

**UCL Laws:
Bentham House &
Gideon Schreier Wing
Revised Heritage
Statement**
Prepared for
University College London
April 2016



Alan Baxter

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1.0 Introduction

1.1 Purpose of this report

This report has been commissioned by University College London (UCL) and prepared by Alan Baxter Ltd (ABA). It concerns Bentham House and the adjoining Gideon Schreier Wing, which make up the UCL Laws Building. Bentham House is listed Grade II and both buildings are within the Bloomsbury Conservation Area in the London Borough of Camden.

In November 2014, listed building consent and planning permission were granted for external and internal alterations to Bentham House, and for the recladding, enlargement and extension of the Gideon Schreier Wing.

Since listed building consent and planning permission were granted, Levitt Bernstein Associates Limited on behalf of UCL, has put forward revised proposals for both buildings. These comprise a reconfigured fourth floor on the Gideon Schreier Wing, the reconfiguration and refurbishment of the fifth floor of Bentham House (described as the attic floor in the statutory list description), and the re-wiring of Bentham House.

This report accompanies planning and listed building consent applications for the new proposals. It provides a statement of the significance of the site, describes the impact on that significance of the proposals, and provides a reasoned justification for them in the light of current policies for the protection of the historic environment.

The proposals have been developed by Levitt Bernstein Associates Limited and this report should be read in conjunction with their drawings and Design and Access Statement.

The planning and listed building consent applications are being submitted separately. This report is designed to accompany both planning and listed building consent applications.

1.2 Methodology and limitations

ABA has already produced a Heritage Statement (August 2014) and a Statement of Significance (June 2013). It has also undertaken an Assessment of Listability (September 2013) for Bentham House and the Gideon Schreier Wing. Much of the research from these reports is used for this revised Heritage Statement.

This report is based on a site visit undertaken in January 2016. The description of the site, its history and the buildings is based on that visit, and previous site visits undertaken in May 2014 and May 2012, and on desk-top and archival research.

A pre-application meeting was held with the London Borough of Camden (the Council) on 17 February 2016. A site visit with the Council to Bentham House took place on 16 March 2016.

The background for the site's development has been taken from the previous Heritage Statement and appended to this report.

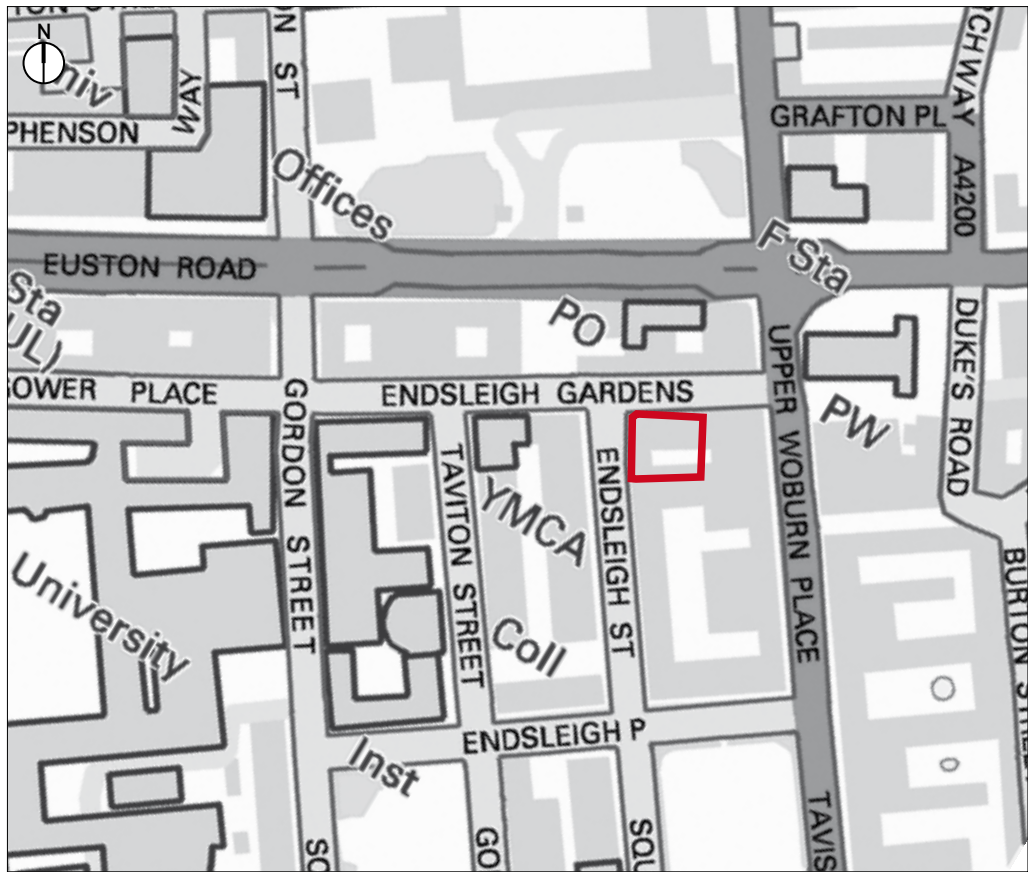
Chapter 2 of this report outlines the history of the buildings, and describes their current condition and appearance, which also deals with the heritage designations that apply to the site.

The significance of the buildings is then assessed in Chapter 3, with reference to Historic England's (formerly English Heritage) *Conservation Principles* (2008). Coloured plans have been produced, illustrating our conclusions about the building's fabric and its different levels of significance.

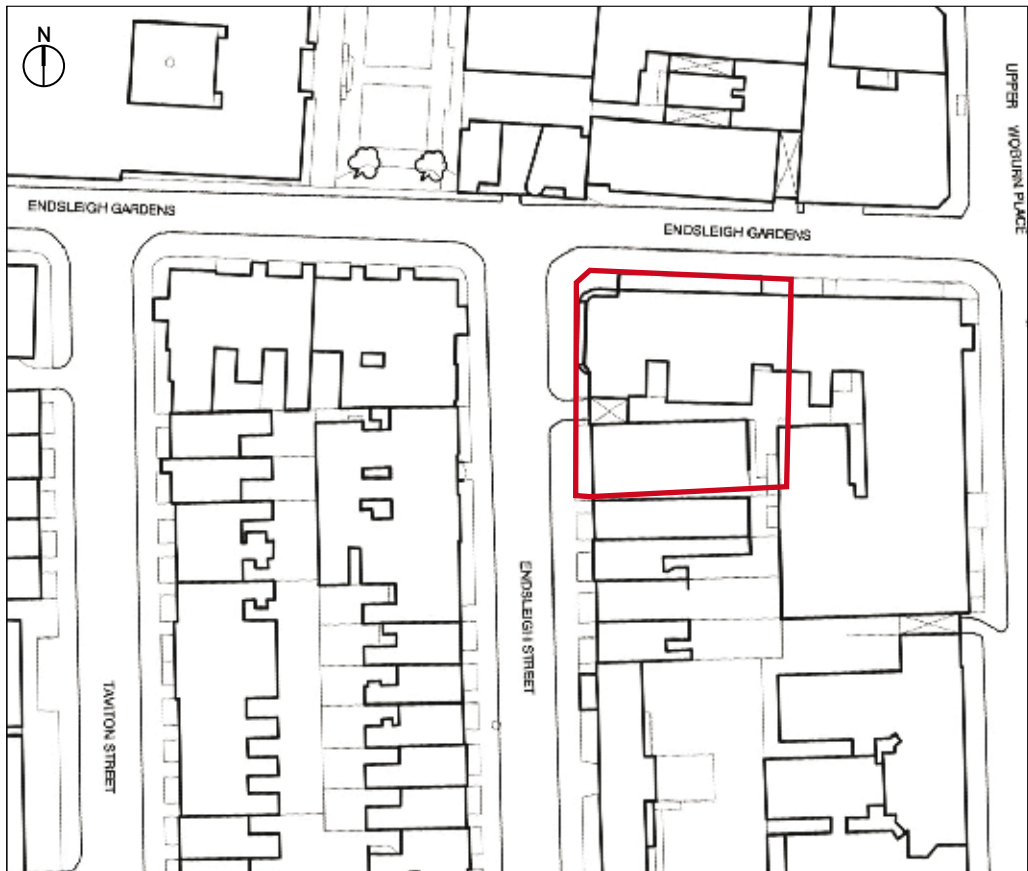
Chapter 4 outlines the relevant national and local planning policy that will be considered in the assessment of the proposals.

Chapter 5 assesses the impact of the proposals on the significance of Bentham House itself, as well as the buildings and on the Conservation Area that forms their context.

The Historic Environment Record (HER) was consulted in January 2016 in accordance with the advice given in paragraph 128 of the National Planning Policy Framework (NPPF; see Chapter 4). However, this report deals only with the built heritage of the site and does not examine any archaeology.



Location Plan



Site Plan

2.0 Understanding the asset

2.1 The site

Bentham House occupies the corner site of Endsleigh Street and Endsleigh Gardens, a block to the south of Euston Road. The Gideon Schreier Wing is the adjacent building to the south on Endsleigh Street.

The two buildings are connected internally and both are part of the Faculty of Laws redevelopment project. But the list description for Bentham House is clear that only H. and H. Martin Lidbetter's Bentham House of 1953–57 is listed at Grade II. This is confirmed by Historic England's (then English Heritage) letter of 19 August 2014: 'The adjacent Gideon Schreier Wing, which was designed by Richard Seifert and constructed in 1969, is not included in the listing.'

2.2 Bentham House

Bentham House

Bentham House is Art Deco in style and comprises five storeys over a basement, with the main, recessed entrance at the west end of the Endsleigh Gardens elevation. The street façade is clad with Portland stone, the ground floor being rusticated and the upper levels ashlar. The rear façade is predominantly brick with some Portland stone detailing.

The Endsleigh Gardens elevation, which is of 11 bays, has a slated mansard roof at fifth floor level, with a projecting tower at each end. The Endsleigh Street façade is of seven bays, in two distinct parts. The northern part is of five storeys, the fifth floor forming the return to the taller Endsleigh Gardens tower. It also has a first-floor balconette and portico at ground floor. The southern part is lower and set back, adding to the impact of the corner tower. Carved panels depicting workers embellish the upper parts of each façade.

Internally, there is an entrance lobby with polished-stone panelled walls. There are open lecture halls, including the Moot Court, at ground and basement levels. The upper floors are formed of cellular offices on either side of a central corridor. The ground to third floors are timber panelled throughout, while the upper floors and basement have more basic interior decoration. Many original fittings survive, including Crittall-type metal-framed windows and bronze window and door furniture.



Bentham House before the start of building works (2014)

2.3 Gideon Schreier Wing

The Gideon Schreier Wing

The Gideon Schreier Wing was built in the Modernist style, comprising four storeys plus mansard over a basement, with the main entrance at the southern end of the street elevation, approached by a wide flight of steps. The front façade, currently covered by scaffolding and hoarding, was originally formed of projecting arches, concrete panels and continuous fenestration. The rear façade is plain brick. The interiors, which have been stripped out, contained no features of note.



Gideon Schreier Wing before the start of building works (2014)

2.4 Designations

Bentham House was listed at Grade II in 2014 (see Appendix 1). This means that works to the interior or exterior that affect its special character are subject to statutory controls, through listed building consent.

The site lies within the Bloomsbury Conservation Area, designated by the Council in 1968, with later extensions. It forms part of the Gordon Square / Woburn Square / Byng Place sub area of the conservation area (Sub Area 2). The sub area is predominantly occupied by early nineteenth-century terracing but with some later redevelopment.

Bentham House is identified as a 'positive contributor' to the character and appearance of the Bloomsbury Conservation Area in the Council's Bloomsbury Conservation Area Appraisal and Management Strategy (adopted 18 April 2011). The Gideon Schreier Wing is seen to be of neutral quality, making no particular contribution to the character and appearance of the conservation area.

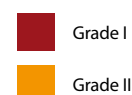
Both the listed building and the conservation area are designated heritage assets as defined in Annex 2 of the NPPF.

Neighbouring listed buildings

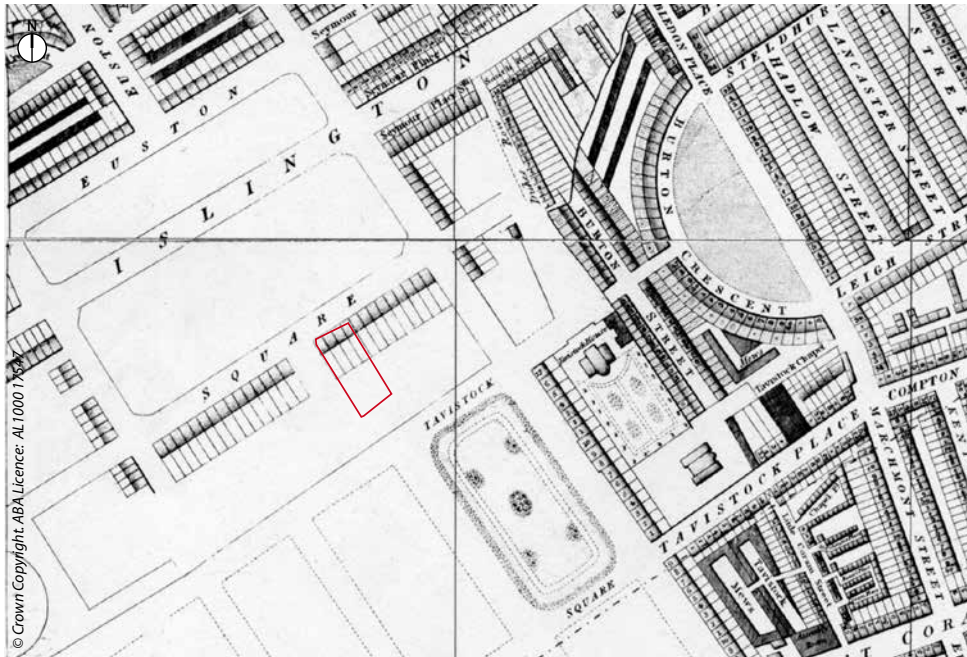
The neighbouring buildings on both sides are listed. Nos. 3–6 Endsleigh Street to the south are Grade II listed, including their railings, as are Nos. 13–23, on the western side of the street. Both are rows of brick terraced houses built by Thomas Cubitt in the 1820s. To the east is the Cora Hotel, at Nos. 1–3 Endsleigh Street and Upper Woburn Place; this was originally a terrace of houses, erected by Cubitt, and is also listed Grade II.



Neighbouring listed buildings



2.5 History: the development of Bloomsbury



The site prior to development, as shown in Horwood's map of 1815

Horwood's map of 1815 shows the site immediately prior to development. The streets and squares of Bloomsbury were laid out from the late-eighteenth century, and built up with terraced town houses as shown on the map below. Endsleigh Street and Endsleigh Gardens formed part of this development. Their brick terraces were built by the master builder Thomas Cubitt, around the 1820s. Cubitt is recognised as one of the most important builders of the late Georgian period, working on high quality speculative developments around the present-day boroughs of Camden and Islington, as well as Belgravia and Pimlico, in the City of Westminster.



1876-78 OS map, showing Bloomsbury built up with rows of residential terraces

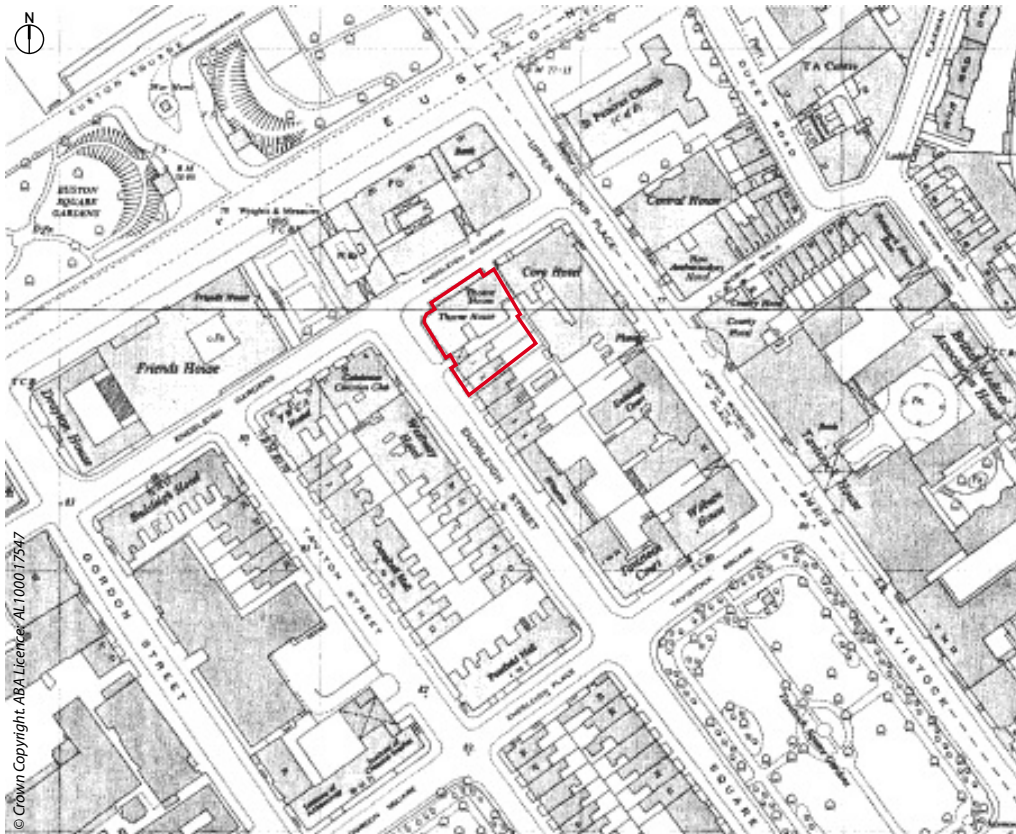


1916 OS map, showing little change to the nineteenth-century terraced housing on the site

The National Union of General and Municipal Workers (NUGMW) reportedly bought up the terraced houses which formed the corner of Endsleigh Gardens and Endsleigh Street, with the intention of demolishing them and erecting a new headquarters on the site. The building was opened in 1957.



1954 OS map, showing the site immediately prior to the building of Thorne House



1965-70 OS map, showing the site following the building of Thorne House for the NUGMW

2.6 Establishment of UCL

In the early-nineteenth century, Oxford and Cambridge were the only universities in England and both restricted admittance to students who were Anglican. UCL was established in 1826 in order to provide an education to all students regardless of their religion. It was also the first university to admit women on equal terms with men.

In 1826 a public advertisement appeared seeking designs for the new college buildings; those submitted by William Wilkins were judged the best. Wilkins built the main block in 1827–29, with later additions at various points later in the nineteenth century. The next major building phase was in the early-twentieth century, when the new Physiology Department facility, chemistry building and Bartlett School of Architecture were all erected.

Later in the twentieth century, UCL needed to expand further; it tended to acquire existing buildings within Bloomsbury, rather than commissioning purpose-built accommodation.

2.7 National Union of General and Municipal Workers and Thorne House

The NUGMW was founded in 1924 with the amalgamation of various other unions from around the UK, all of which had come to being separately in the late Victorian period. This included the National Union of Gas Workers and General Labourers, which had been co-founded by Will Thorne in 1889. Thorne was the Gasworkers' Union's first General Secretary and his name would later be given to the Endsleigh Street building.

It was built to the design of the architects Hubert and Hubert Martin Lidbetter (H. and H. Martin Lidbetter), a father and son architectural practice. In style, it harks back to the inter-war period, not only in the architectural detailing of its exterior, redolent of Art Deco, but in the highly stylised aesthetic of the six stone carved panels, with their six different depictions of 'the worker'. The panels were the work of the sculptor Esmond Burton. The interiors included a series of larger rooms at ground-floor level, including a debating chamber (now the Moot Court), and a series of office spaces opening off a central corridor at upper levels, with extensive use of timber panelling.

A question remains over whether this was a pre-war design which was delayed by the shortage of funds and materials and the freeze on building caused by the Second World War, or whether it was an unprogressive design drawn up in the post-war years. It is known that Hubert Lidbetter prepared a proposal for a Thorne House in 1928, a drawing of which survives in the collections of the RIBA. However, the drawing is for a building on Euston Road, seemingly a site alongside Lidbetter's Friends Meeting House of 1927. In addition to the different location, the design is completely different from that of the Thorne House erected on Endsleigh Street. Rather than the Art Deco exterior, the drawing shows a building in a style similar to that used at the Friends House: neo-Georgian, predominantly brick clad with stone ashlar entrance, dressings and rusticated ground floor. Though the name strongly suggests the 1928 drawing was an alternative design for the NUGMW, it is still impossible to know when the executed design for the headquarters was designed.



Sir Thomas Williamson, General Secretary of the Union at the unveiling of the commemorative plaque in the entrance lobby, 1957

2.8 UCL and Bentham House

The NUGMW did not occupy Thorne House for long. It moved out in 1964, only seven years after the building opened to new premises in south-west London. The building was purchased by UCL in 1964 for £550,000. At the time, there was a prohibition in place that prevented UCL from spending money on new buildings but Lord Lloyd, a member of the House of Lords, persuaded the Minister for Culture to accept a variation to lift the ban provided certain time constraints could be met in agreeing a purchase. Lord Lloyd was also responsible for raising an extra £50,000 for the purchase which had not been met by the Government.

The UCL Faculty of Laws came to occupy the building the following year, although the fourth floor continued to be occupied for a short time longer by a tenant, the Union of Medical Practitioners. The chimneypiece and lower-quality panelling in the north-west corner room on the fourth floor may have been installed by this tenant.

UCL renamed the building Bentham House in recognition of the College's close association with the philosopher and reformer, Jeremy Bentham (1748–1832). UCL also carried out some physical changes to the building, putting new facilities into the basement, which they reportedly found as an all-but-empty void, the only features two domestic gas stoves in the centre. However, little else required modification to suit the needs of the new occupants. The existing Union debating chamber on the ground floor provided the layout for a Moot Court for the law students, while the arrangement of offices on the upper floors allowed the academic staff to readily occupy the space.

The basement levels of Bentham House have been refurbished and modernised in recent years.

2.9 B'nai B'rith Hillel House

No. 1-2 Endsleigh Street was built as B'nai B'rith Hillel House, and opened in 1971, replacing more of the terraced houses on this street. Hillel House was erected to the designs of R. Seifert & Partners. Hillel is a foundation for the support of Jewish students, established under the sponsorship of B'nai B'rith, an organisation committed to the continuity of the Jewish people and action against anti-Semitism. The new building was intended to meet the demands of a growing Jewish student population in London, with the provision of accommodation and support.

2.10 UCL and Gideon Schreier Wing

At the beginning of the twenty-first century, Hillel House was acquired by UCL, to enable the expansion of its Laws building. The purchase of the lease was made possible by a donation from Gideon Schreier (businessman and son of Sir Bernard Schreier) after whom the building was renamed. An internal connection was made between Bentham House and the Gideon Schreier Wing via an opening in the party wall at first-floor level and the interiors of the newly acquired building were extensively remodelled.



Timber panelling on third floor corridor of Bentham House



Detail of Bentham House exterior



Exterior sculpture by Burton

3.0

Assessment of significance

3.1 Introduction

Assessing 'significance' is the means by which the cultural importance of a place and its component parts is identified and compared, both absolutely and relatively. The purpose of this is not merely academic; it is essential for effective conservation and management, because the identification of areas and aspects of higher and lower significance, based on a thorough understanding of a place, enables policies and proposals to be developed which protect, respect and where possible enhance its character and cultural values.

The assessment can assist the identification of areas where only minimal changes should be considered, as well as locations where change might enhance understanding and appreciation of the site's significance. Any changes will need to be carefully designed to ensure that significant features are not compromised, and will be judged within the legislative context governing the historic environment.

The *National Planning Policy Framework* (NPPF) places the concept of significance at the heart of the planning process. Its definition of significance is:

The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic.

Archaeological interest is defined in the NPPF as follows:

There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.

Commonly used definitions of architectural, artistic and historic interest are as follows:

- *Architectural Interest: These are the interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.*
- *Historic Interest: An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide an emotional meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.*

These definitions are used for the assessment in this section. We have also taken into account Historic England's (then English Heritage) *Conservation Principles*, which defines broadly similar heritage values that make up significance: evidential, historical, aesthetic and communal value.

- **Evidential value:** that it yields primary evidence about the past. It can be natural or man-made and applies particularly to archaeological deposits, but also to other situations where there is no relevant written record.

- **Historical value:** relates to the way the present can be connected through a place to past people, events and aspects of life. Illustrative historical value illustrates some aspect of the past, but unlike evidential value may not provide unique evidence. Associative historical value is where a place is associated with an important person, event, or movement
- **Aesthetic value:** relates to the way in which people derive sensory and intellectual stimulation from a place. Design value is created by the conscious design and stewardship of a building, structure or landscape. Artistic value derives from the creation of a work of art in which the designer is also in significant part the craftsman. Some aesthetic values develop more or less fortuitously over time e.g. the organic form of an urban or rural landscape, the relationship of vernacular buildings to their setting. Aesthetic value resulting from the action of nature on human work, particularly the changing appearance of a place through the passage of time ('the patina of age')
- **Communal value:** relates the meanings of a place for people and their collective experiences or memories of it. Commemorative/symbolic value often symbolizes positive or negative aspects relating to the history of a place, or buildings, structures or landscapes that have specifically been created to commemorate a particular historical event or person. Social value is associated with places that are perceived as a source of identity, social interaction, and coherence, and often are public places. Spiritual value attached to places associated with organised religion or perceptions of the spirit of a place, including places of worship.

The assessment of significance is usually an amalgam of these different values, and the balance between them will vary from one case to the next. What is important, in the light of the Historic England guidance, is that all these different forms of value have been considered.

Significance derives not only from a heritage asset's physical presence, but also from its setting, as defined in the NPPF as follows;

The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

The assessment of significance that follows applies these values to the understanding of Bentham House and the Gideon Schrier wing.

3.2 Summary Statement of Significance

Based on the Historical Development of the site outlined above, and using the criteria set out in the NPPF, the significance of Bentham House is;

- Architecturally significant as a well-preserved and stylish example of post-war classicism. It is little altered, and the high-quality interiors remain largely intact.
- Historically significant as a example of a purpose-built headquarters for the General and Municipal Workers Union, at a time where union size and strength was increasing. There are few other surviving examples of surviving trade union buildings, especially one which has this degree of preservation.
- Artistic significance is evident in the carved reliefs by the sculptor Esmond Burton, reflecting the purpose of the building by depicting various trade.

3.3 Designations

The decision in 2014 to list Bentham House at Grade II confirms its significance. It was listed for the following reasons:

- Architectural interest: with its skilful and creative handling of form and detail, the building is a stylish example of post-war classicism;
- Historic interest: it is a rare example of a purpose-built union headquarters of architectural note, constructed at a time when union size and strength was building to its peak, in a location favoured by such organisations;
- Artistic interest: Burton's bold, expressive, carvings have high artistic interest and enliven the building's façades, as well as celebrating its original function;
- Quality of materials: the building employs a high quality of materials both externally and in the main internal spaces;
- Interior survival: the principal interior interest lies in the handsomely fitted main entrance lobbies, stair towers, and the Moot Court (formerly the council chamber).

It is described in the Bloomsbury Conservation Area Appraisal and Management Strategy as 'a notable university building' which is 'finely detailed with neo-Georgian and Art Deco influences, the proportions of which reflect those of its 19th century neighbours' (paragraph 5.17). The appraisal continues: 'The corner of Bentham House is expressed by an angled entrance forming a focal point in the street scene, and the building is terminated in Endsleigh Gardens and Endsleigh Street by projecting towers.'

The Gideon Schreier Wing is not listed and is described in the Appraisal and Management Strategy as 'a modern insertion of neutral quality, comprising four storeys with projecting, arched concrete panels above which is of appropriate height and massing' (paragraph 5.14).

3.4 Statement of Significance

In accordance with standard conservation practice, we have assessed the significance of the Laws Building according to five levels of significance. In descending order of interest, these are:

- High significance: known surviving fabric, including the interiors of the entrance lobbies, stair towers and Moot Court.
- Significance: fabric which remains unaltered but is secondary to the high status rooms and front façade.
- Some significance: fabric which has been designed as service space, with associated decoration.
- Neutral: fabric which is not of architectural, artistic or historic significance
- Detracts: modern and unsympathetic alterations or insertions, which detract from significance.

3.5 Archaeological interest

ABA have not assessed the archaeological significance of the site. Our previous Heritage Statement (August 2014) noted that it may be appropriate for an archaeologist to carry out a watching brief at site investigation stage.

3.6 Architectural and artistic interest

3.6.1 Bentham House: exterior

Bentham House was built to the designs of H. and H. Martin Lidbetter, a recognised but not highly notable architectural practice. Although associated particularly with the Society of Friends and the nearby Friends House, they also designed other public buildings and were known to work in other architectural styles, of which Bentham House is a high-quality example. The exterior of Bentham House is in an Art Deco style, though old-fashioned by 1956 – 57 when it was built.

It is a fine building, with its raised corner block defining the principal entrance and giving the design prominence in the streetscape. Burton's stone panels provide added interest with that on the south façade being particularly visible in long views along Endsleigh Street. The design and decoration of the building have high architectural and artistic interest.

High-quality materials were used at Bentham House, with good quality workmanship. Externally, this includes the Portland stone exterior to the façades fronting the street and some surviving brass-framed windows.



Bentham House and Gideon Schreier Wing in January 2016

The rear façade is utilitarian, executed in brick with some simple Portland stone detailing at the upper levels and to the Moot Court; they are of lesser aesthetic interest than the street façades.

The principal exterior elevations of Bentham House have high significance. The rear façade has some significance, but the additions of plant rooms and services clutter detract from significance.



Detail of Bentham House elevation on Endsleigh Gardens



Bentham House rear elevation

3.6.2 Bentham House: interior

The ground floor is of principal interest. An entrance lobby lined with polished stone leads to a finely-detailed stair that wraps around an original lift shaft. There is a commemorative panel on one wall, and bronze grilles to the doors and the lift enclosure. The Moot Court is the most impressive space on this floor; it survives intact with fine timber panelling, benches and brass detailing. These spaces have **high significance**.

The upper floors of the interior are simple and uniform but well designed and a good example of postwar office fit-out. The office spaces vary slightly in layout and incorporate features such as fitted shelving.

The partitions between the offices appear to have been designed to be movable so that the sizes of the offices could be varied. UCL has taken advantage of these semi-permanent partitions since it moved in to Bentham House in the 1960s. For example, the third floor was converted to an open plan configuration to accommodate the Law Library. When the library moved, the third floor was reconfigured to accommodate offices. The alteration of partitions has resulted in a number of locked off doors in Bentham House. The unaltered spaces have **significance**.



Moot Court

The list description describes the hierarchy of spaces, and notes that ‘the smaller offices are relatively little-altered in layout and character, but are modest and are of lesser interest. The basement, sub-basement and attic floors have been remodelled to various extents, and again, are of lesser interest.’

The upper floors are plain with no features of note, while the basement spaces have been almost entirely refitted, though some of the plan form remains. This reflects the hierarchy of floors, in which the ground floor and those immediately above were designed to be the most impressive, while the basement and upper levels were intended as lower-ranking and service areas. Most of these spaces have **neutral significance**, with some areas where unsympathetic alterations have been made detracting from **significance**.

Internally, bronze and brass fittings survive in various locations and as well as timber parquet and terrazzo flooring in circulation spaces. The internal panelling from ground to third floors, although not elaborate or made of expensive wood, is consistent and well-preserved.



Staircase in north-east corner

3.6.3 Gideon Schreier Wing

The Gideon Schreier Wing was built to the designs of R. Seifert & Partners. The output of Seifert was very high and, though some of his buildings have now been recognised as significant, the sheer volume of his work means that the quality and interest varied. Although he worked on various building types, he is particularly recognised for his tall towers. As an example of his work, the Gideon Schreier Wing is not of remarkable quality or architectural interest but, in contrast with his infamous tall buildings, it pays heed to the scale of the surrounding streetscape.

The exterior (currently covered by scaffolding and hoarding) made sculptural use of concrete, in the manner typical of its period, but the material Seifert used was not particularly appropriate to the local area. The bronze roof, however, did make reference to the use of this material on some of the neighbouring buildings. The arched concrete detailing of the exterior was also expressed internally. The interiors of the building, which have now been stripped out, contained no features of architectural or artistic interest.

The Gideon Schreier Wing is therefore of **neutral significance**.



Interior of Gideon Schreier Wing: first floor interior stripped out in 2016

3.7 Historic interest

3.7.1 Bentham House

The building was originally named Thorne House, after the founder of the Gas Workers Union. That association was broken when UCL renamed it after Jeremy Bentham, making a clear, new connection with UCL's own history. In its original incarnation, Bentham House has social history interest as a purpose-built headquarters for the General and Municipal Workers Union. There are few other surviving examples of trade union buildings. Many of these are earlier examples but not necessarily the same state of preservation internally. The trade union association is well reflected in the exterior reliefs by Burton, and in the interior by the Moot Court, a well-preserved debating chamber.

It is unlikely that the building has historic significance as the site of important events in the history of the trade union: the Union occupied it for a short time, between 1957 and 1965. For most of its life the building has been associated with UCL and no specific event has been identified with the site.

3.7.2 Gideon Schreier Wing

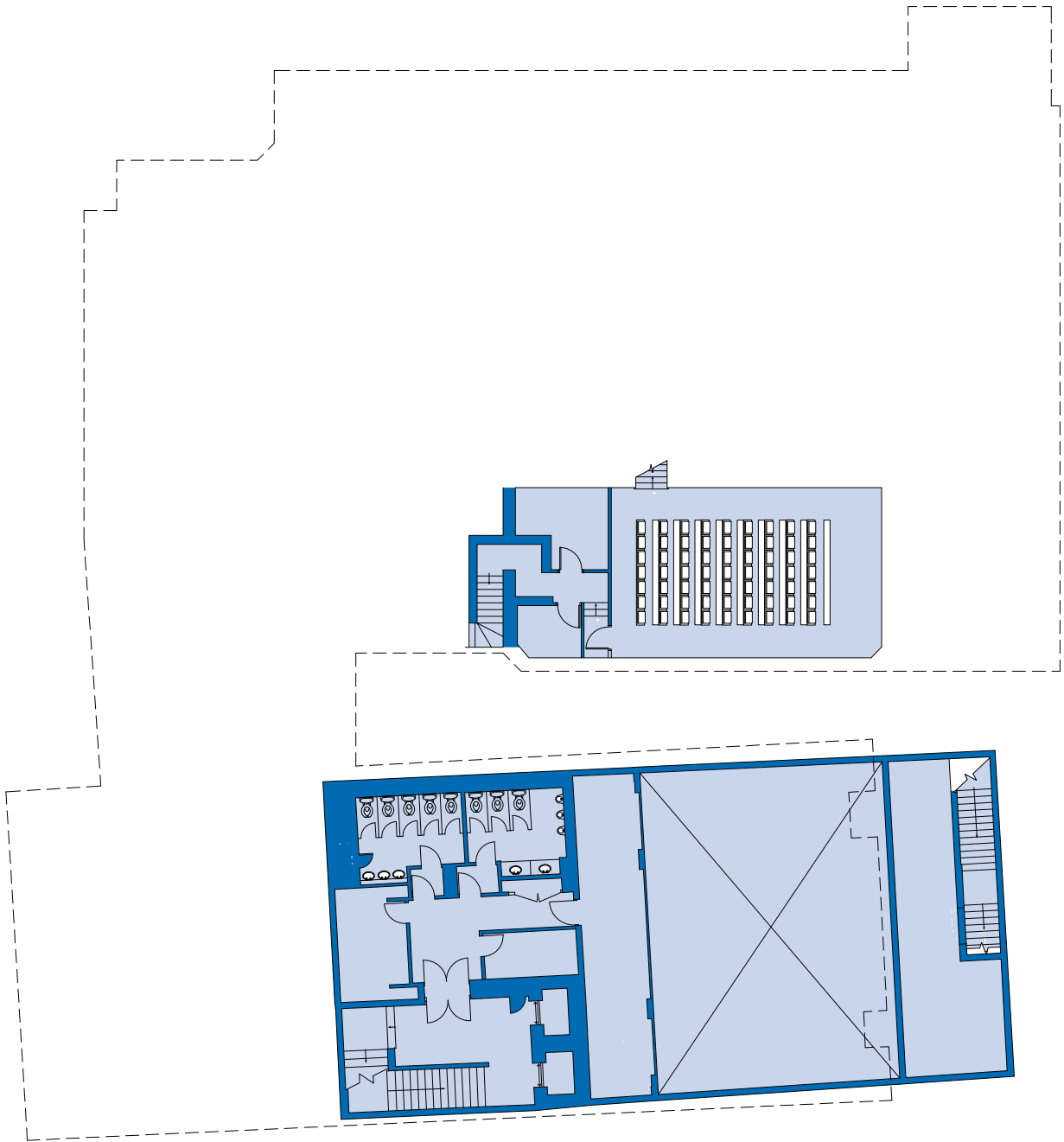
The building was originally established as B'nai B'rith Hillel House, to provide support for Jewish students in London. It thus reflects the growth of this community around the middle of the twentieth century. However, no events of particular significance were known to have occurred here and the recent renaming of the building has broken the clear association with the Hillel organisation.

3.8 Significance drawings

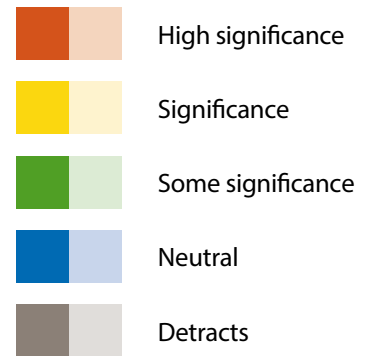
Beginning on the following page is a series of floor plans in which the significance of the different parts of the site is expressed graphically. Significance is ascribed to the plan form and spaces as a whole, and individual features are not considered separately. As it has not been possible to go into all the rooms on our site visits, the significance of some spaces has been determined on the assumption that the spaces are similar to others on the same floor and designed for the same purpose (e.g. all the third-floor offices have neutral significance).

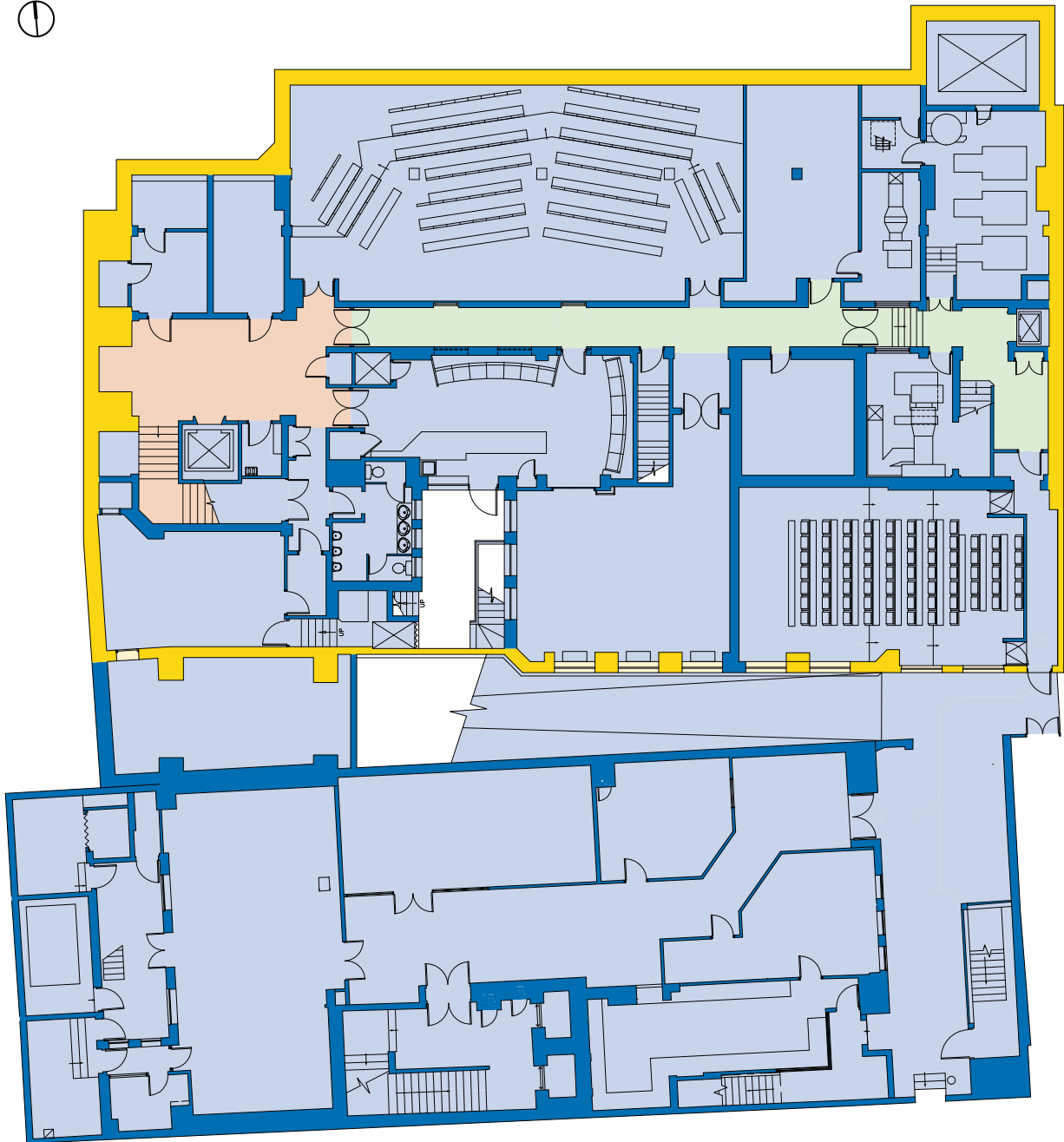


3.0 Significance



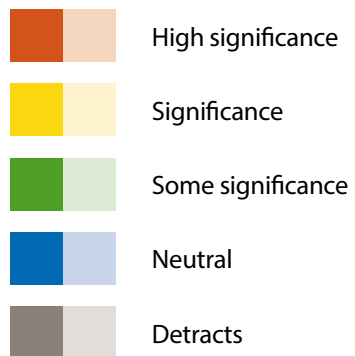
Sub-basement

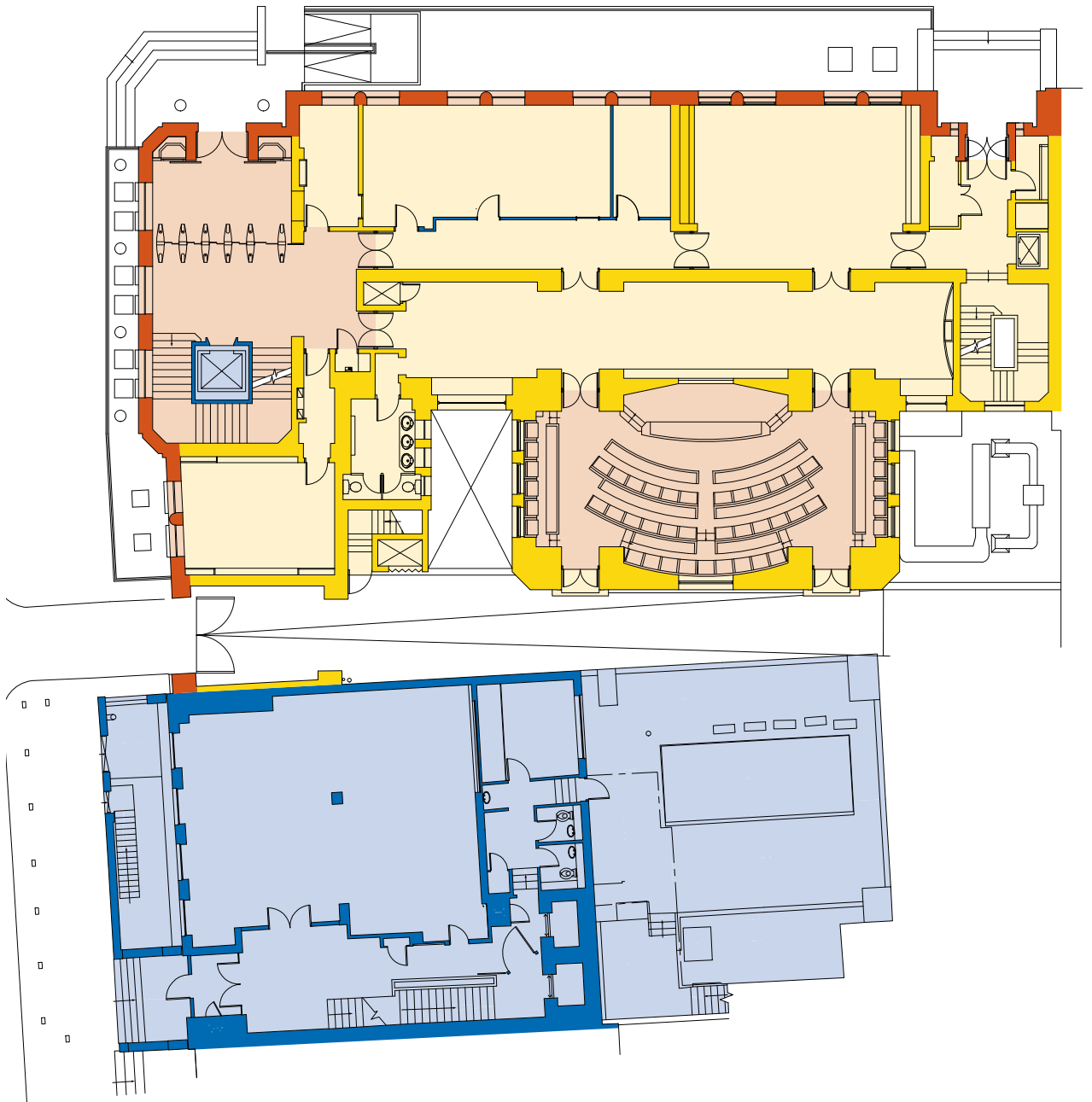




3.0 Significance






Basement

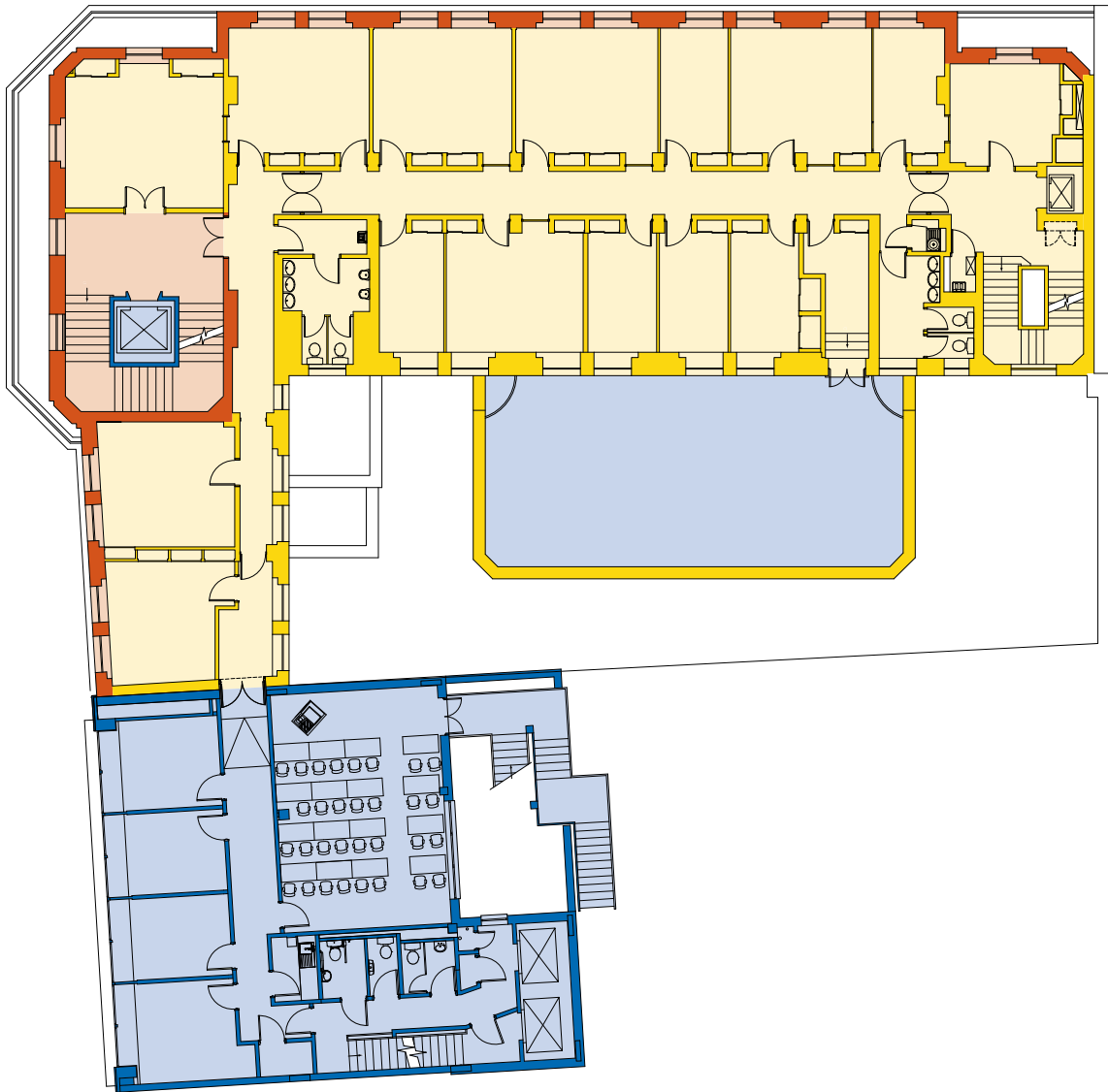









3.0 Significance

Ground floor

-  High significance
-  Significance
-  Some significance
-  Neutral
-  Detracts



First floor

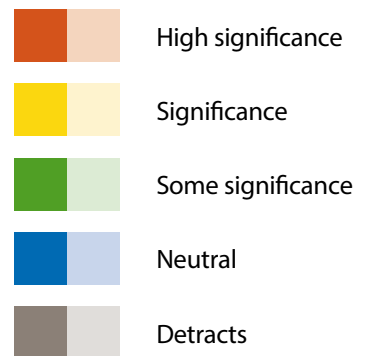
-  High significance
-  Significance
-  Some significance
-  Neutral
-  Detracts



3.0 Significance

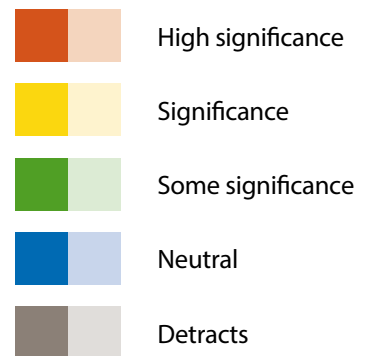


Second floor



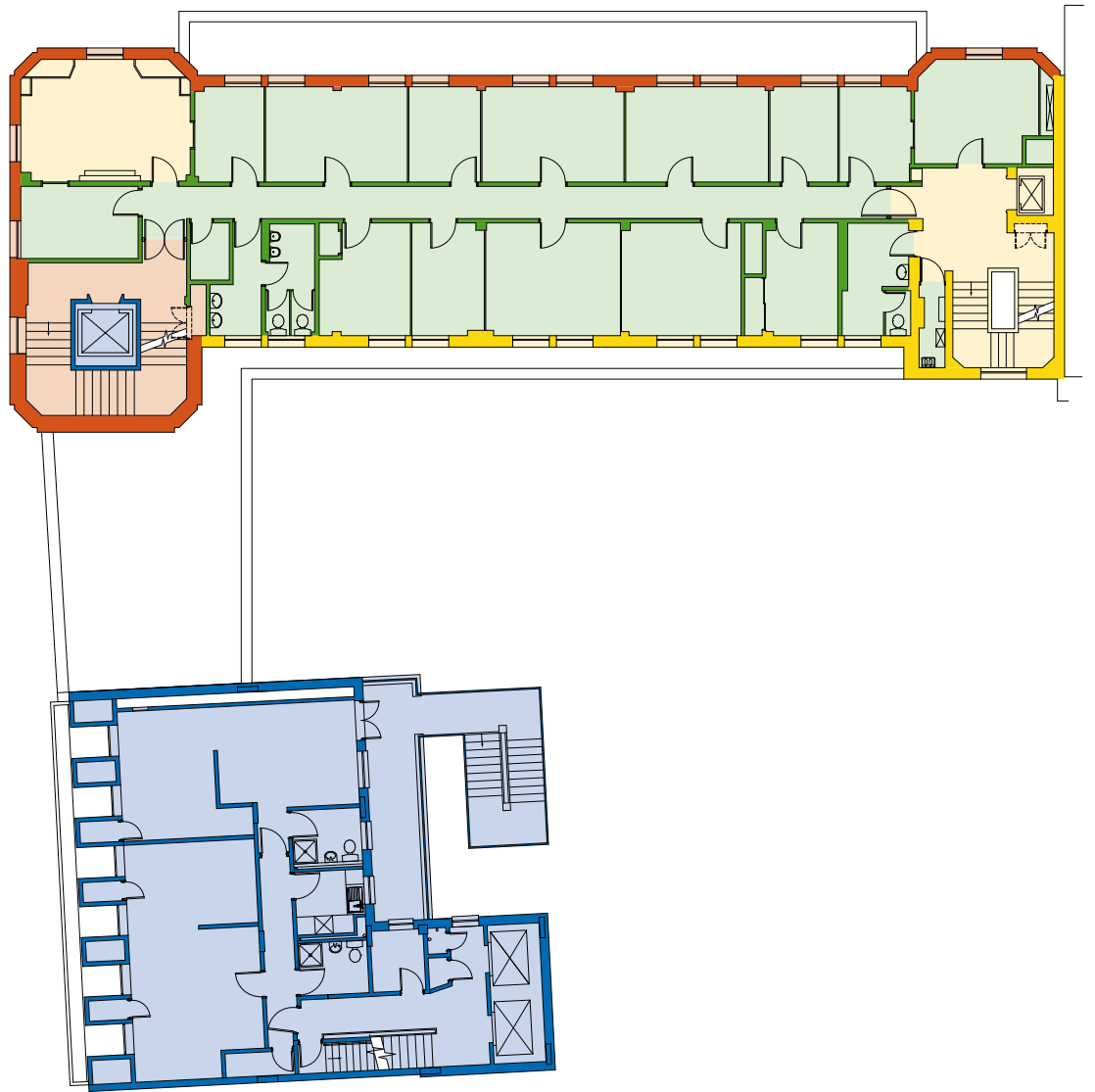


Third floor

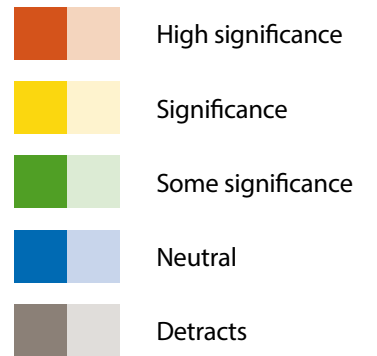


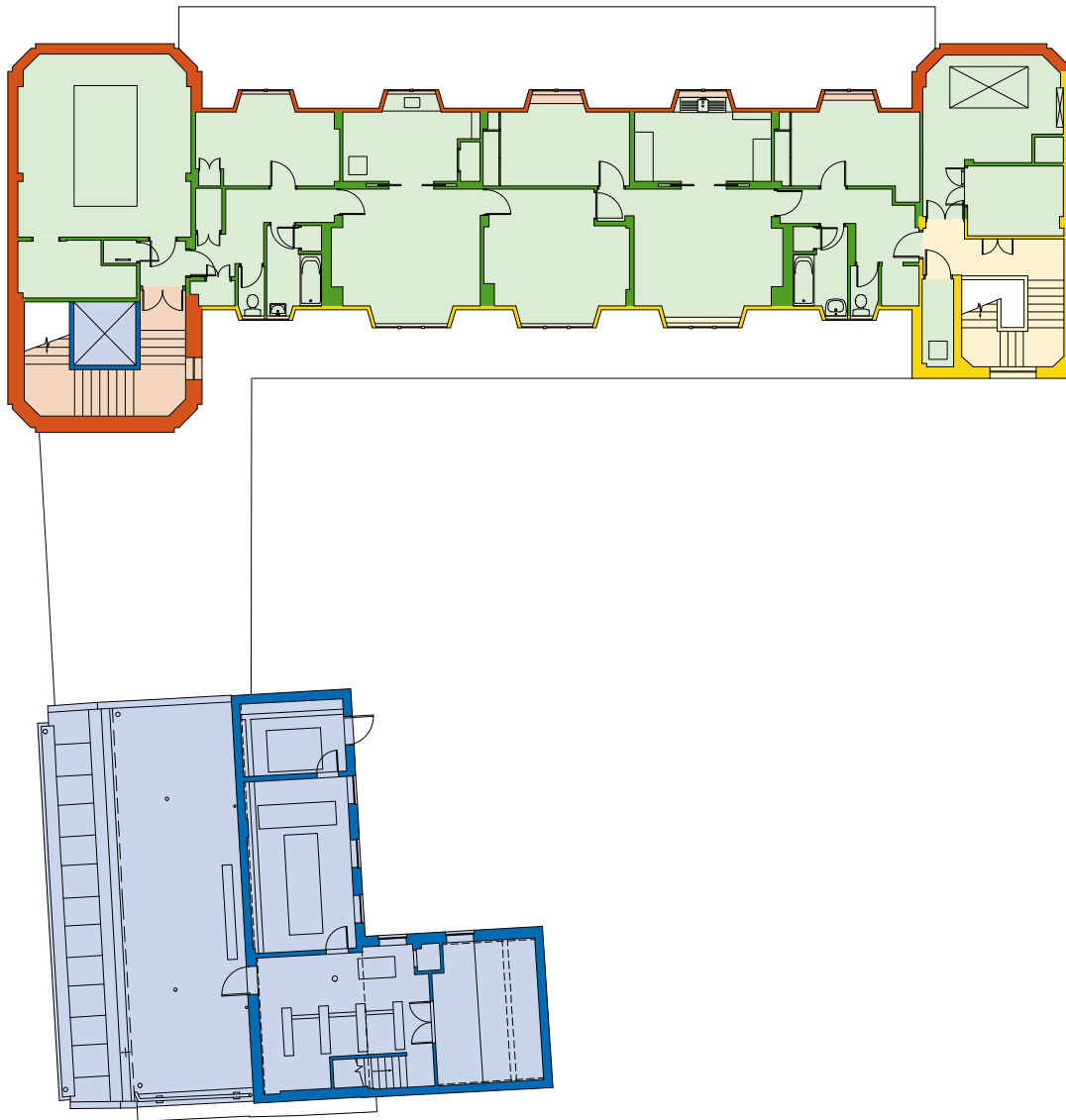


3.0 Significance








Fourth floor





Fifth floor

-  High significance
-  Significance
-  Some significance
-  Neutral
-  Detracts

4.0 Planning policy context

4.1 Legislation

Listed buildings and conservation areas are subject to the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990 (to be referred to as 'the Act'). Further detail and guidance regarding the application of the Act is provided in the National Planning Policy Framework (NPPF) and the Planning Practice Guidance. Both the NPPF and the Planning Practice Guide are material considerations for all applications (for planning permission and listed building consent) concerning what are termed 'heritage assets'.

In addition, there are local policies which are either London-wide (part of the London Plan) or have been adopted by the Council as part of their development plan. In Camden's case this is their adopted Camden Local Development Framework and Camden Planning Guidance.

4.2 National Planning Policy Framework (NPPF)

The NPPF was published in March 2012 and replaces all previous government planning policy. Section 12 covers the historic environment and the policies most relevant to the proposals are:

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

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

132. 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. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

133. 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 loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

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

134. 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 securing its optimum viable use.

4.3 The London Plan

On July 2011, the Mayor published an updated spatial strategy for London, the London Plan. Subsequent amendments to this plan include the Further Alterations to the London Plan (2015).

Policy 7.8 addresses heritage assets and the historic environment. At a strategic level, this states:

London's heritage assets and historic environment, including listed buildings, registered historic parks and gardens and other natural and historic landscapes, conservation areas, World Heritage Sites, registered battlefields, scheduled monuments, archaeological remains and memorials should be identified, so that the desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping can be taken into account.

Regarding planning decisions, policy 7.8 states:

Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.

Development should identify value, conserve, restore, re-use and incorporate heritage assets, where appropriate.

4.4 Camden Local Development Framework

The Council's Local Development Framework replaced its Unitary Development Plan in November 2010. Reflecting national planning policy and the London Plan, it includes two key policy documents: the Core Strategy (CS) and Camden Development Policies (DP). Camden's planning policy is supplemented by a suite of Camden Planning Guidance documents. Relevant policies contained in these documents are summarised below.

Core Strategy policies

Policy CS14 promotes high quality places and the conservation of Camden's heritage. It states:

14.11 We have a responsibility to preserve and, where possible, enhance our heritage of important areas and buildings. Policy DP25 in Camden Development Policies provides more detailed guidance on the Council's approach to protecting and enriching the range of features that make up our built heritage.

14.12 Architectural detail, materials, colour and structures such as walls can make a significant contribution to the appearance of an area, but can often be altered without the need for planning permission. Cumulatively, many minor building works can gradually erode the quality of an area and undermine the quality of conservation areas.

Development Policies

Policy DP24 addresses high quality design in development ‘including extensions to existing buildings’ which should ‘be of the highest standard of design’, consider the ‘character, setting, context, and the form and scale of neighbouring buildings’ and provide ‘visually interesting frontages at street level’ among other resolutions.

More detailed guidance on the Council’s approach to protecting and enhancing Camden’s heritage is to be found in DP25, Conserving Camden’s heritage. In order to maintain the character of conservation areas, the Council has resolved to:

- a) *take account of conservation area statements, appraisals and management plans when assessing applications within conservation areas;*
- b) *only permit development within conservation areas that preserves and enhances the character and appearance of the area, [...]*
- d) *not permit development outside of a conservation area that causes harm to the character and appearance of that conservation area; and*
- e) *prevent trees and garden spaces which contribute to the character of the conservation area and which provide a setting for Camden’s architectural heritage.*

In order to preserve or enhance listed buildings in the borough, the Council will:

- f) *only grant consent for a change of use or alterations and extensions to a listed building where it considers this would not cause harm to the special interest of the building; and*
- g) *not permit development that it considers would cause harm to the setting of a listed building.*

4.5 Camden Planning Guidance

Camden Planning Guidance 1 Design (CPG1, July 2015) was adopted in July 2011, updated in 2013 to include artworks, statues and memorials and again in 2015 to revise recycling and waste storage guidance.

2. Design Excellence

2.9 Good Design should:

- *positively enhance the character, history, archaeology and nature of existing buildings on the site and other buildings adjacent and in the surrounding area, and any strategic or local views. This is particularly important in conservation areas [...]*

2.12 Materials should:

- *form an integral part of the design process and should relate to the character and appearance of the area, particularly in conservation areas or within the setting of listed buildings. The durability of materials and understanding of how they will weather should be taken into consideration. The quality of a well designed building can be easily reduced by the use of poor quality or an unsympathetic palette of materials. We will encourage re-used and recycled materials, however these should be laid to ensure a suitable level accessible surface is provided. Further guidance is contained within CPG3 Sustainability (Sustainable use of materials).*

3. Heritage

Key Messages:

Camden has a rich architectural heritage and we have a responsibility to preserve, and where possible, enhance these areas and buildings.

- *We will only permit development within conservation areas that preserves and enhances the character and appearance of the area*
- *Our conservation area statements, appraisals and management plans contain more information on all the conservation areas*
- *Most works to alter a listed building are likely to require listed building consent*
- *The significance of 'Non-Designated Heritage Assets' (NDHAs) will be taken into account in decision-making*
- *Historic buildings can and should address sustainability and accessibility*

3.21 Some 'like for like' repairs and maintenance do not require listed building consent. However, where these would involve the removal of historic materials or architectural features, or would have an impact on the special architectural or historic interest of the building, consent will be required. If in doubt applicants should contact the Council for advice.

3.22 In assessing applications for listed building consent we have a statutory requirement to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. We will consider the impact of proposals on the historic significance of the building, including its features, such as:

- *original and historic materials and architectural features;*
- *original layout of rooms;*
- *structural integrity; and*
- *character and appearance.*

3.23 We will expect original or historic features to be retained and repairs to be in matching material. Proposals should seek to respond to the special historic and architectural constraints of the listed building, rather than significantly change them.

4.6 Bloomsbury Conservation Area Appraisal & Management Strategy

The Council adopted a management strategy for the Bloomsbury Conservation Area in April 2011.

The first part of the strategy addresses the Conservation Area Appraisal. Section 5.0 Character Analysis notes that the Conservation Area has been sub-divided into a series of character areas 'that generally share common characteristics to assist in defining those features that contribute to the area's special interest.

5.4 Alterations and extensions can have a detrimental impact either cumulatively or individually on the character and appearance of the area. Examples within the area include:

- *Inappropriate external painting, cleaning and pointing of brickwork.*
- *Inappropriate design of extensions including the size and proportions of openings.*
- *The use of inappropriate materials/ inappropriately detailed doors and windows.*
- *Inappropriate roof level extensions - particularly where these interrupt the consistency of a uniform terrace or the prevailing scale and character of a block, are overly prominent in the street.*
- *Extensions of excessive scale, massing or height.*
- *Addition of prominent roof level plant/ fire escapes that detract from both the building and character and appearance of the area.*
- *Satellite dishes and aerials*

Bentham House and the Gideon Schreier Wing are within Sub Area 2, Gordon Square/Woburn Square/Byng Place and are assessed within the Character Analysis at paragraphs 5.17 and 5.14. Paragraph 5.14 also describes the wider streetscape:

Looking north , the west side of Endsleigh Street continues this constant frontage of Cubitt's development [...] On the opposite side, the character and quality of the street varies but has a generally consistent building line defined by front boundary railings, with the roofscape accentuated by a strong parapet line. Tavistock Court returns around the corner and, in terms of scale and materials is related to the 20th century buildings facing Tavistock Square; it is a monumental Art-Deco-inspired interwar block of flats of eight storeys plus mansard attic floor [...] It is joined by a three-storey link to Winston House, an uninspiring mid-20th century residential block on the east side of Endsleigh Street, which is considered to be neutral in streetscape terms since its height and materials are consistent with adjoining 1825 development. The four grade II listed properties adjacent to Winston House are part of a Cubitt-designed terrace, and echo the details of the terrace opposite with the exception of the entrance porches.

Part 2 Management Strategy contains relevant Council policies, particularly relating to the external appearance of buildings.

Regarding new development, the Appraisal identifies a considerable pressure on the historic environment from various sources:

5.27 High quality new development that is appropriate for its context can preserve or enhance the Conservation Area. To secure appropriate new development the Council has adopted a number of detailed policies (see paragraphs 5.28 to 5.34 below) that development will need to

comply with. An appropriate level of information will also be required as part of the application submission to enable the Council to determine the effect of any development proposal on the character or appearance of the Conservation Area.

5.28 Development proposals must preserve or enhance the character or appearance of the Bloomsbury Conservation Area. This requirement applies equally to developments which are outside the Conservation Area but would affect its setting or views into or out of the area.

5.29 High quality design and high quality execution will be required of all new development at all scales. It will be important that applications contain sufficient information to enable the Council assess the proposals.

5.30 Proposals which seek to redevelop those buildings and spaces which are considered to have a negative impact on the special character or the appearance of the Conservation Area with appropriate new development will be encouraged.

5.32 The appearance of all buildings of historic interest (listed and unlisted) within the Conservation Area is harmed by the removal or loss of original architectural features and the use of inappropriate materials. For example, the loss of original joinery, sash windows, porches and front doors, can have considerable negative impact on the appearance of a historic building and the area. Insensitive re-pointing, painting or inappropriate render will harm the appearance and the long-term durability of historic brickwork.

5.33 In all cases the Council will expect original architectural features and detailing to be retained, repaired, protected, or refurbished in the appropriate manner, and only replaced where it can be demonstrated that they are beyond repair.

5.34 In preparing development proposals consideration should be given to whether the development will affect an archaeological priority area (APA) or view corridors to and from St Paul's. Significant local views will also be taken into consideration.

New development proposals by major landowners such as UCL are discussed in the following paragraphs:

5.35 Early dialogue will be encouraged between developers and the Council in relation to significant new development proposals within the Conservation Area.

5.36 Major landowners anticipating on-going change will be encouraged to prepare an Estate Management Strategy or Development Framework in consultation with the Council to identify key development projects and Estate Management issues.

The following paragraphs address small scale non-residential development:

5.38 The Conservation Area retains many diverse historic rooflines which it is important to preserve. Fundamental changes to the roofline, insensitive alterations, poor materials, intrusive dormers, or inappropriate windows can harm the historic character of the roofscape and will not be acceptable. Of particular interest are butterfly roof forms, parapets, chimneystacks and pots and expressed party walls.

5.39 Within the Bloomsbury Conservation Area there are many interesting examples of historic rear façades. The original historic pattern of rear façades within a street or group of buildings is an integral part of the character of the area and as such rear extensions will not be acceptable where they would compromise the special character.

Any proposals should be considered in this national and local context. The proposals for the Gideon Schreier Wing must seek to preserve or enhance the character and appearance of the conservation area.

5.0

The proposals: impact and justification

5.1 Assessment of significance and impact

Paragraph 128 of the NPPF states that an assessment of significance made for the purposes of a planning application should be proportionate to the assets' importance, and no more than is sufficient to understand the potential impact of the proposal on their significance. This report satisfies that requirement in respect of the Grade II listed building Bentham House and the setting of the neighbouring listed buildings, and the Bloomsbury Conservation Area.

5.2 The need for development

In order to maintain its standing as a world-class teaching institution, the Faculty of Laws must compete with other law schools internationally and be able to attract the highest calibre of staff and students. The existing buildings did not provide the accommodation that the Faculty needs in order to do this.

The Faculty has grown since it first moved into Bentham House. The consented scheme and the current proposals (see section 5.3) both address the inadequate accommodation offered by Bentham House and the Gideon Schreier Wing.

The Laws Faculty staff, students and alumni have a strong attachment to Bentham House, and the faculty has shown itself to be a responsible custodian of Bentham House since it first moved in 50 years ago. From the start of the redevelopment project, it has sought proposals that would provide the necessary space and facilities without harming the special qualities of the building and has taken appropriate advice to ensure that the special interest of the listed building is preserved.

After Bentham House was added to the statutory list in 2014, the previous proposals were amended to further protect and enhance the special interest of the building, and to maintain it in its optimum viable use as a faculty building. Notably, the staff room, which was originally proposed by the corner tower at fourth floor level was pulled back to reduce its visibility, while the turnstiles in the lobby were reduced in number and set back from the General and Municipal Workers Union commemorative plaque.

Since Listed Building Consent and Planning Permission were granted the Laws Faculty identified further development needs. The relocation of the Staff Room to its proposed location on the fourth floor of the Gideon Schreier Wing brought with it issues of restricted views and poor daylight. The replacement of the existing three windows with a recessed single dormer window is necessary to improve this situation.

The faculty has identified the fifth floor of Bentham House as an ideal location for new high quality office space. The proposals will create a much-needed modern and attractive office environment, and allows the Laws Faculty to bring the fifth floor into more active use. The faculty also needs to re-wire Bentham House. In order to do this, the timber panelling has to be temporarily removed. It will be re-installed after the work is complete.

The brief is set out in detail in the Design and Access Statement by Levitt Bernstein Associates Ltd.

5.3 The proposals

5.3.1 Consented scheme

Listed Building Consent (2014/5044/L) was granted on 4 November 2014 subject to conditions for external and internal alterations to Bentham House including the re-organisation of the ground floor reception and circulation spaces, alterations to existing windows for a new entrance lobby, and a link to the near rear extension, along with the associated works.

Planning Permission (2014/5034/P) was granted on 4 November 2014 subject to conditions for the enlargement and extension of the Gideon Schreier Wing, including recladding, the addition of one storey, a new five storey rear extension, the associated provision of external cycle parking and landscaping following the substantial demolition of the building.

Work has now commenced at Bentham House and the Gideon Schreier Wing.

Section 5.0 of ABA's previous Heritage Statement (August 2014) considered the impact of the now consented scheme on the interior and exterior of Bentham House, on its setting and on the Bloomsbury Conservation Area. It is included as an appendix to this report.

5.3.2 Current proposals

The current proposals can be summarised as follows:

- Installation of a new recessed dormer window to the fourth floor of the Gideon Schreier Wing and internal reconfiguration.
- Reconfiguration and refurbishment of the fifth floor or attic floor of Bentham House to create an open plan working area. The internal partitions would be removed. Installation of secondary glazing and insulated roof.
- Re-wiring of Bentham House, which would involve the temporary removal of the timber panelling. The panelling would be reinstalled and french polished.
- Modification to partitions on the lower floors of Bentham House.

For full details please refer to the drawings by Levitt Bernstein Associates Ltd.

The first proposal has implications for the Bloomsbury Conservation Area, while the second and third proposals have implications for the heritage significance of Bentham House. These heritage implications were discussed in a pre-application meeting with the Council on 17 February 2016.

5.4 Impact assessment

We have assessed the impact that the proposals will have on:

- The significance of the listed building and its setting, including the heritage assets that immediately adjoin the site.
- The significance of the Bloomsbury Conservation Area.

The terms used for the assessing the levels of impact are:

- Beneficial: enhances the significance of the heritage asset.
- Neutral: no impact on the significance of the heritage asset.
- Less than substantial: limited harm caused to the significance of the heritage asset.
- Substantial harm: harm caused to the significance of the heritage asset.

5.5 Impact on the exterior of Bentham House

The proposals do not alter the existing fabric of the street elevations of Bentham House: **neutral impact.**

5.6 Impact on the interior of Bentham House

As with the consented scheme, most interiors of Bentham House will be unaffected. The proposed re-wiring of Bentham House will involve the temporary removal of the timber panelling. This will be french polished and reinstalled. There will be no change to the high significant spaces of the Moot Court or the existing stair and lift. Following the pre-application meeting with the Council, it was agreed that a method statement will accompany an application for Listed Building Consent for this.

The reconfiguration and refurbishment of the fifth floor is necessary to create a high quality work space. The fifth floor originally had two flats for the NUGMW, and the Faculty has since used the space for offices. The proposals will transform the fifth floor into an attractive modern working environment, bringing it into more active use. It is also proposed to modify partitions on the lower floors of Bentham House.

The statutory list description discusses the hierarchy of interiors, with the smaller offices and fifth floor (attic rooms) classified as being of lesser interest: 'Throughout the building the smaller offices are relatively little-altered in layout, but are modest and of lesser interest. The basement, sub-basement and attic floors have been remodelled to various extents, and again, are of lesser interest.'

Following an informal consultation with the Council in August 2015, it was noted that the most significant features of the fifth floor are the windows. These will be retained, and care will be taken to ensure that they are not obscured by insulated roof build up.

The floor taken as a whole is classified as being of some significance, and the statutory list describes the floor as having been 'remodelled to various extents'. The proposals will bring the fifth floor into regular use and integrate it fully into the Faculty building while retaining its most significant features. The loss of a small amount of historic fabric, and further disruption of the historic plan form will cause **less than substantial harm** to significance. UCL has taken advantage of the semi-permanent partitions since it moved in to Bentham House in the 1960s. Further modifications to partitions needed to optimise the internal layout of Bentham House, will cause **less than substantial harm** to significance.



Fifth floor or attic floor of Bentham House



Windows on the fifth floor of Bentham House

5.7 Impact on the setting of Bentham House

The new proposals make no change to the high-quality materials and fenestration that relate and respond to the Grade II listed Bentham House. The extension continues to reflect the pattern and proportions of the windows in the listed building and the integration of Bentham House and the Gideon Schreier Wing into one Faculty building. The proposals will be **beneficial** to the setting of Bentham House.

5.8 Impact on the Bloomsbury Conservation Area

The proposals for the Gideon Schreier Wing will have an impact on the character and appearance of the Bloomsbury Conservation Area.

The key document in assessing the impact of the proposals on the Bloomsbury Conservation Area is the Bloomsbury Conservation Area Appraisal and Management Strategy 2011. This document sets out the special character of the area which it is desirable to preserve and enhance. The Bloomsbury Conservation Area was originally designated in 1968 'to protect elements of development from the Georgian and earlier eras'. The conservation area has been extended on several occasions in response to 'a growing appreciation' of later buildings, including 'high quality 20th century architecture' (1.8). The Appraisal notes that the Conservation Area has been significantly influenced by 'a series of much larger footprints associated with a number of large institutional uses' including UCL (3.12).

The Appraisal identifies the predominant architectural characteristics of the Bloomsbury Conservation Area as being 'classically derived regardless of period or building type' (3.28). Brick is noted as the predominant material, with red brick, stone and stucco used to provide contrasting details and articulation (3.26).

A Staff Room for the Faculty's teaching staff was included within the previous proposals, co-located with two bedrooms for visiting lecturers. Amendments to these proposals at pre-application stage meant that the Staff Room was progressively reduced and then moved into the Gideon Schreier Wing. Following advice from the London Fire Brigade, the Staff Room has been relocated again to reduce escape distances from the visiting lecturer bedrooms to the main stair. This resulted in the Staff Room moving to the end of the corridor.

In this position, the new Staff Room had restricted views and light and was not so well connected to the rest of the Faculty building. To address the daylight situation, it is proposed to replace the existing three windows with a larger single dormer, recessed so as to avoid visual disruption of the roof slope. Daylight analysis confirms that this design significantly improves the lighting of the Staff Room.

Part 2 Management Strategy contains the Council's relevant policies for managing development within the Conservation Area. Section 5.0 Management of Change states that 'pressure for new development has largely arisen as a result of the expansion of the major institutions based within the Conservation Area' (5.3). The Appraisal notes that alterations or extensions to existing buildings can have a negative impact on the character and appearance of the Conservation Area. These include the use of 'inappropriately detailed doors and windows', inappropriate roof level extensions 'particularly where these interrupt the consistency of a uniform terrace or the prevailing scale and character of a block' or 'are overly prominent in the street' (5.4).

The proposal was developed following an informal discussion with the Council. The recessed dormer window preserves the roof slope, and responds to the long views of Endsleigh Street. It will not be a prominent feature in the streetscape and will not obscure adjacent dormers. It has been designed in line with Camden Planning Guidance 1 Design which states that development will only be permitted within a conservation area that 'preserves and enhances the character and appearance of the area.' The proposed recessed dormer window will have a **neutral** impact on the Bloomsbury Conservation Area.

Taken together with the consented scheme – which integrates the front elevation of the Gideon Schreier Wing more successfully and sympathetically into its surroundings and improves the appearance of the rear elevation – the proposals will have a **beneficial** impact on the Bloomsbury Conservation Area.



Nos. 3-6 Endsleigh Street (Listed Grade II). The building is within the Bloomsbury Conservation Area



Endsleigh Street looking towards Tavistock Court within the Bloomsbury Conservation Area

5.9 Conclusion

The highly significant interiors of Bentham House will be unaffected by the proposals for the fifth floor. The loss of some fabric of some significance is outweighed by the benefits of bringing the fifth floor into regular use and by integrating the floor fully into the Laws Faculty. The most significant fabric – the windows – will be retained, and care will be taken that they are not obscured by the thicker insulated roof material. The proposed work to the fifth floor and proposed modifications to the lower floors is part of the wider refurbishment needed to enable the building to continue in its current use by the Laws Faculty. The proposals are in line with paragraph 131 of the NPPF which states that in determining planning applications, local planning authorities should take account of ‘the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.’

The re-wiring of Bentham House requires the temporary removal of the timber panelling. The panelling found on the ground to third floors demonstrates the hierarchy of spaces in Bentham House and is well-preserved. This is recognised by the proposals, and UCL will reinstall the panelling and french polish it.

The Gideon Schreier Wing is currently identified as making a neutral contribution to the character and appearance of the conservation area. The proposed recessed dormer window on the fourth floor will not be a prominent feature in the long views of Endsleigh Street and will not obscure adjacent dormers. The design has been developed in line with Camden Planning Guidance and will preserve the character and appearance of the conservation area.

The proposals are in line with national, regional and local policy, and should therefore be approved.

6.0 Sources

6.1 Published works

Callow, John (2012) *GMB@Work – The story behind the Union*, Evans Mitchell Books.

Cherry, Bridget & Pevsner, Nikolaus (1998) *The Buildings of England, London 4: North*, Penguin Books.

Harte, Negley & North, John (1991) *The World of UCL: 1828-1990*, London: University College London.

Rideout, R. W. (2001) 'Dukes, Gasworkers and Lawyers Need Space' in *University College London Laws Newsletter*, Summer 2001.

6.2 Guidance and policy documents

Department of Culture, Media and Sport, *Principles of Selection for Listed Buildings*, March 2010.

English Heritage, now Historic England, *Conservation Principles, Policy and Guidance*, April 2008.

English Heritage, now Historic England, *Designation Listing Selection Guide: Commercial and Exchange Buildings*, April 2011.

English Heritage, now Historic England, The National Heritage List for England. Available at: <<http://www.english-heritage.org.uk/professional/protection/process/national-heritage-list-for-england/>> Accessed 28 August 2013.

London Borough of Camden, *Bloomsbury Conservation Area Appraisal and Management Strategy*, adopted 18 April 2011.

6.3 Archives

Copies of original drawings were supplied by University College London.

The RIBA Collection was also consulted, as were various volumes of the *National Union of General Municipal Workers Journal*, held by the Trades Union Congress Library at the London Metropolitan University.

Appendix 1

List description

Name: Bentham House

List entry Number: 1417858

Location

4-8 Endsleigh Gardens, London, WC1H OEG

County District District Type Parish

Greater London Authority Camden London Borough Non Civil Parish

Grade: II

Date first listed: 08-May-2014

List entry Description**Summary of Building**

Built in 1953-7 as the headquarters for the National Union of General and Municipal Workers (NUGMW), Bentham House is executed in a stylised Classical idiom to the designs of H and H Martin Lidbetter. Outside principal spaces, such as the entrance lobbies, stair towers and the former council chamber, the building's interior is of lesser special interest, particularly in the more heavily altered basement, sub-basement, and attic levels.

Reasons for Designation

Bentham House, built 1953-7 as the headquarters of the National Union of General and Municipal Workers, and designed H and H Martin Lidbetter, is listed at Grade II for the following principal reasons: * Architectural interest: with its skilful and creative handling of form and detail, the building is a stylish example of post-war classicism; * Historic interest: it is a rare example of a purpose-built union headquarters of architectural note, constructed at a time when union size and strength was building to its peak, in a location favoured by such organisations; * Artistic interest: Burton's bold, expressive, carvings have high artistic interest and enliven the building's façades, as well as celebrating its original function; * Quality of materials: the building employs a high quality of materials both externally and in the main internal spaces; * Interior survival: little-altered throughout, the principal interior interest lies in the handsomely fitted main entrance lobbies, stair towers, and the moot court (formerly the council chamber).

History

The building now known as Bentham House (originally Thorne House) was officially opened in 1957 as the new headquarters for the National Union of General and Municipal Workers (NUGMW). Designed by the architectural practice H and H Martin Lidbetter, it replaced a group of terraced houses which had served as the union offices since 1934. The union only remained at Thorne House until 1963, at this time moving to Ruxley Towers in Claygate, Surrey. In 1964 the building was purchased by University College London (UCL), to be occupied by the Laws Faculty, and was at some point subsequently renamed Bentham House, after the philosopher Jeremy Bentham.

The NUGMW was founded in 1924 as an amalgamation of various other unions, including the National Union of Gas Workers and General Labourers, co-founded by Will Thorne in the late-C19 (it was Thorne's name which was given to this new building). Trade unions evolved from small, locally-based, societies in the mid-C19, to large national organisations, which reached the peak of their membership and power in the decades after the Second World War. The amalgamation of smaller unions to form larger, more powerful, organisations was a feature of the labour movement in the inter-war period, and there was a desire to build prestigious new national headquarters. A number of these buildings, like Thorne House, were built around the London termini which served the North and Midlands – strongholds of union membership. The area around Euston Road became a particular enclave, with examples dating from throughout the C20. Though many of

these buildings are large, they are architecturally quite modest; Bentham House being one of few notable exceptions.

As built, Bentham House (then Thorne House) had larger rooms and offices on the ground floor, as well as a council chamber (now moot court); the first to fourth floors provided a number of smaller offices; and the fifth floor had living accommodation for a caretaker and some staff members. One particular feature which has been lost from the building is a pair of bronze doors with reliefs by the sculptor Esmond Burton, depicting scenes of industry in 1956 and in 1889, the foundation year of the General Labourers Union. The doors are now at the GMB's office on Stephenson Way, on the north side of Euston Road. The decision for the union to leave the building some six years after it was opened appears to have been influenced by a number of factors, including a new General Secretary, keen to reposition the union, and to provide the modern facilities necessary to do so, and the emerging trend of moving office jobs out of central London.

Hubert Lidbetter (1885-1966) established his own architectural practice in London after the First World War, and in 1950 was joined in practice by his son Hubert Martin Lidbetter (1914-1992). Lidbetter Snr was responsible in particular for a large number of Quaker meeting houses, one of his most ambitious being that on Euston Road, built 1927 (listed Grade II); he was also involved in a number of restorations of earlier buildings, some of which are now listed. The stone relief carvings on the building, which depict various trades, are by the sculptor Esmond Burton (1886-1964), a member of the Art Workers Guild, who worked on amongst other commissions, the Air Forces Memorial at Runnymede, the Portsmouth Naval Memorial, and the Bank of England's now demolished New Change Building.

Details

MATERIALS: the building is steel-framed and clad in Portland stone. The mansard roof is covered in slates, and the windows are bronze multi-light casements at ground floor, with steel multi-light casements above. Internally there is extensive use of hardwood timber in joinery, panelling and flooring; and polished stone and terrazzo flooring and wall cladding.

PLAN: situated on a corner site, the building is five storeys high, with a basement, small sub-basement, and attic. It is broadly rectangular in plan, formed of a long, five bay range (each bay with paired windows) facing north onto Endsleigh Gardens, with a tower to each end housing entrance lobbies, stairs, lifts and some larger offices. The towers, and the fifth floor and attic, are set back slightly from the main body of the north façade, which terminates with a parapet. Above the attic is a mansard roof with flat-headed roof dormers. The return flank of the west tower forms the west façade onto Endsleigh Street, which is four bays wide, and then steps down to an additional, parapeted, four-storey two-bay range (with paired windows) which straddles a vehicular access to the rear of the site. The large area to the north of the building, and the window areas to the west have now been covered and paved over.

The ground floor of the building contains offices, a meeting room and the council chamber, now the moot court. The layout of the first, second, third and fourth floors follow an almost identical arrangement to one another, of offices leading off a spinal corridor. The two-bay range over the vehicular access also contains offices. At attic level, what had been living accommodation is now arranged as offices.

EXTERIOR: there are two entrances to the building, both accessed via a shallow flight of steps, one in the east tower, which is currently covered by a hoarding, and the principal entrance in the west tower, which has large panelled timber doors. The ground floor of the building is rusticated, with a fascia which runs above the almost full-height windows. The paired windows facing Endsleigh Gardens are divided by engaged Greek columns. The fascia continues across in front of the recessed towers, forming balconettes with bronze zigzag patterned balustrading. The balconette to the west tower cuts across the chamfered north-west corner and runs along the west return flank fronting Endsleigh Street. This balconette is supported on fluted Greek columns without capitals, which form a portico over the principal entrance.

The first, second and third floor windows are arranged in close-set pairs, bays separated by simple incised panels in the stonework. Architraves are simple flat bands, and between the windows are carved fluted spandrel panels. At the head of the parapet are incised horizontal bands and a cyma-recta moulding. The treatment is the same in the two-bay range fronting Endsleigh Street.

The windows in the towers have a similar treatment to the rest of the building but are not paired, and first floor windows to the north, and the central of the three first-floor windows to the west, have a broader architrave with keystone. Fourth-floor windows have an accentuated sill (continuous between the west windows). Each corner of the towers is chamfered, and carved to appear as a column, bearing a flaming urn at the top. Above each of the fourth-floor windows is a carved relief by Esmond Burton, depicting labouring men. The depictions include a metal worker, with anvil and tools; tunnelers with a power-breaker and shovel; a man at a lathe; and three others of various physical labours.

Surrounding the now in-filled areas to north and west, is a slate-clad dwarf wall with bronze zigzag pattern balustrading. The building has several rainwater hoppers bearing the NUGMW crest.

INTERIOR: the interior of the building has a clear hierarchy of detail, with the principal entrance foyers having polished stone floors and wall cladding, with the stair lobbies above, having terrazzo. The main stair is square in plan, with quarter landings, and wraps around the lift core, which is clad in painted pressed metal sheet. The stairwell wall is clad in stone at ground floor, terrazzo above and below. The secondary stair to the east is terrazzo, with a simple painted metal balustrade. Elsewhere, such as in the wide ground-floor hallway, there is use of flush veneered hardwood panelling, and timber doors with a long glazed panel, the glass held in a copper latticework. The moot court, originally the council chamber, is fully lined with flush panelling, has a woodblock floor, and retains its original built-in curved benches and desks.

Throughout the building the smaller offices are relatively little-altered in layout and character, but are modest and are of lesser interest. The basement, sub-basement and attic floors have been remodelled to various extents, and again, are of lesser interest.

Throughout the building there is much original detail; however, some of the fittings and finishes are later as the building's owner since 1964, UCL, has undertaken various alterations with sympathy for the original character of the building.

Selected Sources

Book Reference - Author: Mansfield, N - Title: Buildings of the Labour Movement - Date: 2013

Article Reference - Title: Thorne House, Endsleigh Gardens - Date: 30 May 1958 - Journal Title: The Builder

Unpublished Title Reference - Author: Elain Harwood - Title: Trade Union Headquarters Around the Euston Road - Date: November 1992 - Type: Internal Report - Source: Buildings of England file, London North, Camden, English Heritage Archive














National Grid Reference: TQ2975782499

Appendix 2

HER Search

GLHER Report 12291
 UCL Bentham House, WC1
 TQ 29757 82499
 150m radius

22 January 2016

	Archaeology
	Archaeological Find Spot
	Building
	Listed Building
	TDP & TAS
	Maritime Archaeology
	Registered Parks & Gardens
	Scheduled Ancient Monuments
	World Heritage Sites
	Archaeological Priority Area
	Event Location
	Event Location (Not fully recorded on the GLHER database)
	Requested Search Area

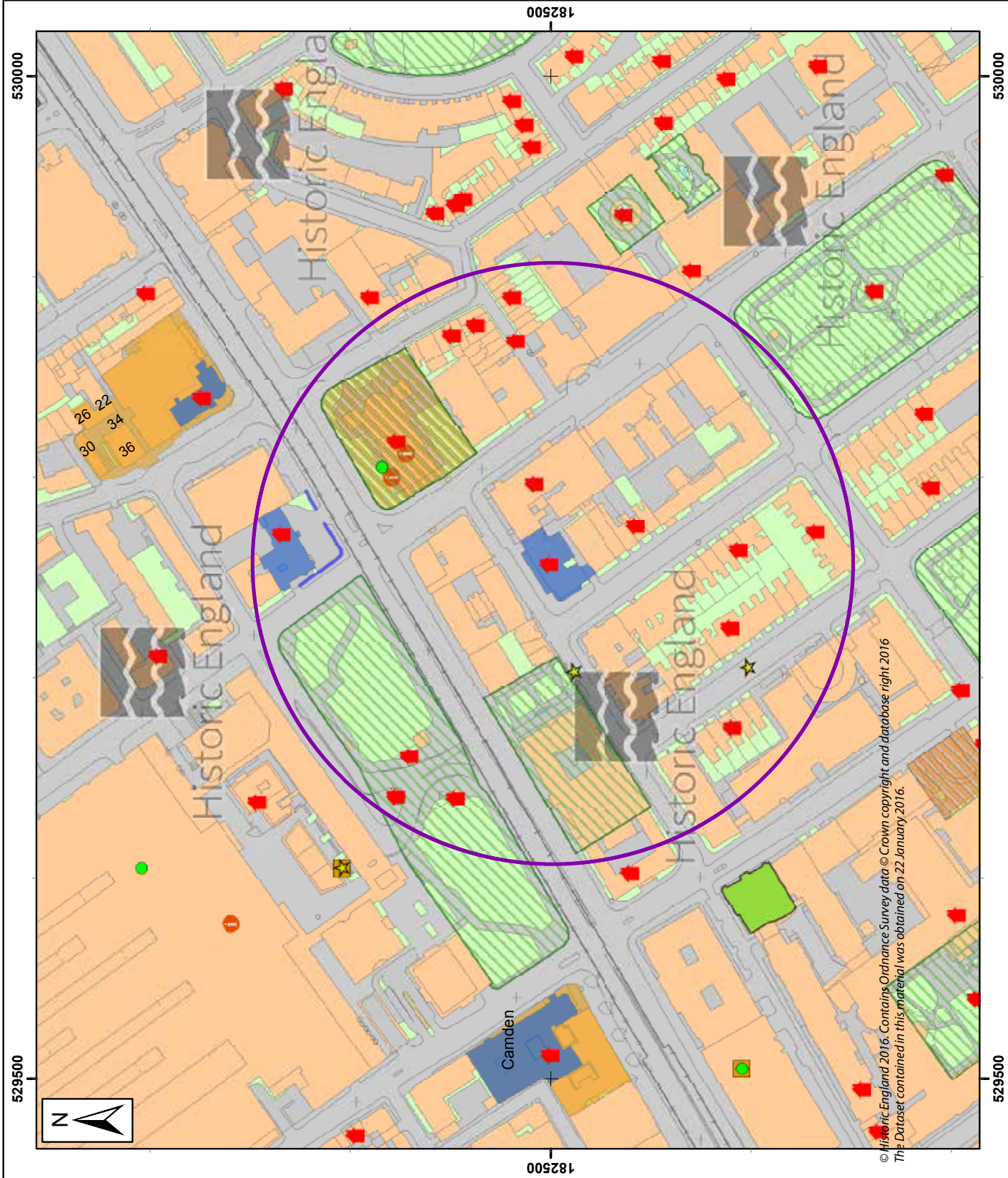
Scale (at A4): 1:2,500

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Notes:
 Any Listed Building information shown on this map extract is provided solely to indicate the location of the listed building(s) and does not attempt to indicate the curtilage or the full extent of the listing(s). Any archaeological priority areas shown on this map extract are those used by the Historic England archaeological advisers and there may be minor differences when compared to the relevant borough UDP or LDF.



Historic England
 1 Waterhouse Square, 138-142 Holborn,
 London EC1N 2ST
 Tel: 020 7973 3000 Fax: 020 7973 3001
 www.HistoricEngland.org.uk



Appendix 3 Section 5.0 Extract from Alan Baxter and Associates Heritage Statement, August 2014

5.0

The proposals: impact and justification

5.1 Assessment of significance and impact

Paragraph 128 of the NPPF states that an assessment of significance made for the purposes of a planning application should be proportionate to the assets' importance, and no more than is sufficient to understand the potential impact of the proposal on their significance. This report satisfies that requirement in respect of the Grade II listed building Bentham House and the setting of the neighbouring listed buildings, and the Bloomsbury Conservation Area.

5.2 The need for development

In order to maintain its standing as a world-class teaching institution, the Faculty of Laws must compete with other law schools internationally and be able to attract the highest calibre of staff and students. The existing buildings do not provide the accommodation that the Faculty needs in order to do this.

The Faculty has grown since it first moved into Bentham House, and the accommodation offered by Bentham House and the Gideon Schreier Wing is now inadequate. More space is needed for teaching, administration and academic offices, and access to all parts of the building needs to be improved.

The two buildings are poorly connected and difficult to navigate. New students waste time in looking for rooms, and staff have to travel long distances between their offices and the teaching spaces.

There is only one connection between Bentham House and the Gideon Schreier Wing: an opening in the party wall at first-floor level, which unites the spine corridor running through both buildings. At busy times such as lecture change-overs, this corridor becomes overcrowded and potentially dangerous.

In particular, a faculty such as Laws, which thrives on discussion and debate, needs spaces for informal socialising and for more ceremonial events; there is no space suitable for this in the existing buildings.

The Laws Faculty staff, students and alumni have a strong attachment to Bentham House, and the faculty has shown itself to be a responsible custodian of Bentham House since it first moved in, 50 years ago. From the start of the redevelopment project, it has sought proposals that would provide the necessary space and facilities without harming the special qualities of the building, and the architect has approached the design work as if the building were listed, even before the designation was confirmed.

Since Bentham House was added to the statutory list, the proposals have been amended to further protect and enhance the special interest of the building, and to maintain it in its optimum viable use as a faculty building, which will support its long-term conservation.

The brief is set out in detail in the Design and Access Statement by Levitt Bernstein.

5.3 The proposals

The proposals can be summarised as follows:

- A new, five-storey extension that is positioned largely behind the Gideon Schreier Wing but connects with Bentham House along the rear of its south wing.
- The changes to the interior of Bentham House, which include alterations to the floor plan and refurbishment at basement and lower ground floor levels; alterations to create a larger entrance lobby and link to the new, rear extension; alterations on the first, second, third and fourth floors to create links into the new extension and opening up the rooms in the north wing on the first floor to improve the circulation with the Gideon Schreier Wing.
- Alterations to the Gideon Schreier Wing: a new street façade and rear façade are proposed to this building, as well as extensive internal changes.

For full details please refer to the drawings by Levitt Bernstein.

All the proposals except those to the interior of the Gideon Schreier Wing, which is of no historic or architectural value (Section 3.0 Significance), have some implications for the heritage significance of the site.

5.4 Impact assessment

We have assessed the impact that the proposals have on:

- The significance of the listed building and its setting, including the heritage assets that immediately adjoin the site.
- The significance of the Bloomsbury Conservation Area.

The terms used for the assessing the levels of impact are:

- Beneficial: enhances the significance of the heritage asset
- Neutral: no impact on the significance of the heritage asset
- Less than substantial: limited harm caused to the significance of the heritage asset
- Substantial harm: harm caused to the significance of the heritage asset

The proposals have been designed with a full appreciation of the heritage significance of the site and with the benefit of pre-application advice from EH, the Council and the Conservation Area Advisory Committee (CAAC), following the recent decision to list Bentham House.

5.5 The impact of the extension on Bentham House

The proposals do not alter the existing fabric of the street façades of Bentham House.

At fourth-floor level, a new staff room on the existing flat roof is set next to the Gideon Schreier Wing so as not to encroach upon the Bentham House stair tower or block views of its decorative sculpture. This ensures that the corner of the listed building retains its prominence in the street scene.

The extension to the rear will have minimal impact on the significance of Bentham House. It connects with the rear façade but most of the massing is positioned behind the Gideon Schreier Wing. This allows much of the rear façade of Bentham House along its north wing to remain visible and untouched, and only at certain points through the height of the building will alterations be made to connect with the extension. The proposed connections to the new stair will use the existing window openings, of which only the cills will need to be dropped. The fine brickwork of the external walls will be retained, enclosed by the glazed staircase, so Bentham House will continue to be experienced and read in plan as a building distinct from the new development.

In pre-application consultation, the Council expressed a desire to see the footprint and façades of the Moot Court preserved. In response to advice received, the proposals have been amended so that the massing and position of the extension have been set back from the Moot Court to allow plenty of light into this important space, and provide views both in and out. Particular attention has been paid to the glazed wall of the new staircase: this has been drawn away from the side wall of the Moot Court so that the latter can be clearly appreciated as a distinct and important element of the original building.

The extension is to be finished largely in brick with stone dressings to match the materials used on the rear façades of Bentham House, and sustain the hierarchy in which the less formal character of the rear façades is indicated by brick, in contrast to the high-quality stonework used on the more important street façades.

The views provided from within the extension and the glazed staircase and bridge will better reveal the side wall and the terrace on the roof of the Moot Court. At present the latter is under-used and neglected; it will be resurfaced and brought back into use as an important outside space, providing views across the rear of neighbouring buildings in the conservation area, and a chance to better appreciate details on the rear of the listed building, such as the high-quality brickwork and the decorative rainwater heads and downpipes. The impact of these changes will be beneficial.

The proposed extension to the Gideon Schreier Wing will have no impact on the fabric of the listed building. The glazed staircase and bridge element will cause less than substantial harm to the fabric, where physical connections between the two are formed. The visual impact will be a balance between the improved appearance of the rear of Gideon Schreier and the screening effect of the glazed staircase and bridge. Because these affect only the less significant rear façade, and have been designed to permit the host building and the Moot Court to still be clearly read, overall they will cause less than substantial harm to significance.

5.6 Impact on the interior of Bentham House

Most interiors of Bentham House will be unaffected by the proposals. There will be no change to the highly significant spaces of the Moot Court and the existing stair and lift.

The sub-basement and basement are neutral spaces, so the minimal changes proposed here will have no impact. The building was designed with moveable partition walls, so the proposed reconfiguration of the offices and corridors on the ground and upper floors merely continues the long-established practice of altering internal spaces to suit current uses as envisaged by the original architect, and has neutral impact on significance.

Existing openings will be enlarged to create connections to the new extension at first-floor and upper levels. This entails the loss of some original fabric, but the loss is restricted to the rear façades, and to one opening only on each level above the first floor. This will cause less than substantial harm to the significance of the listed building.

The proposals for enlarging the entrance lobby will have most impact on significance. To achieve the necessary circulation space, a large opening will be made in the wall dividing the entrance lobby from the Endsleigh Gardens wing of Bentham House, and an existing window on the ground floor will be enlarged to make an opening into the proposed new staircase. These changes entail alterations to the plan and the loss of one of a pair of nicely detailed double doors with bronze lights and panelled joinery. The negative effect on significance is mitigated, however, by fully revealing the commemorative panel between the windows on the west wall of the entrance lobby, the removal of an obtrusive AV installation, the re-use of the double doors elsewhere in the building (location to be confirmed) and the re-use or careful matching of the polished stone panels that line the walls of this important space. Overall, the proposals will preserve the existing character of the entrance lobby, and do less than substantial harm to the significance of the listed building.

5.7 Impact of the extension on the setting of Bentham House

The quality of the extension will enhance the setting of Bentham House by improving the rear façades of the Gideon Schreier Wing. The existing rear of the wing is uninspiring, dominated by a large, utilitarian escape stair. The proposed extension has been designed to relate and respond to Bentham House in its use of high-quality materials and in its fenestration, which reflects the pattern and proportions of the windows in the listed building. The design thus expresses the integration of the two buildings as the home of one faculty.

The extension will therefore be beneficial to the setting of Bentham House and the neighbouring heritage assets.

5.8 Impact on the Bloomsbury Conservation Area

The key document in assessing the impact of the proposals on the Bloomsbury Conservation Area is the Bloomsbury Conservation Area Appraisal and Management Strategy 2011. This document sets out the special character of the area which it is desirable to preserve and enhance. Although Bloomsbury is most famous for its formally-planned streets and squares of Georgian terraces, the Appraisal notes that during the twentieth century the expansion of hospital, academic and cultural uses has resulted in the strong presence of various institutions, including UCL.

The Appraisal identifies the predominant architectural characteristics of the Bloomsbury Conservation Area as being 'classically derived regardless of period or building type' (3.28). Brick is noted as the predominant material, with red brick, stone and stucco as contrasting details and articulation (3.26).

The proposals for the Gideon Schreier Wing will have the most visible impact on the character and appearance of the Conservation Area.

The façade to the Gideon Schreier Wing is described in the Conservation Area Appraisal as being 'neutral' (5.14). Other than in its height and massing, it does not relate to the character of the heritage assets around it or to the defining characteristics of the area. With its projecting concrete bands and glass façade it forms discordant break in the streetscape. Its context to the south is a listed 1820s terrace by Thomas Cubitt and to the north is Bentham House, also a listed building and noted as a positive contributor to the Conservation Area.

The Cubitt terrace is typical of the Conservation Area and contributes positively to Endsleigh Street and the area in general. Bentham House, which is also classically proportioned, shares several characteristics with other buildings that UCL was constructing in Bloomsbury during the first half and middle of the twentieth century: a classical composition; a Portland Stone façade, and high-quality classical and Art Deco detailing.

The replacement façade to the Gideon Schreier Wing will re-unify the east side of this northern end of Endsleigh Street. Where the existing fascia projects, the new façade will restore the historic building line, flush with the fronts of the listed buildings on both sides. To identify it as part of the Faculty of Laws, the design relates closely to Bentham House in the use of materials and articulation, with Portland Stone chosen to clad the façade. However, to tie it to the terrace to the south, the windows are given a vertical emphasis on the upper floors and a textured Portland Stone is used to face the ground floor in response to the rusticated stucco of the ground floor of the terrace. A parapet moulding responds to the cornice on Bentham House and emphasises the consistent parapet height of the listed buildings on both sides.

Alan Baxter

Prepared by Reider Payne and Kit Wedd

Reviewed by Susannah Brooke

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Final Issued April 2016

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