

2.0 Heritage Statement

Introduction

2.0.1 This Heritage Statement supports the S73 planning application to vary the planning permission 2017/0414/P and 2017/0415/LBC for planning and listed building consent, submitted on behalf of the University College London Hospital Charity.

The proposed works includes the following:

- refurbishment of the existing Workhouse and North and South Houses;
- part demolition of the South House and redevelopment of the remainder of the site;
- provide a mixed-use development comprising 53 residential units (Class C3);
- market units: 4x1-bed units, 6x2 bed units, 1x3-bed units; 1x3-bed townhouse, 1x4-bed townhouse, total 13 units;
- affordable units: 17x1-bed units, 8x2-bed units, 15x3-bed units, total 40 units;
- 4,708sq.m of Class B1/D1 Business space, public open space and associated landscaping, at Middlesex Hospital Annexe, 44 Cleveland Street, W1T4JT.

2.0.2 The Statement highlights the revised design changes and compares to the previous application. Key issues to address are:

The historic character and historic significance of the buildings currently on the site, and their wider setting. Illustrating if the propsed changes have effected any of these issues.

Explain how this appreciation has informed the layout and design of the proposed development.

2.0.3 This Statement adopts the previous heritage values approach to evaluating historic significance advocated by Historic England (HE) in its Conservation Principles, Policies and Guidance¹.

2.0.4 The HE document advocates the use of four primary heritage values - Historic, Aesthetic, Communal and Evidential - to define the nature, location and degree of historic significance.

2.0.5 This approach provides a baseline understanding of historic significance to inform the scope for adaptation and replacement of heritage assets, and for development within their settings, and help resolve differences in interpretation of historic significance between interested parties.

2.0.6 Based on the previous Heritage Statement the key assessment criteria has been incorporated into a table to illustrate how the proposed changes may impact upon historic setting and the listed building.

2.0.7 The application site is located within the Charlotte Street Conservation Area, wherein the Council has a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. The former workhouse building is grade II listed. The Council has a statutory duty to have special regard to the desirability of preserving a listed building(s) or its setting or any features of special architectural or historic interest which it possesses.

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Context	Issue - Design Changes	Illustrative Value	Associative Value	Aesthetic value	Communal Value
The history of the site & surrounding area	No new items have been discovered relating to the site history.	No change in value compared to previous scheme assessment.	No change in value compared to previous scheme assessment.	No change in value compared to previous scheme assessment.	No change in value compared to previous scheme assessment.
Wider Area Context	No new items have been discovered relating to the site history.	No change in value compared to previous scheme assessment.	No change in value compared to previous scheme assessment.	No change in value compared to previous scheme assessment.	No change in value compared to previous scheme assessment.
Heritage assets and historic significance					
The Strand Workhouse	No new heritage assets and items of historical significance have been discovered relating to the buildings on site.	<p>The illustrative heritage value remaining within the existing building is limited. The interior arrangement and fitted elements relate mainly to the building’s final years as an outpatients building and make a minor contribution to its historic significance.</p> <p>The surviving stairwell within the former workhouse is of greater significance as it illustrates the historic male/female division of the building. The stairwell and the surviving internal walls provide some evidence of the original layout of the workhouse.</p>	<p>Records helpfully explain the importance of some of those who were associated with the Workhouse, in particular Dr Joseph Rogers, medical officer from 1856 to 1868. His efforts not only improved the extremely poor conditions and health of inmates at the time, but also reinforced moves being made more widely to improve conditions of such institutions generally. This Strong associative heritage value is gained entirely from documentary records, rather than the surviving fabric, but this associative value is an important element of their historic significance.</p> <p>The impetus that conditions at the Strand Union Workhouse; the dedication of Dr Rogers gave to the forming of the Workhouse Visiting Society in the 1850s; and the efforts of reformers such as Louisa Twining; add to this associative heritage value.</p> <p>There is circumstantial evidence that the Strand Union Workhouse was inspiration for the description of workhouse conditions by Charles Dickens in Oliver Twist.</p>	<p>The architecture and decoration of the original building was typically plain. The fact that this was likely to have been a deliberate element of the design, however, provides some aesthetic heritage value. The generally classical proportions of the building reflected those which predominated at the time it was built, and reflected the character of the residential area growing up around it.</p> <p>This is of greater illustrative than aesthetic heritage value. Records suggest that a carved stone plaque was fitted above the main entrance of the original building. This would provide some additional artistic aesthetic value and if it proves to have survived once later accretions are removed, it will be incorporated in the final scheme.</p>	The history of welfare and health care provided by the Workhouse, the later infirmary and the Middlesex Hospital as institutions has influenced the character of the surrounding area over more than two centuries. In serving the local and wider community over this is time they gained some communal heritage value, which was reflected in the campaign to recognise this historic significance when the redevelopment of the main site was approved. The statutory protection of the Annexe has secured the memory of this communal heritage value.
Charlotte Street and Charlotte Street West Conservation Areas	No change to conservation area boundary & character appraisal as previously illustrated within the Heritage Statement				

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Context	Policies	Illustrative Value	Associative Value	Aesthetic value	Communal Value
Planning Policy Context		-	-	-	-
NPPF	<p>No change in the NPPF requirement regarding Heritage issues.</p> <p>The revised scheme will still comply with section 12, paragraph 128 of the NPPF. The assessment of the historic significance of heritage assets on the site, and those in the vicinity of the site and in the setting of which the proposed development. These criteria have previously been assessed and have not changed compared to the previous heritage statement.</p> <p>Paragraph 131 of the NPPF sets out the criteria that should be addressed in determining planning applications:</p> <ul style="list-style-type: none">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; andthe desirability of new development making a positive contribution to local character and distinctiveness. <p>Paragraph 135 of the NPPF requires the effect of development on the significance of non-designated heritage assets to be taken into account in determining an application. These are identified in the Character Appraisals of the two Conservation Areas covering the locality, and are addressed in the following section.</p> <p>As above the proposed revision to the scheme will not effect any of these issues.</p>				
London Plan LVMF	<p>The applications site stands within the protected vista identified in the GLA London Views Management Framework from Parliament Hill Fields (Assessment Point 2A.2) to the Palace of Westminster. The proposed building height has remained at the same level as the previous approved scheme and has not increased in height. Therefore, the proposed scheme does not impede the viewing corridor view from viewing point 2A.2.</p>				
LB Camden Policies	<p>The Camden Local Plan was updated and approved in July 2017. Heritage requirements are highlighted in Policy D2. The policy notes that the Council will preserve and, where appropriate, enhance Camden’s rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens and locally listed heritage assets.</p>				
Fitrovia Area Action Plan	<p>The FAAP sets out a number of key principles for the Bedford Passage group of sites and the Middlesex Hospital Annex site in terms of heritage. In summary, the FAAP aims for development or re-use of buildings around the former workhouse building to be sensitively designed and provide a complementary setting to the listed building. It also notes that buildings which contribute positively to the setting of the listed building should be considered for retention. The FAAP notes that larger scale buildings are likely to be appropriate towards the east and north of the site.</p>				
Charlotte Street conservation Area Assessment	<p>The whole of the application site is located within the Charlotte Street Conservation Area. The Charlotte Street Conservation Area Appraisal (adopted 2008) does not formally identify the unlisted buildings on the application site as making a positive contribution towards the character and appearance of the conservation area and identifies the application site as an opportunity site for housing development, including affordable housing.</p>				

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Context	Issue - Design Changes	Illustrative Value	Associative Value	Aesthetic value	Communal Value
<div>The Proposal for the Listed Workhouse & North & South House</div> <div>Views</div>	<p>The proposal involves the following changes:</p> <ul style="list-style-type: none">• Conversion of the grade II listed former workhouse to provide 11 x self-contained flats (approved scheme contained 8 units); see section 2.1 for the revised layouts.• The conversion of the (unlisted) North House to provide 2x self-contained dwellings; previously located on the ground and upper floors. The revised scheme has removed plant space underneath the North House and converted to residential. The approved scheme provided a bike store located between the North House and the Listed Workhouse. This has been removed to provide garden space for the North House properties (courtyard gardens). This will reinstate the original courtyard level and area that existed before 1950. See the following section 2.2 for further information.• The retention of part of the (unlisted) South House and conversion to provide 2x self-contained flats, a bin store and substation. The revised scheme illustrates that the sub station has been moved to the basement floor level within the South House and a community room has been created at ground floor level. See section 2.3.• The application site also lies within the setting of the Charlotte Street West Conservation Area, within the borough of Westminster, and within the setting of a number of grade II listed buildings located on the west side of Cleveland Street including the grade II Listed King and Queen PH and Nos. 45-47 Cleveland Street.• The approved scheme provides a part 4, part 5 and part 8 storey development to the rear of the site illustrated that the scheme would have limited visibility from the surrounding streets and therefore the impacts on the respective street scenes would be limited. The revised scheme has not increased the bulk, scale and massing at these levels. But, due to the increased plant requirements at roof level the overall size of the acoustic screens have increased.• These have been tested with key views from Foley Street and Cleveland Street. These views illustrate that the acoustic screens are not visible from the adjoining streets south of the development. See section 4.0 Views.	-	-	-	-

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The Revised Scheme

- 2.0.10 The historic significance of the Middlesex Annexe site is well-recorded, and was formally recognised in 2011 when the surviving parts of the former Strand Union Workhouse, excluding its later extensions and additions, was listed. **No change in historic significance compared to approved application.**
- 2.0.11 Its significance derives mainly from its illustrative and associative historic heritage value, with more modest aesthetic heritage value. **No change compared to approved application.**
- 2.0.12 The transfer of its later functions to the new UCLH NHS Foundation Trust hospital led to its closure in 2006, since when it has been identified as an opportunity site as well as a building at risk on Historic England's Heritage at Risk Register. **No change compared to approved application.**
- 2.0.13 A number of plans for the reuse and redevelopment of the site have been put forward over the past decade, all previous ones having failed through lack of viability or unacceptable impact on the principal heritage asset. **No change compared to approved application.**
- 2.0.14 The approved scheme provide an appropriate balance of restoration and adaptation of the listed building, and re-use and redevelopment of the remainder of the site. This will require substantial demolition, but those parts to be demolished hold the least historic significance and are the least visible within the Charlotte Street Conservation Area. Without their demolition, development that will secure the future use of the site, and the restoration of the listed building, will not be viable. The former Workhouse would thus remain on the Heritage at Risk Register, with an uncertain future. **No change compared to approved application.**
- 2.0.15 The listed building has been much altered since its construction in the late eighteenth century. Late nineteenth century and twentieth century alterations and extensions have replaced earlier adaptations. The proposed residential use of the listed building allows the retention and restoration of most of the surviving original fabric and the further adaptations required will reveal more of this than it obscures, as twentieth century internal alterations are removed. **The revised scheme has been redesigned incorporating these principles. The proposed changes are:**
- Listed Workhouse - Section 2.1**
Retain North elevation window at basement floor level next to core (previously changed to a door);
2 new windows created at basement floor level on the south facade for natural & smoke ventilation.
Existing 2nd floor window to be replaced with a new sash window incorporating AOV automatic tilt opening for smoke & fire ventilation.
- North House - Section 2.2**
Based on historic floor plans to create the original open area between the North House and Workhouse to create a courtyard garden.
- South House - Section 2.3**
Approved drawings illustrating flat roof to be replaced with pitched slate roof to match existing.
- 2.0.16 The external appearance of the listed building will be restored close to its original appearance, subject to resolution in consultation with LB Camden of the appropriate treatment of later external repair and reconstruction work. The replacement of the non-original roof with an outline and cladding closer to the original involves a modest increase in the height and the installation of new rooflights, but the overall impact on the original appearance will be modest. **3 new conservation style rooflights have been added to the North, South and central flat area of the roof to improve daylight within the duplex units.**
- 2.0.17 All existing openings will be retained. Those that have been closed will be reopened, and a small number of new openings will be created consistent with the overall symmetry of the original arrangement. New windows will be provided to most openings, constructed to the original pattern but with high performance double glazing and draught proofing. Where this performance is not required, for example in the original north stairwell, existing nineteenth century windows will be retained and refurbished. **No change compared to approved application.**
- 2.0.18 New internal wall and ceiling linings will provide 21 Century standards of insulation, but will be kept to a minimum thickness, and set back from openings to avoid any impact on external views of the building. **These have been reduced to lessen the impact and to improve floor to ceiling height.**
- 2.0.19 The new building to be constructed to the rear of the listed building provides the minimum floorspace required to meet the housing requirements already imposed on the site and to secure viable development. The bulk and height necessary to provide this minimum is positioned to minimise its impact on the setting of the listed building and on views of the site from the Charlotte Street Conservation Area. **The overall bulk and mass has not been increased apart from the acoustic screen at roof level. Views have been created to illustrate that the revised screen location will not have a negative impact on the conservation area. See section 4.0.**
- 2.0.20 The facing materials used distinguish the new building clearly from the listed building and reduce the impact of the higher parts of the building in longer views. **No change compared to approved application.**
- 2.0.21 The site sits within the protected view of the Palace of Westminster London Views Management Framework, but is within the maximum height threshold. **No change in building height compared to approved application.**
- 2.0.22 The public space to be created along the south side of the site will create a new public route between Charlotte Street and Cleveland Street, making use of the Bedford Passage cul de sac adjacent to Astor College and an existing private entrance at the rear of the application site. A new public entrance to this route from Cleveland Street will require the removal of part of the existing boundary wall. **No change in building height compared to approved application.**
- 2.0.23 The new route will be surfaced in traditional natural materials in keeping with the character of the surrounding Conservation Area and comparable pedestrian routes in the vicinity. Planting will be simple and designed to provide an attractive public space as well as a safe and convenient pedestrian route. The opportunity will be taken to introduce interpretation of the history of the site into the public space to enhance public understanding and appreciation of its history. **Currently a co-ordinated landscape approach is being developed between the Middlesex Annex site and Astor College.**
- 2.0.24 This public space will extend into the area between the workhouse and new building. This will provide an amenity area for residents and workers and open new public views of the rear of the listed building. The plan form of the southern part of the new building has been adapted to enhance these views. The public route will also allow subsequent connection

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to Tottenham Mews to the south, should current proposals for redevelopment there be implemented. **No change compared to approved application.**

2.0.25 The interventions to the rear of the listed building, where later additions will be removed, will allow the historic phases of its development to be shown in the surface treatment of the infill. **No change compared to approved application.**

2.0.26 The adaptation of the retained western elements of the site will allow the creation of a private garden for the residents in front of the listed building and between it and North House. This will be contained to the west by the existing wall and railings. This will be retained and where necessary restored. The original central entrance from the street will be reopened as the main access to the restored front entrance of the listed building. Although the existing buildings are not recognised as making a positive contribution to the Conservation Area in the Charlotte Street Conservation Area Statement, the retention and restoration of the wall and railings, the larger parts of North House and South House, and the listed building between them, will improve the character of this part of the Conservation Area. **No change compared to approved application, except for further enhancement by creating the courtyard garden to the North House.**

2.0.27 While the new building will be visible in some street level views, its intrusiveness has been minimised by massing and careful selection of materials. It will sit in front of modern buildings of similar scale to the north and east and its additional impact will be modest. Any harm resulting to the appreciation of the historic significance of the listed building, or the character of the Conservation Area will be less than substantial, and outweighed by the public benefits of the proposed development. **No change compared to approved application.**



Roof lanterns to be removed and area opened up.



1st floor non original roof removed and replaced with slate roof.



Basement area to be opened up for basement flat



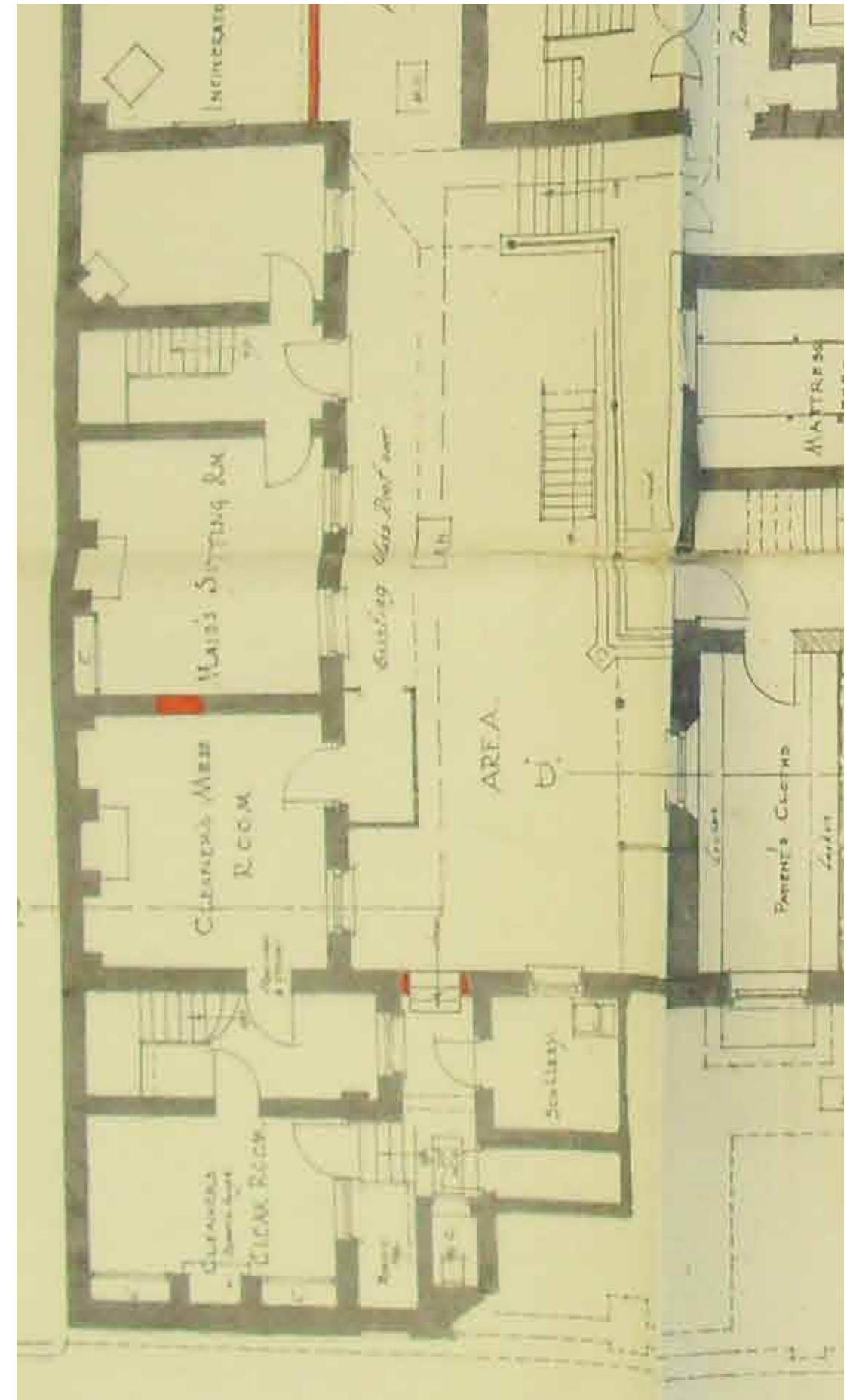
Fire escape stairs & 20th century brick extension removed.



Basement area to be opened up



Existing basement window underneath entrance to be made good.



Young and Hall Architects 1926 Basement Floor Plan shows the open space before modern infill construction.

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Approved Scheme

North House

Removing services within the basement floor will allow the independent freehold ownership of the 2 town houses. No requirement for flying leasehold agreements. Retain both staircase within the north house basement.

Bike store relocated to allow garden space and create sunlight / daylight to the basement floor area. This will allow the reconfiguration of the original plan between the north house and workhouse.

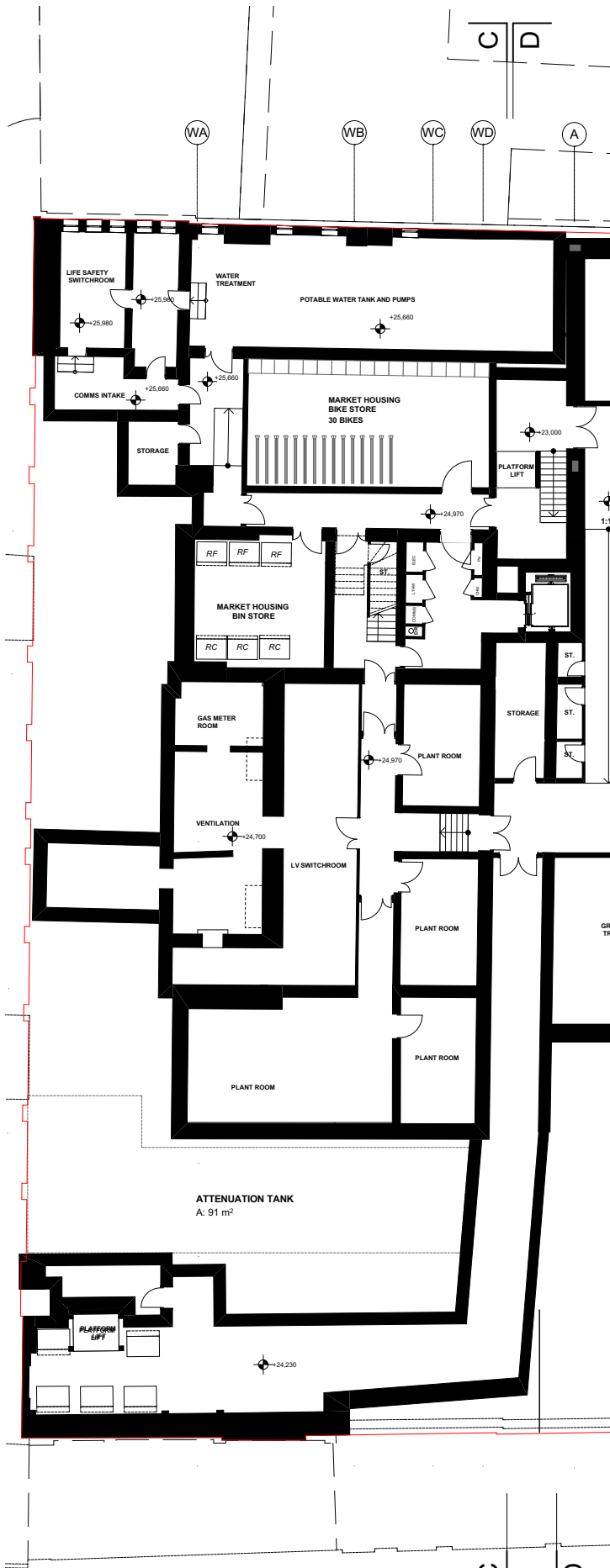
Upper floors reconfigured to create ensuite bathrooms. See section 2.2 for further details illustrating plans, sections and elevations.

Workhouse

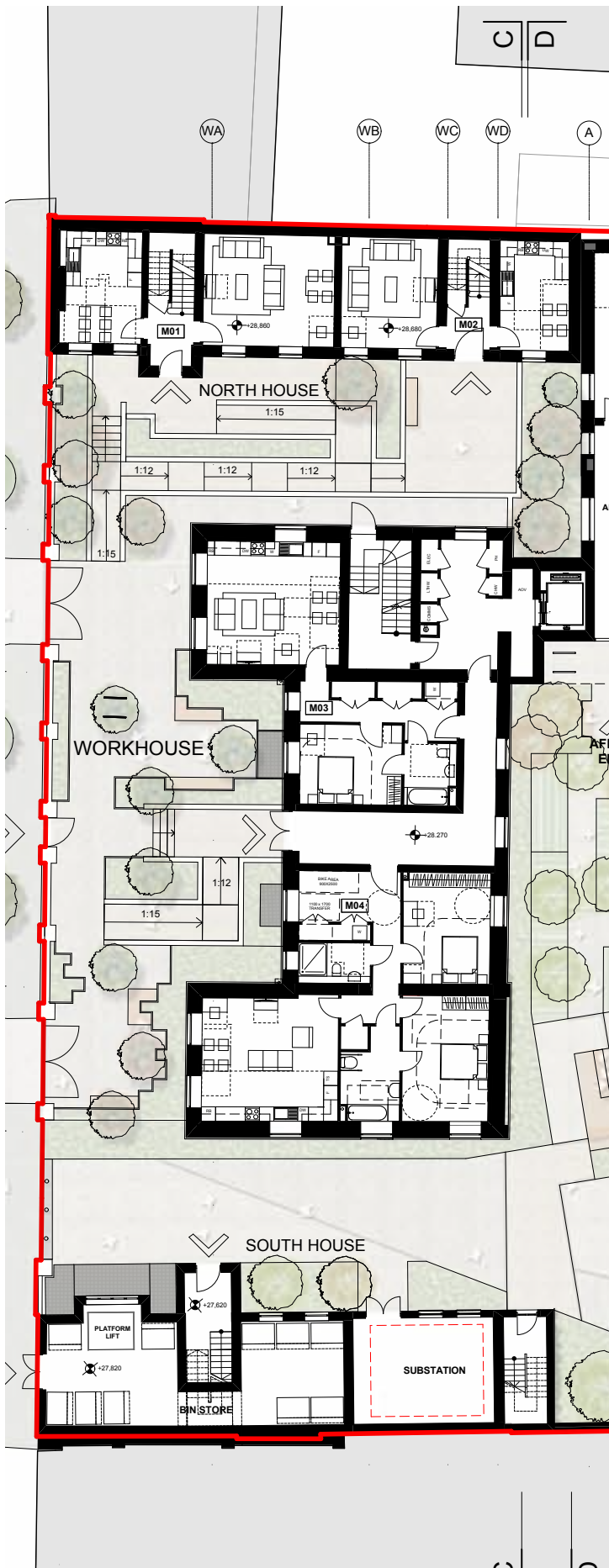
Basement floor reconfigured for bike and bin storage. New external windows created on the south facade at basement floor level. See section 2.1 for further details illustrating plans, sections and elevations.

South House

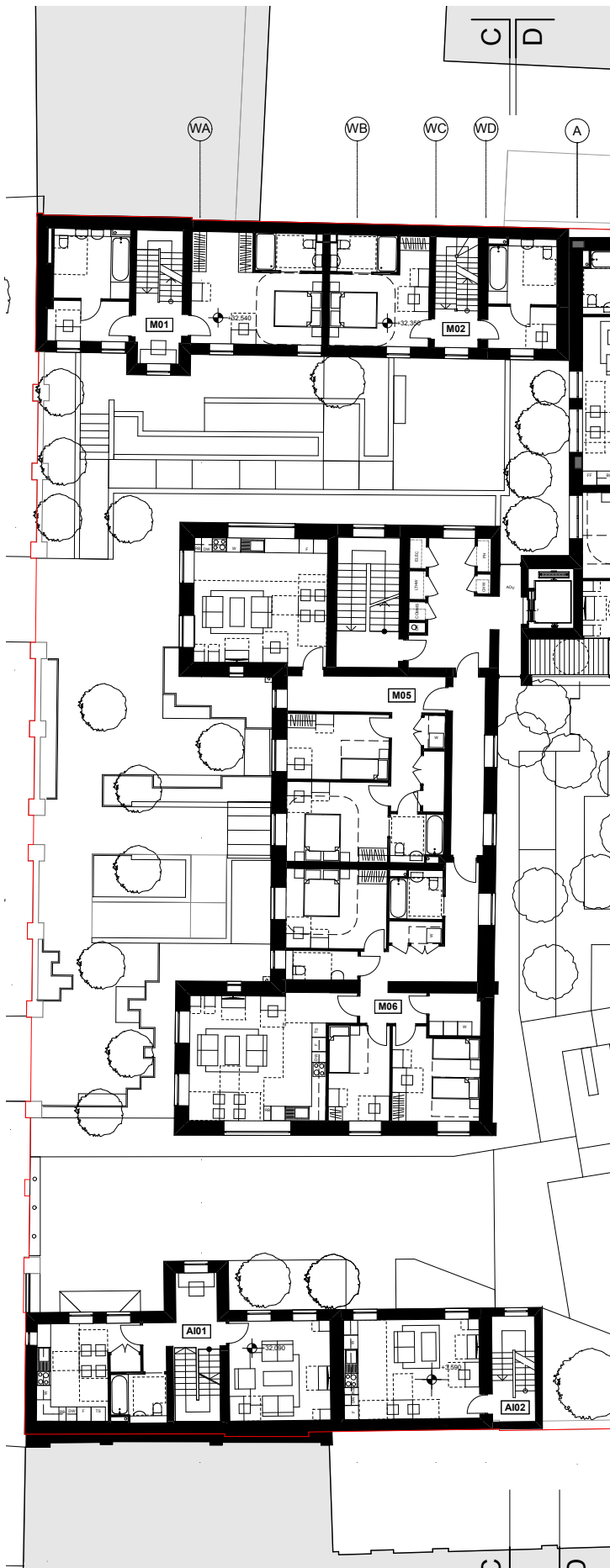
Basement and ground floor reconfigured to allow relocation of sub station. A new residents / tenants room has been provided on the ground floor. This will also be available to local people living within the community to use and provide access to tools for community gardening.



Approved Scheme - Basement Floor Plan

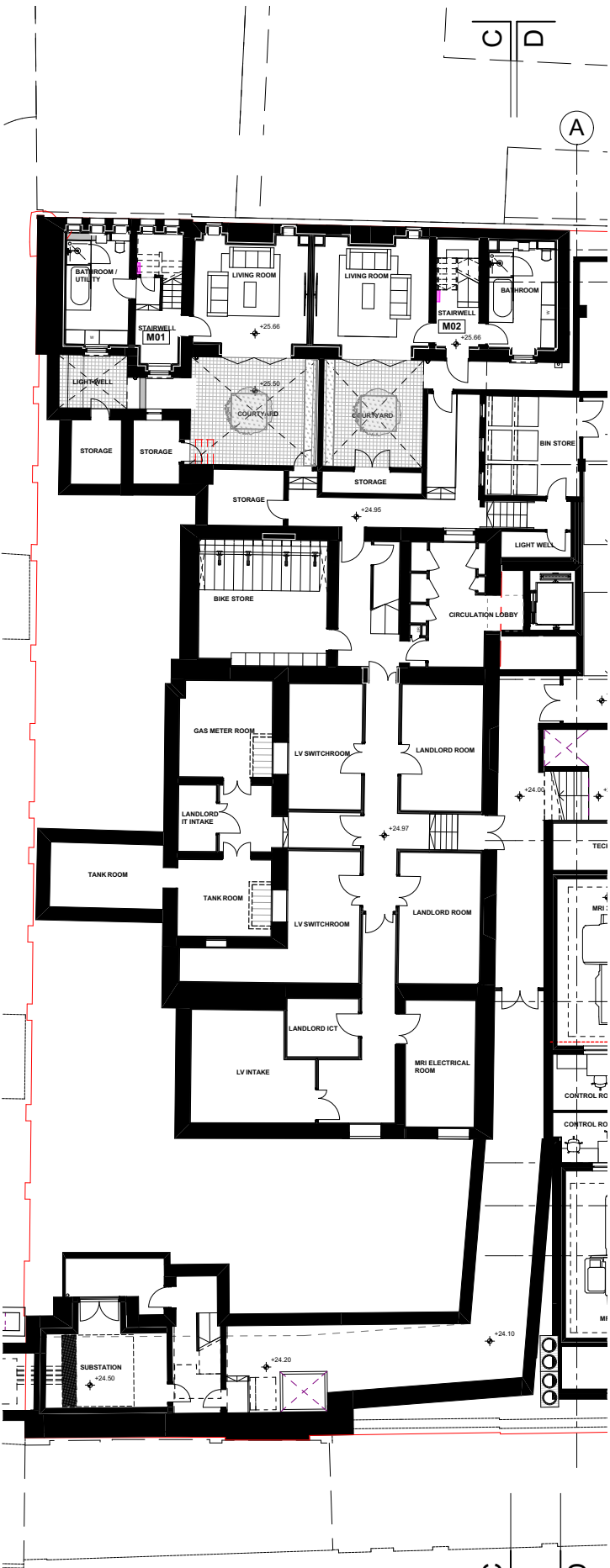


Approved Scheme - Ground Floor Plan

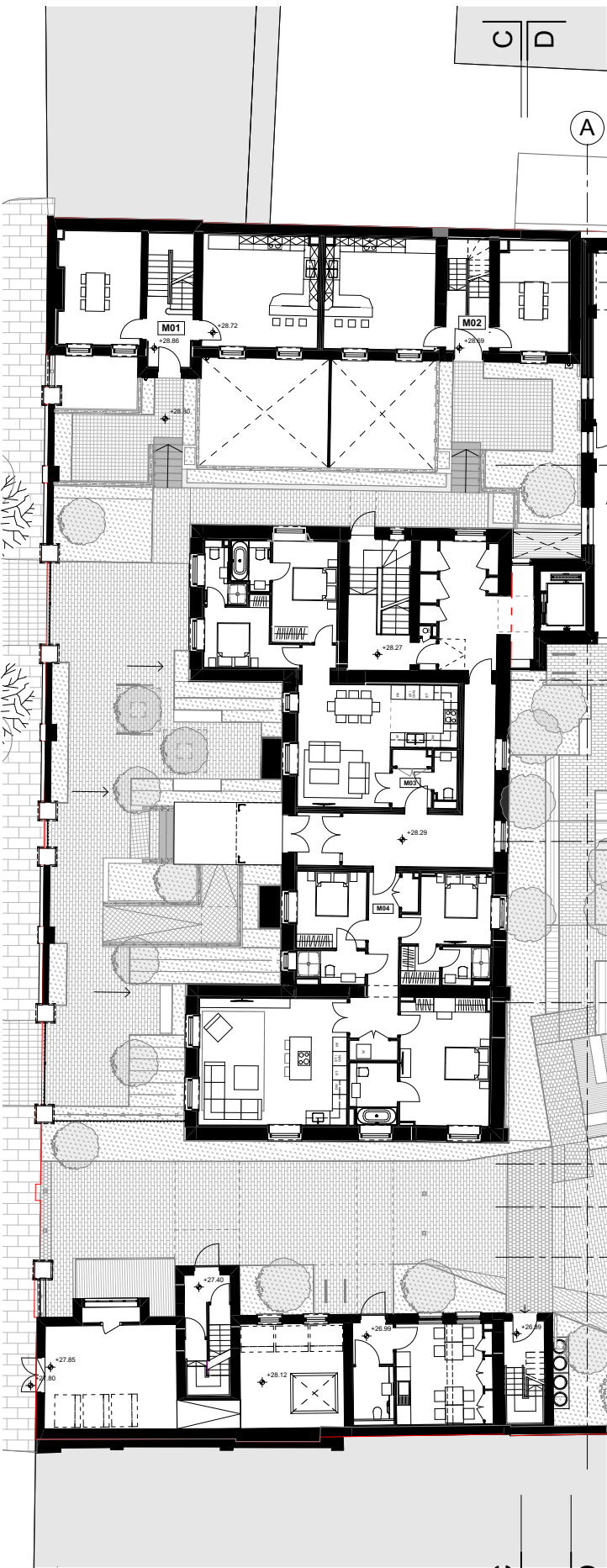


Approved Scheme - First Floor Plan

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Revised Scheme - Basement Floor Plan



Revised Scheme - Ground Floor Plan



Revised Scheme - First Floor Plan

Revised Scheme

North House

Basement garden space provided.
Residential accommodation created.
Bin store relocated.

Ground Void created for basement daylight
Ramps removed to allow planter space

1st floor Minor changes to apartments

Workhouse

Basement Bike store relocated
Accessible by lift and adjoining staircase

Ground Unit M04 reconfigured

1st floor Unit M05 & M07 reconfigured to allow
new unit M06

South House

Basement Sub station relocated at basement

Ground Community room added to replace sub
station location.

1st floor Minor changes to apartments