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## Heritage Statement

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**35 Great Queen Street  
London  
WC2**

**Shoryu Ramen Ltd**

**December 2016**

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# 35 GREAT QUEEN STREET

## 1.0 INTRODUCTION

This Heritage Statement has been prepared by CgMs Consulting, part of the RPS Group, on behalf of Shoryu Ramen Ltd, in support of applications for planning permission and listed building consent for works proposed at 35 Great Queen Street, London.

This Grade II\* listed property is located on the north side of Great Queen Street, near to the junction with Wild Street and the Freemasons Hall, the central headquarters of English Freemasonry. The Site fronts directly onto the pavement and is bounded by terraced properties on either side, with the two adjacent properties at 34 and 33 Great Queen Street to the east forming part of the same listing entry. The Site also falls within the Seven Dials Conservation Area.

This application relates to an existing application (ref: 2015/5749/L) which is for the “Creation of structural opening in the basement, new motorised dumb waiter between basement and ground floor level, replacement of existing laminated floor finish with oak herringbone parquet, removal of plasterboard to internal walls to expose original brickwork and new structural beam”.

The works within this application solely relate to the mechanical and electrical proposals associated with the internal fit out work at ground floor and basement. The works are intended to create an updated and more flexible space to suit the needs of the restaurant which is accommodated there, whilst respecting the historic fabric of the property.

This report will present a summary of the relevant legislative framework and planning policy at national, strategic and local levels, with special regard to that which relates to development affecting listed buildings. It will also provide an assessment of the history and the significance of the site and surroundings, and an assessment of the effects of the described proposals, in order to assist those involved in the determination of these applications.

This report should be read in conjunction with other documents submitted with the applications.



Figure 1: Front elevation of 35 Great Queen Street, with restaurant use at ground floor level and residential use in the upper floors., accessed via the left hand entrance.



Figure 2: The ground floor is currently open plan, with few features of historic or architectural interest.



Figure 3: The basement area is highly functional in its appearance and makes little contribution to the overall heritage significance of the listed building.

## 2.0 LEGISLATIVE AND PLANNING POLICY FRAMEWORK

### 2.1 LEGISLATION, NATIONAL PLANNING POLICY AND GUIDANCE

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The current policy system identifies, through the National Planning Policy Framework (NPPF), that applications should consider the potential impact of development on Heritage Assets. This term includes both designated heritage assets, which possess a statutory designation (for example listed buildings, conservation areas, and registered parks and gardens), as well as non-designated heritage assets.

#### Legislation

Where any development may affect designated or non-designated heritage assets, there is a legislative framework to ensure proposed works are developed and considered with due regard for their impact on the historic environment. This extends from primary legislation under the Planning (Listed Buildings and Conservation Areas) Act 1990. The relevant legislation in this case extends from Section 16 of the 1990 Act which states that in considering applications for listed building consent, the local planning authority shall have special regard to the desirability of preserving the Listed Building or its setting or any features of special architectural or historic interest which it possesses.

#### National Planning Policy

##### ***National Planning Policy Framework (NPPF) published March 2012***

The National Planning Policy Framework (NPPF), published on 27 March 2012, is the principal document which sets out the Government's planning policies for England and how these are expected to be applied. It has purposefully been created to provide a framework within which local people and Local Planning Authorities (LPAs) can produce their own distinctive Local and Neighbourhood Plans which reflect the needs and priorities of their communities. The NPPF should therefore be approached as a piece of guidance in drawing up these plans.

When determining Planning Applications the NPPF directs LPAs to apply the presumption in favour of sustainable development; the 'golden thread' which is expected to run through their plan-making and decision-making. It must be noted however that this is expected to apply except where this conflicts with other policies contained within the NPPF, including those relating to the protection of designated heritage assets. (Paragraph 14)

Section 7, 'Requiring Good Design' reinforces the importance of good design in achieving sustainable development, by ensuring the creation of inclusive and high quality places. This section of the NPPF affirms, in paragraph 58, the need for new design to function well and add to the quality of the area in which it is built; establish a strong sense of place; and respond to local character and history, reflecting the built identity of the surrounding area.

Section 12, 'Conserving and Enhancing the Historic Environment', Paragraphs 126-141, relate to developments that have an effect upon the historic environment. These policies provide the framework to which local authorities need to refer when setting out a strategy for the conservation and enjoyment of the historic environment in their Local Plans.

The NPPF advises local authorities to take into account the following points when drawing up strategies for the conservation and enjoyment of the historic environment:

- The desirability of sustaining and enhancing the significance of heritage assets and preserving them in a viable use consistent with their conservation;
- The wider social, cultural, economic and environmental benefits that the conservation of the historic environment can bring;
- The desirability of new development in making a positive contribution to local character and distinctiveness;
- Opportunities to draw on the contribution made by the historic environment to the character of a place.

These considerations should be taken into account when determining planning applications, and in addition, the positive contribution that conservation of heritage assets can make to sustainable communities, including their economic vitality, should be considered.

The guidance contained within Section 12, 'Conserving and enhancing the historic environment', Paragraphs 126-141, relate to the historic environment, and developments which may have an effect upon it. These policies provide the framework to which local authorities need to refer when setting out a strategy for the conservation and enjoyment of the historic environment in their Local Plans.

In order to determine applications for development, Paragraph 128 states that LPAs should require applicants to describe the significance of the heritage assets affected and the contribution made by their setting. The level of detail provided should be proportionate to the significance of the asset and sufficient to understand the impact of the proposal on this significance. According to Paragraph 129, LPAs should also

identify and assess the significance of an heritage asset that may be affected by a proposal and should take this assessment into account when considering any impact upon the heritage asset.

Paragraphs 132 to 136 consider the impact of a proposed development upon the significance of a heritage asset: Paragraph 132 emphasises the need for proportionality in decision making, and identifies that when a new development is proposed, the weight given to the conservation of a heritage asset should be proportionate to its importance, with greater weight given to those assets of higher importance. Paragraph 134 states that where less than substantial harm is proposed to a designated heritage asset, the harm should be weighed against the public benefits of the proposal, which include securing the asset's viable optimum use.

With regard to Conservation Areas, it is acknowledged in Paragraph 138 of the NPPF that not all aspects of a Conservation Area will necessarily contribute to its significance. This allows some flexibility for sustainable development to take place in or near Conservation Areas, without causing harm to the overall heritage significance of the heritage asset.



## 2.1 LEGISLATION, NATIONAL PLANNING POLICY AND GUIDANCE

### National Guidance

#### **National Planning Practice Guidance (PPG) (Department for Communities and Local Government, March 2014)**

Guidance has recently been adopted in order to support the NPPF. It reiterates that conservation of heritage assets in a manner appropriate to their significance is a core planning principle. It states that conservation is an active process of maintenance and managing change that requires a flexible and thoughtful approach, and further that neglect and decay of heritage assets is best addressed through ensuring that they remain in active use that is consistent with their conservation. Where complete or partial loss of a heritage asset is justified, the aim should then be to capture and record the evidence of the heritage asset's significance, and make the interpretation publically available. If works to a heritage asset include the complete or partial loss of a key element to the heritage asset, these must be identified prior to any harm likely to be caused.

Key elements of the guidance relate to assessing harm. An important consideration should be whether the proposed works adversely affect a key element of the heritage asset's special architectural or historic merit. It is the degree of harm rather than the scale of development that is to be assessed. Substantial harm is stated to be a high test, so it may not arise in many cases. Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the NPPF.

Harm may arise from works to the heritage asset or from development within its setting. *Setting* is stated to include the surroundings in which a heritage asset is experienced, and may be more extensive than its curtilage. A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

#### **Overview: Historic Environment Good Practice Advice in Planning**

The PPS5 Practice Guide was withdrawn on 25 March and has been replaced with three separate Good Practice Advice in Planning Notes (GPAs) published by English Heritage (now Historic England). Historic Environment *Good Practice Advice in Planning Note 1 (GPA1): The Historic Environment in Local Plans* provides guidance to local planning authorities to help them make well informed and effective local plans. This was published on 25 March 2015. *Good Practice Advice in Planning Note 2 (GPA2): Managing Significance in Decision-Making* was published on 27 March 2015. This document includes technical advice on the repair and restoration of historic buildings and

alterations to heritage assets to guide local planning authorities, owners and practitioners and other interested parties. Published on the 25 March 2015, *Good Practice Advice in Planning Note 3 (GPA 3): The Setting of Heritage Assets* replaces English Heritage's previous guidance which was published in 2011. The Good Practice Advice in Planning Notes are intended to assist councils, owners, applicants and practitioners implement the historic environment policies in the NPPF and the related guidance in the Planning Practice Guidance.

In accordance with the NPPF, the first three adopted GPA's emphasise that the information and assessment work required in support of plan-making, heritage protection, applications for planning permission and listed building consent should be proportionate to the significance of the heritage assets affected and the impact on the significance of those heritage assets.

At present, there are some gaps in the guidance formally provided by PPS5 Practice Guide. It is hoped that these gaps will be filled by the emerging *Good Practice Advice in Planning: Note 4: Enabling Development and Heritage Assets*, and the two Historic Environment Advice Notes entitled *Conservation Area Designation, Appraisal and Management (HEA 1)* and *Making Changes to Heritage Assets (HEA 2)*, for which the consultation process finished on 17 April 2015. If, as predicted, these documents are adopted in 2015, the resultant suite of advice notes will completely replace the guidance set out in the former PPS5 document. Each of the aforementioned documents are detailed further beneath.

#### **Historic Environment Good Practice Advice in Planning: Note 1 (GPA1): The Historic Environment in Local Plans**

This advice note focuses on the importance of identifying heritage policies within Local Plans. The advice stresses the importance of formulating Local Plans that are based on up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area, including the historic environment, as set out by the NPPF. The document provides advice on how information about the local historic environment can be gathered, emphasising the importance of not only setting out known sites, but in understanding their value (i.e. significance). This evidence should be used to define a positive strategy for the historic environment and the formulation of a plan for the maintenance and use of heritage assets and for the delivery of development including within their setting that will afford appropriate protection for the asset(s) and make a positive contribution to local character and distinctiveness.

The document gives advice on how the heritage policies within Local Plans should identify areas that are inappropriate for development as well as defining specific Development Management Policies for the historic environment. It also suggests that a heritage Supplementary Planning Document (SPD) in line with paragraph 153 of the

NPPF can be a useful tool to amplify and elaborate on the delivery of the positive heritage strategy in the Local Plan.

#### **Historic Environment Good Practice Advice in Planning: Note 2 (GPA2): Managing Significance in Decision-Taking in the Historic Environment**

This document provides advice on numerous ways in which decision-taking in the historic environment could be undertaken, emphasising that the first step for all applicants is to understand the significance of any affected heritage asset and the contribution of its setting to its significance. In line with the NPPF and PPG, the document states that early engagement and expert advice in considering and assessing the significance of heritage assets is encouraged. The advice suggests a structured staged approach to the assembly and analysis of relevant information and is as follows:

1. Understand the significance of the affected assets;
2. Understand the impact of the proposal on that significance;
3. Avoid, minimise and mitigate impact in a way that meets the objectives of the NPPF;
4. Look for opportunities to better reveal or enhance significance;
5. Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change;
6. Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.

The advice reiterates that heritage assets may be affected by direct physical change or by change in their setting. Assessment of the nature, extent and importance of the significance of a heritage asset and the contribution of its setting at an early stage can assist the planning process in informed decision-taking. The document sets out the recommended steps for assessing significance and the impact of development proposals upon it, including examining the asset and its setting and analysing local policies and information sources. In assessing the impact of a development proposal on the significance of a heritage asset the document emphasises that the cumulative impact of incremental small-scale changes may have as great an effect on the significance of a heritage asset as a larger scale change. Crucially, the nature and importance of the significance that is affected will dictate the proportionate response to assessing that change, its justification, mitigation and any recording which may be necessary.

## 2.1 LEGISLATION, NATIONAL PLANNING POLICY AND GUIDANCE

### *Historic Environment Good Practice Advice in Planning: Note 3 (GPA3): The Setting of Heritage Assets*

This advice note focuses on the management of change within the setting of heritage assets. This document is an update to guidance previously published by English Heritage (The Setting of Heritage Assets 2011) in order to ensure that it is fully compliant with the NPPF and is designed in order to aid practitioners with the implementation of national policies and guidance relating to the historic environment found within the NPPF and PPG. The guidance is largely a continuation of the philosophy and approach of the 2011 document and does not present a divergence in either the definition of setting or the way in which it should be assessed.

As with the NPPF the document defines setting as ‘the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve’. Setting is also described as being a separate term to curtilage, character and context. The guidance emphasises that setting is not a heritage asset nor a heritage designation and that its importance lies in what it contributes to the significance of the heritage asset. It also states that elements of setting may make a positive, negative or neutral contribution to the significance of the heritage asset.

While setting is largely a visual term, with views considered to be an important consideration in any assessment of the contribution that setting makes to the significance of an asset, setting, and thus the way in which an asset is experienced, can also be affected by other environmental factors including noise, vibration and odour, while setting may also incorporate perceptual and associational attributes pertaining to the asset’s surroundings.

This document provides guidance on practical and proportionate decision making with regards to the management of proposed development and the setting of heritage assets. It is stated that the protection of the setting of a heritage asset need not prevent change and that decisions relating to such issues need to be based on the nature, extent and level of the significance of a heritage asset, further weighing up the potential public benefits associated with the proposals. It is further stated that changes within the setting of a heritage asset may have positive or neutral effects. It is stated that the contribution made to the significance of heritage assets by their settings will vary depending on the nature of the heritage asset and its setting and that different heritage assets may have different abilities to accommodate change within their settings without harming the significance of the asset and therefore setting should be assessed on a case-by-case basis. Although not prescriptive in setting out how this assessment should be carried out, noting

that any approach should be demonstrably compliant with legislation, national policies and objectives, English Heritage recommend using the ‘5-step process’ in order to assess the potential affects of a proposed development on the setting and significance of a heritage asset, with this 5-step process continued from the 2011 guidance:

1. Identification of heritage assets which are likely to be affected by proposals.
2. Assessment of whether and what contribution the setting makes to the significance of a heritage asset.
3. Assessing the effects of proposed development on the significance of a heritage asset.
4. Maximising enhancement and reduction of harm on the setting of heritage assets.
5. The final decision about the acceptability of proposals.

The guidance reiterates the NPPF in stating that where developments affecting the setting results in ‘substantial’ harm to significance, this harm can only be justified if the developments delivers substantial public benefit and that there is no other alternative (i.e. redesign or relocation).

### *Emerging Guidance*

As noted previously, a number of key emerging documents are yet to be adopted to fill the guidance gaps left by the withdrawal of PPS5. Until these documents have been formally adopted, they are not considered to carry any weight. However, the consultation process for the two Historic Environment Advice Notes highlighted beneath finished on 17 April 2015 and the additional GPA entitled *Enabling Development and Heritage Assets* is listed as forthcoming by Historic England.

In line with the NPPF, **HEA 1: Conservation Area Designation, Appraisal and Management** emphasises that work in designating, appraising and managing conservation areas should be proportionate to the significance of the heritage assets affected and to the potential impacts on them. **HEA 2: Making Changes to Heritage Assets** seeks to promote well-informed and collaborative conservation, in recognition that change to heritage assets and their settings is only unacceptable where it harms significance without the balance of public benefit, as set out in the NPPF. As aforementioned, once adopted these documents together with the three Good Practice Advice Notes set out above and the additional note entitled *Enabling Development and Heritage Assets*, will provide a complete replacement of PPS5.

### *Conservation Principles, Policies and Guidance (English Heritage, 2008)*

Conservation Principles outlines English Heritage's approach to the sustainable management of the historic environment. While primarily intended to ensure consistency in English Heritage’s own advice and guidance through the planning process, the document is commended to local authorities to ensure that all decisions about change affecting the historic environment are informed and sustainable.

This document was published in line with the philosophy of PPS5, yet remains relevant with that of the current policy regime in the emphasis placed upon the importance of understanding significance as a means to properly assess the effects of change to heritage assets. The guidance describes a range of heritage values which enable the significance of assets to be established systematically, with the four main 'heritage values' being: evidential, historical, aesthetic and communal. The Principles emphasise that ‘considered change offers the potential to enhance and add value to places... it is the means by which each generation aspires to enrich the historic environment’ (Paragraph 25).

## 2.1 LEGISLATION, NATIONAL PLANNING POLICY AND GUIDANCE

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### Glossary of Terms

In Annex 2 of the NPPF *Heritage Assets* are defined as: a building, monument, site, place, area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. They include *designated heritage assets* (as defined in the NPPF) and assets identified by the local planning authority (including local listing). Notable examples of a designated heritage asset include: a World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area.

Additionally, local planning authorities may identify what are referred to as *undesigned heritage assets* by drawing up Local Lists, through their conservation area appraisals process or through other means. In planning decisions, the effects of proposals on the significance of an undesigned heritage asset should be taken into account in determining the application, weighing the scale of harm or loss against the significance of the undesigned heritage asset (Paragraph 135).

A heritage asset not only has value to the current generation but to future generations too. An aspect of this value (or significance) is therefore conveyed as *heritage interest*, which may be categorised into an aesthetic, evidential, communal and/or historic interest. It is worth noting that the significance of a heritage asset derives not only from its physical presence, but also from its setting.

*Architectural interest* is defined as a building considered to be important for its architectural design, decoration and/or craftsmanship.

*Historic interest* is defined as a building considered to illustrate important aspects of social, economic, cultural or military history have close historical associations with nationally important people normally have some quality of interest in its physical fabric.

When making a listing decision, the Secretary of State may take into account the extent to which the heritage significance is allocated to a group of buildings principally defined as having *Group Value*.

## 2.2 STRATEGIC AND LOCAL PLANNING POLICY AND GUIDANCE

### Strategic Policy

#### ***The London Plan (adopted July 2011 and revised March 2015)***

On 22 July 2011 the Mayor of London published the London Plan which replaced the amended version of 2004. However, on 10 March 2015 the Mayor of London published the Further Alterations to the London Plan (FALP), which now replaces previously published versions of the London Plan. This remains as the strategic Development Plan for London.

Policy 7.8 ‘Heritage Assets and Archaeology’ seeks to record, maintain and protect the city’s heritage assets in order to utilise their potential within the community. Further to this it provides the relevant policy with regard development in historic environments. It requires that developments which have an affect upon heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

Policy 7.4 ‘Local Character’ requires new developments to have regard to the local architectural character in terms of form, massing, function and orientation. This is supported by Policy 7.8 in its requiring local authorities in their policies, to seek to maintain and enhance the contribution of built, landscaped and buried heritage to London’s environmental quality, cultural identity and economy, as part of managing London’s ability to accommodate change and regeneration.

Policy 7.6 ‘Architecture’ stipulates that architecture should make a positive contribution to a coherent public realm, streetscape and wider cityscape. It should incorporate the highest quality materials and design appropriate to its context.

Essentially the London Plan encourages the enhancement of the historic environment and looks favourably upon developments which seek to maintain the setting of heritage assets.

### Local Policy

#### ***Camden Core Strategy 2010-2025, adopted 2010***

The Local Development Framework (LDF) is a group of documents setting out planning strategy and policies in the London Borough of Camden. The principle LDF document is the Core Strategy, which sets out key elements of the Council’s planning vision and strategy for the borough and contains strategic policies. The following Core Strategy policies relate to development concerning the historic environment in the borough:

Policy CS14 *Promoting high quality places and conserving our heritage* seeks to ensure that places and buildings are attractive, safe and accessible by: requiring development of the highest standard of design that respects local context and character; preserving and enhancing 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; promoting high quality landscaping and works to streets and public spaces; seeking the highest standards of access in all buildings and places and requiring schemes to be designed to be inclusive and accessible; protecting important local views.

#### ***Camden Development Policies 2010 - 2025, adopted November 2010***

As part of Camden Council’s LDF, Development Policies 2010-2025 set out detailed planning criteria that are used to determine applications for planning permission in the borough. Policies pertinent to the historic environment include the following and are to be read in conjunction with the Core Strategy document:

DP24 *Securing high quality design* states that the Council require all developments, including alterations and extensions to existing buildings, to be of the highest standard of design and will expect proposals to consider: the local character, setting, context and the form and scale of neighbouring buildings; the quality of materials to be used; the provision of visually interesting frontages at street level; the appropriate location for building services; the provision of appropriate hard and soft landscaping including boundary treatments; the provision of appropriate amenity space; and accessibility.

DP25 *Conserving Camden’s heritage* emphasises that where development is proposed within a conservation area the Council will: take account of conservation area statements, appraisals and management plans when assessing applications; only permit development that preserves and enhances the character and appearance of the area; prevent the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area where this harms the character or appearance of the conservation area, unless exceptional circumstances are shown that outweigh the case for retention; not permit development outside of a conservation area that causes harm to the character and appearance of the conservation area it is in; and preserve trees and garden spaces which contribute to the character of a conservation area and which provide a setting for Camden’s architectural heritage.

With regard to the setting of Listed buildings this policy states that the Council will not permit development that it considers would cause harm to the setting of Listed buildings. Additionally, the Council will seek to protect other designated or undesignated heritage assets including: Parks and Gardens of Special Historic Interest and London Squares.

### Local Guidance

#### ***CPG 1 Design, adopted April 2011, amended September 2013***

To support the policies of Camden’s LDF, Camden Planning Guidance (CPG) forms a Supplementary Planning Document (SPD), an additional “material consideration” in planning decisions, which is consistent with the adopted Core Strategy and the Development Policies. Following statutory consultation the Camden Planning Guidance documents (CPG1 to CPG8) replace Camden Planning Guidance 2006.

The Council formally adopted CPG1 *Design* on 6 April 2011, which was subsequently updated on 4 September 2013 following statutory consultation to include Section 12 on artworks, statues and memorials. This guidance applies to all applications which may affect any element of the historic environment and therefore may require planning permission, or conservation area or listed building consent.

With regard to proposed development within, or affecting the setting of, conservation areas in the Borough, Council will only grant permission that preserves and enhances the character and appearance of the area. When determining an application, guidance on such matters are set out in the Core Strategy policy CS14 and Development Policy DP24, as well as that in conservation area statements, appraisals and management plans. Totally or substantially demolishing a building or structure in a conservation area is deemed a criminal offence without first getting consent from the Council. Also, demolition would not normally be allowed without substantial justification, in accordance with criteria set out in the NPPF.



## 2.2 STRATEGIC AND LOCAL PLANNING POLICY AND GUIDANCE

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### Seven Dials (Covent Garden) Conservation Area Statement

The Seven Dials Estate Conservation Area statement (adopted in 1998) defines and analyses what makes the conservation area 'special' and provides important information about the types of alterations and development that are likely to be acceptable or unacceptable in the conservation area.

The statement includes a description and assessment of the area's special character, a comprehensive study of street furniture, paving materials and fixtures, a newly compiled list of buildings that make a positive contribution to the conservation area, buildings that make a negative contribution to the conservation area, listed buildings and a management strategy providing a clear and structured approach to development and alterations which impact on the Seven Dials Estate conservation area.

The Conservation Area is separated into three sub areas; one centred on Seven Dials, the second incorporating the Freemasons Hall/Great Queen Street and the third an area in the north east of the Conservation Area around Macklin Street.

The Statement further identifies guidelines for new shopfronts within the conservation area, stating that proposals for new shopfronts will be expected to preserve or enhance the visual character and appearance of the shopping streets, through respect for the proportions, rhythm and form of the original frontages. It further states that any shopfront of historic interest or architectural quality should be retained and if necessary repaired and the loss of those shopfronts identified under Shopfronts of Merit and any other historic/original shopfront would be strongly resisted. It is also identified that shopfronts that are considered to be out of character with the building or the area generally should be replaced with new shopfronts that are appropriate to the building and enhance the appearance of the Conservation Area.

Similarly shop signage should be appropriate for the Conservation Area, respecting the proportions of the shop frontages, and maintaining the division between units and reflect the plot widths of buildings. Internally illuminated box signs are unacceptable and generally signage should be non-illuminated or externally illuminated. Signage will usually consist of one fascia sign and one projecting sign. Shop signs should not normally be above ground floor level.

## 3.0 ARCHITECTURAL AND HISTORIC APPRAISAL

### 3.1 HISTORIC DEVELOPMENT

The development of the area known today as Great Queen Street is closely related to the wider development of London, with a history of settlement stretching back centuries. Archaeological remains in the vicinity of Great Queen Street indicate Roman activity, a period when roads and roadside cemeteries radiated from the centre of Londinium to the east, including one following the approximate line of Holburn and Oxford Street, and The Strand to the South. Later, the area bounded by Trafalgar Square, the Strand, Oxford Street/High Holborn and the River Thames to the south became settled as a Saxon trading centre known as Lundenwic, although this was abandoned at the end of the ninth century, with settlement shifting back to the former centre of Londinium.

For the next few centuries settlement activity remained concentrated within the walled City and its immediate environs, although with the establishment of Covent Garden in the 1630s a strong new stimulus for development affected the area of Great Queen Street, with rapid urbanisation spreading outwards from Inigo Jones's fashionable Piazza.

Historical records indicate that by the early seventeenth century the area which would become Great Queen Street was being parcelled up for building. The eastern part of Great Queen Street was formed on Purse Field, with the northern boundary represented by the line dividing houses on the south side of Parker Street from those on the north side of Great Queen Street. Land to the western end of the street was known as Aldwych Close. Lease records show that a property belonging to Henry Seagood occupied the site of Nos. 36-37 Great Queen Street. Records also show that Clanricarde House was in existence in 1604, that Henry Seagood's house (occupying the site of Nos. 36-37) was built before April 1607 and the site of Nos. 38-45 was developed by May 1612. The site of Nos. 7-13 was also leased for building purposes to Thomas Burton in May 1611. The date of erection of the original houses on the sites of Nos. 26 to 35 is uncertain, although Subsidy Rolls for 1628-9 indicate that houses were in existence by this date.

Great Queen Street as recognised today was first laid out by the speculator William Newton, who also developed Lincoln's Inn Fields shortly afterwards to the immediate east, the northern side of which formed a continuation of Great Queen Street up until the construction of Kingsway in 1905. In 1636 Newton obtained a license to build fourteen large houses (each with a forty-foot frontage) on the south side of Great Queen Street and in 1638 he obtained another license to build thirty-two houses on the west side of Lincoln's Inn Fields. Both these long rows of houses were built to a regular and classical design and in this regard Newton's developments were of great importance, taking inspiration from Covent Garden and applying the same principles for wider house building in London. As the classical idiom grew in popularity the once ubiquitous gable roof form vanished from the London streetscape.



Figure 4: Image of Covent Garden, established in the 1630s, which stimulated development in the vicinity of Great Queen Street, laid out in the second half of the seventeenth century.

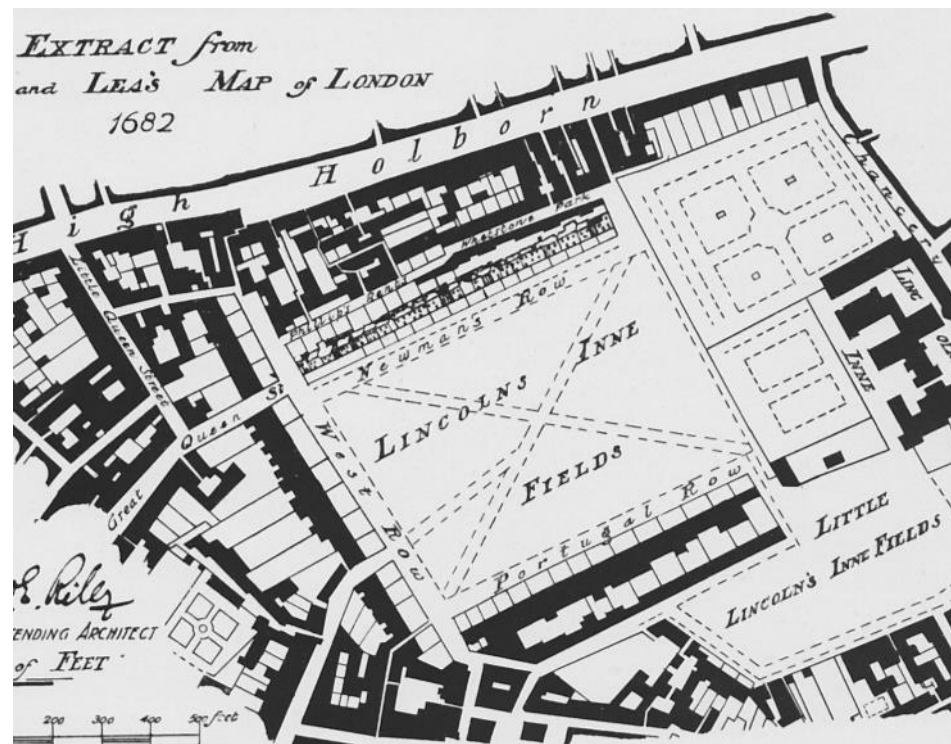


Figure 5: Lincoln's Inn Fields was developed around the same time as Great Queen Street, which once shared a spatial relationship before Kingsway divided them.



Figure 6: Houses on the south side of Great Queen Street, dating to 1637 and built by William Newton. They demonstrate the early use of a façade with giant pilasters based on the classical Orders.



Figure 7: Historic photograph dating to 1879, showing the remains of houses shown in Figure 6, demolished in the 1880s (Museum of London).



## 3.1 HISTORIC DEVELOPMENT

The name of the street relates to its origins has a royal private way to one of the James I's residences in Hertfordshire, named after his Queen, Anne of Denmark.

Whilst barely any of Newton's houses survive in Great Queen Street or Lincoln's Inn Fields, Great Queen Street retains the accolade that it was the first uniform street in London. The breakout of Civil War subsequently interrupted the development of housing around Lincoln's Inn Square. The general shift of fashionable residences by the upper classes towards the west end of London left Lincoln's Inn Fields to become populated by wealthy lawyers taking advantage of its proximity to the Inns of Court, an association that prevails to the present day.

The eighteenth century saw some redevelopment activity along Great Queen Street, with entries for contemporary ratebooks indicating that the original houses on the sites of Nos. 27 and 28 were pulled down between 1723 and 1734, dates corroborated by dates on surviving cisterns at the properties. It is believed that 33, 34 and 35 Great Queen Street were redeveloped earlier than this c. 1710.

As the eighteenth century progressed Great Queen Street became characterised by the development of Freemason buildings. In 1768 the premier Grand Lodge took the decision to build a Hall as its headquarters in London and a site was purchased in Great Queen Street. Following an architectural competition, the Foundation Stone laid, and on 23 May 1776 the Hall was formally dedicated to the purposes of Freemasonry. In addition to providing offices and meeting rooms the Hall, fronted by the Freemasons' Tavern (built 1786), was to prove a popular venue for concerts, musical and literary recitals, dinners and balls during the London 'season'. The Tavern would also later form the setting in which The Football Association was to become founded in 1863. In the 1820s another Hall was built alongside the existing hall to designs by Sir John Soane but this building was largely replaced by the building of the second Freemasons' Hall in the 1863-6, to designs by Frederick Pepys Cockerill. This building incorporated the earlier Grand Hall from 1775, which survived until 1932 when severe structural damage resulting from a fire in 1883 led to its demolition. Cockerill's Freemasons' Hall was largely demolished to make way for the current building but its eastern end survives as part of the Connaught Rooms. The present Freemasons Hall which now dominates the streetscape of Great Queen Street, is located at the junction of Wild Street and Great Queen Street, by Ashley and Newman and completed in 1933 as a memorial to Freemasons killed in the First World War.



Figure 8: Photograph dating to 1945, showing the ground floor of 35 Great Queen Street subdivided into two units. It also shows earlier windows than the current windows, although these are not original



Figure 9: Historic photograph dating to 1930s, showing the present Freemasons Hall, which dominates the streetscape with its unusual elevations and scale. 35 Great Queen Street is visible in the background. (RIBA Collections; [www.architecture.com](http://www.architecture.com))



Figure 10: Photograph (1979) of shops along the north side of Great Queen Street, including a sandwich bar at 35 Great Queen Street ([www.archive.historicengland.org.uk](http://www.archive.historicengland.org.uk))



### 3.2 HISTORIC MAP APPRAISAL

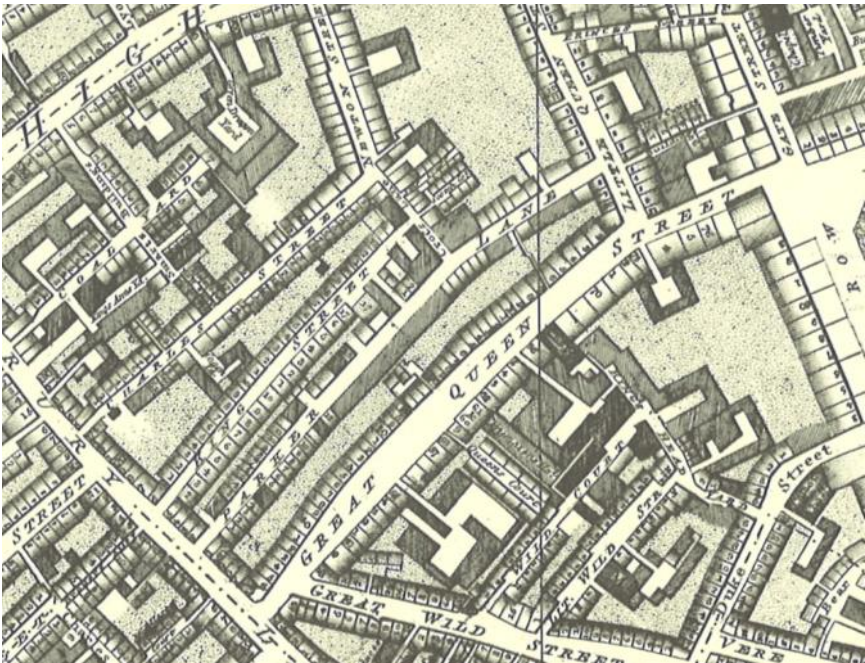


Figure 11: Richard Horwood's map of London (1819) shows Great Queen Street leading straight into Lincoln's Inn Fields. Some areas of undeveloped land remain behind the main street frontages during this period.

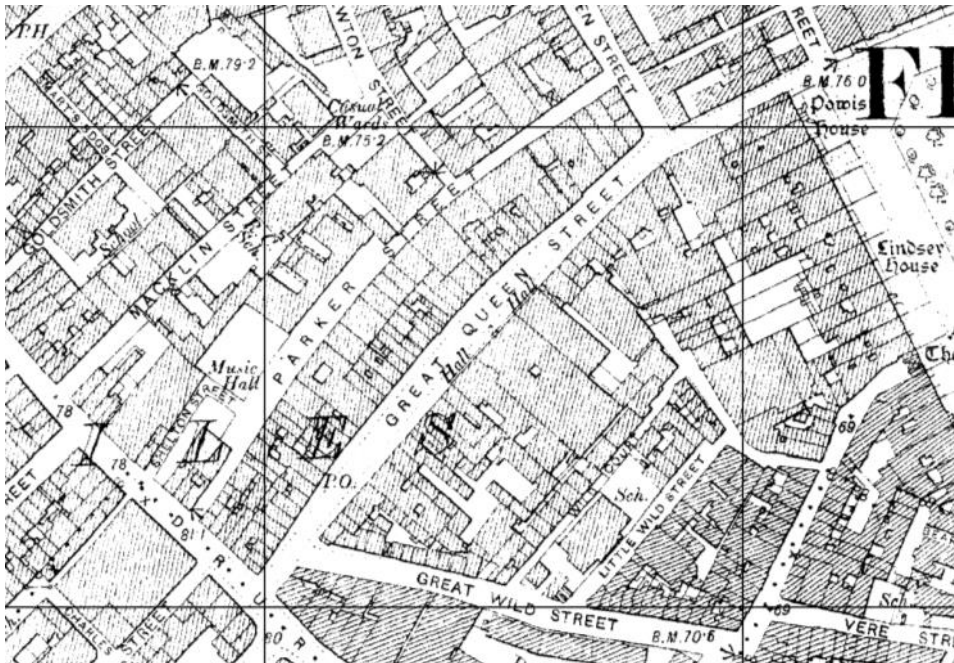


Figure 13: The 1896 OS Map (1:2500) shows Great Queen Street dominated by the Freemasons Hall, which takes up a large building plot along the southern side of the street.



Figure 15: Bomb damage during the Second World War left Great Queen Street relatively unscathed, although some other immediately surrounding areas were not so fortunate. The new Freemasons Hall is also shown at the junction with Wild Street.

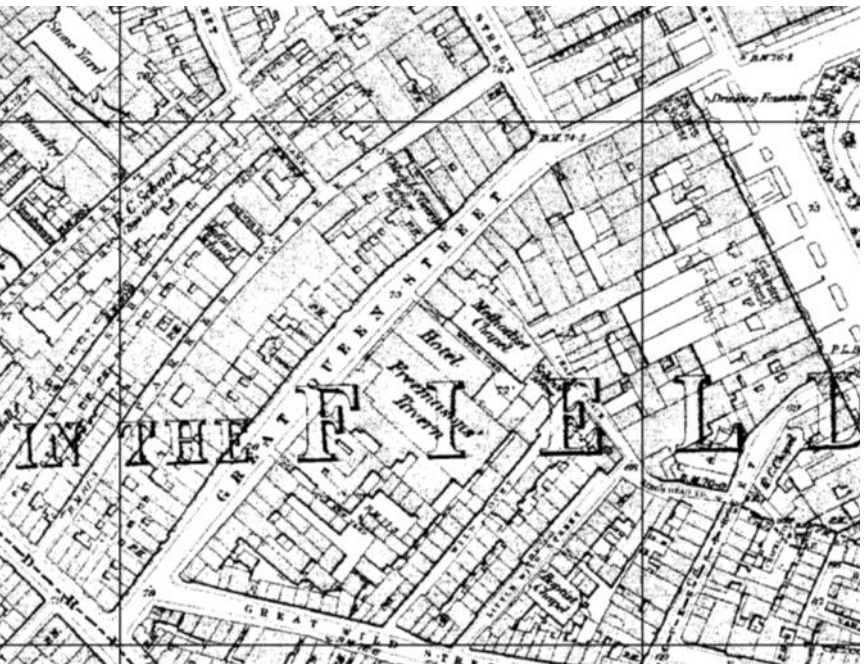


Figure 12: 1875 OS Map (1:2500) showing a highly urbanised area, with even back areas now densely occupied. Great Queen Street is shown with a mixture of small and larger building plots, with the Freemasons Hall marked, as well as a hotel and Methodist Church.



Figure 14: The 1916 OS Map (1:2500) shows a new road, Kingsway, cutting Great Queen Street from Lincoln's Inn Fields to relieve traffic pressures on the earlier street patterns.

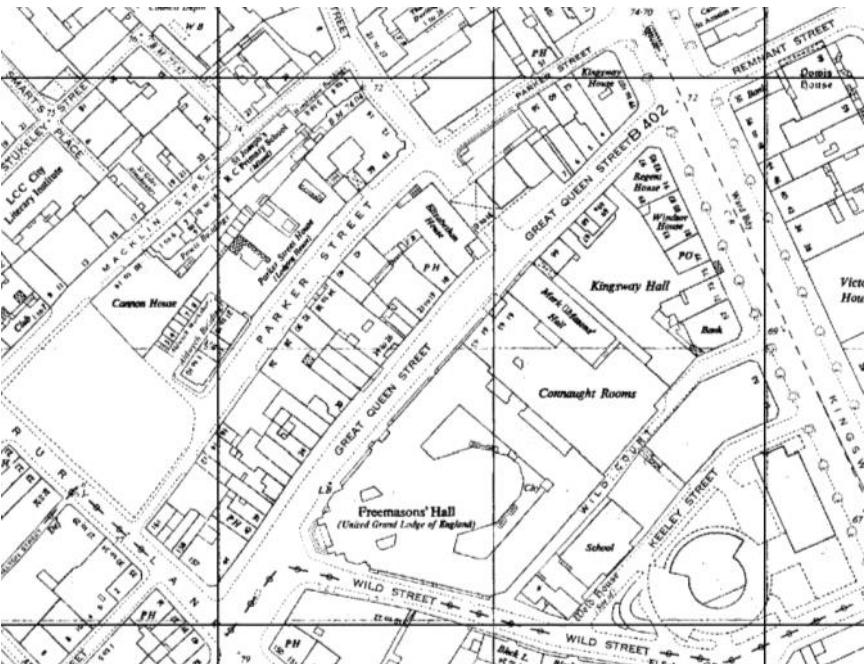


Figure 16: The 1965 OS Map (1:2500) shows the gradual increase of larger building plots available for development in the vicinity of Great Queen Street.



### 3.3 SITE ASSESSMENT

#### Relevant Planning History

14 September 1989: Listed Building Consent for refurbishment of basement and ground floor restaurant and retention of new shopfront with fixed awnings and signs (Application Ref: 8870210)

1 July 1994: Listed Building Consent for installation of a shopfront rear extract duct and display of fascia and projecting signs (Application ref: 9470146)

1 July 1994: Planning permission for continued use of the ground and basement floors as a restaurant together with the retention of the existing shopfront and rear extract duct (Application Ref: 9400701)

30 March 2011: Listed Building Consent for replacement of existing timber sliding sash casements with Georgian style casements to first and second floors of front elevation, including installation of internal secondary glazing to front elevation on second and third floors (Application Ref: 2011/0153/L)

11 November 2015: Creation of structural opening in the basement, new motorised dumb waiter between basement and ground floor level, replacement of existing laminated floor finish with oak herringbone parquet, removal of plasterboard to internal walls to expose original brickwork and new structural beam. (Application Ref: 2015/5749/L)

#### Exterior

The property at 35 Great Queen Street forms part of a single listing entry on the National Heritage List alongside the properties at 33 and 34 Great Queen Street, being a terrace dating to c. 1710. All three properties share the same architectural style and detailing, dating to the same building phase along the northern side of the street.

35 Great Queen Street rises 3 storeys, with attic and basement, constructed in brown stock brick, with red brick cornice detailing below the parapet and a moulded brick band between first and second storeys. Red brick is also used for dressings and in the segmental arches to the sash windows. There appears to have been some alterations at second floor level, where the brickwork character varies around the windows, with further evidence indicating some rebuilding of the parapet. The sash windows themselves appear to be twentieth century replacements.

The property is three bays wide, with three windows at first and second floors. A cast iron downpipe separates 35 and 34 Great Queen Street. The ground floor is given over to commercial use and access to the upper residential storeys is provided via a side passage in the western bay of the property. This entrance comprises a panelled door with plain over-light, flanked by fluted pilasters. The commercial unit is fronted with a modern shopfront of little interest, with modern fascia and external lighting above. The forecourt consists of a mixture of functional materials which do not contribute to the special historic or architectural interest of the building.

The sash window frames of the first and second floors sit flush with the façade of the property, a feature that informs the viewer that the property was constructed prior to or soon after the introduction of 1709 Building Act, which required new properties to have window frames set back from the outer brick-work by four inches, to minimise fire risks.



Figure 17: Front elevation of 35 Great Queen Street, with 34 and 33 Great Queen Street seen respectively to the right of the property.



Figure 19: View showing the backs of properties along Parker Street to the north.



Figure 18: Rear elevation of 35 Great Queen Street, showing some rebuilding at the upper levels, using yellow brick. Photograph taken from the roof of the flat roofed rear extension.



Figure 20: View showing the roof of the rear extension, with access hatch and air conditioning unit.



### 3.3 SITE ASSESSMENT

The uppermost storey, located within the attic space, is concealed behind a parapet and cornice. The roof is tiled covered and also includes a dormer window, with a brick ridge chimney above.

To the rear of the property is a projecting wing. The former yard area has been filled in with a single storey flat roofed rear extension, with basement, resulting in the removal of the original rear wall of the building. To the north are the backs of properties along Parker Street. This flat roof includes an air conditioning unit, discretely located, and an external extraction flue.

#### Interior

An internal assessment was carried out at the Ground and Basement floor levels, including the communal areas relating to the residential sections of the property (these communal areas are not subject to any proposals as part of the submitted applications).

#### *Ground Floor*

The ground floor of the property, within the restaurant area, has experienced a considerable amount of alteration, as would be expected with a commercial property that has seen many different occupiers over a long period of time. Historic photographs indicate that during the 1940s the commercial area was also subdivided into two units, resulting in considerable alterations to the shopfront (see Figure 8). The commercial area is currently open plan, including the extension to the rear, which removed the historic rear wall of the property. There remain two boxed in structural supports. A dumbwaiter links the ground and basement levels.

Further changes to the historic plan may be observed with the blocking of two doorways once linking the commercial unit to the communal areas at the western side of the property, visible from the other side and largely concealed behind plasterboard within the restaurant. The plasterboard along this wall also appears to include some surviving panelling behind, although its extent and condition is unclear. The eastern wall of the restaurant is currently concealed behind plasterboard, although it appears to have exposed brick behind, without any panelling. Cornicing and the historic ceiling survive above the suspended ceiling, although parts are in poor condition, due to historic leaks (now repaired) and historic damage (possibly caused when the fireplace stack was removed, now only visible in the outline of the cornice).

A structural beam spanning the property is notable for its evident failure, possibly due to the historic removal of a structural support (for which there was comparable evidence in the neighbouring property at 33 Great Queen Street, since removed and replaced with new steel beam). Vertical supports for this beam, which is not tied into the wall plates, also appear to be failing, leading to cracking in the surrounding plasterwork.



Figure 21: View of rear area, with rear extension beyond.



Figure 23: The basement is used for kitchen and storage uses. As a result it has a highly functional character.



Figure 22: Cornicing and historic ceiling survive above the suspended ceiling, although the condition is poor in places.



Figure 24: It is unlikely that there was ever much architectural embellishment of these areas in the basement.



### 3.3 SITE ASSESSMENT

#### *Basement*

The basement rooms have been in use as bathroom, kitchen and storage areas. It is unlikely that efforts were made historically to enhance this more functional area with architectural embellishment and it makes very little contribution to the overall heritage significance of the property. The historic plan has also been changed by the enlargement of the basement when the rear extension was constructed and rear yard excavated to allow for this expansion.

#### *Communal Areas*

The side entrance which provides access to the upper floors of the property retains more features of historic interest than within the commercial area, including panelling and staircase, which are highlighted within the listing description for the property. The non-original panelled front door leads to a small lobby area, which includes evidence of a blocked door that once lead to the commercial unit. The passage retains cornice, dado rail and simple panelling, with two fluted pilasters marking the transition to the staircase. The panelling continues up the dog leg stair case where it becomes panelled to dado height only. The window positioned on the half landing has a decorative fluted surround. The window itself appears to be a nineteenth century replacement.

The subdivision of the property into residential units has resulted in subdivision of the staircase, leading to the second floor. The staircase has a closed string, with moulded handrail and turned balusters, dating to the eighteenth century. Doors leading to the residential areas of the first floor comprise six panelled Georgian doors with moulded surrounds. Moving towards the upper floor the decoration becomes more minimal, with the window on the half landing having no decorative surround.

#### *Overall Heritage Significance*

The heritage significance of 35 Great Queen Street lies primarily in the architectural interest of its communal areas and upper floors, where architectural features survive. The ground floor commercial unit has been subject to numerous different occupants, with varying needs, over many years, and as a result it has undergone considerable changes, including alterations to the historic plan form. There remains evidential value for the former plan and architectural features, however, such as the outline of a former chimney breast preserved in the shape of the cornice surviving above the present suspended ceiling. Blocked doors and panelling surviving behind plasterboard also provide indications as to the former appearance of the property, although not necessarily surviving in good condition.

The property also retains significance for its contribution to the historic streetscape, particularly alongside its neighbours at 34 and 33 Great Queen Street respectively to the east. The exterior, although altered, retains many features of architectural interest and has also been restored appropriately, such as the restoration of sash windows in the Georgian style.



**Figure 25:** Photographs of surviving features of architectural interest in communal areas, including (clockwise from top left): lobby space with blocked original door, fluted pilaster in the hallway, cornice detailing in hallway, nineteenth century staircase and landing area, decorative window surround on half landing and plain panelling on the staircase.



### 3.4 ASSESSMENT OF HERITAGE ASSETS: SEVEN DIALS CONSERVATION AREA

The Seven Dials Conservation Area was first designated in 1971 and later extended on various occasions in 1974, 1991 and 1998.

The general character of the conservation area is derived from the range and mix of building types, uses and street layout. As is often expected in urban conservation areas, the character is not dominated by one particular period or style of building, but their mix is indicative of the area's development alongside changing tastes and fashions. It is this variety in which the special interest of the Seven Dials area lies. In the densely occupied streetscape of the conservation area, changes in road width, building form and land-use give dramatic character variation, with narrow alleys and formal open spaces, such as Seven Dials, adding to the variety.

The conservation area has been subdivided into three character areas, each of which are analysed in detail in the Seven Dials Conservation Area Appraisal: Sub-area 1 includes the area around Seven Dials and stretches north east to include Endell Street and part of Drury Lane, Sub-area 2 includes buildings lying either side of Great Queen Street and Sub-area 3 includes the length of Macklin Street and parts of Drury Lane and Newton Street at either end.

The character of Great Queen Street as a sub area is defined to a large extent by the distinct areas either side of it. To the east is Kingsway, an Edwardian development with generally higher buildings, some with multi-dormered storeys and to the west is Covent Garden, with its generally lower and smaller scale buildings. The architectural character is generally very high along Great Queen Street, with a number of buildings listed for their special architectural or historic interest. The survival of two groups of eighteenth century houses adds considerably to the character of the streetscape, sharing characteristics of red brick, heavy wooden eaves, cornices and pilaster orders rising from the first floor level to the cornice.

Great Queen Street has some considerable importance in the development of street design, illustrating the movement away from 'gabled individualism' of properties and a movement towards regular street lines, a trend that prevailed for over two hundred years. Although now demolished, a row of houses built by William Newton in Great Queen Street in the later 1630s were built with a unified appearance by the use of giant Corinthian pilasters and have been described as the first regular street in London.

Today the street demonstrates a wide range of building sizes and styles from varying periods. Particularly prominent is The Freemasons Hall, constructed with a steel frame faced with Portland Stone. It fills an irregularly shaped building plot at the junction of two roads and is distinguished from the surrounding streetscape by its scale and bulk.

Great Queen Street also has some interest for the generous width of the western end of the street set out in the seventeenth century. It also retains important views along Great Queen Street from Kingsway and also from Drury Lane.

Negative features of this part of the conservation area include a part twelve-storey, part six-storey 1960s office development at the junction with Newton Street, which represents an inappropriate addition to the streetscape and which does not respect its special architectural and historic character. Also making a negative contribution to the conservation area is another office block at 43-49 Parker Street, with a blue tinted glass façade which is inappropriate in terms of its building materials that are otherwise a foreign addition to the streetscape.



**Figure 26:** The immediate streetscape around Great Queen Street is largely regular in building heights and roofscapes, as viewed looking south west along Long Acre.



**Figure 27:** A view of the properties located opposite the property at 33 Great Queen Street. These indicate the nature of the streetscape which is made up of a variety of properties from the eighteenth to the twentieth centuries and which define the character of the Conservation Area in this way.



**Figure 28:** The area around Great Queen Street demonstrates a range of building styles and building materials, with later buildings generally retaining far larger building plots than the surviving eighteenth century buildings.



# 4.0 PROPOSALS AND ASSESSMENT OF IMPACT

## 4.1 PROPOSALS

### Proposals

The proposals outlined below have been designed to provide a modern mechanical and electrical solution to accompany the recently submitted application to update the interiors of the ground floor and basement. These works are to be undertaken in an appropriate manner with respect to the listed status of the property, whilst improving its usability as a commercial space.

The proposed works can be summarised as follows:

- Opening of new fresh air duct between Ground Floor and Basement (positioned within the rear extension element of the property, not the original building);
- Replacement of existing three air conditioning units and one additional unit attached to rear party wall.

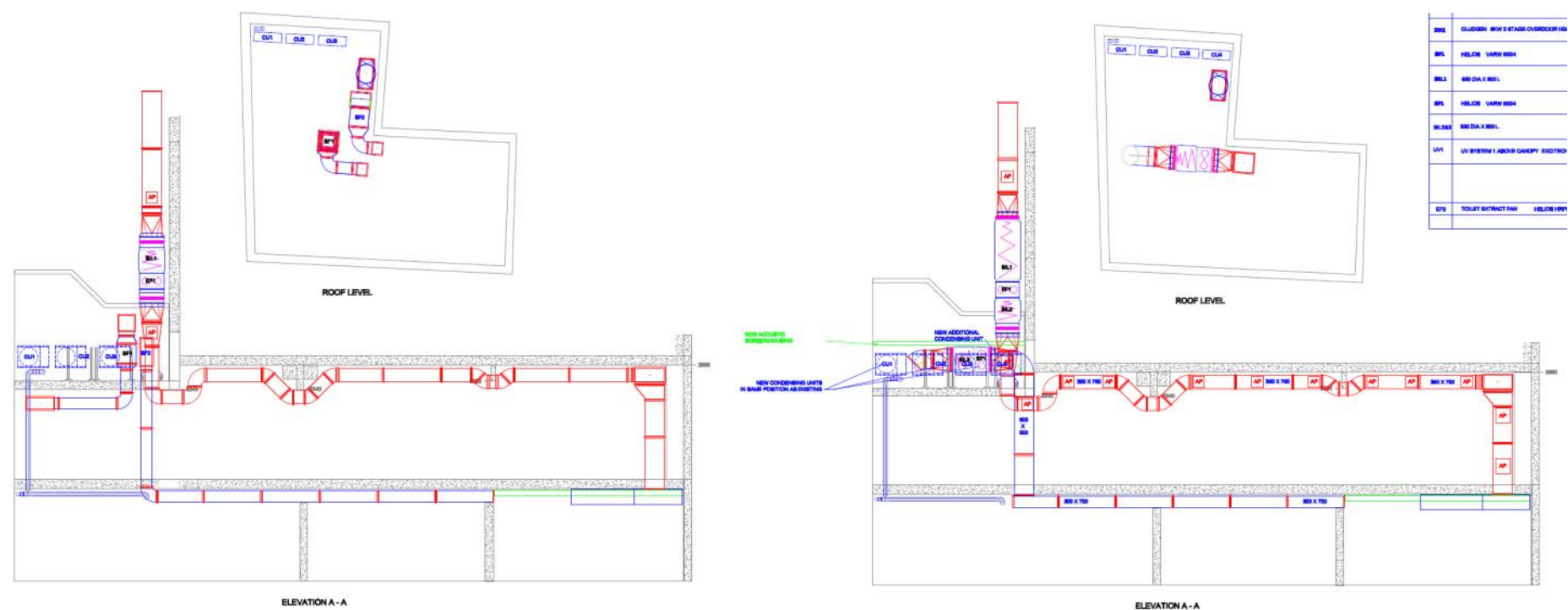


Figure 29: Plans showing existing and proposed sections of the mechanical ventilation runs. Note the alterations are very minor in nature and do not cause any harm to the fabric of the listed building.

## 4.2 ASSESSMENT OF IMPACT

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As previously mentioned, the assessment of impact of the main works are covered within the heritage statement that accompanies application No. 2015/5749/L). The proposed works here seek upgrade and modify existing mechanical and electrical plant within the basement, ground floor and rear of the building, .

### **Internal**

A new opening is required between Ground Floor and the Basement for a fresh air duct. These works would be located outside of the original property footprint and would instead relate to the building fabric associated with the flat roofed rear extension, a modern addition to the property of no interest in its own right. It is therefore considered that these works would not affect the special architectural or historic interest of the property.

### **External Works**

Proposed external works include the replacement of existing condenser units to the rear of the property, with one additional unit introduced. These units would be positioned on top of the flat roofed extension at the back of the building, fixed to the party wall. This position is considered to be the most sensitive location available and would not affect an appreciation of the building's heritage significance. The proposals would also not affect the character or appearance of the Seven Dials Conservation Area.

## 5.0 CONCLUSIONS

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The National Planning Policy Framework states that in determining applications, local planning authorities require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting, to fully understand the impact of proposals. This Heritage Statement has analysed in detail the significance of 35 Great Queen Street as a Grade II\* listed building within the Seven Dials Conservation Area and assessed the effects of proposals on that significance.

Proposed works include internal minor internal alterations involving the upgrade of existing duct work at Basement and Ground Floor levels and the placement of air conditioning plant to the roof of the rear extension. The works are intended to create an updated and more flexible space to suit the needs of the restaurant which is accommodated there, whilst respecting the historic fabric of the property.

The heritage significance of the property is considered to relate primarily to the architectural interest of its communal areas and upper residential floors, where architectural features survive more successfully than within the commercial area on the Ground Floor. There remains some evidential value for the former plan and architectural features within the restaurant, however, such as the outline of a former chimney breast preserved in the shape of the cornice surviving above the present suspended ceiling. Blocked doors and panelling surviving behind plasterboard also provide indications as to the former appearance of the property, although not necessarily surviving in good condition. The property also retains significance for its contribution to the historic streetscape, particularly alongside its neighbours at 34 and 33 Great Queen Street respectively to the east. The exterior, although altered, retains many features of architectural interest and has also been restored appropriately, such as the restoration of sash windows in the Georgian style.

Works include a new opening between Ground Floor and Basement to allow for a new fresh air duct. These works relate to the fabric associated with the flat roofed rear extension, itself of no interest. It is considered that these works would therefore not affect the special architectural or historic interest of the listed building, or affect an appreciation of its heritage significance.

External works include the replacement of existing condenser units, with the addition of one more unit, attached to the party wall with 34 Great Queen Street. It is considered that this location offers a discrete position for the units, and are necessary to allow the functioning of the commercial space as a restaurant.

This Heritage Statement has demonstrated that the proposals for 35 Great Queen Street are grounded in a detailed understanding of its heritage

significance as a Grade II\* listed building located within the Seven Dials Conservation Area. It is considered that the proposals have been designed with due regard to the historic environment and comply with national, strategic and local policy for development affecting the historic environment. We therefore invite the Council to grant Planning Permission and Listed Building Consent for this scheme.

## APPENDICES

### APPENDIX A: STATUTORY LISTING DESCRIPTIONS

33, 34 AND 35, GREAT QUEEN STREET

List entry Number: 1113215

Grade: II\*

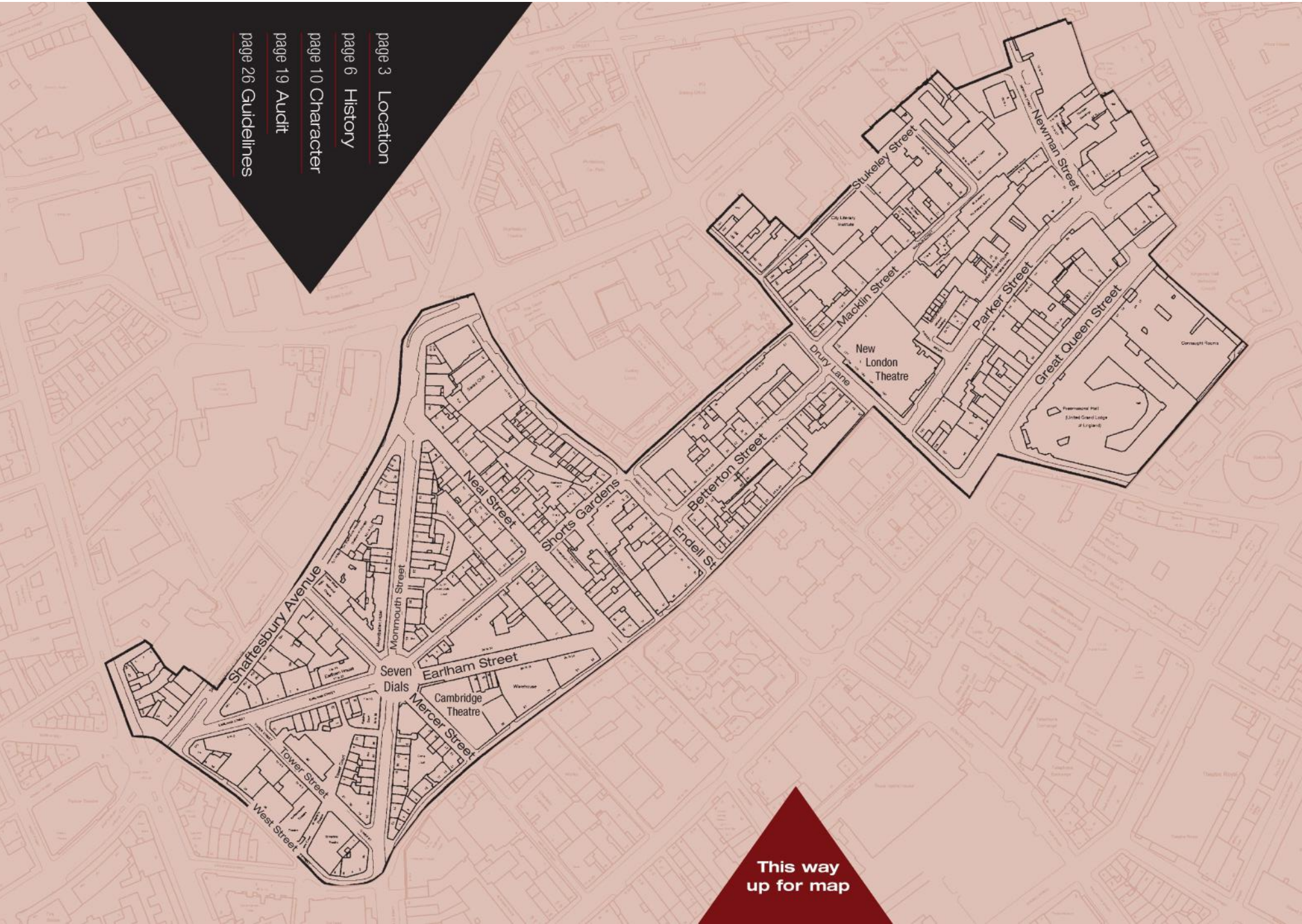
Date first listed: 24-Oct-1951

Terrace of 3 houses. c1710. Brown brick with red brick cornices below parapets. Moulded brick band at 2nd floor. Tiled roofs (No.33 slated) with dormers. 3 storeys and attics. 3 windows each. Red brick dressings and segmental arches to flush frame windows (Nos 34 & 35 C20). C20 shopfronts. No.33: C20 reproduction of original earlier C19 bow fronted shopfront. House doorway with fanlight and panelled door. INTERIOR: has good panelling. Staircase with closed string, turned balusters, column newels and moulded handrail.





APPENDIX B: SEVEN DIALS CONSERVATION AREA MAP



Cgms

[www.cgms.co.uk](http://www.cgms.co.uk)