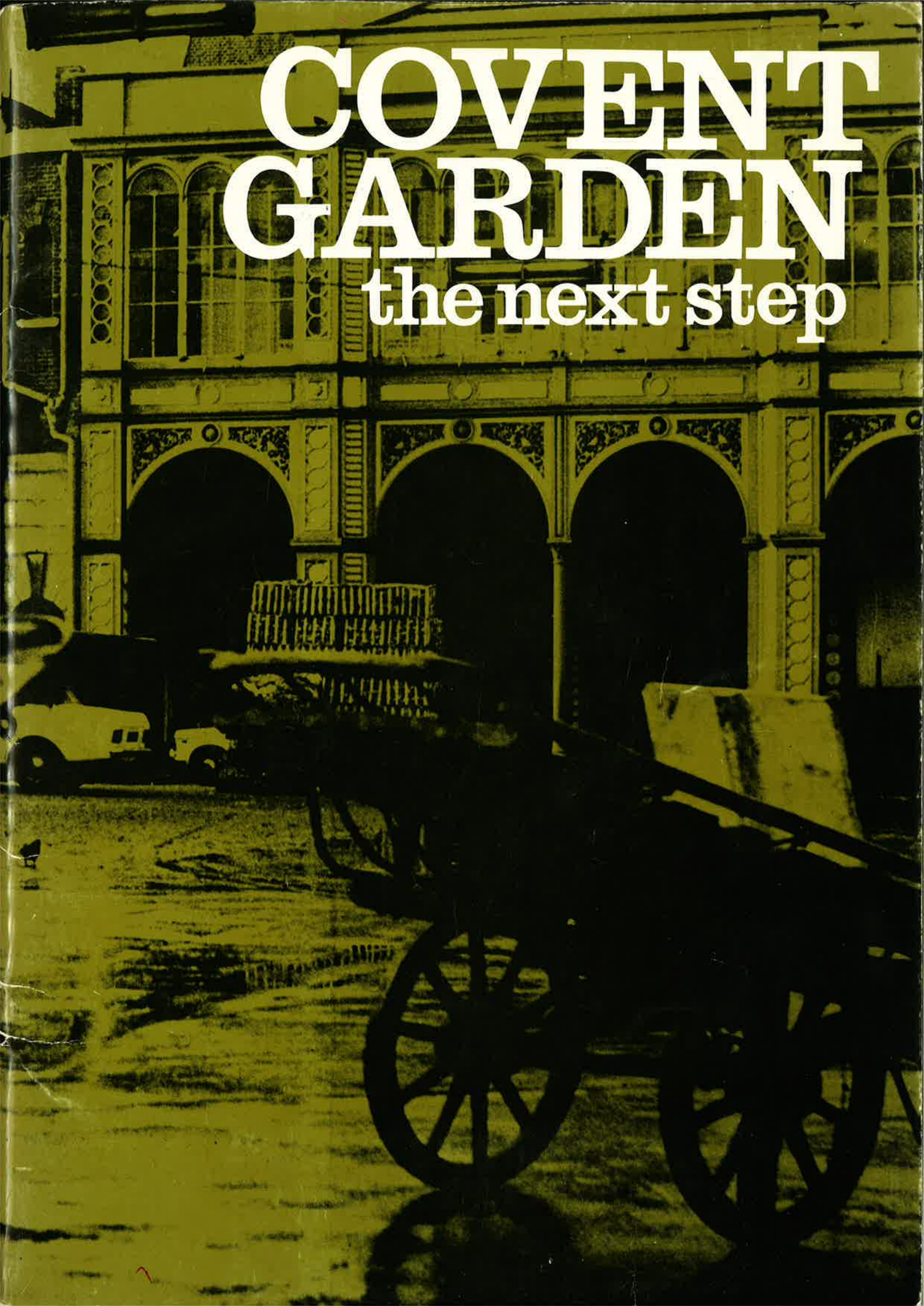


# COVENT GARDEN

the next step



**Greater London  
Council  
Covent Garden  
Joint Development  
Committee**

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# **COVENT GARDEN**

**the next step**

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**the Revised Plan  
for the proposed  
Comprehensive  
Development Area**



## Preface

### **By the Countess of Dartmouth**

In 1749 the actor David Garrick paid 500 guineas for the lease of 27 Southampton Street, and became one of the countless famous people who have lived in Covent Garden. Fruit, flowers, opera, theatres, Moss Bros and St Paul's Church – Covent Garden contains them all. I have always loved Cecil Court, the theatres in St Martin's Lane, the little shops in Seven Dials, and the amazing art nouveau glass fronting the 'Salisbury'.

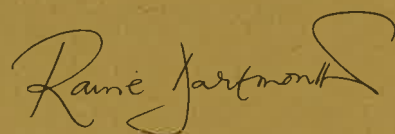
Now, after three hundred years, the actual market is moving to Nine Elms. Many of us Londoners feel a pang of sorrow, because any change is always rather frightening. Yet consider the Piazza. Could we recreate the symmetrical arcades of Inigo Jones? Could there be a garden for lunch-time rendezvous and where old people could watch the world go by? Could there be shops, restaurants and cafes? Ought there to be Punch and Judy shows on the same spot where the first one ever seen in England was given by the Italian Pietro Gimonde in 1662?

There are so many possibilities for improvements which could bring new life and gaiety to worn-out buildings, and new benefits to local people. There may be a new Conference Centre and hotels, but there is still plenty of room for local industry and local shopping, a new Sports Centre, gardens, and much more housing for people who want to live and work in the area.

There is an unrepeatable opportunity right in the centre of London for the GLC, the Borough Councils, developers, architects, and ordinary people to combine in producing ideas, plans, drawings, and finally actual buildings whose quality and distinction make us proud. There are bound to be changes. But even in modern idiom, please let us keep as much as possible of the intimate character of Covent Garden; the alleys, the courts, the cosy streets,

which are so typically English. Yet if this seems impossible, remember that we are also masters of that other English characteristic, compromise. Buildings old and new, small and large, can live happily side by side if the scale and proportion and materials are right. Mixed developments can help pay for community projects, and both private and public money can finance all types of housing.

Any vast change of this kind must be undertaken with responsibility and with humanity. We want to help anyone who is apprehensive or in need. We want to explain any part of the proposals which are not completely clear. We want to encourage those who wish to invest in the area, and, above all, we want to lay the foundations of a prosperous and happy life for everyone who will live or work in the Covent Garden of the future.



*Chairman, Covent Garden Joint  
Development Committee*

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# 1

## Introduction - Events since the Draft Plan

1 In November, 1968, the Greater London Council published, on behalf of itself and the Councils of the City of Westminster and the London Borough of Camden, the Covent Garden Area Draft Plan, entitled 'Covent Garden's Moving'. The plan had been approved by the Councils as a basis for consultations and discussions with owners, developers and others interested in the future of the area.

2 A public exhibition of the Draft Plan was held from 6 to 22 November, 1968 and was attended by more than 3,500 people. Visitors were asked to record their views and comments on printed suggestion sheets and over 350 were handed in. Replies were sent to all those who gave their names and addresses. About 1,500 individual comments and suggestions were submitted and, in general, public comment on the plan was favourable. Many of the suggestions made were helpful in the further development of the plan. A summary and breakdown of these comments is given in Appendix A. Consultations and discussions were also carried out with existing land owners and with potential developers, both public and private bodies. Meetings were held with any local groups and associations who could be contacted.

3 Revisions have been made to the Draft Plan in the light of those comments, changes in circumstances and as a result of further studies and consultations. The changes are set out in detail in Appendix B.

4 In February 1970, the GLC declared its intention of securing the comprehensive redevelopment of the area broadly along the lines of the Draft Plan. It accepted in principle the commitment to the acquisition of lands and to carrying out the necessary site works for that purpose and agreed to the submission to the Minister of Housing and Local Government (now the Secretary of State for the

Environment) of a proposal for the definition of a Comprehensive Development Area (CDA). A Comprehensive Development Area submission, made in order to deal satisfactorily with the large area of vacant buildings following the market move, and existing bad layout and obsolete development, was considered the appropriate procedure open to the Council. The more recent Action Area method is not yet available for use in this area.

5 The implementation of such a large scheme for redevelopment required special measures if it were to be effective. The GLC thus set up the Covent Garden Joint Development Committee as a standing committee and arrangements were made for it to include members of the Westminster City Council and Camden Borough Council. It was also decided to expand the former Planning Team into a Development Team by the addition of officers of the GLC's Valuation and Estates Department.

6 Subsequently, in July 1970, the GLC approved the revised plan for the area and resolved to submit the Comprehensive Development Area proposal. This submission was made in December 1970 after the statutory consultations had been carried out with the Councils of the City of Westminster and the London Borough of Camden. It is expected that a public inquiry will be held during 1971 and the final approval of the plan depends on the Secretary of State's decision.

7 The documents which, by statutory regulations, are required to be submitted to the Secretary of State have only to show the principal traffic roads, the main framework roads, the public open space and zoning. Whilst these are adequate for his purposes, they may not be sufficient for other people. The GLC felt that it was important to publish this booklet explaining the proposals in greater detail.





# 2

## Outline

8 The basic planning objectives remain unchanged from those stated in Chapter 2 of the Draft Plan – 'Covent Garden's Moving'. To achieve those objectives will require the injection of public capital by way of land acquisition, the provision of new and improved roads, better facilities for pedestrians and the parking of cars, various community projects, opportunities for improved cultural and entertainment activities and general environmental improvements. In addition, more new and better housing will be created while the best of Covent Garden's existing character will be conserved and integrated with the new development. Such objectives can only be secured by the breadth of approach inherent in Comprehensive Development Area procedure.

9 The submission of the CDA proposal marks an important stage in the planning of the area. In effect, the Secretary of State is being asked to approve the broad planning of the area, the establishment of the overall framework of roads and the mixture of uses.

10 Extensive proposals on matters of detail have been avoided. The forthcoming public inquiry will examine the basic framework of the plan, and if, in the public interest, the Secretary of State considers it necessary to make alterations to this framework, such work might prove abortive. The detailed proposals illustrated, therefore, should be taken as indicative, not finite. Later on, further studies will be made of the form and scale of buildings, the geometric design of roads, the environmental quality, and the programme of conservation and improvement. Detailed planning briefs will then be drawn up. Views expressed at the Inquiry, and in past and future consultations with local interests will be taken into account.



Sadler's Wells  
Opera

JOHN

TIME H

Sadler's Wells  
Opera

# 3

## The New Shape of The Plan

11 The future role of Covent Garden is influenced by four main factors:

(i) Its situation in the central area, close to the West End (with its entertainment, shopping and offices), adjoining the Inns of Court and Fleet Street, and with the University to the north.

(ii) The need, because the area is in this central position, to ensure that its future use does not generate too high a level of employment or traffic.

(iii) The activities already in the area which provide a particular character

and environment unique in central London. For example, over half of London's theatres are in or adjoin the proposed Comprehensive Development Area.

(iv) The challenging opportunity for change and renewal offered by the market move. The actual vacuum created by the departed market uses, will release the redevelopment incentive, for long held up by congestion, uncertainty for the future, and, in redevelopment terms, the depressed environment. The vacuum allows selective strengthening of

existing uses, and the introduction of new local and strategic projects. These will include more housing, of widely differing types, an expanded Royal Opera House, new schools, a sports centre and, on an entirely different scale, an International Conference Centre.

12 The plan aims, therefore, to continue the mixed-use character of Covent Garden and to provide the best possible conditions for activities appropriate to the central area. The goal will be the establishment of a lively and active environment with a sound economic base; a centre for entertainment and shopping; a place to live, work and meet; a cultural centre, and a place for tourist and conference delegates to meet and stay.

### A mixed development

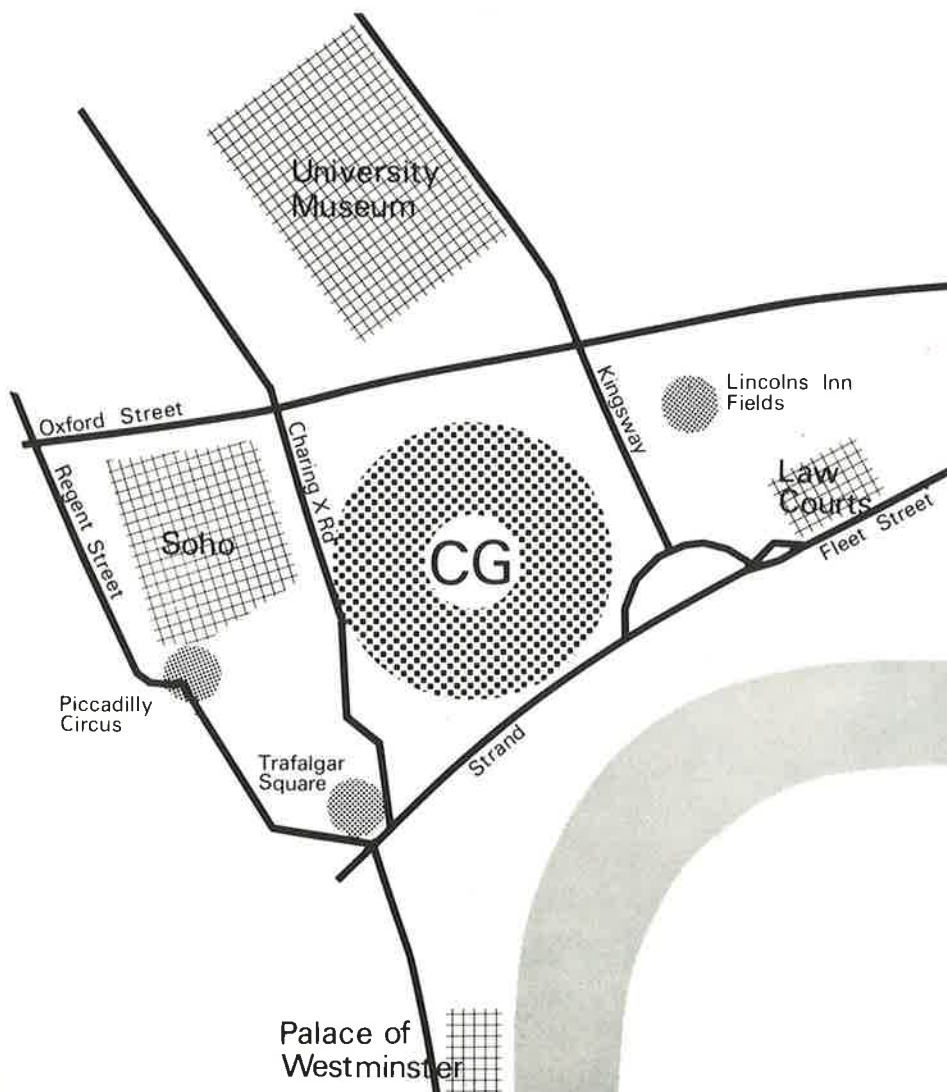
13 These aims involve a complex mixture of development even on individual sites. This will make possible the most effective use of expensive land and thus make it possible to strike a balance between profitable and unprofitable uses. Without such an approach community projects, such as local authority housing and open space, will be precluded by their expense.

The way in which different activities develop will not, however, be uniform throughout the area. For instance, in the southern part, the emphasis will be on shops, offices and entertainment while in the northern part it will be on residential accommodation, schools, small offices and commercial uses. Covent Garden is, at present, an area of different neighbourhoods and districts, each with a different mix of uses and activities. This varied quality will be retained, both in conservation and renewal areas.

### Different types of development

#### (i) Housing

The existing residential accommodation for 2,500 persons will



The situation of Covent Garden in the central area

be increased to house about 6,000. Public and private housing will be provided so that a mixed and balanced community can be established. It is hoped that housing societies and associations will participate in this field. The GLC has agreed to provide 1,400 dwellings. This will allow a good margin on the rehousing liabilities caused by redevelopment.

(ii) *Open space and recreation centre*

Bearing in mind the problem of providing open space in city centres, it is considered that an open space of about three acres with a complementary sports centre will give the best value for money. This would provide the widest range of recreation facilities. Additional amenity open space will be provided by the segregated pedestrian areas; some roof tops and terraces will also be used to provide playspace.

(iii) *Offices*

In view of the need to limit office accommodation in central London, it is intended to provide for the replacement of approximately the existing amount of offices in the area, and to encourage as far as possible the use of this space by firms having some connection with the area or which need to be located in the West End.

(iv) *Commerce*

Most of the existing commercial use is represented by Market warehouses which will move to Nine Elms. There will not be the same demand for market commerce after redevelopment, and, therefore, the overall quantity will be substantially reduced. Sufficient will be retained in the area to serve the central area service trades, and provide space for essentially local activities. This will be partly in existing buildings, and partly new low cost construction.

(v) *Industry*

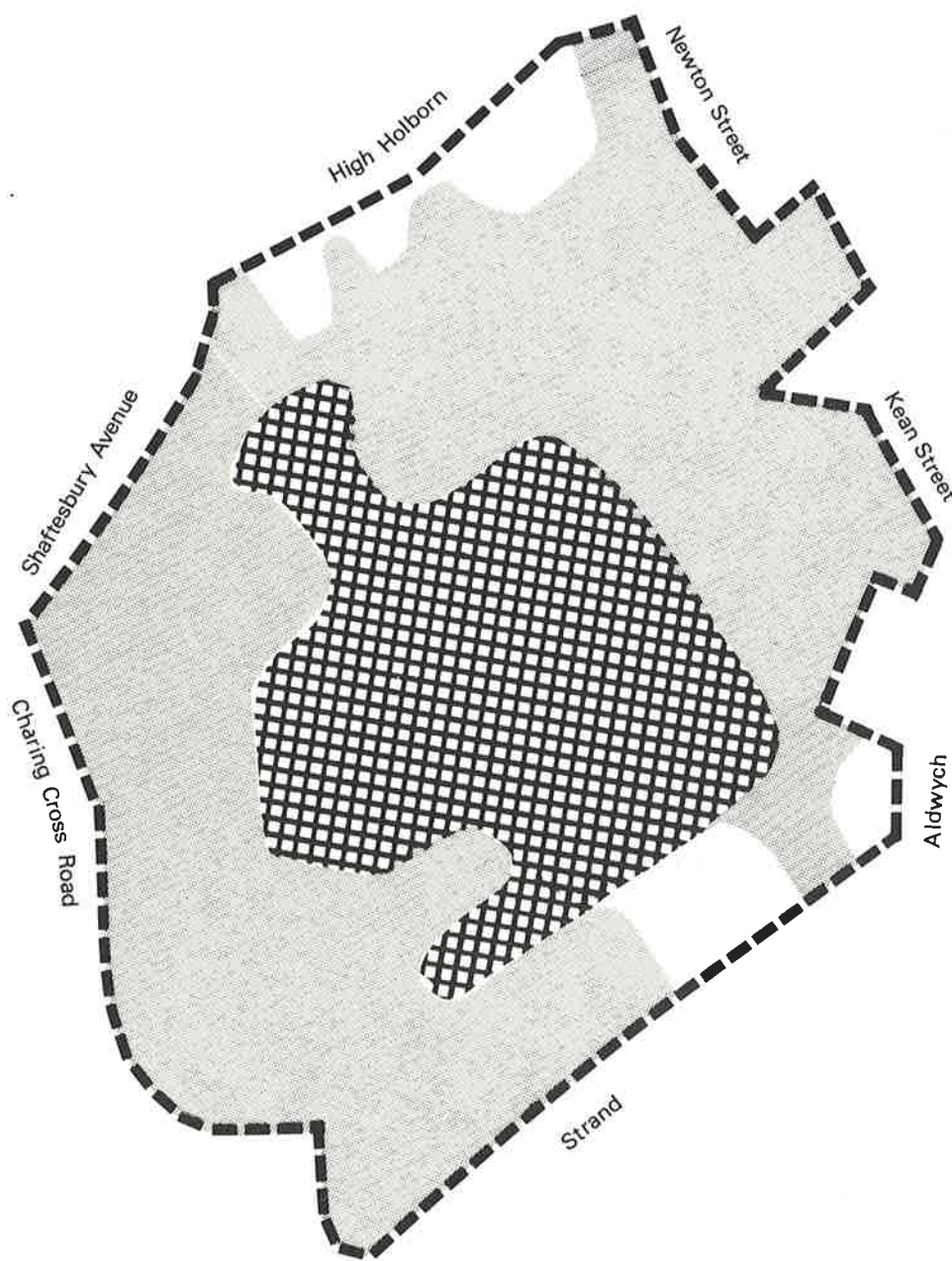
Some reduction is proposed, but provision is made for service industry connected with the West End.

(vi) *Shopping*

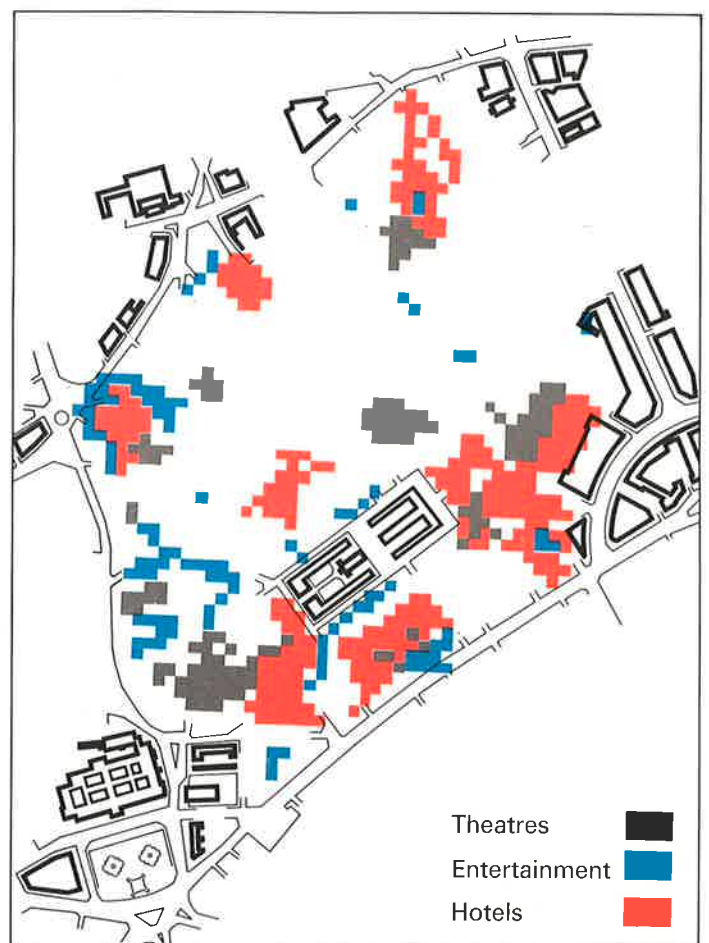
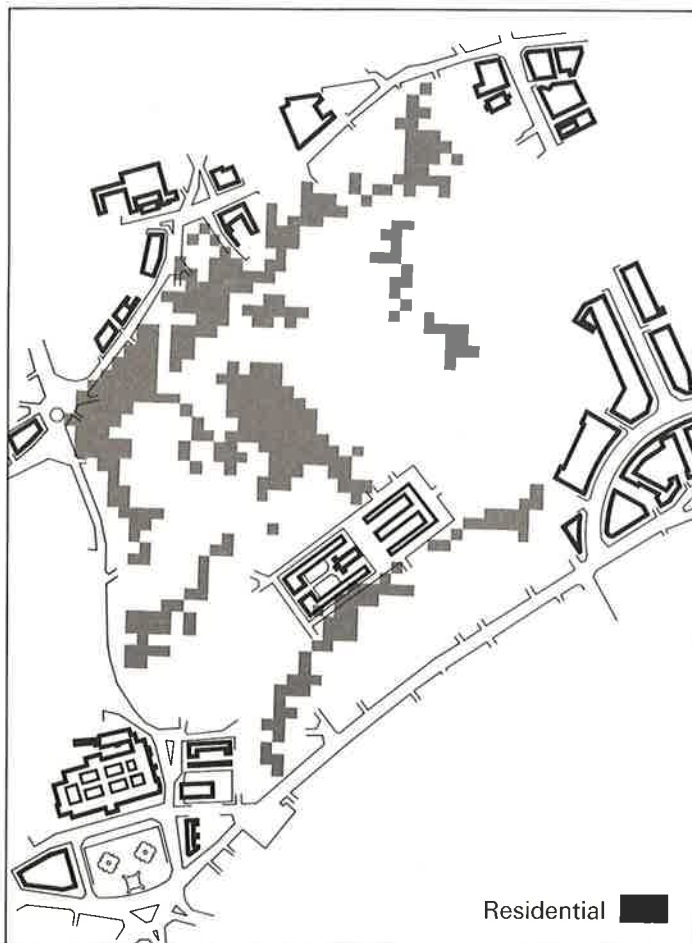
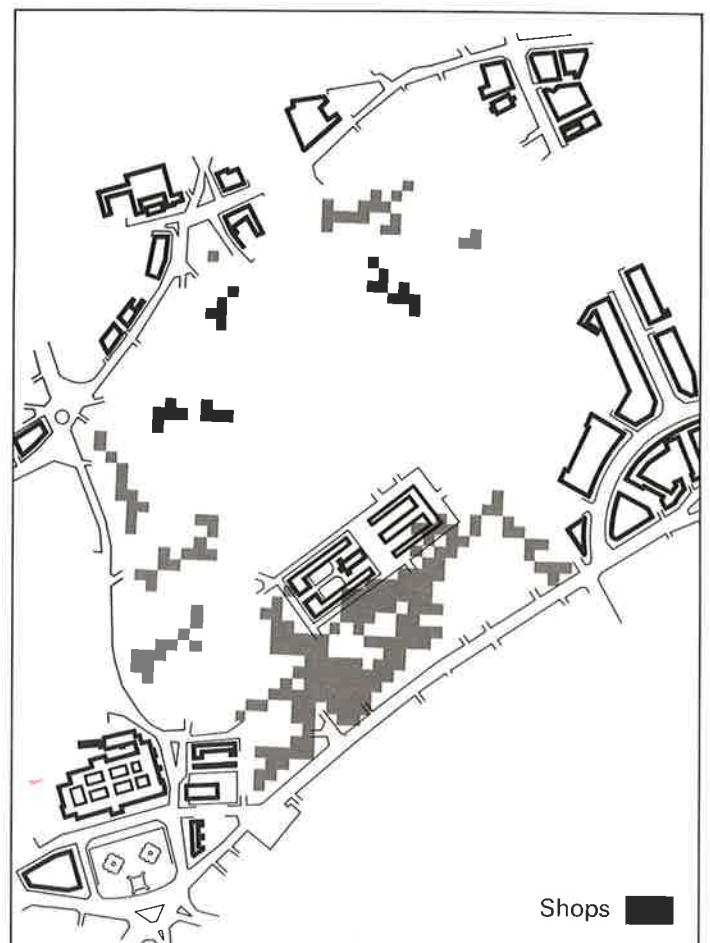
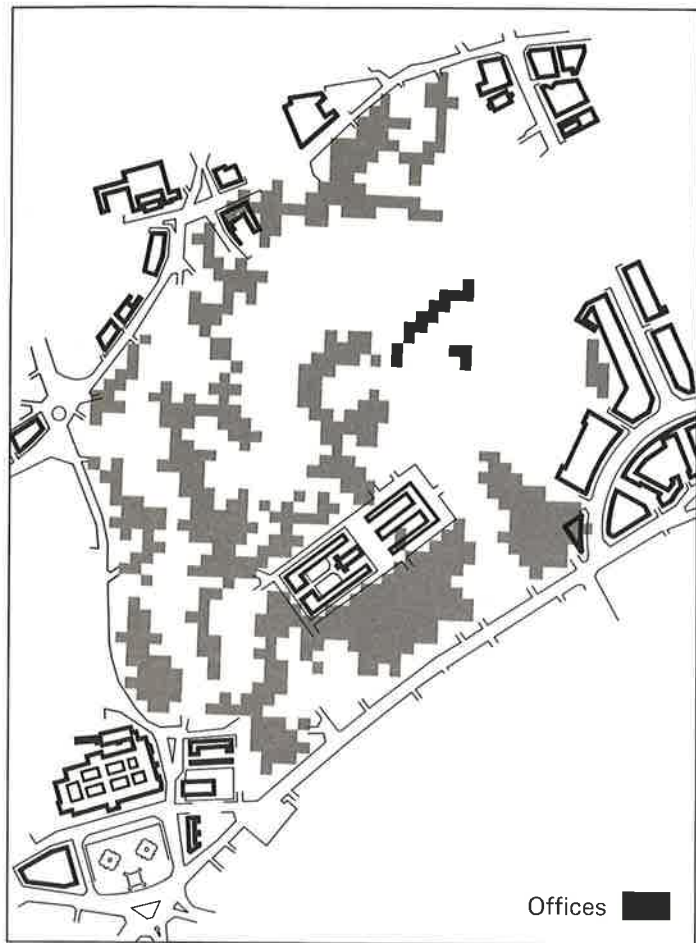
The next fifteen years are expected to show an increase in the growth of demand for retail floorspace in the West End. The Covent Garden area, with its redevelopment incentive, its situation close to public transport centres, proposed use pattern and proximity to tourist areas, can expect to attract a substantial share. Existing stores have expressed a wish to increase their retail floorspace. Provision has, therefore, been made for an increase of up to half a million square feet, including storage space. The bulk of this increase would be concentrated in the Strand, but there could be an expansion of the local neighbourhood centre in Drury Lane. Specialised accommodation for such trades as stamps and books will also be required.

(vii) *Arts and entertainment*

The Plan proposes that Covent Garden's role in the arts and entertainment field should be maintained. Whilst some theatres might be redeveloped, it has long been the GLC policy that this would only be permitted if new facilities for public entertainment are provided in their place. The overall category of arts and entertainment will also include small cinemas and clubs of various kinds, including theatre clubs. Space allocated to this use will also allow the extension of the Royal Opera House. The Government is considering the feasibility of adding a new main stage,



Area predominantly occupied by the Market or associated uses



**Fig.1 Distribution of Land Uses**

rehearsal space, dressing rooms, and possibly a second auditorium.

*(viii) International Conference Centre*

The need for a specially designed centre for international conferences in London has long been recognised. After consideration of a number of sites, the Council has decided that Covent Garden approaches the ideal situation for such a centre. It is close to public transport, is in an area of existing hotels, close to historic and tourist areas. It is connected by the Underground railway to other major hotel areas. Other proposals of the Plan for increased hotel use, new road rationalisation and access, and for the revitalisation of the historic Piazza area, increase the advantages of a site in Covent Garden.

*(ix) Hotels*

A substantial increase in hotel use is envisaged. Compared with other areas of London under pressure for hotel use, Covent Garden is close to the West End and its principal tourist attractions. It is well served by public transport, and the road system proposed will allow easy access for coach parties and taxi traffic. In Covent Garden, an area of housing 'gain', hotels can be developed without loss of residential accommodation. The International Conference Centre would also benefit from the presence of adjacent hotels.

*(x) School sites*

It will be necessary to provide for the replacement of St Clement Danes Church of England primary school and St Patrick's Roman Catholic primary school and to build a new County primary school with nursery provision to serve the new population.

*(xi) Other projects*

Sites in Covent Garden will be required for a telephone exchange, a library and police station.

*(xii) Car Parking*

Car parking for about 4,900 cars will be provided in the area. It is intended to allocate them in the following way: 600 existing off-street parking spaces, 2,000 private spaces for residents, and 2,300 public car parking spaces. The public car parking will be concentrated into large units directly connected to the internal road system. The detailed provision would be subject to review as development proceeds, and the utilisation of this car parking capacity will be subject to the car parking policies of the GLC and Westminster and Camden. Coach parking will also be catered for.

14 Appendix C shows in detail the individual land uses proposed for the Plan and the quantities of each use. Some of them (except that for office accommodation) may be regarded as flexible, which will give freedom for the emergence of new ideas and imaginative treatment in the detail of redevelopment.

15 The figure suggested for shopping use should be regarded as the maximum desirable within the overall environmental aims, rather than an aim which must be achieved.

16 The amount of residential accommodation proposed is the maximum that can be achieved at acceptable densities and without attempting to develop land which is considered to be unsuitable for this purpose.

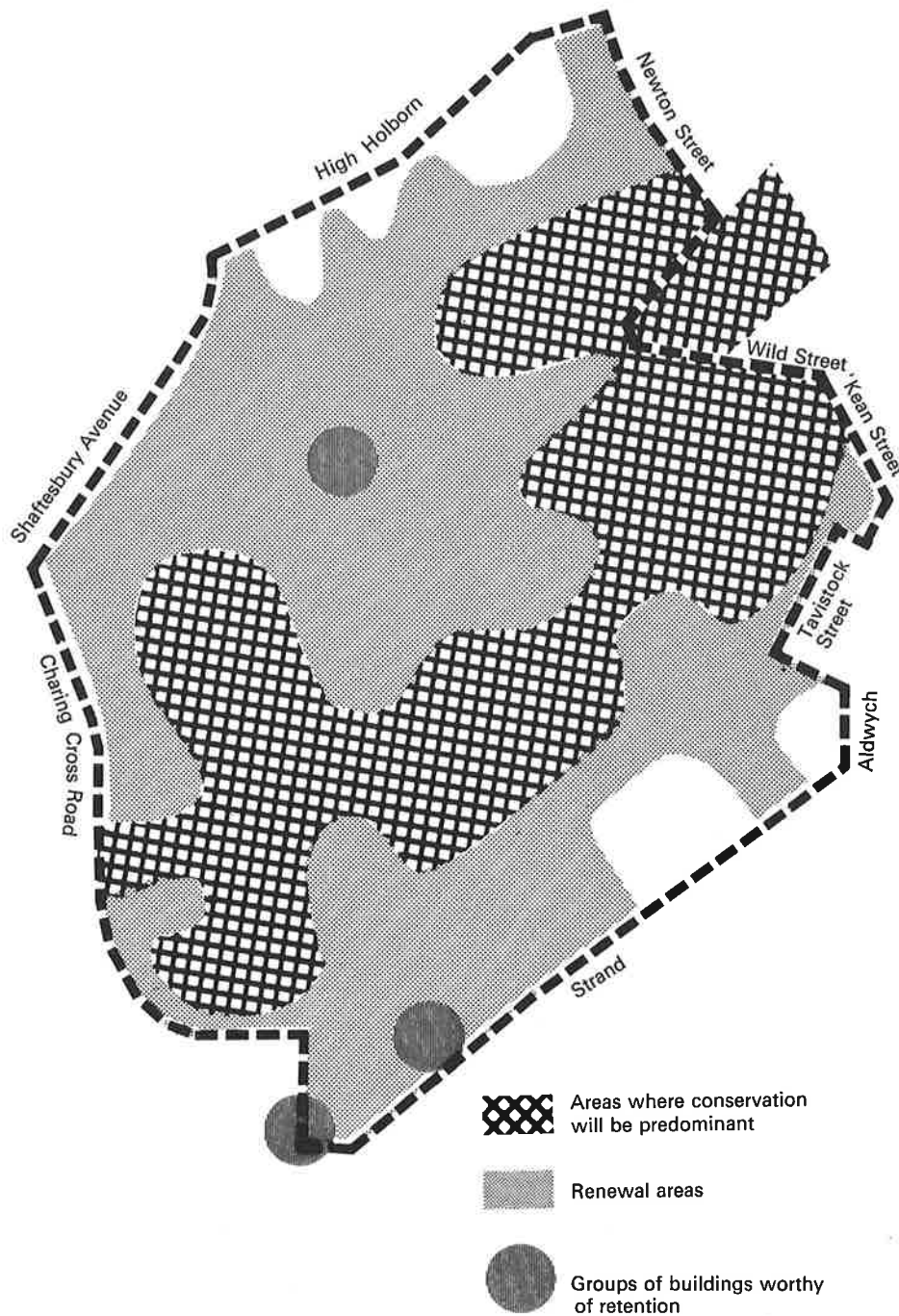
## PHYSICAL FORM OF THE PLAN

### Redevelopment and Conservation

17 Once the Market has gone, it will remove from the area one of the dominating characteristics of the neighbourhood. However, that removal is now inevitable and will leave several acres of land vacant. Amongst owners and freeholders, and developers generally there is considerable interest in redevelopment, the incentive to renew the existing obsolete buildings is very strong.

18 In the absence of any plan, these forces would remain and radically

change the present shape of the area. The Plan proposes to provide a framework within which the inevitable pressures for change can be controlled in the public interest. The scale of the opportunity to co-ordinate change is unprecedented in the West End. It will be possible to reconsider the existing structure of the area, to channel the traffic on to the new roads, segregated from pedestrian areas, to provide open space which does not exist at present, and to take steps to stem the progressive exclusion of local activities dependent on low rents. The decrease in population can also be reversed.



19 However, on the other hand, Covent Garden will still, even when the Market has gone, retain a unique character. There are many buildings of historic or architectural interest, and many more which contribute to its well loved scene. Alongside the obsolete buildings and bad housing are many substantial properties with potentially long economic lives as well as the few recently constructed buildings.

20 The Plan, therefore, is a balance. It envisages the renewal of about half the area in the next 20 years. This will take full opportunity of the Market's

move and the gradual obsolescence of the area during the past fifty years. On the other hand, the best of Covent Garden's present atmosphere and character will be retained and strengthened by rehabilitation of buildings and sensitive infillings, traffic management and street improvements.

21 The processes of conservation and renewal are not opposed to each other; they can be welded into one comprehensive approach and the result can combine the best of the old with the new.

## Conservation

22 The Plan for Covent Garden can be represented as two redevelopment areas lying to the north and south of a continuous area of buildings to be preserved. This 'line of character', follows generally St Martin's Court, New Row, Garrick Street, King Street, the Piazza, Bow Street, Broad Court and Great Queen Street. It has several important features:

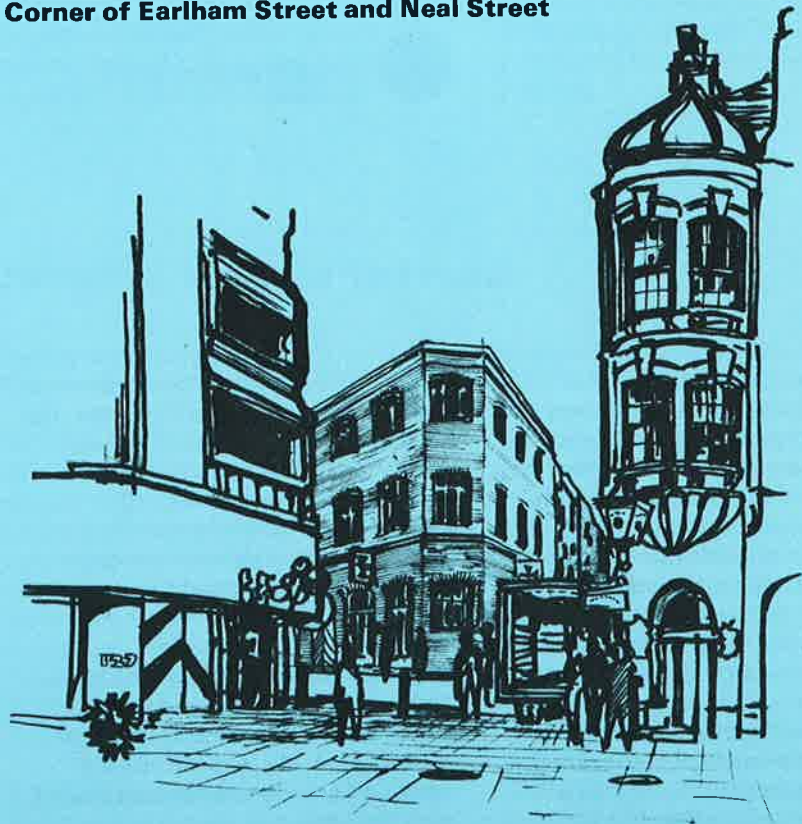
- (i) It includes a high proportion of buildings listed as being of architectural or historical importance.
- (ii) It is continuous, forming a natural pedestrian link between the West End and Holborn and Lincoln's Inn Fields. Thus it would be an attractive walk, not least for tourists, at all stages of the realisation of the Plan. Redevelopment will affect it only in minor ways, but a programme of improvement is proposed – ranging from painting buildings to traffic management measures.
- (iii) It is a route that will continue to be recognised by people as something familiar. They will continue to orientate themselves by its landmarks while substantial changes take place around.
- (iv) It will provide a reservoir of accommodation for the businesses

and activities in Covent Garden which are linked financially or emotionally with its older properties and their atmosphere.

- (v) It will form one of the main pedestrian routes in the area.
- (vi) Its improvement can start at any time without waiting for work to proceed in the development areas.

23 Not all the buildings on this 'line of character' need necessarily be retained indefinitely. It may be desirable to allow the redevelopment of certain buildings which contribute least to the street scene, in which event their replacements would be sympathetically designed to preserve the general harmony. Over its length, the scale of buildings in the 'line of character' will affect the scale of redevelopment as it comes into contact with the preserved buildings. Under consideration at present is the designation of the area around the 'line of character' as a Conservation Area. Elsewhere in the area are groups of existing buildings which it is important to retain as landmarks in the redeveloped areas. Examples are the Rhodesia House, Charing Cross Hospital (Agar Wing) and the eastern corner of the Coutts Bank site, and the group of warehouses, pub and reconditioned houses in Neal Street.

## Corner of Earlham Street and Neal Street







*Left: New Row. New Row is to be retained as a shopping street.*

*Lower left (middle): Broad Court. This attractive Court is to be retained as an important pedestrian route.*

*Bottom left: Bedford Chambers. The Chambers are to be retained and used as offices.*

*Bottom right: St Martin's Lane and St Martin-in-the-Fields. It is proposed to stop traffic at the Coliseum. Thereby preventing access to Charing Cross Road. This will make St Martin's Lane a pleasant street once again.*





*Above: Agar Street gateway.*

*Left: The Lanterns on the Freemasons' Hall and Great Queen Street with Drury Lane in the distance.*

*Below: The Royal Opera House. Plans are being developed to extend the Opera House to the north and west.*



## Redevelopment Areas

24 The two main redevelopment areas, to the north and south of the 'line of character', will be made up of a number of sub-areas – each having a distinctive character of its own. The differing mixture of land uses, the scale of the buildings and the intensity of activity will, together with the groups of existing buildings to be retained as landmarks, establish this character. To be fully effective, these sub-areas must be developed as integrated schemes.

### The South Spine

25 South of the 'line of character', redevelopment will be extensive, and will link Trafalgar Square and St Martin's Lane with the Aldwych. It falls into two main parts.

#### *Covent Garden Piazza*

26 This will undoubtedly be the most important space in the area. The form of Inigo Jones's Piazza will be retained, with Fowlers' Central Market Building restored and adapted to form an exciting centre-piece, possibly containing restaurants and small shops opening on to covered arcades. On the north, east and south sides, ground level arcades will be incorporated into the buildings enclosing the Piazza, on the east side opening into further pedestrian spaces linking Bow Street and the Strand. The existing Bedford Chambers and 43 King Street, which will be preserved, will establish the general scale of the surrounding buildings. Broad links under the arcades will lead from the south side of the Piazza down to the Strand. To the north could be sited the main entrance to the enlarged Royal Opera House. The International Conference Centre development which will also include shops, offices, a major hotel and banqueting facilities, could enclose the Piazza on the east side. Under this complex will be a section of the Strand Relief Road, and the internal distributor road. These are described later in more detail.

27 Construction of this project is expected to start as soon as the Market moves, ie, in Phase I of the scheme between 1972 and 1975. It is mostly sited on lands which will then be available. The conversion of the central market building is also proposed for the same time.

#### *Strand/Maiden Lane*

28 The outstanding feature of this area will be a new upper level

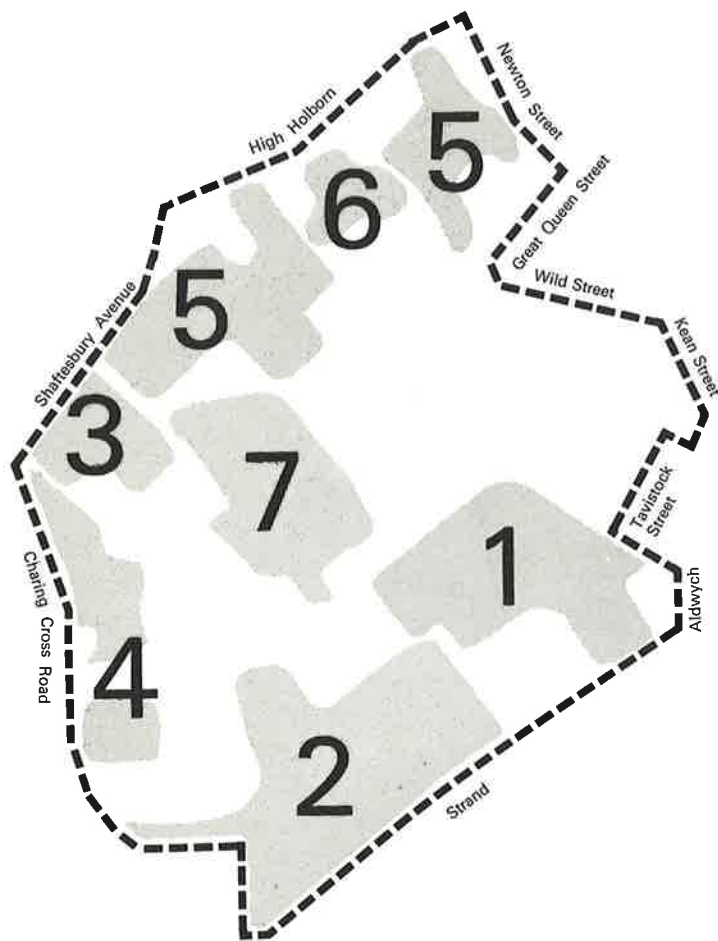
pedestrian street north of the Strand linking the Piazza with Trafalgar Square and Leicester Square. This will be the main spine of a network of pedestrian streets and small squares running centrally through the redevelopment and at the same level as the Piazza. Underneath will be a new main road which will link Charing Cross Road with the Aldwych and be at the same level as the Strand. The area will be redeveloped as a major shopping and entertainment centre with the replacement of the existing amount of offices and banks. It will include restaurants, an hotel, and some residential accommodation on the upper levels.

29 The low-level road will be one-way eastbound and complementary to the Strand which will carry only westbound traffic. It is proposed to improve the Strand by the widening of the pavement on the south side, and by providing bus and taxi bays and improved pedestrian crossings. These improvements will benefit the vast numbers of people who work or shop on the south side of the Strand.

30 The Strand/Maiden Lane project has been programmed as part of Phase II (between 1975 and 1980) to be undertaken after the Piazza area. This will prevent too large a disruption in the southern part of the area in the early years of the Plan. It will also enable the new shopping areas to grow steadily.

### North Spine

31 North of the 'line of character', described earlier, the north spine redevelopment area will differ radically in character from the southern counterpart. As in the south a new pedestrian street will run from east to west, and below this will be a section of the internal service road, serving buildings and car parks directly. This road will be below existing ground level, and as far as possible enclosed by new development, thus shielding the pedestrian spaces and play areas from traffic noise and fumes. Here, however, the main use will be residential, with flats generally developed above smaller offices, commerce and local service industry. There will also be schools and other community facilities. Along the perimeter roads, High Holborn and Shaftesbury Avenue, commercial development will be designed to shield the inner residential areas from traffic noise.



- Key
- 1 Piazza 1973-5
  - 2 Strand/Maiden Lane 1975-80
  - 3 Cambridge Circus 1975-80
  - 4 St. Martin's Lane/Charing Cross Road 1975-80
  - 5 North Spine 1973-85
  - 6 Drury Lane 1973-75
  - 7 Central open space 1973-75

32 A number of fine warehouse buildings in Earlham Street and a group of buildings (including a public house and the Craft Centre) in Neal Street will form an important landmark along the North Spine and will be adjacent to the link to the new central open space.

33 There are two major centres of attraction along the Northern Spine.

#### *The Cambridge Circus Project*

34 This will be a new form of urban space protected from the weather, and intended to become a major place of public assembly. The major attraction will be a new recreation centre. Linked to the proposed open space, it will contain a swimming pool, squash courts, gymnasias, and a range of other activities. Around the public circulation space will be shops,

entertainment, three existing theatres, restaurants and pubs. Above will be offices and flats. This project is expected to be undertaken as part of the second phase of the Plan, between 1975 and 1980.

#### *The Drury Lane Centre*

35 The existing shopping centre at the northern end of Drury Lane will be revitalised. At its junction with High Holborn, there will be a group of pedestrian squares at different levels surrounded by shops, an hotel and flats. The redevelopment of part of this area to the west of Drury Lane has already begun. Another development containing a theatre, shops and flats is nearing completion on the site of the former Winter Garden Theatre. The rest of the redevelopment is programmed within the first stage of the Plan. This will provide Drury Lane with a new

character and appearance at an early stage and give sufficient time for it to mature before larger developments to the north-east commence.

36 The construction of the North Spine will spread over the entire period of the Plan from 1972 to 1985. However, a large section is included in the first phase and this will bring a much needed improvement to the environment of the northern part of the area at the earliest stage.

37 There are two principal links between the northern and southern redevelopment areas.

#### *St Martin's Lane – Charing Cross area*

38 The main feature of the redevelopment of this area will be two north-south pedestrian streets; one will be St Martin's Lane from which all but service vehicles and taxis will be excluded so as to provide a pleasant pedestrian way to Trafalgar Square; the other will be constructed at an upper level through new buildings along the eastern side of Charing Cross Road. The shops displaced by the widening of Charing Cross Road will be replaced along the new pedestrian streets which will have courts similar to those which now join it to St Martin's Lane. The existing theatres in the area will be retained.

39 Much of the redevelopment of this part of the area is not programmed to start in any particular phase of the Plan. Implementation here will depend largely on the intentions of the existing freeholders. However, Sandringham Buildings, owned by the GLC, is planned for replacement in the second phase of the Plan 1975-80. Redevelopment of this site will provide a pedestrian bridge over Charing Cross Road, which will coincide with redevelopment on its western side. In due course a direct pedestrian link with the system proposed for Piccadilly Circus will be possible.

#### *The Central Open Space*

40 The Central Open Space will link the Piazza area, the north spine and St Martin's Lane. About 3 acres are proposed, surrounded by mainly residential development. Buildings will be terraced back from the open space to increase its apparent size, and with the same aim in view the Plan form of the space will be designed to allow long cross views between existing landmarks. However, lower levels of the development will include offices and

commercial uses, and an hotel is proposed on its southern edge.

41 Most of the land proposed for this use is at present in Market use, and will be vacated when the traders move to Nine Elms. For this reason the open space has been included in phase one, 1972-1975. Furthermore, its provision at an early stage will enhance the amenities of the area, and so stimulate the overall redevelopment and conservation programmes.

### **Pedestrian route network**

42 The proposed pedestrian network will be a main element in creating a new structure for the area and in this role will largely supersede the existing streets. It will be possible to so provide large sections within the redevelopment areas that the new routes are completely segregated from vehicles. In the areas which it is proposed to retain, however, it will still be necessary to make use of existing streets, although some will be closed to vehicular traffic. Traffic management schemes will ensure that the future traffic flows along these streets will not destroy their value as pedestrian routes.

43 The system is based on two major east to west routes crossing the major redevelopment areas both in the north and in the south. The pedestrian level through the North Spine will be about ten feet above existing ground level. It is proposed that this part of the pedestrian network should be connected to the British Museum and University precincts at some time in the future. In the southern part of the area, a number of parallel pedestrian routes will link the Piazza to Trafalgar Square, Leicester Square and the West End. The routes through this part of the area will be fronted by shops.

44 The 'line of character' route will be a major pedestrian way and form part of the overall network. For much of its length, however, it will need to be used to a limited extent by vehicles serving the buildings, although car parking along it will not be allowed.

45 Pedestrian links between the North Spine and the southern parts of the area will be along St Martin's Lane and Bow Street, Wellington Street and Drury Lane. The central open space will link a number of the important pedestrian routes and allow diagonal movement through the area.

46 In addition to the major network described above, there will be a system

of minor routes penetrating all parts of the area. In designing the system as a whole, the movements of pedestrians revealed in the special survey carried out during the preparation of the Draft Plan have been a determining factor. However, new projects planned for the area, such as the new Strand shopping, and the Conference Centre, have required modifications to the existing movement pattern. An important feature of the system will be the use of any available odd corners and unusable sites as suntraps, play spaces and amenity areas. Thus the pedestrian network will not merely be a movement system; it will be a vital addition to the amenity of the area.

### **Road network**

47 The broad objectives for vehicular traffic are to progressively exclude through traffic from Covent Garden (which will require improvements to the perimeter roads to carry the additional burden) and to provide an adequate circulation system for the area itself.

48 The through routes across the area to be closed over the period covered by the Plan start with Long Acre and Drury Lane and eventually include St Martin's Lane. The vehicles that would have used these roads will



take the widened Charing Cross Road and Shaftesbury Avenue, and the new road along the line of Maiden Lane, designed to complement the Strand.

49 The western end of the Maiden Lane route is designed to contribute to the proposal to improve the environment of Trafalgar Square, at present under consideration by the GLC and Westminster City Council. The aim is the removal of vehicles from all but the south side of the Square, and a consequential greater increase in the usable pedestrian area. A road link through the Coutts Bank redevelopment, forming an integral part of the Strand one-way complementary road system proposed in the Plan, will assist in the improvement of Trafalgar Square and will, in addition, enable traffic to be excluded from St Martin's Place.

50 The heart of each of the two main redevelopment areas to the north and the south will be kept as free of vehicles as is possible. Each will have an east to west two-way service road connected by existing roads at either end. In between, they will be below ground level (that to the north running under the North Spine). Short spur roads will serve the new development and existing buildings which remain. Parking on these service roads will not be allowed, but picking up points will

be provided, especially for taxis, and direct access will be arranged from these roads to car parks and service areas. The design of the system will discourage through traffic and vehicles taking short cuts. At the same time there will be ample road space for journeys which need to be made within the area, on roads segregated from the pedestrian walkways.

### **Public transport**

51 Stations on the first section of the new Fleet Line will be located at Charing Cross and the Aldwych. The former will be connected directly to the Covent Garden area by pedestrian routes which will also serve the new bus stops, the Strand underground station and the Charing Cross main line station and, possibly, Trafalgar Square underground station. These routes will also be connected to the main shopping and entertainment areas within Covent Garden and thus provide ideal interchange connections for pedestrians.

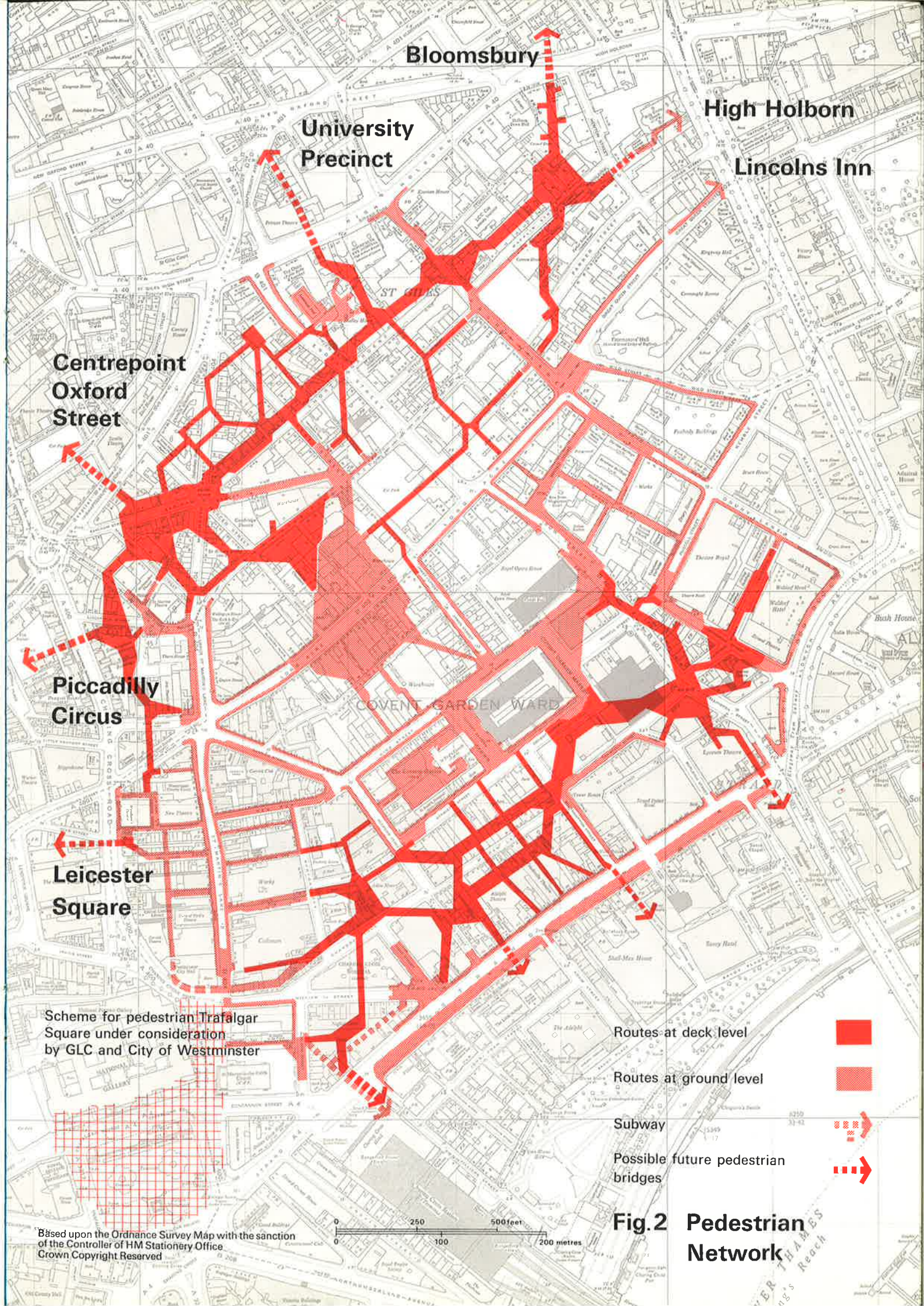
52 Taxis will use the internal road system and ranks will be placed at suitable points. Buses, it is expected will mainly remain on the perimeter roads, but stopping bays will be provided, wherever possible off the main carriageways.

### **New forms of public transport**

53 It was suggested in the Draft Plan that a new system of local movement might be developed for the West End and possible routes through the Covent Garden area were mentioned. It was assumed it was likely that such a system would be elevated and would provide an added dimension to sightseeing and tourist attractions as well as a valuable aid to local movement. Redevelopment possibilities in the area offer an obvious opportunity to incorporate such a system and it is important that the detailed design of new buildings should not preclude its installation at a later stage.

54 Since the Draft Plan was published, the system has received further consideration by a Working Party set up by Westminster City Council and including representatives of the GLC and the Joint Transport Research and Assessment Group of the former Ministries of Technology and Transport. A recent report by the Working Party indicated possible pilot routes and designs.





**Bloomsbury**

**University Precinct**

**High Holborn**

**Lincolns Inn**

**Centrepoint  
Oxford Street**

**Piccadilly  
Circus**

**Leicester  
Square**

Scheme for pedestrian Trafalgar Square under consideration by GLC and City of Westminster

Routes at deck level

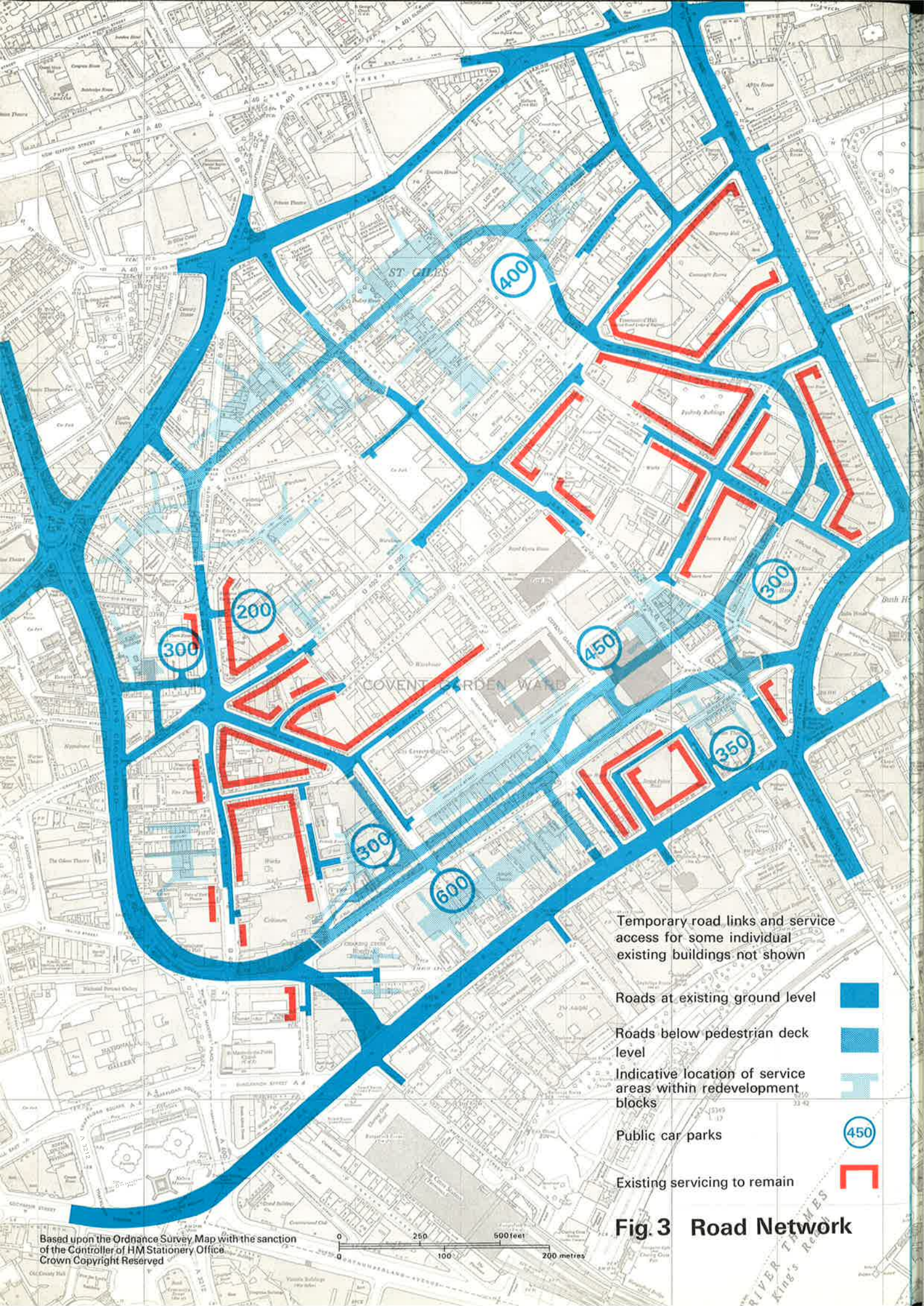
Routes at ground level

Subway

Possible future pedestrian bridges

**Fig.2 Pedestrian Network**

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Temporary road links and service access for some individual existing buildings not shown

Roads at existing ground level



Roads below pedestrian deck level



Indicative location of service areas within redevelopment blocks



Public car parks



Existing servicing to remain



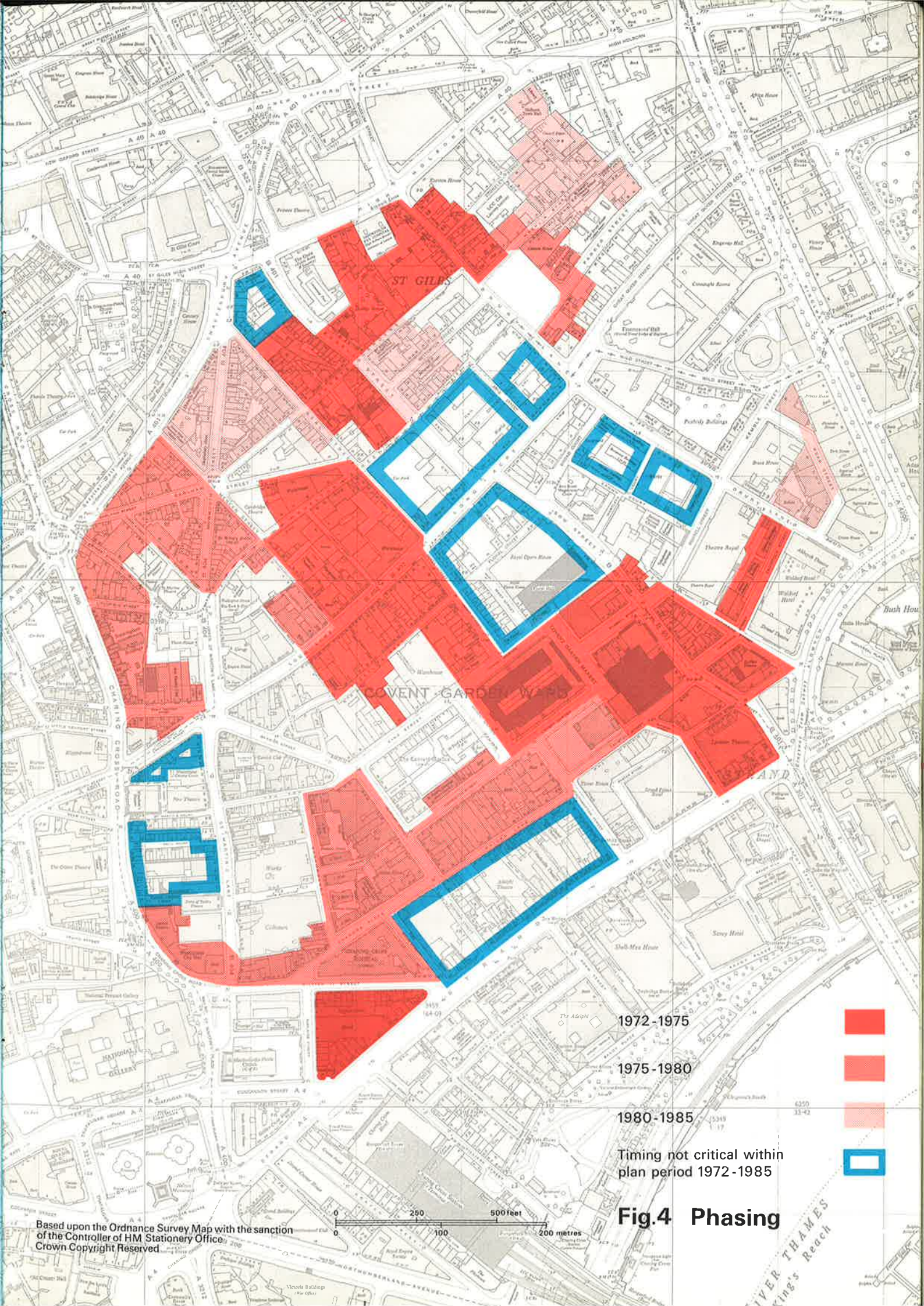
**Fig. 3 Road Network**

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RIVER THAMES  
KING'S REEF



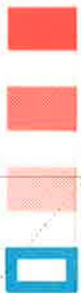


1972-1975

1975-1980

1980-1985

Timing not critical within  
plan period 1972-1985

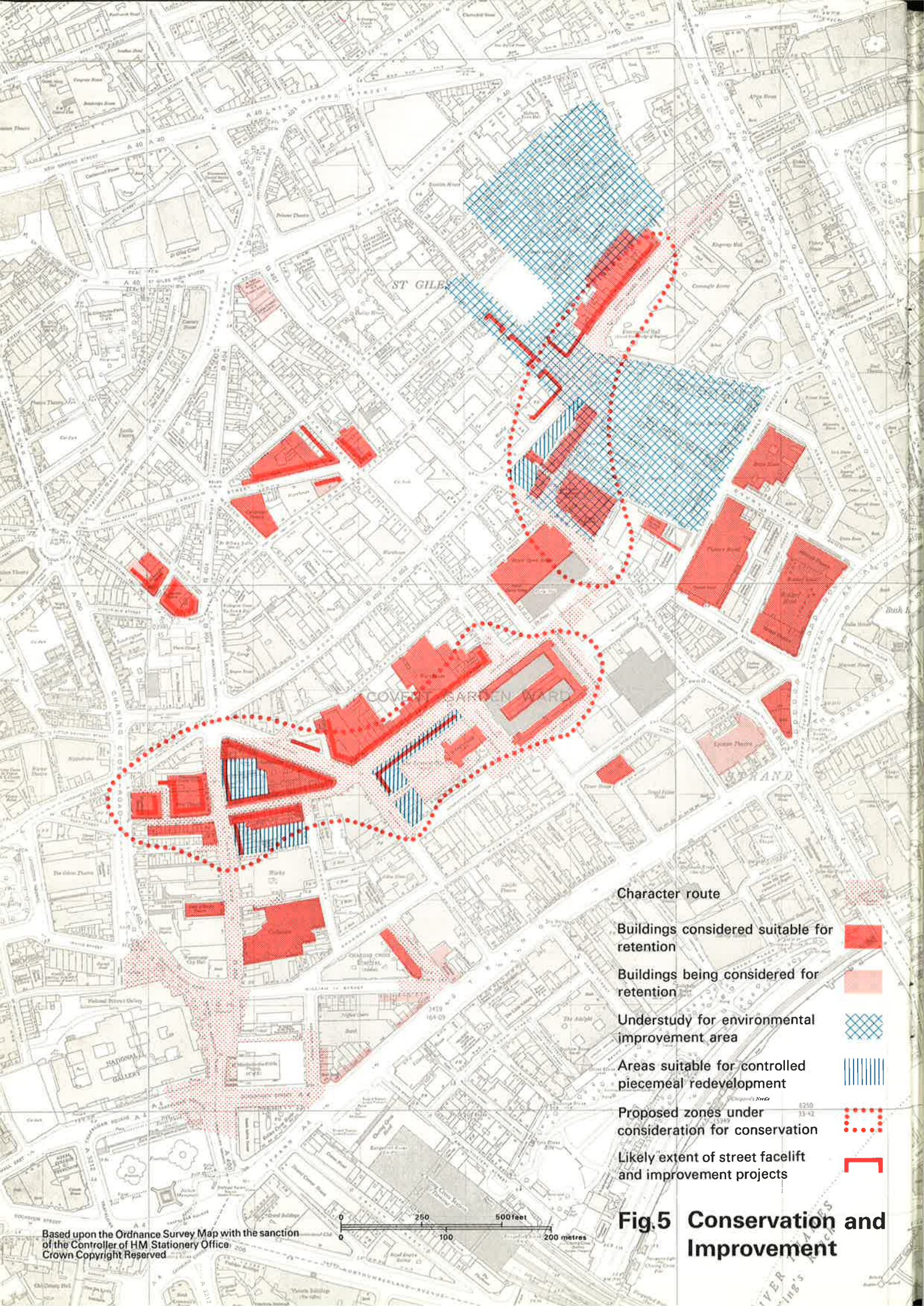









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**Fig.4 Phasing**

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King's Reach

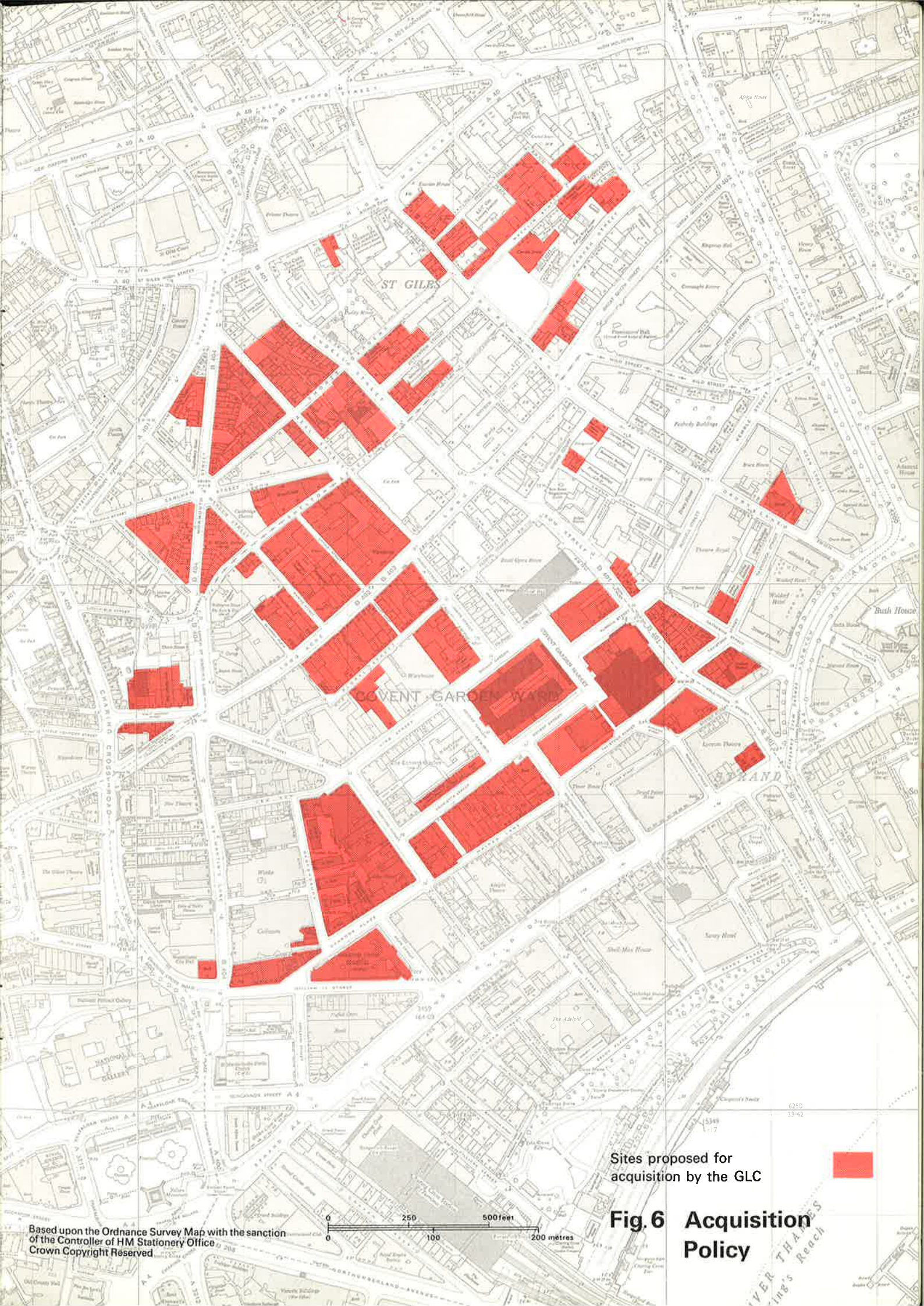


- Character route 
- Buildings considered suitable for retention 
- Buildings being considered for retention 
- Understudy for environmental improvement area 
- Areas suitable for controlled piecemeal redevelopment 
- Proposed zones under consideration for conservation 
- Likely extent of street facelift and improvement projects 



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**Fig.5 Conservation and Improvement**



ST GILES

COVENT GARDEN WARD

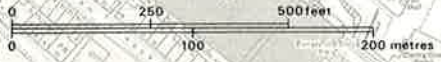
STRAND

Sites proposed for acquisition by the GLC



**Fig 6 Acquisition Policy**

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RIVER THAMES  
King's Reach



# 4

## Going Ahead

55 The term 'Comprehensive Development' might convey an impression of wholesale acquisition of property by the local authority, and its subsequent redevelopment with new buildings. However, it will be apparent from the previous pages that a policy of total demolition is not proposed for this area. Some of the property will remain unaltered for a variety of reasons; in order to preserve an historic or otherwise important feature; or to allow a building to continue its contribution to the character of the area; or where retention in no way conflicts with the essential proposals of the Plan.

56 The remainder of the area will require first to be cleared and then to be redeveloped for one purpose or another at various times during the period of the Plan. The GLC anticipates that these redevelopment proposals can best be achieved if the resources and expertise of both the public and private sector are harnessed together for the purpose.

57 Injection of large amounts of capital into schemes of redevelopment cannot be expected unless there is a reasonable return upon the capital investment. The GLC believes that such returns are possible to both public and private sectors, and has in mind to implement the scheme in the following ways.

58 It is proposed that about  $24\frac{1}{2}$  acres of land within the CDA boundaries should be acquired and added to about 10 acres already owned by the local authorities and that so much of the total  $34\frac{1}{2}$  acres as remains after making provision for necessary public amenities and services should be disposed of for development. The terms for disposal will not only recognise the need for the developers to have an incentive level of profit, but also enable the community to participate in any future increase in land values.

59 As to the lands not proposed for

public acquisition, it is anticipated that groups of owners, and individual owners of large estates, will jointly or separately or by private transactions of sale and purchase, assemble sites which are capable of satisfactory redevelopment in accordance with the broad terms of a planning brief to be supplied. Such a brief could well require the provision of facilities for the road or pedestrian networks and other public facilities. In so far as it may be necessary to do so, these reservations and provisions will be the subjects of written agreements with the developers.

60 In selecting the areas where prior public acquisition is considered necessary, several factors were taken into account. Streets will have to be closed; public utility services diverted; new roads constructed; new public projects and engineering works carried out. Where areas for redevelopment comprise several land parcels in a multiplicity of ownerships, site assembly by prior acquisition is essential. To organise numerous property interests into development consortia is almost impossible where some owners have neither the capital nor the inclination to participate or where their own holdings could disappear and become, for example, new streets. Moreover, if comprehensive redevelopment is to be effective, existing land uses will have to be redistributed.

61 To achieve redistribution on such a scale and at the same time to keep the overall costs within reasonable bounds, requires that all the lands concerned should first pass into public ownership. It is then possible for the public authority to pay for the uses it acquires and redistribute them elsewhere on what will then be its own land.

62 Such an operation will enable the public authority, owning a substantial area of land, to provide for essential but unremunerative community facilities or projects and at the same time to relocate on its own



land such valuable uses as it has paid for elsewhere. To do otherwise would mean that the community's money had not been wisely spent.

63 With all these circumstances in mind, there has been indicated on an informative map the area for which it is felt compulsory powers of acquisition should be sought. If later it becomes apparent that the private sector is unable to achieve the development required in the other areas (which are not shown for acquisition) and that it can only be brought about by an extension of the acquisition policy, then consideration will have to be given to an extension of that policy.

64 To summarise the position so far, the GLC believes that comprehensive development can most effectively be achieved if there is:

- (i) An approved Plan (hence the CDA proposal).
- (ii) A central agency to control the Plan and its implementation and to give guidelines to developers (hence the Development Team).
- (iii) A policy of public acquisition sufficient to enable the community projects and public engineering works to proceed; to deal with the consequences of the removal of the Market complex; to provide confidence

to developers that the public will play its proper role; to enable the essential unremunerative and community projects to be achieved without an unduly heavy burden being placed on public funds.

65 The developers of land in the area – whether private owners, consortia, development companies or the Councils themselves – are not the only agencies which could contribute to the redevelopment. There is scope for Housing Associations and Housing Societies to provide residential accommodation if they can and wish to operate in this part of the central area. A proportion of the proposed total of residential accommodation has already been set aside, provisionally, for such organisations. Some have already expressed keen interest; others may follow.

66 The mixed use principle of development which is applicable to the whole area makes it reasonably certain that on only a very few small sites will land be set aside for a single residential use. This may mean either a commercial developer taking a site from the GLC, with a housing organisation introduced by the GLC as a partner, or the organisation may wish to link itself first with a commercial concern as a partner in the whole development.

67 Throughout this publication, frequent use has been made of expressions such as 'it is proposed', 'could be', 'proposal'. This is indeterminate but necessary because everything stated here and in the documents submitted to the Secretary of State for the Environment is still in proposal form. It represents what the GLC feels should be done in the public interest, to deal with the consequences of the removal of the Covent Garden Market, and to grasp the unique opportunity which that removal offers to achieve a really worthwhile regeneration of a major part of the central area. The GLC has every confidence in those proposals but fully recognises that the Plan it is putting forward is submitted for public scrutiny, debate, and eventual decision by the Secretary of State.

68 Similarly, the suggestions for public acquisition are still only suggestions. If the need arises for compulsory acquisition, it will be necessary to seek powers and application for them is, again, open to the reasoned objection of the persons affected and is subject to Ministerial decision.

69 In the event that statutory bodies

or Government departments should seek to acquire land within the proposed CDA, they too have to comply with statutory obligations before they can be allowed to proceed.

70 With all this as a background, it is hoped that property owners and other interested parties will appreciate – as the GLC certainly does – that everything which has been said about development, acquisition and other methods of implementation, is in explanation of *proposals*.

71 All this may be cold comfort for the small individual property owner who can see that, what is to him, an important asset is not capable of separate development, or (because of the proposals in the Plan) likely to become the site of a road or an open space. Such an owner is, as has been stressed, in a position to object to the proposals and to any application for compulsory powers of acquisition. Should he nevertheless find himself obliged to sell, he will receive the statutory compensation. Very broadly speaking the owner will receive the price which his interest in the land would have been sold for in the open market assuming that the CDA proposals had not been made. Any other losses unmistakably and directly attributable to the compulsory acquisition can be made the subject of claims to be considered.

72 The Council is confident that development agencies will take up substantial areas involving several million pounds worth of building works, if they are given the opportunity. This judgement has not been tested by inviting such agencies to state their views. However, following publication of the first report 'Covent Garden's Moving' and the holding of the public exhibition, several reputable development agencies approached the Team and expressed keen interest in participating in redevelopment. From the extent and nature of those unsolicited approaches, it is apparent that enough interest has already been generated to confirm that the initial judgement was soundly based.

73 Nevertheless, the GLC has not decided upon, nor considered, the method of selecting developers. Neither has it considered development site boundaries. It has not invited developers to bid or to offer for any site or any specific form of development.

74 However, when the time is ripe, some criteria will be established upon which selection from the interested

development agencies can be made. For the moment, all that can be said is that the criteria may very well *include* the following:

- (i) the agency's standing in the property world and its past record in development achievement;
- (ii) the calibre of the disciplines making up the agency's development team;
- (iii) the agency's financial backing;
- (iv) the agency's long term outlook in development terms;
- (v) the agency's building contractor and general source of manpower, materials and plant for the development.
- (vi) the agency's willingness to produce good architecture.

75 There remain the familiar and quite distressing problems arising from what is often called 'blight'. That is to say, some owners might find it



difficult to dispose of their property in the open market because of the planning proposals. When that occurs, there is statutory protection of the owner/occupier of smaller property which enables him to require the Council to buy. If, in a particular case, the statutory protection is found not to apply and that, in consequence, manifest hardship becomes apparent, the Council would be prepared to look at individual cases to see if there is some way in which it could help.

### **Residential occupiers - Rehousing**

76 The Plan requires that the residential accommodation to be provided in the area shall be sufficient for about 6,000 persons, instead of the 2,500 (approx.) who live there now. It is likely that this will mean something of the order of 3,000 dwellings.

77 From the other pages of this document it will be noted that there are proposals to retain certain buildings in the area and not to seek their redevelopment. About 200 units of residential accommodation will be retained on this account. This means that roughly 2,800 *new* dwellings will need to be built.

78 It is intended that at least one half of these new dwellings (about 1,400) will be provided by the local authority. The other half will be built by the private sector and we look to Housing Societies and Associations to make a substantial contribution towards achieving part of that privately organised target.

79 The GLC has accepted the initial responsibility for providing and financing about 1,400 new dwellings for local authority tenants. These dwellings will be used to provide housing accommodation for those who will be displaced by the Council's redevelopment activities. Co-operation by the Westminster City Council and the Camden Borough Council will help to ensure that residential occupiers displaced by the Council are given the best possible choice. All three authorities operate rent rebate schemes.

80 It is anticipated that about 930 families will be displaced by the Council's activities and, therefore, at the end of the redevelopment of the area, there should be a balance (over and above those needed for rehousing) of at least 400 or so dwellings available to the GLC and the other two local authorities for meeting their housing needs.

81 To summarise on this subject: All residential occupiers now living in local authority property or in privately owned property which the Council acquires, will be rehoused by the Council, as necessary.

The Council will provide as part of its operations more than enough local authority housing to meet the needs of those residents likely to be displaced by its activities. Wherever necessary, rent rebates will be available. In addition, Housing Associations and Societies will be encouraged to provide a share of the 1,400 new dwellings to be erected by the private sector.

### **Conclusion**

82 The Council has placed its proposals for dealing with this area, before the Secretary of State for the Environment. He is to hold a Public Inquiry into those proposals and, after hearing the views of all interested parties, will decide whether or not to confirm those proposals or to modify them to such extent as he may consider justifiable. The Public Inquiry is therefore a forum at which all views can be aired before important decisions are taken. The Council has always welcomed procedures of that kind.

In this booklet, an attempt has been made to give some substance to the statutory documents lodged with the Secretary of State. The preceding chapters are designed to indicate the principles and the philosophies which led to the preparation of the Plan in its present form.

No attempt has been made to be too restrictive in matters of detail. It would, in the Council's view, be undesirable to be too specific in that respect at this stage: it would preclude imaginative design and could inhibit the freedom of those architects who will be contributing to the new development. It would also seem to be pre-judging a decision on the basic proposals which are, as has been stressed, still subject to public debate and the Secretary of State's decision.

The Council nevertheless feels that the Plan it is now presenting is one which can be recommended to the public. If it is approved then, its subsequent evolution in respect of design and detailed planning is a matter on which the Council would hope to have the benefit of further comment and consultation.



# A

## Appendix - Public comments and suggestions on the Exhibition of The Draft Plan 1968

The Covent Garden Draft Plan Exhibition was held at the former Victoria Club - Wellington Street, WC2 - from 6 to 22 November 1968. During the 13 days, it was visited by over 3,500 averaging over 260 per day, with the peak time coinciding with the lunch period 12.30-2 pm.

Visitors were asked to record their views and comments on printed suggestion sheets. A total of 351 sheets were collected at the exhibition or subsequently sent in by post. Individual comments or suggestions on the sheets numbered 1,483.

These comments were analysed. Members of the public who signed their suggestion sheets were all sent replies from the former Planning Team on the particular issues they raised. In some cases, this led to informal discussions at the Team's Offices, and in other cases to formal meetings with interested organisations not hitherto contacted by the Team.

Subjects of Comments received at Exhibition  
Out of a total of 1,483

13%	Plan as a whole
12%	Visual character
each	Presentation of Exhibition
9%	Preservation of existing
each	buildings
7%	Vehicular movement
6%	Housing
each	Pedestrian routes
5%	Comparisons with other
each	schemes
	Piazza and the Public Open
	Space
4%	Shops/Offices
each	Finance
3%	Implementation procedure

2%	Surveys
each	Arts/Entertainment/Cultural
	Uses
	Buildings to be demolished
	(suggestions)
	Conference Centre
1%	Weather protection
each	Cambridge Circus
	Phasing of scheme
	Car Parking
	Opera House
	Museums

### WRITTEN COMMENTS

#### Summary by subjects

a.	<b>Plan as a whole</b> - 195 comments
145	completely in favour
35	disliked plan
16	mixed feelings - leant towards
	favour
b.	<b>Character of redevelopment -</b>
	<b>Architectural Form</b> -
	175 comments
28	generally against high buildings
20	on mixed use buildings - 75% in
	favour
23	scale of development - mainly
	concerned with retention of
	human scale
66	various comments on detailed
	architectural style
32	character - mainly concerned
	that existing character might
	disappear
6	Miscellaneous comments
c.	<b>Preservation</b> - 136 comments
41	preservation policy - mainly
	approving Plan in principle
95	suggesting preservation of
	individual buildings

d.	<b>Vehicular movement</b> -
	100 comments
24	on road proposals as a whole -
	16 disapproving
37	on quantity - too many roads
	(11), keep cars out (9), no
	through roads (6), move access
	(11)
11	insufficient links to adjoining
	areas
8	perimeter roads inadequate
9	enquiries on central London
	network
7	suggestions on staging of
	proposals
4	comments on new mode of public
	transport
e.	<b>Housing</b> - 91 comments
38	on provision proposed in Plan -
	mainly disapprove (42% not
	enough; 13% too much)
17	rents should be low
11	on social mix - against
	segregating family types and for a
	range of social groups
7	on rehousing of existing
	residents
18	on design details and location,
	hostels, etc.
f.	<b>Pedestrian Movement</b> -
	91 comments
24	on system as shown - mainly
	approving
28	suggestions for character, trees,
	etc.
29	levels, servicing, bridges, etc.
10	warnings against 'concrete &
	deserts'
g.	<b>Comparison with other</b>
	<b>schemes</b> - 80 comparisons
	- mainly with Piccadilly, South
	Bank, Barbican, etc.
35	warned against following other
	schemes
9	recommended certain features of
	other schemes
25	were criticisms of schemes having
	no reference to Covent Garden
h.	<b>Public Open Space</b> -
	78 comments
28	supported idea of new space
26	suggestions on form/shape/
	character
14	proposal too large
12	proposal too small
i.	<b>Shops/Offices etc</b> -
	61 comments
23	on need to rehouse small
	businesses
15	on shops - too many (10); too
	few (5)
23	miscellaneous comments
j.	<b>Finance</b> - 57 comments
26	questioning financial viability
12	rents must be kept low
10	importance of public subsidy

# B

## Appendix - Revisions to the 1968 Draft Plan

- 9 suggestions on public/private enterprise ratio
- k. **Implementation** – 37 comments
  - 16 vital to set up specific authority
  - 15 demanding early implementation
  - 6 queries on agencies involved
- l. **Surveys and Public Consultation** – 31 comments
  - 27 queries on basis of surveys and analysis
  - 4 requests for continuing public involvement
- m. **Entertainment and Arts** – 28 comments
  - 23 suggestions on facilities required on 'tone of area'; 3-2 in favour of keeping it cultural
- n. **Demolition** – 25 comments
 

Mainly suggestions (some facetious) on specific buildings, groups or classes of buildings to be demolished
- o. **Conference Centre** – 24 comments
 

Mainly on siting (12 uncertain), facilities, cost and financing
- p. **Weather Protection** – 20 comments
  - 7 favouring protection of pedestrians
  - 9 against
  - 4 concerned with appearance
- q. **Cambridge Circus Project** – 20 comments
  - 7 in favour
  - 8 against
  - 5 on specific facilities which should be included
- r. **Phasing** – 18 comments
  - 15 pointing out problems leading to delays
  - 3 stating that housing should be completed early
- s. **Car Parking** – 18 comments
  - 9 too much provided
  - 6 too little
  - 3 satisfied with proposals in Plan
- t. **Royal Opera House Extension** – 14 comments
 

Mostly concerned with detailed form and appearance of extension
- u. **Museums and Exhibition Halls** – 11 comments
 

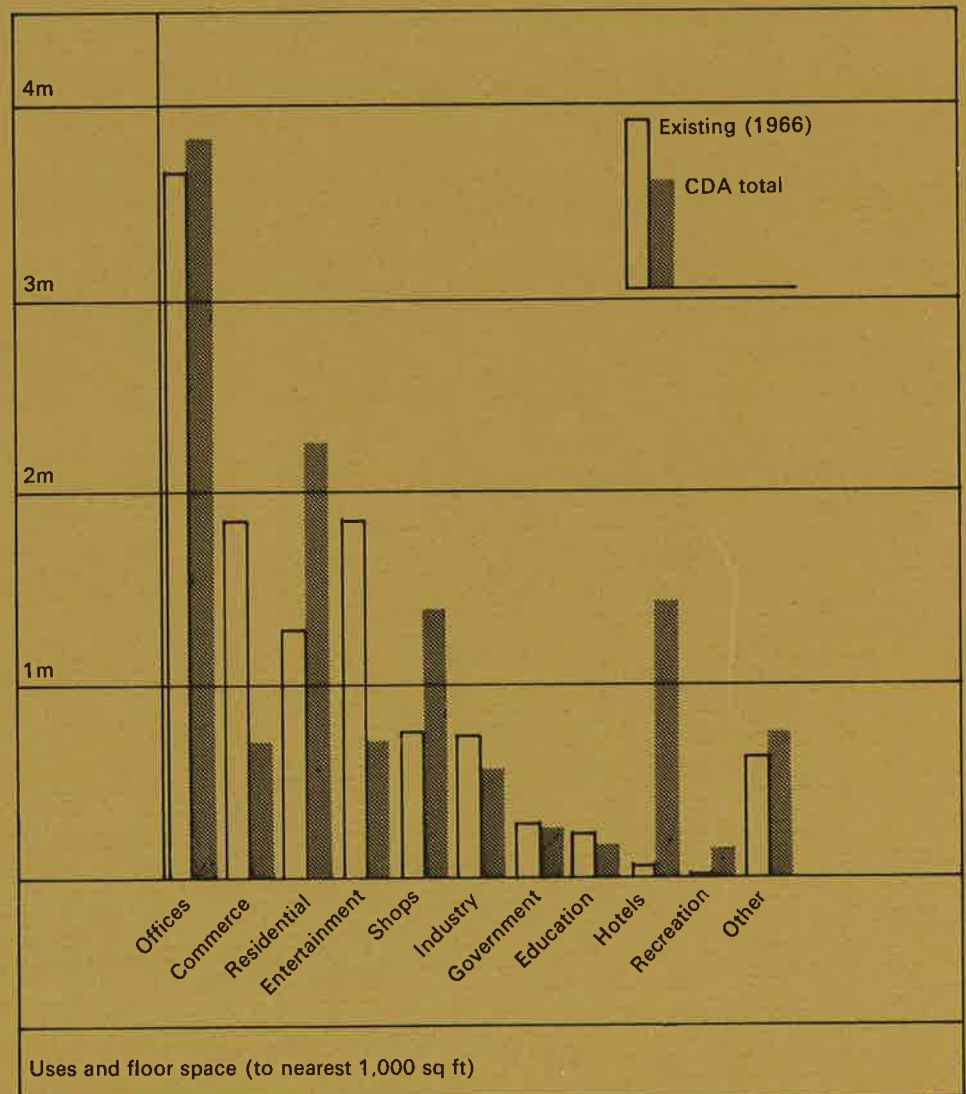
Mainly suggesting the conversion of existing buildings for specific projects

1 While the more obvious changes to the Draft Plan will be clear from the maps, it will be useful to spell out the major changes made since 1968 as the result of public comment, changed circumstances, and further detailed study.

2 *Extent of Area* – The original study embraced over 100 acres (40 hectares) bounded by the Strand, Charing Cross Road, Shaftesbury Avenue, High Holborn, the rear of properties fronting the west side of Kingsway and Aldwych. The area now proposed for inclusion in the CDA is

about 96 acres (38.4 hectares). This reduction in area is accounted for by the exclusion of certain blocks on the perimeter which, on reflection, do not appear likely to fall for redevelopment within the period of the Plan.

3 *Land Use* – The quantities of uses proposed in the Draft Plan were tested against a range of 34 alternative models. These were designed to place the previous tentative proposals in context and to find out where improvements could be made. Three basic tests were applied – traffic generation, employment and economic



viability. At the same time, trends emerging in the demand for uses, such as the increasing interest in hotels, were incorporated. There were no changes in those uses subject to overall strategic planning constraints.

4 The study resulted in the selection of two optimum models with comparatively minor changes in floorspace. Compared with the quantities proposed in the Draft Plan, the quantities in the optimum models showed that many uses (such as housing and open space) remained constant; shopping space was reduced; hotel use increased considerably and offices increased marginally. In addition, traffic generation and congestion were reduced, employment slightly increased, and the economic viability of the overall proposals increased.

The optimum models then superseded the previous draft Draft Plan use proposals.

5 *Major Roads* – The Draft Plan contained alternative proposals for the Strand. These were:

(a) A parallel one-way system using the Strand as westbound with a new low-level eastbound road approximately on the line of Maiden Lane.

(b) A new dual carriageway carrying both east and westbound traffic on the line of Maiden Lane with the subsequent pedestrianisation of the Strand.

Detailed work revealed serious design difficulties on the system intended to provide a traffic free Strand. Access to adjoining areas, development problems associated with a very wide low-level section, and the effects this scheme would have on a number of existing buildings made it unattractive. Further, the need to maintain access for vehicles servicing existing buildings effectively ruled out a truly pedestrianised Strand. It was decided, therefore, to adopt the complementary one-way system involving the Strand and the new low-level Maiden Lane route, and to strive to improve the existing environmental conditions on the south side of the Strand by the provision of wider pavements and improved pedestrian crossings.

6 On the western edge of the area, the widening line for Charing Cross Road was amended to avoid Wyndham's Theatre. The possible line for the Kingsway relief road was

omitted as it was considered that the need for such a road is unlikely to arise within the time period covered by the Covent Garden Plan.

7 *Internal Roads* – The eastern and western links in the internal road system have been completely revised. It was found necessary to provide longer approaches from the external main roads so as to avoid congestion. In any case, the retention of larger blocks of existing property involved more extensive use of existing roads. Problems arose on the original road network, particularly on the south-west edge where the new service road would have threaded between groups of existing buildings. Geometric design studies confirmed these problems and alternatives were therefore studied. The solution adopted was the use of existing roads (required in any case for servicing the retained buildings) combined with management measures to ensure that traffic in them does not reach environmentally unacceptable levels.

8 *Car Parking* – The car parking provision of the Draft Plan has been revised downwards to bring the Covent Garden proposals in line with the current policies of the GLC and London Boroughs. This envisages the discouragement of long term parking and the strict control of the total number of parking spaces available in Central London.

All new parking spaces in the area will be concentrated in large public car parks directly linked to the internal service road. Spaces required for offices and shops will also be used to provide evening parking for theatre and entertainment traffic. This double usage will allow a massive reduction in the total number of spaces and avoid over provision for day-time use.

9 *Phasing* – The redevelopment phasing of the Draft Plan has been reconsidered in the light of a number of studies carried out since 1968. The programming of the provision of new housing, in order to provide sufficient units at each phase for the rehousing of existing residents who wish to remain in the area and for new families, has been an important factor. Consultations with owners and developers on their redevelopment schemes have taken place and also resulted in changes. Interim traffic management measures during the redevelopment period and the development of the conservation and improvement programme have also necessitated changes.

The programming now shown on the

programme map relates to the following time scale:

First phase	1972–1975
Second phase	1975–1980
Third phase	1980–1985

The most significant change, however, is in the identification of sites where programming cannot, or need not at this stage, be tied down to a particular year. This introduces flexibility and reflects the likely course of events.

10 *Retention and Improvement* – A substantial part of the public comments on the exhibition of the Draft Plan related to the retention of existing buildings. This is in line with the increased public awareness and the value it now places on retention of the best of the old buildings and character and their integration with renewal. The character study carried out in 1967 by the Team was a first step towards a coherent policy for retention in Covent Garden. The Draft Plan contained policies aimed towards a meaningful integration of the old and the new, not only on completion of the redevelopment, but during the various phases of the Plan.

11 These have now been knitted together into a comprehensive policy for retention and improvement. This is a counterpart to the redevelopment proposals, and intended to allow for the assimilation of new projects into the old Covent Garden, keeping the old alive while the builders are at work and retaining the essence of the area's character for posterity. This has had to be selective and, consequently, it has been necessary to choose the best buildings, and to write off others.

12 Detailed studies since 1968, too, have allowed a higher proportion of buildings to be retained. The problem is seen to be how retention can be made possible in the light of economic pressure. Detailed examination of existing buildings and possible new uses for them, are a major part of the future work of the Development Team.



## Appendix - Table of proposed land uses and quantities

### (a) Uses and Floorspace (to nearest 1,000 square feet)

Use	1966 Existing	Existing buildings to be retained	Proposed Redevelopment	CDA Total
Residential	1,295,000	225,000	2,032,000	2,257,000
Shops	844,000	415,000	972,000	1,387,000
Offices	3,686,000	1,637,000	2,205,000	3,842,000
Industry	735,000	367,000	195,000	562,000
Commerce	1,860,000	279,000	425,000	704,000
Entertainment and Arts	1,195,000	551,000	994,000	1,545,000
Hotels	53,000	8,000	1,432,000	1,440,000
Education	221,000	96,000	60,000	156,000
Public Buildings	285,000	153,000	120,000	273,000
Recreation	8,000	—	150,000	150,000
Other*	615,000	298,000	455,000	753,000
Total	10,797,000	4,029,000	9,040,000	13,069,000

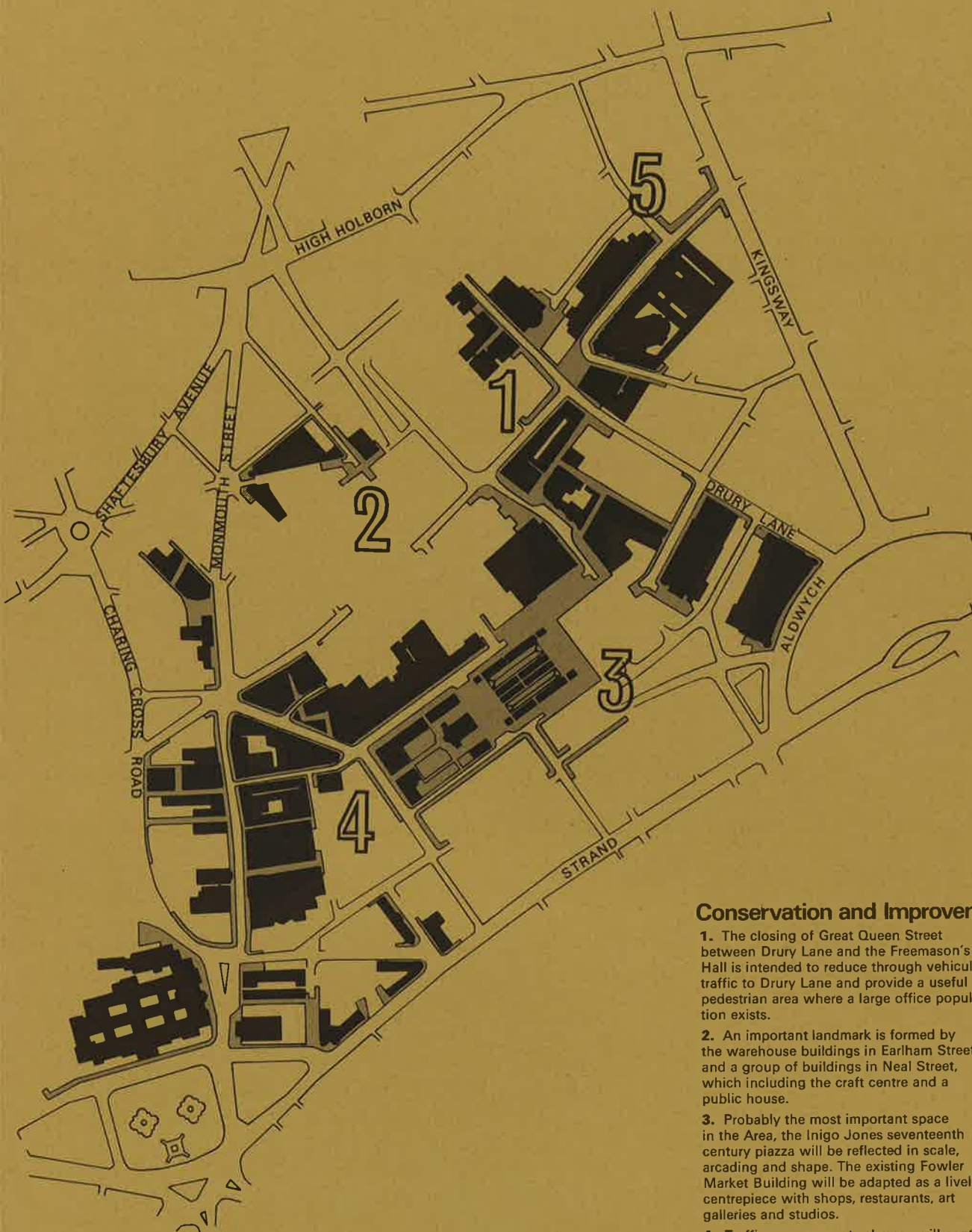
\*Includes - Hospital, Telephone Exchange, International Conference Centre

### (b) Uses and Floorspace - Metric equivalents to nearest 100m<sup>2</sup>

Use	1966 Existing	Existing buildings to be retained	Proposed Redevelopment	CDA Total
Residential	120,400	20,900	189,000	209,900
Shops	78,500	38,600	90,400	129,000
Offices	342,800	152,200	205,100	357,300
Industry	68,400	34,100	18,200	52,300
Commerce	173,000	26,000	39,500	65,500
Entertainment and Arts	111,100	51,200	92,500	143,700
Hotels	4,900	700	133,200	133,900
Education	20,600	8,900	5,600	14,500
Public Buildings	26,500	14,200	11,200	25,400
Recreation	700	—	13,900	13,900
Other	57,200	27,700	42,300	70,000
Total	1,004,100	374,500	840,900	1,215,400

Up to this point, the book has been concerned with the Revised Plan as approved by the GLC and which forms the basis for the Comprehensive Development Area Submission. The following drawings of the first phase sites do not form part of the Approved

Plan but are intended to illustrate one possible form of the ultimate redevelopment. At the appropriate time it is intended to produce detail planning briefs covering all aspects of the Plan and the way in which they affect each site.



### Conservation and Improvement

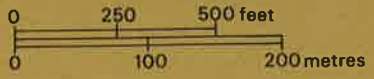
**1.** The closing of Great Queen Street between Drury Lane and the Freemason's Hall is intended to reduce through vehicular traffic to Drury Lane and provide a useful pedestrian area where a large office population exists.

**2.** An important landmark is formed by the warehouse buildings in Earlham Street and a group of buildings in Neal Street, which including the craft centre and a public house.

**3.** Probably the most important space in the Area, the Inigo Jones seventeenth century piazza will be reflected in scale, arcading and shape. The existing Fowler Market Building will be adapted as a lively centrepiece with shops, restaurants, art galleries and studios.

**4.** Traffic management schemes will control traffic in areas such as King Street and New Row. Owners and occupiers will be encouraged to rehabilitate buildings to suit new uses sympathetic with the streets individual character. Any redevelopment proposed should be of a piecemeal nature.

**5.** Great Queen Street, linking the proposed pedestrian area on Drury Lane to Kingsway and Lincoln's Inn Field beyond offers a superb contrast between its six listed buildings on the north side and the large mass of the Freemasons' Hall on the other.



Based upon the Ordnance Survey Map with the sanction of the Controller of HM Stationery Office  
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### Phase One Renewal

**1.** This complex of buildings, forming the first phase of the southern spine development will link together such historic parts of the area as the piazza, Bow Street, the Royal Opera House, the Theatre Royal, Drury Lane, the Strand and Waterloo Bridge. The mixture of uses is proposed to include the International Conference Centre, a major hotel, offices, entertainment, shopping and residential. At low level will be the first section of the Strand Relief Road and the main internal service road providing access to off-street servicing areas, 1100 car parking spaces, coach parking as well as general car and taxi reception areas.

**2.** The Central open space, approximately 3 acres, will form an important link between the redevelopment around the Royal Opera House, the Piazza and the North Spine. This will provide much needed open space at the earliest stage and so stimulate the improvement of the environment of the area overall. The buildings surrounding the open space will consist mainly of residential use but with a school and offices. It will accommodate links in the pedestrian network. These will maximise the apparent size of the space by extending deep into surrounding areas.

**3.** The North Spine. The redevelopment in the north will take place around Cambridge Circus and will be on both sides of the new east-west route between Seven Dials and the new Winter Garden building. The existing Drury Lane local shopping centre will be revitalised. Use of Drury Lane will be restricted to pedestrian and essential service vehicles. A series of pedestrian squares surrounded by shops, an hotel and housing will mark the old junction of Drury Lane and High Holborn. Work has already commenced and with development of the former Winter Garden site nearing completion, a massive uplift to this area is under way. Other developments on the north spine include a pedestrian street running east west above the new service street, linking proposed residential accommodation, schools, small shops and commercial uses.

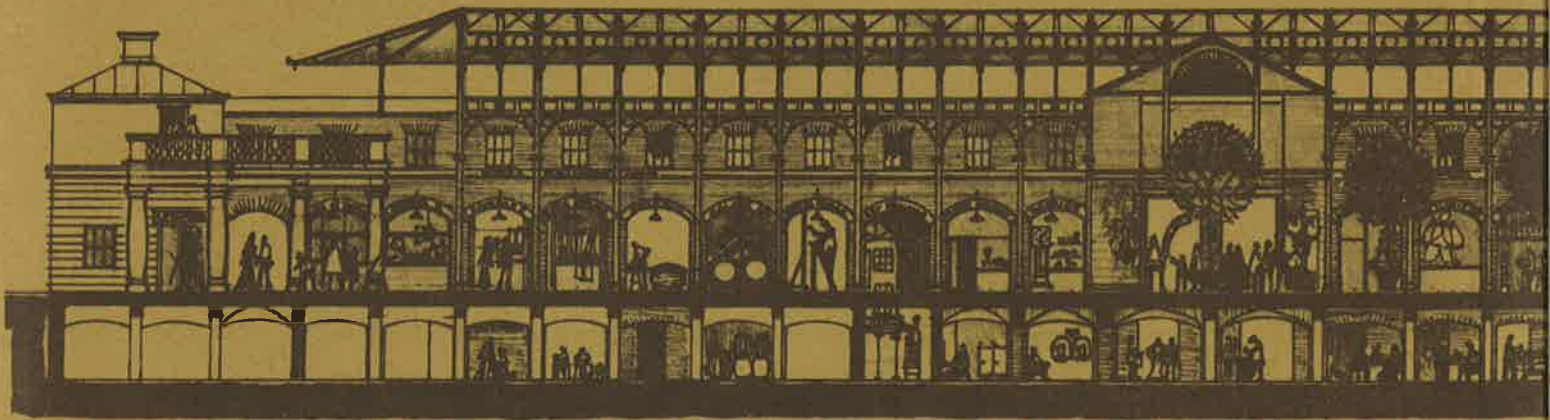


*St Paul's Church*



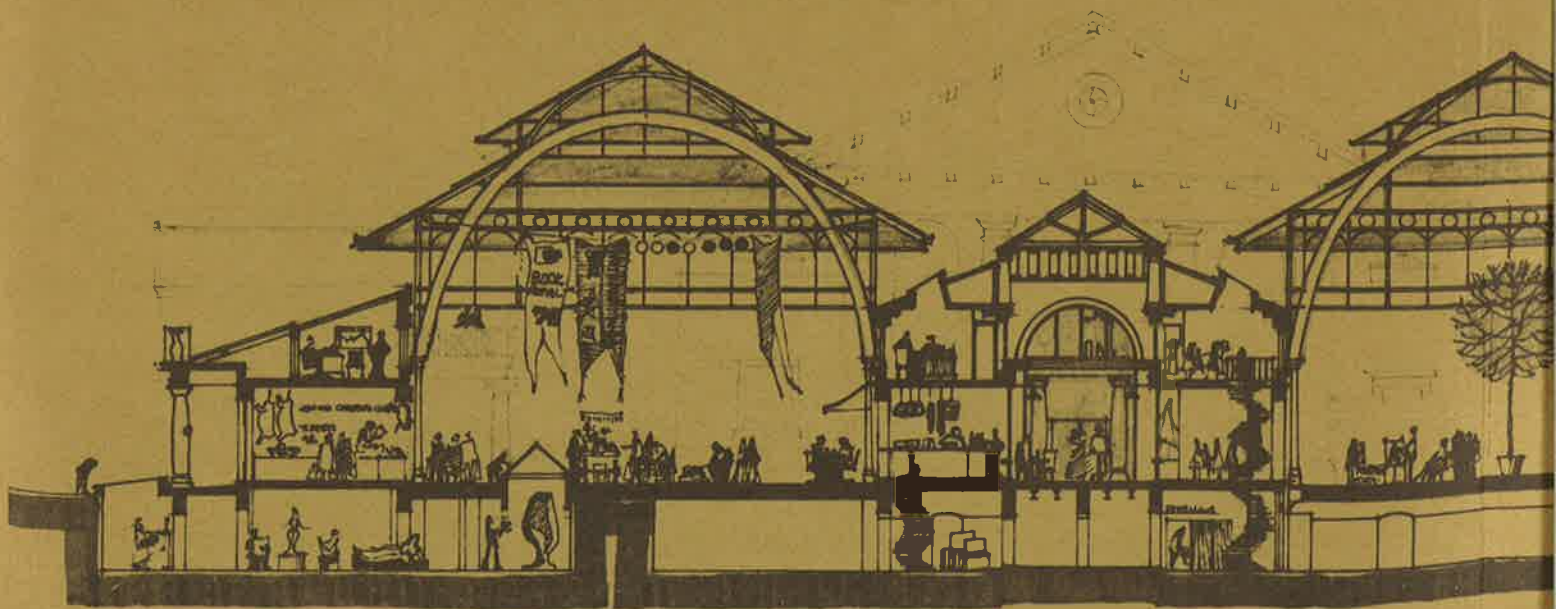
*Offices, boutiques and shops in Central Arcade on three levels*

**Section A-A**



*Display and sales centre for artists and craftsmen, small businesses decanted from redeveloped site*

**Section B-B**

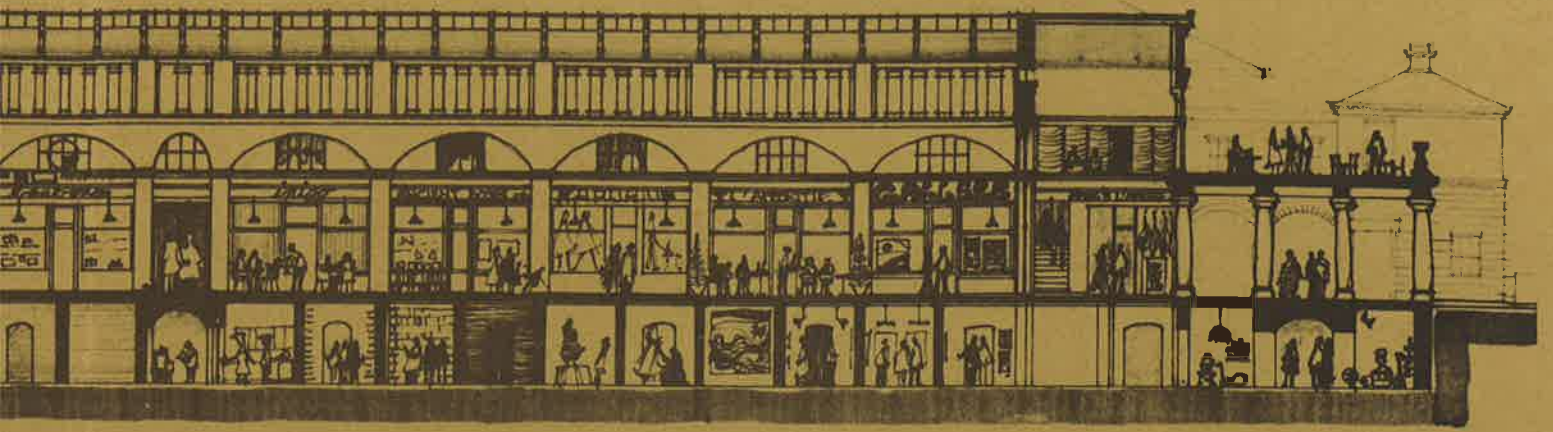


*Covered shopping street*

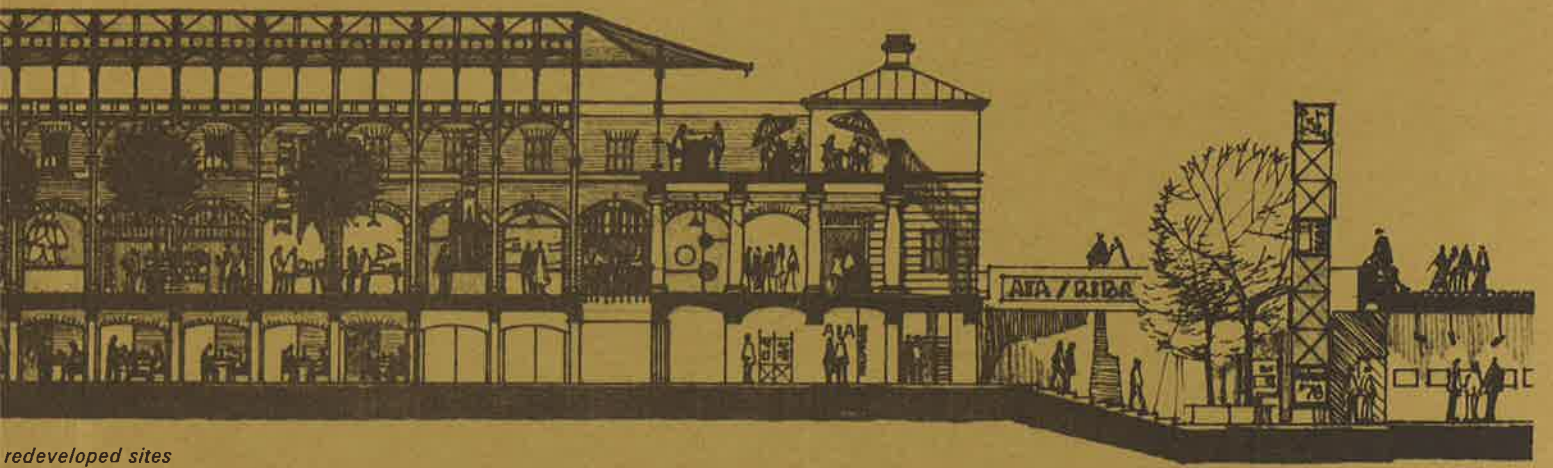
*Central Arcade*

*Covered shopping street*

**Section C-C**

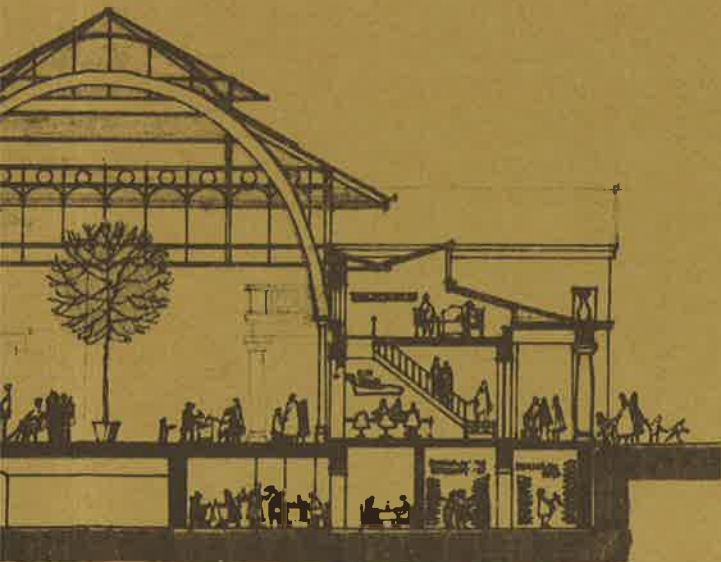


levels

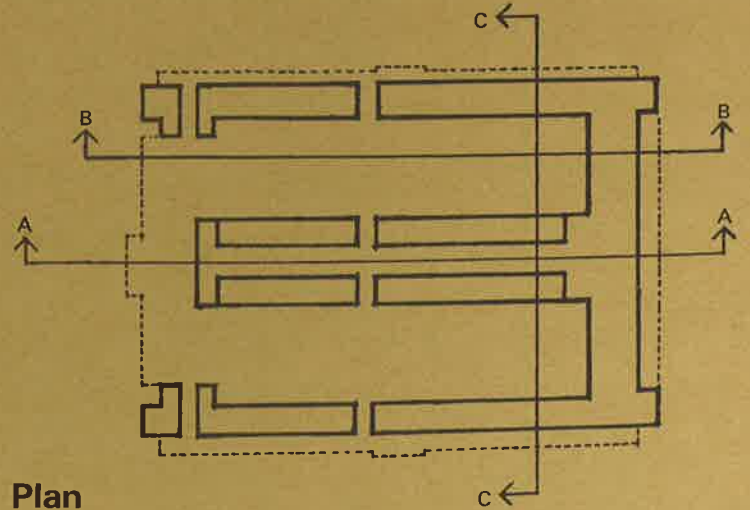


redeveloped sites

Sunken courtyard link to proposed International Conference Centre



covered shopping street

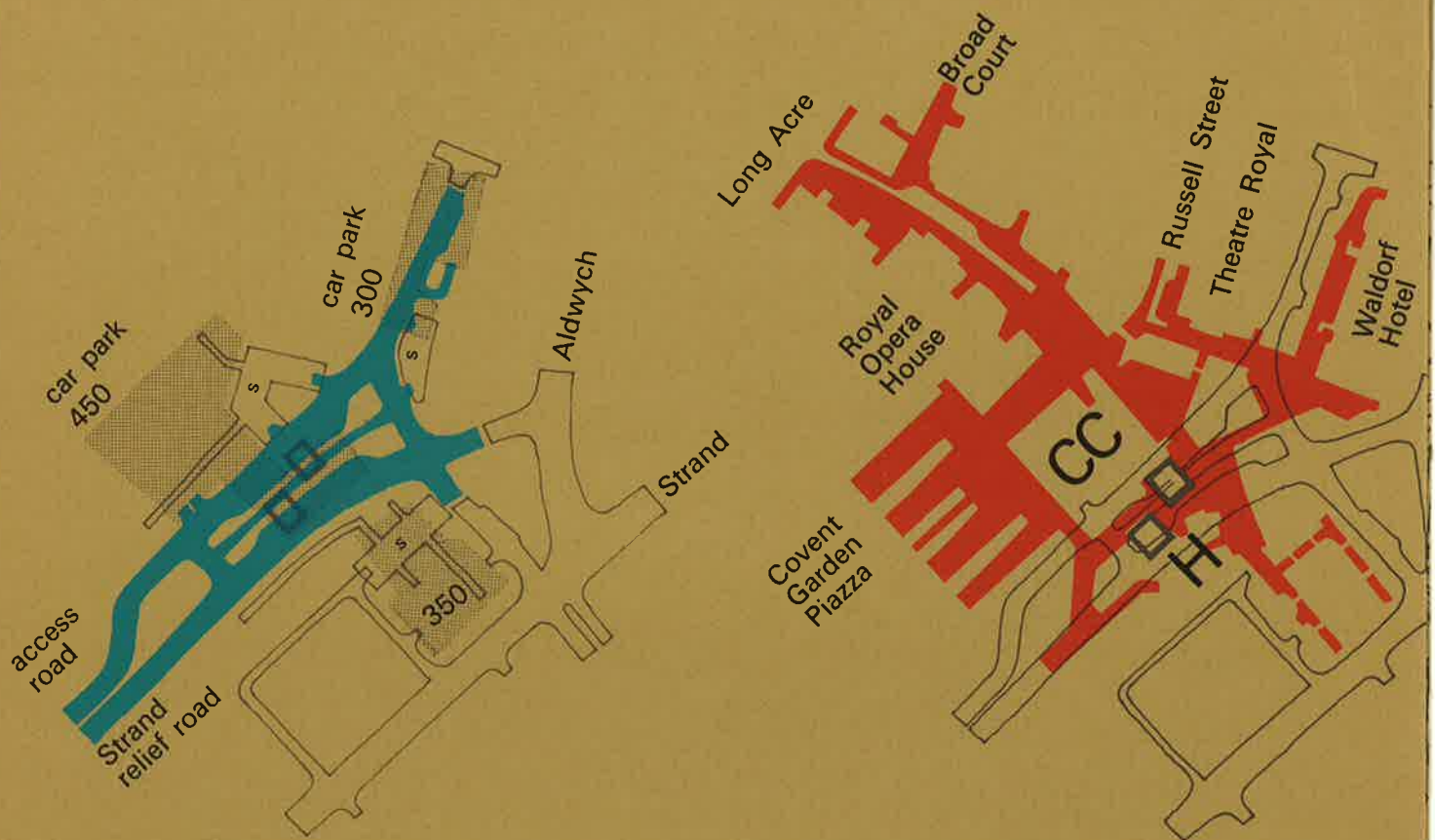


Plan

## Conversion of Central Market Building

*These are artists' impressions and are only intended to illustrate a possible form of the ultimate redevelopment.*

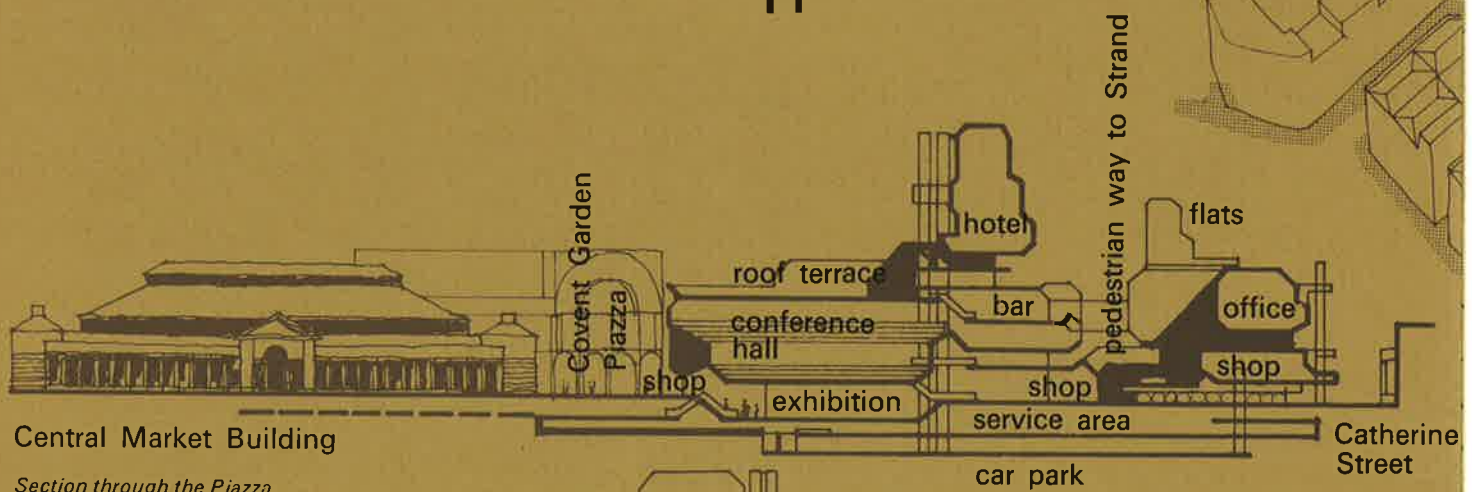




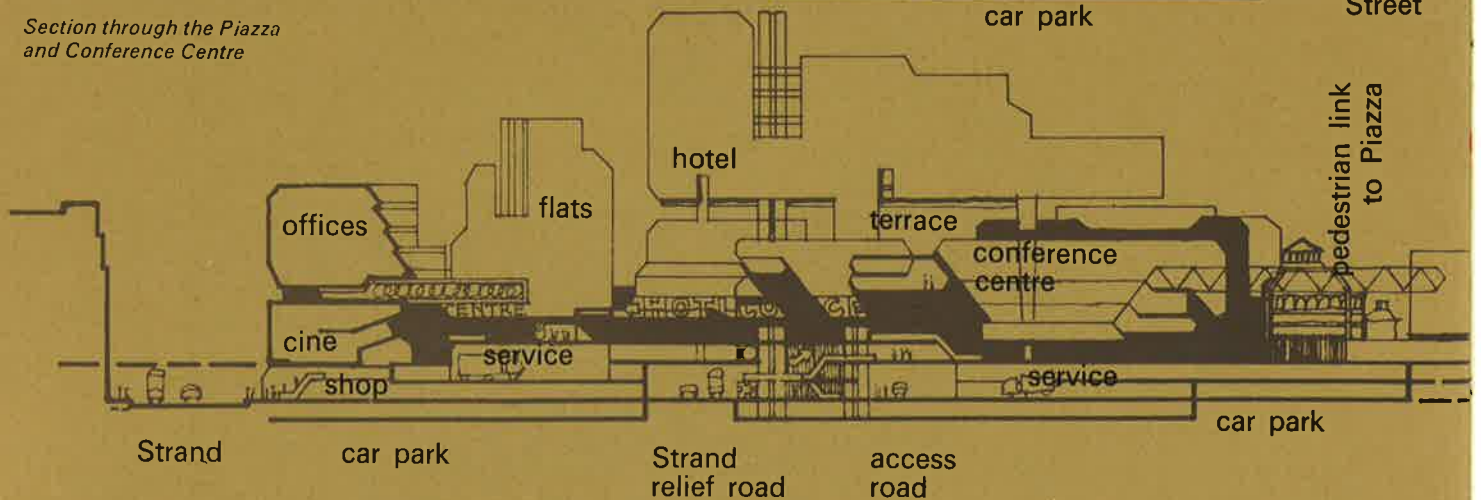
*Vehicular movement*

*Pedestrian movement*

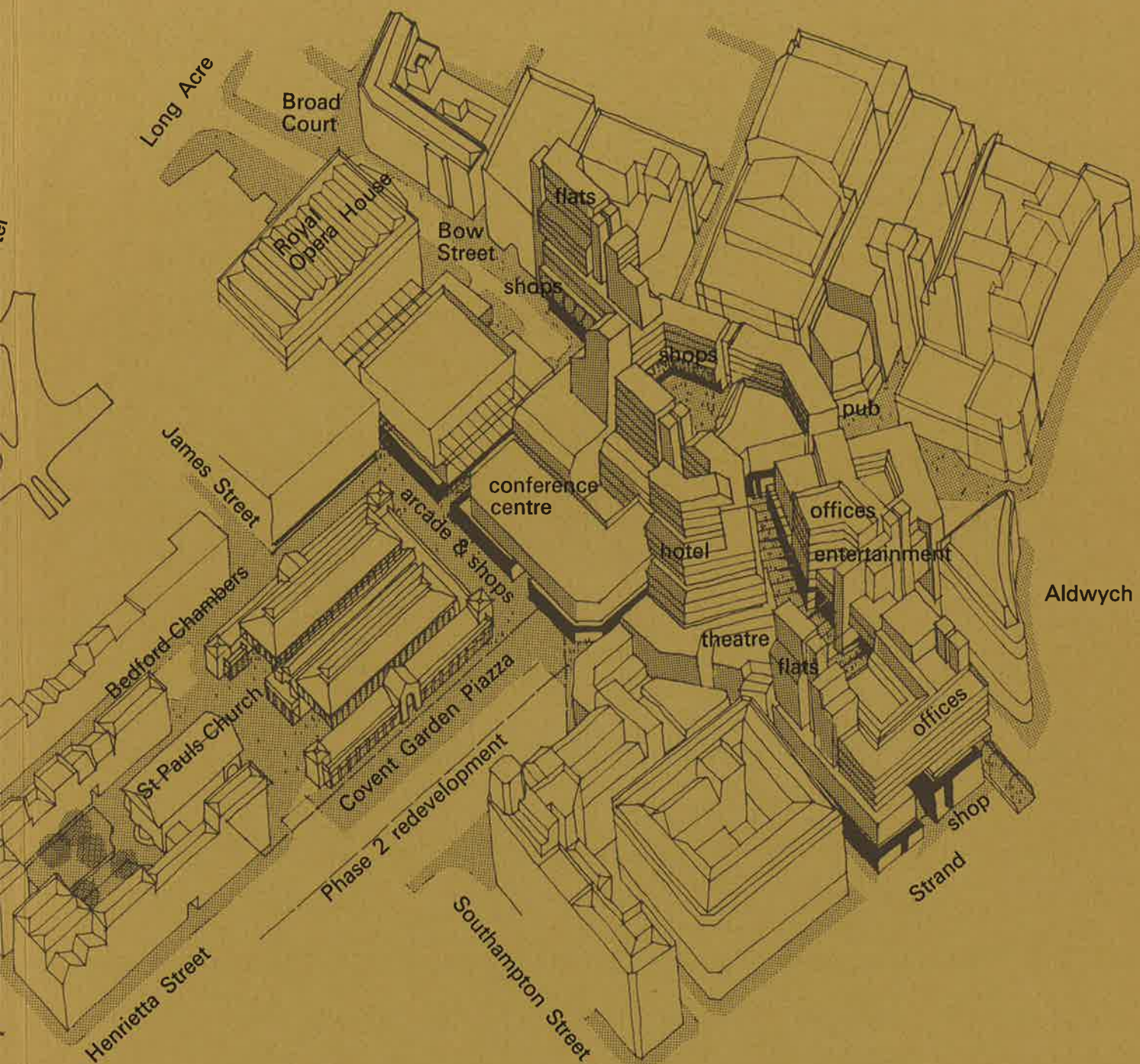
CC  
H  
Conference Centre  
hotel



*Section through the Piazza and Conference Centre*



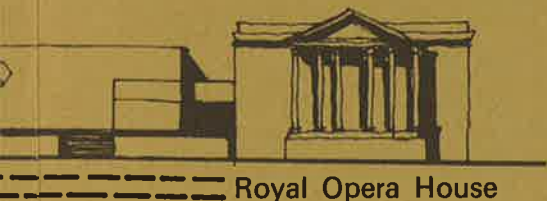
*Section through Bow Street and Pedestrian Concourse to the Strand*



This complex of buildings, forming the first phase of the southern spine redevelopment will link together such historic parts of the area as the Piazza and the Central Market Building, Bow Street, the Royal Opera House and the Law Courts, Catherine Street, the

Theatre Royal, the Strand Theatre and the Waldorf Hotel. The mixture of uses is proposed to include the International Conference Centre, a major hotel, offices, entertainment, shopping and residential. The existing Central Market Building by Fowler will be adapted as a centrepiece to the Piazza with shops,

restaurants, boutiques, art galleries and studios lining its arcades. At low level under the new development will be the first section of the Strand Relief Road and the main internal service road providing access to off-street service areas, 1,100 public car parking spaces, as well as general coach, car and taxi reception areas.



Royal Opera House

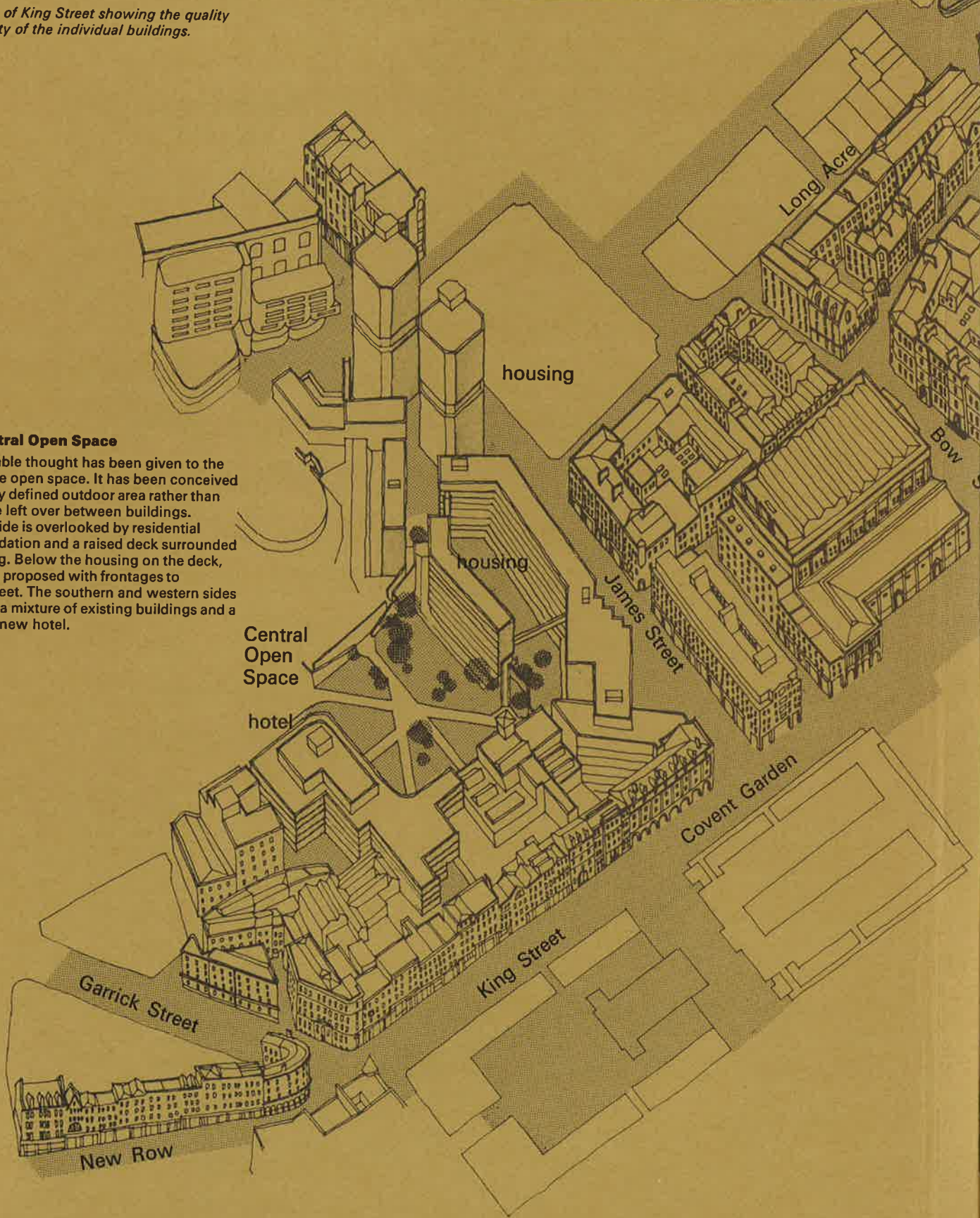
## Phase One Renewal Covent Garden Piazza and the Southern Spine



*Elevation of King Street showing the quality and variety of the individual buildings.*

**The Central Open Space**

Considerable thought has been given to the form of the open space. It has been conceived as a clearly defined outdoor area rather than as a space left over between buildings. The east side is overlooked by residential accommodation and a raised deck surrounded by housing. Below the housing on the deck, offices are proposed with frontages to James Street. The southern and western sides consist of a mixture of existing buildings and a proposed new hotel.



housing

housing

Central Open Space

hotel

Long Acre

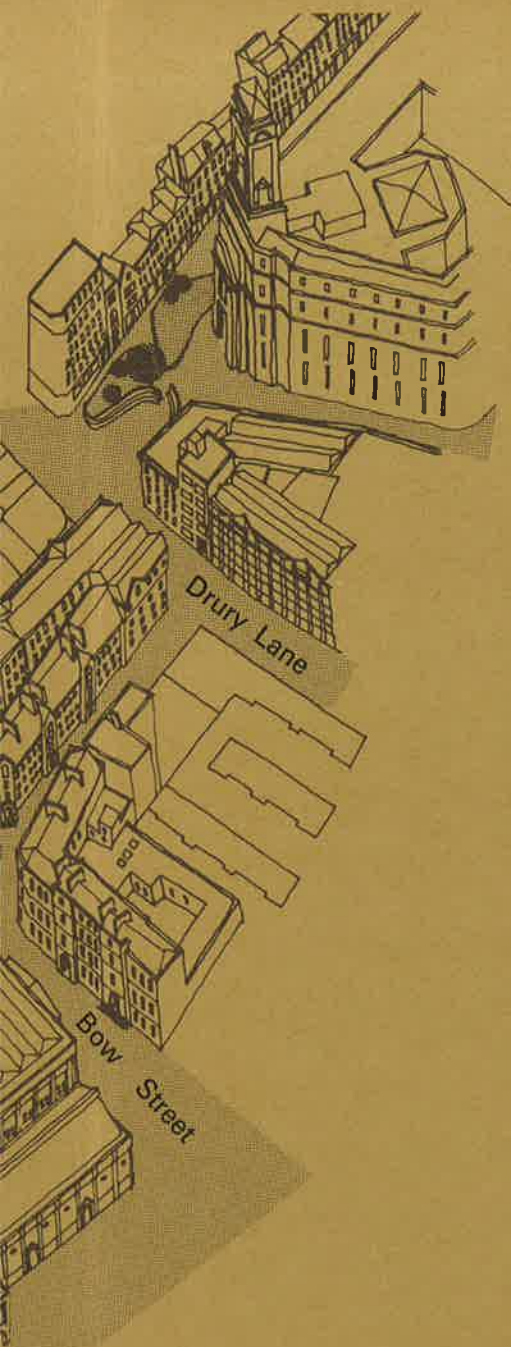
James Street

Covent Garden

Garrick Street

King Street

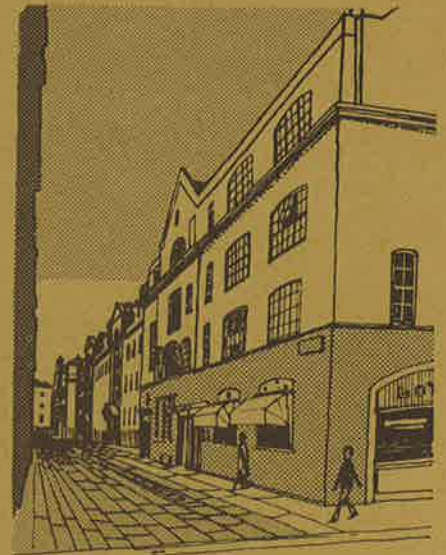
New Row



*New pedestrian space on Great Queen Street in front of the Freemasons' Hall.*

**Conservation and improvement**

Conservation and improvement has been considered not only as the retention of individual buildings of interest, but the preserving and improving of whole areas of outstanding and unique quality. The Draft Plan proposed a Character Route within which key streets were retained to form an important pedestrian link through the area. This allows for the rehabilitation of individual buildings yet retains the character and feel of the existing streets. The Character Route is illustrated together with the new Central Open Space behind it. The Route would provide the necessary continuity of familiar spaces and buildings linking old and new through all phases of the plan. The open space would be linked to the Route at three places. Firstly at the south eastern corner where the space opens out on to James Street near its junction with Covent Garden. The two other links will be through buildings on King Street, one through a courtyard and under the proposed hotel and the other to the west of the present Dance Centre.

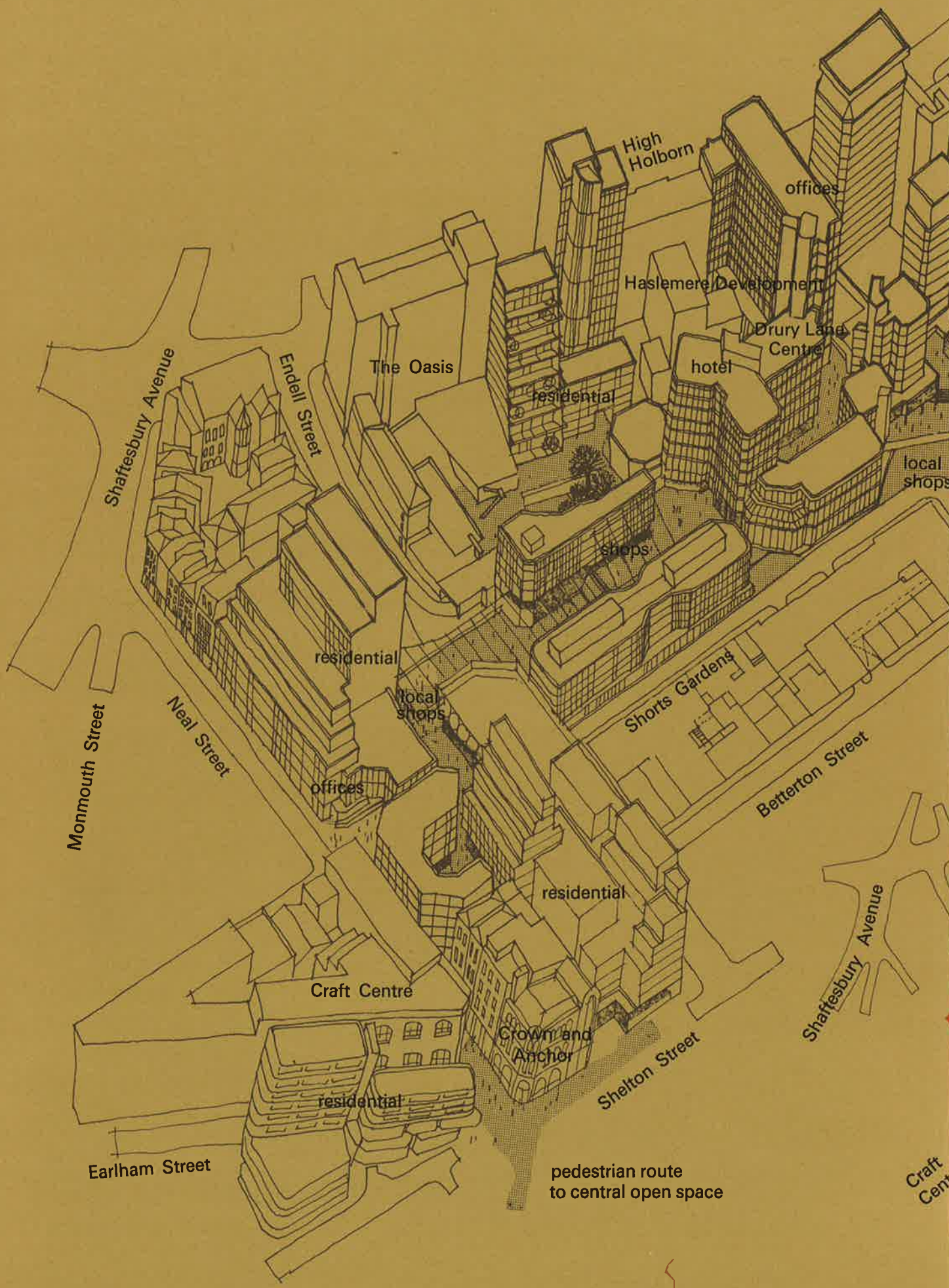


*Broad Court.*



*King Street showing pedestrian way through to the Central Open Space.*

**Character Route and Central Open Space**



Monmouth Street

Shaftesbury Avenue

Neal Street

Endell Street

The Oasis

High Holborn

offices

Haslemere Development

Drury Lane Centre

hotel

residential

local shops

shops

residential

local shops

Short's Gardens

offices

Betterton Street

residential

Craft Centre

Crown and Anchor

residential

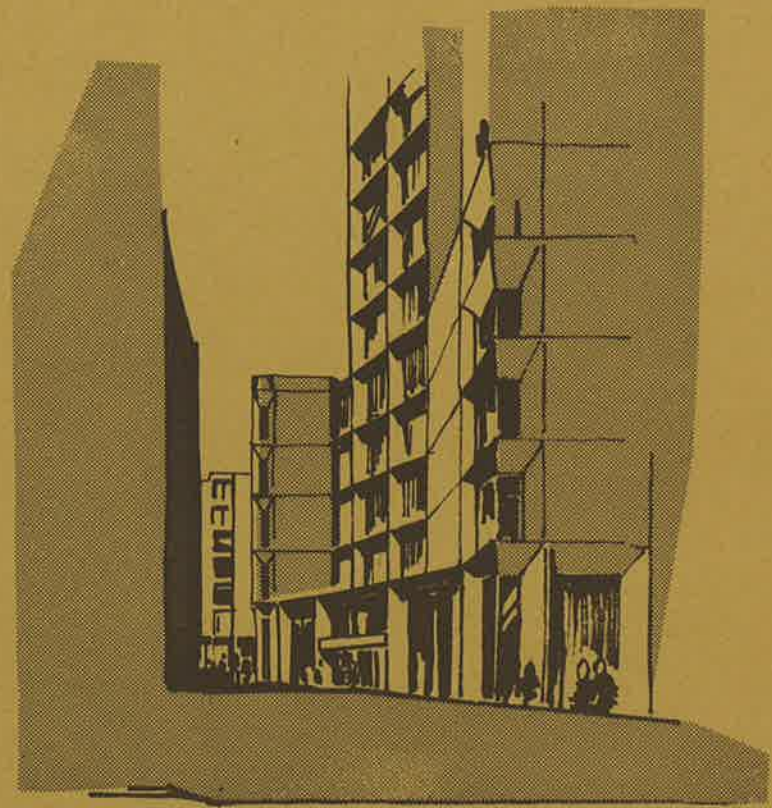
Shelton Street

Shaftesbury Avenue

Earham Street

pedestrian route to central open space

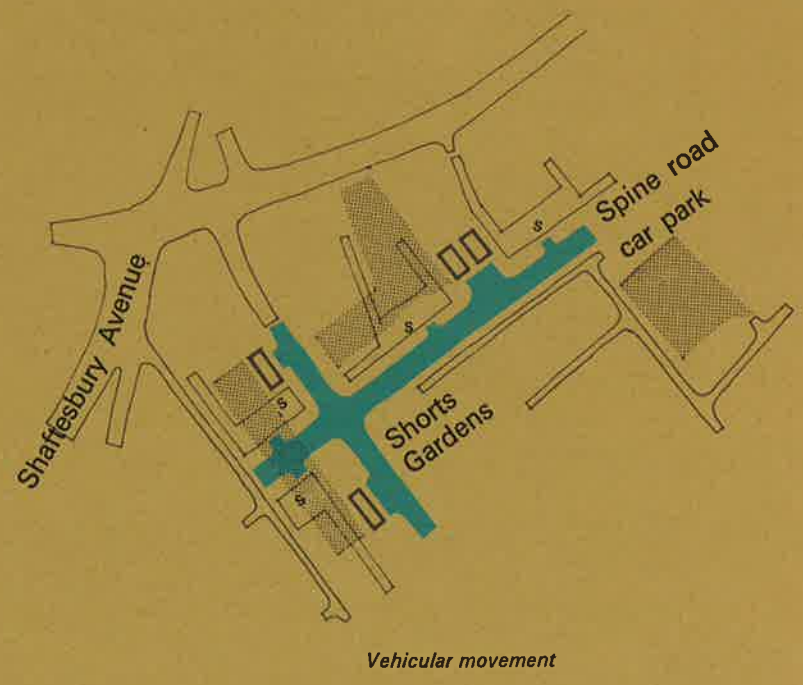
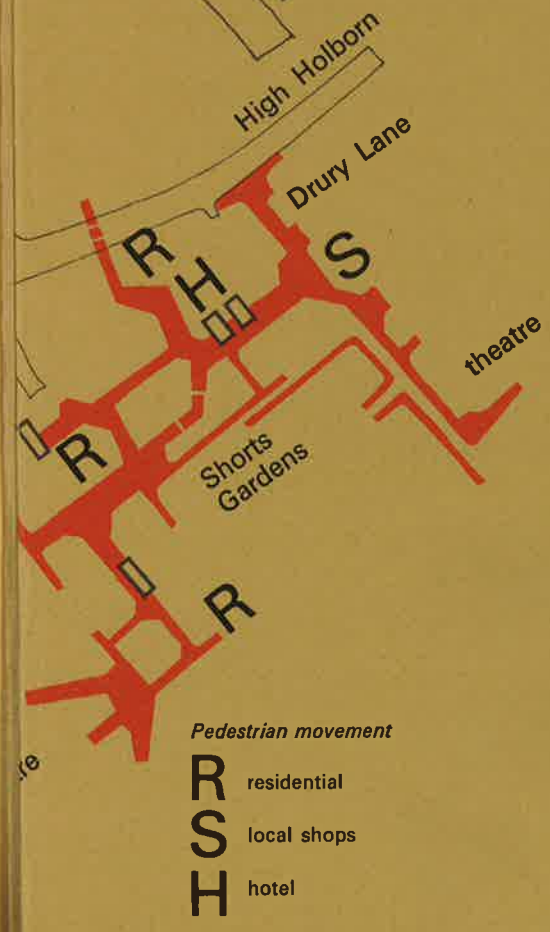
Craft Cent



This development by Haslemere Estates Limited includes shopping, an hotel, public house and offices. Below deck level it makes provision for the two-way spine road. The development is designed by Frishman Spyer Associates.

The northern redevelopment area will lie on each side of a major east-west route—the North Spine. Along this route the major point of interest to the east will be the Drury Lane Centre. This development will include an hotel, offices, housing and shops located

around a series of traffic free pedestrian areas. Linking through to the central open space the fine warehouse buildings in Earham Street and the group of buildings around the Shelton Street/Neal Street junction will be extremely important.



**Phase One Renewal  
North Spine**

