplies, musical instrument specialists and saddlemakers. 'West End' shops are here as well - clothing (24%), stationers (40%) etc. Offices in the western part of the area include sales offices (26%), advertising (21%), and personal services (23%). Toward the market are offices of market firms (24%), and a number of import/export companies along with 39% of the photographers and film companies. Manufacturing is dominant (43%), as are builders and contractors. Publishing and theatre-associated activity are present, the latter due to the proximity of the theatres (26%). Restaurants are numerous (28%), as are pubs and cafes.

Area 3 - Drury Lane South

C.15 There are very few businesses in this part because of the large amount of residential accommodation. The exception is the large amount of 'other' activities; 43% of the local government offices, 38% of utilities, two of the three hostels, the Inns of Court Mission, and a children's library are found here.

Areas 4, 5 and 6 - The Strand

C.16 This is a shopping and office area with the Strand Palace Hotel dominating the eastern end with high quality specialist shops and entertainment activity. Tower House, the main editorial offices of George Newnes, is a prominent feature because of its size and employment. With the exception of accountants (32%), office activity is without significant quantities of any particular type, although offices are numerous and diverse. The most important shops are the stamp dealers (61% of the total for Covent Garden), and Civil Service Stores. This department store also serves as a neighbourhood shop and is one of the main features of the eastern end of the area as are Charing Cross Hospital and Medical School

Area 7 - St. Martin's Lane

C.17 Because of its location on the western edge, this area is in many ways more closely related to the West End than the rest of Covent Garden. 56% of the bookshops are grouped in this area, with 33% of the jewellers, 32% of the barbers and hairdressers, and 37% of the antique shops. There are clothing stores, gift shops, news-agents and tobacconists as well. Office activity of all types is present but there is a concentration of advertising firms (38%), charitable organisations (30%), and estate agents, property managers etc. The higher rents in this area keep manufacturing activity to a minimum although 22% of the printing firms are found here. Entertainment activities of all kinds are concentrated in the area which has 35% of all the theatres and correspondingly large numbers of restaurants, public houses and cafes. The theatre-associated activities are mainly ones which can afford high rent accommodation such as producers and theatre managers.

Areas 8 and 9 - Drury Lane North

C.18 Odhams Press dominates this area with its many branches and high employment figure. Apart from Odhams, office activity is slight: small numbers of market firms, sales offices and professional firms wanting fairly modest accommodation. Food and drink shops are prevalent here (24%), and so is manufacturing (26%). The other outstanding features are central government offices (50%), the Oasis Swimming Baths and Holborn Public Library.

Tenure

C.19 Most premises (60%) in the Covent Garden area are let on leases of less than 5 years, or rented without a lease. Freehold occupation and leases of more than 10 years are limited and in most of the multiple-occupancy situations, the type of tenure is the same for all the occupants of any one building.

Ties to the Area

C.20 As the preceding section shows, the range of activities in Covent Garden is very wide. Some, particularly publishing, bookshops, stamp dealers, and theatre-associated uses, are traditional activities of Covent Garden, and are part of the character of the area.

C.21 The question of firms with ties to or dependence upon the market itself is difficult. Table 37 shows that there are 71 firms whose customers are mainly in the market: cafes, pubs, barrow makers etc. Whether these firms will survive in the area after the removal of the market is open to question.

C.22 Ties to the area have been assessed in terms of the location of customers. Firms stating that 50% or more of their customers were 'local', are considered to be tied to Covent Garden rather than the Central Area.

C.23 Many activities are dependent upon others in the area. In the case of theatre-associated activities, this is particularly true, for the theatres are dependent upon the close proximity of these associated activities.

Table 37: Ties to Covent Garden or Central London

Area	Tie to market	Tie to Covent Garden	Tie to Central London	Total ¹
1	20%	11%	16%	283
2	3%	29%	25%	296
3	4%	30%	17%	24
4		23%	15%	13
5	7%	30%	15%	60
6		26%	22%	50
7		37%	17%	139
8	5%	32%	27%	19
9	5%	36%	17%	79
Total	71-8%	213-25%	161-19%	863 ¹

¹This number is the number of firms for which there is information on this question.

Future Plans

C.24 Nearly 62% of all the firms in Covent Garden have stated that they have no plans for the future in terms of moving or expansion. It may be that many firms will take advantage of the opportunities offered by redevelopment and will decide to expand or rebuild. Some may decide to move away because of the removal of other firms that they depend on for customers.

Table 36: Tenure Types - by Basic Area

Area	Freehold	Less than 5 yrs	5 - 10 yrs	10 -15 yrs	15 - 20 yrs	More than 20 yrs	Rented	Total
1	9%	24%	12%	4%	3%	3%	45%	359
2	12%	31%	20%	6%	5%	3%	25%	264
3	24%	15%	17%	7%		12%	24%	41
4	10%	24%	10%	10%		14%	33%	21
5	7%	17%	31%	7%	6%	11%	21%	84
6	9%	42%	9%	3%			37%	73
7	12%	32%	15%	4%	4%	2%	32%	279
8	19%	3%	41%	9%	3%	6%	19%	32
9	16%	11%	17%	9%		9%	39%	102
Total:	142- 11%	325- 26%	207- 16%	67- 5%	38- 3%	53- 4%	423 34%	1,255 ¹

¹The large total is caused by the fact that some firms may occupy more than one premises; therefore all figures in this table refer to the number of occupied premises rather than the number of firms occupying premises.

Table 38: Future Plans

Area	Expand	Contract	Expand adjacent	Move as a whole	Move in part	Branch elsewhere	Rebuild on present site	No plans	Total No. of firms
1	10%	1%	1%	30%	3%	5%	1%	56%	358
2	13%	2%	8%	4%	2%	3%	4%	64%	250
3	6%		3%	14%		6%	8%	64%	36
4	11%			5%				84%	21
5	6%	2%	1%	6%	3%	2%	2%	78%	90
6	12%	3%	5%	4%	3%	7%	5%	62%	76
7	11%	2%	3%	7%	2%	6%	5%	64%	221
8	11%		4%	4%	7%		4%	72%	29
9	4%	2%	4%	9%	4%	9%	2%	66%	101
Total:	119- 10%	18- 1%	41- 4%	158- 13%	31- 3%	56- 5%	34- 3%	725- 62%	1,182

C.25 Many of the larger firms in Covent Garden have stated that they intend to expand or rebuild on or near their present locations. This is true of a number of smaller firms too, and it seems that nearly 200 firms have definite plans, not only to stay in Covent Garden, but to increase in size.

C.26 132 firms intend to move when the market moves. Most of these are market-associated or dependent uses: importers, transport companies, non-licensed fruit and vegetable dealers, as well as some banks, cafes, pubs, etc. These market-associated and dependent firms are located mainly on the edges of the market area itself, but some are as far away as Seven Dials.

C.27 There are 118 firms intending to move which occupy premises throughout the survey area. Although the actual time of removal is unknown, it can be assumed that some will vacate before the removal of the market and others may stay for some time after redevelopment has begun. Table 38 gives a detailed breakdown of the future plans of firms located in the area at the moment.

Summary and General Comments

C.28 In summing up the Covent Garden area, it is clear that, in spite of its relatively small size, this is an area of concentrated and intense activity which is very much a part of Central London. A large number of firms and activities are strongly West End in type; most of them have been located in Covent Garden for a long time, and have no plans for moving in the future. Many activities in the area have very strong ties to Covent Garden itself or to other activities which are tied to the area. Some of these ties are those of tradition while others are more financial or physical in character. The number of organisations in Covent Garden produces a high daytime population which influences the character of shopping facilities and amenities such as the pub or cafe. Most premises are occupied on very short-term tenure (predominantly rental on a month to month or quarterly basis).

C.29 The preceding paragraphs have shown that the character of Covent Garden is similar to that of the rest of the West End in the large amounts of office and entertainment activities located in the area. Covent Garden fulfils a particular function in respect to these activities in that, as an older area, floorspace is often available in large quantities at lower rents than elsewhere in the Central Area. This allows activities requiring a West End location, but demanding larger accommodation and low overheads as well as proximity to other perhaps more prosperous activities to locate in Covent Garden. The presence of the market has a bearing on the availability of low rent accommodation in that the smells, noise and mess which are a part of the market activity make most of Covent Garden a less desirable location for prestige or luxury offices.

C.30 Covent Garden is set apart from the rest of the West End by the market which, due to its central location, tends to make its presence felt throughout most of the area more intensely than the other activities in the area. With the removal of the market, the West End character, already fairly strong in the area, will tend to become more dominant. The concentration of activities in the western portion of the area will be extremely important in strengthening the link between Covent Garden and the West End after redevelopment.

Appendix D Pedestrian survey

Survey Purpose

D.1 Because of Covent Garden's location within the West End and its proximity to Charing Cross Station, there are heavy pedestrian flows both into and out of the area, and through the area in all directions to points beyond. A pedestrian survey was carried out in the summer of 1966 to determine trip purposes, destinations and volumes.

D.2 The survey had two main purposes:

- (a) To establish desire lines as a guide to future pedestrian network design, and
- (b) To provide local trip data for use as part of the Traffic Generation Study described in Appendix E.

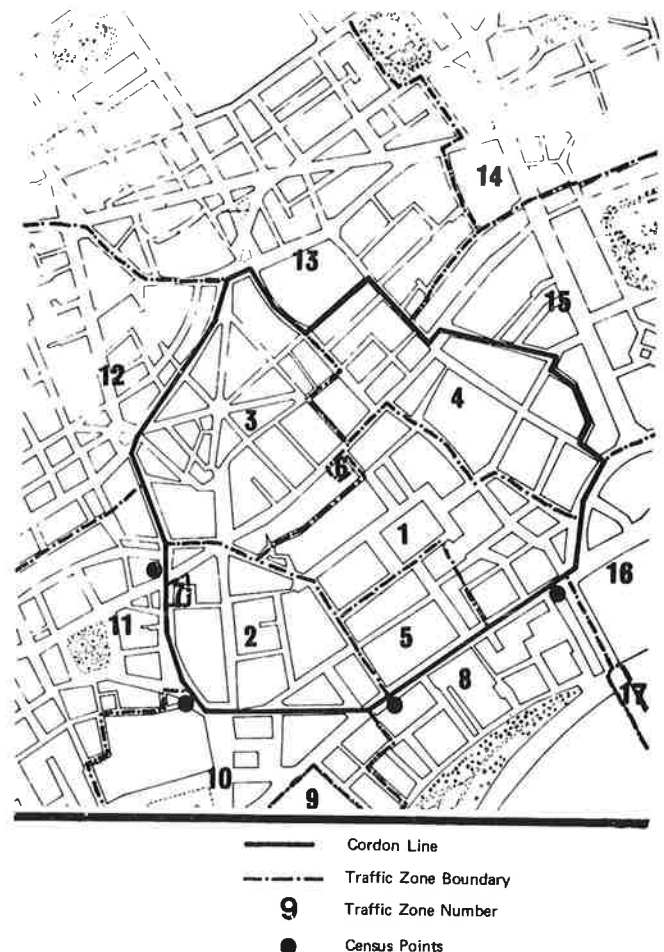
Survey Method

D.3 The pedestrian survey was carried out in two parts. The first part consisted of a cordon count, and origin and destination survey, while the second part took the form of a count at selected census points in combination with a short interview. The cordon count and origin and destination survey was carried out by the Research Branch, Highways and Transportation Department of the GLC, and the Planning Team. This survey covered all non-vehicular movements to and from the Covent Garden area and related these movements, by time of day and mode, to their associated land uses within the area. The census point survey was conducted by the Planning Team and covered all pedestrian movement along both sides of the two main perimeter roads, i.e. the Strand and Charing Cross Road.

Cordon Survey

D.4 A cordon line was defined as the kerb line of the inner pavement of the roads bounding the Covent Garden 'defined' area. In order to relate information gained from the pedestrian survey to other information used in the Traffic Generation Study, the area within the cordon was divided into internal zones corresponding to sub-areas used in previous studies. The cordon was divided into sectors corresponding to the internal zones and counting points were established at zone boundary junctions. Interviews were conducted at the tube stations and along the perimeter sectors.

D.5 Journeys into and out of the area were recorded separately and persons crossing the cordon in either directions were interviewed. The interviewees were asked questions about their walking journey including where they started, the mode of travel to the start of the journey, the purpose of the journey (work, business, shopping, home, etc.), and whether the journey was connected with the Covent Garden Market. They were also asked the address of their last stop, the address of their next main stop, the land use at the origin of their journey and at their destination, e.g. office, shop, residence, etc., and finally, whether they had chosen the route they were taking for any particular reason.



Census Point Survey

D.6 The aim of the census point survey was to collect similar information for all pedestrian movement along both sides of the Strand and Charing Cross Road. Census points were established along these routes and all pedestrians passing the census points in either direction were counted. Interviews were conducted only at the census points on the far sides of the roads, also with pedestrians moving in either direction. These interviews were much simpler than those in the cordon count; both the length of the interview and the detail of the questions were greatly reduced. The simplified interview asked for the start of the walking journey, the destination, the purpose of the journey, the reasons for the choice of route, and whether the interviewee lived or worked in London or was a visitor.

Results

D.7 The results of the Surveys are summarised and discussed in Chapter 4.

Appendix E Traffic generation study

Aims of the Study

E.1 In order to examine the effects on the transport network of the proposed redevelopment of the Covent Garden area, it is necessary to have a complete knowledge of the travel generation rates of both existing and proposed land uses within the area. These generation rates should include all journeys in and out of the area by time of day, mode of travel and by land use. The Highways and Transportation Department of the GLC was asked to advise the Planning Team on these generation rates and how they might change with the redevelopment of the area. They were also asked to consider what effects these total changes in travel generation might have upon the road and public transport networks in the vicinity of the Covent Garden area.

E.2 Information was available from three existing sources. These were, (i) The London Traffic Survey carried out in 1962, (ii) a parking survey of the Covent Garden area made in 1960 and observed traffic flows and (iii) planning data on the existing and proposed floor areas, employment and residential population. The Business Traffic Generation Study conducted by the Planning Department of the GLC was not used because this study had examined only one journey purpose, that of employers' business. Information was required, for the Covent Garden study, on traffic generation rates for all journey purposes, in particular that of the journey to and from work.

E.3 Because much of the available information applied to Central London as a whole, rather than the Covent Garden area itself, a pedestrian survey was carried out by the Research Branch of the Highways and Transportation Department together with the Planning Team in the summer of 1966. This covered all movements, other than vehicle movements, to and from the area. It related these movements, by time of day and mode, to their associated land use within the area.

Traffic Generation

E.4 The data from this pedestrian survey, together with that from the parking survey, was examined for compatibility with data from the London Traffic Survey and the planning data of existing employment and residential population. From this examination, person journey travel generation rates per unit of floor area were established for non-residential land uses and person journey travel generation rates per household for residential land use. In the same way, the modal split of person journeys in and out of the Covent Garden area was also established. The parking surveys established commercial vehicle movements in and out of the area by market and non-market land uses by hourly period. It has been assumed that the non-market journeys

would be to land use destinations in the same proportions as estimated in the London Traffic Survey, and that they would also have the same hourly distribution as measured by the parking surveys. It was assumed too that this data gathered over a period of some five years did not need to be adjusted to a single basic year. These generation rates and the modal split have therefore been considered to be those of a base year 1962. These rates by land use and hourly period are shown in table 40. Total travel has been accumulated to and from all existing land uses by hourly period for this base year 1962.

E.5 Changes in floor space have been chosen as a parameter to forecast the changes in trip generation of the non-residential land uses. Floor space has been used because this was the most easily available and most easily forecast variable. Examination of the data from the London Traffic Survey suggests that there is a strong correlation between non-work journeys and floor space for the non-residential land uses. The person trip generation rates of residential land use have been shown by the London Traffic Survey to be dependent upon several household parameters. These include the number of households in the traffic district, the total population, the number of car owning households, the number of cars and the resident labour force in both car owning and non car owning households. It is difficult to assess the extent to which the Covent Garden Survey Area conforms to the overall pattern of the Central Area (the London Traffic Survey uses the 1961 Census definition). The table below shows the range in the parameters between the Covent Garden Survey Area, the Central Area and Traffic District 205, in which the Covent Garden Survey Area is situated.

Table 39: Household Parameters, London Central Area, Traffic District 205, 1961/61, and Covent Garden Survey Area.

	Central Area (5,760 acres)	Traffic District (220 acres)	Covent Garden Survey Area (80 acres)
Persons per household	2.4	2.2	2.1
% Households, car owning	28%	36.7%	15.3%
No. cars per 100 people	13.7	18.0	8.1
Ratio of the resident labour force in car owning households to that in non car owning households	1:1.9	1:1.7	1:3.3

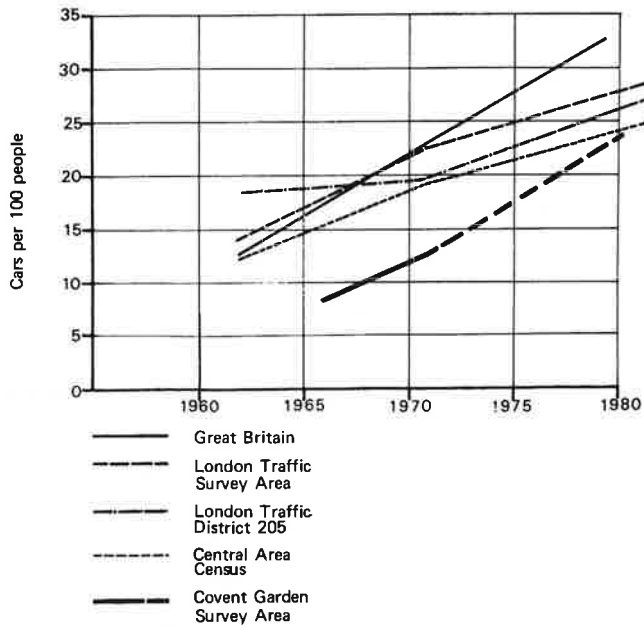


Diagram 52 COMPARATIVE CAR OWNERSHIP FIGURES

If it is assumed that the Covent Garden Survey Area after redevelopment will show a similar car ownership rate to that predicted for the Central Area in 1981 by the London Traffic Survey, then the rate of increase must be on the scale of the increase predicted for the whole country by Tanner at the Road Research Laboratory. This increase to 33 cars per 100 persons by 1980 is greater than that predicted for the LTS area. Consequently, these preliminary figures must be treated with caution and could prove to have over-estimated the trip generation rates of the residents. This is not a serious problem, however, since residential trips are less than 5% of total trips now, and estimated to be only 10% of total trips in the future.

E.6 The travel generation rates described have been assumed to apply to the base year 1962. To project these rates and the modal split to 1981, a number of assumptions about employment and traffic policy must be made. It is expected that the number of employees per unit area of floor space for the various non-residential land uses will not change appreciably in the future. Trips per employee may increase although this is not expected to be a significant increase. The modal split of these journeys to Central London can only change if accessibility to the Central Area is considerably improved, and then there would still be little change in modal split of peak-hour work journeys. For the purposes of this study, therefore, both generation rate and modal split of journeys to and from non-residential land uses have been assumed to be constant. This same assumption has also been made of commercial vehicle journeys. For residential land uses, because of increasing household incomes, it is expected that there will be increases in trip generation and, because of increasing car ownership, changes in modal split. The London Traffic Survey made initial estimates of these changes in Volume II of the study. The difficulty of deciding whether the Covent Garden Survey Area will conform more to the Central Area pattern than at present, has already been discussed. But lacking further evidence at this stage, and lacking time to make more detailed studies, these same changes as projected by the London Traffic Survey for central area households have been assumed. These generation rates for the design year are shown in table 40. Using data of the floor area of non-residential land uses, and numbers of households in the proposed development, and the assumptions on trip

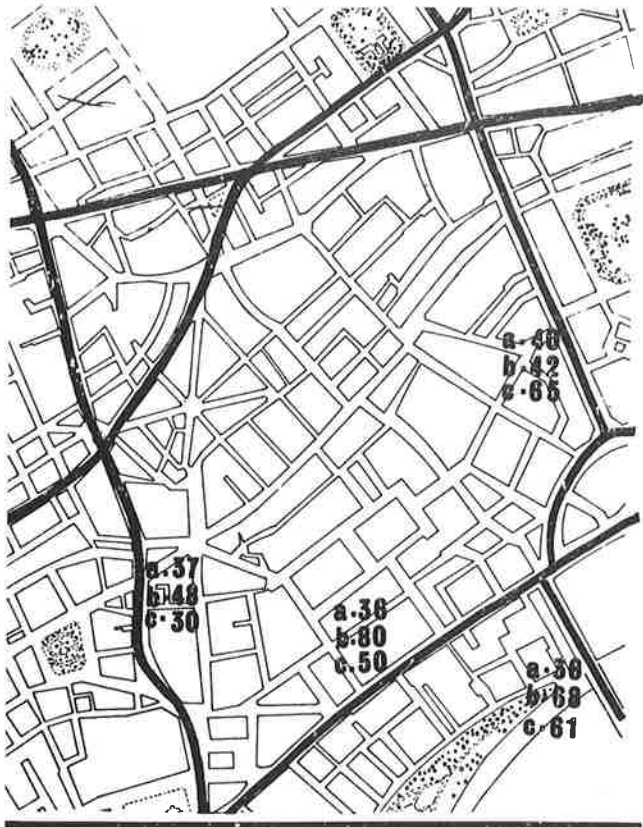
generation and modal split outlined above, table 41 has been computed to show total journeys in and out of the proposed development for the design year. Because similar assumptions to those in the LTS Vol. II have been made, it was convenient in this study to use the same design year used in the LTS, namely 1981.

E.7 It must be emphasised that the figures for travel to and from the area derived from this study are only tentative estimates of travel for an average weekday in the design year. The effect of change in accessibility to Central London could markedly effect the assumed modal split. Parking restraint will also have considerable effect on modal split. Before using these rates in a more detailed examination, several comments should be made on the total travel estimated in table 41. Considerable changes in land use have been made and at the same time the intensity of land use has been increased. The total floor area of the proposed redevelopment is approximately 20% greater than that of the existing area. Of this increase approximately 40% is additional housing and 30% additional shopping. Table 41 shows the results of these changes. The total person journeys to and from this area have increased by about one-third and journeys by private car have increased by over one-half. These increases in car journeys occur in general outside the morning and evening peak hours and especially after 6 p.m. They are mainly in the non-work journeys and in particular those for social purposes. The proportion of private car journeys generated by residential land use in relation to total private car journeys in the area will increase considerably. The 1962 figures show that residential private car journeys constituted approximately 10% of the total. The 1981 figures suggest that this proportion will increase to about 30% of the total private car journeys.

E.8 A comparison of trips from the existing and proposed land uses is given in Table 41. In the peak trip period 12-2 p.m., the total trips have increased by 35%. This is mainly due to the increased amount of shopping provided in the redevelopment. In the period 8-10 a.m., the trips "into" the area have increased only slightly, while the trips "out" of the area have increased by 60% partly because of the increased number of work trips from a larger resident population. The remaining periods also show significant increases in both "in" and "out" trips.

E.9 Table 43 gives the comparison of vehicular traffic between existing and proposed land uses. The 1962 figures show a morning peak period 8-10 a.m. and a mid-day peak period 12-2 p.m. The 1981 figures based upon the redevelopment proposals indicate one peak period only at midday, 12-2 p.m. There is a 20% reduction in total vehicle trips in the 8-10 a.m. period due to the transfer of the market to Nine Elms. In the 12-2 p.m. period the total vehicle trips have increased by 20%. After 6 p.m. there is a large increase in both "in" and "out" trips accounted for mainly by social trips to and from households.

E.10 While person journeys by car have increased, there has been a marked reduction in commercial vehicle journeys, because these in the main are associated with non-residential land uses, in particular those journeys to and from Covent Garden market. But it must be pointed out that because of congestion in the area, due to market traffic, there may be a suppressed demand for commercial vehicle trips. Nevertheless, the anticipated decreases in commercial vehicle trips in the morning peak which is at present critical, more than compensate the increases in residential private car trips. If the commercial vehicles are interpreted in terms of passenger car units, where one commercial vehicle may be considered the equivalent of 1.8 passenger car units, then there will be a small decrease in demand for road space.



24 hour flows in 1,000 vehicles

a 1962 observed 24 hour flows
b 1981 assigned traffic (excluding "through" traffic)
c 1981 assigned traffic (excluding "through" traffic) based on assumption that trips with origin and destination west of Charing Cross Road would not use Waterloo Bridge

Diagram 53 ASSIGNED TRAFFIC 1981

E.11 With these reservations on accuracy of data and the possible effects of changes in accessibility, these rates have been used to make a more detailed examination of the effect of the redevelopment on the road network.

E.12 Preliminary estimates of 1981 assigned traffic on the inner central area road network have been carried out in a previous study. Based on fundamental assumptions regarding the road networks lying outside the area and assuming that all through traffic could be kept away from the area, a coarse assignment has been made of those trips which are essential to the area. Depending on the assumed distribution of trips across the river, the assigned 1981 traffic flows for two alternatives as well as the 1962 observed flows are shown on certain routes on the diagram No. 53. These 1981 figures, which do not include any through traffic, emphasise the need to provide increased capacity along the Strand and Kingsway as part of the development of the central area network as a whole.

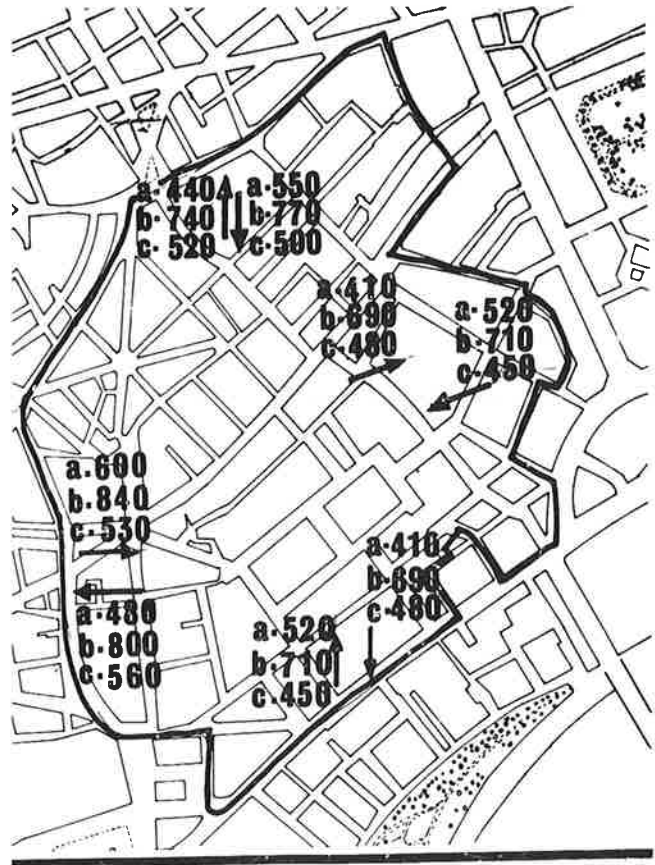
E.13 The assumed distributions of vehicular traffic to external links for the periods 8-10 a.m. 12-2 p.m. and 4-6 p.m. are given in diagram No. 54.

It must be pointed out that this estimate is approximate and may be influenced by facilities provided in the area and changes in the assumptions made in the study.

Table 40: Traffic Generation

HOURLY PERIOD	NON RESIDENTIAL LAND USES Person Journey Generation Rates per 10,000 sq.ft. of Gross Floor Area														Residential Land Rates per Household				
	Office		Industry		Commerce		Shops		Education & Health		Pub.Build & Entertain.		Hotels		1962		1981		
	In	Out	In	Out	In	Out	In	Out	In	Out	In	Out	In	Out	In	Out	In	Out	
8 am-10am	25.7	1.0	7.5	—	24.9	4.2	25.9	8.1	7.0	2.0	4.5	3.0	3.4	20.7	0.12	0.44	0.19	0.51	
10am-12am	10.2	4.5	2.0	—	13.5	9.9	36.5	32.3	14.2	—	12.2	4.6	—	27.6	0.14	0.17	0.25	0.28	
12am- 2pm	13.8	28.0	5.2	—	7.1	—	92.7	108.6	14.0	7.0	17.0	6.7	2.2	2.3	0.18	0.19	0.30	0.31	
2 pm- 4pm	15.4	8.6	6.1	—	4.5	—	56.3	44.0	33.6	31.1	13.6	13.0	30.2	23.6	0.16	0.08	0.20	0.12	
4 pm- 6pm	5.9	21.7	4.0	7.6	1.8	15.8	41.1	45.6	19.1	15.4	22.4	5.5	11.2	12.6	0.35	0.03	0.36	0.04	
6 pm- 9pm	0.6	8.7	—	1.0	—	4.3	—	3.6	—	14.2	76.6	9.7	32.5	6.3	0.52	0.48	0.86	0.82	
TOTAL																			
8 am- 9pm	71.6	72.5	24.8	8.6	51.8	34.2	252.5	244.2	87.9	69.7	146.3	42.5	79.5	93.1	1.47	1.39	2.16	2.08	

NOTE: Generation rates of non-residential land uses include walking journeys; rates of residential land use are of motorised journeys only.



a 8 am to 10 am)
b 12 am to 2 am) Number of vehicles
c 4 pm to 6 pm)

Diagram 54 DISTRIBUTION OF COVENT GARDEN TRAFFIC TO EXTERNAL LINKS

Table 41: Simulated Person Trips to and from Covent Garden by Hourly Period by Land Use - 1962 & 1981

Hourly Period	Offices		Industry		Commerce		Shops		Education & Health		Pub. Build. & Entertain.		Hotels		Visitors & Others		Total Non Residential Trips		Residential Motorised Trips		
	IN	OUT	IN	OUT	IN	OUT	IN	OUT	IN	OUT	IN	OUT	IN	OUT	IN	OUT	IN	OUT	IN	OUT	
8 - 10 am																					
Existing	10,370	390	530	0	4,510	760	2,200	680	410	120	700	470	100	670	440	1,210	19,260	4,300	200	730	
Proposed	9,560	360	530	0	3,160	520	3,950	1,240	360	110	980	640	350	2,190			19,330	6,270	650	1,750	
10am - 12pm																					
Existing	4,000	1,820	130	0	2,430	1,780	3,120	2,750	860	0	1,900	720	0	910	1,190	1,290	13,630	9,270	230	280	
Proposed	3,800	1,660	130	0	1,720	1,100	5,590	4,930	760	0	2,650	1,000	0	2,940			15,840	12,920	860	960	
12 - 2pm																					
Existing	5,560	11,300	370	0	1,290	0	7,910	9,290	830	410	2,650	1,030	60	80	730	520	19,400	22,630	300	310	
Proposed	5,140	10,420	380	0	890	0	14,190	16,610	750	360	3,680	1,460	220	230			25,980	29,600	1,020	1,050	
2 - 4pm																					
Existing	6,200	3,470	430	0	790	0	4,790	3,750	2,010	1,860	2,120	2,010	1,000	780	1,300	1,350	18,640	13,220	260	130	
Proposed	5,732	3,200	430	0	560	0	8,600	6,720	1,800	1,670	2,940	2,810	3,200	2,500			24,580	18,250	690	420	
4 - 6pm																					
Existing	2,380	8,760	270	520	330	2,860	3,510	3,900	1,150	930	3,490	860	370	400	1,980	1,600	13,480	19,830	580	50	
Proposed	2,300	8,080	290	550	230	2,000	6,290	6,980	1,010	810	4,870	1,180	1,180	1,330			18,150	22,530	1,230	140	
6 - 9pm																					
Existing	230	3,510	0	70	0	780	0	480	0	840	11,930	1,510	1,060	190	2,790	1,480	16,010	8,860	860	790	
Proposed	210	3,240	0	60	0	550	0	860	0	760	16,640	1,990	3,450	670			23,090	9,610	2,950	2,810	
TOTAL																					
8 am - 9 pm																					
Existing	28,740	29,250	1,730	590	9,350	6,180	21,530	20,850	5,260	4,160	22,790	6,600	2,590	3,030	8,430	7,450	100,420	78,110	2,430	2,290	
Proposed	26,742	26,960	1,760	610	6,560	4,170	38,620	37,340	4,680	3,710	31,760	9,080	8,420	9,860			126,972	99,180	7,400	7,130	
Existing area	4,035,260		705,250		1,809,920		854,830		601,760		1,556,910		329,950				Households Exist.		1,650		
Proposed area	3,721,781		724,229		1,273,742		1,530,583		535,580		2,172,378		1,064,950				Households Prop.		3,426		

Table 42: Total Travel in and out of existing land uses 1962 and proposed redevelopment 1981 (See Note below)

Hourly	Mode of Travel		1962 Existing land uses		1981 Proposed Redevelopment	
			In	Out	In	Out
8 am to 10 am	Car	Inside	980	700	2350	1880
		Outside	980	200		
	Bus	2560	860	2630	1320	
	Rail	6160	1290	6190	1880	
	Tube	6910	1580	6940	2370	
	Other	80	20	80	30	
	Walk	1790	380	1790	540	
	Total person journeys		19460	5030	19980	8020
10 am to 12 am	Car	Inside	1340	1380	3680	3880
		Outside	990	1150		
	Bus	2440	2840	3320	3800	
	Rail	660	770	880	1010	
	Tube	4920	5820	6590	7610	
	Other	60	70	80	90	
	Walk	9290	10910	12450	14260	
	Total person journeys		19700	22940	27000	30650
12 am to 2 pm	Car	Inside	1340	840	2600	2090
		Outside	460	300		
	Bus	2870	2020	3420	2890	
	Rail	1590	1090	1850	1530	
	Tube	3680	2570	4260	3570	
	Other	170	120	190	160	
	Walk	3750	2610	4380	3640	
	Total person journeys		13860	9550	16700	13880
2 pm to 4 pm	Car	Inside	1070	1050	3220	2760
		Outside	1170	810		
	Bus	3050	2090	4080	2920	
	Rail	800	540	1060	750	
	Tube	5030	3460	6670	4780	
	Other	40	30	50	40	
	Walk	7740	5370	10190	7420	
	Total person journeys		18900	13350	25270	18670

Table 42: Total Travel in and out of existing land uses 1962 and proposed redevelopment 1981 (See Note below) (continued)

Hourly	Mode of Travel		1962 Existing land uses		1981 Proposed Redevelopment	
			In	Out	In	Out
4pm to 6 pm	Car	Inside	1030	860	2090	2240
		Outside	320	1050		
	Bus	2250	2540	3070	2900	
	Rail	850	6010	1130	6830	
	Tube	3750	6980	5090	7930	
	Other	250	100	320	110	
	Walk	5610	2340	7680	2660	
	Total person journeys		14060	19880	19380	22670
6 pm to 9 pm	Car	Inside	1410	1200	4610	3310
		Outside	690	290		
	Bus	3220	2360	4830	2830	
	Rail	690	1110	990	1210	
	Tube	5330	2490	7620	2690	
	Other	100	60	140	60	
	Walk	5430	2140	7850	2320	
	Total person journeys		16870	9650	26040	12420
(Total (8 am to (9 pm	Car	Inside	7170	6030	18550	16160
		Outside	4610	3800		
	Bus	16390	12700	21350	16660	
	Rail	10750	10810	12100	13210	
	Tube	29620	22900	37170	28950	
	Other	700	400	860	490	
	Walk	33610	23750	44340	30840	
	Total person journeys		102850	80400	134370	106310

Notes:

1. Walking trips from households have not been included.
2. Mode Car Inside includes all person journeys by main mode of travel car, parked inside the area.
3. Similarly Mode Car Outside includes person journeys by car parked outside the area.

Table 43: Comparison of Vehicles in and out of Covent Garden

Time	Land use	Cars		Commercial		Total Vehicles		Total p.c.u's.	
		In	Out	In	Out	In	Out	In	Out
8 - 10	Existing	1630	750	1080	1470	2710	2220	3570	3400
	Proposed	1960	1570	230	170	2190	1740	2370	1880
10 - 12	Existing	1290	810	810	980	2100	1790	2750	2570
	Proposed	1860	1490	290	190	2150	1680	2380	1830
12 - 2	Existing	1660	1810	740	690	2400	2500	2990	3050
	Proposed	2630	2770	400	150	3030	2920	3350	3040
2 - 4	Existing	1600	1330	380	520	1980	1850	2280	2270
	Proposed	2300	1970	230	250	2530	2220	2710	2420
4 - 6	Existing	1130	1590	220	260	1350	1850	1530	2060
	Proposed	1740	1870	190	170	1930	2040	2080	2180
6 - 9	Existing	1500	1060	N/A	N/A	1500	1060	1500	1060
	Proposed	3290	2360	N/A	N/A	3290	2360	3290	2360

Appendix F Noise survey

Council Policy

F.1 The policy of the Greater London Council¹ towards traffic noise is that all major road and redevelopment schemes shall pay full regard to the problem of traffic noise and that Wilson Committee recommendations for internal noise levels shall be accepted as desirable standards for all new building schemes.

Wilson Report

F.2 The problem of noise was examined in detail by the Government 'Wilson Committee' report in 1963 (Cmd 2056). In certain areas, noise from industry, building operations, aircraft, docks or railways, may be loud, but generally, according to the Wilson Committee, "road traffic" is the predominant source of annoyance and no other single source is of comparable importance. Noise is sound that is unwanted by the hearer, and its loudness depends upon the magnitude, pitch and character of the sound pressure waves. Traffic noise is usually measured in "weighted" decibels (dBA). Allowing for the variations of sensitivity to noise between individual persons, the Wilson Committee made the following "very tentative estimate" of noise levels which should not be exceeded inside living rooms and bedrooms for more than 10 percent of the time. This is the Noise Climate, the range of noise levels existing for 80% of the time. Thus, for 10% of the time the level is above the upper figure and for 10% of the time it is below the lower

Situation	Day	Night
Country areas	40 dBA	30 dBA
Suburban areas	45 dBA	35 dBA
Busy urban	50 dBA	35 dBA

¹This recommendation was put forward in the report "Traffic Noise"; a joint report (26.11.65) by the Architect, the Director of Highways & Transportation, the Director of Planning, the Scientific Adviser and the Valuer. It was approved by the relevant Committees on the 31.1.66. and by the Council on the 22.2.66.

figure. The Wilson Committee made recommendations about the noise climate for three different and contrasting areas.

Covent Garden Noise Survey

F.3 In order to measure the seriousness of the problem in the Covent Garden area, arrangements were made for the Scientific Adviser to the Greater London Council to carry out a noise survey during October and November 1966. Measurements were made at eleven separate sites consisting of three 24 hour recordings, four "Gateway" studies and four individual day-time measurements.

Method of Recording Noise Levels

F.4 The 24 hour recordings were made using a level recorder running at a low speed giving a trace of noise level on a waxed paper chart. The chart was subsequently analysed and the noise climate for each hour was estimated. The "Gateway" studies were made to investigate the penetration of noise into the area from the peripheral roads. Whilst a control recording monitored the noise level at the peripheral road, measurements were made at various distances from that road into the Covent Garden area. The four individual measurements were made in the afternoon so as to avoid market noise and the recordings were taken over a half-hour period so as to eliminate short term effects. The "Gateway" studies and the four individual measurements are shown on the map of the area whilst the 24 hour recordings are shown in the table below.

Results of the Survey

F.5 The three sites for the 24 hour recordings were:

- A: The Covent Garden from the offices of Builders Accident Insurance Ltd., Inigo Place.
- B: New Row, from No.23A New Row
- C: Bow Street, from the offices of Shaw and Partners.

Table 44: The Noise Climate (dBA) for three sites in the area.

Hour Beginning	Site A	Site B	Site C
01.00	46-50	48-56	52-66
02.00	46-50	47-53	53-63
03.00	45-50	48-58	52-62
04.00	44-49	48-65	50-63
05.00	47-53	48-62	52-65
06.00	48-54	50-62	55-68
07.00	49-54	53-63	59-67
08.00	50-54	56-65	60-70
09.00	52-56	58-65	62-70
10.00	52-56	58-74 ¹	63-70
11.00	51-54	58-65	-
12.00	52-55	57-63	64-70
13.00	51-55	58-64	60-70
14.00	51-56	58-62	61-70
15.00	51-56	57-67	61-70
16.00	49-53	56-62	60-70
17.00	49-54	56-62	60-70
18.00	48-52	54-60	60-69
19.00	47-50	54-62	56-68
20.00	46-49	51-60	50-62
21.00	46-49	50-60	50-63
22.00	48-51	51-61	55-68
23.00	48-52	50-62	53-63
24.00	47-50	49-56	53-69

¹ 10% level raised to high level due to oil tanker unloading adjacent to measuring site.

Analysis of the Results

F.6 At site A, the Covent Garden, every recording after 05.00 hours was above the Wilson recommendations, whilst at the other two sites, the levels recorded were always in excess of the recommendations. An increase of 10 dBA corresponds approximately to a doubling of loudness. Thus at site A, especially during the hours 08.00-16.00, noise levels were always in excess of 50 dBA, but at sites B and C during these same hours of the day, noise levels recorded were double at B and treble at C the Wilson recommendations. And yet all three sites were comparatively speaking, less exposed to traffic noise than many of the other sites indicated on the accompanying map.

"Gateway" Studies

F.7 "Gateway" studies of four streets of varying width and alignment were made to investigate the penetration of noise into the area from the peripheral roads. What clearly emerged was that noise levels fall most sharply where the street is narrow, or narrows away from the junction. Where the street alignment changes or the street widens, noise levels drop much less sharply. In this way, traffic noise from the peripheral roads is able to penetrate into the area to a considerable distance. Noise levels drop most sharply along Cecil Court which is narrow, and Endell Street which narrows along its length. Southampton Street widens and the drop in noise levels is less, whilst Wellington Street which is wide and changes its alignment, shows a very gradual fall in noise levels.

Cecil Court

F.8 Cecil Court is very narrow and straight, half the width of the other streets studied. No vehicular traffic is able to pass through it. Noise levels are halved (70-65 dBA) 30ft. back from the Charing Cross kerb and after a small rise, fall sharply along the whole length of the Court (70-61 dBA).

Endell Street

F.9 Endell Street is considerably wider than Cecil Court but is curved and the width lessens along its length, from 70 ft. at the junction with Princes Circus, to 55 ft. at the last recording spot, 240 ft. from the Princes Circus kerb. Noise levels are halved (74-69 dBA) 30 ft. back from the kerb and there is a steady drop right along its length (74-63 dBA).

Southampton Street

F.10 Southampton Street is 45 ft. wide - including pavement - at the junction with the Strand, and widens to 60 ft. Initially noise levels drop sharply, but as the street widens, this drop is less pronounced. Over the last 180 ft. recordings showed a drop of 6 dBA.

Wellington Street

F.11 Wellington Street is 65 ft. wide at the junction with the Strand, and narrows to 60 ft. After the junction with the Strand, 200 ft. back from the Strand kerb, the alignment of the street changes from N : S to NW : SE. Noise levels do not fall rapidly and the level recorded at the junction with the Strand is not halved (76-71 dBA) until 90 ft. back from the Strand kerb. From the corner of Exeter Street to the junction with Tavistock Street, where Wellington Street widens, noise levels rise (66-67 dBA).

F.12 Additional recordings are to be made in Maiden Lane, which is also narrow and is shielded from the traffic noise in the Strand by a high building mass, and within the court of the Peabody Buildings in Wild Street where the high tenement blocks act as a buffer against traffic noise. These results are expected to substantiate the tentative conclusions drawn from the "Gateway" studies that falls in noise level are greatest where the street is narrow and the building masses act as a buffer against traffic noise.

Survey Results Compared with the Wilson Recommendations

F.13 Every "Gateway" reading was double and, in many cases, treble the recommendations of the Wilson Committee. Even in particular situations like Cecil Court, the minimum reading was double the recommended level. Penetration of noise into the area is considerable, and distance away from the primary sources of traffic noise - the perimeter roads - is alone not enough to minimise its effect. Considerable

attention must be paid in redevelopment to the siting of activities and land uses that can act as buffers against traffic noise in order to achieve the tolerable levels recommended by the Wilson Committee.

Noise Survey in Inner London

F.14 The results of a Noise Survey in Inner London carried out by the Scientific Adviser of the Greater London Council, can be used as a comparison with the noise level recordings made for Covent Garden. The Noise Survey classified background noise outside buildings into areas according to land use. The following sample figures relate to Inner London:

Table 45: Background noise according to land use

Type of Area	Day	Night
Residential	65 dBA	53 dBA
Industrial	66 dBA	54 dBA
Shopping	70 dBA	58 dBA
Offices	69 dBA	58 dBA
Railway	68 dBA	57 dBA

Although the average levels at night are much lower than by day, the quietest period only lasts from 1 am to 5 am. Between 10 pm and midnight, when many people go to bed, and during the hour or so before they normally wake up, noise levels are comparatively high, and at these times disturbance is likely to be the least tolerated. The noise level readings for Covent Garden are broadly similar to those recorded for the Inner London Noise Survey and at particular sites, the "Gateway" studies exceed even the 70 dBA recorded for shopping use.

Opportunities made possible by Redevelopment

F.15 The results of the Noise Survey show to what an extent there is a noise problem in the Covent Garden area. Redevelopment offers an opportunity to deal with the noise problem and two current schemes, particularly interesting for their attempts to deal with the problem, give an indication of a possible approach. These are the White City Housing Scheme (Hammersmith Department of Architecture and Planning), and the Robin Hood Lane Housing Scheme (Peter and Alison Smithson). The housing estate at Robin Hood Lane is traffic exposed on three sides. The architects have therefore organised the site so as to create a "stress-free" central zone, protected from the noise and stress of the surrounding roads by the buildings themselves in combination with the existing buildings on the site. The Wilson Committee maintained that the three major contributions to dealing with the noise problem were channelling vehicles on to by-passes or urban motorways, smoothing the traffic flow and reducing the maximum noise which a vehicle is capable of making.

Additional Aspects of the Noise Problem

F.16 A symposium on transport and traffic noise held at the University of Southampton on the 27th - 28th September 1963, highlighted a number of additional points that are broadly summarised below:

- (a) It is necessary to consider the relative costs of reducing the noise in the streets or of spending money on the buildings to increase their resistance to noise. Noise control must be accepted by the developer as being as important as the various other requirements for the building.
- (b) The present tendency for lighter construction materials has an adverse effect on sound attenuation.
- (c) High buildings are not the answer to traffic noise, and sunken roads do help but only up to two storeys. At higher levels, the noise levels are just as bad. Screening by trees does not have much effect and only reduces the noise levels by 2-3 dBA.
- (d) Windows are the main source of noise penetration from outside. The standard of noise insulation can be increased considerably by the use of double-glazed windows but usually requires, in addition, a system of mechanical ventilation or complete air-conditioning. A recent estimate of an office building costing £240,000, showed an increase of 19% to add suitable mechanical ventilation and double-glazing.

Appendix G Car Parking

G.1 The present parking position in Covent Garden is anomalous. It is deficient in off-street parking places for its own purposes and yet must accommodate a heavy influx of vehicles parking for the market and for business purposes by day, and for market and entertainment by night.

G.2 Parts of the area are within metered zones, but a large part in the centre is unmetered and subject only to limited parking restrictions.

G.3 Parking on the 'Market Lands' is under the direct control of the Market Authority who have their own parking attendants. During the late afternoon and up to about midnight, there is no restriction in this area and it is extensively used for private car parking for West End entertainment.

G.4 With the combination of these patterns of parking uses, the area is not free from parking at any time of the day or night. Further, as the market activities have extended into the adjoining streets, heavy goods vehicle parking has spread throughout the area. The resulting congestion has inhibited through traffic from using the area except to a limited extent.

Off-Street Parking

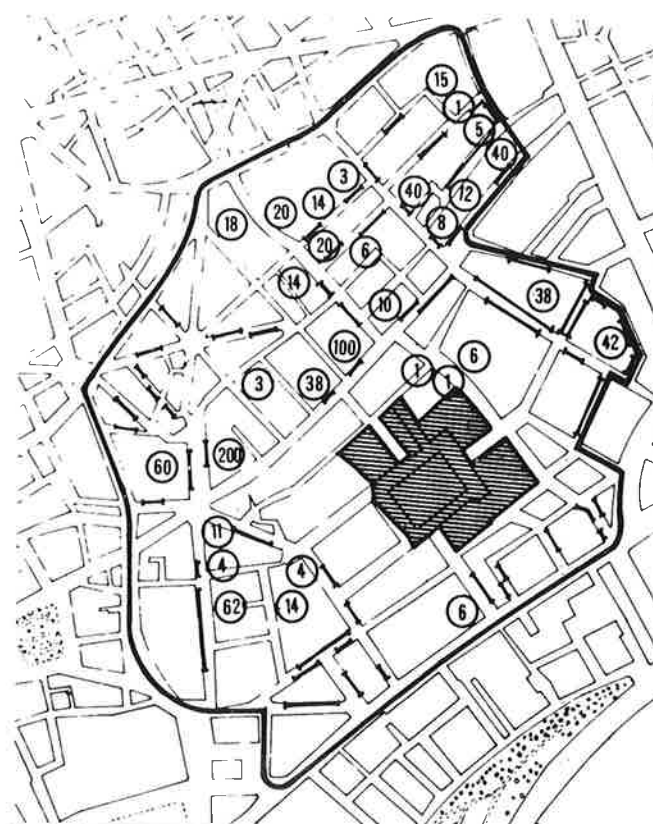
G.5 There are 1051 off-street parking spaces (according to information derived from the Planning Team's Car Parking Survey, 1967), of which 368 are public spaces and 683 are private. These are distributed throughout the area as shown on the map. Even with the low car-ownership rate (14% of households), off-street spaces are available for only 51%.

Parking Meters

G.6 The area of metered parking (again from the 1967 Survey) provides 159 spaces. The short term parking allowed by these meters tends to restrict their use to non-residents.

G.7 The combination of off-street car parking spaces and metered parking spaces gives a total of just over 1,200. However, the theoretical capacity of the roads for cars, allowing for parking both sides where possible, is about 1,500. During the morning and evening, this capacity must be virtually realised every day of the week except Sunday.

G.8 The Metropolitan Police, taking what they consider to be a lenient attitude regarding serious obstruction to traffic, towed away 7,000 cars (about 20 per day) during the year 1965-6.



Survey Area Boundary		Meter Spaces 159
Metered Parking		Off Street Spaces:
Off Street Spaces		Public: 368
Market Authority Charter Area		Private: 683
		Total Available 1210

Diagram 55 CAR PARKING

G.9 All these factors indicate extremely inadequate car parking provision in Covent Garden. Based on existing Central Area standards, the minimum number of car parking spaces required in the area for present purposes, is over 7,500 as shown in the table below.

Table 46: Car parking spaces

Land use	Existing Floorspace	Minimum Spaces	Present Standard
Offices	4,035,260	2,027	1 space/2,000 sq.ft.
Shops	854,830	171	1 space/2,500 sq.ft. - large shops
Commerce	1,809,920	905	1 space/2,000 sq.ft.
Industry	705,250	423	3 spaces/5,000 sq.ft.
Theatres	880,340	1,174	1 space/750 sq.ft.
Entertainment	309,100	206	1 space/1,500 sq.ft.
Government	367,970	245	1 space/1,500 sq.ft.
Hotels	329,950	220	1 space/1,500 sq.ft.
Hospitals	381,470	254	1 space/1,500 sq.ft.
Education	220,790	147	1 space/1,500 sq.ft.
Residential	1,584,870	1,600	1 space/household
Other	576,450	192	1 space/3,000 sq.ft.
Total Required		7,564	

Appendix H Recreation centre

H.1 As a result of discussions with the Greater London and South-East Sports Council, a special working party of the Standing Conference of Sports Associations was set up to consider the demand for (predominantly indoor) recreation facilities in the area that might be served from Covent Garden. They were asked to bear in mind that sports facilities in this area must be almost entirely indoors; primarily for relaxation and recreation available to the public at large, and used intensively enough to justify the use of high cost central area land. Their report dated March 1967 is summarised in the following paragraphs.

H.2 The Working Party considered that their recommendations for including facilities for recreation and leisure in the Covent Garden Redevelopment Scheme should be based on the following premises:

(a) The catchment area should be the area within a radius of 5 miles from the centre.

(b) The working population which would use the facilities would be considerably more than the 33,000 suggested (in addition to the estimated 7,000 resident population in the immediate vicinity).

(c) The centre should provide facilities for schools use as well as for adults of all ages. (Preliminary inquiries suggest that the Inner London Education Authority would make full use of any facilities made available to them between 10.00 am and 4.00 pm).

(d) The lack of facilities of this type in the central London area was self-evident. Apart from those at centres such as Hampstead Sports Centre, Oasis Baths and Seymour Place Baths, there were no open leisure and recreation centres in the area catering for the public in general.

H.3 There are very few purpose built recreation centres in this country and most of them are too new to have kept comprehensive records. However, based on their own knowledge of the Covent Garden area and on reports received from three sports centres (where records *had* been kept) showing the undoubted success of indoor recreational facilities, members of the Working Party were firmly of the view that the following facilities should be given high priority in considering provision for recreation.

H.4 In making these recommendations due regard was paid to the high cost of land in the area and the need for high intensity use for 10 hours to 12 hours per day.

H.5 Recommended Facilities

	Approximate dimensions
Sports Hall Netball, basketball, badminton, 5-a-side, indoor hockey, athletics etc.	120 x 80 Or x 60
Swimming Pool Recreational pool 1 metre diving Learner + diving tank + water polo	Recreational 33.1/3 m x 12.5 m Diving 12 m x 12 m Learner 12.5 m x 7.5 m
Gymnasiums 1 Women's activities Keep Fit, Health and Beauty (also providing 1 gymnasium 60 x 80)	60 x 40
1 Men's training gymnasium	60 x 40
1 General purpose gymnasium for trampolining, fencing, judo, etc.	60 x 40
Sauna baths and ancillary facilities	
Squash Courts At least 8 courts	21 x 32 (each)
General Purpose Range Small bore rifle shooting, archery, cricket, golf units	100 x 30
Indoor Bowling Green 4 rinks	
Ice Skating Rink	Possibly 10,000 sq.ft.
Rowing Tank	60 x 30

Appendix I Open space

Open Space in Covent Garden

I.1 There are only two public open spaces in the area at present. One is on the site of the original 'Convent' Garden behind St. Paul's Church in the Piazza, and the other is on Drury Lane - a small fenced play area with a hard surface with two or three benches outside. Not only is public open space clearly lacking, but private open space is missing too. There are a few internal courtyards attached to the larger residential buildings such as the Peabody Estates on Wild Street and Bedfordbury, but these are used for car parking etc. and are neither safe for children nor attractive. There is a play area attached to the primary school in Drury Lane, and a fenced area for ball games in Broad Court, but again, these are small - less than half an acre, and not generally available.

I.2 Residents go outside the area to St. Giles Gardens and Leicester Square Gardens which are just on the edge of the area, and to Lincoln's Inn Fields and the Embankment Gardens which are about a quarter of a mile away. These are all used extensively by residents of Covent Garden, as are the parks slightly farther from the area such as St. James' Park (¼ - 1 mile away) and Green Park (¾ - 1¼ miles away).

I.3 The Social Survey revealed that residents of the Covent Garden area use the available parks a great deal, the frequency of visits corresponding closely with the results of the GLC special open space survey described below. Visits to parks had been made from 71% of the households during the last summer month, including 48% during the previous week. 73% of car owners went on foot, as did 82% of non-car owners. The present use pattern in this area is of course affected by the deficiency of open space and the difficulty of crossing busy main roads to reach parks in other areas.

GLC Open Space Survey¹ and its Relevance to the Planning of the Covent Garden Area

Summary of Open Space Visiting Habits

I.4 70% of the population aged 15 and over had visited open space in the month preceding interview including 39% who had visited in the last week (called weekly

¹ Conducted in the LCC area in 1964 and divided into two parts. Part I was a sample of adults in just over 2,000 households in the area and Part II was a sample of adult visitors to 13 selected parks. A further survey of children aged 11-16 was conducted in LCC schools at approximately the same time.

visitors). The average visiting rate per week was 1,090 visits per thousand population aged 15 and over. One-fifth of visits in the last week had been made from work.

I.5 70% of all visits made in the last week were between Monday and Friday. Visits made at week-ends were more selective than those made on week days. Larger parks (over 50 acres) were visited, respondents travelled further (over a mile) and spent more time in parks. Visitors were more likely to be accompanied by family and friends and to engage in a greater variety of and more specialised activities. Cars and public transport were used more to reach parks.

I.6 77% of journeys to parks in the last week were on foot, with 71% of those having access to a car making their journey on foot compared with 81% of non-owners.

Summary of Attitudes to Open Space

I.7 Although general scenery was the most important element mentioned by those expressing 'likes' of parks it was of greater relative importance for larger parks than for small, where aspects like play facilities, accessibility and quiet, safety, health and comfort were of greater importance. The importance of the various aspects varied according to age groups, as will be described in paragraph I.11

I.8 When questioned as to the components of an ideal park, two-thirds mentioned general scenery and 34% mentioned general facilities including seating. Half the sample thought a park should contain space and facilities for children and 30% mentioned sports facilities. Refreshment facilities were thought important by 18%. Areas for special needs, such as the elderly, or for museums and entertainments were mentioned by just under a tenth of respondents.

I.9 Part II of the survey, conducted in 13 parks, emphasised the findings of Part I and a little more detail as to design components can be obtained from this survey. Of those mentioning *general scenery and layout* as a 'like', scenery itself remained as the most important aspect, but other important aspects were water (in parks where water was an important feature), the tidiness of the park, flowers and grass. Trees were mentioned where they formed a prominent feature of the park, e.g., Lincoln's Inn Fields. Among those mentioning play facilities the principal 'likes' were for the equipped play areas, special play places for children and paddling pools.

The Habits and Needs of Different Sections of the Population

I.10 The surveys have shown that a number of distinctive demand groups can be identified based on age and sex characteristics. The principal groups so distinguished include children up to four years, children of 5 to 12 or 13 years, teen-agers of 12/13 to 16 together with young adults up to 19 years, the 20 to 34 age group, middle-age groups from 35 to the early 60's and elderly people over 65.

I.11 The main characteristics and requirements of these groups apart from the general requirements common to all, are as follows:

Under 4 - Travel very short distances and are always accompanied by adults. Even where they have access to a garden they still use parks and playgrounds. The need is for small easily accessible play areas and playgrounds with simple equipment.

5 to 12/13 - As children get older they are less accompanied by adults and their range of movement becomes much greater. Need for informal areas for ball play, birds and animals to look at, areas to cycle on without restraint, and larger and more imaginatively designed playgrounds.

12/13 to 19 - Teen-agers become more sedentary as they get older and like sitting/lying about, sun-bathing, socialising. The active pursuits have most importance among the boys who play sports of various kinds but they travel much further for them. The group as a whole likes larger parks and will travel almost as far as adults to reach them.

20 - 34 - The main orientations of this group are sport (primarily among the men who travel long distances for it) and activities with children, for parents. (During the week the needs are for small easily accessible places, while at week-ends the family goes further afield and selects larger parks with more facilities.)

35 - 64 - Although all age groups take children of varying ages to parks and are certainly concerned with provision for children, the main orientation is towards amenity spaces in which they can talk, and sit and watch things and people. This age group is very mobile and travels further to larger parks and shows the highest proportions of car owners who travel out of London at week-ends.

Over 65 - The more active old persons do travel or walk to open spaces for the greater variety of interest offered and their principal activities are sitting or walking about and watching things and people, with a great deal of emphasis on peace and quiet. Among those who did not visit open space there was a large number who thought it too far or said they were too old. It can be inferred that there is a need, as for very young children, for easily accessible small spaces for the least mobile of this age group.

A further 'demand' comes from *workers*, who visit the most accessible open spaces in the lunch hour. Their requirements are for small pleasantly laid out spaces in which they can sit, talk, relax and take refreshments. A feature to watch such as the tennis and netball in Lincoln's Inn Fields, is very popular.

The Effectiveness of Different Sizes of Open Space and a Postulated Hierarchy of Open Space

I.12 Analysis of choice of park in relation to all opportunities available to each respondent has distinguished two forms of demand. I. A short movement demand, where desire to travel distances of up to a quarter of a mile overrides the attractions of distant larger parks. II. A large

park demand, where desire to go to large parks (of over 50 acres) irrespective of distance, overrides the short movement demand.

I.13 For the short movement demand, park sizes of between 10 and 50 acres seem equally effective and for the large park demand parks of 150 acres and over seem most effective. Tentative catchment areas have been deduced for parks of different sizes:

0 - 2 acres - ¼ mile	50 - 150 acres - ¾ - 1 mile
2 - 50 acres - ½ mile	150 acres and over - 1½ - 5 miles

I.14 The survey has clearly differentiated a number of functions performed by parks including (i) scenic amenity aspects, (ii) facilities for young children, (iii) formal and informal sports provision, (iv) quiet places, seats and views, (v) special facilities such as zoos and band-stands.

I.15 The differing patterns of demand indicate that an ideal park system should comprise a hierarchy of parks, distinguished by distance from home, size and function. At distances of ¼ mile from home there is a need for a small park of not more than 10 acres serving 'old people's function', a 'young children's function' and a 'general amenity function', which in business areas could also fulfil a function for workers. Still within about ¾ of a mile of home and to satisfy the needs of the large numbers who are prepared to walk longer distances to parks in order to obtain advantages of size or facilities, there seems to be a need for multi-purpose parks of 50 acres or more, or parks without playing fields which are a minimum of 30 acres. Where greater advantages of size, amenity and facilities are sought by those using public or private transport there is a zone within 2 to 5 miles of every home where a larger park of a minimum of 150 acres is required. Finally there is a regional or even national need for 'super parks' over 300 acres which draw people from a very wide catchment area.

Application of the Survey to the Covent Garden Area

I.16 The analysis map shows that at the local level of open space provision much of the Covent Garden area is more than a quarter of a mile from any open space. The restraints to movement provided by the major roads bounding the area will effectively reduce the catchment areas of the surrounding open space still further so that it can be concluded that the area does require a small open space to fulfil the 'local' need for both residents and workers. Such a space should be between 2 and 10 acres in size but preferably at the larger end of the range in order to be able to contain provision for children and old people combined with a pleasantly landscaped environment. While the needs of boys and young men for sports can be provided at greater distances and hence in the larger parks within one to two miles, a case can perhaps be made for netball/tennis provision in the small park postulated which not only would provide recreation for workers and residents but would also provide a focus for all the visitors who like to watch some activity in the park.

I.17 A separate analysis map has not been drawn for the remaining levels in the parks hierarchy. The Covent Garden area is within ¾ to 1½ miles of five very large parks which can provide the other requirements of the population in terms of sports provision, special facilities, entertainment, and large areas of grass, flowers and trees. It is concluded therefore that the only requirement for open space which would satisfy an unfilled need in the Covent Garden area is for a small multi-purpose space of not more than 10 acres.

Appendix J Character study

The Aim

J.1 The aim of the study has been:

(a) To define the visual character of the Covent Garden area within the context of its immediate surrounding areas.

(b) To identify visual character within the area itself with particular regard to any continuity of visual sequences.

Basic Approach

(a) The Existing Brief

J.2 The planning brief formulated by the Consortium and which forms the basis of the Team's work lays stress upon the fact that the Covent Garden area possesses a unique character. This suggests the need to identify the features that constitute this 'character' and to consider their use as a basis for redevelopment proposals.

(b) A Particular Attitude to Visual Character

J.3 The visual character of an area is not to be found only in individual buildings and spaces, but also in continuous sequences of visual experience. These '*Lines of Visual Structure*' can help to form a dynamic basis for the future physical form of the area. The 'traditional' method of defining existing physical character in terms of isolated buildings and spaces, only results in 'museum pieces' in the new development, which anyway usually overpowers them. The 'lines of visual structure' embrace a far larger proportion of the existing environment, and do not have the static quality characteristic of the traditional 'buildings and places'. The structural elements have been graded as regards importance and there are different time limits regarding their eventual redevelopment. This means that 'modern' elements can be inserted into the structure over the course of time with a resultant strengthening rather than destruction of the structure which will change both in nature and probably direction as the total environment continues to develop and mature.

Method

Definition of Covent Garden Character in the Context of Surrounding Areas

J.4 A visual understanding of the Covent Garden area itself must, in the first place derive from an appreciation of the physical and visual relationship of the area to its surrounding environment. The visual sequences that were surveyed and analysed derived from an understanding of this overall relationship, which is produced in diagram form in the

VISUAL STRUCTURE MAP (Fig. 13). This map amalgamates the visual assessment of three individuals; its principal value being to identify the visual sequences within the area which merited detailed analysis.

J.5 The method used to produce it was based on identifying the five elements used by Kevin Lynch¹ in his studies of urban form:

Paths - the channels along which the observer customarily, occasionally or potentially moves. They may be streets, walkways, bus routes, canals, railways. People observe the city while moving through it, and along these paths other environmental elements are arranged and related.

Edges - are the linear elements not used or considered as paths by the observer. They are the boundary between two phases, linear breaks in continuity, edges of development, walls. They are lateral references rather than co-ordinate axes. Such edges may be barriers, which close one region off from another, or they may be seams, lines along which two regions are related and joined together.

Districts - are the medium-to-large sections of the city, conceived of as having two-dimensional extent, which the observer mentally enters "inside of", and which are recognisable as having some common, identifying character.

Nodes - are points, the strategic spots in a city into which an observer can enter, and which are the intensive foci to and from which he is travelling. They may be primarily junctions, a crossing or convergence of paths. Or they may be simply concentrations, the focus and epitome of a district, over which their influence radiates and of which they stand as a symbol.

Landmarks - are another type of point-reference, but in this case the observer does not enter within them; they are external. They are usually a rather simply defined physical object: building, sign, church or tree. Some landmarks are distant ones, typically seen from many angles and distances, over the tops of smaller elements, and used as radial references. Other landmarks are primarily local, being visible only in restricted localities and from certain approaches.

Generally - None of the element types identified previously, exist in isolation in reality. Districts are structured with nodes, defined by edges, penetrated by paths, and sprinkled with landmarks. Elements regularly overlap and pierce one another.

¹See "The Image of a City" by Kevin Lynch (Cambridge 1960).

J.6 By understanding these elements and their inter-relationship, the physical and visual organisation of the urban scene is made more meaningful. The aim in all physical environments is to avoid a state of chaos. This is becoming increasingly important as more and more pressures arise to destroy the environment, and as large-scale redevelopment tends to result in loss of local identity. This broader study of urban structure over the larger area gave the key to understanding the visual character within the Covent Garden area, which led to a policy on existing buildings and spaces.

J.7 Prior to the visual surveys of the area, a broad appraisal had been carried out. This aimed to define character on two planes. Firstly - the life and activity of the area was plotted in relation to spaces, and to buildings making strong visual impact. Main movement lines and land uses were related to this. Secondly - strong visual episodes in the area were defined for detailed analysis. Enclosure, spaces and significant views were plotted.

J.8 The appraisal was valuable in the development of the technique and contributed to the overall understanding of the area. Serious drawbacks were revealed in attempting - in the study of Activity/Buildings - to combine the moving/ changing character factors (Activity/Traffic/Movement/ Noise, etc.) with the static and fixed factors (Spaces controlled and defined, Buildings/Trees/Detail - use patterns). It was decided, therefore, to extract the study of changing factors, some of which were to be scientifically measured (noise) or surveyed (pedestrian movement), as parts of the survey programme, to form a special study to reveal activity patterns and repetitions during typical days. The approach of 'Visual Episodes' was considered too narrow in the context of the developed approach, and was leading to a 'museum piece' end product. The 'episodes' were thus superseded and, ultimately, all formed part of the 'sequences' for survey.

Conclusions and Analysis

J.9 Character and townscape studies have in the past tended to be one observer's subjective reactions to spaces and groups of buildings with a detailed explanation of their detail and subtleties. A more dynamic, yet objective approach, would yield a positive policy towards the survival of old buildings as part of the total environment of redeveloping areas. They would be considered in the context of constant change - controlled replacement and improvement would result, rather than a series of negative factors inhibiting change, and producing meaningless isolated exhibits.

J.10 The 'character study' was primarily selective, evaluating each space and building in the area, assessing its contribution to the character of the whole. The selection, analysis and evaluation followed a clear path based on the analysis and grading of the following:

- (a) SEQUENCES OF SPACES - paths and routes remembered as a series of clear experiences.
- (b) SPACES linked to make sequences - individual episodes.
- (c) BUILDINGS defining the spaces - identifying their personality.

Each of these subdivisions of the study allowed an objective distillation of visual character to be made.

J.11 The steps in the analysis programme may be summed up as:

i. Survey

(a) Based upon the clear routes and paths defined in the first broad appraisal and on general observation in the area, a number of clearly defined spatial 'sequences' were identified. (Fig. 11 Identified Sequences)

(b) Visual surveys were then carried out: the degree of detail recorded varying; the boundaries of some sequences being modified in the field.

ii. Analysis

(a) Each sequence was separately analysed to define the function of the enclosing buildings, and to assess their relative importance to that sequence.

The analysis defined buildings as:

i. Primary or key buildings - dominating a space vitally affecting its character by its size, bulk and appearance or by its siting in relation to others.

ii. Secondary buildings - buildings contrasting with or contributing to the impact made by primary buildings.

iii. Adequate enclosure - buildings satisfactorily enclosing or controlling spaces by their existing height and bulk.

iv. Inadequate enclosure - buildings failing to satisfactorily enclose or control spaces.

(b) The results of these analyses were brought together into one map. This enabled buildings playing a part in two or more sequences to be identified.

(c) At the same time, the sequences were critically examined in terms of total environment. Sequences or parts of sequences were graded into three categories:

Grade A - Sequences fundamental to Covent Garden. Improvements or change unnecessary or undesirable.

Grade B - Sequences important to Covent Garden. Weaknesses exist but their general character would accept controlled change in parts, without loss to the area.

Grade C - Areas of strong character, not necessarily uniquely Covent Garden, but deserving careful attention.

(d) The graded sequences, including their related buildings were then plotted in relation to the architectural evaluation of the Covent Garden area, prepared by Historic Buildings Division of GLC. This combined all the factors relating to existing buildings on one plan.

(e) The final grading of spaces and buildings were drawn on a series of overlays which defined the graded sequences and identified certain groups of buildings around them. These overlays were used to establish a system of graded 'fixes' in the 'Factors for Change' Study (Fig. 9).

iii. Results: Graded Spaces and Buildings

Grade A spaces:

1. *St. Martin's Place*. Charing Cross Road as far as the Garrick Theatre, St. Martin's Churchyard.

Key buildings - National Gallery, National Portrait Gallery, St. Martin's school block, Coutt's Bank corner site.

Secondary buildings - Westminster City Hall, Garrick Theatre.

2. **Wellington Street Gateway.** Approach across Waterloo Bridge.

Key buildings - 'Morning Post' building, Lyceum, Somerset House.

Secondary buildings - Victoria Club, Brettenham House, 132-138 Strand.

3. **Opera House.** Broad Court/Bow Street.

Key buildings - Opera House, 5 Broad Court, 11-19 Broad Court.

Secondary buildings - Bow Street Court and Police Station.

4. **Russell Street.** Catherine Street.

Key buildings - Theatre Royal - Drury Lane.

5. **Great Queen Street.** Drury Lane

Key buildings - Freemasons Hall.

Secondary buildings - 19-40, Great Queen Street.

6. **Princes Theatre block.** Shaftesbury Avenue.

Key buildings - Both sides Grape Street, Princes Theatre.

7. **Garrick Street.** New Row.

Key buildings - 26-28 King Street, Garrick Club.

Secondary buildings - Garrick Street, South side.

8. **Covent Garden**

Key buildings - St. Paul's Church, Market building.

9. **Grade A isolated new buildings**

Magnet House site, Kingsway,
Thorn House,
42-49, St. Martin's Lane.

Grade B Spaces:

1. **St. Martin's Lane.** St. Martin's Court/Cecil Court, Goodwins Court, Mays buildings.

Key buildings - Thorn House, New Theatre, Wyndham's Theatre, Goodwins Court, Duke of York's Theatre, Coliseum.

Secondary buildings - Cranbourne P.H.

2. **Bedford Street.** King Street.

Key buildings - Bedford Chambers, 43 King Street.

Secondary buildings - 29-40 King Street, 34 Bedford Street, west side Bedford Street.

3. **Strand, Aldwych.**

Key buildings - Waldorf Hotel block (including theatres), St. Mary le Strand, Strand Palace Hotel, Savoy Hotel.

Secondary buildings - 376-8 Strand, 89-103 Strand.

4. **Charing Cross.** Villiers Street.

Secondary building (to St. Martin's Group, Strand Group) - Charing Cross Hotel.

5. **Odhams Press**

Secondary buildings (to Opera House Group) - Sun, 90-100 Long Acre, 1-19 Endell Street, 86-94 Long Acre.

6. **Princes Circus**

Secondary buildings (to Princes Theatre Group) - St. Giles School, Baptist Church.

Grade C Spaces:

1. **Group around Thorn House**

Key buildings - St. Martin's Theatre block, Welsh Presbyterian Church.

Secondary buildings - Ambassadors Theatre, 24 West Street.

2. **Warehouse Group.** Shelton Street, Earlham Street, Neal Street.

Key buildings - 22-26 Neal Street.

Secondary buildings - Cambridge Theatre, north and south sides Earlham Street, 25-31 Shelton Street.

3. **Savile Theatre - Shaftesbury Avenue.** View south of Post Office Tower and Centre Point.

Key building - Saville Theatre.

Secondary buildings - Shaftesbury Hotel, Dial House.

4. **Endell Street.**

Key buildings - 22 and 18 Endell Street.

5. **Holborn Town Hall Group.**

Key building - Holborn Town Hall.

Secondary buildings - 185-192 and 199-204 High Holborn.

6. *Russell Street - Kemble Street.*

Secondary to Magnet House /Theatre Royal spaces.

7. *Wellington Street.*

Key buildings - 33-49 Wellington Street.

8. *Strand/Agar Street*

Key buildings - Charing Cross Hospital, Rhodesia House,
Corner of Coutts block.

Secondary buildings - 51-55 Strand.

Appendix K History

From the Time of the Earliest Records to the Eighteenth Century

K.1 Seven centuries ago, the abbots of Westminster owned a piece of land along the northern side of the highway, already known as the Strand, that linked the medieval, walled City of London with the Abbey of Westminster. Part of this land they used as a burial ground for their convent and the other part was cultivated as a kitchen garden. Through the next 200 years, London grew beyond the confines of its Roman walls, and the south side of the Strand was lined with substantial houses and palaces fronting the river highway. There was building also on the north side of the Strand, and the convent garden was enclosed within a brick wall. The Reformation placed the lands of the Church in the hands of the Crown and, in 1536, Covent Garden, together with seven acres of adjoining land, was granted by Henry VIII to the Duke of Somerset. The property reverted to the Crown on his attainder in 1549. In 1553, the lands were bestowed on John Russell, the first Earl of Bedford, who built his town house on the site of Southampton Street to the south of what was to become the future market.

K.2 The Piazzas were laid out in 1630 by Inigo Jones for Francis Russell, the fourth Earl of Bedford. The original street names still survive: King Street, Charles Street, Henrietta Street, derive from King Charles the First and his Queen, Henrietta Maria; Catherine Street, from the consort of Charles the Second. Bedford Street, Russell Street, Southampton Street and Tavistock Street were named in honour of the Russell family, their titles and connections.

K.3 St. Paul's, the "handsomest barn in England", was built in 1633 as a condition of the permission to develop the Piazza. With the exception of Westminster Abbey, more men of genius and celebrity are buried here than apparently in any other church in London. In 1795, only seven years after it had been restored at a cost of eleven thousand pounds, the interior of the Church was destroyed by fire. It was restored shortly afterwards at the expense of the parishioners by Thomas Hardwicke. As a result of this fire, many important monuments were lost and subsequent works in the garden have removed most of the headstones. Only from the church records can the historic importance of the burials at St. Paul's now be appreciated.

K.4 Summerson has called the church and the piazza "the first great contribution to English urbanism". Inigo Jones' scheme for the treatment of the square in front of the church was to build a series of arcaded houses called piazzas. In fact, only the north and east sides of the square were completed, these being called the Great Piazza and

the Little Piazza respectively. The houses were quickly occupied by court society. None of the original houses survives today, though Bedford Chambers, the handsome brick and stone block on the north side of the market, is an 1878 re-building on the lines of the old facade. Although influenced by Henry IV's Place des Vosges in Paris, the Piazza is probably modelled on the market square at Lehorn.

K.5 The square became a recognised centre for the sale of fruit and vegetables from the surrounding villages and the Earl of Bedford, evidently realising the potentialities of a market between the City and Westminster to cater for the growing expansion to the west, obtained Letters Patent from Charles II in 1670 by which he was granted the right to hold a market in the Piazza. The central square was not devoted solely to the sale of fruit and vegetables and, in addition to the itinerant shows held here from time to time, it was used as a recreation ground by apprentices and children of the neighbourhood.

K.6 In the eighteenth century, the squares of Soho and Mayfair were attracting the aristocracy away from Covent Garden and it became the resort of artists, journalists and writers who frequented the many coffee houses and taverns in the neighbourhood. Although nothing original survives from the seventeenth century and comparatively little from the eighteenth century, this was the most colourful period of the Garden's history. John Zoffani, the painter, lived in the Piazza. In the Tavistock Hotel, now demolished, lived Richard Wilson, the landscape painter, whilst in 1716, Nicholas Rave, the dramatic poet, dates his letters from Covent Garden. Covent Garden, and especially the Piazza, are memorable in the pages of Otway, Killigrew, Shadwell, Congreve and Fielding.

K.7 Its hotels and taverns continued to be the resort of wits, poets, actors and men of fashion for nearly two centuries. The "Piazza" hotel was the favourite retreat of the playwright, Richard Brinsley Sheridan, and of the men of wit and rank with whom he associated. Now No. 43 King Street, it was originally the house of Thomas Killigrew, first holder of the Patent of the Theatre Royal. Remodelled in the early 18th Century for Edward Russell, Earl of Orford, it was later lived in by James West the antiquary who died in 1773. It became successively the Piazza, Mrs. Hudson's and Evans's Hotels and then The Falstaff Club, the New Club and the headquarters of the National Sporting Club. Now it has shared the fate of so many buildings in the area. Its portico replaced by shutter doors, it is a warehouse for the market. In the parlour of the "Bedford" met the 'shilling-rubber club' of which Fielding, Hogarth and Goldsmith were members. Turner was born in Maiden Lane, and Voltaire lodged there.

Russell Street, now entirely given over to marketing, was crowded with famous coffee houses.

K.8 Russell Street in particular seems to have been favoured by writers and journalists. John Evelyn lived there in 1658, and Charles Lamb and his sister, Mary, moved to No. 20 in 1817. In this street were the famous coffee houses; Tom's, which was frequented by Addison, Steele, Dr. Johnson and Fielding, and Button's, which was also a meeting place for writers including Pope and Swift. No. 8 Russell Street witnessed the historic first meeting of Dr. Johnson and Boswell in 1763. It is no exaggeration to say that Covent Garden is thicker with memories and associations than almost any other part of London.

K.9 Long Acre dates back to the time of Edward the VI. At this time the area consisted of a large field styled differently the Seven Acres or Long Acre, and was granted, together with Covent Garden, to John, Earl of Bedford. It was sometimes styled the Elms Street from a row of trees which grew there. The site was first built on in the reign of Charles the First. On the south side lived Oliver Cromwell for the six to seven eventful years that he sat in the House of Commons, and on the north side, facing Rose Street, was the residence from 1682 to 1686 of the great poet, John Dryden. It was in Rose Street that Dryden was attacked by men hired by Lord Rochester who felt he had been slighted by Dryden's satire. Long Acre, like Drury Lane, was one of the first streets visited by the plague that was to devastate London in 1665. Defoe, in November 1664, wrote of two Frenchmen dying of the plague in Long Acre; and Pepys, on the 7th June 1665, inserts in his Diary - "This day, much against my will, I did on Drury Lane see two or three houses marked with a red cross upon the doors and, 'Lord, have mercy upon us' writ there". It was in Phoenix Alley, between Long Acre and Wild Street, that the celebrated John Taylor, the "Water Poet", kept his tavern during the days of the Civil Wars and the Commonwealth. Dr. Johnson, writing of the poet Prior, commented that he would sit and smoke a pipe and drink a bottle of ale with a common soldier and his wife in Long Acre before he went to bed.

K.10 Covent Garden has long been associated with the theatre, and St. Paul's has often been called "the actors' church". Covent Garden was as popular a place to live for actors as for writers and journalists. David Garrick lived in a house in Southampton Street which still survives. Nell Gwynn was born in Bow Street, and Henry Irving and Ellen Terry were long associated with the Lyceum. A number of famous actors are commemorated by street names in the area, including Betterton, Macklin, Garrick, Kemble and Kean.

K.11 The earliest theatre (c. 1616) was the Cockpit, later called the Phoenix. It had originally been a cockpit. Cockpit Alley (now built over in the Peabody development, Drury Lane) and Phoenix Alley in the same vicinity, both names appearing on early maps of the area, must have derived their names from it.

K.12 The first Drury Lane Theatre was opened in 1663 but was burnt down, together with some fifty adjoining houses, in 1672. It was rebuilt after designs by Sir Christopher Wren and re-opened, with a prologue and epilogue by Dryden, in 1674. In 1741, having fallen into a ruinous state, it was almost entirely rebuilt and again, in 1794, every vestige of Wren's building having been razed to the ground by fire, a new theatre was erected on the site. In 1747, David Garrick took over the management in partnership with Lacey, and they were followed by Sheridan. The theatre was again destroyed by fire on the night of the 24th of February 1809. The present theatre was commenced in 1811 and on the 10th of October 1812 was opened to the public with the well-

known poetical address of Lord Byron. It remains London's oldest existing theatre.

K.13 The Covent Garden Theatre, or the Royal Opera House as it is now called, was first built by John Rich with the help of public subscriptions and opened in 1733. The early days of the theatre are connected with the inauguration there of the famous Beefsteak Club in 1738, and the production, three years later, of the Messiah conducted by Handel. In September 1808, the building was completely gutted by fire. The architect for the rebuilding was Sir Robert Smirke and, under his direction, the new theatre was erected in less than one year. The first stone was laid on the 31st December 1808 by His Royal Highness the Prince of Wales, and the theatre was opened on the 18th September 1809, only eight and a half months from the laying of the foundation stone. The cost of the building was £180,000 and, on the occasion of opening, an attempt was made by the management to raise the prices of admission by about thirty per cent. This was resisted by the public and the famous "Old Price Riots" ensued and continued for about two months until the proprietors eventually compromised. Intended for "English dramatic representations" the theatre was eventually altered under Albano so that it could be devoted to Italian Opera, but soon after these alterations it suffered the fate of its predecessor and was burnt to the ground in March 1856. The existing building, built to the design of E.M. Barry, was opened as an Italian Opera House in 1858.

From the Nineteenth Century to the Present Day

K.14 By the beginning of the nineteenth century the character of the market was changing. The stalls and booths were no longer adequate to serve the rapidly expanding population of London. Wholesaling was developing and the pressure for more marketing space and adequate buildings was growing. The sixth Duke of Bedford obtained a private Act for the reconstruction of the market, and in 1829-30, the old stalls and sheds were cleared away and the present quasi-classical central structure was erected to the design of his architect, Charles Fowler. During this period, and perhaps because of it, the artists and writers moved away from the area. It was losing its 18th century raffish character and by 1872, when the ninth Duke had bowed to the angry complaints that the market was still inadequately housed, and had instructed Cubitts to roof Fowler's building and to build the flower market to the East of it, and there had been improvements to street lighting and paving, the area took on a much more respectable air. As business continued to expand, firms leased shops in the surrounding streets and the disreputable inhabitants of the narrow alleys moved elsewhere. But the insanitary reputation was not easily lost; for long afterwards Punch continued to call the area "Mud Salad Market".

K.15 Barry, who designed the new Opera House, also designed the Floral Hall against its south side. Fowler lived before the era of cast iron and glass. Barry employed it in 1859 to give the large top-lit enclosure that marketing required. Despite this the Floral Hall was not a success. Only in recent years has it come to be used, not for flowers but as the Foreign Fruit market, having served instead, first, as a concert hall and then as a skating rink.

K.16 The Floral Hall preceded a general redevelopment of buildings in the surrounding area by only a few years. By 1877, the enclosure of the market had been radically changed. Despite the then Duke's plans to restore the area to its original form, piecemeal rebuilding went ahead. Enough brick and Portland stone facades were built to

give the area a certain cohesion, but the balance and symmetry of the Inigo Jones plan was lost.

K.17 During three centuries the market has survived, imposing its character on the area and the area on it; a residential area for the court, with Bedford House and York House close neighbours; then bohemian, actors, artists, coffee houses and prostitutes, finally a curious combination of hotels and fruit, flowers and publishers with the market always growing, pushing out the other interests or leap-frogging into the surrounding streets.

K.18 Now the market is to go. The pressures which have grown in intensity since the beginning of the century have finally succeeded. With its removal Covent Garden will be poised for yet another dramatic change in character. But the wealth of its history, the strength of its character, cannot but continue to be projected through the transformation.

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Appendix L Listed buildings

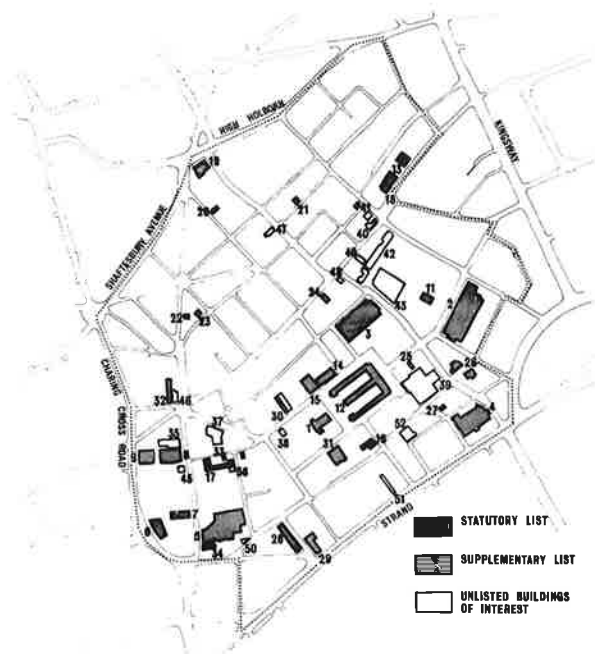


Diagram 56 LISTED BUILDINGS

L.1 The following buildings within the basic study area are at present included in the Minister's Statutory List of Buildings of Special Architectural or Historic Interest (A revised list is being prepared):

- | | |
|-------------------------------------|------------------|
| 1. St. Paul's Church, Covent Garden | <i>(Grade A)</i> |
| 2. Theatre Royal, Dury Lane | <i>(Grade I)</i> |
| 3. Royal Opera House, Covent Garden | <i>(Grade I)</i> |

This and the following are Grade II

4. Lyceum Theatre
5. The Coliseum
6. Garrick Theatre

7. Duke of York's Theatre
8. New Theatre
9. Wyndham's Theatre
10. Ambassador's Theatre
11. Crown Court Church
12. Covent Garden Market
13. Great Queen Street, Nos. 27, 28, 29 and 33, 34 and 35
14. Covent Garden, Nos. 1, 2, 3, 4, 5 and 6
15. King Street (Covent Garden), No. 43
16. Southampton Street, Nos. 26 and 27
17. Goodwin's Court, Nos. 1 to 8

L.2 The following buildings are included in the Minister's Supplementary List of Buildings of Architectural or Historic Interest:

18. Great Queen Street, Nos. 6, 36 and 37
19. St. Giles-in-the-Fields Church School, St. Giles High Street.
20. Neal Street, No. 68, store at rear (formerly chapel)
21. Betterton Street, No. 24
22. Monmouth Street, No. 61
23. Shelton Street, Nos. 15, 17 and 19
24. Long Acre, No. 53
25. Russell Street, No. 8
26. Tavistock Street, Nos. 11 to 17 and 34 to 38
27. Burleigh Street, No. 14
28. Agar Street, Charing Cross Hospital (E. wing only)
29. Strand, No. 429, Rhodesia House
30. King Street, No. 36

31. Henrietta Street, Nos. 7-10
32. Great Newport Street, No. 5
33. New Row, Nos. 4, 5, 9 and 13
34. St. Martin's Lane, No. 31

L.3 The following unlisted buildings are of special architectural or historic interest:

35. St. Martin's Lane, No. 82
36. Bedfordbury, Nos. 23 and 24
37. Garrick Street, No. 15 The Garrick Club
38. King Street, Nos. 15 and 37
39. Wellington Street, Nos. 37 to 41
40. Long Acre, Nos. 78 and 79
41. Drury Lane, Nos. 35, 37 and 39 (with 78 and 79 Long Acre)
42. Nos. 5 to 19 Broad Court with Nos. 42 and 43 Drury Lane
43. The Magistrate's Court, Bow Street
44. Nos. 36 to 42 Bow Street
The Duke of York's Theatre
45. The Salisbury, St. Martin's Lane
46. The Cranbourne, Great Newport Street
47. The Cross Keys, Endell Street (facade)
48. Kemble's Head, Bow Street and Long Acre
49. The Sun Tavern, 66 Long Acre
50. The Marquis of Granby, Chandos Place
51. Mooney's in the Strand (facade and interior)
52. Country Life Building, Tavistock Street

Summary

L.4 The really important things in this area are:

(a) The old market buildings in Covent Garden, with St. Paul's Church, the reconstructed arcade on the north side (fronting Bedford Chambers) and No. 43 King Street. Also the layout of the square and the streets leading into it with the exception of the modern Mart Street on the north side. (King Street and Henrietta Street are of considerable interest architecturally but it is doubtful if the minority of good buildings could be preserved in the face of large scale redevelopment plans.)

(b) The Royal Opera House, Bow Street.

(c) The Theatre Royal, Drury Lane.

L.5 Also important, and a valuable part of London are the famous late 18th century shops in Goodwin's Court, Nos. 1 to 8, with Nos. 23 and 24 Bedfordbury.

L.6 Less important, but also of definite merit are Nos. 27, 28 and 29, with Nos. 33 to 37 Great Queen Street, a row of early 18th century houses and the following individual buildings:

The Lyceum Theatre

The Coliseum Theatre

The New Theatre

Wyndham's Theatre

The County Court, Nos. 82 to 84 St. Martin's Lane, adjoining the New Theatre

The Garrick Club, No. 15 Garrick Street

L.7 The Scottish Church in Crown Court is not exceptionally interesting architecturally but of considerable historic importance.

Appendix M Consortium arrangements

M.1 The Covent Garden area is divided in the approximate proportion $\frac{2}{3}$ - $\frac{1}{3}$ by the boundary between the Westminster City Council and the London Borough of Camden. This area was defined by the Minister of Housing and Local Government in Regulations (Statutory Instrument No. 679, 1965) made under the London Government Act, 1963, as an area for which the Greater London Council would be the Statutory 'Local Planning Authority'.

M.2 The need for co-ordinated redevelopment of the area when the market moved, was discussed by the Councils (at that time, the LCC, Westminster and Holborn) before the re-organisation of London Government, and agreement to the formation of a consortium for the purpose was reached shortly after the establishment of the new Authorities in 1965.

M.3 The basic framework in which the Consortium would operate was defined as follows:

(a) Generally, each member would bear the cost of development for their own services but certain costs and subsequent returns would be borne by the Consortium and shared in the agreed proportions of Greater London Council 50%, Westminster City Council 35% and London Borough of Camden 15%.

(b) The redevelopment would be a partnership operation with equal participation by all three Authorities.

(c) A Working Party of senior officers of the three Authorities would be responsible for overall policy and as the direct link to members and committees.

(d) A special planning team would be set up outside the existing local authority departments and responsible to the authorities jointly. Apart from the Team leader and the administration, who would be seconded from GLC staff, the Team would be specially recruited for the work. It would be small, highly specialised and with a strong design orientation. Arrangements would be made for it to draw on sources within the Councils for help in specialist fields such as traffic, housing, finance, valuation, and scientific and legal advice. Additionally, consultants might be engaged for specific purposes such as economic analysis and sociological studies. Finally, if possible, the Team's offices would be located within the Covent Garden area.

(e) The Team would be under the executive direction of a Steering Group composed of the Chief Planning Officers of the three Authorities, which would be responsible directly to the Working Party.

M.4 The specialist advisers within the Authorities were arranged as follows:

Finance	- Treasurer, GLC
Valuation	- City Valuer, Westminster
Transport	- Traffic Commissioner and Director of Highways and Transportation, GLC
Housing	- Housing Manager, Camden.

It was the responsibility of these advisers to keep in touch with and consult as necessary their opposite numbers in the other authorities. By this means the Team could obtain the co-ordinated advice of the departments of the three Councils from one source.

M.5 For the majority of the area, the GLC is the development control authority. Outside this 'defined' area, it rests with the Westminster City Council or the London Borough of Camden. Land Charge Searches are made through the City or Borough Council and within the 'defined' area through the GLC as well. All three Authorities separately or together are involved in major redevelopment proposals for areas surrounding Covent Garden. Arrangements were made

(a) For all important applications which might have a bearing on the redevelopment proposals for the area, to be referred to the Team for comment.

(b) For the Team to be kept in touch with developments and represented at meetings relating to Trafalgar Square, Piccadilly Circus, Whitehall, the National Library, Charing Cross, or any other project where decisions might be taken which would affect Covent Garden.

(c) For all Land Charge Search replies to inform the enquirer that the property was within the redevelopment area and advise contacting the Team direct for information on the likely effects of the proposals on the property concerned.

M.6 The Team, for its part, was to keep the Consortium informed of all important developments by monthly progress reports; at the monthly meetings of the Steering Group and by sending copies of important correspondence to the interested departments of all three Authorities.

Appendix N Conference centre

N.1 The following are extracts from a letter dated 16th March, 1967, from the London Conventions Bureau in answer to an enquiry regarding the possible provision of a conference centre in the Covent Garden area, and what they would consider to be the principal requirements for such a centre (see Chapter 5, paragraph 173).

"We greatly appreciate your giving us the opportunity of putting our case to you concerning what we consider to be the urgent need for a purpose built conference centre of international standard in London.

At this present time the demand is growing very fast for the provision of such a centre. The conference business as a whole needs this facility if it is to continue as one of the country's great currency (particularly foreign currency) earners. London is one of the few remaining capitals of importance which cannot boast such a facility. This is an omission which could, in the not-too-distant future, have a considerable effect on the number of international conferences held in this city. The continent of Europe is witness to this fact. Many new conference centres have been, and are still being built there. They are equipped with all the latest facilities that modern industry can offer, and are a tremendous attraction to the conference organiser.

The conference business is one which represents a considerable annual income to the Greater London area. Over the last 3 years the numbers of international conferences held in London have been:

1964	-	112
1965	-	130
1966	-	166

In addition to this, there are the national conferences and the commercial conference. These would, if exact figures were known, increase the above figures 300% or 400%.

The spending power of this business is enormous. A survey of approximate expenditure shows that the individual conference delegate spends on average up to £15 per day on hotel accommodation, meals, shopping and entertainment. The average conference lasts 3-5 days and is attended on *average* by 250-300 delegates, although they can go up to 7,000 delegates. These figures show the earnings represented for this city. It is a known fact that one of London's greatest deterrents to a conference organiser is the lack of a purpose built conference centre. We are

confident that with such a centre we could guarantee a significant increase in the number of international conferences held here, and consequently a significant increase in the city's income. Discussions with the hotel interests and other bodies interested in conference business indicate that they would all welcome such a centre.

We would now like to put our views as to the type of centre we would like to see built. We feel that the main hall should seat a minimum of 3,000 delegates and a maximum of 4,000. A conference centre built around such a hall should consist of:

	Seating capacity
Main hall	3,000 - 4,000 delegates
2 smaller halls	750 each
1 smaller hall	350
3 smaller halls	150 each
5 committee rooms	50 each
5 committee rooms	25 each
Catering	Two-thirds capacity

In addition to these meeting rooms there would need to be at least 25 offices for use by conference organisers plus a series of offices for the permanent staff. It is very difficult to set a hard and fast rule but these figures are based upon general requirements.

Over and above these requirements one would need to allow for an exhibition area, not for large exhibitions but for those allied to conferences. A large foyer space is necessary as the foyer is a most important part of a conference building. It should have adequate cloakroom facilities, and such ancillary services as banking, shops (souvenir, photographic, newspaper, tobacconist etc.). Sufficient provision must be made for Press, T.V. and radio including special studios where possible, and sufficient telephone and teleprinter lines.

Naturally such facilities as cine and slide projection, full sound amplification where necessary, simultaneous interpretation system, adequate lighting systems should be incorporated in the design.

It is estimated that the centre would need to be occupied by at least one international conference for 270 days in any one year in order to break even. We feel quite confident that, if the present pattern continues, with the fillip given to the conference industry in this city by such a centre, this target could easily be met and in fact passed.

The question of traffic implications is one which is, I am afraid, beyond our ability to answer in detail. We can only put a few observations to you which might be of assistance. Firstly, we consider it essential to provide car parking facilities in or very near the conference centre. The answer could be the provision of underground parking if it is possible in the area. We would suggest that parking for up to 500 vehicles would be adequate. Most overseas delegates would come by public transport as at present, and we do not see any reason for that position to change substantially despite improved cross-Channel car ferries and the future possibility of a Channel tunnel.

Secondly, there should be adequate coach loading and unloading points at places where they will not interfere with normal traffic flow. We would again suggest that these could be underground. There should also be coach parking facilities, as it is usual for tours for delegates to start from the conference centre itself, and space would be needed for the coaches to park while awaiting the delegates arrival.

In addition to this, we wondered whether, taking into account the importance of such a conference centre, the London Transport Board would consider the possibility of including a new underground railway station in the Centre. We think that this would be an important addition and would obviously ease travel to and from the hotels etc. It would also tend to make delegates gravitate towards the public transport rather than towards the roads with private cars etc. Finally, it is important that provision should be made for taxi ranks.

There are one or two random thoughts about the centre which we ought to commit to paper. These are :

- (a) We do not consider it advisable or necessary to include the construction of a hotel in such a project.
- (b) A conference centre should be built for what it is, and not include buildings for any other purpose.
- (c) The centre must be primarily for conferences, and all other uses and objects must take second place.

As far as the question of finance for such a project is concerned, we must repeat our previous thoughts. We feel that, in order to achieve the correct perspective and flexibility of operation, the conference centre should be constructed and owned by the municipality or the nation. With one known exception, all conference centres of which we have experience are owned and operated in this way. It seems to us that, should the city or national Treasury not be able to agree to advance the cost, then a loan should be floated. Once in full operation the centre would repay this in a relatively short space of time.

Appendix O Dwelling sizes

0.1. Local Authority:

35%	1 person dwellings at	460 sq. ft. per unit
25%	2 person dwellings at	650 sq. ft. per unit
20%	3 person dwellings at	820 sq. ft. per unit
15%	4 person dwellings at	1000 sq. ft. per unit
5%	5 person dwellings at	1130 sq. ft. per unit

Housing sizes are based on Parker Morris standards to which have been added:

- (a) Storage: 40 sq. ft. per dwelling, plus 10 sq. ft. per person.
- (b) Circulation, etc: 20% of total dwelling size.

Avg. size dwelling	-	690 sq. ft.
Avg. household size	-	2.3 persons
Avg. area per person	-	300 sq. ft.
Density	-	200 p.p.a.
Housing area per acre	-	60,000 sq. ft.
Plot ratio	-	1.4 : 1

0.2. Private Development:

30%	1 person dwellings at	570 sq. ft. per unit
40%	2 person dwellings at	810 sq. ft. per unit
20%	3 person dwellings at	1030 sq. ft. per unit
10%	4 person dwellings at	1250 sq. ft. per unit

Dwelling sizes are assumed at 25% larger than local authority provision.

Avg. size dwelling	-	830 sq. ft.
Avg. size household	-	2.1 persons
Avg. area per person	-	400 sq. ft.
Density	-	200 p.p.a.
Housing area per acre	-	80,000 sq. ft.
Plot ratio	-	1.8 : 1

0.3. Housing Association:

Size of unit and split between different household types is assumed to be same as for local authority housing.

0.4. A split of 50% Local Authority and 50% Private and housing association has been assumed in terms of total floor area. This does not, with these proportions of house types, result in a 50% split in terms of numbers of dwellings or numbers of residents.

Appendix P Financial appraisal method and assumptions

Background

P1. The main report deals with the financial requirements set out in the original Brief to the Planning Team, namely:

2.3 (e) A broad financial appraisal of the redevelopment costs and revenues; distinguishing between those of the Consortium and totals for the scheme as a whole, and including where appropriate cost benefit studies of alternative proposals.

2.6 In formulating its proposals, the Team will have to balance on the one hand the importance of the site and the scale of expenditure necessarily involved, and on the other, the need for economical solutions and the accommodation of remunerative uses to the maximum compatible with the basic objectives.

These two paragraphs raise somewhat different considerations and the appraisal has been made in such a way as to meet both.

General Approach

P.2 The initial objective of the financial appraisal was to test the overall financial viability of the proposals in the draft plan by comparing (1) total land costs for all the redevelopment proposals with (2) the total values of the redevelopment sites for their proposed future uses.

P.3 When these two totals were calculated for the draft plan in its initial form, there was a large excess of total land costs over total site values, and several re-runs were necessary using different sets of proposals before it proved possible to achieve a balance.

P.4 The next step was to estimate construction costs in order to assess total costs taking land and buildings together, for different groups of developers both public and private.

P.5 The final step was to consider the financial implications for the three local authorities in the consortium, taking into account capital requirements, interest charges, and possible grants and subsidies for comprehensive redevelopment, roads and housing.

P.6 In addition to checking the overall viability of the redevelopment proposals, special attention was paid to means of achieving public improvements in an economical way (especially by minimizing land costs) and to ensuring that the profit margins for private developers were adequate to provide a substantial incentive for investment.

Method

P.7 The general form of the financial appraisal, the methods used in estimating costs and values, and the assumptions on which the appraisal was to be based, were worked out and agreed in a series of meetings of the Planning Team with the Valuers and Treasurers of the three Consortium authorities and with Professor Lichfield who was appointed as consultant for the appraisal.

P.8 The area was divided into redevelopment blocks for each of which the Planning Team produced estimates of future floor space in different uses, and the Valuers produced estimates of acquisition costs (including disturbance, demolition and site clearance) and estimates of the market value of the new sites for the uses proposed.

P.9 To the total acquisition costs were added the other land development costs (including the cost of constructing new roads and pedestrian ways, laying out the public open space, and the cost of public utility diversions and new mains). The sum of these was the total land cost to be compared with the total land values.

P.10 A tentative floorspace allocation made by the Team to sites, uses, agencies and phases, formed the initial basis of the study. The financial implications to each redevelopment agency were assessed, site by site and for the area as a whole. This produced clear indications on a number of vital points:

(a) The ripeness of property for redevelopment - based on the comparison of acquisition costs and the site realisation values.

(b) The extent of "economic obsolescence" present in the area.

(c) The marginal effects on the financial picture of marginal changes in quantities and disposition of uses and accommodation.

(d) Whether private enterprise development appeared likely on certain blocks, and the quantities of profitable uses necessary to create the required "incentive".

P.11 The first run through produced total land costs well in excess of total land values, and the whole exercise was then repeated a number of times, involving a series of amendments to the plan to improve the financial balance. The main changes made in the successive amendments to the plan were to exclude certain particularly expensive sites, to shift the balance away from unprofitable uses where reductions were possible within the basic terms of reference, to increase profitable uses where basic planning

policies and estimated market demand permitted, and to increase somewhat total floorspace.

Planning Assumptions

P.12 Housing

Housing Density	- 200 persons per acre
Household sizes	- Local Authority: 2.3 persons Private : 2.1 persons
Dwelling sizes	- Local Authority: 690 sq.ft. per dwelling Private : 830 sq.ft. dwelling

Plot Ratio

P.13 We have worked to a plot ratio of 4 : 1 throughout the area except for the blocks along the north side of the Strand where we have used the present limit of 5 : 1. Where existing buildings exceed these figures we have allowed for full replacement on redevelopment.

P.14 Mixed-use sites contain a maximum of 1½ : 1 residential (equivalent to approximately 200 p.p.a.) with other appropriate uses making up the full plot ratio.

Offices

P.15 Use rights within sites have been respected, except on consortium sites where some transference between sites has been allowed. Market offices have not been replaced.

Car Parking

P.16 Car parking and servicing areas have been allowed for in accordance with present standards; the proposals in the Draft Plan to concentrate parking in Public Car Parks, and to use managed communal servicing systems may result in lower capital costs.

School Sites

P.17 The apportioned land cost for schools is based on the assumption that multiple development of these sites will be agreed by the ILEA and the Department of Education and Science. Design studies are being carried out in association with the GLC Education Architect and ILEA to ascertain whether satisfactory schemes can be devised on this basis.

Valuation Assumptions

A. Acquisition

P.18 Estimates were prepared for each separate redevelopment unit, on the basis of values at 1 January, 1968, and in accordance with the usual statutory provisions for compensation as if compulsory purchase were to be used.

P.19 Provision was made for fees and costs payable to vendors, disturbances where payable, demolition and site clearance, but did not include costs of rehousing.

B. Recoupment

P.20 The capitalised returns were based on capitalised ground rents, except in blocks where conversion rather than redevelopment is proposed - where rack rents have been taken. The valuation was on the basis of values at 1

January 1968, and no allowance was made for the higher rents in the later phases which are likely as a result of the impetus of the overall project.

P.21 Apart from land required for roads and open space which have been valued at cost or no cost respectively in order to comply with the highways and planning grants codes, the values used are the appropriate market values for the new uses in this area. Land already in the Councils' ownership has been included at current market values and not at the actual cost of acquisition.

Building Costs

P.22 Current Central London construction costs (per average standard unit) for roads and site engineering works and for buildings of different types were obtained and were applied to the quantities of new development proposed in the plan.

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