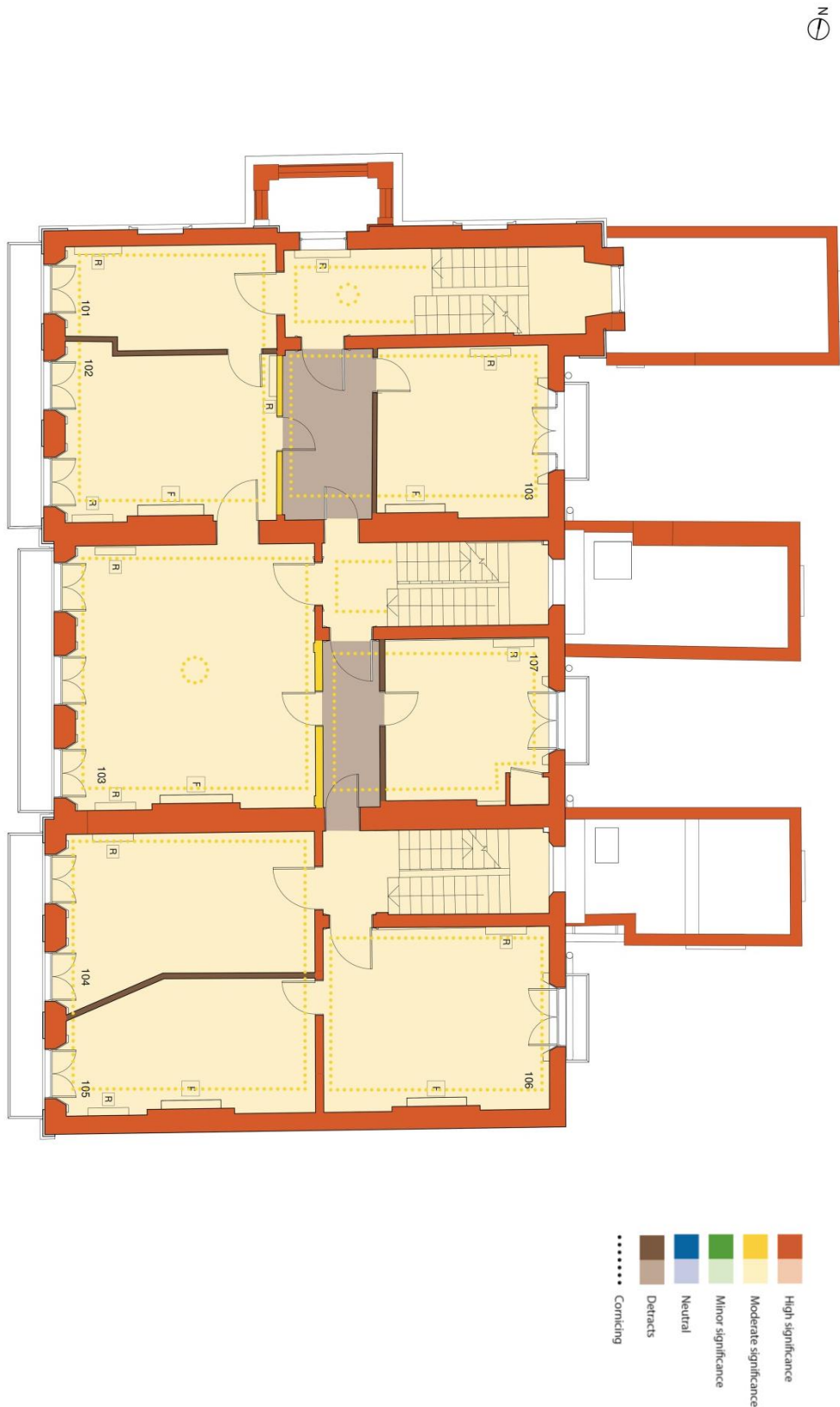


Ground Floor Significance Plan



First Floor Significance Plan



Second Floor Significance Plan



Third Floor Significance Plan



Fourth Floor Significance Plan



4.0 Heritage Impact Assessment

4.1 The Proposals

UCL wishes to develop 36-38 Gordon Square into a 'Creative Hub', providing academic and post-graduate workspace for the School of Economics & Public Policy. In many ways the building's future use will reflect its current use, but UCL wish to use this period of refurbishment to rationalise the spaces, using surviving historic fabric to inform the internal reorganisation. In summary:

- Internal demolition work is largely confined to mid twentieth-century insertions which disrupt the historic plan form, particularly stud walls and doors inserted to create corridors between the properties. Service runs which have accumulated over time will be comprehensively stripped out and replaced with new, more discrete systems.
- It is proposed that some original fabric will also be removed, including the party wall between the front lower ground floor rooms of Nos.36 and 37. Other changes to historic fabric include the removal of the stair landing WCs in Nos.37 and 38, the reconfiguration of the staircases from ground to lower ground floor, and the creation or alteration of existing openings.
- Externally, the primary alteration will be the reinstatement of No.37's front door, the space of which is currently occupied by a window into a small office in the space of the house's former entrance lobby. Other external alterations include the removal of security bars from the windows at lower ground and ground floors, landscaping the gardens to the rear (east) of the terrace, and a general refurbishment of the facades.
- The proposals will restore the original proportions to many of the rooms, using the surviving historic cornices as a guide. New fabric will be constructed in order to block some later doors, reinstate lost partition walls from the original plan forms and to alter existing passageway alignments between the properties.

4.2 Terminology

The Impact Assessment (Section 4.3) assesses the heritage impacts of separate aspects of the proposals to the significance of the building. In doing so, standard terms are employed for clarity. These are:

Moderate heritage benefit – An element that will considerably enhance or better reveal the heritage significance of the building

Minor heritage benefit – An element that will enhance or better reveal the heritage significance of the building

Neutral – An intervention that will not harm the significance of the building.

Minor harm – An intervention that will cause some minor harm to the heritage significance to the building

Moderate harm – An intervention that will cause some harm to the heritage significance of the building

4.3 Impact Assessment

Rooms affected	Element of proposals	Impact	Commentary
External			
n/a	Repair and refurbishment of facades	Minor benefit	This series of sensitive interventions will better reveal the special architectural and historic interest of the building's exterior, as well as enhancing the appearance of the Conservation Area.
n/a	Re-landscaping of rear garden areas	Minor benefit	The garden spaces are currently underutilised and in need of renovation. This intervention will significantly improve the appearance of these spaces and will increase the likelihood that this part of the listed building will be accessed. It will also enhance the setting of the terrace and surrounding heritage assets.
n/a	Removal of security bars from windows at lower ground and ground floors	Neutral	These are modern security bars, and their removal will not impact any fabric of heritage significance.
n/a	Bricking up of windows at third floor level of No.37 and replacement with single window	Moderate benefit	The current fenestration pattern was created when the kitchenette was created above the staircase WC during the mid-20 th century, to provide light to the two separate spaces. The windows' replacement with one matching the window in the comparable space at No.38 will improve the coherence of the two buildings and restore the likely original fenestration pattern.
G97	Reinstatement of door at front of No.37	Moderate benefit	This will greatly enhance the character of No.37, recapturing its identity as an individual residence within the terrace whilst also improving circulation around the building.
General Internal			
	Strip out and replacement of existing service runs	Minor benefit	The accumulated modern service runs represent an unsightly element within highly and moderately spaces. Their strip out and rationalisation will declutter the walls and better reveal the historic character of significant spaces.
	Retention and conservation of historic fixtures and fittings	Minor benefit	The proposals include the retention and renovation of historic elements including the stone staircases and balustrades, ceiling plasterwork and wall joinery. Many of these elements have been neglected over time and

			the proposed intervention will ensure their longer term survival as well as better revealing their high quality manufacture, which contributes to the building's special interest.
Lower Ground Floor			
	Removal of party wall between front room of Nos.36 and 37	Moderate harm	The removal of the party wall and its fireplace separating the front rooms of Nos.36 and 37 will negatively impact the significant plan form of both houses, which survives largely intact at lower ground floor. However, the lower ground floor is considered of lower significance than the floors above due to the lack of surviving historic features and its history as a service space of secondary importance. This makes its alteration less impactful upon the significance of the building than earlier proposals which were to take place in highly significant principal spaces at first floor. The harm is mitigated through the retention of nibs and a downstand to signify the former location of the wall, while the mantelpiece will be relocated from the removed wall onto the party wall between Nos.37 and 38, retaining a historic feature at this level. Therefore the historic plan form will still be legible.
B03, B08, B10, B90, B95	Removal of later fabric	Minor benefit	Later fabric to be removed at this level does not contribute to the significance of the building. Its removal will better reveal the primary significance at this level, which lies in the retained original plan form.
Ground Floor			
G03	Alteration of link between Nos.37 and 38	Neutral	The opening through the party wall of Nos.37 & 38 will be blocked up and a new opening made immediately to the south of it. An equal amount of the wall will be reinstated as will be lost with no significant impact on the retained plan form.
G95, G97, G98	Alterations to under stair partitions in Nos.36, 37 and 38	Neutral	While some limited harm will occur by removing the historic joinery associated with the under stair WC of No.36, this intervention will fully reveal the lowest flight of the significant cantilevered stone stairs between ground and first floor at No.36 and partially reveal the stair at Nos.37 and 38 where new partitions are being constructed. This will better reveal a highly significant historic feature within this space. In Nos.37 and 38, the partition and door are to be replaced, resulting in no change to the appearance of the spaces. At No.36 the replacement of the

			partition and door with a new iron balustrade and timber handrail represents a sensitively designed change to meet fire escape regulations. Therefore, the removal of these staircase partitions is outweighed by the beneficial changes in these spaces.
G03, G04, G09, G95, G97	Removal of later fabric	Moderate benefit	Removing the later stud walls will greatly enhance the character of the building's principal rooms by reinstating the original plan form and better revealing the ceiling plasterwork, whilst also removing an element that currently detracts from the building's significance.
G01, G03	Reinstatement of original plan form	Minor benefit	The blocking of doorways into rooms G01 and G03 will improve the legibility of the original plan form.
G06, G08, G10	Reconfiguration of ancillary spaces and WCs within rear projections of the houses	Neutral	While a small amount of original fabric will be lost, the spaces and WCs do not contribute to the overall significance of the building, due to modern refurbishments. The spaces will generally retain their current function and the impact on the building's significance is negligible.
G03, G07	Widening of link between front and back room of No.37	Neutral	The section of wall to be removed is later historic fabric as there was previously a wide opening between the front and back rooms of No.37. The use of swinging double doors will maintain the rooms as separate spaces, preserving the legibility of the original plan form, while allowing for flexible use of the space by end users.
First Floor			
101, 103, 104, 107, 108	Removal of later fabric	Moderate benefit	<p>Removing the low-quality studwork partitions will greatly enhance the character of the building's principle rooms by reinstating the original plan form, along with better revealing the historic plasterwork and wall joinery, whilst also removing an element that currently detracts from the building's significance.</p> <p>The replacement of the current low-quality stud wall between the front and rear rooms of No.36 with one more in keeping with the proportions of the original enhance the character of both rooms.</p> <p>The removal of the later phase wall panelling and moulding from the front room of No.37 will not impact elements with any heritage significance.</p>

101, 103, 104, 108	Reinstatement of original plan form	Minor benefit	Three modern links between historically unconnected rooms will be blocked, including one through the party wall between Nos. 36 and 37 reinstating the original plan form of these rooms.
Second Floor			
203, 204, 207, 297	Relocation of link between Nos.37 and 38	Neutral	The loss of a section of the party wall between Nos.37 and 38 is mitigated by the blocking of a similar-sized section of the wall linking the front rooms of the houses, which constitutes a reinstatement of the original plan form.
	Reconfiguration of landing at No.36	Minor benefit	This intervention involves the removal of some significant fabric and insertion of new fabric on a new plan form, but also the reinstatement of the original plan form in three places. The current subdivision of this space creates a very poor circulation route and comprises elements of fabric from several phases of development. Overall, the change will have a minor beneficial impact on the building's significance, as the finished result will more closely resemble the original plan form and will dramatically improve circulation in this space.
208, 203, 297	Removal of later partitions	Moderate benefit	Removing the low-quality studwork partitions will greatly enhance the character of the building's principal rooms by reinstating the original plan form, whilst also removing an element that currently detracts from the building's significance.
Third Floor			
311, No.37 staircase, No.38 staircase	Removal of WCs on landing between second and third floors	Minor harm	While these spaces are unlikely to be primary elements of the building, they carry some minor significance as evidence of the installation of internal WCs into earlier townhouses during the later nineteenth century. The WC space will be retained and repurposed in No.36, preserving an example of the current arrangement.
308, 310, 395, 397, 399	Removal of later fabric	Moderate benefit	<p>The removal of partitions within the rear (east) rooms of Nos.36 and 37 will enhance these significant spaces and remove an element that currently detracts from the building's special interest.</p> <p>Removing the detracting kitchenette over the staircase in No.37 will greatly improve the character of the stairwell at this level, restoring the original form and allowing</p>

			<p>natural light to light the space.</p> <p>The low quality stud wall that currently stands at the top of the stairs leading to the third floor of No.38 boxes in a section of the highly significant original balustrade. Its removal will reveal this balustrade and restore the proportions of the stairwell and landing.</p>
Fourth Floor			
403, 404, 497	Partial reconstruction of partition wall in No.38 and blocking of door in same wall.	Neutral	<p>While a negligible amount of significant fabric will be lost in widening a passage at the top of the staircase, this will not impact the legibility of the plan form and will not affect the building's significance. It generally involves the replacement of later fabric identified as of neutral significance.</p>

4.4 Conclusion

The proposals offer considerable opportunities to reveal the special interest of the building, principally by restoring the original proportions to many of the rooms, using the surviving historic cornices as a guide. To achieve this, the work will remove a series of studwork partitions of low quality that detract from the building's significance. Further detracting elements that will be removed to the benefit of the scheme are the third-floor kitchenette in No.37 and the accumulated wall-mounted service runs, which will be stripped out and rationalised.

Another key benefit is the reinstatement of the No.37's front door, which will allow the three houses to be externally read as such once more. The proposals also seek to retain key architectural features that contribute to the building's character, such as the fanlight over the internal door of No.38, and refurbish others, such as the high quality balustrades in all three properties. Removal of primary or significant later fabric is kept to a minimum.

Where more extensive changes are proposed, these are generally limited to areas of low or neutral significance. The loss of a section of the party wall between Nos.36 and 37 at basement floor will cause some minor harm to the building's significance, but is mitigated by the retention of nibs and a downstand to indicate the original line of the wall. Moreover, the location of this larger space was chosen after an extensive design process which ruled out a potentially more harmful intervention at first floor level, with the current proposal confined to an area of lesser significance and far less prominent from the street. The creation of this space will significantly contribute to securing a long-term viable use of the building by offering a greatly enhanced teaching and learning environment for the University.

Whilst there are a series of small interventions, including the loss of the party wall between Nos. 37 and 38 which is the most substantial and detrimental intervention, the works are considered to be less than substantial harm when the significance of the buildings is considered. Their significance relates to their composition and contribution to the townscape, and the appreciation of the scale and operation of nineteenth-century dwellings, which is legible as a result of their surviving plan form. In many locations, the proposals seek to enhance the legibility of plan form and, with regard to the removal of a section of the lower ground floor wall, the architects have taken particular efforts to retain the sense of the wall rather than removing any suggestion of it. This conserves the sense and appreciation of the original party wall even where the space has been enlarged to meet twenty-first century teaching and meeting space requirements, appropriate to a world-class institution.

In summary, the scheme presents a substantial opportunity to enhance the heritage significance of the building in accordance with the aims of the NPPF (2019) .

5.0 Supporting Information

5.1 Bibliography

Primary Sources

London Metropolitan Archive

LMA/4608/01/02/002 – Cubitt Estates Limited Lease Book

SC/PHL/01/342 – Photographs of Gordon Square

Manchester Guardian, 29 April 1958, p.21

Camden Archive and Local Studies

Number 36 Gordon Square - Drainage Plans, 1894, 1936, and 1954

Number 37 Gordon Square - Drainage Plans, 1884, 1893, 1936 and 1954

Number 38 Gordon Square - Drainage Plans, 1901, 1953

Kelly's Post Office London Street Directory, 1841

Kelly's Post Office London Street Directory, 1944

Kelly's Post Office London Street Directory, 1954

Kelly's Post Office London Street Directory, 1959

Secondary Resources

Camden Borough Council, *Bloomsbury Conservation Area Appraisal and Management Strategy* (2011)

Historic England, *Conservation Principles, Policies and Guidance* (2008)

Hermione Hobhouse, *Thomas Cubitt: Master Builder* (1971)

Howard Roberts, J. R., and Walter H Godfrey (eds.), *Survey of London: Vol. 21, the Parish of St Pancras Part 3: Tottenham Court Road and Neighbourhood* (1949)

Olsen, D., *Town Planning in London*, 2nd edn (1984)

Richard Tames, *Bloomsbury Past* (London: Historical Publications, 1993)

John Summerson, *Georgian London*, 2nd edn (London: Barrie & Jenkins, 1988)

5.2 National Heritage List Entry

Overview

Heritage Category: Listed Building

Grade: II

List Entry Number: 1113031

Date first listed: 28-Mar-1969

Statutory Address: NUMBERS 36 AND 46 AND ATTACHED RAILINGS AND WALL ON ENDSLEIGH PLACE RETURN, 36 TO 46, GORDON SQUARE

Statutory Address: SCREEN WALL LINKING NUMBER 36, GORDON SQUARE

Statutory Address: TAVISTOCK SQUARE, 29, ENDSLEIGH PLACE

Location

Statutory Address: NUMBERS 36 AND 46 AND ATTACHED RAILINGS AND WALL ON ENDSLEIGH PLACE RETURN, 36 TO 46, GORDON SQUARE

Statutory Address: SCREEN WALL LINKING NUMBER 36, GORDON SQUARE

Statutory Address: TAVISTOCK SQUARE, 29, ENDSLEIGH PLACE

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

County: Greater London Authority

District: Camden (London Borough)

National Grid Reference: TQ 29798 82303

Summary

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

CAMDEN

TQ2982SE ENDSLEIGH PLACE 798-1/94/594 Screen wall linking No.36 Gordon 28/03/69 Square & No.29 Tavistock Square

GV II

See under: Nos.36-46 and attached railings and wall on Endsleigh Place return GORDON SQUARE.

CAMDEN

TQ2982SE GORDON SQUARE 798-1/94/594 (East side) 28/03/69 Nos.36-46 (Consecutive) and attached railings and wall on Endsleigh Place return

GV II

Includes: Screen wall linking No.36 Gordon Square & No.29 Tavistock Square ENDSLEIGH PLACE. Terrace of 11 houses. c1825. Built by Thomas Cubitt. Yellow stock brick with rusticated stucco ground floors (No.46 plain). Balanced composition of 4 storeys and basements. 3 windows each. Entrance to No.36 on return to Endsleigh Place. Square-headed, recessed doorways with fanlights and panelled doors. Nos 36, 38, 43 and 45 slightly projecting with 4 Corinthian pilasters through 1st and 2nd floor carrying entablature, continuing across the rest of the terrace, at 3rd floor level. Continuous cast-iron balconies to 1st floor casements, No.46 with cornices. 2nd and 3rd floor, architraved sashes. 3rd floor with pilaster strips above the pilasters. Cornice and blocking course. Return of No.36, with balustraded entrance porch, continues the entablature and pilaster treatment and forms a balanced composition, linked by a low screen wall (along Endsleigh Place), with No.29 Tavistock Square (qv). INTERIORS: not inspected. HISTORICAL NOTE: No.46 was the residence of John Maynard Keynes, economist (GLC plaque). (Survey of London: Vol. XXI, Tottenham Court Road and Neighbourhood, St Pancras III: London: -1949: 92).

Listing NGR: TQ2979582311

Legacy

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

Legacy System number: 477358

Legacy System: LBS

Sources

Books and journals

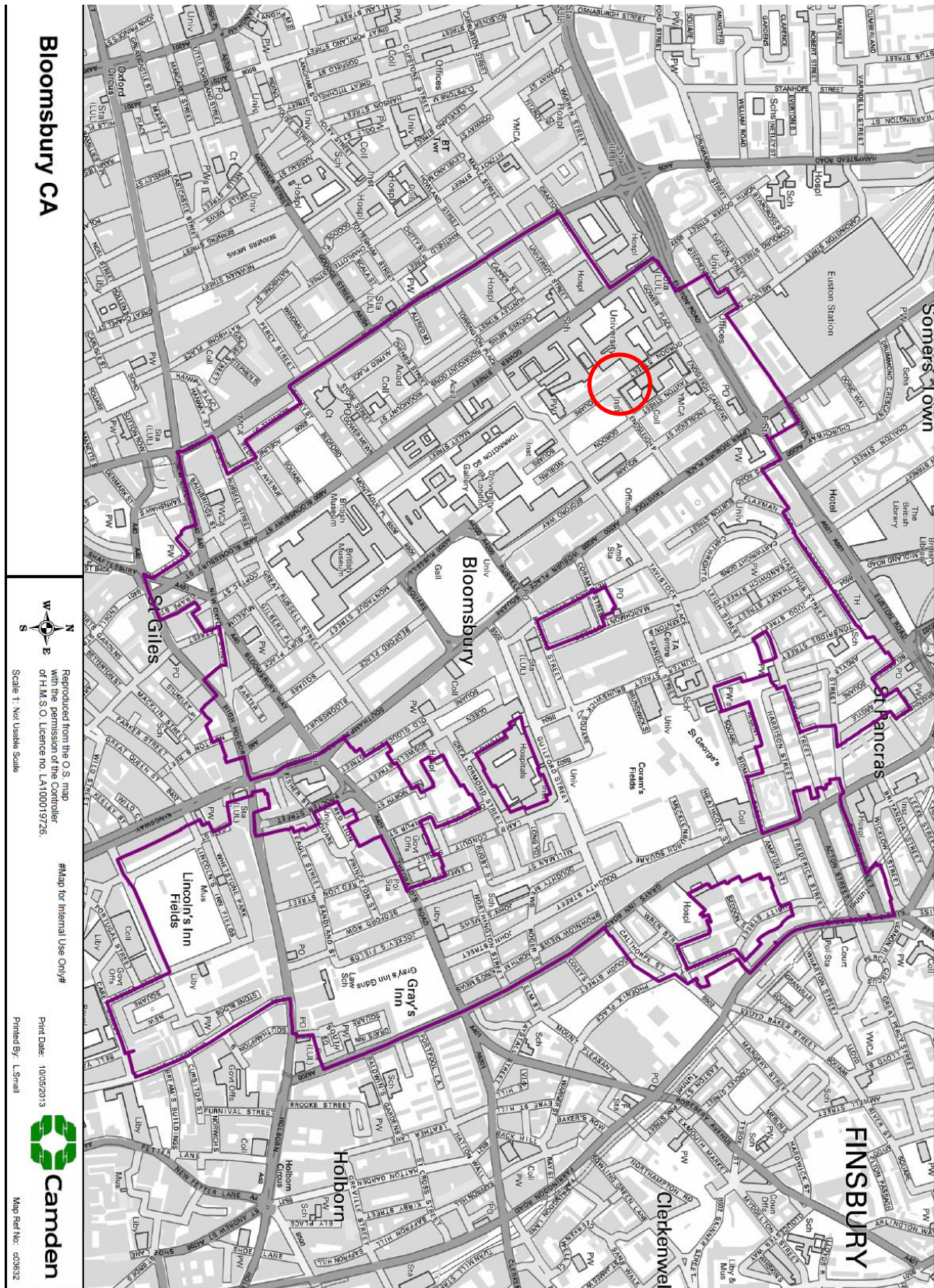
'Survey of London' in Survey of London - Tottenham Court Road and Neighbourhood St Pancras Part 3: Volume 21, (1949), 92

Legal

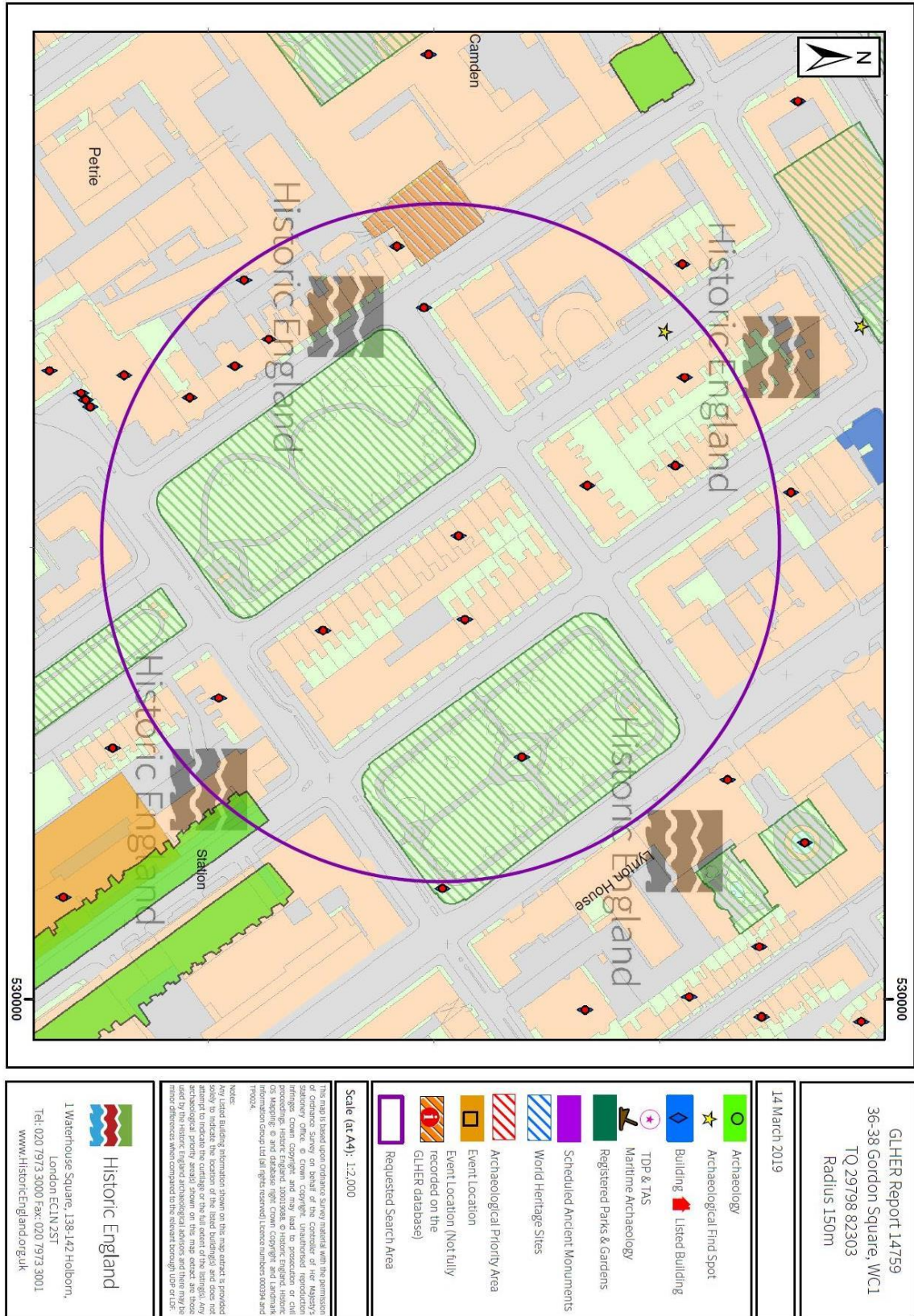
This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

End of official listing

5.3 Bloomsbury Conservation Area Map



5.4 Greater London Historic Environment Record Map



© Historic England 2019. Contains Ordnance Survey data © Crown copyright and database right 2019

5.5 Relevant Policy and Guidance

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) (2019)

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:

- A) *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.*

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.

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

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 John Willans and Alice Eggeling

Reviewed by Robert Hradsky

Draft issued March 2019

T:\1564\1564-160\10 Reports\01 ABA Reports\work in progress\Heritage Statement.docx

This document is for the sole use of the person or organisation for whom it has been prepared under the terms of an invitation or appointment by such person or organisation. Unless and to the extent allowed for under the terms of such invitation or appointment this document should not be copied or used or relied upon in whole or in part by third parties for any purpose whatsoever. If this document has been issued as a report under the terms of an appointment by such person or organisation, it is valid only at the time of its production. Alan Baxter Ltd does not accept liability for any loss or damage arising from unauthorised use of this document.

If this document has been issued as a 'draft', it is issued solely for the purpose of client and/or team comment and must not be used for any other purpose without the written permission of Alan Baxter Ltd.

Alan Baxter Ltd is a limited company registered in England and Wales, number 06600598. Registered office: 75 Cowcross Street, London, EC1M 6EL.

© **Copyright** subsists in this document.

75 Cowcross Street
London EC1M 6EL
tel 020 7250 1555
email aba@alanbaxter.co.uk
web alanbaxter.co.uk