



SEVEN DIALS WAREHOUSE
50 Earlham Street
London WC2H

London Borough of Camden

Heritage Statement

March 2023



**50 Earlham Street (basement)
Seven Dials Warehouse
London
WC2H 9LA**

Heritage Statement

NGR 530158 181090

Sign-off history

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Contents

<u>Executive summary</u>	1
<u>1 Introduction</u>	4
1.1 Origin and scope of the report	4
1.2 Designated heritage assets on site	4
1.3 Aims and objectives	4
<u>2 Methodology and sources consulted</u>	6
2.1 Baseline	6
2.2 Methodology	6
<u>3 Built Heritage Baseline</u>	8
3.1 Site and area history	8
3.2 Site description	16
3.3 Designations	22
3.4 Nearby listed buildings	23
3.5 Conservation Areas	25
3.6 Planning history	26
<u>4 Significance and Setting Assessment</u>	27
4.1 Introduction	27
4.2 Statement of Significance	27
4.3 Statement of Setting Significance	27
<u>5 Proposed development</u>	29
5.1 Proposal	29
<u>6 Impact of proposed development</u>	33
6.1 Impact on 50 Earlham Street	33
6.2 Impact on surrounding heritage assets	33
<u>7 Conclusions and Recommendations</u>	34
7.1 Conclusions	34
<u>8 Appendix A: Statement of Significance methodology</u>	35
8.1 Introduction	35
<u>9 Appendix B: Setting Assessment methodology</u>	36
9.1 General Planning Advice 3 (GPA3) <i>The Setting of Heritage Assets</i> (Historic England 2015)	36
<u>10 Appendix C: Planning framework</u>	37
10.1 Statutory protection	37
10.2 National Planning Policy Framework	37
10.3 Regional policy	39
10.4 Local planning policy	40
<u>11 Bibliography</u>	42
11.1 Published and documentary sources	42
11.2 Cartographic sources	42

Figures

Figure 1 Site location	2
Figure 2 Nearby designated heritage assets	3
Figure 3 Braun and Hogenberg's map of 1572	8
Figure 4 Faithorne and Newcourt's map of 1658	9
Figure 5 Morgan's map of 1682.....	10
Figure 6 Rocque's map of 1746	11
Figure 7 Horwood's map of 1799	11
Figure 8 Faden's 1813 revision of Horwood's map of 1799.....	12
Figure 9 Greenwood's map of 1828	13
Figure 10 1874 first edition Ordnance Survey map	13
Figure 11 Engraving of the Seven Dials Warehouse in 1888 from Alfred Barnard's The Noted Breweries of Great Britain and Ireland, Volume 3 (1889).....	14
Figure 12 1916 third edition Ordnance Survey map	15
Figure 13 1951 Ordnance Survey map	15
Figure 14 Shelton Street entrance	16
Figure 15 Earlham Street entrance	17
Figure 16 Ground floor area	18
Figure 17 Ground floor area	18
Figure 18 Entrance to staircase.....	19
Figure 19 Existing lift	19
Figure 20 Basement area	20
Figure 21 Double height ceiling area.....	20
Figure 22 Cellar area	21
Figure 23 Existing basement layout	21
Figure 24 Front façade of the Seven Dials Warehouse	22
Figure 25 The Craft Centre.....	23
Figure 26 Earlham Street looking west towards Seven Dials with Nos. 36, 38 and 40 Earlham Street..	24
Figure 27 No. 34 Shelton Street and entrance to Brewer's Yard	25
Figure 28 Proposed Earlham Street entrance	29
Figure 29 Proposed Shelton Street entrance.....	29
Figure 30 Proposed staircase and glazing to beer cellar.....	31
Figure 31 Proposed cellar areas	31
Figure 32 Proposed basement area.....	32
Figure 33 Shape and form of proposed staircase.....	32

Note: site outlines may appear differently on some figures owing to distortions in historic maps. North is approximate on early maps.

Executive summary

KSdesign (on behalf of Bierschenke) has commissioned Museum of London Archaeology (MOLA) to prepare this Heritage Statement in support of an application at 50 Earlham Street, WC2H 9LJ in the London Borough of Camden. The scheme comprises: the internal refurbishment of the basement level of the building to provide a restaurant and bar, the internal refurbishment of the entrance at ground floor level and the external refurbishment of the entrances, including the addition of new signage on Earlham Street and Shelton Street.

No. 50 Earlham Street, listed as Seven Dials Warehouse on the National Heritage List, is a Grade II listed building (List Entry Number: 1061403). The building is a substantial former brewery dating to the mid-19th century.

Several other listed buildings are located in the vicinity of the site and the site lies within the Seven Dials Conservation Area (London Borough of Camden) and just north of the Covent Garden Conservation Area (City of Westminster).

Following an assessment of the proposed intervention, it was concluded that, in policy terms, the works will cause no harm to the significance of the site nor to any of the surrounding designated heritage assets. Owing to the “light touch” nature of the works, the alterations will not impact negatively on the existing historic fabric nor on its setting and surrounding designated heritage assets, due to the already changed nature of the area.

The building suffered serious fire damage in 1999, though the basement and much of the ground floor were not affected by the event. The basement retains many original features such as the barrel-vaulted ceiling, cast iron columns, stone floor slabs and cellars. The exterior also retains original features such as exterior cranes and double height openings.

Both entrances to 50 Earlham Street have a “tired” appearance with old and flaking paint and visible scars from the placement on the north and south elevations of advertising and menu boxes.

The proposed works will include the refurbishment of the interior to provide a new hospitality venue serving traditional Bavarian beer. All internal works will be reversible and so will not result in any harm to the historic fabric of the building or its significance. The exterior works will involve the removal of existing paint and repainting, as well as the insertion of new advertising boxes. These works are also reversible and will not impact the significance of the building.

The new restaurant will relate to the former use of the site as a brewery and will have barrels on display allowing for an enhanced interpretation of the building. This will be further enhanced by the placing of an information panel at ground floor level by the entrance which will describe the past use of the site and allow patrons to acknowledge the past use of the space and appreciate its new use. This will maintain the significance of the site. The exterior works will only be visible when viewed directly from the opposite street and or obliquely and so will not result in any negative impact on nearby heritage assets.

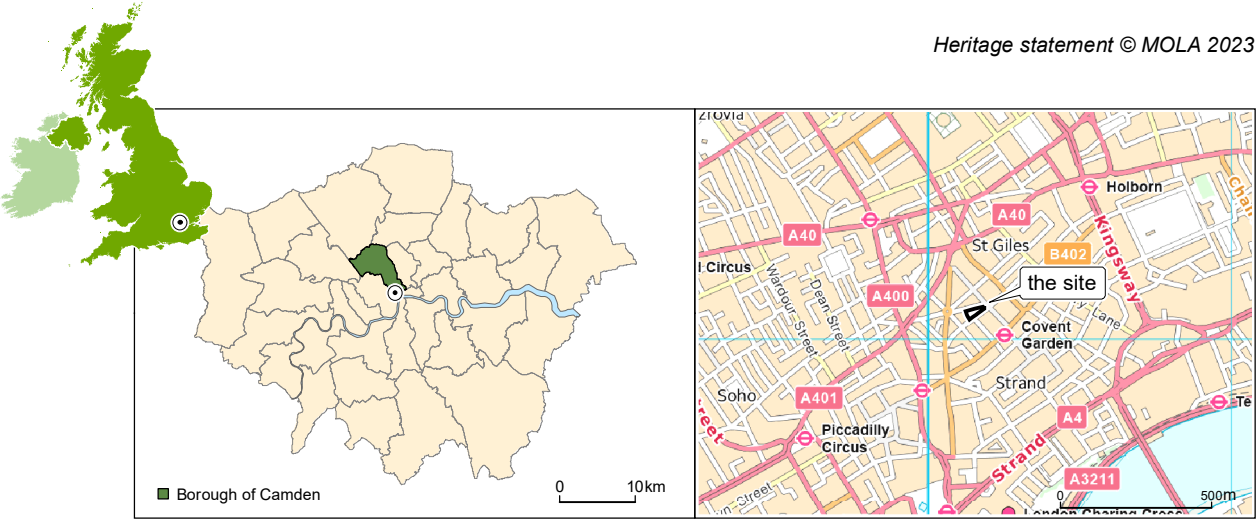


Fig 1 Site location



Fig 2 Historic environment features map

1 Introduction

1.1 Origin and scope of the report

- 1.1.1 KSdesign (on behalf of Bierschenke) has commissioned MOLA (Museum of London Archaeology) on behalf of their client to prepare a Heritage Statement in advance of proposed development at Seven Dials Warehouse, 50 Earlham Street, London, WC2H (National Grid Reference: 530158 181090 (Figure 1)). The scheme comprises: the internal refurbishment of the basement level of the building to provide a restaurant and bar, the internal refurbishment of the entrance at ground floor level and the external refurbishment of the entrances, including the addition of new signage on Earlham Street and Shelton Street.
- 1.1.2 This desk-based study assesses the impact of the scheme on the heritage assets on site and their setting. It forms an initial stage of investigation of the area of proposed development (hereafter referred to as the 'site') and is required in relation to the planning process in order that the local planning authority (LPA) can formulate an appropriate response in the light of the impact upon any known heritage assets. Heritage assets are parts of the historic environment which are considered significant because of their historic, evidential, aesthetic and/or communal value. This document is prepared to accompany the submission of a planning application for Listed Building Consent.
- 1.1.3 The assessment has been carried out in accordance with the requirements of the National Planning Policy Framework (NPPF) (DCLG 2021) and to standards specified by the Chartered Institute for Archaeologists (CIfA Dec 2014a, 2014b), Historic England (EH 2008, 2017). Under the 'Copyright, Designs and Patents Act' 1988 MOLA retains the copyright to this document.
- 1.1.4 Note: within the limitations imposed by dealing with historical material and maps, the information in this document is, to the best knowledge of the author and MOLA, correct at the time of writing. More information about the nature of the present buildings, and/or more detailed proposals for redevelopment may require changes to all or parts of the document.

1.2 Designated heritage assets on site

- 1.2.1 The site is part of the Seven Dials Warehouse, a Grade II listed building. Several of the surrounding buildings, including nos. 24-26 and 34 Shelton Street, are listed at Grade II. No. 50 Earlham Street has group value with nos. 29-40 (even) Earlham Street and the Cambridge Theatre, both listed at Grade II.
- 1.2.2 The surrounding area comprises a high number of listed buildings and as mentioned above, many of these are listed for group value and contribute to the settings of each of these buildings. However, the site visit confirmed that due to the height of 50 Earlham Street - and the buildings in its vicinity - only the structures opposite and immediately adjacent have direct sight lines of the site and therefore have the potential to be impacted by the proposals. These buildings are:
- The Crafts Centre, 29-43 Earlham Street – NHL 1342094
 - 36, 38 and 40 Earlham Street – NHL 1342095
 - 24 and 26 Shelton Street – NHL 1236176
 - 34 Shelton Street – NHL 1236199
- 1.2.3 The site lies within the Seven Dials Conservation Area (London Borough of Camden) and immediately south of the site is the Covent Garden Conservation Area (City of Westminster).

1.3 Aims and objectives

- 1.3.1 The aim of the assessment is to:
- identify the presence of any known heritage assets that may be affected by the proposals;

- describe the significance of such assets, as required by current national planning policy (see section 10 for planning framework and section 8 for methodology used to determine significance);
- assess the likely impacts upon the significance of the assets arising from the proposals; and
- provide recommendations for further assessment where necessary of the historic assets affected, and/or mitigation aimed at reducing or removing completely any adverse impacts upon buried heritage assets and/or their setting.

2 Methodology and sources consulted

2.1 Baseline

- 2.1.1 The baseline for this assessment has been determined primarily through desk-based research into designated and undesignated heritage assets on and near the site of the proposed development. The assessment included a site visit carried out on 17th February 2023 to determine the topography and nature of the existing historic buildings, and to provide further information on general historic environment potential. Observations made on the site visit have been incorporated into this report.
- 2.1.2 The following are the principal sources consulted:
- MOLA – in-house Geographical Information System (GIS) with statutory designations GIS data;
 - Historic England – information on statutory designations including scheduled monuments and listed buildings;
 - Seven Dials Conservation Area Statement (London Borough of Camden);
 - Covent Garden Conservation Area (City of Westminster);
 - The London Society Library – published histories and journals;
 - Groundsure – historic Ordnance Survey maps from the first edition (1860–70s) to the present day;
 - KS Design – architectural drawings (KS Design, November 2022);
 - Internet – web-published material including LPA local plan, and information on conservation areas and locally listed buildings;
 - Primary and secondary sources held at Camden Local Studies and Archive Centre and City Westminster Archives.

2.2 Methodology

- 2.2.1 This assessment considers the significance of all assets on or near the site of a proposed development and aims to ascertain how this significance would be affected by the works. From this start position, the values and significance of each asset are determined using the criteria set out in Historic England (formerly English Heritage) *Conservation Principles, Policies and Guidance* (EH 2008). All relevant heritage assets were discussed in the report and included as material considerations in the assessment. Structures of negligible value and significance as heritage assets will not be assessed further and will generally be excluded from the report except where there is a need for explanation of their exclusion from the assessment, such as being part of the site.
- 2.2.2 For each relevant heritage asset considered, a description has been provided leading to a statement of significance for that asset. Section 10 sets out the criteria used to determine the significance of heritage assets. This is based on four values set out in Historic England's *Conservation Principles, Policies and Guidance* (EH 2008), and comprises evidential, historical, aesthetic, and communal value. The report assesses the likely presence of such assets within (and beyond) the site, factors which may have compromised possible significance.
- 2.2.3 The significance of the asset is derived from its historical, evidential, communal, and aesthetic values, these in turn area derived from the building's fabric, design, landscape and history.
- 2.2.4 In the case of Conservation Areas, details on significance can be found in the CA character assessment and appraisal along with those aspects of the historic built environment that make positive contribution.
- 2.2.5 The methodology for assessing the setting of designated heritage assets follows best practice as covered in Historic England's Good Practice Advice (GPA) document 3 (HE 2017). The basis for this methodology is set out below:
- All heritage assets have significance, some of which have particular significance and are designated. The contribution made by their setting to their significance also varies.

Although many settings may be enhanced by development, not all settings have the same capacity to accommodate change without harm to the significance of the heritage asset or the ability to appreciate it. This capacity may vary between designated assets of the same grade or of the same type or according to the nature of the change. It can also depend on the location of the asset: an elevated or overlooked location; a riverbank, coastal or island location; or a location within an extensive tract of flat land may increase the sensitivity of the setting (i.e., the capacity of the setting to accommodate change without harm to the heritage asset's significance) or of views of the asset. This requires the implications of development affecting the setting of heritage assets to be considered on a case-by-case basis.

2.2.6 GPA3 sets out this methodology in stages, or steps:

Step 1 – identify the asset(s) likely to be affected and the extent of setting

Step 2 – assess how and to what degree the setting makes a contribution to the significance of the assets

Step 3 – assess the effect of the proposed development on the significance of the asset;

Step 4 – seek to maximise enhancement and minimise harm; and

Step 5 – document and monitor outcomes

2.2.7 Steps 1 and 2 are dealt with in section 5, step 3 in section 6.2 and step 4 in sections 7.2 and 8.3. Step 5 is the preserve of the LPA.

2.2.8 Impacts are those actions associated with the proposed development with potential to alter the significance of a heritage asset through affecting the values that contribute to it. For each built heritage asset, the potential impacts of demolition and construction will be assessed in terms of how they may alter these values and, by extension, significance of each. For Conservation Areas, the assessment will focus on the preservation and/or enhancement of their historic character.

2.2.9 The built heritage assessment ends with a list of impacts, potentially ranging from major adverse to major positive, on built heritage assets in the baseline. This list is primarily intended to inform mitigation, whether through design or ameliorative archaeological recording of assets in advance of their alteration.

3 Built Heritage Baseline

3.1 Site and area history

- 3.1.1 Historically, the site lay north of the Saxon town of London which was centred around the Strand, Aldwych and Covent Garden.¹ The site lay within the Manor of Westminster, and was held by the Abbot of St Paul's. The Manor was assessed in the Domesday survey (1086) at 16 ½ hides of land², of which 13 ½ hides were held by the Abbot of St Paul's, and a further 3 hides held by a certain Baynard. A hide was a Saxon unit of land measurement enough to support one household.
- 3.1.2 At the start of the later-medieval period London was already the wealthiest and largest town in England. Development had begun to spread beyond the gates of walled *Lundenburh* in the 11th century and continued along the main roads that fed into the City.³ Development along Strand, 450m south-east of the site, became the main land route to the City of Westminster and the centres of political and ecclesiastic power in London. This desire for association with the governing bodies in English life saw the construction of greater numbers of ecclesiastic houses and aristocratic mansions.⁴
- 3.1.3 The Covent Garden area was mostly pastureland with the central part enclosed by a fence, (later replaced by a wall) and known as 'the garden of the Abbey and Convent'; the area was worked by the monks who came from Westminster Abbey.⁵ 'Covent Garden' is first referred to in a document attributed to the reign of King John (1199–1216). It was divided into orchard, arable, meadow and pastureland, with strips of market gardens owned by the monks. The site probably lay within this area, although its boundaries are uncertain; no.50 Earlham Street was probably located within the extensive linear walled open area shown on Braun and Hogenberg's map of 1572 (Fig 3).



Figure 3 Braun and Hogenberg's map of 1572

¹ Cowie and Blackmore 2012, p.xv

² Williams and Martin 1992 Domesday, 361

³ MOLA 2000, 212

⁴ *Ibid.*

⁵ Weinreb and Hibbert 2008, 213

- 3.1.4 Following the dissolution of the monasteries in the mid-16th century, the Covent Garden area was granted by the Crown to John Russell, 1st Earl of Bedford. Braun and Hogenberg's map of 1572 (Fig 3) shows the site lying within open ground on the north side of Long Acre, a road which at the time bisected the former gardens of the abbey and convent of 'St Gyles in the fylde' (St Giles in the Field).⁶
- 3.1.5 In the 17th century, the area was owned by the Mercer's Company, a City livery company (guild), and at that time saw massive redevelopment (*ibid*). Faithorne and Newcourt's pictorial map of 1658 (Fig 4) shows the site within the south-eastern end of the open area of St Gyles's Fields north of new terraced buildings fronting Long Acre with large formal gardens to the rear. Long Acre was a fashionable address, and boasted residents such as Nicholas Stone, the sculptor, Oliver Cromwell in 1637–43, Lady Mary St John (mother of Viscount Bolinbroke) in 1665–92 and John Dryden 1645–53. In the mid-17th century, the area became famous for coachbuilding.⁷



Figure 4 Faithorne and Newcourt's map of 1658

- 3.1.6 Morgan's map of 1682 (Fig 5) shows the site has changed significantly. St Gyles's Fields has been developed to the north and a tighter street grid laid out; Castle Street (now Shelton Street), King Street (now Neal Street) are visible but Earlham Street has not been laid down yet. The site is occupied by a large building entered off Castle Street with a central courtyard and a large garden to the rear, the southern end of Tower Street and part of another building centred around Karton Yard.

⁶ Weinreb and Hibbert 2008, 511

⁷ *Ibid.*

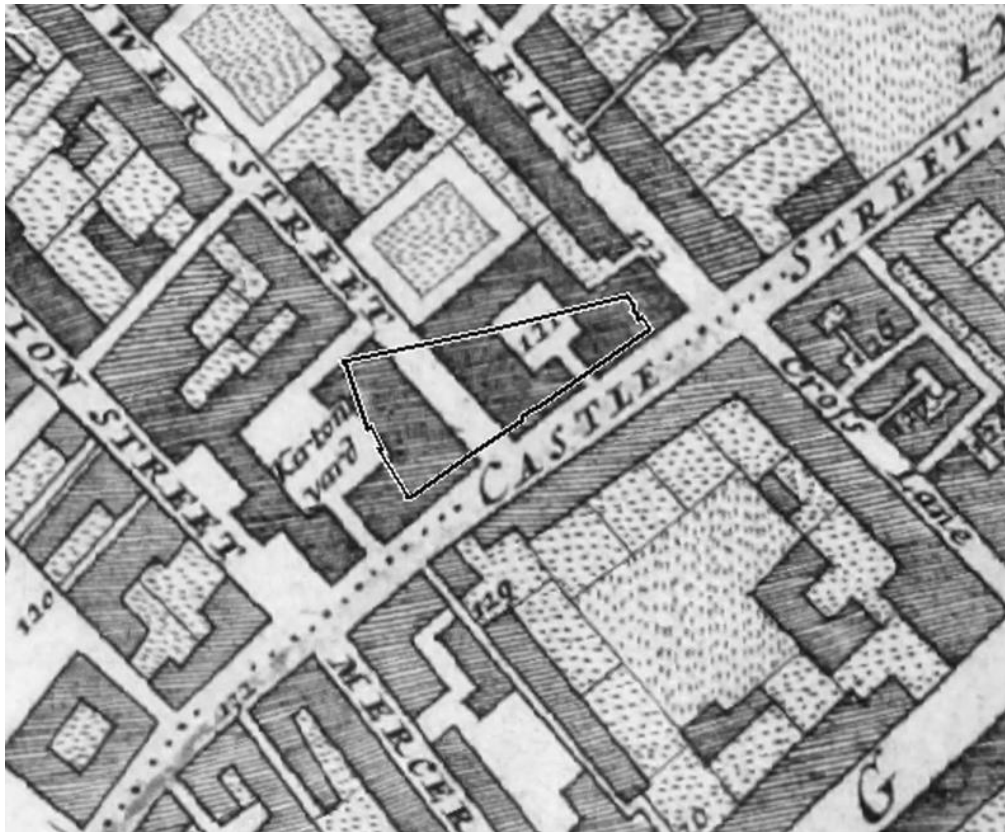


Figure 5 Morgan's map of 1682

- 3.1.7 Rocque's map of 1746 (Fig 6) shows further change as the area is beginning to acquire its current layout. Thomas Neal redesigned the area west of the site with a plan of seven roads connecting the main thoroughfares, converging at a central crossroads, known as Seven Dials. This necessitated the demolition of many of the buildings noted in previous maps including those that once occupied the site. The site appears as a triangular plot of land at the south-eastern end of the new quarter leading to Seven Dials, with the western boundary of the site a small alley called Earl's Court. Rocque's map is largely illustrative and shows unified built-up areas, this makes it impossible to identify the nature and number of buildings occupying the site by 1746.
- 3.1.8 To the south of the site, a brewery was established in 1722. This brewery grew when in 1739 it was acquired by William Gyfford; by 1787 it was the fifth largest porter brewery in London and was now owned by Harvey Christian Combe.⁸ The early Brew House is visible on Rocque's map by the bottom right-hand corner of Figure 6.

⁸ Victoria County History, A History of the County of Middlesex (1911)

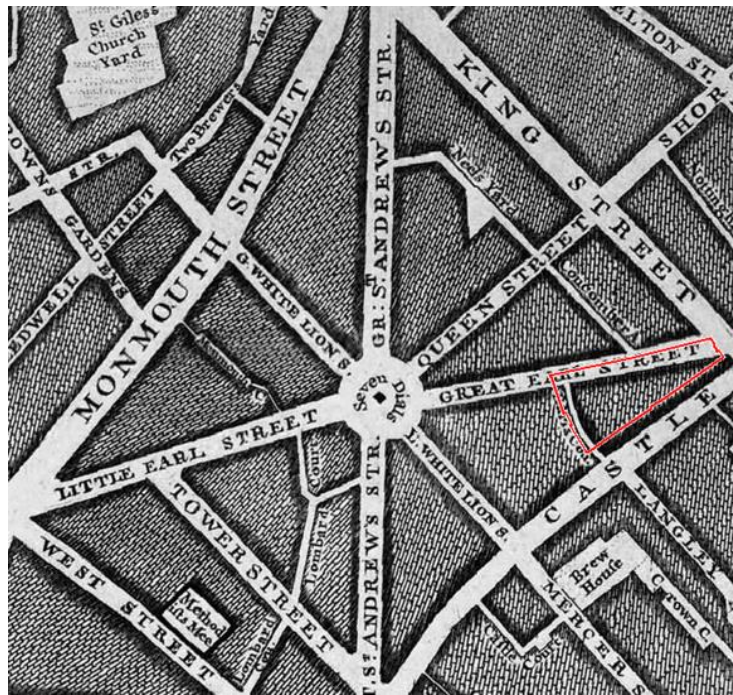


Figure 6 Rocque's map of 1746

- 3.1.9 Horwood's map of 1799 (Fig 7) shows the site in greater detail and in the drawing, it is possible to see that the site is occupied by a number of small buildings, with the ones in the western half backing on to an open courtyard and an alley giving access to Earl's Court with buildings north and south of it.



Figure 7 Horwood's map of 1799

- 3.1.10 The brewery was extended in the early part of the 19th century through the acquisition of the freehold of the area occupied by the site, though the main part of the brewery was leased from the Mercers Company.⁹ Faden's 1813 revision of Horwood's map (Fig 8) shows the beginning of this extension with the western part of the site redeveloped.

⁹ Watney, Combe, Reid and Company Limited Archival Records, City of Westminster Archives.

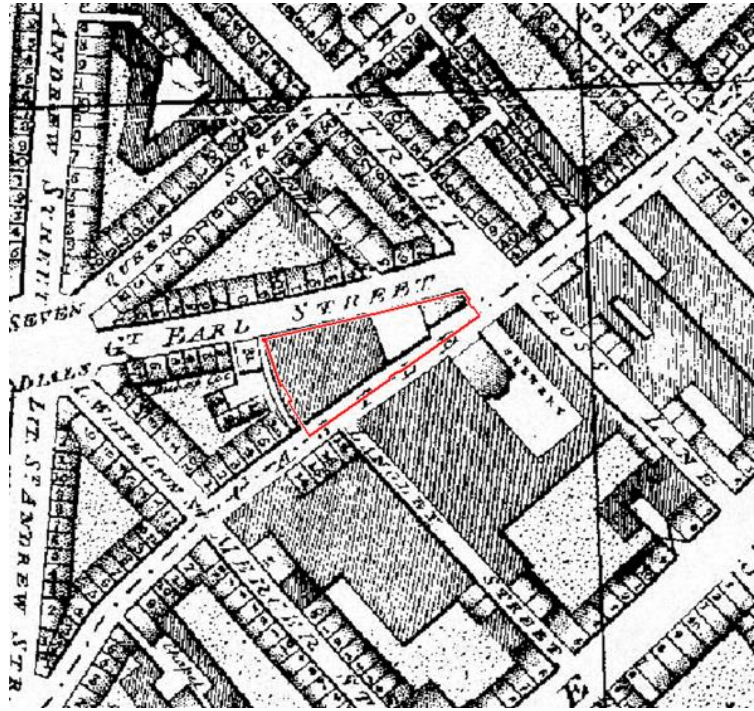


Figure 8 Faden's 1813 revision of Horwood's map of 1799

- 3.1.11 Redevelopment and extension continued throughout the 19th century and in 1839 the brewery began trading as Combe & Co.¹⁰
- 3.1.12 Greenwood's map of 1828 (Fig 9) shows the progress of the redevelopment of the brewery building with the front part of the building facing the square with a large open square behind it and a large building west of the open square.
- 3.1.13 An illustration from 1830 (not reproduced) depicts the building on the site in the early 19th century. The front has three bays and three storeys with sash windows and external shutters with a narrow door with fanlight above it. To the left of the entrance door is a wide opening allowing for horse and carts to enter an internal courtyard. Large signs are situated between the second and third storeys.¹¹

¹⁰ *Ibid.*

¹¹ Ref: 89.3 Print of Seven Dials, looking east towards Earlham Street and Castle Street, 1830. Camden Local Studies and Archives Centre



Figure 9 Greenwood's map of 1828

- 3.1.14 The 1874 first edition Ordnance Survey map (Fig 10) shows the site occupied by one large building. The present building is very different to that depicted in the 1830 illustration suggesting a rebuilding took place sometime in the mid-19th century.



Figure 10 1874 first edition Ordnance Survey map

- 3.1.15 An 1888 engraving (Fig 11) shows the front elevation of the site in a very similar manner as to how it now appears – the building is very narrow at this point, is five storeys high with a double height entrance permitting the loading of barrels. A gas lamp is above the entrance. There is a tall parapet with what appears to be a fenced enclosure which is probably part of the access

provided by the visible cast-iron hop-bridges.¹²

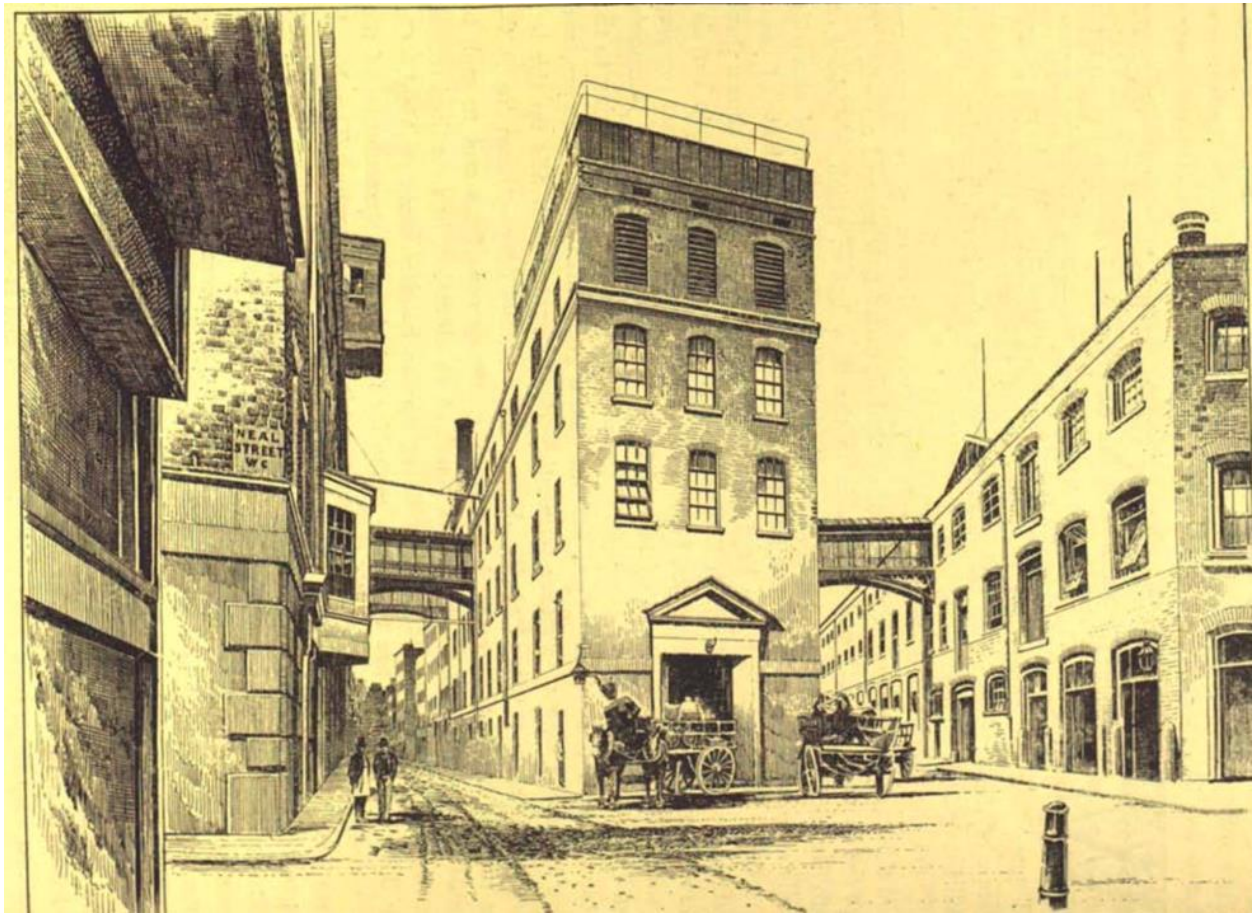


Figure 11 Engraving of the Seven Dials Warehouse in 1888 from Alfred Barnard's *The Noted Breweries of Great Britain and Ireland, Volume 3* (1889)

- 3.1.16 A workforce of 450 people was likely employed by the firm, with annual output of over 500,000 barrels. The Combe & Co. brewery was acquired in 1898 by the Watney & Co. brewery and renamed Watney, Combe, Reid & Co. The brewery site closed in 1905.¹³
- 3.1.17 Following the closure of the brewery the warehouse was divided and sublet which resulted in various internal changes and alterations to the building. The warehouse was one of the first to be sold: its the western unit was sold to Lepard and Smith in 1907 while the eastern section was initially leased to Charles Bateman in 1906 and then sold to the International Correspondence Section in 1919.¹⁴
- 3.1.18 The 1916 third edition Ordnance Survey map (Fig 12) shows that the warehouse has been sub-divided into two buildings down the middle.

¹² Alfred Barnard, *The Noted Breweries of Great Britain and Ireland, Volume 3* (1889)

¹³ *Ibid.*

¹⁴ Watney, Combe, Reid and Company Limited Archival Records: Ref: 789/713-728: Leases and plans of warehouses in Castle Street, City of Westminster Archives



Figure 12 1916 third edition Ordnance Survey map

- 3.1.19 The 1951 Ordnance Survey (Fig 13) shows the west part of the site as labelled as a warehouse while the east part has no labelled and is shown as no. 31 Shelton Street..



Figure 13 1951 Ordnance Survey map

- 3.1.20 Photographs of the building from 1975 (not reproduced) show that while the brickwork at ground floor level was painted, many original features of the building are retained. Changes to the building visible in the images include the enlarging of first floor windows and the adding of several entrances added at ground floor level. The high-level railing on the roof and hop bridges have been removed.¹⁵

¹⁵ London Picture Archive (accessed 28/02/2023)

- 3.1.21 In 1972 the building was bought by Greater London Council, and in 1979 the building was converted into a mixed-use building with shops, restaurant, showroom, gallery, light industry and office and community space.¹⁶
- 3.1.22 A fire in 1999 seriously damaged everything from the third floor upwards. The building was substantially rebuilt though it is believed the basement was not touched, except for ensuring the structural integrity of the building. Elements of the ground floor structure were retained where possible though subdivided with new partitions and staircases. Further internal refurbishments took place in 2017.¹⁷

3.2 Site description

- 3.2.1 The site occupies a small section of the ground floor and the basement area of the building known as the Seven Dials Warehouse. The site has two entrances, one on Earlham Street to the north and the other on Shelton Street to the south, both are situated halfway along the length of the building.
- 3.2.2 The entrance on Shelton Street (Fig 14) comprises a section of the building which includes a double-height entrance with a black steel roller shutter which appears to be located in a former window given the remaining opening and brick arch visible above the entrance. There are lightbulbs surrounding this opening. To the right of the double height entrance are two small narrow recessed openings with black painted doors. To the left of the entrance is a former crane entrance now closed with shutters. To the left of this is another narrow-recessed door painted black. The brickwork around these openings is painted red with black paint at plinth level. There are various modern fittings along the wall including alarm boxes, CCTV cameras and external wiring.



Figure 14 Shelton Street entrance

- 3.2.3 The Earlham Street entrance (Fig 15) consists of a narrow recessed single height door with two wider openings on either side with black painted roller shutters. All openings are arched

¹⁶ Ref: 89.3: An ephemera file on 42 – 48 Earlham Street and 27 – 29 Shelton Street, Local Studies and Archives Centre

¹⁷ Ref: 89.3: An ephemera file on 42 – 48 Earlham Street and 27 – 29 Shelton Street, Local Studies and Archives Centre

and the lower part of the elevation is marked by a shallow plinth painted in black. The brickwork is painted red with black bases. Attachments for a flag pole are visible on the left side of the entrance, while a line of light bulbs marks the top of the ground floor; other modern fittings such as CCTV cameras, alarm boxes and wiring are interspersed along this façade.



Figure 15 Earlham Street entrance

- 3.2.4 Internally, the ground floor consists of the area comprised between the two entrances (Figs 16 to 19). An industrial lift with steel concertina doors is accessed from the ground floor and links to the basement, a timber ramp providing level access to the lift, open plan spaces and visible extraction ducts linked to the basement area beneath (Fig 23). Part of this space is double height with the basement space beneath. There are cast iron columns supporting a visible steel frame made of steel beams and steel joists. The columns are visibly similar to those in the basement and therefore may be historic. The steel joists appear to be modern but this is not confirmed at the time of writing. The lighting is modern as are the railings, the floor and the staircase leading from this level to the basement.



Figure 16 Ground floor area



Figure 17 Ground floor area



Figure 18 Entrance to staircase



Figure 19 Existing lift

3.2.5 The basement is a large open space with a brick barrel vault ceiling supported by ornate cast iron pillars typical of mid-19th century industrial buildings (Figs 20 to 23). Parts of the basement have been sub-divided to provide space for toilet facilities, plant and electrical equipment. The western end of the basement contains smaller rooms - also with barrel vaulted ceilings - where the walls and ceiling have been whitewashed. The floor is made up of large tiles, possibly terracotta, which have been covered in a black lacquer which is damaged and peeling away in several places. Several parts of the floor appear to have been levelled off or repaired, possibly in association with the addition of drainage. While the ceilings are still of bare brick, many of the walls have been whitewashed. Currently, all lighting is suspended from aluminium scaffolding-type panels attached to the cast-iron columns with visible cabling attached to the brick ceiling.



Figure 20 Basement area



Figure 21 Double height ceiling area

3.3 Designations

- 3.3.1 The site is part of a much larger building known as Seven Dials Warehouse (Fig 24) and is Grade II listed. The listing describes the building as:

Former Brewery Building. 27-33 Shelton Street and 42-54 Earlham Street. Mid-19th century, designer unknown. Yellow stock brick with granite dressings; roof not visible. Occupying a narrow wedge-shaped site, narrowing to the east, this former brewery building comprises a five-storey structure with a granite plinth, a granite impost band, a brick cornice and parapet. EXTERIOR: the narrow three-window wide east front has a large central opening with a pedimented door surround, retaining a gas lamp bracket to the centre. The longer side elevations have a mixture of window openings, generally with sash windows, some of which have been enlarged in recent times, but which retain their brick arches. The south elevation retains a loading bay with a crane hoist. Large granite-lined door surrounds are found on each side elevation too, as well as smaller openings. INTERIOR: inspected in part; the basement, currently the Belgo Restaurant, retains its cast iron columns, jack-arched roof and barrel-vaulted cellars to the east, with a stone-paved floor. Other cast iron columns remain in situ within the retail space at upper levels. HISTORY: this block formed part of the former Combe's Brewery, the origins of which go back to the early 18th century. It expanded in the mid-19th century, becoming the 4th largest London brewery by the 1880s; it amalgamated with Watney's in 1898, and was vacated by them in 1905. According to the 1888 Goad Insurance Plan, this building was the cooling and fermenting section of the brewery, and was linked at its upper levels with bridges connecting this block with its neighbours to the north and south. Discussions for constructing such bridges were commenced in 1861, which is a probable terminus ante quem for the building's construction. The building had various post-1905 uses: the largest of which was as a stationers' warehouse. Despite considerable lesser alterations, the building retains its pronounced industrial character, and as such is an unusual survival in inner central London. It also possesses strong group value with already listed brewery buildings to the south, over the boundary in the City of Westminster.



Figure 24 Front façade of the Seven Dials Warehouse

3.4 Nearby listed buildings

3.4.1 Several nearby listed buildings have been identified as potentially impacted by the proposals.

3.4.2 The Crafts Centre, Grade II listed (Fig 25) located on the north side of Earlham Street is described as:

Includes: Nos.8-26 SHORT'S GARDENS. Warehouse, probably originally a brewery; now a crafts centre. Mid C19. Stock brick; roof not visible. 3 storeys. 19 bays to Earlham Street, No.43 with splayed corner and return to Neal Street. Shorts Gardens elevation of 2 storeys. Brick band above ground floor. Segmental headed windows and doorways, those to ground floor on Earlham Street elevation set in segmental headed reveals. INTERIOR: internal structure comprises brick barrel vaults supported by cast-iron columns. Nos 29-41 (odd) and Nos 8-26 (even) Shorts Gardens were listed on 10/03/88.



Figure 25 The Craft Centre

3.4.3 Nos. 36, 38 and 40 Earlham Street; Grade II listed (Fig 26) are located to the west of the site on the south side of Earlham Street and are described as:

36, 38 and 40 Earlham Street form an early C19 terrace with later shop premises to the ground floor of 36 and 38. The terrace is of four-storeys, plus basement level, and three-bays, in red/brown stock brick with the ground floor façade and a rebuilt parapet in yellow stock brick. A further floor appears to have been added in the late C20, set back from the main facade of the building. It is likely that the terrace was built as three dwellings, although the ground floor level has been subsequently altered. A vehicular entrance has been knocked through the depth of 40, whilst 36 and 38 have been remodelled in the C19, possibly more than once, to accommodate shop premises, and subsequently refurbished in the 1990s. Each shop frontage consists of a central eight-over-eight pane hornless sash window with shutters, flanked by brick panels and vertical batons which contain the shutters when opened. Beneath each window are three wooden panels, the central one angled inwards. To the left of each frontage is a brick panel, and to the right, a door with an overlight. A fascia board runs across the top of each frontage, with a console bracket at the far end of each shop, and one dividing them. The shop frontages, including the brick work, project slightly from the main facade of the building. A photograph from 1959 shows the shop frontages in place, but with earlier shutters with circular apertures. These shutters are still in place

in a photograph of 1990 taken during the refurbishment works. The ground floor windows appear to be reproduction, but it is unclear whether all of the joinery to the shop frontages was replaced in the 1990s, or merely repainted. The windows on the upper floors are eight-over-eight pane horned sashes with cambered arches, the first floor windows have modern balconettes. The same 1959 photograph, and further examples from 1974, shows these upper windows as un-horned, so it seems that they have also been replaced.

INTERIOR: The ground floor interiors of 36 and 38 have been stripped out, and the brick work of the interior of 38 has been exposed. The side walls are predominantly red stock brick, whilst the front wall is a mixture of yellow and red stocks, with two stone blocks in the north-east corner. The upper floors were not inspected.

SUMMARY OF IMPORTANCE: 36, 38 and 40 Earlham Street are of interest as a surviving example of an early C19 terrace situated within the Seven Dials Conservation Area.



Figure 26 Earlham Street looking west towards Seven Dials with Nos. 36, 38 and 40 Earlham Street

3.4.4 Nos. 24 and 26 Shelton Street, Grade II listed, (not photographed) are situated south of the site and described as:

Warehouse. Early C19, originally part of brewery complex. Stock brick, slate roof. 3 main storeys and attic. Regular 4 window wide Shelton Street front with 3-window gabled return to Langley Street. Altered ground and 1st floor openings set in through storey semicircular arched recesses, mid C20 2nd floor windows. Langley Street return has segmental arched ground floor windows with fixed glazing bars and semicircular arched 1st floor windows with same fixed glazing. 1st floor plat band, main brick cornice at 2nd floor level and stucco cornice and parapet overall. Rare survival of warehousing of this date and quality since the demolitions in Dockland.

3.4.5 No. 34 Shelton Street, Grade II listed, (Fig 27) is situated to the south-east of the site and is described as:

Warehouse. Early C19, originally part of brewery complex. Stock brick with stucco ground floor, slate roof. 4 storeys. 5 windows wide with 2 storeyed 2-window wide waggon entrance west extension and 4 window return to Neal Street. The ground

floor, with rusticated quoins, has deep linteled waggon entrance to yard to right and altered ground floor openings under lintels. Upper floors have recessed glazing bar sash windows under flat gauged arches, the central bay with tripartite sashes. Main, console bracketed stone cornice over 2nd floor and crowning cornice and blocking course. Similar details to return and to courtyard elevations. Rare survival of warehousing of this date and quality since demolitions in Dockland.



Figure 27 No. 34 Shelton Street and entrance to Brewer's Yard

3.5 Conservation Areas

- 3.5.1 The site is situated just north of the southern boundary of the Seven Dials Conservation Area. The Conservation Area was designated in 1971 and subsequently extended further, though the area around Seven Dials forms the historic core and is a clear sub-area (defined as sub-area one). Earlham Street is mentioned as forming its own character area and is dominated by the former brewery buildings, of which the site is one of them. Only a few of the early 18th and 19th century buildings remain, but the scale and plot sizes of the original Seven Dials design is evident. The building of which the site is part of is one of these buildings which contributes positively to the sub-area of the Conservation Area.¹⁸
- 3.5.2 The area around the site is characterized by four storey height buildings, formerly industrial in nature with very narrow streets. All of these are now commercial in nature and have modern shopfronts with accompanying lighting and advertising that give the area an urban retail character.
- 3.5.3 Immediately south of the site is the north-west boundary of the Covent Garden Conservation Area (City of Westminster). This was designated in 1971 and enlarged several times. The core of the Conservation Area is centred around the Piazza of Covent Garden and the immediately surrounding streets.¹⁹ The former brewery buildings on Shelton Street are of note but they form a core within themselves in their surrounding area.

¹⁸ London Borough of Camden, *Conservation area statement: Seven Dials (Covent Garden)*

¹⁹ City of Westminster, 2004. *Covent Garden Conservation Area General Information Leaflet*

3.6 Planning history

- 3.6.1 The site is part of a large building, formerly a warehouse. Since its conversion to other uses, the building has had several planning applications submitted dealing with different internal and external elements. Given the number of these on the planning portal, only the most recent and those relating specifically to the site are listed below.
- 2021/0792/P - Change of use of the basement, ground and first floor from restaurant (Class E) to gallery use (Class F1) for a temporary period until 31st May 2022 at 50 Earham Street. – Granted 28/05/2021
 - 2021/1577/L - Change of use of the basement, ground and first floor from restaurant (Class E) to gallery use (Class F1) for a temporary period until 31st May 2022 at 50 Earham Street, painting of the ground floor front and rear elevations, internal alterations including installation of new track lighting at basement, ground and first floor, the removal of modern partition walls and installation of new signage on the front and rear elevations. – Granted 21/05/2021
- 3.6.2 Prior to its use as a temporary gallery, the site was a restaurant (BELGO – CENTRAAL) and had been for a number of years. The planning application for this conversion could not be found, but subsequent applications for advertising (A9600786 – refused) made by the restaurant date back to 1996.

4 Significance and Setting Assessment

4.1 Introduction

- 4.1.1 The significance of a heritage asset is based on an assessment of its value to present and future generations. Significance is judged on the basis of four main values (historic, evidential, aesthetic and/or communal) and is interconnected with the asset's setting; the method of assessing significance is detailed in section 8 of this report.
- 4.1.2 All heritage assets have a setting, to a greater or lesser extent. Setting is, however, not an asset in its own right; its significance lies in the contribution that setting makes to the significance of assets. The assessment of setting, or nature of the surrounding area around the heritage asset, plays an important part when determining whether proposed works will have an impact on the significance of a heritage asset. How setting is assessed is explained in section 9 of this report.

4.2 Statement of Significance

- 4.2.1 The site forms a small part of a much wider building which is Grade II listed and therefore has a high significance baseline. It has high historical and evidential values as an example of a 19th century industrial building. The site itself, and primarily its basement, retains features such as the barrel-vaulted ceilings, small cellars, bare brick walls and tiled floors that allow the former use of the building to be legible as an industrial building and contribute positively to its significance. Specific features relating to the site's former use as a brewery are not immediately apparent, though such details as dray traps and chutes may still be present, masked by more recent works and hidden in areas not accessible during the site visit. The small area of double height ceiling on either side of the ground floor passage may be historic and would be appropriate for brewery machinery or other mechanisms to lower and lift barrels to and from the basement. The presence of Brewer's Yard to the south contributes to the overall history and evidence of the site's construction background. The historic brewery was located to the south of the site but was extended as the population of London grew. Like many historic breweries, the establishment at Brewer's Yard was located close to the public houses it supplied.
- 4.2.2 The site has a medium aesthetic significance as an example of a 19th century industrial building; while primarily a functional space the columns contain small decorative features. Its historic use as brewery would have provided employment to a high number of people living in London, and this will have continued to be the case following the closure of the brewery when the building as a whole continued to be used by numerous other businesses. Following its conversion as a mixed use building, the site has been used as a restaurant and most recently as a temporary exhibition space. Both of these uses have permitted the wider public to access it and appreciate its historic significance. As such, the site has a high communal value.

4.3 Statement of Setting Significance

- 4.3.1 Conservation Areas have a high significance baseline due to their evidential and historic value, in most cases both illustrative and associative.
- 4.3.2 The aesthetic value of Conservation Areas derives from the architecture within them and is often the reason for their designation. The communal value of Conservation Areas derives from the benefit visitors and residents get from being able to appreciate the architectural development. Earlham Street and the surrounding streets are characterised by former industrial buildings which have now been converted into retail premises. The presence of other listed buildings of architectural, historical and aesthetic note contribute to all of their settings and the significance of the Conservation Area.
- 4.3.3 In both cases, the settings of the Seven Dials and Covent Garden Conservation Areas is enhanced by the high quality architecture of the buildings present. Generally the conditions of the buildings is good which further enhances the significance of the area. The exterior of the

area is tired and this does somewhat contribute negatively to both the site and setting of nearby heritage assets.

- 4.3.4 The presence of modern advertising signage and lighting could be argued to contribute negatively to the setting of nearby heritage assets, however it could equally be argued that it forms part of the new urban setting and as long as it is aesthetically done and adequately maintained it is not a detriment.

5 Proposed development

5.1 Proposal

External Works

- 5.1.1 Externally, the red paint to the brickwork is to be removed to expose the original brick. The existing paint will be removed using dry ice. Existing signage will be removed and installation of illuminated signs, including a menu box and advertising is proposed (Figs 27 and 28).



Figure 28 Proposed Earlham Street entrance



Figure 29 Proposed Shelton Street entrance

Internal Works

- 5.1.2 Overall, proposals for the interiors constitute a form of “light touch” refurbishment to transform the space into a hospitality unit serving traditional Bavarian beer and food (Figs 29 to 31). As such, the overall style will involve traditional Bavarian solid oak furniture and typical Bavarian decoration. The area was previously a restaurant and therefore several of the existing fittings such as extraction ducts and WC facilities are already present and will be utilised, just refurbished where needed.
- 5.1.3 The paint on the floor tiles will be left in place, only where it is peeling and could form a trip hazard will it be removed. Vinyl flooring will be laid on top of the existing floor tiles to protect these in the kitchen and bar areas.
- 5.1.4 Two bar areas will be installed along with furnishings such as tables, chairs and benches.
- 5.1.5 A central beer cooling area will be created through the installation of glazed walls and doors inserted into the existing arches. This will allow for climate control but also allow patrons to view the barrels and kegs.
- 5.1.6 All of the existing white rendered walls will be clad in timber panelling or brick slips. Overhead, the existing brick arches are to be maintained and will remain untouched.
- 5.1.7 A new staircase will be installed in the double-height ceiling area of the basement as the current access is only provided by a small fire-escape type staircase (Fig 33). This staircase will be self-supporting and will be connected to the existing floor at one location only using a steel column located in the middle of the landing to support its weight. The top of the staircase will sit on top of the existing steel cross beams.
- 5.1.8 The existing netting and fencing around the mezzanine balcony will be replaced by glazing to maintain the view and visibility of the area below.
- 5.1.9 The existing lift will be retained albeit refurbished.
- 5.1.10 The existing electrical system will be refurbished and upgraded where necessary, including lighting, audio, video, and alarm systems. The fire detection and alarm will also be overhauled and upgraded where necessary along with the heating, ventilation, and air conditioning (HVAC) systems.
- 5.1.11 A small information panel illustrating the historical context and history of the development of the building, is proposed to be situated on the ground floor near the entrance detailing the history of the site and its former use as a brewery. The specific details of the materials of this panel are not known but its contents will be aimed at the general public.



Figure 30 Proposed staircase and glazing to beer cellar

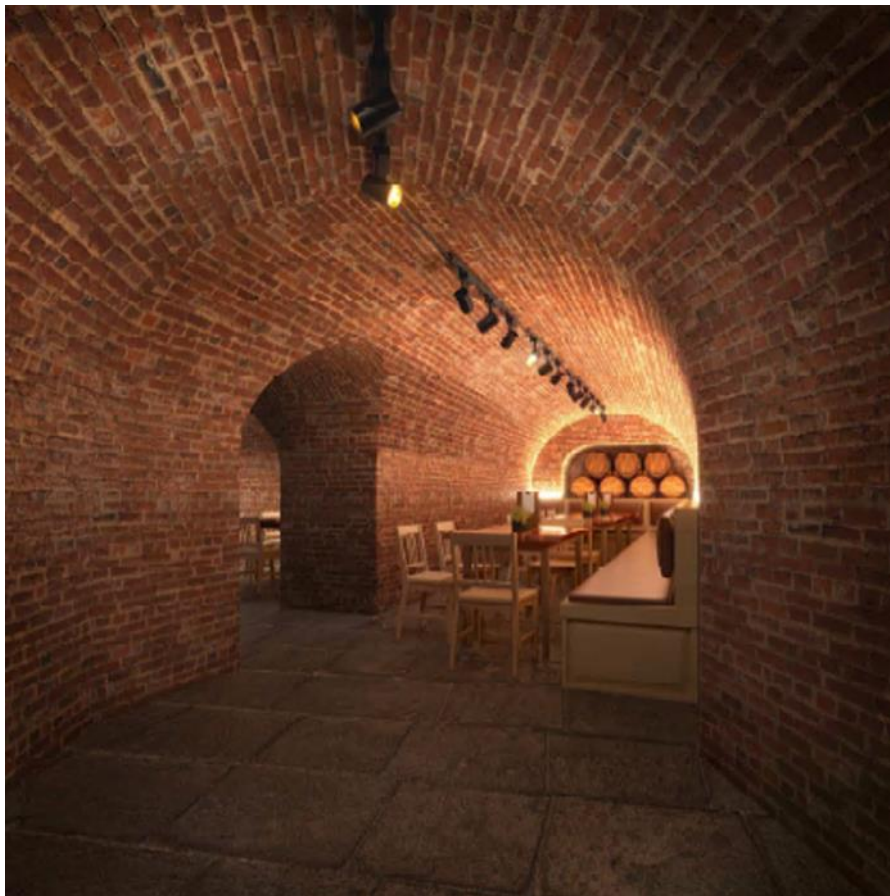


Figure 31 Proposed cellar areas



Figure 32 Proposed basement area

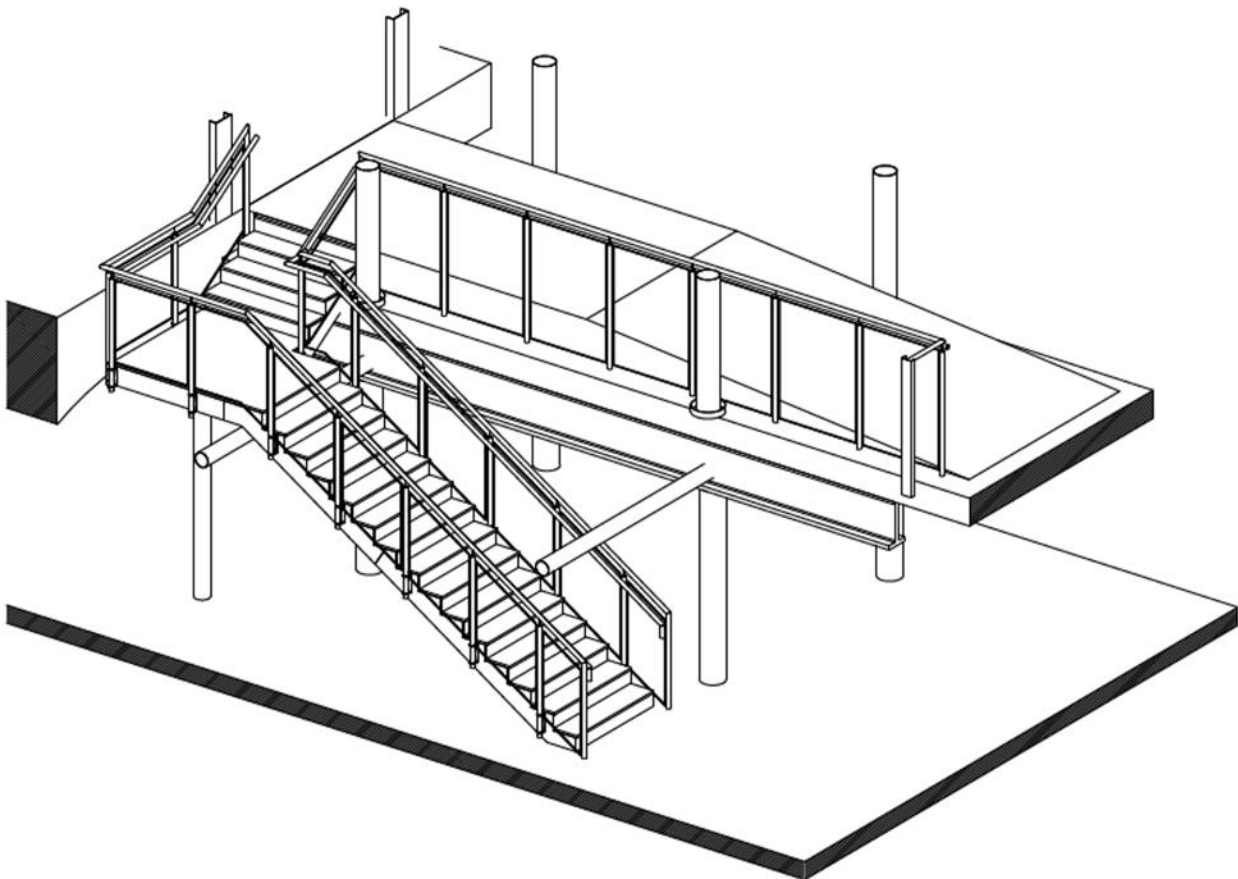


Figure 33 Shape and form of proposed staircase

6 Impact of proposed development

6.1 Impact on 50 Earlham Street

- 6.1.1 The proposed internal works are primarily “light touch” in nature and will re-use existing substantial fittings such as the extraction ducts and WC facilities. The existing lacquer covering the terracotta floor slabs is damaged in parts, this will largely be left as it is to ensure the protection of the floor and only small areas will be repaired to avoid trip hazards and for aesthetic purposes.
- 6.1.2 The tile cladding, vinyl flooring, and glazed partitions will all be reversible and so will not cause any damage to the historic fabric.
- 6.1.3 The new staircase has been designed to be as self-supporting as possible so as to minimise any impact on the existing historic fabric. The only impact will come from one fixing point to the ground in the form of a steel column which will form the main structural support of the staircase. The stairs will sit above the existing steel beams connected to the columns. This impact to the floor in this one area will not amount to more than less than substantial harm.
- 6.1.4 All of the areas of significance within the site (terracotta slabs, cast iron columns, barrel vaulted ceiling and cellars) are being retained and enhanced through maximising their visibility and exposure. The use of the area as a traditional beer bar with a visible beer storage and cooling area will create a new link with the site’s previous use as part of a large important brewery. This will be further emphasised by the addition of an information panel at the entrance explaining the site’s historical background and former use thus allowing further interpretation and understanding of the site by all who visit it.
- 6.1.5 The external works can be described as an upgrade of the existing exterior décor. The existing paint is peeling off and the fittings are “tired”. Scarring from previous menu boxes and advertising are visible and so while more noticeable than the interior proposed interventions, the proposed exterior works will too be “light-touch” in nature and will not cause any harm to the significance of the listed Seven Dials Warehouse.
- 6.1.6 Overall, the proposed works will not cause any harm to the significance of the site, the scheme offers in fact an opportunity to enhance the significance of the asset through the new use of the site as a beer bar which will be further supported by the information panel describing the historic use of the site and thus provide the direct link between the two uses.

6.2 Impact on surrounding heritage assets

- 6.2.1 The internal works will not be visible from any of the surrounding designated heritage assets. The new use will be a restaurant/bar; the site was previously a restaurant for over 20 years. Noise will be restricted to patrons being on the street. The new lighting will be minimal and so will not be obtrusive.
- 6.2.2 The external works will only be visible from the immediately surrounding opposite streets at oblique views or head on. The proposed signage will be more prominent on Shelton Street, but as it will be hanging within the existing opening it will not be overly visible nor imposing unless viewed head on. The Earlham Street entrance will sit within an area that has already seen much alteration and insertion of modern shop fronts with accompanying fittings. As such, the external proposed works are not deemed to cause any harm to the setting of nearby listed buildings or the Conservation Areas. Instead, the removal of the paint and exposure of the brick will improve the appearance of the site and therefore have a positive impact on the surroundings.
- 6.2.3 The surrounding area is a popular commercial area with numerous bars and restaurants; the Craft Centre (Grade II listed) just opposite the site to the north is a large food hall while several other similar establishments are located within the immediate vicinity. The new use of the site will fit in with the character and nature of the area and therefore will not have a negative impact on the nearby listed buildings or the Conservation Areas.

7 Conclusions and Recommendations

7.1 Conclusions

- 7.1.1 The site is a small area of the ground floor and the basement within the large Grade II listed warehouse known as the Seven Dials Warehouse. The warehouse was formerly part of the Watney, Combe, Reid & Co. brewery; following its closure, the warehouse was leased and eventually subdivided to provide a mixed use building.
- 7.1.2 The building suffered serious fire damage in 1999, though the basement and much of the ground floor were not affected by the event. The basement retains many original features such as the barrel vaulted ceiling, cast iron columns, floor slabs and cellars. The overall exterior also retains original features such as exterior cranes and double height openings. The entrances to the site have currently a “tired” appearance, the paint is old and flaking and there are scars from the placement of previous advertising and menu boxes.
- 7.1.3 The proposed works include the refurbishment of the interior to provide a new hospitality venue serving traditional Bavarian beer. All internal works will be reversible and so will not result in any harm to the historic fabric of the building or its significance. Less than substantial harm will be caused to the fabric by the fixing of a steel column to support the new staircase – this will be of a small footprint and can be remedied following the removal of the staircase. This harm is necessary to ensure the continued use of this space and maintain its communal significance as the only other points of entry are via the industrial lift or fire escape staircase, neither of which are suitable for regular patron access. The exterior works involve the removal of existing paint as well as the insertion of new advertising. These works are also reversible and will not impact the significance of the building.
- 7.1.4 The new restaurant will provide a direct link with the former use of the site as a brewery and will have barrels on display allowing for an enhanced interpretation of the building. This will be further enhanced by the placing of an information panel at ground floor level by the entrance which will describe the past use of the site and allow patrons to see the direct link with the past use of the space and its new use. This will maintain the significance of the site. The exterior works will only be visible head on from the opposite street and or obliquely and so will not result in any negative impact on nearby heritage assets.

8 Appendix A: Statement of Significance methodology

8.1 Introduction

8.1.1 'Significance' lies in the value of a heritage asset to this and future generations because of its heritage interest, which may be archaeological, architectural, artistic or historic. Archaeological interest includes an interest in carrying out an expert investigation at some point in the future into the evidence a heritage asset may hold of past human activity and may apply to standing buildings or structures as well as buried remains. Known and potential heritage assets within the site and its vicinity have been identified from national and local designations, HER data and expert opinion. The determination of the significance of these assets is based on statutory designation and/or professional judgement against four values (EH 2008):

- *Evidential value*: the potential of the physical remains to yield evidence of past human activity. This might take into account date; rarity; state of preservation; diversity/complexity; contribution to published priorities; supporting documentation; collective value and comparative potential.
- *Aesthetic value*: this derives from the ways in which people draw sensory and intellectual stimulation from the heritage asset, taking into account what other people have said or written;
- *Historical value*: the ways in which past people, events and aspects of life can be connected through heritage asset to the present, such a connection often being illustrative or associative;
- *Communal value*: this derives from the meanings of a heritage asset for the people who know about it, or for whom it figures in their collective experience or memory; communal values are closely bound up with historical, particularly associative, and aesthetic values, along with educational, social or economic values.

8.1.2 Table 2 gives examples of the significance of designated and non-designated heritage assets.

Table 2: Significance of heritage assets

Heritage asset description	Significance
World heritage sites Scheduled monuments Grade I and II* listed buildings Historic England Grade I and II* registered parks and gardens Protected Wrecks Heritage assets of national importance	Very high (International/ national)
Historic England Grade II registered parks and gardens Conservation areas Designated historic battlefields Grade II listed buildings Burial grounds Protected heritage landscapes (e.g., ancient woodland or historic hedgerows) Heritage assets of regional or county importance	High (national/ regional/ county)
Heritage assets with a district value or interest for education or cultural appreciation Locally listed buildings	Medium (District)
Heritage assets with a local (i.e., parish) value or interest for education or cultural appreciation	Low (Local)
Historic environment resource with no significant value or interest	Negligible
Heritage assets that have a clear potential, but for which current knowledge is insufficient to allow significance to be determined	Uncertain

9 Appendix B: Setting Assessment methodology

9.1 General Planning Advice 3 (GPA3) *The Setting of Heritage Assets* (Historic England 2015)

9.1.1 General Planning Advice 3 (GPA3) *The Setting of Heritage Assets* (Historic England 2015) sets out the broad methodology for assessing the impact of development on the significance of assets. This suggests a staged approach - Step 1 being the identification of assets potentially affected; Step 2 being to assess whether, how and to what degree the setting makes a contribution to the significance of the heritage asset(s); Step 3 is to assess the effects of the proposed development, whether beneficial or harmful, on that significance; Step 4 is to explore the ways to maximise enhancement and avoid or minimise harm; and Step 5, which is the preserve of the LPA, is to make and document the decision and monitor outcomes.

9.1.2 In detail, Step 2 considers:

- a) the physical surroundings of the asset, including its relationship with other heritage assets;
- b) the way the asset is appreciated; and
- c) the asset's associations and patterns of use.

9.1.3 Specifically, such factors as those listed below must be considered in Step 2.

a) The asset's physical surroundings

- *Topography*
- *Aspect*
- *Other heritage assets (including buildings, structures, landscapes, areas or archaeological remains)*
- *Definition, scale and 'grain' of surrounding streetscape, landscape and spaces*
- *Formal design e.g., hierarchy, layout*
- *Orientation and aspect*
- *Historic materials and surfaces*
- *Green space, trees and vegetation*
- *Openness, enclosure and boundaries*
- *Functional relationships and communications*
- *History and degree of change over time*

b) **Experience of the asset**

- *Surrounding landscape and townscape character*
- *Views from, towards, through, across and including the asset*
- *Visual dominance, prominence or role as focal point*
- *Noise, vibration and other nuisances*
- *Diurnal changes*
- *Sense of enclosure, seclusion, intimacy or privacy*
- *Land use*
- *Accessibility, permeability and patterns of movement*
- *Degree of interpretation or promotion to the public*

c) **Associations**

- *The assets associative attributes*
- *Associative relationships between heritage assets*

10 Appendix C: Planning framework

10.1 Statutory protection

Listed Buildings and Conservation Areas

- 10.1.1 The *Planning (Listed Buildings and Conservation Areas) Act 1990* sets out the legal requirements for the control of development and alterations which affect buildings, including those which are listed or in conservation areas. Buildings which are listed, or which lie within a conservation area are protected by law. Grade I are buildings of exceptional interest. Grade II* are particularly significant buildings of more than special interest. Grade II are buildings of special interest, which warrant every effort being made to preserve them.

10.2 National Planning Policy Framework

- 10.2.1 The National Planning Policy Framework (NPPF) was revised on 20th July 2021 and sets out the government's planning policies for England and how these are expected to be applied. This revised Framework replaces the previous NPPF which was published in March 2012 with revisions in 2018 and 2019.

Conserving and enhancing the historic environment

- 10.2.2 The NPPF section 16, "Conserving and enhancing the historic environment" is reproduced in full below:

Para 189. Heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

Para 190. Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay, or other threats. This strategy should take into account:

- a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;
- b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- c) the desirability of new development making a positive contribution to local character and distinctiveness; and
- d) opportunities to draw on the contribution made by the historic environment to the character of a place.

Para 191. When considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.

Para 192. Local planning authorities should maintain or have access to a historic environment record. This should contain up-to-date evidence about the historic environment in their area and be used to:

- a) assess the significance of heritage assets and the contribution they make to their environment; and
- b) predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future.

Para 193. Local planning authorities should make information about the historic environment, gathered as part of policymaking or development management, publicly accessible.

Proposals affecting heritage assets

Para 194. In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more

than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Para 195. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Para 196. Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.

Para 197. In determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Para 198. In considering any applications to remove or alter a historic statue, plaque, memorial or monument (whether listed or not), local planning authorities should have regard to the importance of their retention in situ and, where appropriate, of explaining their historic and social context rather than removal.

Considering potential impacts

Para 199. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Para 200. Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Para 201. Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Para 202. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Para 203. The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Para 204. Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

Para 205. Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.

Para 206. Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Para 207. Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 200 or less than substantial harm under paragraph 201, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

Para 208. Local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies, but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.

10.3 Regional policy

The London Plan

10.3.1 The overarching strategies and policies for the whole of the Greater London area are contained within *The London Plan: The Spatial Development Strategy for Greater London* (GLA 2021), adopted in March 2021.

10.3.2 Policy HC1 “Heritage conservation and growth” of the *Publication London Plan* relates to London’s historic environment.

A Boroughs should, in consultation with Historic England, local communities and other statutory and relevant organisations, develop evidence that demonstrates a clear understanding of London’s historic environment. This evidence should be used for identifying, understanding, conserving, and enhancing the historic environment and heritage assets, and improving access to, and interpretation of, the heritage assets, landscapes and archaeology within their area.

B Development Plans and strategies should demonstrate a clear understanding of the historic environment and the heritage values of sites or areas and their relationship with their surroundings. This knowledge should be used to inform the effective integration of London’s heritage in regenerative change by:

- 1) setting out a clear vision that recognises and embeds the role of heritage in place-making
- 2) utilising the heritage significance of a site or area in the planning and design process
- 3) integrating the conservation and enhancement of heritage assets and their settings with innovative and creative contextual architectural responses that contribute to their significance and sense of place
- 4) delivering positive benefits that conserve and enhance the historic environment, as well as contributing to the economic viability, accessibility and environmental quality of a place, and to social wellbeing.

C Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets’ significance and appreciation within their surroundings. The cumulative impacts of incremental change from development on heritage assets and their settings, should also be actively managed. Development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.

D Development proposals should identify assets of archaeological significance and use this information to avoid harm or minimise it through design and appropriate mitigation. Where applicable, development should make provision for the protection of significant archaeological assets and landscapes. The protection of undesignated heritage assets of archaeological interest equivalent to a scheduled monument should be given equivalent weight to designated heritage assets.

E Where heritage assets have been identified as being At Risk, boroughs should identify specific opportunities for them to contribute to regeneration and place-making, and they should set out strategies for their repair and re-use.

- 10.3.3 Para. 7.1.8 adds 'Where there is evidence of **deliberate neglect** of and/or damage to a heritage asset to help justify a development proposal, the deteriorated state of that asset should not be taken into account when making a decision on a development proposal'.
- 10.3.1 Para 7.1.11 adds 'Developments will be expected to avoid or minimise harm to significant archaeological assets. In some cases, remains can be incorporated into and/or interpreted in new development. The physical assets should, where possible, be made available to the public on-site and opportunities taken to actively present the site's archaeology. Where the archaeological asset cannot be preserved or managed on-site, appropriate provision must be made for the investigation, understanding, recording, dissemination and archiving of that asset, and must be undertaken by suitably-qualified individuals or organisations.'

10.4 Local planning policy

- 10.4.1 Following the Planning and Compulsory Purchase Act 2004, Planning Authorities have replaced their Unitary Development Plans (UDPs), Local Plans and Supplementary Planning Guidance with a new system of Local Development Frameworks (LDFs). UDP policies have been either 'saved' or 'deleted'. In most cases archaeology policies are likely to be 'saved' because there have been no significant changes in legislation or advice at a national level.
- 10.4.2 The Local Plan was adopted by Camden Council on 3 July 2017. It replaced the Core Strategy and Camden Development Policies as the basis for planning decisions and future development in Camden.

Policy D2 Heritage

The Council will preserve and, where appropriate, enhance Camden's rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens and locally listed heritage assets.

Designated heritage assets

Designated heritage assets include conservation areas and listed buildings. The Council will not permit the loss of or substantial harm to a designated heritage asset, including conservation areas and Listed Buildings, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a. the nature of the heritage asset prevents all reasonable uses of the site;
- b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation;
- c. conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- d. the harm or loss is outweighed by the benefit of bringing the site back into use.

The Council will not permit development that results in harm that is less than substantial to the significance of a designated heritage asset unless the public benefits of the proposal convincingly outweigh that harm.

Conservation areas

Conservation areas are designated heritage assets and this section should be read in conjunction with the section above headed 'designated heritage assets'. In order to maintain the character of Camden's conservation areas, the Council will take account of conservation area statements, appraisals and management strategies when assessing applications within conservation areas.

The Council will:

- e. require that development within conservation areas preserves or, where possible, enhances the character or appearance of the area;
- f. resist the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area;
- g. resist development outside of a conservation area that causes harm to the character or appearance of that conservation area; and
- h. preserve trees and garden spaces which contribute to the character and appearance of a conservation area or which provide a setting for Camden's architectural heritage.

Archaeology

The Council will protect remains of archaeological importance by ensuring acceptable measures are taken proportionate to the significance of the heritage asset to preserve them and their setting, including physical preservation, where appropriate.

Other heritage assets and non-designated heritage assets

The Council will seek to protect other heritage assets including non-designated heritage assets (including those on and off the local list), Registered Parks and Gardens and London Squares. The effect of a proposal on the significance of a non-designated heritage asset will be weighed against the public benefits of the proposal, balancing the scale of any harm or loss and the significance of the heritage asset.

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