

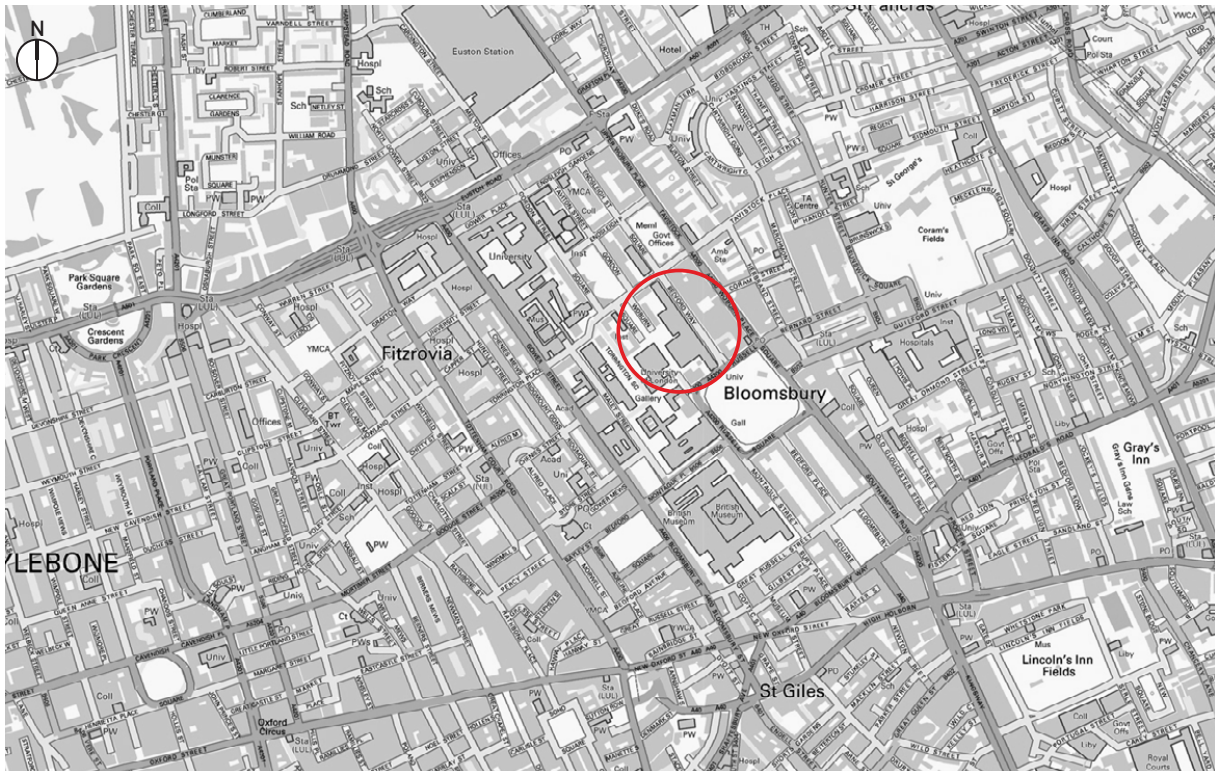
UCL Institute of Education
No. 20 Bedford Way, WC1
Heritage Statement
Prepared for University
College London
June 2018



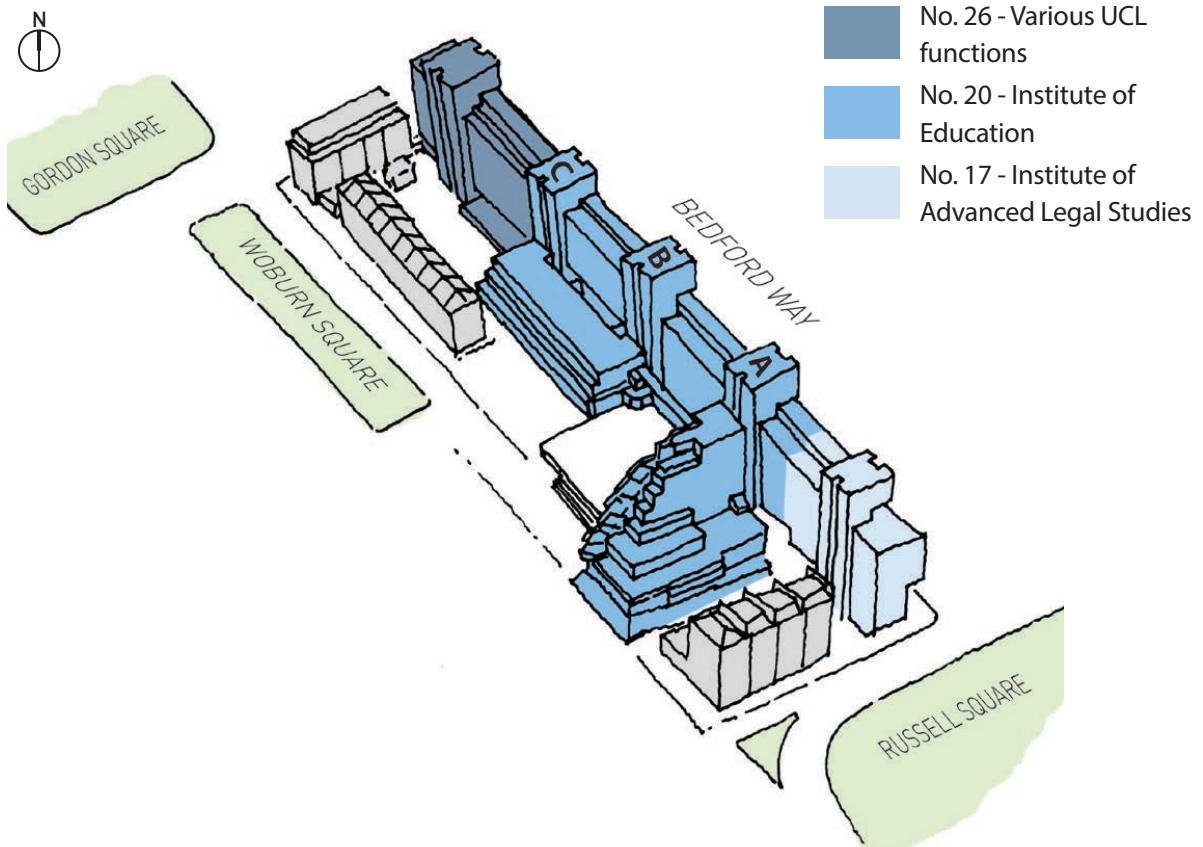
UCL Institute of Education No. 20 Bedford Way, WC1 Heritage Statement Prepared for University College London June 2018

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Location plan (ABA)



Aerial sketch showing the building's various functions (ABA)

Executive summary

No. 20 Bedford Way is located in the London Borough of Camden. It is part of a larger building comprising Nos. 17, 20 and 26 Bedford Way, which house, respectively, the Institute of Advanced Legal Studies, the Institute of Education, and various other functions of University College London (UCL). The whole building is listed at Grade II* and forms part of the setting of several other heritage assets. It also lies within the Bloomsbury Conservation Area. This Heritage Statement looks at proposals concerning Phase 1b of UCL's Masterplan project, which involves the refurbishment of Levels 2, 4 and 5 of the west wing of the Institute of Education at No. 20.

The building was designed by Sir Denys Lasdun, one of Britain's foremost twentieth-century architects, and was completed in 1976. The significance of its external appearance lies primarily in the sophisticated use of horizontal strata and imposing towers that make up its strong, sculptural form, in addition to the high-quality finish, comprising bronze-anodized aluminum panels, concrete and glazed panels. Lasdun designed the interiors to be flexible, in the knowledge that as the needs of the university evolved, so too must the layout of the building. In line with this, the majority of the interiors have been extensively altered; however, original fabric remains in the external elevations, circulation cores, structural elements and some partitions.

UCL is experiencing a shortage of teaching and administration space. The proposal from Hawkins\Brown Architects is the first phase of a long-term project. Phase 1b of the wider scheme seeks to relieve pressure for space by converting underused areas at No. 20 Bedford Way into teaching and administrative spaces, as well as installing a lift to improve the building's level access.

The Architects propose to reconfigure the internal layout of Levels 2, 4 and 5 of the west wing. Listed building consent was granted in October 2017 (application ref: 2017/2543/L) for the creation of an open-plan bar on Level 2. This application seeks to amend the layout of this area, to create teaching spaces instead (it is proposed to move the bar to Level 4). Level 4 will also have teaching spaces and WCs. The Architects propose partitioning off the central stair on Level 4, to provide an acoustic barrier between the bar and Level 5, which will become an open-plan study area, with meeting rooms and accessible WC. Externally, the Architects propose to provide access to the terrace on Levels 4 and 5. This will involve the replacement of four glazed panels —three on Level 4 and one on Level 5 — with glazed doors with spandrel panels. Four fresh-air supply/exhaust louvre panels will be installed in place of glazed panels and two existing fire escape doors will be replaced with glazed panels on Level 4. Glazed panels and door will be re-used where possible, and all new doors and panels will fit within the existing concrete mullions and will match the finish of existing window frames. All new doors will provide emergency access.

Most of the internal works will have no impact on the significance of the building, as most non-structural elements of the interiors are of neutral significance. Where there is some loss of significant historic fabric, the harm caused to significance is negligible. The harm to the significance of the external appearance of the building, such as through the replacement of original glazed panels for glazed doors and aluminium louvre panels, is considered to be negligible. This is because the proposed changes will not have any material effect on the overall appearance of the building, the significance of which lies in its powerful massing and high-quality materials. Furthermore, any minor harm to significance is outweighed by

the public benefits resulting from the enhancement of the building's ability to function as an educational and administrative centre for the University. Lasdun designed the building in acknowledgement of the fact that it must evolve to remain viable, as the needs of the University changed. The proposals are in accordance with this design philosophy and with national and local legislation, including Policy 7.8 of the London Plan (2016), which states that less than substantial harm to the significance of a designated asset is acceptable if this harm is outweighed by the public benefits of the proposal, including securing the building's optimal viable use.

The proposals will have no impact on the significance of nearby heritage assets, or on the character of Bloomsbury Conservation Area.

In conclusion, the proposals are in accordance with relevant national and local policy and guidance, and should be granted Planning Permission and Listed Building Consent.

1.0 Introduction

1.1 The Brief

This Heritage Statement has been prepared by Alan Baxter Ltd (ABA) for University College London (UCL) to accompany a Listed Building Consent Application to the London Borough of Camden (the Council) for works to No. 20 Bedford Way, part of a Grade II*-listed Brutalist-style building, comprised of Nos. 17, 20 and 26 Bedford Way, that lies within Bloomsbury Conservation Area. Designed by renowned twentieth-century architect Sir Denys Lasdun, the building comprises the Institute of Education, the Institute of Advanced Legal Studies as well as other functions of UCL.

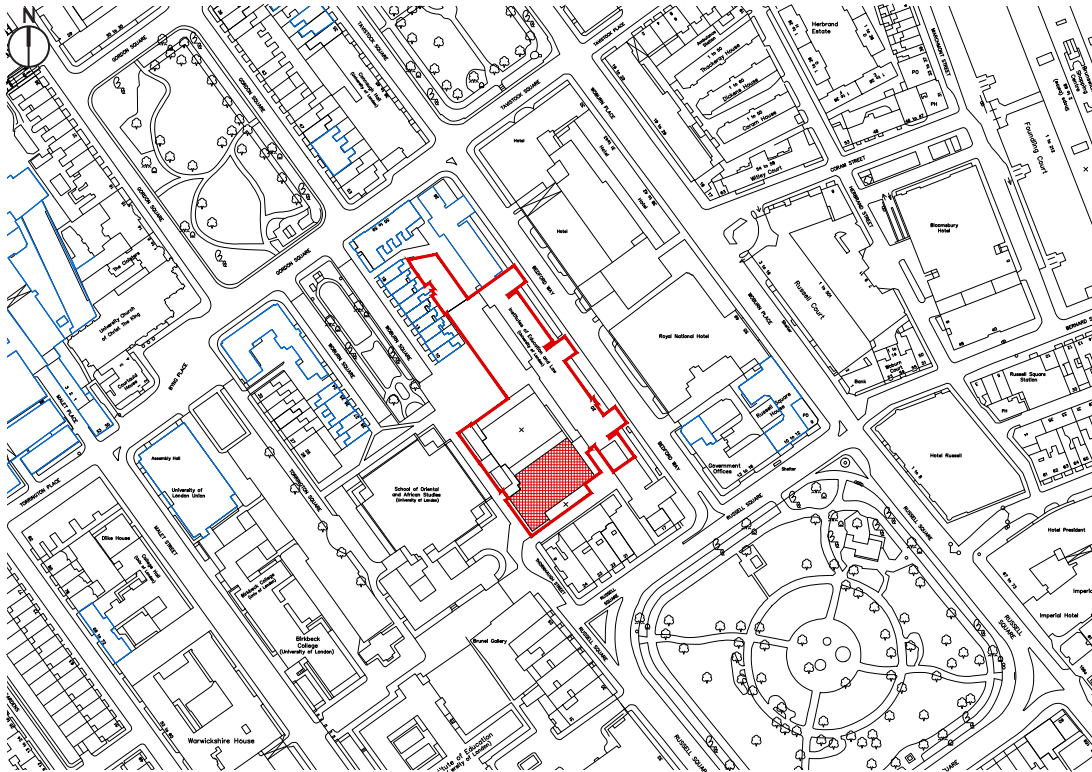
This report concerns Levels 2, 4 and 5 of the projecting west wing of the Institute of Education at No. 20. These proposals form Phase 1b the Institute of Education's Masterplan, adopted in 2016 with a view to extending, reorganising and improving No. 20 Bedford Way. Today, UCL is in urgent need of additional teaching and administrative space. The proposals, designed by Hawkins\Brown Architects (the Architects) seek to meet this need, reorganising existing spaces and improving accessibility to support the continued use of the building for teaching and academic administration.

1.2 Structure and methodology

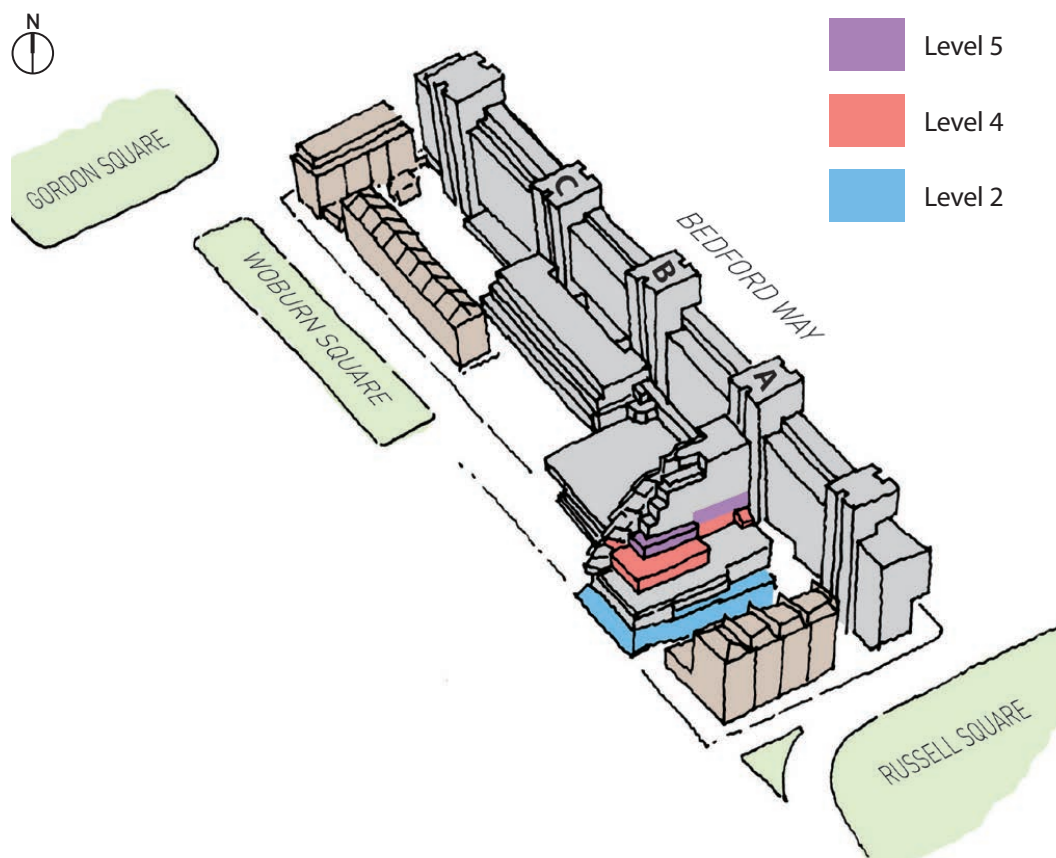
This opening Chapter serves to introduce the site, whilst Chapter 2 of this report outlines its historic context and that of the wider area. Chapter 3 assesses the significance of the listed building and its contribution to Bloomsbury Conservation Area. Chapter 4 summarises the proposals and assesses their heritage impact, based on the understanding of the site given in Chapter 2 and in relation to relevant policy and guidance. Chapter 5 contains a list of sources consulted and there are three appendices that contain No. 20 Bedford Way's list description, the Historic Environment Record (HER) search results map, and relevant policy and guidance.

This report is based on site visits undertaken in on 27 January 2017, 17 March 2017 and in February 2018, in addition to the critical review of the sources listed in Chapter 5. A search of the Historic Environment Record has been carried out; however, below-ground archaeology is outside the scope of this report.

It is the nature of existing buildings that details of their construction and development may be hidden or may not be apparent from a visual inspection. The conclusions and any advice contained in this report — particularly relating to the dating and nature of the fabric — are based on our research, and on observations and interpretations of what was visible at the time of our site visits. Further research, investigations or opening up works may reveal new information which may require such conclusions and advice to be revised.



Site plan - No.20 is outlined in red. The shaded area represents the west wing.



Aerial sketch of the building showing relevant levels (ABA)

1.3 The listed building

The listed building comprises Nos. 17, 20 and 26 Bedford Way and takes up the length of the urban block between Tavistock Square to the north and Russell Square to the south. The main elevation faces Bedford Way. To the northwest it is enclosed by rows of nineteenth-century terraced houses facing Woburn Square, and to the south several houses of the same period facing Russell Square.

The building consists of nine levels – six above and three below ground level. It has a long linear plan with five distinctive core towers. The projecting west wing to the west of core tower A faces the extension to the School of Oriental and African Studies (SOAS), another Lasdun project.

1.4 Designations

No. 20 Bedford Way was listed Grade II* on 4 December 2000. Several other buildings in the immediate vicinity are listed and contribute to the setting of No. 20 Bedford Way. They include the Grade II group listings for the terraced houses Nos. 10 to 18 Woburn Square, Nos. 55 to 59 Gordon Square and Nos. 21 to 24 Russell Square. To the south-west, SOAS is Grade II-listed, while its extension — the Phillips Building — is Grade II*. Russell Square is listed at Grade II on the Register of Historic Parks and Gardens. Two nineteenth-century parish markers in Woburn Square are on the Council's local list.

The site lies within Bloomsbury Conservation Area, which was initially designated in 1968. There have been numerous subsequent extensions, reflecting a growing appreciation of high-quality Victorian, Edwardian and twentieth-century architecture. Bloomsbury Conservation Area has numerous Sub-Areas; No 20 Bedford Square straddles Sub Area 3: University of London/British Museum and Sub Area 6: Bloomsbury Square/Russell Square/Tavistock Square.



Designation plan (ABA)



West wing (ABA)

2.0 Understanding No. 20 Bedford Way

2.1 Historical overview

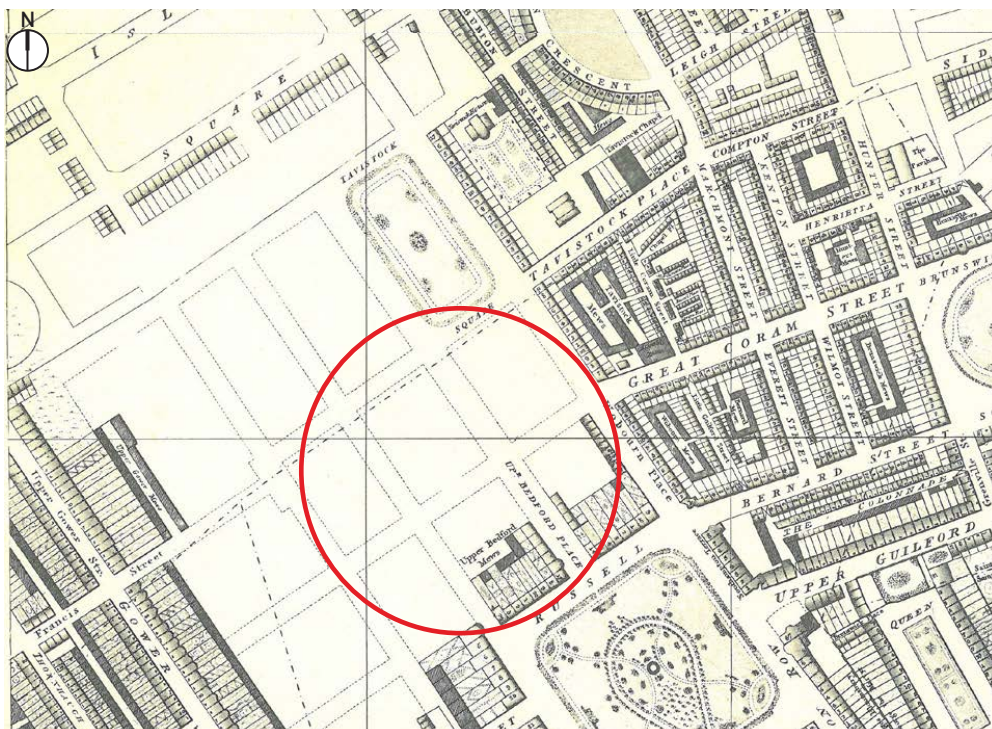
This section outlines the historic development of Bloomsbury and the expansion of the University that led to the construction of Lasdun's building on Bedford Way.

2.1.1 The seventeenth-century Bedford Estate

Before the eighteenth century the site of No. 20 Bedford Way consisted of agricultural fields, called Lamb's Conduit Fields (Fig. 9). In 1669 the area came into the ownership of the Russell Family – the Dukes of Bedford – through marriage, as part of the Bloomsbury Estate. This area stretched from Tottenham Court Road in the west, to the New Road (Oxford Street today) in the south, Euston Road in the north and Woburn Place and Southampton Row in the east. The estate included Southampton House, built in 1657, and renamed Bedford House when it became the London home of the Dukes of Bedford.

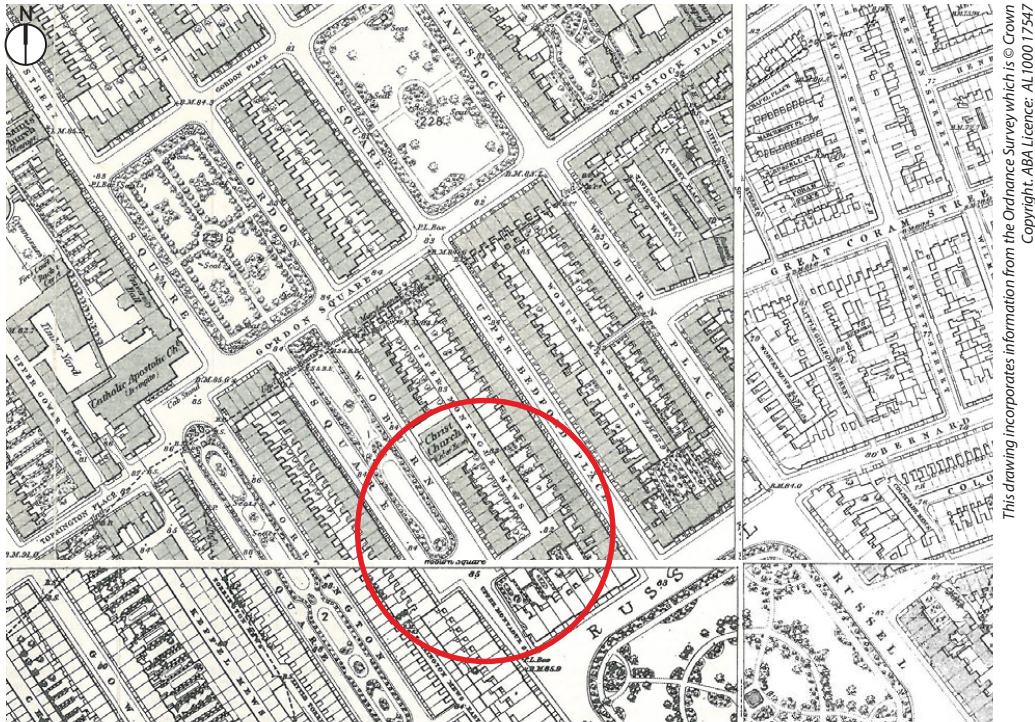
2.1.2 Eighteenth- and nineteenth-century development of the estate

The large-scale development of the Bedford Estate began in the late eighteenth century, transforming the rural landscape into a planned, residential estate. Bedford Square was the first to be laid out, from 1776. In 1800, Francis Russell, the 5th Duke of Bedford (1765-1802) demolished Bedford House, commissioning James Burton (1761-1837) to develop the land. Burton created Russell Square between 1801 and 1804, while the renowned landscape designer Humphry Repton (1752-1818) laid out the gardens. Upper Bedford Place, leading north from Russell Square, was laid out at this time; this street later became Bedford Way. By 1870 a terrace of houses had been built along Upper Bedford Place, with mews buildings to the rear. The terraces of Woburn Square had also been built by this point, as well as Christ Church on its northeast side.



Horwood's map of London, 1815

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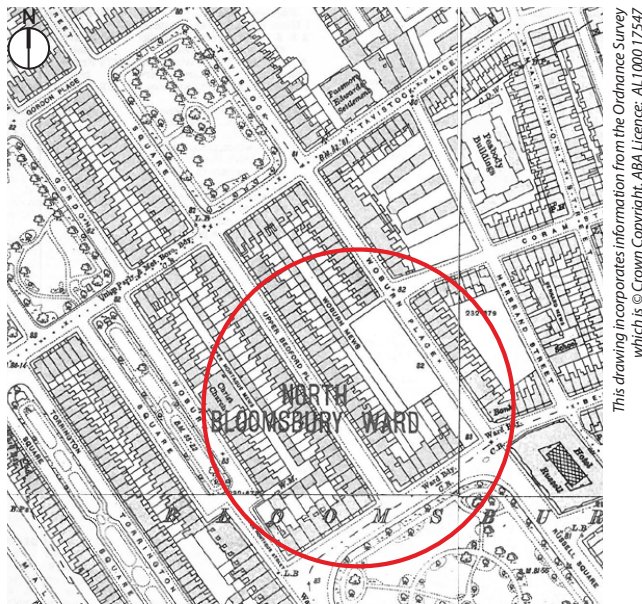
Ordnance Survey map, 1870

2.1.3 Diversification of Bloomsbury

The University College – UCL today – was established in 1826, inspired by Jeremy Bentham's (1748-1832) radical proposal for a secular university. The University's first building was the classically-styled college on Gower Street, designed by William Wilkins and opened in 1829. Over the course of the nineteenth century, Bloomsbury attracted a wide range of institutions and other occupants; to the north new railway termini on Euston Road led to a proliferation of hotels, whilst the British Museum to the west was formally opened in 1857.

2.1.4 Early twentieth-century

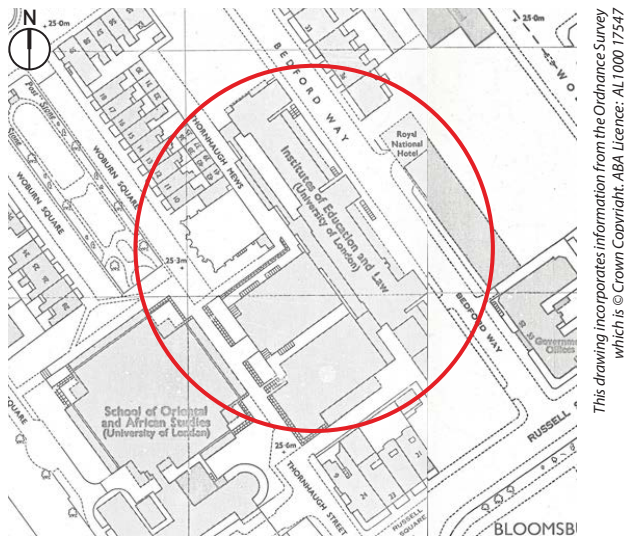
In the first half of the twentieth century, Bloomsbury's major development was associated with the expansion of the University, between Gower Street and Russell Square. This expansion, coupled with the introduction of railways, hotels and office uses led to a decline in residential occupation by the wealthier population, who moved to other fashionable areas of London. During the 1930s a new aesthetic and scale was adopted by the University and an expansion scheme was prepared by the architect Charles Holden (1875-1960), with a spine of buildings extending from Montagu Place to Byng Place, and from Malet Street to Woburn and Russell Squares. However, by the outbreak of the Second World War only Senate House was complete. War-time bombing destroyed much of the older housing stock in the area. This led to new large-scale developments, including the present No. 20 Bedford Way.



Ordnance Survey map, 1914

2.1.5 Post-war construction by the University

Following the Second World War, the University expanded further south and east initiating further demolitions of historic buildings to make way for new university buildings. In 1960, Denys Lasdun (1914–2001) was commissioned to design a new building for the Institute of Education between Bedford Way and Woburn Square. Construction commenced in 1969 and was completed in 1976. Lasdun's design was never fully realised — for instance, the west wing is only one of five projecting ranges that were to be built abutting each of the stair core towers. The project was brought to a standstill due to a combination of financial difficulties and the burgeoning historic building conservation movement that opposed the demolition of Bloomsbury's older building stock, most of which became listed. No. 20 Bedford Way was formally opened by the Queen in 1977. The area has continued to evolve but most development still originates with the larger institutions, such as the University and the British Museum. Today, no. 20 Bedford Way continues to fulfil its original function as an educational and administrative building.



Ordnance Survey map, 1977

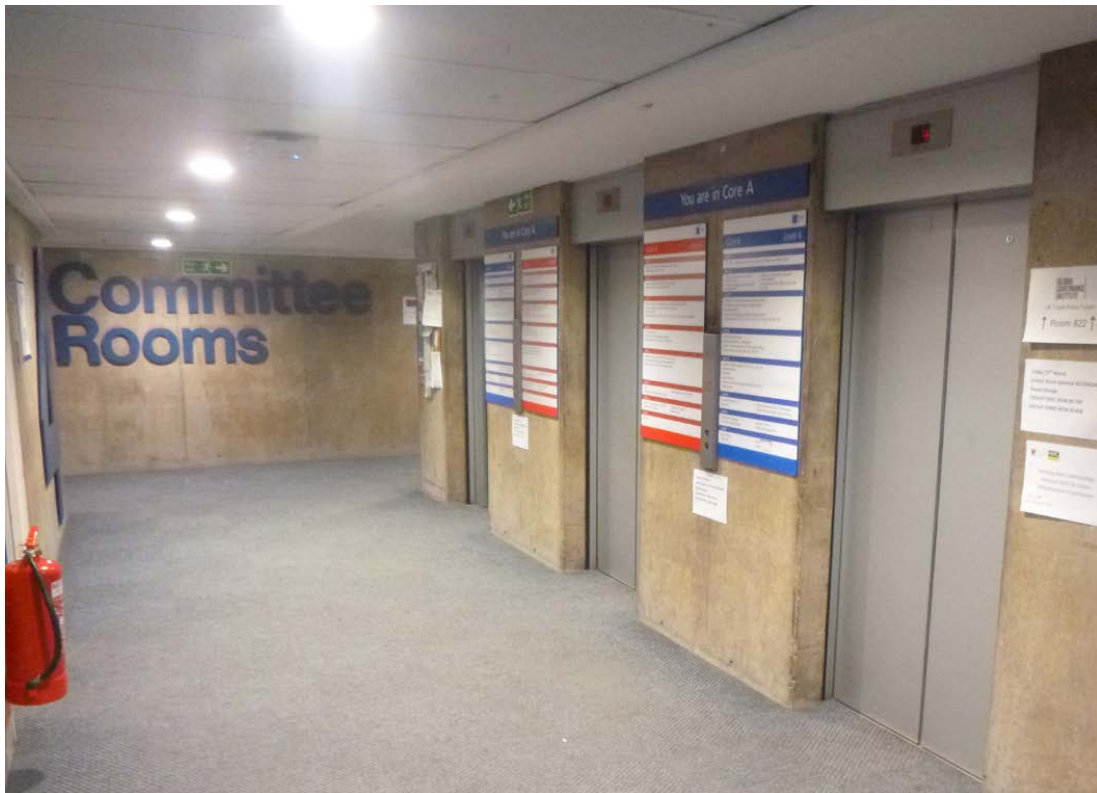
2.2 Lasdun's design

Lasdun's building is formed of nine storeys, three of which are below ground, articulated by a grid of pre-fabricated bronze-anodized aluminium panels and glazing, set in a structure of in-situ and precast reinforced concrete. The spine of the building along Bedford Way is punctuated by five concrete Core towers, of which the three central ones, Cores A, B, and C, are occupied by the Institute of Education. The west wing projects towards Woburn square and has the form of a ziggurat, with each level stepped back from the one below. The west elevation of this wing is dominated by an over-scaled concrete staircase tower. The footings for another projecting wing were incorporated into a low library extension in 1990–1993. Fenestration varies across the building from modern float glass in bronze-anodised aluminium frames on primary elevations like Bedford Way to more standard, toughened glass windows in ordinary painted aluminium frames on secondary elevations, such as those at the lower level of the west wing.

On Levels 2, 3, 4 and 5 the original external features have been retained but the interiors have been extensively refurbished. Some original partitions survive, specifically a range on the third floor of the west wing and a few walls in the area between Cores B and C, but these are lightweight partitions for cellular offices, designed for flexibility of use and to be reconfigured as the needs of the building change. The most important, surviving original fabric is found in circulation cores, principal reception areas and structural elements (Fig.10).



East elevation to Bedford Way (ABA)



High quality concrete finish in lift lobby (ABA)



Standard toughened clerestory glass on Level 3 (ABA)

3.0 Assessment of significance

3.1 Assessing significance

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 to effective conservation and management because the identification of elements of high and lower significance, based on a thorough understanding of a site, enables owners and designers to develop proposals that safeguard, respect and where possible enhance the character and cultural values of the site. The assessment identifies areas where no change, or only minimal changes should be considered, as well as those where more intrusive changes might be acceptable and could enrich understanding and appreciation of significance.

Statutory designation is the legal mechanism by which significant historic places are identified in order to protect them. However, it is necessary to go beyond these in order to arrive at a more detailed and broader understanding of significance that considers more than matters archaeological and architectural-historical. This is achieved here by applying the criteria set out in Historic England's *Conservation Principles, Policies and Guidance* (2008), a document that has helped to bring a much-needed clarity to the use of the term 'significance.'

Conservation Principles describes four different value groups that contribute to the significance of a place:

Evidential value: derives from the potential of a place to yield 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: derives from the ways in which past people, events and aspects of life can be connected through a place to the present. A place may illustrate some aspect of the past, and thus helps to interpret the past, or be associated with an important person, event or movement;

Aesthetic value: this may derive from conscious design, including the work of the artist or craftsman; alternatively it may be the fortuitous outcome of the way a building or place has evolved; and,

Communal value: regardless of their historical or aesthetic value, many places are valued for their symbolic or social role, often as a source of identity to people and communities. This may encompass a spiritual or commemorative role.

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 is to demonstrate that all these values have been considered in assessing the significance of the site and the relative significance of its component parts. The significance of no. 20 Bedford Way is described using the following terminology:

Highly Significant: Original elements or features that contribute to the historic and architectural interest of the building as a heritage asset; or later elements or features which are of sufficiently high quality that they maintain a high degree of architectural or historic interest.

Significant: Original elements or features which contribute to the historical or architectural interest of the building as a heritage asset, but which are not in themselves or as a group of particular importance; or non-historic features which contribute to maintaining the overall architectural or historic interest of the asset.

Neutral significance: Later elements or features of little or no interest, which do not contribute positively to the historic and architectural interest of the building as a heritage asset. This can include historic fabric where this is of minimal special interest or is located in an area that has undergone notable change.

3.2 Designations

In statutory terms, the architectural significance of no. 20 Bedford Way has been recognised by the listing of the building at Grade II*. The significance of the wider neighbourhood is reflected in its designation as the Bloomsbury Conservation Area.

3.3 Summary of significance

3.3.1 Archaeological value

While this report deals with standing buildings only, the Historic Environment Record (HER) has been consulted. The HER search results map – Appendix B of this report – suggests evidence of recent and older archaeological remains. However, no excavation is proposed.

3.3.2 Architectural and artistic value

Exterior:

The list entry description — included as Appendix A of this report — succinctly summarises the main elements and principal qualities of no. 20 Bedford Way. These are:

- Mature language of strata and towers
- Over-scaled concrete staircase towers
- Entrance floors set back behind exposed frame
- Smooth and sharp appearance and form of the concrete
- Quality of finishes
- Contrasting textures of materials

The list description states that:

The elevational treatment is in Lasdun's mature language of strata and towers, a grid of aluminium panels and glazing set over concrete plinth on western elevation (sic), with massively over-scaled concrete staircase towers. On the eastern elevation to Bedford Way, the entrance floors are set back behind exposed frame (sic), and has cut-back corners which demonstrate the smooth, sharp concrete particularly forcefully. The quality of finishes is exceptional and the contrasting texture of materials unique in Lasdun's surviving work. The single spur that was built is highly sculptural, with a striking silhouette of angular concrete escape stairs rising above the floor levels and curtain walling. A similar system of anodised aluminium and glass was adopted by Lasdun for his extension, but with more pronounced glazing bars, and with three pyramidal roof lights that are the clearest indication of the new work. Entrance doors in anodised aluminium surrounds.

Although not completed in full, the strong design concept of stepped form, bold horizontal layers, strong vertical elements and high-quality finishes on primary elevations gives the exterior of the building high architectural and artistic value. The west wing is the only one of Lasdun's five planned 'spurs', or western wings, to be realised.

Elements of the exterior — such as glazing — are of standard design, usually toughened glass that has degraded over time. They are not of high architectural value in themselves. Nonetheless, the overall importance of the building's exterior is **highly significant**. The external terraces on Levels 4 and 5, featuring concrete and bronze-anodised aluminium panel walls with metal balustrades, contribute to the west wing's distinctive architecture and are **highly significant**. However, free-standing planters, other pieces of furniture and the concrete paving on the terraces are in poor condition.

Interior:

The list description clearly states three elements of Lasdun's interior as being of special interest:

- Lift lobbies
- Entrance hall
- Principal stair to the lecture theatre

The list description states that:

The interiors are simple, but the quality of concrete finishes is exemplary throughout. The upper teaching spaces were designed to be flexible, and continue to be altered regularly – a tribute to the success of the original concept. The areas of special interest are the lift lobbies, where Lasdun's finishes can be seen at their best, and the entrance hall and principal stair to the lecture theatre. This staircase, in a deep well in which are set giant columns, is a version in smooth concrete with brick treads (sic) of his earlier ceremonial stair at the Royal College of Physicians in Regent's Park (LB Camden, grade I), with concrete walls and balustrade. The entrance hall, with pavioured floors, is on two main levels, corresponding to the different level of Bedford Way and the square behind. Separate stairs lead to bookshop on lower level.

3.3.3 West wing — Levels 2, 4 and 5

The interiors of the Levels 2, 4 and 5 of the west wing have been extensively altered; little original fabric survives. The interior of Level 2 comprises late twentieth-century partitions that make up store rooms, plant rooms and secondary facilities such as toilets and showers. Level 5 has spine corridor with offices either side. A comparison of the existing plan with the original contract drawings shows that while the layout is close to Lasdun's design, only three offices have partitions on the same line as the original; all the other partitions have been reconfigured. The elements of architectural value that do survive tend to be integral, such as stairwells, structural walls, columns and concrete mullions. These elements are **significant** across the three levels.

Some original partitions survive in the building; the majority are lightweight partitions, of cellular offices, designed for flexibility of use. These have some historic and architectural value and are **significant**.

Apart from these original elements, the interiors have no architectural or historic significance and are of **neutral significance**.

3.3.4 Historic significance:

The historic significance of No. 20 Bedford Square lies in its being an excellent example of a university teaching and administration building, designed by one of Britain's leading post-war architects. It is characteristic of the large-scale Brutalist development of the 1960s and '70s, and its bold expression of function, form and materials typifies the mature work of Denys Lasdun. The arrested development of No. 20 Bedford Square, specifically the incomplete design for multiple western 'spurs', reflects the growing importance of the historic building conservation movement in the mid- to late twentieth century. Historically, No. 20 Bedford Square is **highly significant**.

3.4 Contribution to Bloomsbury Conservation Area

The site is located within Bloomsbury Conservation Area. The Conservation Area Appraisal and Management Strategy was produced in 2011. Bloomsbury Conservation Area is generally characterised by its formally planned arrangements of streets and squares. The document states that:

The quintessential character of the Conservation Area derives from the grid of streets enclosed by mainly three and four-storey developments which have a distinctly urban character interspersed with formal squares which provide landscape dominated focal points. (LB Camden 2011: 6)

This document divides the Conservation Area into Sub-Areas based on shared characteristics. No. 20 Bedford Square is mentioned under two of the Sub-Areas. In Sub Area 3: University of London/British Museum, the building is described as part of a group with its neighbour, the Philips Building extension to SOAS, also designed by Lasdun. The document states that the two buildings:

Share a common vocabulary derived from postwar British Brutalist architecture: stark concrete, strongly modelled structures with horizontal glazing, and distinct sculptural forms including vertical circulation towers. While radical interventions in the Bloomsbury landscape, the Lasdun buildings are now part of the established character of the Conservation Area. (LB Camden 2011: 34)

In Sub Area 6: Bloomsbury Square/Russell Square/Tavistock Square, No. 20 Bedford Way is noted for its dominant presence in the Bloomsbury streetscape:

On the north side, the southern end of Denys Lasdun's Institute of Education (grade II listed) has a bronze-coloured glazed curtain wall elevation facing the square... The western side of the street is occupied entirely by the strongly modelled elevation of Sir Denys Lasdun's 1970s grade II* listed Institute of Education and Clore Institute of Advanced Legal Studies. A notable example of British Brutalist architecture, the street elevation is punctuated by the vertical staircase towers and lecture room 'pods' at roof level. (LB Camden 2011: 48)*

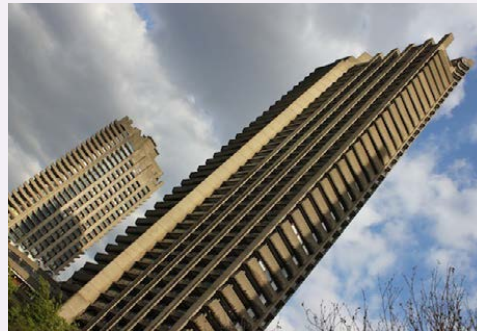
Brutalist buildings

'Brutalism' as an architectural term originates from the use of exposed materials including raw concrete (*béton brut*). It has come to be used to describe the imaginative sculptural treatment of the volumes and surfaces of a building for the power of their formal expression, often in relation to the expression of internal functions. This was in contrast to the polite modernism of the Festival of Britain period which preceded it.

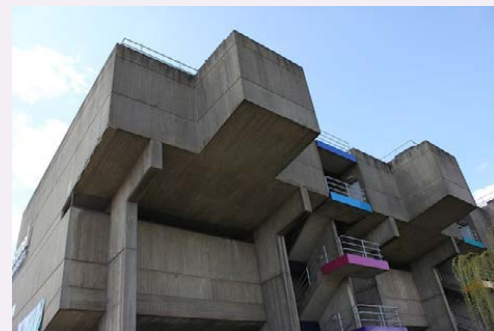
Brutalism was used almost exclusively in the public sector, for housing, and educational and cultural buildings. Its uncompromising aesthetic and demanding engineering and construction techniques made it unsuitable for commercial development, for which low-risk building processes and an inoffensive aesthetic were more appropriate.



Alexandra Road Estate, Neave Brown (1972–78)



Barbican Estate, Chamberlain, Powell and Bon (1962–82)



Brunel University, Richard Sheppard, Robson and Partners (1965–66)



National Theatre, Denys Lasdun (1969–76)



Royal College of Physicians, Denys Lasdun (1960–64)



Trellick Tower, Erno Goldfinger (1968–72)

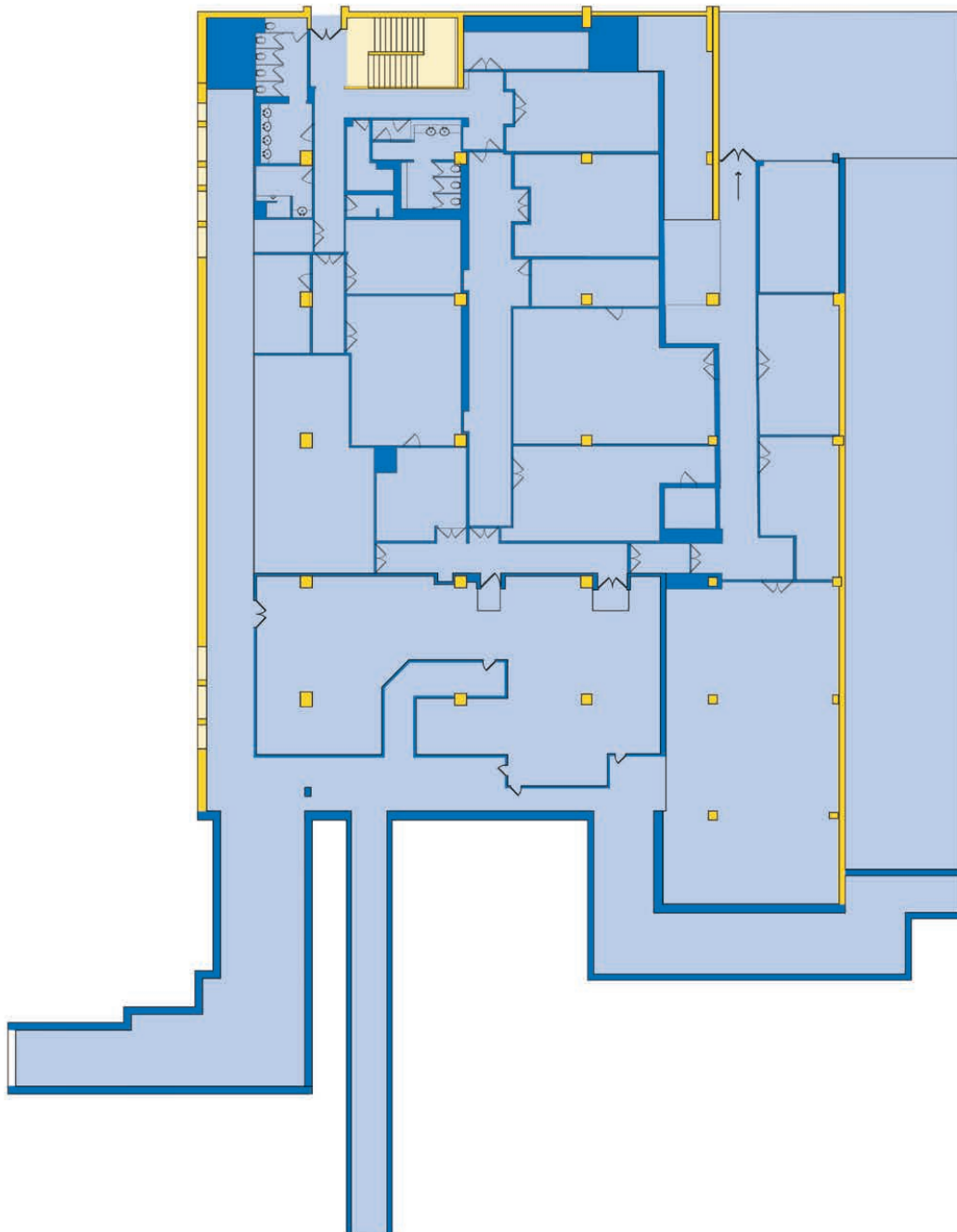
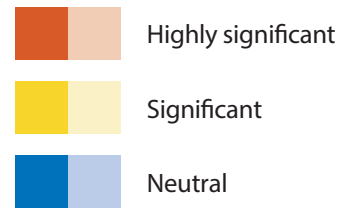
Images: <http://londonist.com/2012/05/londons-top-brutalist-buildings>



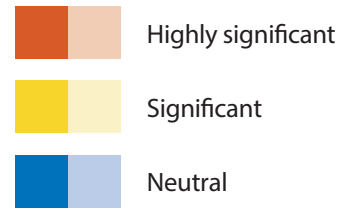
The main staircase of No.20, showing the high quality of the concrete finish. The proposals do not affect this highly significant area (ABA)



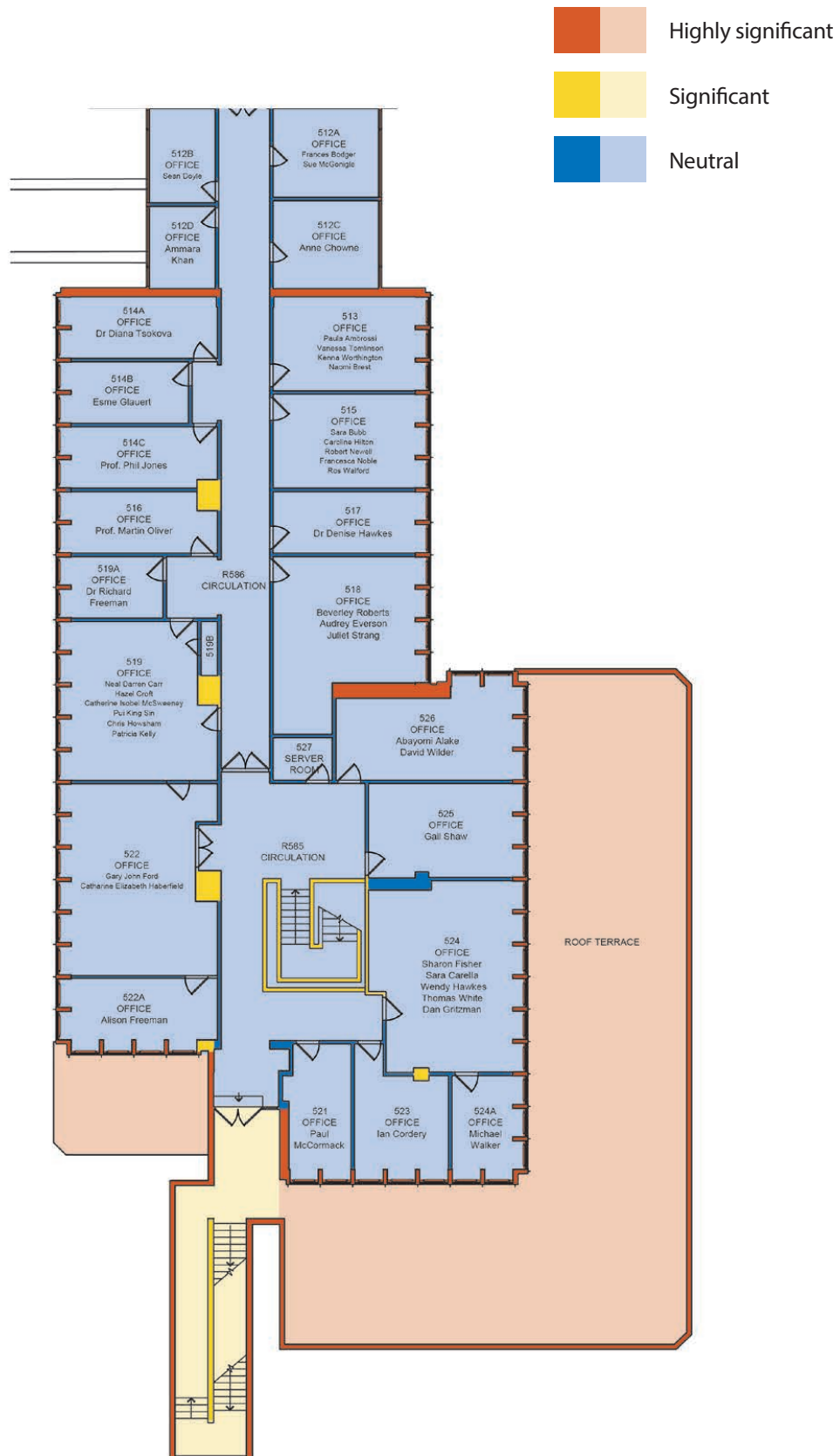
Detail of high-quality fabric and finishes on the landing. The proposals do not affect this highly significant area (ABA)



Significance - Level 2 of the west wing



Significance - Level 4 of the west wing



Significance - Level 5 of the west wing



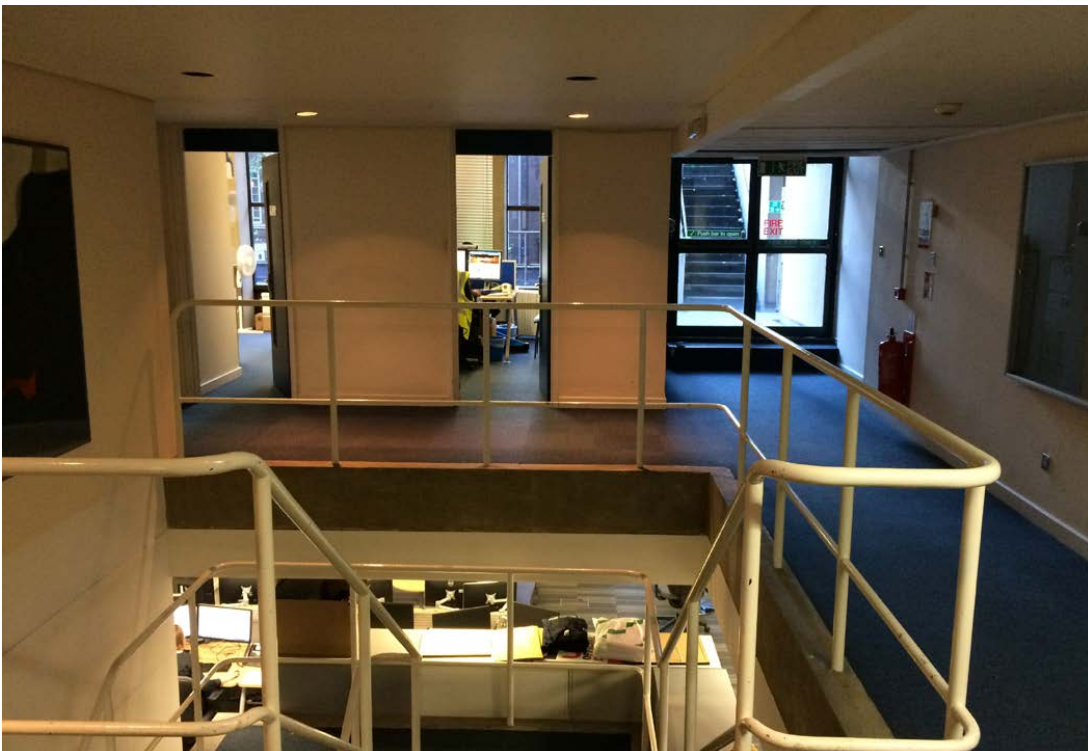
Stair core between Levels 2 and 3 (ABA)



Interior of Level 4 of west wing (Hawkins\Brown)



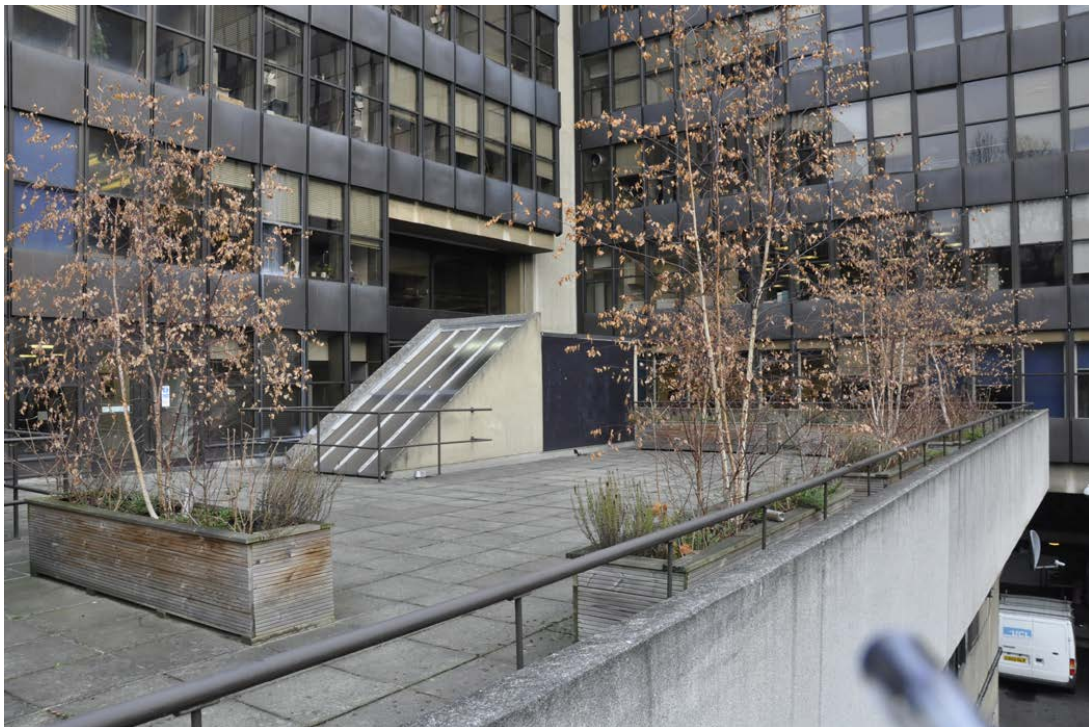
Central staircase at Level 4 of west wing (Hawkins\Brown)



Central staircase at Level 5 of the west wing (Hawkins\Brown)



Interior of Level 5 of the west wing (Hawkins\Brown)



Level 4 Terrace

4.0 Heritage impact assessment of proposals

4.1 Introduction

This chapter introduces the proposals and assesses their impact on the significance of No. 20 Bedford Way and nearby heritage assets, including Bloomsbury Conservation Area. The assessment is based on the understanding outlined in Chapters 2–3 and refers to relevant policy outlined in Appendix C..

4.2 Summary of proposals

At present, UCL lacks teaching space to the extent that it has had to seek additional space in hotels or utilise temporary structures as teaching and administrative spaces. Accessibility is also a problem: wheelchair users have to follow very circuitous routes into and through the building, particularly in the west wing. Finally, energy inefficiency across the building is another issue that needs addressing.

The proposals by Hawkins\Brown, Phase 1B of UCL's Masterplan, seek to meet these urgent needs by rearranging spaces in the west wing. The reorganisation of these areas and conversion of under-utilised spaces will provide improved level access throughout the building, better circulation and enhanced layouts for teaching, learning and administration.

Overall, the proposals seek to remove any existing non-structural partitions, but retain existing structural elements and circulation cores (including stairs and handrails) that date from the earliest phase of the building.

Listed Building Consent application 2017/2543/L, approved in October 2017, allowed for the installation of a bar on Level 2. However, the current proposals seek to relocate the bar to Level 4 and amend the layout of Level 2, in order to create further teaching space. Level 4 of the west wing today is an almost entirely open-plan office with a handful of rooms divided by lightweight partitions. The proposals seek to reconfigure this layout to provide teaching spaces along the northwest elevation and WCs near the connection with Core A, in addition to the open-plan student bar. Level 5 currently has lightweight partitions that provide cellular offices. Partitions at the connection with Core A will be reconfigured to provide two meeting rooms, an office and an accessible WC, while the remaining partitions will be removed to create open-plan study spaces. The staircase linking Levels 4 and 5 will be retained, but will be partitioned off at Level 4 to provide an acoustic barrier between the bar and the study area.

A lift in the northwest corner of the west wing was approved as part of Phase 1A. This will improve accessibility by connecting Levels 2, 3 and 4.

The proposed external works on Level 4 result from the provision of level access onto the terrace. Two existing doors on the southeast elevation will be replaced with glazed panels to match existing; these doors will be reused to provide ramped access onto the terrace from the lobby adjacent to Core A, and from the bar. Two fresh-air supply/exhaust louvre panels are proposed on the same elevation. Another door and two further louvre panels are proposed on the southwest elevation. On the fifth floor a single door is proposed on the southeast elevation to provide access to the terrace. The proposed door frames on Levels 4 and 5 will match the existing window frames and fit within the concrete mullions and all proposed doors will provide emergency access. Existing double glazing will be replaced like-for-like.

4.3 Heritage impact of proposals

4.3.1 Impact on no. 20 Bedford Way

The heritage impacts of the proposals are explored in Table 4.1 below. Where the proposals involve replacing existing elements like-for-like, there will no impact on significance, unless otherwise stated.

Heritage impacts on no. 20 Bedford Way

Details of proposal	Impact on significance	Justification/mitigation/comment
Level 2		
Rearrangement of non-original internal partitions to provide teaching rooms.	No impact.	The Level 2 interiors have been extensively altered and are predominantly of neutral significance. This proposal will not result in the loss of significant historic fabric. Therefore, it has no impact on significance.
Level 4		
Rearrangement of non-original internal partitions to create teaching spaces, WCs, store/office and a bar.	No impact.	The Level 4 interiors have been extensively altered and are predominantly of neutral significance. This proposal will not result in the loss of significant historic fabric. Therefore, it will have no impact on significance.
New internal partitions to enclose central stair to Level 5.	No impact.	The Level 4 interiors are predominantly of neutral significance, and although the central staircase was not enclosed in the original design, Lasdun's interiors were intended to be flexible and it was expected that they would evolve in order to meet the changing requirements of the university. The proposal is in line with this design philosophy and will not result in the loss of historic fabric. Therefore, it will have no impact on significance.
Replacement of two original glazed panels on the southeast elevation, and one on southwest elevation, with new glazed doors and spandrel panels. Removal of non-original radiators and cutting-out of original sill.	Negligible harm.	Some highly significant historic fabric will be lost in cutting out the existing sill, and the insertion of external doors will slightly alter Lasdun's original design. However, the new doors will match existing external examples (or will be re-used existing doors) and will match the aesthetic of the exterior elevations. The radiators make a neutral contribution to the significance of the building, so their removal will have no heritage impact. As a whole, this proposal will not affect the overall appearance of the exterior of the building and will therefore cause negligible harm to significance.
Removal of non-original doors and spandrel panels on southeast elevation, and replacement with re-used original glazed panels.	Negligible enhancement.	As these doors and spandrel panels are non-original, no significant historic fabric will be lost. The reinstatement of re-used original glazed panels will restore — to a small extent — part of the original appearance of this elevation. Due to the minor nature of this reinstatement in relation to other proposed departures from the original design, it is considered to be a negligible enhancement of significance.
Replacement of two original glazed panels with WC grilles on southeast elevation with new glazed panels without grilles.	No impact.	The original glazed panels will be replaced almost like-for-like, with the exception of the WC grille. Despite the loss of some significant historic fabric, this proposal will cause such an insubstantial change to the appearance of the exterior of the building that it will have no impact on its significance.

Details of proposal	Impact on significance	Justification/mitigation/comment
Replacement of two original glazed panels on the southeast elevation, and two on the southwest elevation, with new bronze anodized aluminium louvre panels.	Negligible harm.	The removal of the glazed panels is a departure from Lasdun's original design, causing some harm to significance. However, the significant historic fabric that is removed will be re-used elsewhere on the same elevation, and the replacement louvre panels will match the colour and material of the original exterior finish. This proposal will cause such a small change to the overall appearance of the exterior of the building that the harm to its significance is considered to be negligible.
Strengthening and 'building-up' by 150mm of new walk-on terrace.	No impact.	Apart from obscuring the bottom 150mm of the sill, this proposal will not change the appearance of the exterior of the building. It will therefore have no impact on significance.
New handrail on terrace to match the original.	No impact.	This proposal will cause such an insubstantial change to the appearance of the exterior of the building that it will have no impact on its significance.
Application of coloured film to interior of original and new glazed panels of proposed WC and plant room.	Negligible harm.	The use of coloured film on the glazed panels will cause no loss of historic fabric and is reversible. This proposal will change the highly significant exterior appearance of the building, but the change so minor that its overall appearance will not be affected. Therefore, the harm caused to the significance of the building is negligible.
Level 5		
Removal and rearrangement of non-original internal partitions to create meeting rooms, offices, accessible WC and open-plan study room.	No impact.	The Level 5 interiors have been extensively altered and are predominantly of neutral significance. This proposal will not result in the loss of significant historic fabric. Therefore, it will have no impact on significance.
Removal of original partition next to central staircase and replacement with new handrail to match existing. Removal of original partition at interior of corner of northeast and southeast elevations.	Negligible harm.	This proposal will cause some loss of significant historic fabric. However, the significance of the interiors derives primarily from integral structural elements, rather than internal partitions, most of which have been removed. Lasdun's interiors were intended to be flexible and it was expected that they would evolve in order to meet the changing requirements of the university; the proposal in question is in line with this design philosophy and the harm to significance is considered to be negligible.
Removal of original glazed panel on southeast elevation and replacement with glazed door and spandrel panel to match existing. Cutting-out of original sill.	Negligible harm.	Some highly significant historic fabric will be lost in cutting out the existing sill, and the insertion of an external door and spandrel panel will slightly alter Lasdun's original design. However, the new door will match existing examples (or will be a re-used existing doors) and will match the aesthetic of the exterior elevations. As a whole, this proposal will not affect the overall appearance of the exterior of the building and will therefore cause negligible harm to significance.

Details of proposal	Impact on significance	Justification/mitigation/comment
Level 4 & 5		
Replacement of secondary glazing, replacement of radiators below windows, and insertion of cable run for motorised blinds in existing voids above and beside glazing (Level 4 only)	No impact.	The secondary glazing will be replaced like-for-like, and will therefore have no impact on significance. The new radiators will have no heritage impact on the interiors, as they are of neutral significance. This upgrading of secondary glazing and temperature control is in line with Policy 7.8 of the London Plan (2016), which states that ‘when considering re-use or refurbishment of heritage assets, opportunities should be explored to identify potential modifications to reduce carbon emissions and secure sustainable development.’ The cable runs of the new motorised blinds on Level 4 fit into existing voids in the wall, and will cause minimal loss of significant historic fabric. These proposals are therefore considered to have no impact on significance.

Cumulative impact

Cumulatively, the proposed changes to Level 4 and 5 will result in some loss of significant historic fabric. However, this minor harm to significance is outweighed by the public benefit of maximising and rationalising the use of space within the building. The proposals will allow the building to continue to fulfil its original purpose as an educational and administrative centre for the university, whilst keeping up with present-day requirements.

The external appearance of the west wing of No. 20 derives its high significance primarily from the distinctive pattern of bronze anodized aluminium panels, glazed panels and concrete mullions. The proposed works involve the replacement of some glazed panels and doors — in most cases, for new glazed elements — but leave all aluminium panels and concrete mullions in place. This will have a minor impact on the appearance of the exterior elevations of Level 4 and 5 when viewed from their respective terraces, but a negligible impact on the overall appearance of the building. Therefore, the minor harm to significance is considered to be outweighed by the public benefit of the proposals, as above.

These proposals are in accordance with national and local legislation, including Policy 7.8 of the London Plan (2016), which states that ‘where a development proposal will lead to less than substantial harm to the significance of a designated asset, this harm should be weighed against the public benefits of the proposal, including securing its optimal viable use’ (paragraph 7.31A).

4.3.2 Impact on the setting of nearby heritage assets

No. 20 Bedford Square forms part of the setting of eight designated and non-designated heritage assets, ranging from locally listed parish boundary markers to a Grade II*-listed building (see Section 1.5).

Policy D2 of the Camden Local Plan (2017) states that the Council will resist development that would cause harm to significance of a listed building through an effect on its setting. The changes to the overall external appearance of no. 20 are so minor that they will not materially alter the setting of nearby heritage assets. Therefore, no harm to their significance will be caused and the proposals are in accordance with the above policy.

4.3.3 Impact on the significance of Bloomsbury Conservation Area

Policy D2 of the Camden Local Plan also states that development within conservation areas should preserve the character or appearance of the area. No. 20's contribution to the character of the Area lies in its 'radical' individuality that derives from its Brutalist aesthetic, embodied by its use of 'stark concrete, strongly modelled structures with horizontal glazing, and distinct sculptural forms' (LB Camden 2011: 34). The proposed changes will have very little impact on these qualities; therefore, they will have no impact on the character of the Conservation Area, in compliance with the above policy.

4.3.4 Conclusion

Most of the individual proposed works will have no impact on the significance of No. 20. Where there is some loss of significant historic fabric, the harm caused to significance is negligible as the historic interest of the building lies primarily in it being a high-quality example of a centre for university teaching and administration, which it continues to be, rather than in the historic fabric itself. The harm to the significance of the external appearance of the building, such as through the replacement of original glazed panels for glazed doors and aluminium louvre panels, is considered to be negligible. The cumulative impact of the proposals will cause minor harm to the significance of the building. However, this harm is outweighed by the public benefits resulting from the enhancement of the building's ability to function as an educational and administrative centre for the university.

The proposals will have no impact on the significance of nearby heritage assets, or on the character of Bloomsbury Conservation Area.

In conclusion, therefore, the proposals are in accordance with relevant national and local policy and guidance, and should be granted Planning Permission and Listed Building Consent.

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Appendix A: List Description



INSTITUTE OF EDUCATION, CLORE INSTITUTE OF ADVANCED LEGAL STUDIES AND ACCOMMODATION FOR UNIVERSITY COLLEGE

List Entry Summary

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

Name: INSTITUTE OF EDUCATION, CLORE INSTITUTE OF ADVANCED LEGAL STUDIES AND ACCOMMODATION FOR UNIVERSITY COLLEGE

List entry Number: 1246932

Location

INSTITUTE OF EDUCATION, CLORE INSTITUTE OF ADVANCED LEGAL STUDIES AND ACCOMMODATION FOR UNIVERSITY COLLEGE, 17, 20 AND 26, BEDFORD WAY

The building may lie within the boundary of more than one authority.

County: Greater London Authority

District: Camden

District Type: London Borough

Parish:

National Park: Not applicable to this List entry.

Grade: II*

Date first listed: 04-Dec-2000

Date of most recent amendment: Not applicable to this List entry.

Legacy System Information

The contents of this record have been generated from a legacy data system.

Legacy System: LBS

UID: 486897

Asset Groupings

This list entry does not comprise part of an Asset Grouping. Asset Groupings are not part of the official record but are added later for information.

List entry Description

Summary of Building

Legacy Record - This information may be included in the List Entry Details.

Reasons for Designation

Legacy Record - This information may be included in the List Entry Details.

History

Legacy Record - This information may be included in the List Entry Details.

Details

798-1/0/10133 BEDFORD WAY 04-DEC-00 Camden (West side) 17, 20 AND 26
Institute of Education, Clore Institute of Advanced Legal Studies and
accommodation for University College

GV II*

University teaching building, 1970-6 by Denys Lasdun and Partners, extended 1990-3, also by Sir Denys Lasdun and Partners. In situ reinforced concrete and precast mullions with a cladding of prefabricated bronze-anodised aluminium panels and window sections. In plan the building makes a strong

barrier to the traffic of Bedford Way while extending the concept of flexible teaching space already explored at the University of East Anglia, Norwich. Six storeys above ground, with three basement storeys, in 1999 numbered 1-9. Flat, paved roof. Long spinal range, with wing to rear, and footings for a second incorporated in 1990-3 library extension. Large basement includes lecture theatre, the Logan Hall, under forecourt facing Lasdun's extension to the School of Oriental and African Studies opposite; conference facilities, students' union and service entrance. Split-level entrance hall gives on to library, drama studio and bookshop, with flexible teaching areas above, mainly facing street, and tutorial rooms, mainly facing courtyard and in wing.

The elevational treatment is in Lasdun's mature language of strata and towers, a grid of aluminium panels and glazing set over concrete plinth on western elevation, with massively over-scaled concrete staircase towers. On the eastern elevation to Bedford Way, the entrance floors are set back behind exposed frame, and has cut-back corners which demonstrate the smooth, sharp concrete particularly forcefully. The quality of finishes is exceptional, and the contrasting texture of materials unique in Lasdun's surviving work. The single spur that was built is highly sculptural, with a striking silhouette of angular concrete escape stairs rising above the floor levels and curtain walling. A similar system of anodised aluminium and glass was adopted by Lasdun for his extension, but with more pronounced glazing bars, and with three pyramidal roof lights that are the clearest indication of the new work. Entrance doors in anodised aluminium surrounds. New entrance on Bedford Way, reached up steps, installed by Lasdun in 1993.

INTERIORS. The interiors are simple, but the quality of concrete finishes is exemplary throughout. The upper teaching spaces were designed to be flexible, and continue to be altered regularly - a tribute to the success of the original concept. The areas of special interest are the lift lobbies, where Lasdun's finishes can be seen at their best, and the entrance hall and principal stair to the lecture theatre. This staircase, in a deep well in which are set giant columns, is a version in smooth concrete with brick treads of his earlier ceremonial stair at the Royal College of Physicians in Regent's Park (LB Camden, grade I), with concrete walls and balustrade. The entrance hall, with pavioured floors, is on two main levels, corresponding to the different level of Bedford Way and the square behind. Separate stairs lead to bookshop on lower level.

While the University of London was discouraged from further expansion in the post-war years it was appreciated that certain departments such as Education, Law and the School of Oriental and African Studies required enlarged facilities. Lasdun was commissioned by the University of London in 1960 to develop the concept of a spinal range along Bedford Way and to its north which had been published by Sir Leslie Martin and Trevor Dannatt the

year before. His task was to integrate the new buildings within an existing urban fabric, whose pattern of Georgian squares was belatedly being appreciated. Lasdun's scheme preserved more terraces than had the earlier proposals, and created a new square between his two buildings, much of it formed over the basement lecture theatre. For him, the relationship between the spine building and the SOAS pavilion is paramount.

The building was formally opened by the Queen in 1977. 'Lasdun's architecture carries absolute conviction', *Architectural Review*, March 1980, p.148. Although a building constructed to a grid, it is Lasdun's interest in planes and interpenetrating masses and belief in pure form and modelling. His synthesis of the modern movement of the 1930s, inspired by working with Wells Coates and Berthold Lubetkin, and his unique understanding of the formalism of the later generation of the New Brutalists makes him a comparable figure with Louis Kahn and is demonstrated particularly well here. This building forms a contrasting mass to the square pavilion of Lasdun's extension to the School of Oriental and African Studies, with which it forms an exceptionally strong group.

Architects' Journal, 5 March 1959, p.336 *Architects' Journal*, 14 June 1967, p.1384 *Building Design*, 15 October 1976 *Architects' Journal*, 12 December 1990, p.11 *Architectural Review*, March 1980, pp.145-54 Bridget Cherry and Nikolaus Pevsner, *The Buildings of England, London North*, London, Penguin Books, 1998, pp.279-80

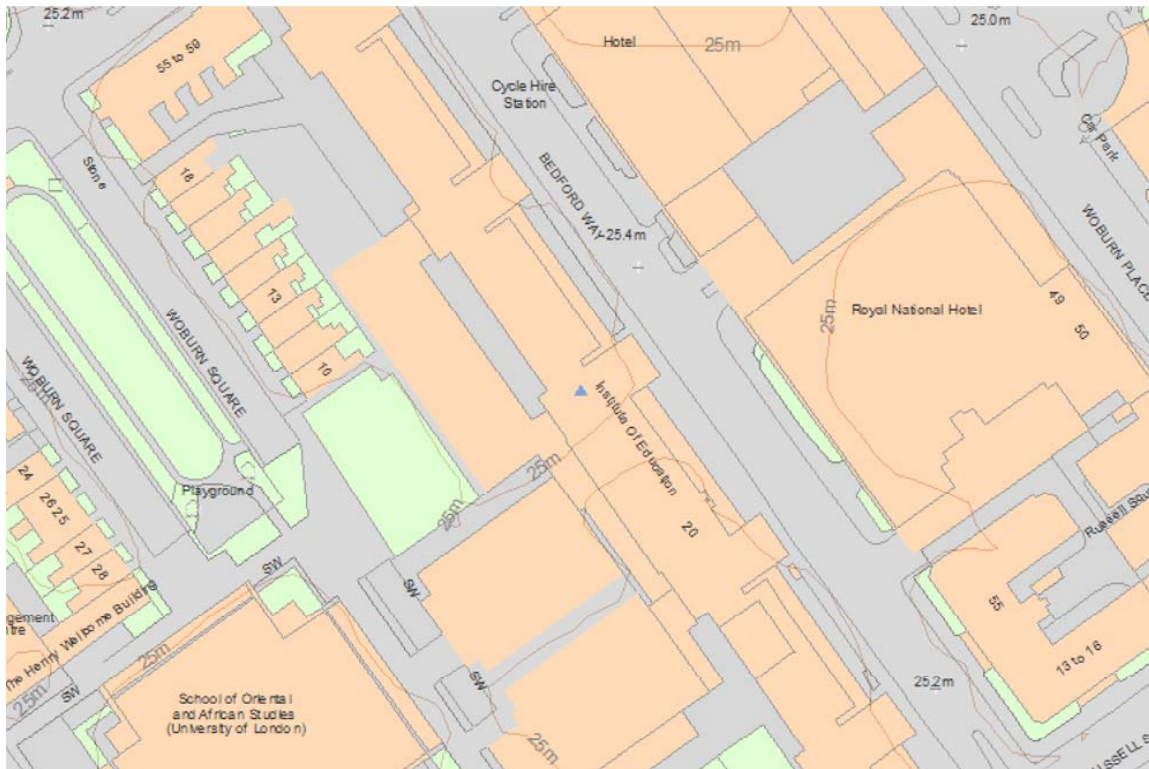
Selected Sources

Books and journals

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'*Architects Journal*' in 12 December, (1990), 11
'*Building Design*' in 15 October, (1976)

National Grid Reference: TQ 29954 82136

Map



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(http://mapservices.HistoricEngland.org.uk/printwebservicehle/StatutoryPrint.svc/226476/HLE_A4L_Grade/HLE_A3L_Grade.pdf)

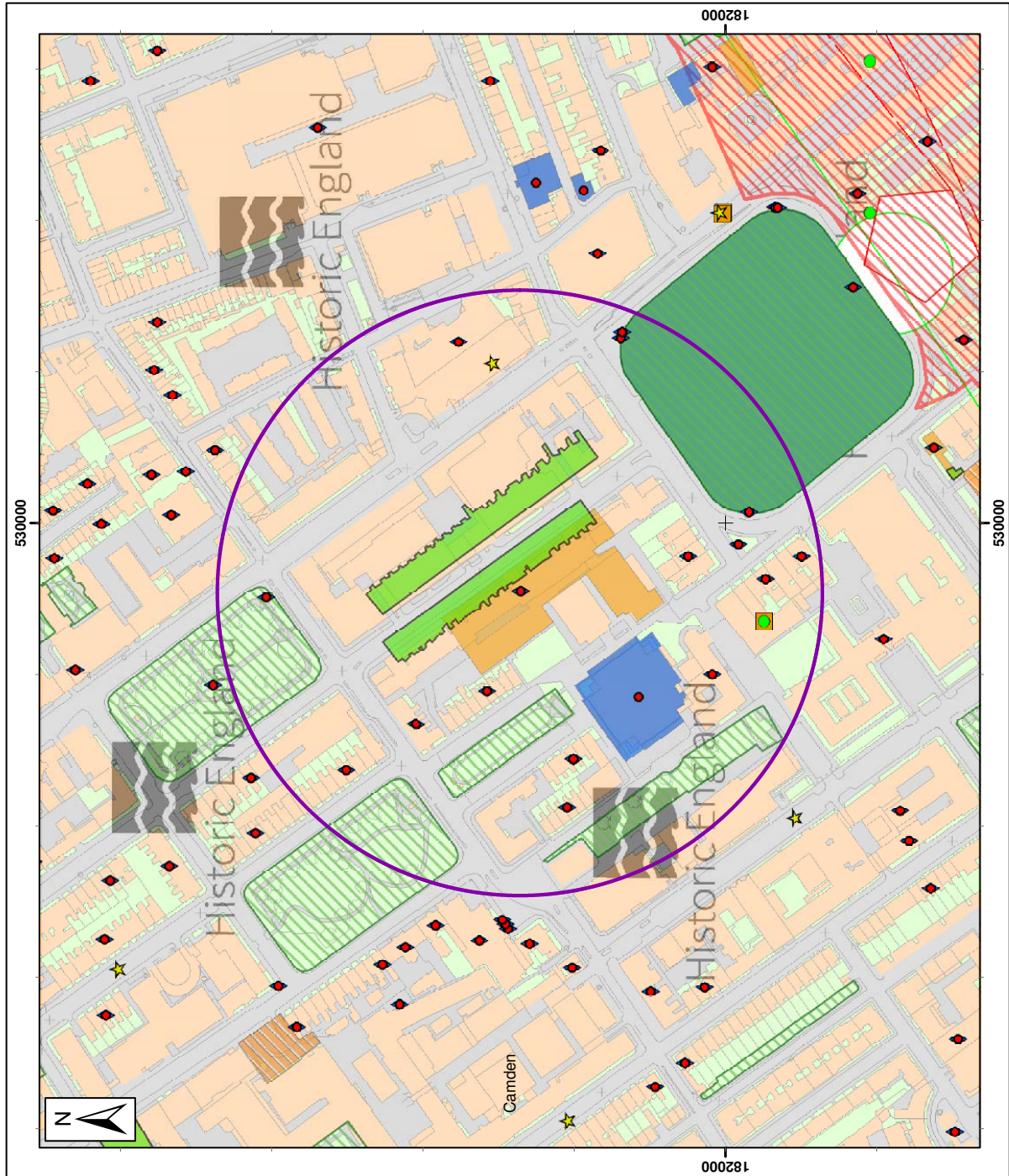
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End of official listing

Appendix B: HER Search

<p>GLHER Report 13930</p> <p>UCL Institute of Education</p> <p>20 Bedford Way, WC1</p> <p>TQ 29954 82136</p> <p>Radius 200m</p>	<p>6 March 2018</p>	<p>Archaeology</p> <p>Archaeological Find Spot</p> <p>Building</p> <p>Listed Building</p> <p>TDP & TAS</p> <p>Maritime Archaeology</p> <p>Registered Parks & Gardens</p> <p>Scheduled Ancient Monuments</p> <p>World Heritage Sites</p> <p>Archaeological Priority Area</p> <p>Event Location</p> <p>Event Location (Not fully recorded on the GLHER database)</p> <p>Requested Search Area</p>	<p>Scale (at A4): 1:3,300</p> <p>This map is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. Copyright and any other rights in the data are reserved. Crown Copyright and may be used in accordance with the provisions of the Ordnance Survey Act 1947 and/or the Ordnance Survey (Licencing) Regulations 2003. OS Mapping: © and database right Crown Copyright, and Landmark Information Group Ltd (all rights reserved). Licence numbers 000394 and 170024.</p> <p>Notes:</p> <p>Any Listed Building information shown on this map extract is provided solely to indicate the location of the listed buildings and does not attempt to indicate the curtilage or the full extent of the listings. Any listed buildings or priority areas shown on this map extract are shown as a guide only. Historic England's data is derived from a variety of sources and there may be minor differences when compared to the relevant borough, UDP or LDF.</p>	<p>Historic England</p> <p>1 Waterhouse Square, 138-142 Holborn, London EC1N 2ST</p> <p>Tel: 020 7973 3000 Fax: 020 7973 3001</p> <p>www.HistoricEngland.org.uk</p>
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Appendix C: Planning policy context

National legislation and policy

Planning (Listed Building & Conservation Areas) Act 1990 and Planning Act 1990 (As Amended)

The overarching legislation governing the consideration of applications for planning consent that affect heritage assets is contained in the Planning (Listed Buildings and Conservation Areas) Act 1990.

Sections 16(2) and 66(1) of the Act require local planning authorities, in considering whether to grant listed building consent, to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses.

Section 72 of the Act requires local planning authorities, in considering whether to grant planning permission with respect to any buildings or other land in a conservation area, to pay 'special attention [...] to the desirability of preserving or enhancing the character or appearance of that area.'

National Planning Policy Framework (NPPF) (2012)

The NPPF was adopted in March 2012. Section 12, entitled Conserving and Enhancing the Historic Environment, contains guidance on heritage assets, which include listed buildings and conservation areas. Paragraphs 128-137 are relevant to the present application:

- Paragraph 128 requires an applicant to give a summary of significance of the building or area affected, proportionate to its importance. This heritage statement provides that information at an appropriate level.
- Paragraph 129 advises local authorities to take account of that significance in assessing proposals to avoid or minimise conflict between the proposals and conservation of the asset.
- Paragraphs 131 and 132 emphasise the desirability of sustaining and enhancing the significance of individual assets and wider, local distinctiveness, and the desirability of viable and fitting uses for a building being found or continued.
- Paragraph 134 states that 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.

Additional guidance to help local authorities implement NPPF is set out in:

- the Planning Practice Guidance on the government's website which provides practical advice on applying the NPPF to the planning process and guidance on interpreting the language of the NPPF.
- the Good Practice Advice in Planning Note 2 entitled 'Managing Significance in Decision-Taking in the Historic Environment'. This is the most relevant to this application of a number of guidance documents by Historic England.

Regional policy

London Plan (2016)

In July 2011, the Mayor published an updated spatial strategy for London, the London Plan. Subsequent amendments to this plan include: *Early Minor Alterations*, to bring the 2011 London

Plan up to date with changes to government policy; *Revised Early Minor Alterations* (2012); the *Further Alterations to the London Plan* (2015) which was published as the updated 2015 London Plan in March 2015; and the *Minor Alterations* (MALP), which came into effect on 1 October 2015.

Policy 7.8: Heritage assets and archaeology 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.

For planning decisions, it states:

- C) *Development should identify, value, conserve, restore, re-use and incorporate heritage assets, where appropriate.*
- D) *Development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail.*

Paragraph 7.31A states:

Substantial harm to or loss of a designated heritage asset should be exceptional, with substantial harm to or loss of those assets designated of the highest significance being wholly exceptional. Where a development proposal will lead to less than substantial harm to the significance of a designated asset, this harm should be weighed against the public benefits of the proposal, including securing its optimal viable use.

Paragraph 7.31B states:

When considering re-use or refurbishment of heritage assets, opportunities should be explored to identify potential modifications to reduce carbon emissions and secure sustainable development. In doing this a balanced approach should be taken, weighing the extent of the mitigation of climate change involved against potential harm to the heritage asset or its setting.

Local policy

Camden Local Plan (2017)

In July 2017 Camden Council adopted the Local Plan, which has replaced the Core Strategy and Camden Development Policies documents as the basis for planning decisions and future development in the borough.

Paragraph 7.41 states:

The Council places great importance on preserving the historic environment. Under the Planning (Listed Buildings and Conservation Areas) Act the Council has a responsibility to have special regard to preserving listed buildings and must pay special attention to preserving or enhancing the character or appearance of conservation areas.

Paragraph 7.44 states:

Any harm to or loss of a designated heritage asset will require clear and convincing justification which must be provided by the applicant to the Council. In decision making the Council will take into consideration the scale of the harm and the significance of the asset.

Paragraph 7.60 states:

The setting of a listed building is of great importance and should not be harmed by unsympathetic neighbouring development.

Policy D2 Heritage states 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.

Designated heritage assets

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

Conservation areas

e. require that development within conservation areas preserves or, where possible, enhances the character or appearance of the area.

Listed Buildings

j. resist proposals for a change of use or alterations and extensions to a listed building where this would cause harm to the special architectural and historic interest of the building

k. resist development that would cause harm to significance of a listed building through an effect on its setting.

National guidance

Planning Practice Guidance (Department of Communities and local Government) (2014)

The aim of the Planning Practice Guidance (PPG) is to support implementation of the policies set out in the NPPF. The section 'Conserving and enhancing the historic environment' was last updated in April 2014.

Historic Environment Good Practice Advice in Planning Note 3 – The Setting of Heritage Assets (Historic England, 2015)

This advice note supports the implementation of policy in the NPPF. This document sets out guidance on managing change within the settings of heritage assets including archaeological remains and historic buildings, sites, areas and landscapes. It contains advice on the extent of setting, its relationship to views and how it contributes to significance. It also sets out a staged approach to decision-taking.

Local guidance

Camden Planning Guidance: Design (Camden Council, July 2015, updated March 2018)

Camden Council is reviewing and updating its Planning Guidance documents to support the Camden Local Plan following its adoption in summer 2017. The update is in two phases, the first of which was completed in March 2018. CPG1 Design will come under review in the second phase, but continues to apply until it is fully updated. Section 3 of this CPG sets out further guidance on how Policy D2 Heritage from the Local Plan (2017) should be applied.

Alan Baxter

Prepared by Holly Lomax

Reviewed by Robert Hradsky

Issued June 2018

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