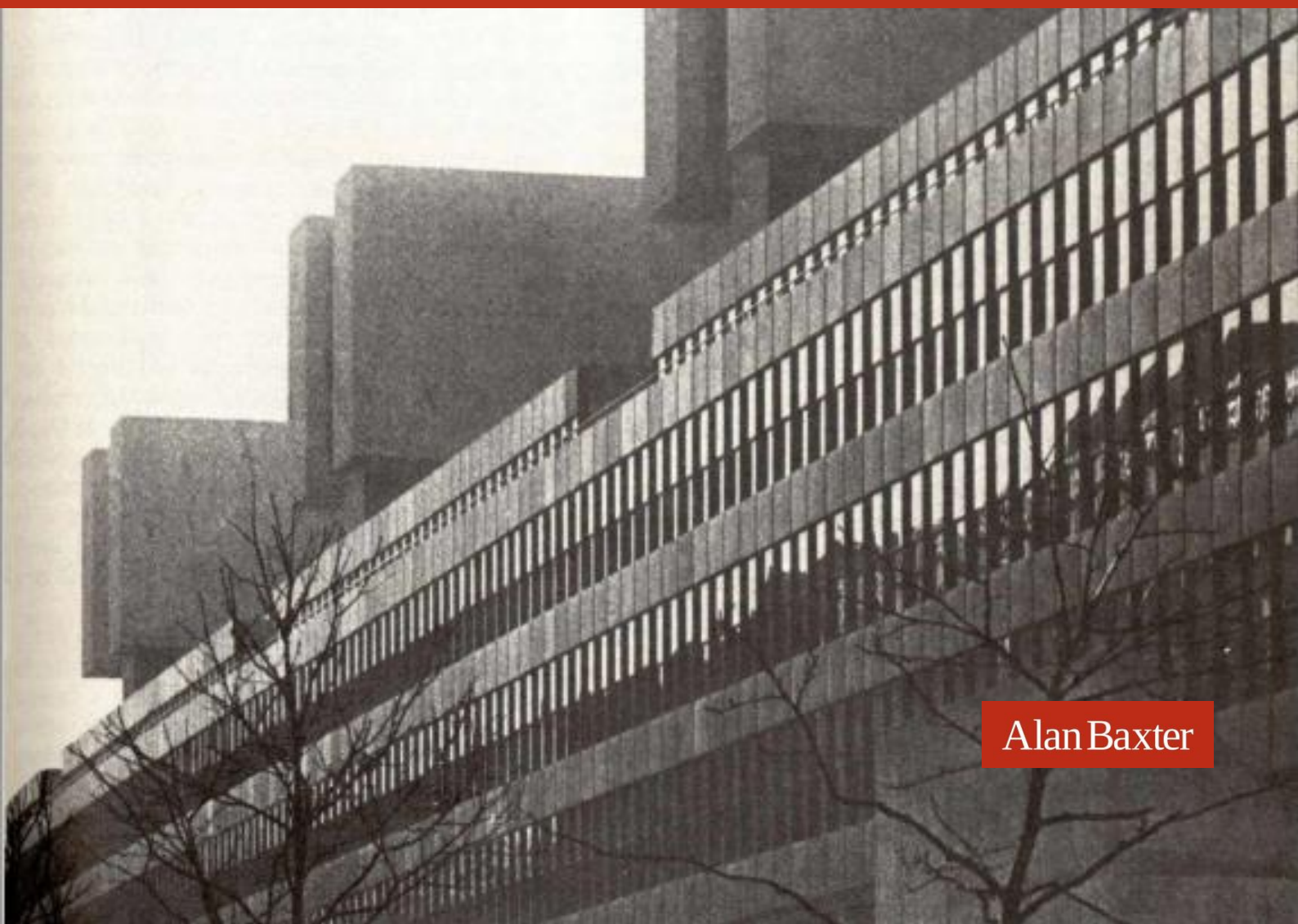


Institute of Education,
No. 20 Bedford Way:
Phase 2a
Heritage Statement
Prepared for
University College London
December 2019



Alan Baxter

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Executive summary

Introduction

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 various functions of University College London (UCL). The whole building is listed at Grade II* and is in the vicinity of several other heritage assets. It also lies within the Bloomsbury Conservation Area. This Initial Heritage Assessment looks at proposals concerning Phase 2a of UCL's Masterplan project, which involves works to Cores A, B and C of the Institute of Education at No. 20.

History and Significance

The building was designed by Sir Denys Lasdun, one of Britain's foremost twentieth-century architects, and was completed in 1976. It is an excellent example of a post-war university teaching and administration building and is characteristic of the large-scale Brutalist development of the 1960s and '70s. Its bold expression of function, form and materials typifies the mature work of Denys Lasdun. Its architectural interest derives from its sophisticated use of horizontal strata and imposing towers that make up its strong, sculptural form, and from the high-quality of its finishes, including concrete poured *in situ* (particularly in the building's circulation Cores). A design feature of interest is the inherent flexibility of the original internal spaces, with light weight partitions intended to be rearranged or removed as the university's needs evolved.

Proposals

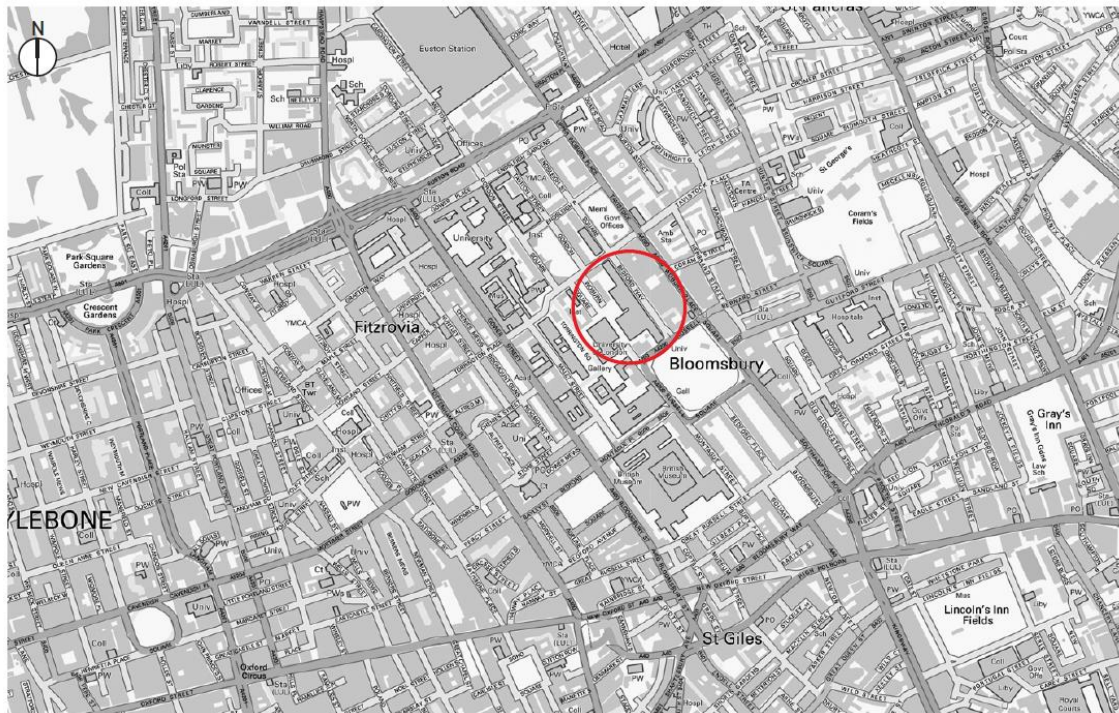
At present, the building's infrastructure and services are at the end of their serviceable life and are compromising user experience. Furthermore, access to service areas is unsafe and convoluted. Areas of the building are underused and have the potential to provide much-needed teaching space. Phase 2 of the masterplan seeks to increase teaching, administration and social spaces at No. 20, whilst upgrading services and improving user experience. The first part of the scheme (Phase 2a), with which this report is concerned, seeks to:

- upgrade service infrastructure in Cores A, B and C, creating new risers and improving service access by forming new openings in concrete walls and slabs;
- increase provision of WCs on all floors and provide inclusive sanitary facilities;
- provide accessible teaching space in Cores B and C by reconstructing non-original mezzanine floors at a lower level;
- improve acoustic and thermal performance, and sustainability by installing secondary glazing;
- replace modern finishes and replace doors with fire doors to meet modern standards.

Heritage impact assessment

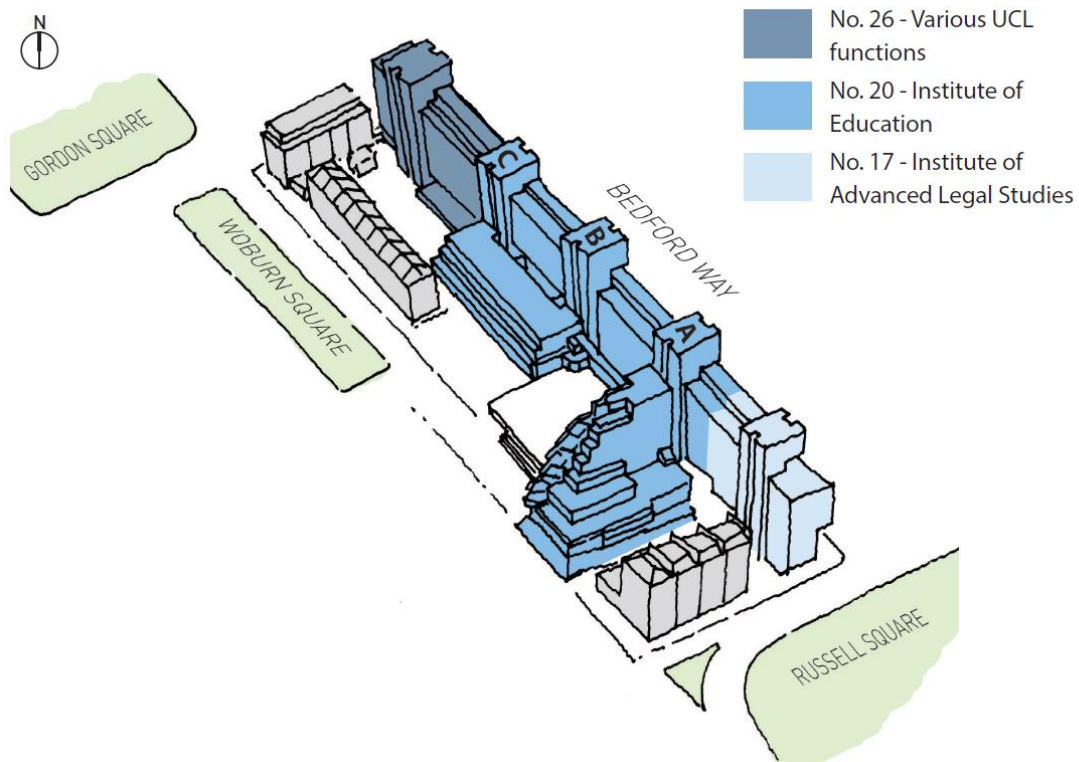
Most of the proposals involve the removal of fabric of neutral significance, which will have a neutral impact. Similarly, the installation of secondary glazing and the internal lining of some windows will have a neutral impact. All proposed fittings and finishes will be of a high quality and will match those of Phase 1 of the masterplan, achieving a consistent aesthetic throughout the building (in contrast to the appearance of existing ad hoc alterations). The new openings to the service risers in the Cores have been designed, as far as possible, to avoid changing the appearance of the highly significant circulation lobbies, being located either on the other side of the riser or above the ceiling level. Due to structural restraints, some will, however, be positioned in the circulation lobbies; the overall harm caused by this proposal is less than substantial, the loss of fabric having been partially mitigated by the abundance of high-quality concrete finishes elsewhere in the building.

The works will help to secure the future of UCL in the building, which is the optimal viable use for which it was designed. Additional benefits include bringing the building's services up to modern standards to improve user experience, and facilitating future upgrades, so that the building can continue to adapt to the evolving needs of the university, as Lasdun intended it to. The scheme will also enhance the safety of the building's users, by bringing it up to modern health and safety and fire safety standards. It therefore offers substantial public benefits, which outweigh the less-than-substantial harm caused by the proposals. This is in accordance with paragraph 196 of the NPPF, and paragraph 7.44 and Policy D2 of Camden's Local Plan.



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Fig. 1—Location plan



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Fig. 2—Aerial sketch showing the building's occupiers. Viewed from the south

1.0 Introduction

1.1 Purpose

This Heritage Statement has been prepared by Alan Baxter Ltd (ABA) for University College London (UCL) to accompany a listed building consent application for proposed works to No. 20 Bedford Way, part of a Grade II*-listed Brutalist-style building, comprised of Nos. 17, 20 and 26 Bedford Way. The building 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 Cores A, B and C of the Institute of Education at No. 20. These proposals form Phase 2a the Institute of Education's Masterplan, adopted in 2016 with a view to extending, reorganising and improving No. 20 Bedford Way. The full extent of the Phase 2 works relates to Levels 6 to 9 of the west wing, Levels 5 to 9 of Zone A and the entrances on Levels 3 and 4, in addition to Cores A, B and C. Phase 2a focuses on service infrastructure replacement, sanitary upgrade and enabling works which will precede the implementation of Phase 2b.

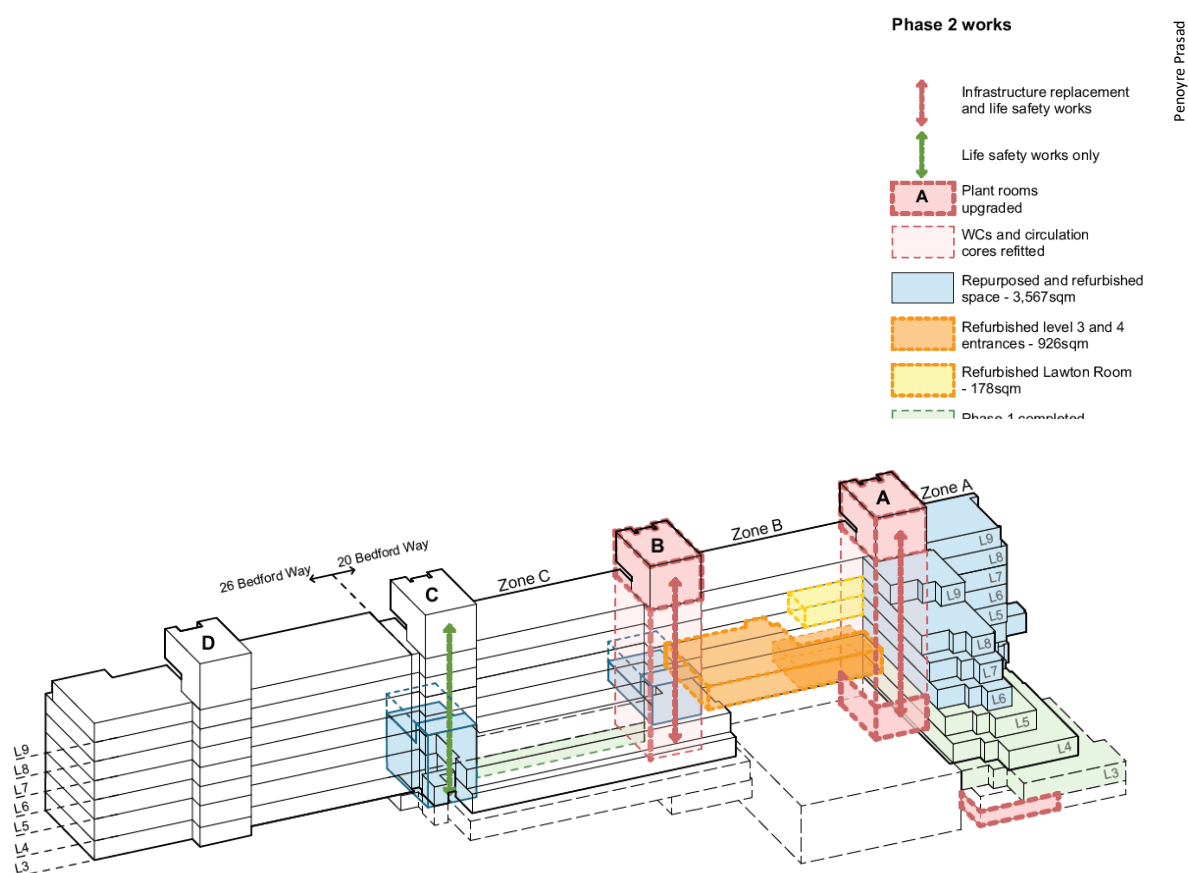


Fig. 3—Diagram showing parts of No. 20 affected by proposals, viewed from the west

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 provides an assessment of their potential impact on the listed building, based on the understanding of the site given in Chapter 2 and in relation to relevant policy and guidance. Chapter 5 weighs the heritage impact of the proposals against their planning and public benefits. Chapter 6 contains supporting information, including a list of sources consulted, Nos. 17, 20 and 26 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 January and March 2017, February 2018, and July 2019, in addition to the critical review of the sources listed in Chapter 6. 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.

1.3 The listed building

The Grade II* 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, north-south plan with five distinctive core towers. The projecting west wing to 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. 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, designated in 1968. There have been several extensions, reflecting a growing appreciation of high-quality Victorian, Edwardian and twentieth-century architecture. Bloomsbury Conservation Area has numerous Sub-Areas; No 20 Bedford Way straddles Sub Area 3: University of London/British Museum and Sub Area 6: Bloomsbury Square/Russell Square/Tavistock Square.



Fig. 4—Designations plan (based on Historic England’s National Heritage List for England). The Institute of Education is outlined in red



Fig. 5—Bedford Way elevation of the building, looking south from Tavistock Square

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 in 1970–76.

2.1.1 The seventeenth-century Southampton Estate

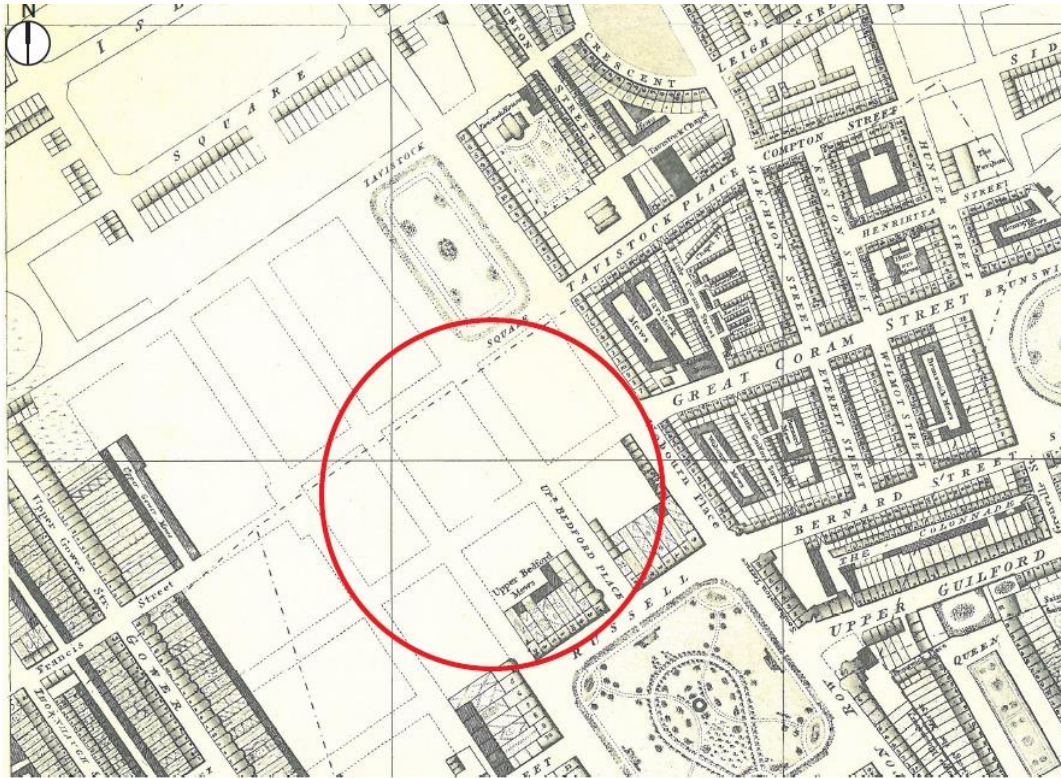
Before the eighteenth century the site of No. 20 Bedford Way consisted of agricultural fields, called Lamb's Conduit Fields. The land belonged to the Earls of Southampton, who first began to develop the estate with Southampton House and Southampton (now Bedford) Square in the 1660s. In 1669 the land 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. Southampton House was 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 continued in the late eighteenth century, transforming the rural landscape into a planned, residential estate. Bedford Square was 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 (Fig. 6); 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 (Fig. 7).

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.



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Fig. 6—Horewood's Map of London, 1815



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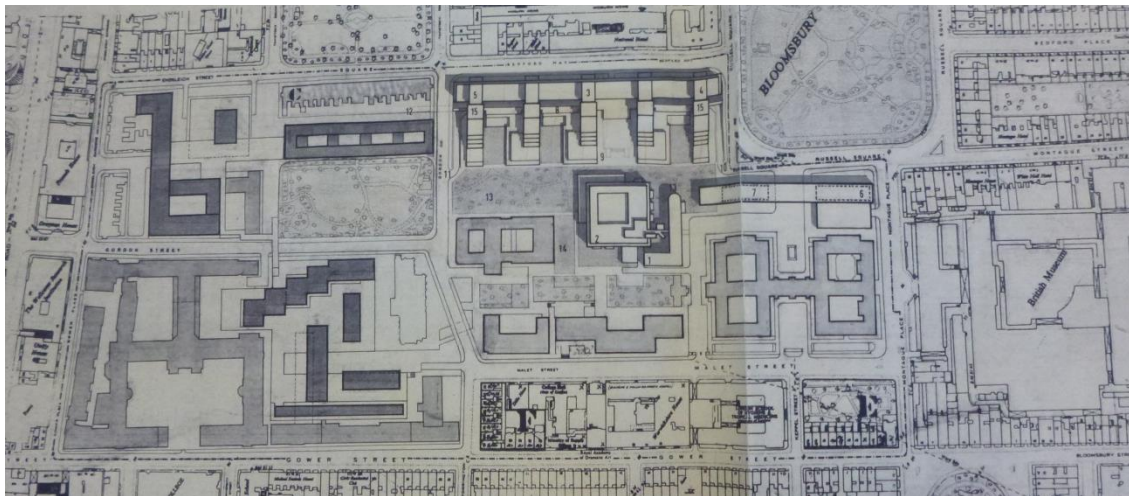
Fig. 7—OS map, 1870

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 some of the older housing stock in the area. This led to new large-scale developments, including the present No. 20 Bedford Way.

2.1.5 University's post-war development of Bloomsbury

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 1959 UCL commissioned Leslie Martin and Trevor Dannatt to design a development plan for the Bloomsbury district. The scheme was supported by the London County Council and the Royal Fine Art Commission. Martin recommended Denys Lasdun (1914–2001) to draw up the first detailed designs; in 1960 he was commissioned to design an extension to the School of Oriental and African Studies (SOAS) and a new building for the Institute of Education and the Law Institute between Bedford Way and Woburn Square, to include a near 1000-seat auditorium.



London Metropolitan Archive

Fig. 8—Development plan for Bloomsbury, with Lasdun's SOAS extension and the IoE/Law Institute in the centre. c. 1966

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)

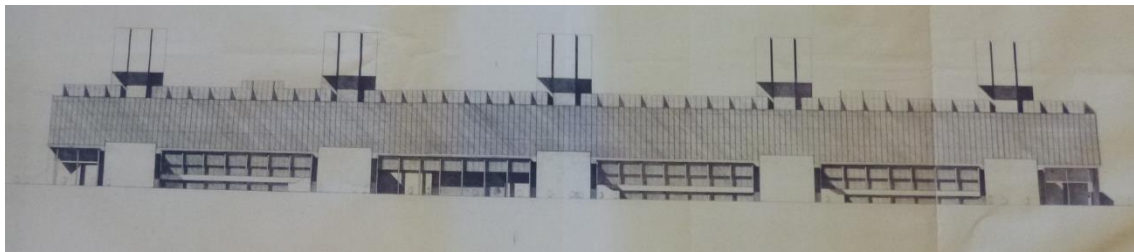
2.1.6 Lasdun's design and construction (1966–77)

Lasdun designed a modular building in the Brutalist style, which could be constructed in stages as funding was made available and land acquired. Initial drawings for the Institute of Education and Law Institute, dated 1966, show a building 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 (Figs. 9–11). The spine of the building along Bedford Way is punctuated by five concrete service towers (Cores A to E), and five stepped wings, resembling ziggurats, that project west from the spine toward Bedford Square. Each wing is dominated by an external over-scaled concrete staircase.

However, in the mid-1960s a shift in public attitudes toward conservation occurred. A conservation campaign to save Woburn Square from demolition, set up by UCL lecturers and students and headed by renowned architectural historian John Summerson, gained traction in 1968. In February 1969 a debate was held during a meeting of the University Convocation where the conservationists proposed that at least the facades of the Georgian terraces be retained. They lost the debate, but soon the tide would turn in their favour.

Construction started in September 1970, by which time the plans for Levels 1–4 (the three below-ground floors and ground floor), including the split-level entrance from Bedford Way (which addressed the change in ground level between Bedford Way and Thornaugh Mews) and principle stair to the below-ground auditorium, known as University Hall (now Logan Hall), had been revised. Construction began with the spine of the building, progressing from south to north. (The north core tower was only completed in 1978, a year after the Institute was officially opened by the Queen Mother). The first and only ziggurat wing to be built was the existing west wing; delays to funding gave the conservationists time to list the remaining Georgian terraces in the area, preventing the completion of three of the wings. The fourth unexecuted wing would have enclosed the forecourt to the north of the completed west wing; however, although the site was cleared in 1974, funding for the construction of the wing never came, and the site remains undeveloped to this day.

Lasdun designed the building with the future, evolving needs of the university in mind; its plan-form was intended to be flexible, with light-weight partitions that can easily be removed and rearranged. The history of alterations to the interiors since the 1970s, particularly the teaching spaces on the upper floors, indicate the success of this original concept.



London Metropolitan Archive

Fig. 9—Lasdun's design for the east (Bedford Way) elevation of the Institute of Education and Law Institute, 1966

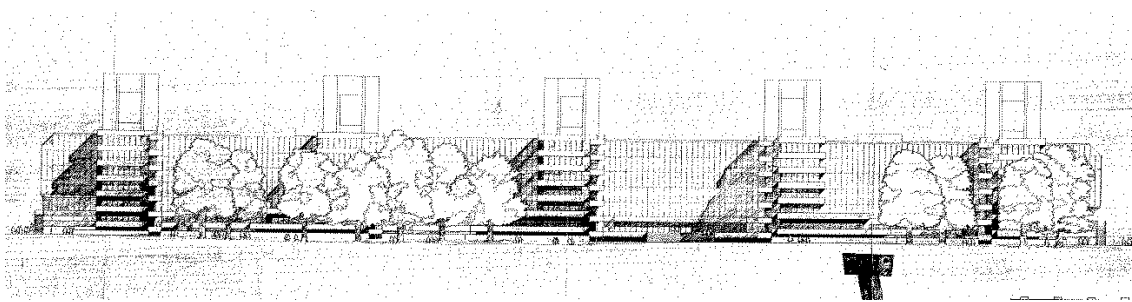


Fig. 10—Lasdun's design for the west elevation of the Institute of Education and Law Institute, 1966

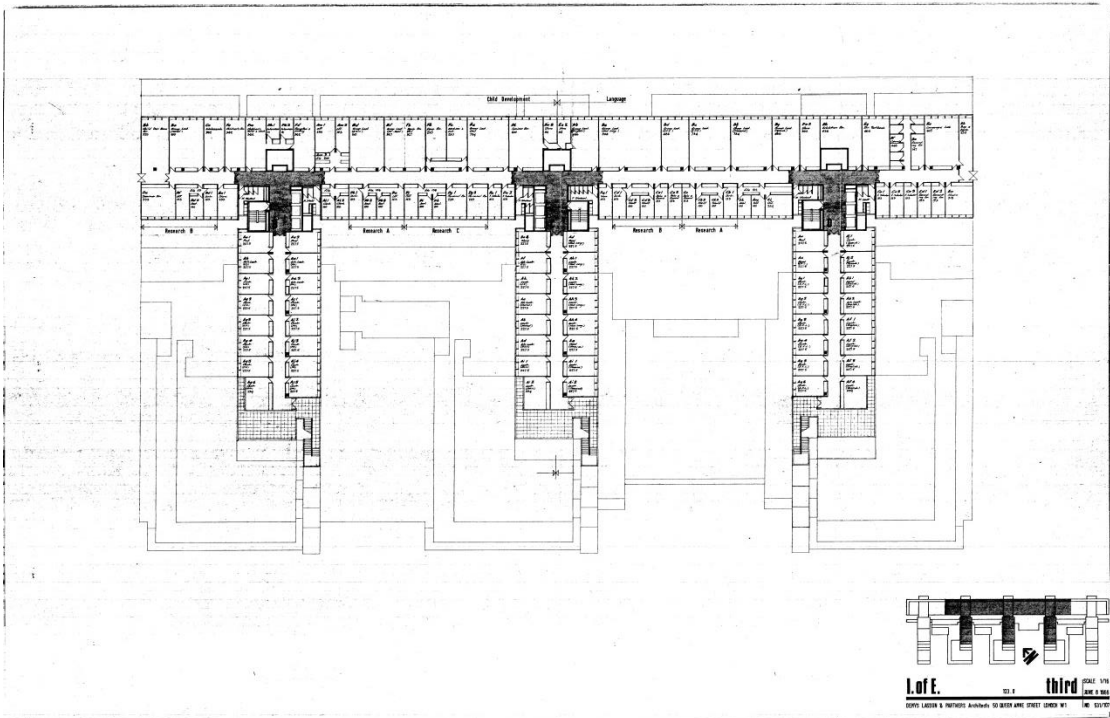


Fig. 11—Lasdun's original plan for the IoE (Level 7), 1966. Only the wing to the right was constructed.



Fig. 12—No. 20 Bedford Way under construction, mid-1970s, viewed from Thornhaugh Mews, facing north



Fig. 13—Completed west wing in 1975, from Thorhaugh Mews, facing north



Fig. 14—Split-level entrance foyer and main stair, leading from Level 4 to Level 3 and continuing down to the basement lecture theatre, in 1980



Fig. 15—East (Bedford Way) elevation in c. 1977

2.1.7 Extensions by Lasdun, 1990–93

In 1990–93 an extension was built to house the Institute’s library, partly incorporating the foundations that had been laid for the unexecuted wings. The three-storey extension (on Levels 3–5), was designed by Lasdun and uses the same vocabulary of a grid of aluminium panels and glazing.

In 1993 the entrance from Bedford Way was also reconfigured. The IoE was originally entered through a pair of doors at street level (Level 3), set in a recessed curtain wall of glazing between Cores A and B, which faced the main atrium and stair to University Hall. This entrance is still in place today. The 1993 entrance on Level 4 is reached by a stair from street level that projects beyond the concrete piers supporting the overhanging upper floors. Internally, a walkway takes the visitor from the revolving door at the top of the stairs to the main circulation space and reception area, now on Level 4, through a narrow double-height space to the north of the original entrance. This rearrangement was Lasdun’s recognition of the poor navigation afforded by the original entrance which, in the recessed curtain wall, is not obvious and results in a poor use-experience of the building. The projecting stairs and large overhanging sign were Lasdun’s attempt to make the entrance more visible; however, this has left the building with a confusing double entrance arrangement, which makes wayfinding difficult. Additionally, the original ‘central’ circulation core with stairs down to the basement lecture theatre, one of the most important architectural spaces in the building, is side-lined.

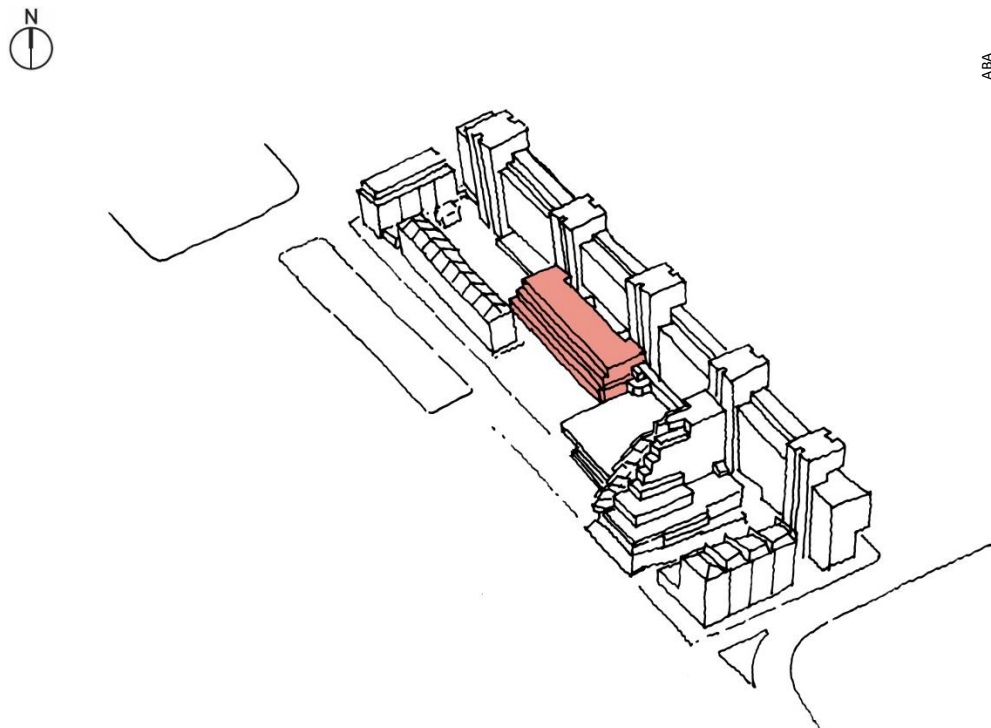


Fig. 16—Aerial view of the listed building, viewed from the south; Lasdun’s library extension, built in 1993, is highlighted



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Fig. 17—Lasdun's Bedford Way entrance to Level 4, added in 1993

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. The designations that apply to No. 20 Bedford Way are listed in Section 1.4. 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 using the terminology and criteria from the National Planning Policy Framework (NPPF, adopted Feb 2019). This document places the concept of significance at the heart of the planning process.

Annex 2 of the NPPF defines significance as:

The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

Historic England's *Conservation Principles, Policies and Guidance* (2008) includes a methodology for assessing significance by considering 'heritage values'. In this instance NPPF interests are used because their adoption simplifies the preparation and assessment of planning and listed building consent applications, but the equivalent heritage values are given in brackets for reference.

This assessment uses three main types of interest as defined below:

Architectural and Artistic Interest ['aesthetic value']: *These are the interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.*

Historic Interest ['historical value']: *An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide an emotional meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity ['communal value'].*

Annex 2 of the NPPF defines **archaeological interest** ['**evidential value**'] in the following way:

There will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.

Archaeological interest is not assessed in this report; however, the HER search results map is included in Section 5.4.

The assessment of significance is usually an amalgam of these different types of interest, and the balance between them will vary from one case to the next. What is important is to demonstrate that all these interests have been considered. This is achieved by assessing the significance of the whole site relative to comparable places, and the relative significance of its component parts.

This assessment begins with a Summary Statement of Significance, followed by an assessment of the significance of the interior areas affected by the Phase 2a proposals, and the building's contribution to Bloomsbury Conservation Area. The photographs on the following pages were taken on site visits in January 2017 and July 2019.

3.1.1 Levels of significance

High significance	Original elements or features that make an important contribution to the historic or architectural interest of the heritage asset.
Moderate significance	Original elements or features that contribute to the historical or architectural interest of the building as a heritage asset, but which have lesser inherent interest.
Limited significance	Later elements or features that contribute little to the overall significance of the heritage asset, but which have some inherent historic or architectural interest.
Neutral significance	Later elements or features of little or no interest, which do not contribute to the historic and architectural interest of the heritage asset.
Detracts from significance	Later elements or features that obscure or otherwise impair the historic or architectural interest of the heritage asset.

3.2 Summary statement of significance

The historic interest 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.

The architectural interest 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. Overall, the exterior of the building is of **high significance**.

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 and are of **neutral significance**; however, original fabric remains in the external elevations, circulation cores, structural elements and some partitions. Surviving original fabric and spaces in the lift lobbies, entrance hall and principal stair to the basement lecture theatre are of considerable architectural interest and therefore **high significance**, whereas all other surviving original fabric and plan-form are of **moderate significance**.

3.2.1 Interiors: Cores A, B and C

Throughout the building original external features have been retained but the interiors have been extensively refurbished. The most important surviving original fabric is found in circulation cores, structural elements and stairs. In these areas, the high-quality concrete finishes are of considerable architectural interest; they are of **high significance**. However, modern finishes, such as carpets, skirting, and paint on the concrete columns and walls, obscures the original finishes and **detract from significance**. Door openings have been created in some of the concrete walls; these also **detract from significance**.

Internal partitions of the main spaces within Cores B and C have been rearranged and the spaces subdivided by mezzanine floors at Levels 3 and 5. As the historic plan-form and volumes have been altered, these areas are of **neutral significance**. It is worth noting Lasdun's intended flexibility of the internal arrangements, to which this history of alteration attests.

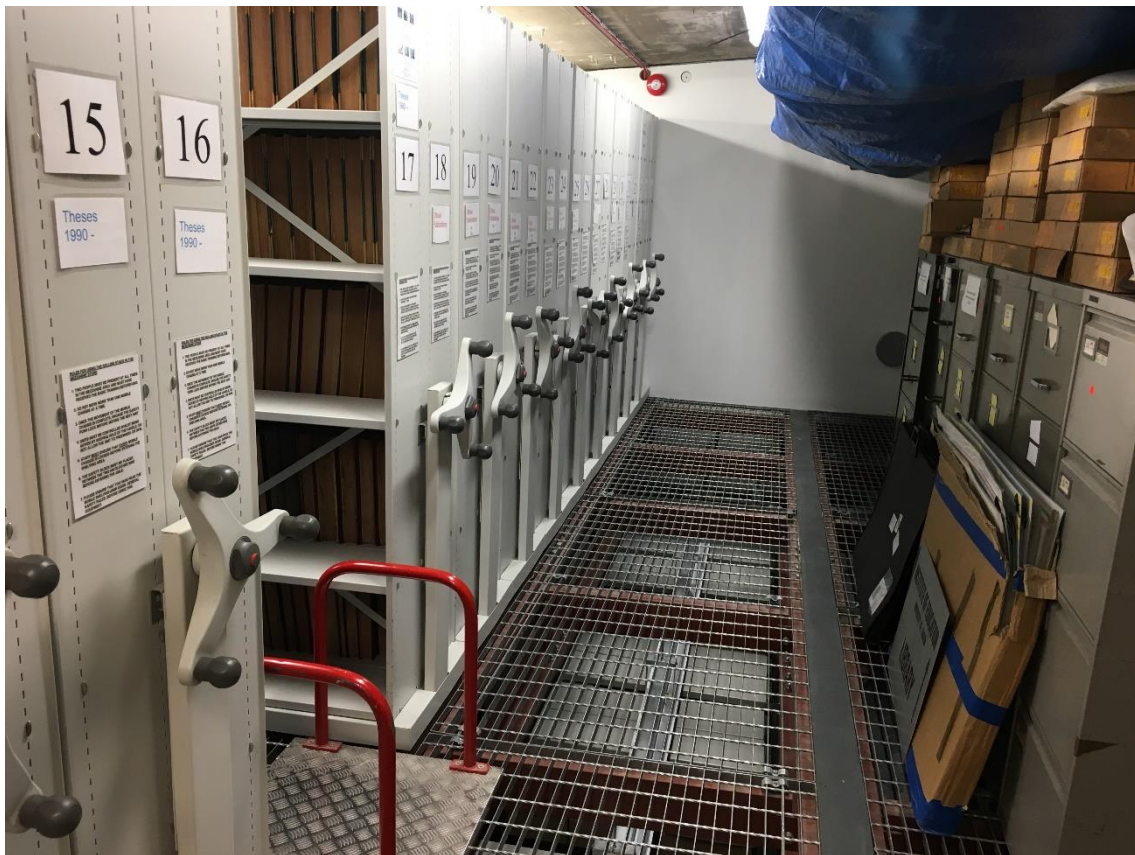


Fig. 18—Non-original mezzanine at Level 3 of Core C



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Fig. 19—High-quality concrete wall finishes in lift lobby of Core B, Level 2



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Fig. 20—Non-original door opening in circulation lobby of Core A at Level 3

3.3 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 [of Tavistock Square], 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 [Bedford Way] 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)

4.0 Interim heritage impact assessment

4.1 Proposals

The proposed scheme is part the second phase of a long-term project to increase teaching and administration space, and improve user experience at No. 20 Bedford Way; the building's infrastructure and services are nearing the end of their serviceable life, meaning the comfort and convenience of the building's users are currently compromised. Existing access to service risers is also unsafe and convoluted. The existing sanitary provisions are inadequate for present and future requirements, and the building's thermal performance is poor. Phase 2 of the wider scheme seeks to relieve pressure for space by converting underused areas into teaching and administrative spaces, and creating new social spaces. The first part of Phase 2 (Phase 2a) focuses on upgrading service infrastructure, improving sanitary facilities and thermal performance, and creating teaching spaces in Cores B and C.

4.1.1 WCs, service infrastructure and glazing

- WCs in Cores A, B and C are to be stripped out and reconfigured, increasing the total number of WCs and providing inclusive facilities.
- Opaque film to be applied to glazing in new cubicles, and windows lined internally.
- New openings in floor slab for electrical and ventilation risers to all levels of Cores A and B.
- New openings created in concrete walls to provide safe access to existing risers on all levels of Cores A and B, and Levels 2–6 of Core C.
- New dry riser within stair core, through all levels of Cores A and B.
- Secondary glazing to all windows in areas included in Phase 2 works, with new blinds and low-level boxing for radiators, to match Phase 1 works.

4.1.2 Cores B and C teaching spaces

- Non-original mezzanines on Level 5 of Cores B and C to be removed (including non-original spiral staircase) and replaced by new floor slabs, accessible from Level 5 lift lobbies; this will necessitate new openings in the existing concrete walls.
- Non-original mezzanine on Level 3 of Core C to be reconstructed at a lower level, to provide level access from Level 3 lift lobby.
- Non-original partitions on Level 4 to be removed, to create open, flexible teaching spaces. New floor and wall finishes and exposed ceiling services.
- New external openings for smoke ventilation panels on south and north elevations of Core C, behind existing fire exit gates on Level 3.

4.1.3 General

- Doors in Cores A, B and C to be replaced with fire doors.
- Floor finishes and suspended ceilings to be replaced, to match Phase 1 works.

4.2 Heritage impact assessment

All modern fittings and finishes to be removed or replaced, including doors, ceilings, floor finishes and WCs, are of neutral significance; this will have a **neutral impact** on significance. All proposed fittings and finishes will be of a high quality and will match those of Phase 1 of the masterplan, achieving a consistent aesthetic throughout the building (in contrast to the appearance of existing ad hoc alterations). The reconstruction of the mezzanines and removal of partitions in Cores B and C will also have a **neutral impact**, as these spaces and the fabric to be removed are of neutral significance.

The creation of new service risers and access openings in all three cores will result in the loss of historic fabric. The removal of floor slab, which makes a limited contribution to significance, will have a **neutral impact** on significance.

New door openings to existing risers in Cores A, B and C will result in considerable loss of significant historic fabric. However, most of the openings have been positioned on the eastern side of the riser, which faces teaching spaces of little to no significance, in order to avoid changing the appearance of the highly significant circulation lobbies to the west of the riser. However, there are some instances where openings are to be made on the lobby side of the riser, as it is not possible to position them on the eastern side for structural reasons. It is also proposed to form high-level smaller openings in the walls on the lobby side of the risers, for services to pass through. This will result in the minor loss of historic fabric. The openings will be positioned above ceiling level and will not be visible from the circulation lobbies, with the exception of those on Levels 2–6 of Core C; here it is not possible to position them above ceiling level due to the prior existence of structural beams. In these cases, the new openings, as well as the ductwork and services that will be carried through them, will be visible in the circulation lobbies. The loss of historic fabric is partly mitigated by the abundance of high-quality concrete throughout the Cores and the building at large; its artistic interest is amply represented. The design avoids, as far as possible, forming visible openings within the highly significant circulation spaces, thereby minimising the impact of the proposal. The harm caused by this proposal is considered to be **less than substantial**.

The proposed smoke-ventilation panels in the external walls of Core C will result in the loss of highly significant fabric; however, the openings will be kept to the minimum dimensions possible, and will be concealed behind existing fire-exit gates. The panels are necessary to meet health and safety and fire regulations. This proposal will have a negligible effect on the overall appearance and integrity of the building; its impact on significance will be **neutral**.

The proposed secondary glazing and low-level boxing for radiators will have a negligible impact on both the interior and exterior appearance of the building. The various blinds, boxing and secondary glazing etc to be removed for their installation are modern and of neutral significance. Therefore, this proposal will have a **neutral impact** on significance. Where opaque film or solid lining is to be applied internally to windows in WC cubicles, this will be reversible and will have a negligible impact on the external appearance of the building. These proposals will therefore have a **neutral impact** on significance.

4.2.1 Impact on Bloomsbury Conservation Area

The proposed works will have a negligible impact on the external appearance of the building, and will have no impact on the character and appearance of the conservation area.

5.0 Conclusion: the planning balance

Most of the proposals involve the removal of fabric of neutral significance, which will have a neutral impact. Similarly, the installation of secondary glazing and the internal lining of some windows will have a neutral impact. All proposed fittings and finishes will match those of Phase 1 of the masterplan, achieving a consistent and high-quality aesthetic throughout the building. The new openings to the service risers in the Cores have been designed, as far as possible, to avoid changing the appearance of the highly significant circulation lobbies, being located either on the other side of the riser or above the ceiling level. Due to structural restraints, some will, however, be positioned in the circulation lobbies; the overall harm caused by this proposal is less than substantial, the loss of fabric having been partially mitigated by the abundance of high-quality concrete finishes elsewhere in the building.

The works will help to secure the future of UCL in the building, which is the optimal viable use for which it was designed. Additional benefits include bringing the building's services up to modern standards to improve user experience, and facilitating future upgrades, so that the building can continue to adapt to the evolving needs of the university, as Lasdun intended it to. The scheme will also enhance the safety of the building's users, by bringing it up to modern health and safety and fire safety standards. It therefore offers substantial public benefits, which outweigh the less-than-substantial harm caused by the proposals. This is in accordance with paragraph 196 of the NPPF, and paragraph 7.44 and Policy D2 of Camden's Local Plan.

6.0 Supporting Information

6.1 Sources

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6.2 Planning policy

6.2.1 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 revised NPPF was adopted February 2019. Section 16, entitled *Conserving and Enhancing the Historic Environment*, contains guidance on heritage assets, which include listed buildings and conservation areas. Paragraphs 189–196 are relevant to the present application:

Paragraph 189 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 190 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.

Paragraph 192 emphasises 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 196 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.

6.2.2 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.*

6.2.3 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

6.2.4 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.

6.2.5 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

6.3 Entry on the National Heritage List



Historic England

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.

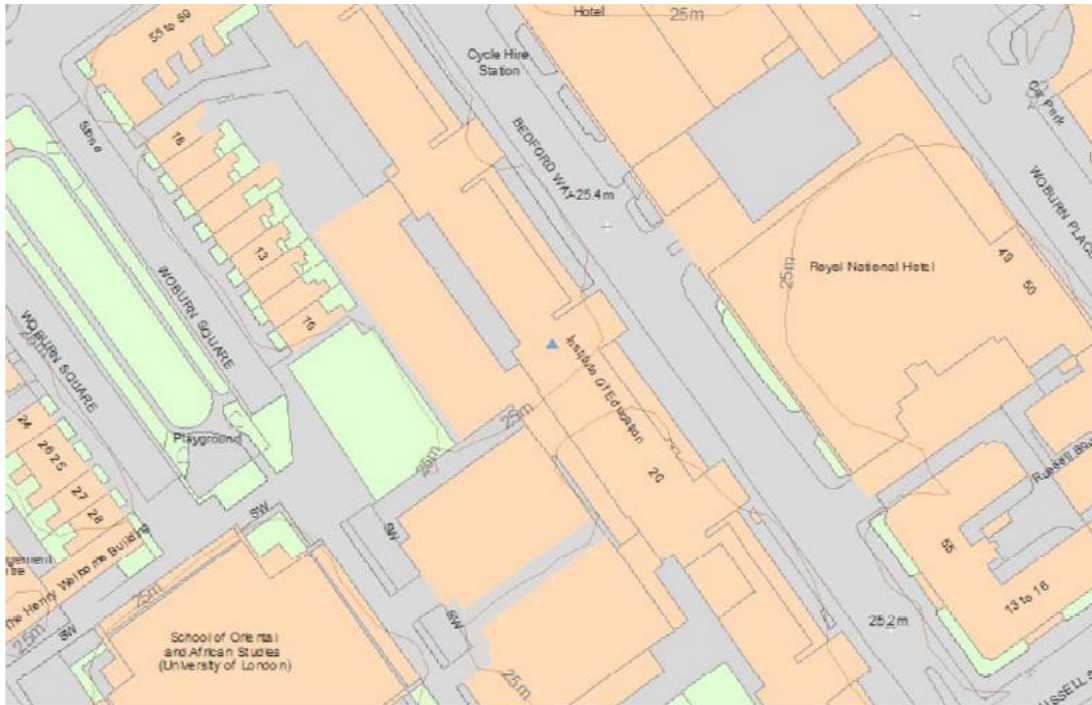
Architects' Journal, 5 March 1959, p.336 *Architects' Journal*, 14 June 1967, p.1384 *Building Design*, 15 October 1976 *Architects' Journal*, 12 December 1990, p.11 *Architectural Review*, March 1980, pp.145-54 Bridget Cherry and Nikolaus Pevsner, *The Buildings of England, London North*, London, Penguin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

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National Grid Reference: TQ 29954 82136



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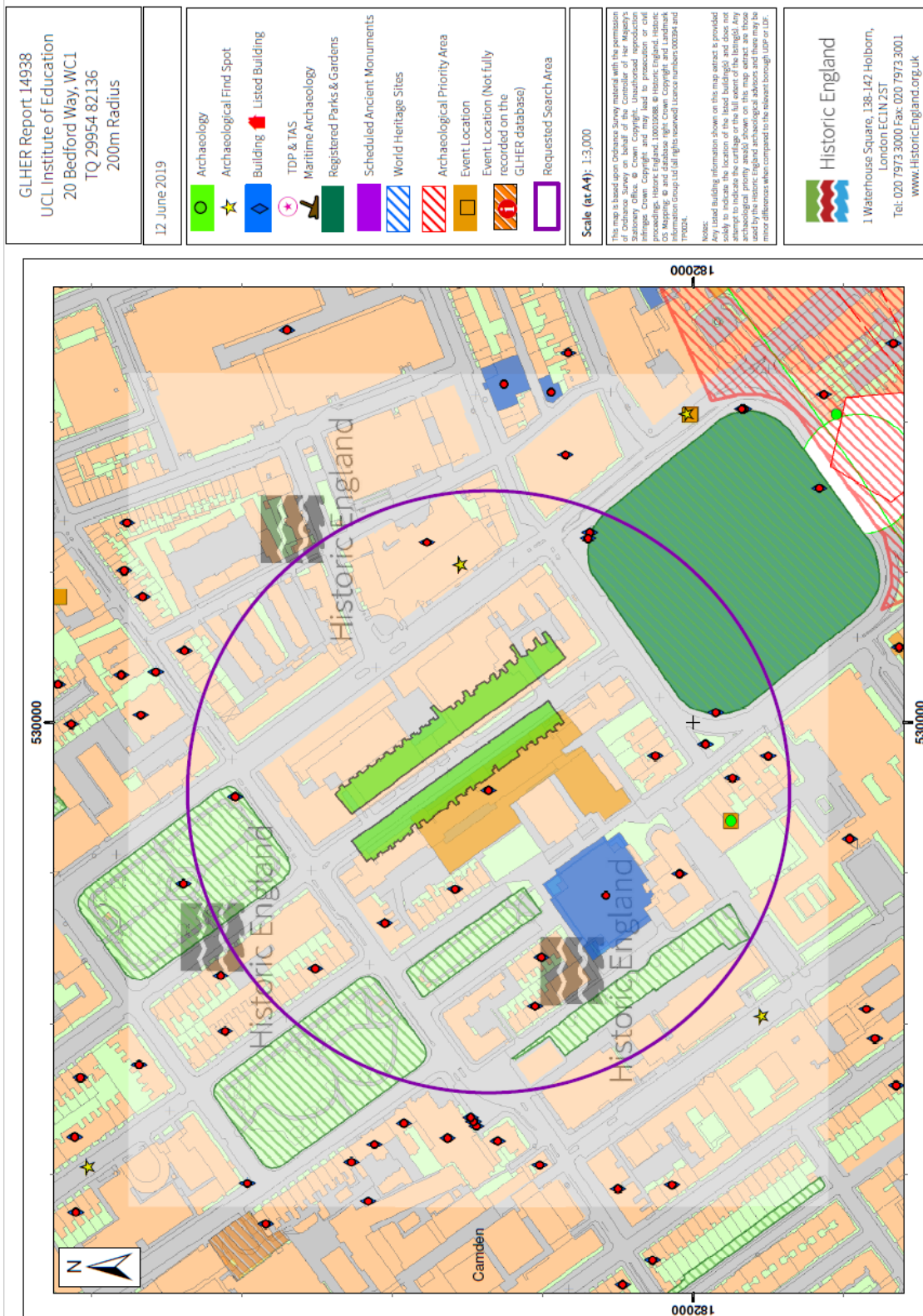
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End of official listing

6.4 Historic Environment Record search results



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Reviewed by Victoria Bellamy

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