



Listed Building Heritage Statement  
KMHeritage

**Nos. 4-8 & 12-16 St Thomas Street, Keats  
House (Nos. 24-26 St Thomas Street) and  
New City Court (No. 20 St Thomas Street)**

London SE1 9BF

**Listed Building Heritage Statement**

November 2018

Consultancy for the  
Historic Built Environment

**KMIHeritage**

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## 1 Introduction

- 1.1 This report has been prepared to support an application for planning permission and listed building consent for proposals for the redevelopment of Nos. 4-8 & 12-16 St Thomas Street, Keats House (Nos. 24-26 St Thomas Street) and New City Court (No. 20 St Thomas Street), London SE1 9BF. The report has been prepared on behalf of Great Portland Estates.

### Purpose

- 1.2 The purpose of the report is to consider how the proposed development addresses the statutory requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990 concerning listed buildings and conservation areas, and to generally assess the proposed development against national and local policies and guidance relating to the historic built environment.
- 1.3 This report specifically addresses the effect of the proposals for the refurbishment of the listed buildings at 4-8 & 12-16 St Thomas Street and (notwithstanding the title of this report) the unlisted Keats House (Nos. 24-26 St Thomas Street), as well as the demolition of the existing unlisted façade to King's Head Yard. The effect of the *overall* proposed development on heritage assets – including its effect on the *setting* of the listed buildings and Keats House - is addressed by the Peter Stewart Consultancy in the Environmental Statement and Heritage Statement that accompanies the application (see below).
- 1.4 This report should be read in conjunction with:
- The planning and listed building consent application drawings and Design and Access Statements prepared by AHMM;
  - The Planning Statement prepared by DP9;



- Part 3 of the Environmental Statement (the Townscape, Visual Impact, and Built Heritage Assessment (TVIBHA)) prepared by the Peter Stewart Consultancy; and
  - The Heritage Statement prepared by Peter Stewart Consultancy.
- 1.5 This Heritage Statement does not repeat the detailed description of the proposals contained in the application drawings and Design and Access Statements prepared by the architects AHMM.

#### **Associated report: the Heritage Assessment**

- 1.6 To assist in the design of the proposed scheme, KMHeritage prepared a Heritage Assessment in 2017. This has recently been updated and finalised<sup>1</sup> and forms an appendix to this Heritage Statement. The modification of the Heritage Assessment for submission purposes has involved minor alterations and additions to reflect changes in the policy context since 2017. There is no substantive change in the document since its creation to assist the project team in understanding the listed buildings and Keats House.

#### **Nomenclature**

- 1.7 In this report, 'the site' refers to the overall New City Court site including 'new' (the 1980s office redevelopment) and 'old' buildings (Keats House at Nos. 24-26 St Thomas Street and Nos. 4-8 & 12-16 St Thomas Street) that were included in that development. Otherwise properties are referred to by their address.
- 1.8 As stated at Paragraph 1.3 above, the proposals referred to in this report are only those that relate to the refurbishment of the listed buildings at 4-8 & 12-16 St Thomas Street and the unlisted Keats House (Nos. 24-26

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<sup>1</sup> Nos. 4-8 & 12-16 St Thomas Street, Keats House (Nos. 24-26 St Thomas Street) and New City Court (No. 20 St Thomas Street), London SE1 9BF: Heritage Assessment, KMHeritage, October 2018.

St Thomas Street), as well as the demolition of the existing unlisted façade to King's Head Yard.

- 1.9 In 2015 English Heritage changed its name to 'Historic England' and a new charity, officially called the English Heritage Trust, took the name of English Heritage and responsibility for managing the National Heritage Collection of more than 400 state-owned historic sites and monuments across England. In this report reference is made both to 'English Heritage' and 'Historic England'.

### **Organisation**

- 1.10 This Heritage Statement does not repeat the information contained in the appended Heritage Assessment. It focusses solely on the effect of the proposed development.
- 1.11 This introduction is therefore followed by an assessment of the proposed development and its effect on heritage significance. Section 3 examines how the proposed development complies with the legislation, policy and guidance set out in the Heritage Assessment. Section 4 is a conclusion. The Heritage Assessment forms the single appendix.

### **Authorship**

- 1.12 The author of this report is Kevin Murphy B.Arch MUBC RIBA IHBC. He was an Inspector of Historic Buildings in the London Region of English Heritage and dealt with a range of major projects involving listed buildings and conservation areas in London. Prior to this, he had been a conservation officer with the London Borough of Southwark, and was Head of Conservation and Design at Hackney Council between 1997 and 1999. He trained and worked as an architect, and has a specialist qualification in urban and building conservation.
- 1.13 Historical and background research for this report was undertaken by Dr Ann Robey FSA, a conservation and heritage professional with over twenty years experience.

She has worked for leading national bodies as well as smaller local organizations and charities. She is a researcher and writer specialising in architectural, social and economic history, with a publication record that includes books, articles, exhibitions and collaborative research.

- 1.14 Assistance and drafting for this report was provided by Anne Roache M.A. Anne is a researcher with over 25 years' experience. She has worked for leading commercial organizations in the fields of property, planning and law. Alongside a specialisation in the archaeology, architectural and social history of London, Anne is also a qualified field ecologist, practiced in carrying out a range of ecological surveys.

## **2 The proposed development and its effect on heritage significance**

### **Introduction**

- 2.1 This section of the Heritage Statement examines the nature and effect of the proposals for the listed buildings, the unlisted Keats House and the unlisted façade to King's Head Yard on their heritage significance, on the character and appearance of the Borough High Street Conservation Area and on the setting of other listed buildings.
- 2.2 This section should be read with the planning and listed building consent application drawings and Design and Access Statements prepared by AHMM, and other application documents.

### **The history and significance of the listed buildings and Keats House: summary**

- 2.3 The Heritage Assessment (Appendix A) sets out a detailed account of the history of the site and an assessment of the heritage significance of the site and its surroundings. The site is located in Sub-area 4 of the Borough High Street Conservation Area, and the northern boundary of the conservation area runs along St Thomas Street. The site includes the Grade II listed 4-8 and 12-16 St Thomas Street. It is immediately adjacent to the Grade II\* Guys Hospital Main Building and the Grade II Bunch of Grapes pub. The King's Head pub is Grade II. 9, 9A, 11 and 13 St Thomas Street are Grade II\*, and 15 St Thomas Street is Grade II.
- 2.4 St. Thomas Street on the east side of Borough High Street takes its name from St. Thomas's Hospital, which for over six centuries occupied the ground on the north side. Horwood's Map of 1819 shows the area and the beginnings of redevelopment along Thomas Street, which was widened to form a wide straight road that ran in line with the front facades of the Guy's Hospital wing buildings. In that year the terrace from No. 2-No. 16 St

Thomas Street was begun. The terrace was built for St Thomas's Hospital by a contractor, Mr Johnson, on land leased to Guy's in 1756. The residents of the terrace were unsurprisingly associated with Guy's and St Thomas's Hospitals, and included many surgeons and physicians. Guy's obtained a lease of a further part of the frontage in 1862. In 1922 the hospital purchased the frontage as far as Borough High Street (apart from *The Grapes*), the site extending to the rear as far as the north side of King's Head Yard. Various additions and extensions had been made to most of the backs of the terrace by the end of the 19<sup>th</sup> century. The extensive hop sampling rooms off Borough High Street and King's Head Yard extended north into the terrace at No. 16. Later, the terrace contained nurses' rooms and other office accommodation.

- 2.5 There was little bomb damage to the terrace in the Second World War. The site behind the terrace was cleared in the 1970s, and the New City Court development was completed in the 1980s. It, and its effect on the buildings facing St Thomas Street, is described in detail in the report.
- 2.6 The Borough High Street Conservation Area has clear and extensive historical and evidential value, and this value is expressed in its buildings and streetscape. The listed buildings within and around the site possess special architectural or historic interest. However the listed buildings at 4-8 & 12-16 St Thomas Street, as we now find them, are a product of very extensive alteration and rebuilding as part of the New City Court development in the 1980s.
- 2.7 The existing buildings at 4-8 & 12-16 St Thomas Street provide evidence of changes that occurred in building conservation practice before and after the 1980s: the 1980s New City Court scheme demonstrated a desire to retain historic buildings and incorporate them into major new development. This reflects the broader movement from the 1960s onwards to integrate development into

the historic city and preserve urban heritage. However, though that is the case, it is very unlikely that the same approach to the buildings would be considered acceptable today. Current building conservation practice would require a far more careful and respectful approach that sought to minimise the loss of early or original fabric and architectural detail.

- 2.8 The Heritage Assessment describes how the listed buildings have, effectively, been largely rebuilt behind the terrace façade to St Thomas Street, and, in the case of No. 16 St Thomas Street, a speculative addition of two floors was undertaken. Close examination of the 1980s scheme drawings, combined with physical inspection of the present situation makes it clear that the structure and fabric of the terrace was substantially altered, replaced and rebuilt. Certain features – notably staircases – survive in the location where one would expect to find them and the plan approximates to that of buildings of this style and period, but the internal character and appearance of 4-8 & 12-16 St Thomas Street is now essentially that of the 1980s. This inherently reduces the heritage significance of the terrace behind the façade.
- 2.9 The opportunity therefore exists, in a new redevelopment project, to reverse some of the less favourable aspects of the 1980s scheme. While historic fabric, once lost, cannot be recovered, there is ample opportunity in a new scheme to recover a more authentic plan layout and to reintroduce correct detail and decoration.

### **The effect of the development on heritage significance**

#### *The listed buildings*

- 2.10 The proposal for the listed terrace will address physical defects in the listed buildings, reverse inappropriate change undertaken in the 1980s, create new retail and affordable employment uses that represent the optimum viable use of the terrace now, and will sustain the listed buildings over the long term.

- 2.11 The assessment of the significance of the listed terrace demonstrates that, though the listed buildings clearly retain special architectural and historic interest, that special interest is diminished by what has occurred through interconnection, substantial rebuilding using 20<sup>th</sup> century building technology and attempts to integrate the terrace with the 1980s New City Court development.
- 2.12 The proposed scheme will reinstate the individual character of the listed houses, reopening or reinstating front doors and reinstating some party wall divisions. The plan form will be restored from its presently fragmented state. The passageway from St Thomas Street, lost in the 1930s, will be reinstated. The demolition of New City Court will permit the rear elevations of the listed buildings to be re-exposed (as seen in historic photographs), and the damage caused by connection to New City Court, as well as caused by insensitive alteration, will be reversed. The roofscape will be returned to a more accurate shape and profile. The pavement vaults will be reopened and reused. The listed buildings will benefit generally, both internally and externally, from the kind of careful and scholarly restoration of fabric and decoration that was notably absent in the ‘refurbishment’ scheme of the 1980s.
- 2.13 The listed buildings will once again have an active, independent role in the conservation area as opposed to being subsumed within a larger built complex. The retail use of the lower floors of the listed buildings will activate St Thomas Street and the new yard created by the proposed overall development. The ground floor will be accessible through an entirely traditional frontage that is not altered to create a shopfront on St Thomas Street. Shopfronts are created to the rear, where significant change to the rear elevations has already occurred. Though not particularly common, allowing the listed building to be accessed from front and rear is not unique and, more importantly, does not represent any kind of significant harm to the special interest of the listed

building. Passage through the ground floor plan of a 18<sup>th</sup> or 19<sup>th</sup> century London terraced house has always been a fundamental aspect of its typology, and frequently involves passage through rear extensions to a rear outdoor space or courtyard. There will be no disruption to the hierarchy or overall typological characteristics of the listed building arising from this measure, particularly when the extent of the restoration of the plan form elsewhere in the listed buildings is acknowledged.

- 2.14 Above the ground floor, the affordable office space will represent a good fit with the smaller scale reinstated Georgian plan form of the terrace, as well as contributing to a rich range of uses across the site as a whole.
- 2.15 The proposed scheme for the listed terrace represents a good balance between what is appropriate in land use terms, what is desirable in terms of the life of the area and what is required in terms of restoration and repair of the listed buildings. Given the location of the terrace, the restoration of the terrace as, say, a series of individual houses would not just be inappropriate in planning and development terms but also singularly inauthentic – an attempted return to an original condition that has not existed for over a century and ignoring the complex story of how the terrace evolved to suit changing uses over time.
- 2.16 The proposed scheme for the listed terrace is very clearly beneficial, and indisputably enhances the listed buildings over their present condition.

#### *Keats House*

- 2.17 As the Heritage Assessment shows, the present Keats House is simply a façade, albeit one that makes a positive contribution to the Borough High Street Conservation Area. It is, effectively, a 1980s building behind this façade, and one which makes no contribution at all to the conservation area. The part of the existing New City Court building that projects to St Thomas Street will be removed to allow access to the new yard and the routes it creates.



Keats House, as illustration of the building when it was built shows<sup>2</sup>, was a standalone building.

- 2.18 It is necessary to move the existing façade 2.7 metres to the west to permit servicing of the overall development from St Thomas Street, but also to address issues arising from the 1980s façade retention scheme and to permit a sensitive reconstruction to current standards. The respected masonry repair and restoration firm PAYE has assessed the existing façade structure, and sets its findings and recommendations out in a report that accompanies the applications<sup>3</sup>. The report identifies the defects in the façade and reconstruction as the optimum method of both accommodating the practical requirements of the development and the need to reverse earlier interventions in the facade.
- 2.19 The proposed scheme will reinstate the sense of Keats House as something seen in the round, without creating approximate ‘period’ elevations to the side and rear. Instead, the contemporary approach to the design of these elevations will echo the arched fenestration of the St Thomas Street frontage. String courses linked to the main facade will unify the elevations. A correct pitched roof will be restored.
- 2.20 The facade to Keats House is not listed. The question concerning the acceptability of moving the façade rests not primarily and solely on the effect on its fabric but on to what extent its contribution to the character and appearance of the conservation area will be affected. The PAYE report and the application documents make clear that moving and rebuilding the facade will allow that contribution to continue while rectifying defects in the façade’s fabric. The overall proposal - for the rear and side elevations and the roofscape - will enhance that contribution. A detailed specification and methodology for reconstruction, based on close technical assessment of

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<sup>2</sup> Appendix A: Heritage Assessment, Figure 15

<sup>3</sup> *Keats House, 26-28 St Thomas's Street London*, PAYE, November 2018

the façade, will ensure that the salvage of brickwork is maximised. All key decorative stone and other features will be retained, repaired and reinstated.

- 2.21 There is no reason to believe that the proposed scheme for Keats House will reduce the contribution that it makes to the conservation area and the setting of listed buildings – quite the opposite. While carefully selected new matching brickwork will be required, there will be no wholesale loss of patina and material quality. Views along St Thomas Street past the listed terrace will be enhanced by the proposed scheme.

*The screen wall to King's Head Yard*

- 2.22 There is little evidence to suggest that the screen wall (for that is all it is) extending the length of King's Head Yard represents the authentic past of the yard. Much of the screen's fabric very obviously dates from the 1980s, but the homogenous, repetitive nature of the elevation - regardless of its age - is at odds with the more granular nature and medieval character of the yards, the character and appearance of which is the essence of this part of the Borough and which survives in the less regular and uniform plot divisions elsewhere.
- 2.23 The contribution that this screen makes to the conservation area – in contrast to, say, that of Keats House – is relatively low. It is a generic, unremarkable and altered street wall which, unlike Keats House, has no specific architectural quality. Its provenance is unclear. In any event, it is now, like Keats House, simply a façade and, without the evident quality of the Keats House façade, cannot be considered to be of such significance that its retention is essential. Its removal, in terms of the overall character and appearance of the conservation area, would have a minor and neutral effect.

*The conservation area*

- 2.24 In broad terms, the proposals for the listed terrace, Keats House and the screen wall to King's Head Yard will, by themselves, have a relatively small but nonetheless very positive effect on the character and appearance of the Borough High Street Conservation Area. They work with the overall development to activate a part of the conservation area that is presently underused and deadened by the impervious and ugly bulk of the existing New City Court. They help to create greater movement and permeability, and involve the needed intervention in the fabric of listed and unlisted structures to reverse previous harm and restore significance. The effect on the conservation area is indisputably positive.

*The setting of listed buildings*

- 2.25 Similarly, and by themselves, the proposals for the listed terrace, Keats House and the screen wall to King's Head Yard will have positive effect on the setting of listed buildings for the reasons given above, or no effect at all given the lack of intervisibility between the site and listed buildings in the vicinity.

**Conclusion**

- 2.26 For the reasons set out above, the proposals for the listed terrace, Keats House and the screen wall to King's Head Yard will preserve and enhance the special architectural or historic interest of the listed terrace and the setting of other listed buildings, as well as enhancing the character and appearance of the Borough High Street Conservation Area.

### **3 Compliance with legislation, policy and guidance**

#### **Introduction**

- 3.1 This report addresses proposals for the listed terrace, Keats House and the screen wall to King's Head Yard. The report and its Appendix A (the Heritage Assessment) has provided a detailed description and analysis of the site and its heritage context, as required by the National Planning Policy Framework. In addition, the report also describes (in Section 2 above 'The proposed development and its effect on heritage significance') how the proposals for each building or structure will affect that heritage significance. The effect is positive, and for that reason, the scheme complies with policy and guidance.

#### **The Planning (Listed Buildings and Conservation Areas) Act 1990**

- 3.2 The conclusion of our assessment, contained in previous sections in this report, is that the proposed scheme preserves the special architectural and historic interest of the listed terrace and the Borough High Street Conservation Area affected by the development. The proposed development thus complies with S.66(1) and S.72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 3.3 It is important to note that the legal requirement to preserve or enhance the character and appearance of a conservation area set out in Section 72(1) of the Act was clarified by *South Lakeland District Council v Secretary of State for the Environment and another* [1992] 1 ALL ER 573 and is met if the proposed development leaves the conservation area(s) unharmed. We believe that it would be difficult to characterise the proposed scheme as doing anything less than leaving the Borough High Street Conservation Area unharmed. It is our contention that the moving of the Keats House façade and the removal of the

largely modern screen wall to King's Head Yard do not constitute a degree of change that significantly alters the overall character and appearance of the conservation area.

### **The level of 'harm' caused by the proposed scheme to heritage assets**

- 3.4 As outlined in the NPPF identifies two levels of potential 'harm' that might be caused to a heritage asset by a development: 'substantial harm...or total loss of significance' or 'less than substantial'. Both levels of harm must be caused to a *designated* heritage asset – in this case, the listed terrace and the Borough High Street Conservation Area.
- 3.5 The only potential for 'substantial' harm to the designated heritage assets affected by proposals for the listed terrace, Keats House and the screen wall would be if the proposals caused the loss of something *central* to the special interest of these designated heritage assets. The proposals evidently do not give rise to this level of harm. We do not believe that any 'substantial' or 'less than substantial harm' is caused by the scheme.
- 3.6 In any event, the public and heritage benefits of the proposed scheme more than outweigh any very low - and non-material - level of 'less than substantial harm' that *might* be asserted as being caused by the proposed development. We do not believe that the minimal effect of the proposals on the special architectural or historic interest/heritage significance described in detail earlier can reasonably be considered to be harmful in the sense of the term as used by the National Planning Policy Framework.
- 3.7 These benefits are discussed earlier, and include:
- The reversal of inappropriate change to the listed terrace and the reinstatement of plan form, decorative detail and appropriate materials;
  - The recreation of the passageway from St Thomas Street;

- The provision of the listed terrace with suitable uses that will help sustain its significance over the long term;
- The repair of the Keats House façade and rectification of defects;
- The recreation of Keats House as a standalone building with a respectful modern architectural approach to the side and rear elevations and roofscape;
- The opening up of the space around the tower by removing the largely modern screen wall to King's Head Yard to create a yard at the base of the tower;
- Indirectly assisting in the delivery of the very substantial public benefits provided by the overall development – please refer to the Planning Statement for details of these benefits.
- Adding life and vitality to a part of the Borough High Street that is presently moribund.

### **The National Planning Policy Framework**

- 3.8 The Heritage Assessment (Appendix A) has provided a detailed description and analysis of the significance of the site and its context, as required by Paragraph 189 of the National Planning Policy Framework.
- 3.9 The proposals for the listed terrace, Keats House and the screen wall to King's Head Yard comply with Paragraph 193 and 194 of the NPPF in that they conserve the heritage assets that may be affected. The proposals cannot be considered to harm the listed buildings or conservation area but rather alter these heritage assets (or, in the case of the setting of many listed buildings in the vicinity, leaves them unaltered) in such a way that the net effect of such change is positive, for the reasons given earlier. The proposals clearly comply with Paragraph 195

of the NPPF – they do not lead to ‘substantial harm to or total loss of significance of a designated heritage asset’.

- 3.10 We do not believe that the proposals involve any ‘less than substantial harm to the significance of a designated heritage asset’, but any such ‘less than substantial harm’ that *may* be ascribed to the proposals is greatly outweighed by the public and heritage benefits generated by the scheme in terms of helping to sustain the structures involved in their optimum viable use over the long term, satisfying paragraph 196.

### **The London Plan**

- 3.11 The proposals for the listed terrace, Keats House and the screen wall to King’s Head Yard are exactly what the London Plan envisages when it talks (in Policy 7.4) about developments having ‘regard to the form, function and structure of an area, place or street and the scale, mass and orientation of surrounding buildings’. The design of the proposals is inherently responsive to these qualities, and they acknowledge the specific heritage significance of each of topics addressed in this report (listed terrace, Keats House and screen wall to King’s Head Yard). As has been shown, by carefully considering the heritage significance of the various heritage assets described in this report, the proposals preserve and enhance the special architectural or historic interest of the listed terrace, the character and appearance of the Borough High Street Conservation Area and the setting of listed buildings. The proposed development inherently ‘allows existing buildings and structures that make a positive contribution to the character of a place, to influence the future character of the area’.
- 3.12 The proposals for the listed terrace, Keats House and screen wall to King’s Head Yard add life and vitality to the setting of heritage assets around them - the ‘desirability of sustaining and enhancing their significance and of utilising their positive role in place shaping’ has been taken into account. It is ‘development’ that *does* ‘identify,

value, conserve, restore, re-use and incorporate heritage assets'. The scheme clearly 'conserve[s the significance of heritage assets], by being sympathetic to their form, scale, materials and architectural detail'. For these reasons, the scheme is consistent with Policy 7.8 of the London Plan.

- 3.13 It is also consistent with Policy 7.9 of the Plan – the 'significance' of the heritage assets in its context has been 'assessed' and the scheme is 'designed so that the heritage significance is recognised both in [its] own right and as [a] catalyst for regeneration'.
- 3.14 We have considered the current draft of the new London Plan and the proposed scheme also complies with its requirements.

#### **Southwark Council's Local Plan**

- 3.15 In satisfying the NPPF and the London Plan, the proposals for the listed terrace, Keats House and screen wall to King's Head Yard also satisfy Southwark's local policies for heritage assets.
- 3.16 The proposals are consistent with Policy 3.15 in that they would clearly 'preserve or enhance the special interest or historic character or appearance of buildings or areas of historical or architectural significance'. They would 'preserve or enhance the character or appearance of the area' and not 'introduce design details or features that are out of character with the area' (Policy 3.16). To the extent that the rebuilding of the facade of Keats House can be characterised as demolition, the highly detailed approach to its rebuilding set out in application documents provides ample justification for what will, once completed, not meaningfully constitute demolition but conservation arrived at through careful consideration of the optimum methods of repair.
- 3.17 For the reasons given in the previous section, the proposals for the listed terrace are fully consistent with Policy 3.17. There is 'no loss of important historic fabric', the proposals are 'not detrimental to the special



architectural or historic interest of the building[s]', they relate 'sensitively [to] and respect... the period, style, detailing and context of the listed building or later alterations of architectural or historic interest', and the proposals will ensure that 'Existing detailing and important later additional features of the building are preserved, repaired or, if missing, replaced'.

- 3.18 The scheme are similarly consistent with Policy 3.18 in that, for the reasons given earlier, the development of the site would preserve and enhance 'the immediate or wider setting of a listed building...'.  
3.19 For the same reason that the scheme satisfies the present Southwark Plan, the scheme is also consistent with the emerging New Southwark Plan.

## 4 Summary and conclusions

- 4.1 This report has been prepared to support an application for planning permission and listed building consent for proposals for the redevelopment of Nos. 4-8 & 12-16 St Thomas Street, Keats House (Nos. 24-26 St Thomas Street) and New City Court (No. 20 St Thomas Street), London SE1 9BF. It specifically addresses the effect of the proposals for the refurbishment of the listed buildings at 4-8 & 12-16 St Thomas Street and (notwithstanding the title of this report) the unlisted Keats House (Nos. 24-26 St Thomas Street), as well as the demolition of the existing façade to King's Head Yard. The effect of the *overall* proposed development on heritage assets – including its effect on the *setting* of the listed buildings and Keats House - is addressed separately in Part 3 of the Environmental Statement (the Townscape, Visual Impact, and Built Heritage Assessment (TVIBHA)), prepared by the Peter Stewart Consultancy, which accompanies the application.
- 4.2 The conclusion of our assessment is that the proposed scheme for the listed terrace represents a good balance between what is appropriate in land use terms, what is desirable in terms of the life of the area and what is required in terms of restoration and repair of the listed buildings, and that the special architectural or historic interest of the listed buildings is preserved and enhanced.
- 4.3 We conclude that there are sound and technically justified reasons for rebuilding the façade of Keats House slightly to the west of its present position, and that doing so offers the opportunity to recreate a proper building as opposed to a stage set-like facade. There is no reason to believe that the proposed scheme for Keats House will reduce the contribution that it makes to the conservation area and the setting of listed buildings – quite the opposite. While carefully selected new matching brickwork will be required, there will be no wholesale loss of patina and

material quality. Views along St Thomas Street past the listed terrace will be enhanced by the proposed scheme.

- 4.4 The contribution that the screen wall to King's Head Yard makes to the conservation area – in contrast, say, to that of Keats House – is relatively low. It is a generic, unremarkable and altered street wall which, unlike Keats House, has no specific architectural quality. Its provenance is unclear. In any event, it is now, like Keats House, simply a façade and, without the evident quality of the Keats House façade, cannot be considered to be of such significance that its retention is essential. Its removal, in terms of the overall character and appearance of the conservation area, would have a minor and neutral effect.
- 4.5 For these reasons, discussed in greater detail in the report, the proposals for the listed terrace, Keats House and the screen wall to King's Head Yard will preserve the special architectural or historic interest of the listed terrace and the setting of other listed buildings, as well as enhancing the character and appearance of the Borough High Street Conservation Area.
- 4.6 The proposals will therefore comply with the law, and with national and local policies and guidance for heritage assets.

## Appendix A: Listed Building Heritage Assessment

**Nos. 4-8 & 12-16 St Thomas Street, Keats  
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New City Court (No. 20 St Thomas Street)**

London SE1 9BF

**Listed Building Heritage Assessment**

October 2018

Consultancy for the  
Historic Built Environment

**KMIHeritage**

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## **1 Introduction**

- 1.1 This report has been prepared to support an application for planning permission and listed building consent for proposals for the redevelopment of Nos. 4-8 & 12-16 St Thomas Street, Keats House (Nos. 24-26 St Thomas Street) and New City Court (No. 20 St Thomas Street), London SE1 9BF. The report has been prepared on behalf of GPE (St Thomas Street) Limited.

### **Purpose**

- 1.2 The purpose of the report is to describe and analyse the history and heritage significance of the site to assist in the development of redevelopment proposals.
- 1.3 This report describes all the buildings that make up the site, but its principal focus is on the older buildings and structures that preceded and were incorporated into the New City Court development.
- 1.4 The report also sets out the legislation and national and local policies relating to the historic built environment. Issues concerning heritage significance are inextricably linked with the legislative and policy environment in which change affecting heritage significance is assessed, and that background is set out here for completeness.
- 1.5 This report has recently been updated to reflect changes in the policy context since 2017, and there is no substantive change in the document since its creation to assist the project team in understanding the listed buildings and Keats House

### **Nomenclature**

- 1.6 In this report, 'the site' refers to the overall New City Court site including 'new' (the 1980s office redevelopment) and 'old' buildings (Keats House at Nos. 24-26 St Thomas Street and Nos. 4-8 & 12-16 St Thomas Street) that were included in that development. Otherwise properties are referred to by their address.



- 1.7 In 2015 English Heritage changed its name to 'Historic England' and a new charity, officially called the English Heritage Trust, took the name of English Heritage and responsibility for managing the National Heritage Collection of more than 400 state-owned historic sites and monuments across England. In this report reference is made both to 'English Heritage' and 'Historic England'.

### **Organisation**

- 1.8 This introduction is followed by a description of the history of the site. Section 3 analyses the heritage significance of the individual building components of the site, as well as its context and surroundings. Section 4 sets out the national and local policy and guidance relating to the historic built environment that is relevant to this matter. Section 5 is a summary and conclusion. There are a number of appendices.

### **Authorship**

- 1.9 The author of this report is Kevin Murphy B.Arch MUBC RIBA IHBC. He was an Inspector of Historic Buildings in the London Region of English Heritage and dealt with a range of major projects involving listed buildings and conservation areas in London. Prior to this, he had been a conservation officer with the London Borough of Southwark, and was Head of Conservation and Design at Hackney Council between 1997 and 1999. He trained and worked as an architect, and has a specialist qualification in urban and building conservation.
- 1.10 Historical and background research for this report was undertaken by Dr Ann Robey FSA, a conservation and heritage professional with over twenty years experience. She has worked for leading national bodies as well as smaller local organizations and charities. She is a researcher and writer specialising in architectural, social and economic history, with a publication record that includes books, articles, exhibitions and collaborative research.

- 1.11 Assistance and drafting for this report was provided by Anne Roache M.A. Anne is a researcher with over 25 years' experience. She has worked for leading commercial organizations in the fields of property, planning and law. Alongside a specialisation in the archaeology, architectural and social history of London, Anne is also a qualified field ecologist, practiced in carrying out a range of ecological surveys.

## **2 The development of the site and its surroundings**

- 2.1 This section of the report describes the history and development of the site and its surroundings.

### **The historic development of the Borough High Street area and St Thomas Street**

- 2.2 As one of the oldest routes in London, Borough High Street and the nearby streets, courts and alleys have seen many changes over the centuries. When the Romans arrived in London, one of their first important settlements was in Southwark, (named after the southern fortifications or works). It was here that the Romans built the first fixed crossing over the Thames. The wooden Roman bridge was eventually replaced with a stone bridge in 1176, featuring twenty arches and stone piers with a church, houses and shops on the top.<sup>1</sup> London Bridge marked the London end of two important Roman roads; Stane Street, which started in Chichester and ended a short distance east of the line of Borough High Street, and Watling Street, which ran eastwards from just south of the church of St George the Martyr, along the Great Dover Road to Canterbury and from there to Dover. It was this route that Chaucer's pilgrims took to Canterbury after meeting at the *Tabard Inn* in Borough High Street.
- 2.3 The settlement located in the neighbourhood of London Bridge flourished throughout the middle ages, and by Tudor times Southwark was an important centre for entertainment, with theatres and the annual Southwark Fair, where the booths and stalls were spread along Borough High Street. Borough had an important market for foodstuffs from the 12<sup>th</sup> century, and was later a major trading place for hay and grain for horses, and hops for

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<sup>1</sup> Apart from widening the central roadway in the eighteenth century, the bridge remained unaltered until work was started on a new one designed by the civil engineer John Rennie in 1825, and completed by his son George in 1831

the brewing industry. Borough High Street was also a leading location for travellers' inns (including the *Tabard*, *Catherine Wheel*, *Nags Head*, *Kings Head*, *Mermaid* and the only survivor today, *The George*) which were sited in narrow alleys and courts off the main street.<sup>2</sup> Newcourt's Map of 1658 gives a unique view of the area (see Figure 2). It clearly shows that by the mid-17<sup>th</sup> century, Borough High Street was built up on both sides of the road to the bridge in the north, including the site of St Thomas Street.

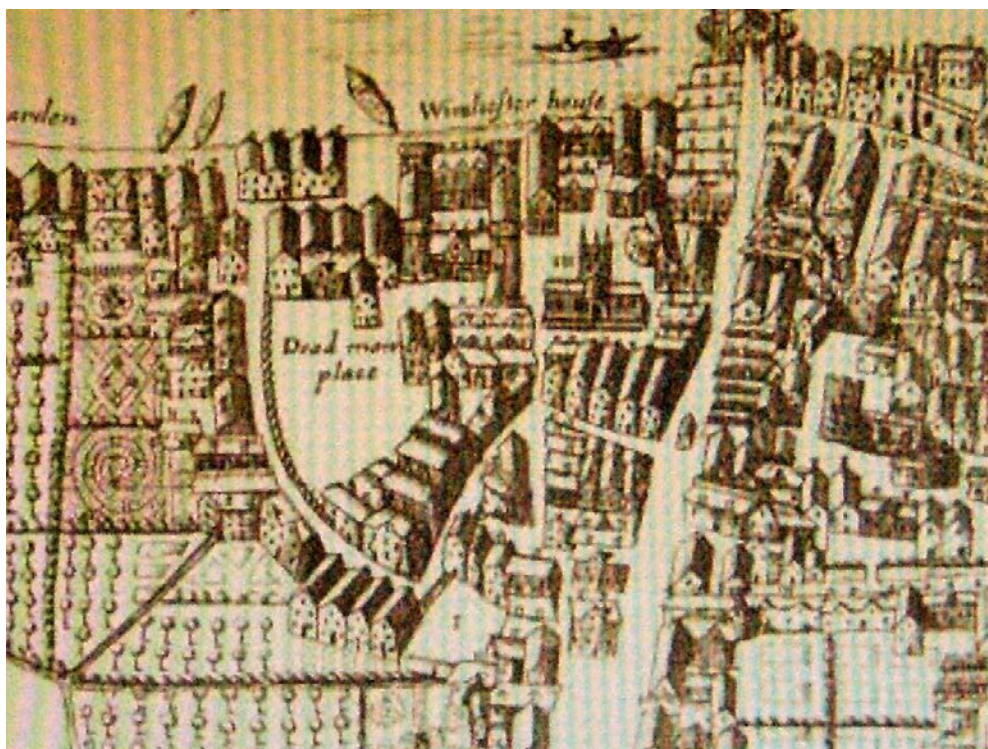


Figure 2: Newcourt's Map of Southwark and Bankside of 1658

- 2.4 As this was the main route into the City of London from southern England, it was constantly busy and the houses were tightly packed (many with their gable-ends towards the road). The northern part of the area was more densely developed with alleys, inn yards and courts opening off both sides of Borough High Street. In 1756 the market was moved away from the street to its present-day site. Great Dover Street was constructed in 1814 to relieve the

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<sup>2</sup> See map in Figure 2, which shows many of the courtyards of the inns that existed in the late 18<sup>th</sup> century

traffic on Kent Street. The 18th century saw the establishment of many humanitarian institutions including schools and notably Guy's Hospital in 1725, to treat 'incurables' discharged from the earlier St. Thomas's. Guy's was located on the south side of St Thomas Street. The original hospital buildings comprised a courtyard facing onto St. Thomas Street, a hall on the east side and a chapel to the west. Thomas Dance designed the core of the hospital buildings in the 1720s, and the east and west wings that extend to St. Thomas Street were added between 1738 and 1777.<sup>3</sup>

- 2.5 The railway arrived in Southwark in 1836, challenging and quickly replacing the old coaching businesses. Its effects were far reaching, resulting in the loss of many of the inns. But some of the narrow passageways or alleys survived with very poor and squalid housing.
- 2.6 King's Head Yard to the south of the New City Court site remains a historic pedestrian link between Borough High Street and Guy's Hospital, although the ancient galleried inn no longer survives (see Figure 3). Originally called King's Head Inn, it is depicted in Rocque's 1746 map and also an 1819 map. By 1895-6 the street is shown with a curve to the south-east, an arrangement which still exists today. The *Survey of London* records that nearly all of the buildings in King's Head Yard and the houses on either side of it were severely damaged or destroyed by enemy action in 1940 (Figure 9), and so the screen wall that forms the southern wall of New City Court is essentially a rebuilding or replica of the 19<sup>th</sup> century buildings on the northern side of King's Head Yard.
- 2.7 A survivor of the war was the King's Head, a public house in King's Head Yard, constructed in 1881. There had been a public house on this site since before the Reformation when it known as Pope's Head. The King's Head was burnt down by a fire in the Borough in 1676 and part of the building that was erected after the fire survived until

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<sup>3</sup> LB Southwark, *London Bridge and Guys Campus Character Area Appraisal*

the 1880s. The inn was the property of St. Thomas's Hospital in the 18th century and was leased to Henry Thrale and afterwards to Barclay Perkins and Co. Ltd.<sup>4</sup>



Figure 3: King's Head Yard in 1881 [© London Metropolitan Archives, Collage Image No. 25572]

2.8 St. Thomas Street on the east side of Borough High Street takes its name from St. Thomas's Hospital, which for over six centuries occupied the ground on the north side. The street probably dates from the mid-16<sup>th</sup> century, as in the reign of Edward VI the chapel of the hospital was made the parish church of the newly created small parish of St. Thomas's.<sup>5</sup> The hospital influenced the pattern of development east of Borough High Street. Horwood's Map of 1819 shows the area and the beginnings of redevelopment along Thomas Street, which was widened to form a wide straight road that ran in line with the front facades of the Guy's wing buildings (see Figure

<sup>4</sup> Donald Insall Associates, *Draft Report on New City Court* (2014) prepared for Great Portland Estates

<sup>5</sup> 'St. Thomas Street', in *Survey of London: Volume 22, Bankside (The Parishes of St. Saviour and Christchurch Southwark)*, ed. Howard Roberts and Walter H Godfrey (London, 1950), pp. 34-35



4). In that year the terrace from No. 2-No. 16 St Thomas Street was begun.

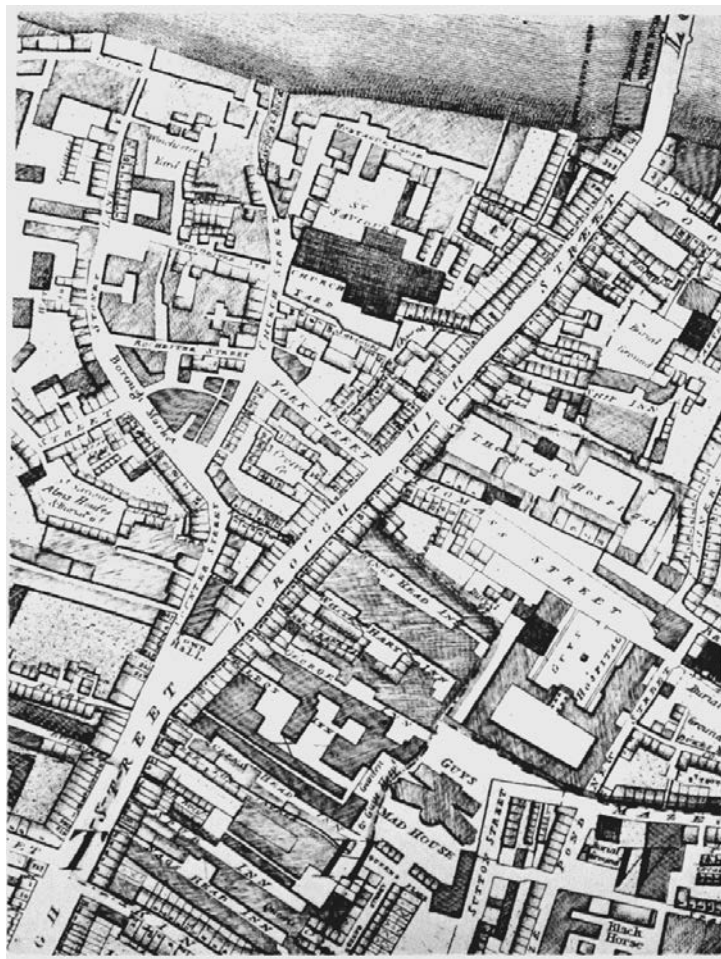


Figure 4: Extract from Horwood's Map of 1819

2.9 In the later 19th century, the coming of the railway forced St. Thomas's Hospital to move out but Guy's, located on the south side of St Thomas Street, was unaffected and grew steadily through the 19th century, with a medical school and associated development creating a distinctive collegiate character of closes and quadrangles (see Figure 5 below).<sup>6</sup>

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<sup>6</sup> LB Southwark, *Borough High Street Character Area Appraisal*



Figure 5: Plan of Borough High Street area based on 1875 Ordnance Survey from *Survey of London: Volume 22, Bankside (The Parishes of St. Saviour and Christchurch Southwark)*, ed. Howard Roberts and Walter H Godfrey (London, 1950), p.9.

2.10 To this day St. Thomas Street retains a particularly distinguished historic character, focused on several Grade II\* listed buildings, from the tower of the former St. Thomas' Church<sup>7</sup> to the main buildings of Guy's Hospital. In addition, the street retains many buildings from the Georgian era, including terraces of Georgian houses to both sides of the street, including Nos. 11 & 13 and Nos. 4-8 & 12-16 (all listed at Grade II). Today the towering Shard dominates the streetscape, but the early 18th

<sup>7</sup> Its use as a church became redundant in 1899 and the parish merged with St Saviour's, which became Southwark Cathedral in 1905; St Thomas' then was used as the Chapter House for the cathedral



century character of the street remains well-preserved, especially towards its junction with Borough High Street.<sup>8</sup>

### **Nos. 4-8 and 12-16 St Thomas Street**

- 2.11 This impressive terrace of four-storey Grade II listed<sup>9</sup> Georgian buildings, with their surviving basement iron railings and curved balconettes to the first-floor windows, exhibits the characteristics of an early 19th century street frontage. It dominates the south side of St Thomas Street from the corner of Borough High Street, especially when including the adjacent Grapes PH at No. 2 (also listed Grade II). The pub originally consisted of two houses, which were later joined together, and was probably in use as a public house by the time of the first OS map of 1875 (see Figure 6).



Figure 6: The south side of St Thomas Street looking towards Borough High Street

- 2.12 The terrace of houses was built for St Thomas's Hospital by a contractor, Mr Johnson, in 1819, at a cost of c.£7000.<sup>10</sup> Of simple design, the front is enlivened by a

<sup>8</sup> LB Southwark, *Borough High Street Character Area Appraisal*

<sup>9</sup> See Appendix B for the list description. The terrace was listed in 1971, but was radically modernised internally and altered externally, when the New City Court development was designed by the Halpern Partnership in the early 1980s

<sup>10</sup> 'St. Thomas Street', in *Survey of London: Volume 22, Bankside (The Parishes of St. Saviour and Christchurch Southwark)*, ed. Howard Roberts and Walter H Godfrey (London, 1950), pp. 34-35

moulded stone cornice between the second and third floors, while at first floor level the window sills are carried through to form a string course (see Figure 7). The *Survey of London* states that many of the residents of the terrace were unsurprisingly associated with Guy's and St Thomas's Hospitals, and included many surgeons and physicians.

- 2.13 The *Survey of London* also identified Guy's increasing ownership of the south-western side of the street during the 19th and 20th centuries. Guy's obtained a lease of a further part of the frontage in 1862.<sup>11</sup> In 1922 the hospital purchased the frontage as far as Borough High Street (apart from *The Grapes*), the site extending to the rear as far as the north side of King's Head Yard. This was the terrace on the south side, which included Nos. 4-8 and 12-16.
- 2.14 Details from the OS and Goad Maps from c.1880s to the 1970s show how changes occurred to the rear of the terrace. Various additions and extensions had been made to most of the backs of the terrace by the end of the 19<sup>th</sup> century. A Goad Plan of 1887 shows this clearly, and also that an alleyway existed between Nos. 8 and 10 St Thomas Street, which led to a garden (formerly the burial ground). Interestingly, the extensive hop sampling rooms off Borough High Street and King's Head Yard extended north into the terrace at No. 16 (see Figures 7 & 8). The sample rooms of Hop Factors Noakes and Banister remained there in 1942, when there was also a leather laboratory behind Nos. 18-22 St Thomas Street. The arched brick passageway between Nos. 8 and 10 no longer led to a garden but to offices, and by that time there was probably a door fronting onto St Thomas Street.<sup>12</sup> Within the terrace there were nurses' rooms and

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<sup>11</sup> And this was where Keats House was built in the following year

<sup>12</sup> Donald Insall Associates, *Draft Report on New City Court* (2014) prepared for Great Portland Estates. It states that the passageway was 'subsequently filled in during the 1930s, as revealed from the presence of a 1930s entrance door. This may have been when the numbering of 10 St Thomas Street was lost and incorporated into number 8'.

other office accommodation. There was little bomb damage to the terrace in the Second World War, although King's Head Yard was hit (Figure 9). In the mid-1970s, the rear extensions and additions of the terrace were removed when the site was cleared, as revealed by 1973 and 1976 OS Maps (see Figures 10 and 11). By 1976, the site to the rear was cleared for a major redevelopment. The changes to the listed buildings at 4-8 & 12-16 St Thomas Street are discussed in more detail in the next section.



Figure 7: 1887 Goad plan

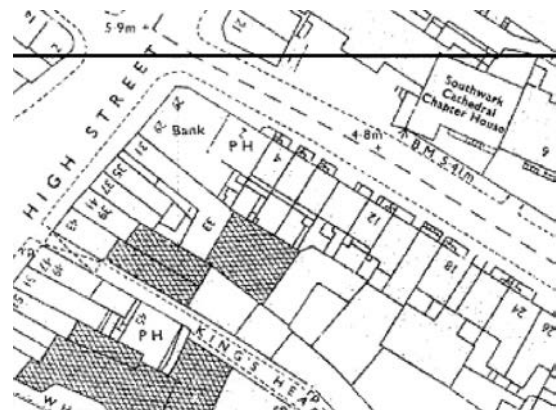




Figure 8: 1942 Goad plan



Figure 9: 1940s bomb damage mapping. Darker colours indicate greater damage.



Figures 10 & 11: 1973 and 1976 OS Maps



### **The development of New City Court**

- 2.15 In 1971, the early 19th century terrace comprising Nos. 4-8 and 10-16 St Thomas Street was listed Grade II. The list description is reproduced in Appendix B. The individual properties, although largely similar, are different in size, scale and detailing. Some original external features survive and there are a few internal features such as original staircases. The condition and significance of the properties is discussed in more detail in the next section. These changes largely resulted from major New City Court redevelopment involving the houses and the site behind that occurred in the early 1980s.
- 2.16 An image from 1980 (Figure 12) shows the terrace before the building of New City Court. Another (Figure 13) shows the rear of the terrace at a slightly earlier date, as the OS map of 1976 shows a cleared site.



Figure 12: Nos. 18 (now demolished for New City Court), the then two-storey No. 16 and Nos. 4-8 & 12-14 in 1980 [© London Metropolitan Archives, Collage Image No. 115167]

2.17 The front facades of these residences are largely original (apart from the extra storey and mansard added at No. 16 in the 1980s), but the rooms behind have been converted into a network of offices (some of which were formerly used by the Guy's and St Thomas' NHS Foundation Trust), as part of the scheme that saw the building of New City Court in the early 1980s. New City Court at No. 20 St Thomas Street, with offices and hospital staff accommodation, was designed c.1980 by The Halpern Partnership and constructed c.1982-1984. The surviving working drawings of The Halpern Partnership show what was done to the houses in the terrace and how they were incorporated in the larger construction of New City Court.<sup>13</sup> As discussed in the next section of this report, little of the original building fabric survives at Nos. 4-16 St Thomas Street, apart from a few restored staircases at Nos. 4 and 8 and between Nos. 14 and 16, and a restored fireplace at No. 4.



Figure 13: Nos. 4-14 St Thomas Street rear elevations c.1980 (probably earlier) before the building of New City Court and the substantive alterations to the rear elevations [© London Metropolitan Archives, Collage Image No. 115168]

<sup>13</sup> Copies of working drawings provided to KM Heritage Ltd.



Figure 14: Main entrance to New City Court at No. 20, with the façade of Keats House to the left and the rebuilt and heightened No. 16 to the right

### Keats House (Nos. 22-24 St Thomas Street)

- 2.18 The building was constructed at the request of Guy's Hospital Trust in 1863, some 42 years after Keats' death. In 1815-16, he had lived for six months at No. 8 St Thomas Street, where an unofficial (i.e. non-English Heritage) blue plaque commemorated the fact in 2002. Keats House was designed by the architects Arthur Shean Newman<sup>14</sup> and Arthur Billing<sup>15</sup> who were in partnership from 1860 to 1873, and designed in a flamboyant Italianate style in red brick and stone, with carved stone faces<sup>16</sup> embellishing the front. The carvings were by a 'Mr Seal of Walworth'.<sup>17</sup>

<sup>14</sup> Arthur Shean Newman (1828-73) and Arthur Billing (1824-96) collaborated to build a number of churches. Newman was son of architect and antiquary John Newman and succeeded his father in practice. They worked mainly in London, often in the poorer outer areas. Churches by Newman and Billing include St Luke, Hackney (1871-2; Grade II), St Andrews Fulham Fields, Greyhound Road (1873-4; Grade II) and the restoration of the church of St Dunstan, Stepney (Grade I)

<sup>15</sup> [http://www.scottisharchitects.org.uk/architect\\_full.php?id=205916](http://www.scottisharchitects.org.uk/architect_full.php?id=205916)

<sup>16</sup> In the 1970s attempts were made to identify the faces, LMA H09.GY/PH/11/050

<sup>17</sup> B. Cherry and N. Pevsner, *The Buildings of England, London 2: South*, (2002), p.587



2.19 There are round-arched openings at all levels and the windows are ornamented with columns with leaf-motif capitals. A drawing of the building was published in *The Builder* in 1863 (see Figure 15). The property was built for the accommodation of Guy's medical staff. Today only the façade of the building survives. At the time of the New City Court development in the early 1980s, the significance of the building was clearly recognized, as the façade was retained and incorporated into the design of the new scheme. In the working drawings of the Halpern Partnership it was stated that 'the existing façade to Keats House to be retained'. All plaster and timber wall plates were to be cut out and made good. A new reinforced concrete frame was cast against the façade and 'Korkpak' movement joints placed between.<sup>18</sup>



Figures 15 & 16: Image from *The Builder* and Keats House (Nos. 22-24) in 1967 [© London Metropolitan Archives, Collage Image No. 115083]

<sup>18</sup> Working Drawing Halpern Partnership 2058 MB2 rev Z



Figure 17: The retained facade of Keats House

- 2.20 Great Portland Estates purchased New City Court in 2006. At the time, it was let to seven tenants, including British Airways. In recent years, 'New City Court comprising 97,800 sq. ft. of modern office space, has been refurbished to a high specification, with an attractive new entrance hall and air-conditioning throughout (see Figure 18).'<sup>19</sup>



Figure 18: The refurbished New City Court

<sup>19</sup> <http://www.gpe.co.uk/our-portfolio/new-city-court-1420-st-thomas-street/>

### 3 The heritage significance of the site and its context

- 3.1 This section of the report describes the heritage significance of the site and its surroundings. In particular, the changes to the listed buildings at 4-8 & 12-16 St Thomas Street are discussed in more detail in this section.

#### The heritage context of the site

##### *Conservation areas*

- 3.2 The site is located in Sub-area 4 of the Borough High Street Conservation Area, and the northern boundary of the conservation area runs along St Thomas Street (Figure 19)

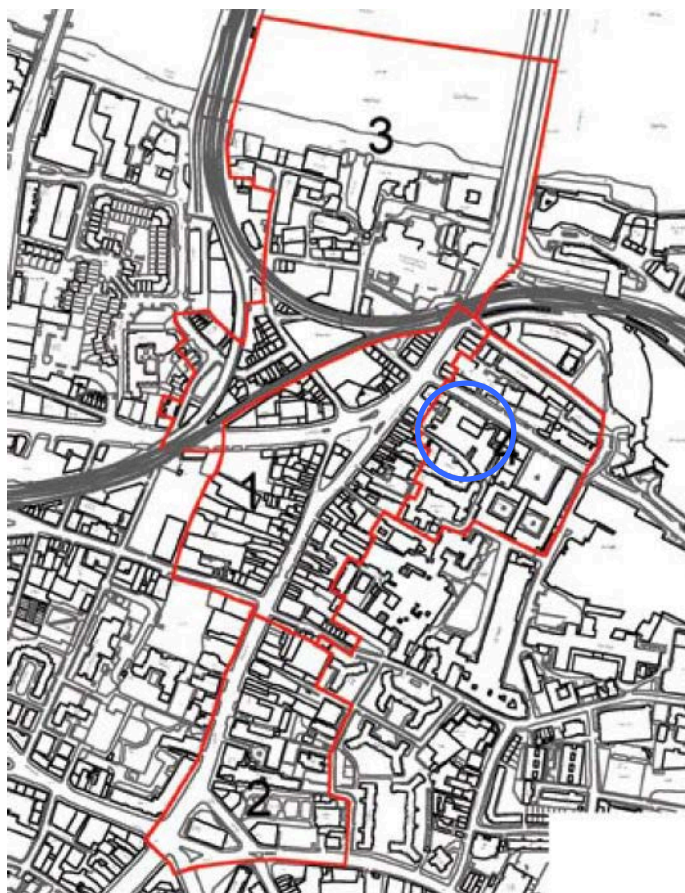


Figure 19: Borough High Street Street Conservation Area (© LB Southwark) outlined in red; the site is circled in blue.



### *Listed buildings*

- 3.3 The site includes the Grade II listed 4-8 and 12-16 St Thomas Street. It is immediately adjacent to the Grade II\* Guys Hospital Main Building and the Grade II Bunch of Grapes pub. The King's Head pub is Grade II. 9, 9A, 11 and 13 St Thomas Street are Grade II\*, and 15 St Thomas Street is Grade II.

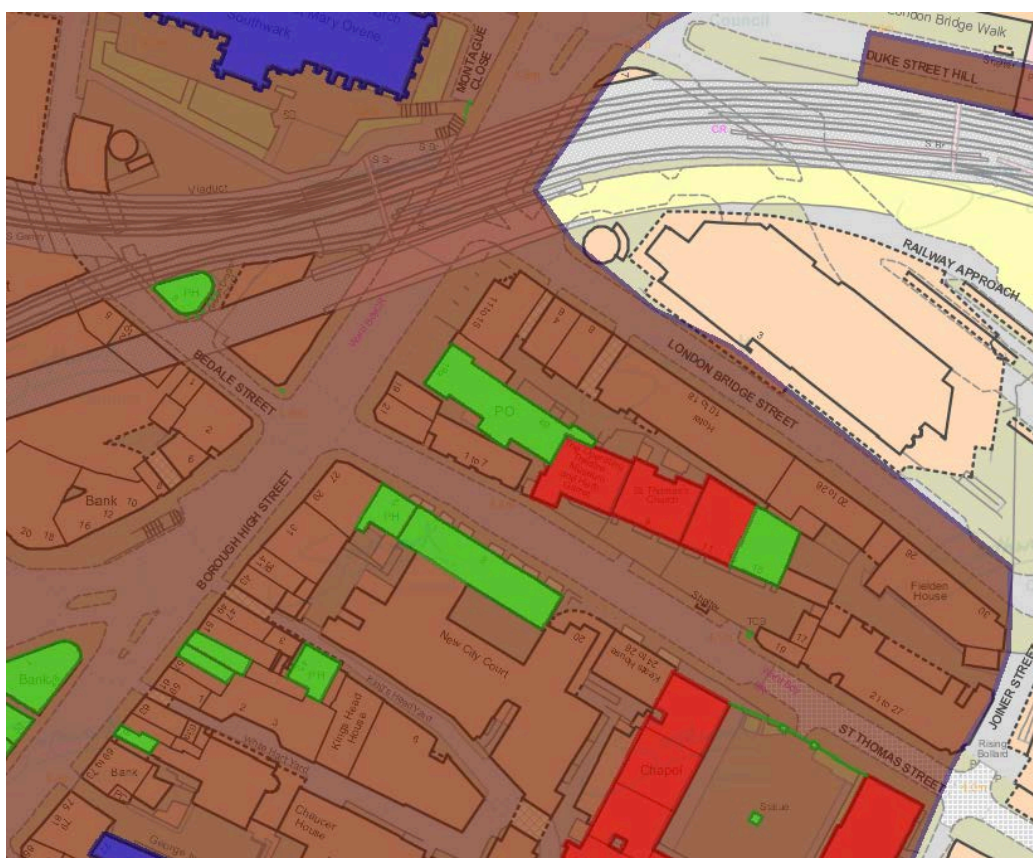


Figure 20: Heritage assets in and around the site (© LB Southwark). The brown indicates the Borough High Street Conservation Area. Green indicates Grade II listed buildings, red indicates Grade II\* listed buildings and blue indicates Grade I listed buildings.

### **Assessing heritage significance: concepts and terminology**

- 3.4 The Borough High Street Conservation Area and the listed buildings referred to above are 'designated heritage assets', as defined by the National Planning Policy Framework (the NPPF). Other buildings and structures

that make a positive contribution to the conservation area can be considered as ‘non-designated heritage assets’.

- 3.5 Heritage ‘significance’ is defined in the NPPF 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’. The Historic England ‘Historic Environment Good Practice Advice in Planning Note 2’ puts it slightly differently – as ‘the sum of its architectural, historic, artistic or archaeological interest’.
- 3.6 ‘Conservation Principles, Policies and Guidance for the sustainable management of the historic environment’ (English Heritage, 2008) describes a number of ‘heritage values’ that may be present in a ‘significant place’. These are evidential, historical, aesthetic and communal value.

### **The listed buildings at 4-8 & 12-16 St Thomas Street**

*What was permitted in 1981<sup>20</sup>*

- 3.7 Listed building consent (ref TP/151/E/PJGW) was granted by Southwark on 24 March 1981 for:

*‘1. Alterations to No. 67 Borough High Street*

*2. Alterations to Nos. 4-16 St Thomas Street including the erection of two floors at third and fourth floor levels to No.16*

*3. The demolition of Nos. 24-26 St Thomas Street, retaining the front façade and the front rooms*

*4. The demolition of Nos.18-20 St Thomas Street*

*5. The demolition of Cameron House, Kings Head Yard*

*6. The demolition of the building between Cameron House, King’s Head Yard and the rear of No. 43 High Street, retaining the façade onto King’s Head Yard*

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<sup>20</sup> Decisions notices referred to here are reproduced in Appendix G

*7. The demolition of Francis House, King's Head Yard/White Hart Yard, retaining the north and east facades*

*in accordance with the application dated 14.8.80, amended 6.3.81 and plans No. 1121-80, 1122-80 (applicants' plans No. 2058/030-036 incl., 2058/317)'.*

3.8 A sole condition was applied to the listed building consent such that 'all new work or making good shall be executed in matching materials and detailed to match the existing colour and profile'.

3.9 Further detail is provided by the separate grant of planning permission on 7 May 1981 (ref. TP/151/E) for:

*'Erection of new buildings, retention and alterations to existing buildings and the change of use of certain buildings to provide offices (183,958 sq.ft.) residential accommodation (92,698 sq.ft.) retail floorspace (10,430 sq.ft.) and medical consulting rooms (4,779 sq. ft.) all within the area bounded by St. Thomas Street, Guys House, Talbot Yard and the rear of the properties in Borough High Street and 63a and 67 Borough High Street, SE1, more particularly shown edged black on the attached plan'.*

3.10 A series of conditions were applied.

3.11 Details of the proposals are given in the report dealing with the applications:

*'As approved in outline the scheme followed a conservation concept of renewal providing for the retention of the historic street pattern and the more important buildings. At the same time, it provided for considerable new building and grafted additions to existing buildings. The revised proposal still adopts this approach generally, although a number of significant changes have been introduced. Briefly they are:*

*The position of the main entrance to the offices from St Thomas Street*

*The inclusion of 63a Borough High Street, 67 Borough High Street and the former Works Department Building, Talbot Yard within the site*

*Demolition and rebuilding Cameron House*

*Variations of the amounts of retail, office and residential floor areas and the introduction of medical consulting rooms*

*The elimination of the retail arcade between Kings Head Yard and White Hart Yard.*

*Area A of the development is comprised of the land between St Thomas Street and the north of Kings Head Yard and will be developed for office use. On St Thomas Street it is proposed to:*

*Retain Nos. 4-14 – a terrace of basement and four storey Georgian houses listed Grade II – rebuilding parts of the rear wall. Erect two additional floors at No. 16 – this is a two storey, purpose designed Georgian building situated at the end of the terrace - to bring it to the same height as No. 14 incorporating a mansard roof with dormers above a heavy stucco cornice. In the outline scheme it was proposed that No. 16 be demolished to form the entrance to the new offices and part of the pedestrian link to be created between St Thomas Street and Kings Head Yard.*

*Demolish No. 18-20 – a basement and four storey late Victorian brick building with a heavy stucco cornice, rusticated quoins, square headed windows with stucco reveals, two storey bay windows and central portico – and form in its stead the main entrance to the office complex and the pedestrian route through to Kings Head Yard. The new building will be four storeys high on the façade.*

*Retain Nos. 24-26 – a basement and four storey late Victorian brick building with windows and detail in a*

*pseudo Florentine style – rebuilding the rear wall after removing rear extensions – the ground and first floors of this building will be converted to provide medical consulting rooms’.*

- 3.12 In 1985 an application was made to use the basement and ground floor of the New City Court development abutting onto the George Inn Yard as a wine bar. It was said to have an inappropriate design and was also deemed unacceptable in terms of potential ‘cooking’ smells. Permission was refused.

*The situation now*

- 3.13 The following description has been derived from an inspection of the listed buildings combined with examination of architectural drawings for the 1980s redevelopment scheme.
- 3.14 Internally, Nos. 4-8 and 12-16 St Thomas Street are laterally converted at every level, with central corridors and openings in the party walls running through all the buildings. In the basement, all floors were taken up and replaced with vinyl tile finish on reinforced concrete slabs. The plaster was removed from the walls, while old openings were bricked-up and new ones created. All the fireplace openings were closed up and the existing plaster on the ceilings was removed, with any timber replaced by plasterboard and a skim coat.<sup>21</sup>
- 3.15 The interiors of the upper floors were similarly ‘renovated’ with all plaster and lathing stripped out completely on the walls and ceilings. All floor boards were stripped out and brickwork and structural timber was removed where necessary. At the rear, where the back of the buildings adjoined the new structure, the substructure was underpinned, with new walls from the basement to the second floor, as well as from the second to third floor.<sup>22</sup> The flooring on the intermediate floors was re-laid on

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<sup>21</sup> Working Drawing Halpern Partnership 2058 MB1 rev R

<sup>22</sup> Working Drawing Halpern Partnership 2058 ST 01 rev M



galvanized steel joist hangers and strengthened with intermediate steels.<sup>23</sup>

- 3.16 On the ground floor of Nos. 4-10 St Thomas Street, the existing staircase at No. 10 was removed and the staircase at Nos. 4 and 8 was restored.<sup>24</sup> The curved partition to the ground floor rooms was retained or reinstated.<sup>25</sup> At Nos. 12-16 St Thomas Street, just one staircase was retained between Nos. 14 and 16. The existing external doors were removed and reconditioned.<sup>26</sup>
- 3.17 From Nos. 4-16, all existing windows were replaced with hardwood joinery to the existing profiles.<sup>27</sup> On the roof, all existing slates and battens were removed, as were any defective timbers; they were replaced with new roofs of natural slates.<sup>28</sup> The front elevation was cleaned down with a pressure hose, while loose and badly damaged bricks were cut out and replaced by matching ones.<sup>29</sup>
- 3.18 At No. 16 St Thomas Street, which was to be next to the main entrance building of New City Court at No. 20 St Thomas Street, there were major alterations (see Figure 9). The rear wall of No. 16 was reconstructed on new foundations using yellow stocks. The side wall was rebuilt and an extra storey, plus mansard floor, added to No. 16.<sup>30</sup> So little of the original structure and plan survive that it has been suggested the building may have been demolished and rebuilt behind a retained façade.<sup>31</sup>

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<sup>23</sup> Working Drawing Halpern Partnership 2058 MB 5 rev O

<sup>24</sup> Working Drawing Halpern Partnership 2058 ST 03 rev M

<sup>25</sup> *ibid*

<sup>26</sup> Working Drawing Halpern Partnership 2058 ST 04 rev J

<sup>27</sup> Working Drawing Halpern Partnership 2058 MB 5 rev O

<sup>28</sup> Working Drawing Halpern Partnership 2058 MB15 rev E. This was crossed out on some drawings and replaced with asbestos tiles.

<sup>29</sup> Working Drawing Halpern Partnership 2058 ST 01 rev M

<sup>30</sup> Working Drawing Halpern Partnership 2058 MB 2 rev Z

<sup>31</sup> Donald Insall Associates, *Draft Report on New City Court* (2014) prepared for Great Portland Estates

### **Keats House, Nos. 22-24 St Thomas Street**

- 3.19 Keats House at Nos. 22-24 St Thomas Street was also radically altered at this time: as highlighted earlier, today only the façade of the building survives.
- 3.20 That façade is, nonetheless, significant in heritage terms and makes a positive contribution to the Borough High Street Conservation Area.

### **King's Head Yard**

- 3.21 As part of the New City Court development the post-war reconstruction of the damaged northern wall of Kings yard was further altered to suit the new office building. This is evident in the contrast between what appears to be surviving earlier fabric and areas of crisp new work. An example is the difference between the decorated and undecorated tympanae of the westernmost two pediments on Kings Yard near Borough High Street; another is the point at which the wall becomes an open screen at in the position of a fire exit. The fenestration and joinery in the façade is modern throughout.
- 3.22 The façade is thus of modest heritage significance and makes a modestly positive contribution to the Borough High Street Conservation Area. It may resemble the original street wall that previously existed, but its inauthenticity is too evident – unlike, say, as in a ‘SPAB’ style approach to restoration where the old and new are clearly delineated or in more careful work such as that to the listed facades at 4-8 & 12-16 St Thomas Street, the reconstruction of the wall fudges this distinction in an unsatisfactory way.

### **The overall heritage significance of the site and its surroundings**

*‘Historic interest’, ‘Historical value’ and ‘Evidential value’*

- 3.23 The site, the listed and unlisted buildings within it and nearby, and their relationship to one another and the Borough High Street Conservation Area collectively

illustrate the development of this part of London. They tell us about the nature of the expansion of London beginning in the medieval period and, in particular, from the 19<sup>th</sup> century onwards, how the advent of the railway brought about significant urban change. The London Bridge area holds a unique place in the history of the development of hospitals and medical schools from the medieval times to the present day, with the world-renowned Guy's Hospital remaining a major presence. Through all this we are told about social, medical, transport and commercial transformations in the area since the 19<sup>th</sup> century and about the dynamics of later change and its effect upon older buildings. The area and its buildings are a record of social and economic change and lifestyles in various periods, and illustrate the effect these things had on the historic building stock and urban grain.

- 3.24 In terms of English Heritage's 'Conservation Principles' the buildings on the site and in its vicinity - of all periods and independently of architectural quality - and the Borough High Street Conservation Area provide us with 'evidence about past human activity' and, by means of their fabric, design and appearance, communicate information about its past. Subsequent alteration, demolition and redevelopment has not entirely removed the ability of the older townscape and intact historic buildings to do this; the Borough High Street Conservation Area and its listed buildings clearly retain sufficient historic character and appearance to convey the area's historical ethos.

*'Architectural interest', 'artistic interest' or 'aesthetic value'*

- 3.25 By definition, a statutorily listed buildings and designated conservation areas have 'special architectural or historic interest'<sup>32</sup>. In respect of design, 'Conservation Principles' says that 'design value... embraces composition (form, proportions, massing, silhouette, views and vistas,

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<sup>32</sup> The Planning (Listed Buildings and Conservation Areas) Act 1990

circulation) and usually materials or planting, decoration or detailing, and craftsmanship’.

- 3.26 The Borough High Street Conservation Area possesses these heritage values to a considerable degree and is reflected in the number of statutorily listed buildings that it contains. The contributing elements of the aesthetic significance of the area as a piece of historic townscape are the nature of older (listed and unlisted) structures and their contribution to the historic streetscape (including 4-8 & 12-16 St Thomas Street) and the streetscape itself.
- 3.27 It is clear that the Borough High Street Conservation Area, the listed buildings (including 4-8 & 12-16 St Thomas Street) referred to above and Keats House have ‘architectural’ and ‘artistic interest’ (NPPF) or ‘aesthetic value’ (‘Conservation Principles’). The Borough High Street Conservation Area possesses a spectrum of quality in architectural terms and the conservation area appraisal identifies both positive contributors to the conservation area as well as buildings that detract from the conservation area. On St Thomas Street, the listed buildings identified earlier have evident aesthetic value that forms a major part of their special interest, and this includes the facades to 4-8 & 12-16 St Thomas Street by virtue of their quintessentially Georgian design, proportions, detailing and materiality that is consistent with the other listed buildings of the same period on the northern side of the street. The listed buildings of Guy’s Hospital represent a more monumental and civic architecture from the same period and are correspondingly grander in their expression. St Thomas Street retains, therefore a considerable degree of its 18<sup>th</sup> and 19<sup>th</sup> century character and appearance.
- 3.28 It is equally clear that the 1980s New City Court building by the Halpern Partnership lacks aesthetic quality in any meaningful measure. While somewhat interesting in the degree to which the scheme fitted into the urban fabric, retaining and repairing facades and hiding the new development behind the street frontage, the building

itself is an unremarkable piece of design, more evocative of the 1970s in its language than the 1980s, given the notable evolution in office design in that decade. The sole part of the building visible on St Thomas Street is singularly unimpressive and generic as a response to its site or as a piece of modern architecture.

*The conservation area appraisal*

- 3.29 The current Borough High Street Conservation Area Appraisal was adopted in June 2006, and thus pre-dates the significant redevelopment of 35 St. Thomas Street (the former Price Waterhouse Coopers tower) with the Shard, or other developments in the area. St Thomas Street is within Sub-area 4, and the conservation area appraisal says (at Paragraph 3.5.1) that:

*St. Thomas Street has a particularly distinguished historic character, centred on several Grade II\* listed buildings from the tower of the former St. Thomas' church to the main buildings of Guy's Hospital. It does not have the frenetic commercial activity of the rest of the Conservation Area, and its character is partly determined by the offices that occupy most of the buildings with professional businesses and administration for Guy's Hospital and Medical School. The restrained quality and consistency of its Georgian and Regency houses and the formality of the Hospital and Medical School buildings add to the conservative, established tone of the area.*

- 3.30 The appraisal continues (at Paragraph 3.5.3):

*St. Thomas Street is a relatively complete late 18th/early 19th century setting, which retains most buildings from that era, and street features such as railings and surface materials. The complete setting of Nos. 9-17 and their forecourt (the railings are listed Grade II\* with the houses), is of special note. Similarly, the forecourt and buildings of Guy's Hospital are of note as a complete late 18th century piece of townscape.*

- 3.31 The appraisal describes King's Head Yard (at Paragraph 3.5.6) as follows:

*King's Head Yard and White Hart Yard provide a pedestrian link between Guy's Hospital and Borough High Street. An elaborate gateway, a relic of LeMay's Hop Factors, remains from the yard behind the offices in Borough High Street. The King's Head itself is a listed Victorian pub dated 1881 and the approach to it through an arch from Borough High Street is evocative of its origins but, except for the street pattern, little remains of early significance and most of the development is modern offices.*

- 3.32 The conservation area appraisal does not explicitly refer to the New City Court development, and, in describing St Thomas Street, makes a somewhat inaccurate assumption regarding the degree of intactness and authenticity to be found at found in the listed buildings at 4-8 & 12-16 St Thomas Street.

#### **The significance of individual buildings in the listed terrace group**

- 3.33 Internally, Nos. 4-8 and 12-16 St Thomas Street are laterally converted at every level with central corridors and openings in the party walls running through all buildings. The heritage significance of these listed buildings now lies in:
- Their external appearance to St Thomas Street;
  - The partial survival of original plan layouts;
  - The survival of certain elements of original fabric such as stairs and some glazing to St Thomas Street; and
  - The historical and cultural interest arising from their origins and evolution, as described above.

*No. 4 St Thomas Street*

- 3.34 This building is of yellow stock brick construction and is two bays wide and four storeys in height over a full basement. An original fanlight exists above the entrance door, although the entrance door is modern. An original early-19th-century staircase runs from the basement to the third floor.

*No. 6 St Thomas Street*

- 3.35 The front elevation of this early-19th century terraced house is almost identical to that of No. 4. The original fanlight has been lost and is replaced by one of plain modern glass.

*No. 8 St Thomas Street*

- 3.36 This consists of two early-19th century terraced houses with a later central section. Originally there was an alleyway between the two houses, which was infilled during the 1930s, connecting the two houses. It is of yellow stock brick construction and is five bays wide and four storeys in height over a full basement. The windows are arranged as at Nos. 4 & 6. The original entrances with brick recessed surrounds and round-arched openings have been converted to windows, and the lower parts bricked up. At No. 8 an original staircase runs from basement to the third floor. The infilled alleyway has become a main entrance hallway that serves both Nos. 8 and 10.

*No. 12 St Thomas Street*

- 3.37 The front elevation of this early-19th-century terraced house is almost identical to that of No. 4 and it retains its original fanlight.

*No. 14 St Thomas Street*

- 3.38 In comparison to its neighbours to the west, there are some differences in the design of the front façade of this early-19th century house. It is built of yellow stock brick, but it is three bays wide, three storeys in height with a

mansard roof over a full basement. An original fanlight exists above the entrance door and an enriched stucco cornice decorates the parapet with a plain deep stucco frieze beneath. Inside there is an open-well curved staircase that rises from the basement to the third floor. The eastern side wall of No. 14 prior to the addition of floors to No. 16 (see below) was not an exposed party wall, but had high-quality brickwork, a cornice and blank windows (see figure 12).

*No. 16 St Thomas Street*

- 3.39 Similar to No. 14, it is also three bays wide and three storeys in height with a mansard roof over a full basement. Originally two storeys (see Figure 7; the 1887 Goad plan shows two hipped roofs parallel to St Thomas Street), the third floor and mansard were built in 1982-3 and the building abuts the entrance to the new City Court development. The back and side walls of the house are from the 1980s.

**Summary**

- 3.40 The Borough High Street Conservation Area has clear and extensive historical and evidential value, and this value is expressed in its buildings and streetscape.
- 3.41 The listed buildings within and around the site possess special architectural or historic interest. However the listed buildings at 4-8 & 12-16 St Thomas Street, as we now find them, are a product of very extensive alteration and rebuilding as part of the New City Court development in the 1980s.
- 3.42 Significant change occurred in building conservation practice before and after the 1980s. The 1980s scheme for the listed buildings is evidence of a move away from the kind of comprehensive redevelopment that characterised urban renewal in the period after the war, and which resulted in the wholesale loss of historic buildings and areas. The 1980s New City Court scheme demonstrated a desire to retain historic buildings and incorporate them



into major new development. This reflects the broader movement from the 1960s onwards to integrate development into the historic city and preserve urban heritage.

- 3.43 Prior to the 1980s scheme, the interiors of 4-8 & 12-16 St Thomas Street may well have been heavily altered, though it is likely that much of their early 19<sup>th</sup> century character survived. However, even if that were the case it is very unlikely that the same approach to the buildings would be adopted were the scheme being considered today. Current building conservation practice would require a far more careful and respectful approach that sought to minimise the loss of early or original fabric and architectural detail.
- 3.44 For example, it is very unlikely that the loss of early or original material and detail on the eastern side wall of No 14 St Thomas Street – caused by the addition of floors to No. 16 – would be acceptable now, particularly as historical evidence (see the 1887 Goad plan, Figure 7) exists (and existed in 1981) that No 16 was a two storey building when built and the addition of ‘matching’ floors lacked any kind of historical authenticity.
- 3.45 The listed buildings have, effectively, been largely rebuilt behind the terrace façade to St Thomas Street, and, in the case of No. 16 St Thomas Street, a speculative addition of two floors was undertaken. The working drawings for the 1980s scheme (Appendix F) affecting the terrace, combined with physical inspection (photographs are contained in Appendices C and D) makes it clear that the structure and fabric of the terrace was substantially altered, replaced and rebuilt. Certain features – notably staircases – survive in the location where one would expect to find them and the plan approximates to that of buildings of this style and period, but the internal character and appearance of 4-8 & 12-16 St Thomas Street is now essentially that of the 1980s. This inherently reduces the heritage significance of the terrace behind the façade.

- 3.46 The opportunity therefore exists, in any new redevelopment project, to reverse some of the less favourable aspects of the 1980s scheme. While historic fabric, once lost, cannot be recovered, there is ample opportunity in a new scheme, to recover a more authentic plan layout and to reintroduce correct detail and decoration.

## **4 The legislative, policy and guidance context**

### **Introduction**

- 4.1 This section of the report briefly sets out the range of national and local policy and guidance relevant to the consideration of change in the historic built environment. When change is proposed for the listed buildings at 4-8 & 12-16 St Thomas Street or that affects the heritage significance of other heritage assets, this is the regulatory context in which such change will be assessed.

### **The Planning (Listed Buildings and Conservation Areas) Act 1990**

- 4.2 The legislation governing listed buildings and conservation areas is the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act'). Section 66(1) of the Act requires decision makers to 'have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses' when determining applications which affect a listed building or its setting. Section 72(1) of the Act requires decision makers 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'.

### **The National Planning Policy Framework**

- 4.3 The Government published the revised version of the National Planning Policy Framework (NPPF) on 24 July 2018.
- 4.4 Chapter 12 of the National Planning Policy Framework, 'Achieving well-designed places', deals with design. It begins:

*'The creation of high quality buildings and places is fundamental to what the planning and development*

*process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process' (paragraph 124).*

4.5 Paragraph 127 advises that 'planning policies and decisions should ensure that developments:

*a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*

*b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*

*c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*

*d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*

*e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*

*f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.*

*Proposals affecting heritage assets*

- 4.6 Chapter 16 of the National Planning Policy Framework, ‘Conserving and enhancing the historic environment’, deals with Heritage Assets describing them as ‘an irreplaceable resource’ that ‘should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations’.<sup>33</sup>
- 4.7 Paragraph 189 says that:
- ‘In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance.’*
- 4.8 In terms of the local authority, paragraph 190 requires that they ‘identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.’
- 4.9 Paragraph 192 says that:
- In determining applications, local planning authorities should take account of:*

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<sup>33</sup> The policies set out in this chapter relate, as applicable, to the heritage-related consent regimes for which local planning authorities are responsible under the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as to plan-making and decision-making.

*a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*

*b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*

*c) the desirability of new development making a positive contribution to local character and distinctiveness.*

*Considering potential impacts*

4.10 Paragraph 193 advises local planning authorities that ‘When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

4.11 Paragraph 195 says:

*Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:*

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

- *the harm or loss is outweighed by the benefit of bringing the site back into use.*

- 4.12 Paragraph 196 says 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, where appropriate, securing its optimum viable use’ (paragraph 196).
- 4.13 In taking into account the effect of an application on the significance of a non-designated heritage asset the local authority should employ a ‘a balanced judgement’ in regard to the scale of any harm or loss and the significance of the heritage asset (paragraph 197).
- 4.14 The NPPF introduces the requirement that ‘Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred (paragraph 198).
- 4.15 Where a heritage asset is to be lost, the developer will be required to ‘record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible’ (paragraph 199).<sup>34</sup>
- 4.16 In terms of enhancing the setting of heritage assets the NPPF states that ‘local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably. (paragraph 200).
- 4.17 It goes on to say that ‘Loss of a building (or other element) which makes a positive contribution to the

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<sup>34</sup> Copies of evidence should be deposited with the relevant historic environment record, and any archives with a local museum or other public depository.

significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole' (paragraph 201).

- 4.18 Finally, paragraph 202 requires that the onus will be on local planning authorities to 'assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies'.

### **Planning Practice Guidance**

- 4.19 In 2014 the government published new streamlined planning practice guidance for the National Planning Policy Framework and the planning system. It includes guidance on matters relating to protecting the historic environment in the section entitled 'Conserving and Enhancing the Historic Environment'. It is subdivided into sections that include specific advice in the following areas:
- Historic Environment Policy and Legislation
  - Heritage in Local Plans
  - Decision-taking: Historic Environment
  - Designated Heritage Assets
  - Non-Designated Assets
  - Heritage Consent Processes and
  - Consultation Requirements



### **Historic England's Good Practice Advice in Planning Notes**

- 4.20 The NPPF incorporates many of the essential concepts in the superseded Planning Policy Statement 5 'Planning for the Historic Environment'. PPS5 was accompanied by a 'Planning for the Historic Environment Practice Guide', published by English Heritage 'to help practitioners implement the policy, including the legislative requirements that underpin it'. In the light of the introduction of the NPPF, Good Practice Advice notes 1, 2 and 3 supersede the PPS 5 Practice Guide, which was withdrawn on 27 March 2015. These notes are:
- Historic Environment Good Practice Advice in Planning Note 1: The Historic Environment in Local Plans.
  - Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment.
  - Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (see below).
- 4.21 Historic England's 'Conservation Principles, Policies and Guidance for the sustainable management of the historic environment' is referred to in Section 3 of this report.
- 4.22 In addition, Historic England has published a series of (currently 8) 'Advice Notes' that provide 'detailed, practical advice on how to implement national planning policy and guidance'. They include Historic England Advice Note 4: Tall Buildings. This replaces English Heritage/CABE tall building guidance published in 2007.

### **Historic England guidance on the setting of heritage assets**

- 4.23 Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets provides guidance

regarding the setting of heritage assets and how to assess the effect of change on that setting. The document provides 'information on good practice to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the National Planning Practice Guide (PPG)'.

- 4.24 The guidance echoes the definition of 'setting' in the NPPF as 'the surroundings in which [the asset] is experienced' and continues: 'its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral'.
- 4.25 The guidance provides, at Paragraph 12, a step-by-step methodology for identifying setting, its contribution to the significance of a heritage asset, and the assessment of the effect of proposed development on that significance:
- Step 1: identify which heritage assets and their settings are affected;
  - Step 2: assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s);
  - Step 3: assess the effects of the proposed development, whether beneficial or harmful, on that significance;
  - Step 4: explore the way to maximise enhancement and avoid or minimise harm;
  - Step 5: make and document the decision and monitor outcomes.
- 4.26 The document then sets out how the step-by-step methodology is used and considers each step in more detail.

## The London Plan

- 4.27 The London Plan 2016 (consolidated with alterations since 2011) is the current the spatial development strategy for London. This document, published in March 2016, is consolidated with all the alterations to the London Plan since 2011. It contains various policies relating to architecture, urban design and the historic built environment.
- 4.28 Policy 7.4 deals with ‘Local character’, and says that a development should allow ‘buildings and structures that make a positive contribution to the character of a place, to influence the future character of the area’ and be ‘informed by the surrounding historic environment’.
- 4.29 Policy 7.8 deals with ‘Heritage assets and archaeology’, and says:

*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.*

*B Development should incorporate measures that identify, record, interpret, protect and, where appropriate, present the site’s archaeology.*

*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.*

*E New development should make provision for the protection of archaeological resources, landscapes and significant memorials. The physical assets should, where possible, be made available to the public on-site. Where the archaeological asset or memorial cannot be preserved or managed on-site, provision must be made for the investigation, understanding, recording, dissemination and archiving of that asset.*

4.30 Policy 7.9 deals with ‘Heritage-led regeneration’, and says:

*A Regeneration schemes should identify and make use of heritage assets and reinforce the qualities that make them significant so they can help stimulate environmental, economic and community regeneration. This includes buildings, landscape features, views, Blue Ribbon Network and public realm.*

*B The significance of heritage assets should be assessed when development is proposed and schemes designed so that the heritage significance is recognised both in their own right and as catalysts for regeneration. Wherever possible heritage assets (including buildings at risk) should be repaired, restored and put to a suitable and viable use that is consistent with their conservation and the establishment and maintenance of sustainable communities and economic vitality.*

4.31 Consultation on the Draft New London Plan closed in early March 2018. The Draft London Plan is a material consideration in planning decisions. It gains more weight as it moves through the process to adoption though ‘the weight given to it is a matter for the decision maker’.

4.32 A new policy, Policy HC1 ‘Heritage conservation and growth’, echoes the policies of the current London Plan. Policy HC1C says:

*Development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings. The cumulative impacts of*

*incremental change from development on heritage assets and their settings, should also be actively managed. Development proposals should seek to avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process.*

4.33 Policy HC1E says:

*Where heritage assets have been identified as being At Risk, boroughs should identify specific opportunities for them to contribute to regeneration and place-making, and they should set out strategies for their repair and re-use.*

### **Southwark Council's Local Plan**

#### *The Southwark Plan*

- 4.34 The Core Strategy was adopted by Council Assembly on the 6th April 2011. The Southwark Plan is part of the borough's development plan along with the Core Strategy and the London Plan. Some of the Southwark Plan policies were saved in July 2010.
- 4.35 Strategic Policy 12 deals with Design and Conservation, and refers to Strategic Objectives 1C ('Be healthy and active'), 1E ('Be safe'), 2B ('Promote sustainable use of resources'), 2C ('Provide more and better homes') and 2F ('Conserve and protect historic and natural places'). It says that the Council's approach is that 'Development will achieve the highest possible standards of design for buildings and public spaces to help create attractive and distinctive places which are safe, easy to get around and a pleasure to be in' (sic), and intends to this by (among other things)<sup>35</sup>:

*'Expecting development to preserve conserve or enhance the significance of Southwark's heritage assets, their settings and wider historic environment, including*

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<sup>35</sup> Text is as shown in the 'Consolidated Table of recommended changes for the Planning Inspectorate; Changes proposed to the main core strategy' LB Southwark, 10 August 2010

*conservation areas, archaeological priority zones and sites, listed and locally listed buildings, registered parks and gardens, world heritage sites and scheduled monuments...*

*Making sure that the height and design of development protects conserves and enhances strategic views and is appropriate to its context, the historic environment and important local views’.*

4.36 Paragraph 5.110 of the Core Strategy says:

*‘Protecting and enhancing the character and historic value of places are important issues identified in the sustainability appraisal. Well designed buildings and spaces will help improve people’s quality of life and make places more attractive. This can also help attract businesses to the area. It is important that the design of a development is carefully thought through and takes into account how the development is part of a wider place and how a place’s uniqueness and historic value can be used to stimulate regeneration and improvements’.*

4.37 The London Borough of Southwark adopted the Southwark Plan on 28 July, 2007, and it remains the means by which planning applications are determined. The historic built environment was dealt with in Strategic Policy SP13 ‘Design and heritage’, and this has now been replaced by Core Strategy policies. Generic Policies 3.12 ‘Quality in Design’, 3.13 ‘Urban design’, 3.15 ‘Conservation of the Historic Environment’, 3.16 ‘Conservation Areas’, 3.17 ‘Listed Buildings’ and 3.18 ‘Setting of Listed Buildings, Conservation Areas and World Heritage Sites’ were saved.

*The New Southwark Plan*

4.38 The New Southwark Plan will be a new borough-wide planning and regeneration strategy up to 2033. Once finalised and adopted, it will replace the saved Southwark Plan policies and the Core Strategy. The council has published the proposed submission version of the New



Southwark Plan for informal consultation from 25 October 2017. The decision to go out for formal consultation will be subject to Cabinet approval and council assembly approval. If approved, formal consultation will launch 1 December 2017 and run until 12 January 2018.

- 4.39 Strategic Policy SP2.4 says that the Council will seek to enhance

*...local distinctiveness and heritage-led regeneration by requiring the highest possible standards of design, creating attractive, healthy and distinctive buildings and places. This will be supported by providing green infrastructure and opportunities for healthy activities and improving streets, squares and public places between buildings*

- 4.40 The proposed development management policies include: P11 'Design of Places', P12 'Design Quality', P13 'Residential Design', P14 'Tall buildings' and P19 'Borough views'.

- 4.41 Proposed Policy P16: deals with 'Listed buildings and structures' and says:

*1 Development relating to listed buildings and structures will only be permitted where it avoids unjustifiable harm to the special significance of listed buildings and structures and their settings by conserving and enhancing:*

- i. The historic fabric, architectural style and features, curtilage, site layout, plan form and readability, and land use; and*
- ii. The contribution of the building to its setting or its place within a group; and*
- iii. Views that contribute positively to the significance of the building or structure or their setting; and*

- iv. *The viable use of listed buildings and structures that is consistent with their on-going and long term conservation.*

*2 Any harm to the significance of the listed building or structure that results from a proposed development must be robustly justified*

- 4.42 Proposed Policy P17 deals with ‘Conservation Areas’ and says:

*Development relating to conservation areas will only be granted where:*

*1.1 The development conserves and enhances the significance of conservation areas, taking into account their local character, appearance and positive characteristics published in Conservation Area Appraisals and Conservation Area Management Plans; and*

*1.2 The development conserves and enhances the significance of a conservation area's setting, including views to and from the conservation area; and*

*2 The demolition of buildings or structures that make a positive contribution to the historic character and appearance of a conservation area will not be generally permitted. Any replacement buildings or structures must conserve and enhance the conservation area's historic character and distinctiveness.*

- 4.43 Proposed Policy P18 deals with ‘Conservation of the historic environment and natural heritage’. It states:

*Development must:*

*1.1 Conserve and enhance the significance of the following heritage assets and their settings: and [sic];*

*i. Scheduled monuments; and*

*ii. Sites of archaeological interest; and*

*iii. Protected London squares; and*

*iv. Registered parks and gardens; and v. Trees within the curtilage of a listed building; and*

*vi. Trees that contribute to the historic character or appearance of conservation areas; and*

*vii. Trees that are subject to a Tree Preservation Order (TPO); and*

*viii. Ancient hedgerows;*

*ix. Buildings and land with Article 4 (1) directions inside and outside conservation areas; and*

*x. Unlisted buildings of townscape merit; and*

*xi. Undesignated heritage assets including Second World War Stretcher Fences;*

*xii. Foreshore and river structures.*

*1.2 Enable the viable use of the heritage asset that is consistent with its on-going and long term conservation; and*

*1.3 Provide robust justification for any harm to the significance of the heritage asset that result from the development.*

- 4.44 Proposed Policies P20 and P21 deal with ‘Archaeology’ and ‘World Heritage Sites’, respectively.

#### **The Borough High Street Conservation Area Appraisal**

- 4.45 Section 5 of the conservation area appraisal contains a series of guidelines in respect of development and change in the Conservation Area.
- 4.46 The appraisal says that ‘architectural style, in terms of the design of elevations, selection of materials, detailing and so on, is only part of the concern. Equally important are

townscape issues of mass, overall form, building placement relative to the public realm, creation and preservation of views and vistas, quality of boundary treatments, and visual impacts of utility areas such as parking, servicing and site access’.

4.47 Specifically, Section 5.4 contains guidance on ‘Improvements and repairs’ and deals with materials, maintenance, windows and doors, roofs and brickwork.

4.48 It goes on:

*In the Borough High Street Conservation Area the main development pressures relate to changes of use of buildings and the renovation and reuse of architecturally valuable, but currently redundant, buildings. There should be no objection in principle to good new building design in the Conservation Area in contemporary styles and the following guidance seeks to promote modern design of quality, and to preserve and reflect the historical character of the area.*

## 5 Summary and conclusions

- 5.1 The purpose of the report is to describe and analyse the history and heritage significance of the site to assist in the development of redevelopment proposals. This report describes all the buildings that make up the site, but its principal focus is on the older buildings and structures that preceded and were incorporated into the New City Court development.
- 5.2 St. Thomas Street on the east side of Borough High Street takes its name from St. Thomas's Hospital, which for over six centuries occupied the ground on the north side. Horwood's Map of 1819 shows the area and the beginnings of redevelopment along Thomas Street, which was widened to form a wide straight road that ran in line with the front facades of the Guy's wing buildings. In that year the terrace from No. 2-No. 16 St Thomas Street was begun. The terrace was built for St Thomas's Hospital by a contractor, Mr Johnson, on land leased to Guy's in 1756. The residents of the terrace were unsurprisingly associated with Guy's and St Thomas's Hospitals, and included many surgeons and physicians. Guy's obtained a lease of a further part of the frontage in 1862. In 1922 the hospital purchased the frontage as far as Borough High Street (apart from *The Grapes*), the site extending to the rear as far as the north side of King's Head Yard. Various additions and extensions had been made to most of the backs of the terrace by the end of the 19<sup>th</sup> century. The extensive hop sampling rooms off Borough High Street and King's Head Yard extended north into the terrace at No. 16. Later, the terrace contained nurses' rooms and other office accommodation.
- 5.3 There was little bomb damage to the terrace in the Second World War. The site behind the terrace was cleared in the 1970s, and the New City Court development was completed in the 1980s. It, and its

effect on the buildings facing St Thomas Street, is described in detail in the report.

- 5.4 The site is located in Sub-area 4 of the Borough High Street Conservation Area, and the northern boundary of the conservation area runs along St Thomas Street. The site includes the Grade II listed 4-8 and 12-16 St Thomas Street. It is immediately adjacent to the Grade II\* Guys Hospital Main Building and the Grade II Bunch of Grapes pub. The King's Head pub is Grade II. 9, 9A, 11 and 13 St Thomas Street are Grade II\*, and 15 St Thomas Street is Grade II.
- 5.5 The report sets out a detailed assessment of the heritage significance of the site and its surroundings. The Borough High Street Conservation Area has clear and extensive historical and evidential value, and this value is expressed in its buildings and streetscape. The listed buildings within and around the site possess special architectural or historic interest. However the listed buildings at 4-8 & 12-16 St Thomas Street, as we now find them, are a product of very extensive alteration and rebuilding as part of the New City Court development in the 1980s.
- 5.6 The existing buildings at 4-8 & 12-16 St Thomas Street provide evidence of changes that occurred in building conservation practice before and after the 1980s: the 1980s New City Court scheme demonstrated a desire to retain historic buildings and incorporate them into major new development. This reflects the broader movement from the 1960s onwards to integrate development into the historic city and preserve urban heritage. However, though that is the case, it is very unlikely that the same approach to the buildings would be considered acceptable today. Current building conservation practice would require a far more careful and respectful approach that sought to minimise the loss of early or original fabric and architectural detail.
- 5.7 The report describes how the listed buildings have, effectively, been largely rebuilt behind the terrace façade to St Thomas Street, and, in the case of No. 16 St Thomas

Street, a speculative addition of two floors was undertaken. Close examination of the 1980s scheme drawings, combined with physical inspection of the present situation makes it clear that the structure and fabric of the terrace was substantially altered, replaced and rebuilt. Certain features – notably staircases – survive in the location where one would expect to find them and the plan approximates to that of buildings of this style and period, but the internal character and appearance of 4-8 & 12-16 St Thomas Street is now essentially that of the 1980s. This inherently reduces the heritage significance of the terrace behind the façade.

- 5.8 The opportunity therefore exists, in a new redevelopment project, to reverse some of the less favourable aspects of the 1980s scheme. While historic fabric, once lost, cannot be recovered, there is ample opportunity in a new scheme, to recover a more authentic plan layout and to reintroduce correct detail and decoration.



## Appendix A: Location



## **Appendix B: List description for 4-8 & 12-16 St Thomas Street**

### **SOUTHWARK**

TQ3280SE ST THOMAS STREET 636-1/17/733 (South side)  
13/05/71 Nos.4-8 AND 12-16 (Even) and attached railings  
(Formerly Listed as: ST THOMAS'S STREET (South side) Nos.4-8  
AND 12-16 (Even))

### **GV II**

Terrace of 6 houses. Early C19. Yellow brick with stucco details; brick parapet to Nos 4-12; slate mansard with dormers to Nos 14 & 16. There is no No.10. EXTERIOR: Nos 4, 6 & 12: 3 storeys, full attic storey and basement, 2 bays. Round-headed doors of 6 panels with cornice heads in round-arched recesses; fanlights (decorative to Nos 4 & 12). Ground floor segmental-headed sash windows with glazing bars set into gauged, segmental-arched recesses. Gauged, flat brick arches to sash windows with glazing bars in stucco-lined reveals on 1st, 2nd and attic storeys; cast-iron guards to 1st-floor windows. Stucco sill band at 1st floor and moulded stucco cornice above 2nd-floor windows. No.8: 3 storeys, full attic storey and basement, 5 bays, centre section recessed over double door which has stucco pilasters and entablature. Ground floor: round-headed sash windows with glazing bars either side of door set into gauged, round-headed recesses. Outer windows, segmental-headed sash windows with glazing bars set into gauged, segmental-headed recesses. Sash windows with glazing bars to 1st, 2nd and attic storeys with gauged, flat brick arches. Stucco sill band to 1st floor and moulded stucco cornice above 2nd-floor windows. No.14: 3 storeys, attic and basement, 3 bays. Stucco frieze, cornice and blocking course. Round-headed door of 6 panels with cornice head and decorative fanlight in round-arched recess; 2 round-arched sash windows with glazing bars in round-arched recesses to right. Moulded stucco imposts. Sash windows with glazing bars to 1st and 2nd floors with flat, gauged-brick arches. Stucco

sill band and cast-iron guards to 1st-floor windows. No.16: 3 storeys, attic and basement, 3 bays. Stucco frieze, cornice and blocking course. 6-panel door beneath moulded stucco string with blank panel above. Ground- and 1st-floor round-arched sash windows with glazing bars in round-arched recesses; moulded stucco imposts at ground level, stucco sill band and cast-iron guards to 1st-floor windows. 3rd storey added later with flat-headed sash windows with glazing bars beneath stucco frieze, cornice and blocking course.

INTERIOR: not inspected.

SUBSIDIARY FEATURES: All houses have cast-iron spearhead railings with urn finials.

## Appendix C: Selected external photographs





Nos. 4-8 & 12-16 St Thomas Street, Keats House (Nos. 24-26 St Thomas Street) and  
New City Court (No. 20 St Thomas Street), London SE1 9BF:  
**Listed Building Heritage Assessment**



Nos. 4-8 & 12-16 St Thomas Street, Keats House (Nos. 24-26 St Thomas Street) and  
New City Court (No. 20 St Thomas Street), London SE1 9BF:  
**Listed Building Heritage Assessment**

































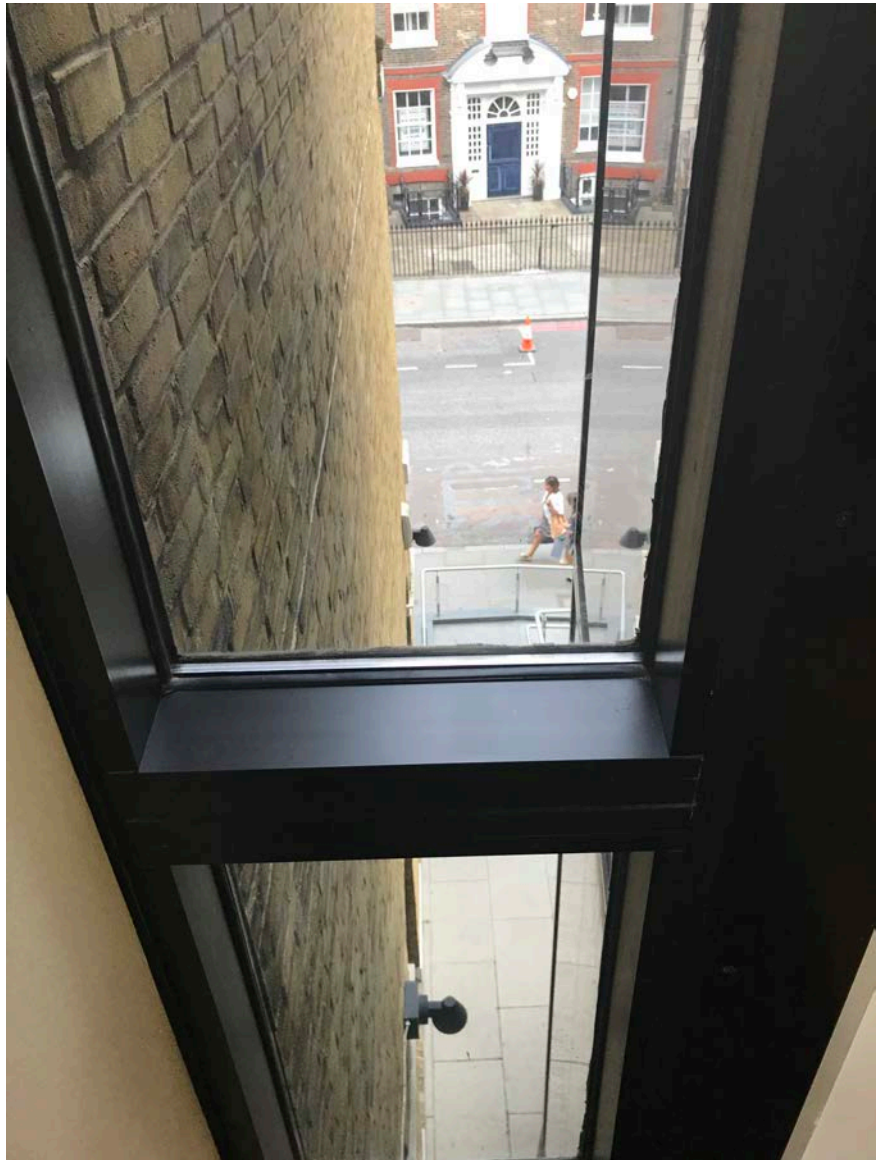






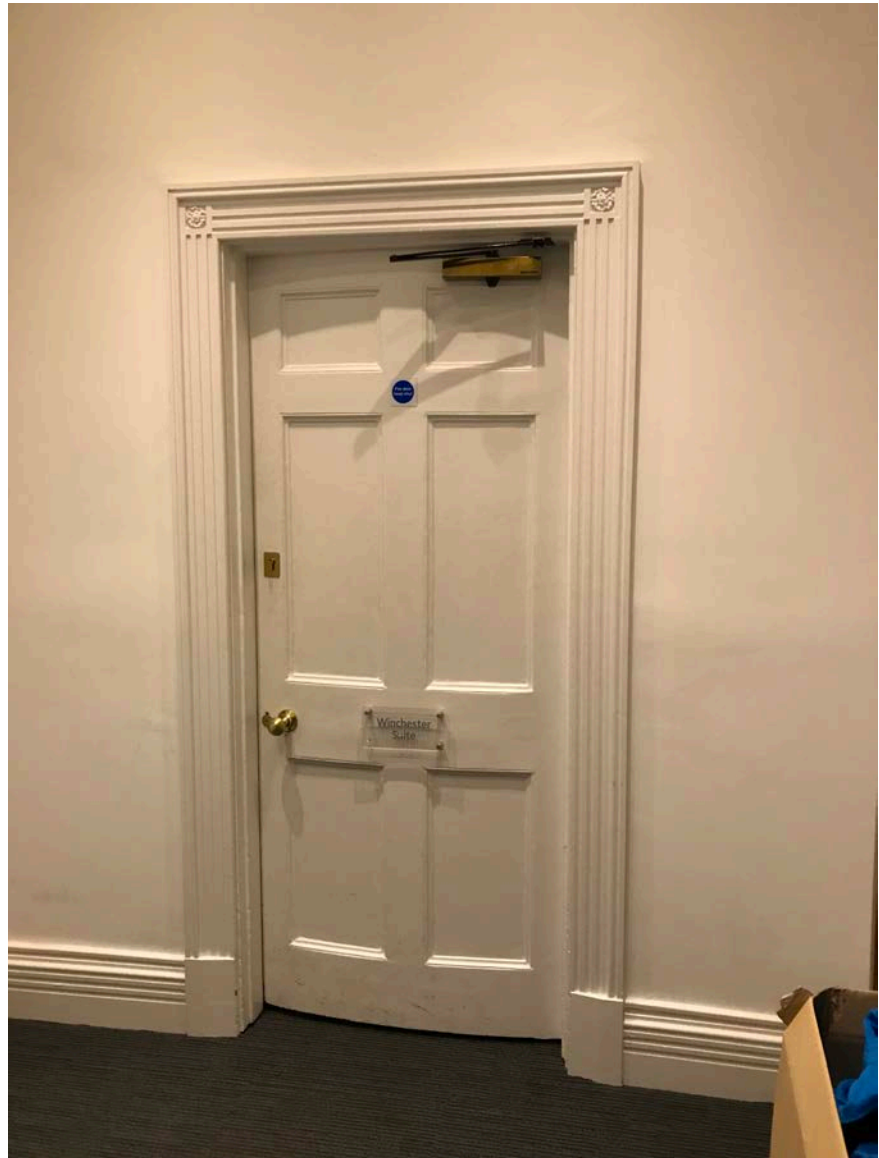


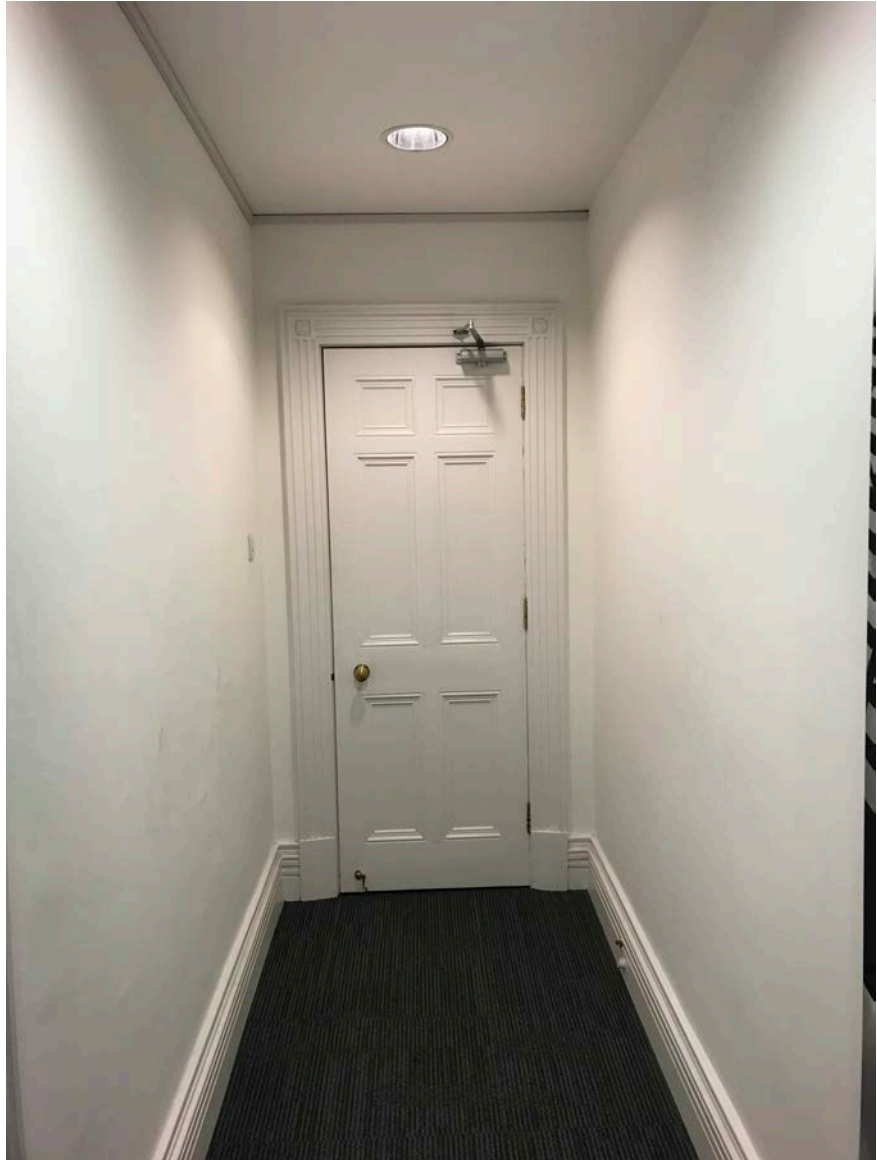


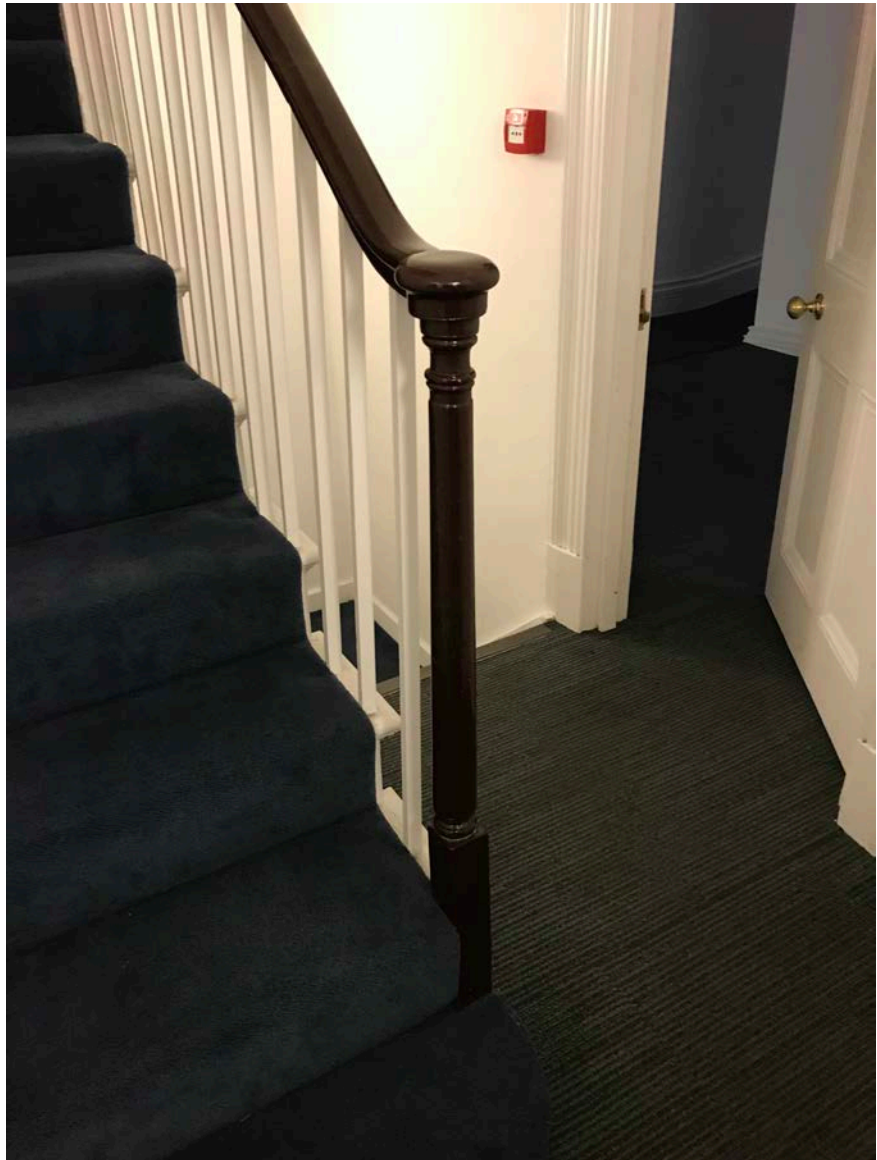




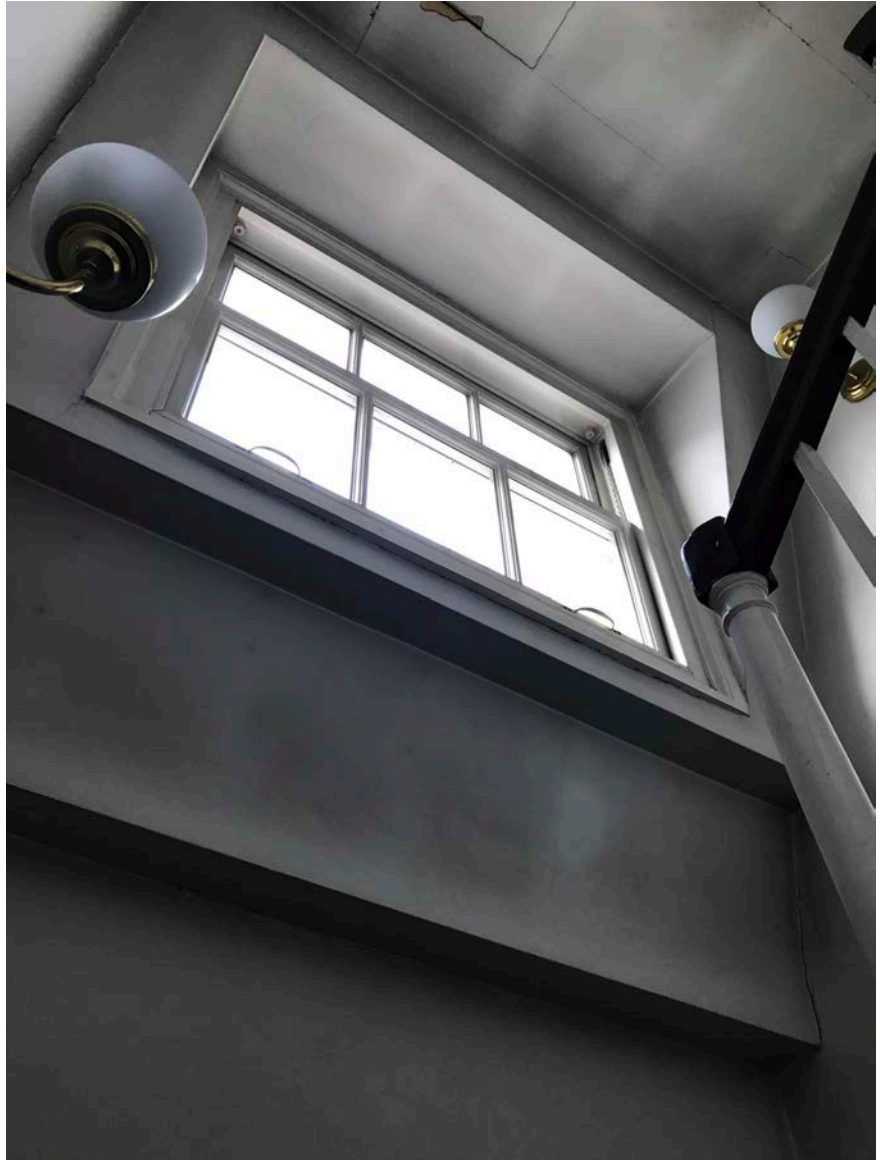
## Appendix D: Selected internal photographs

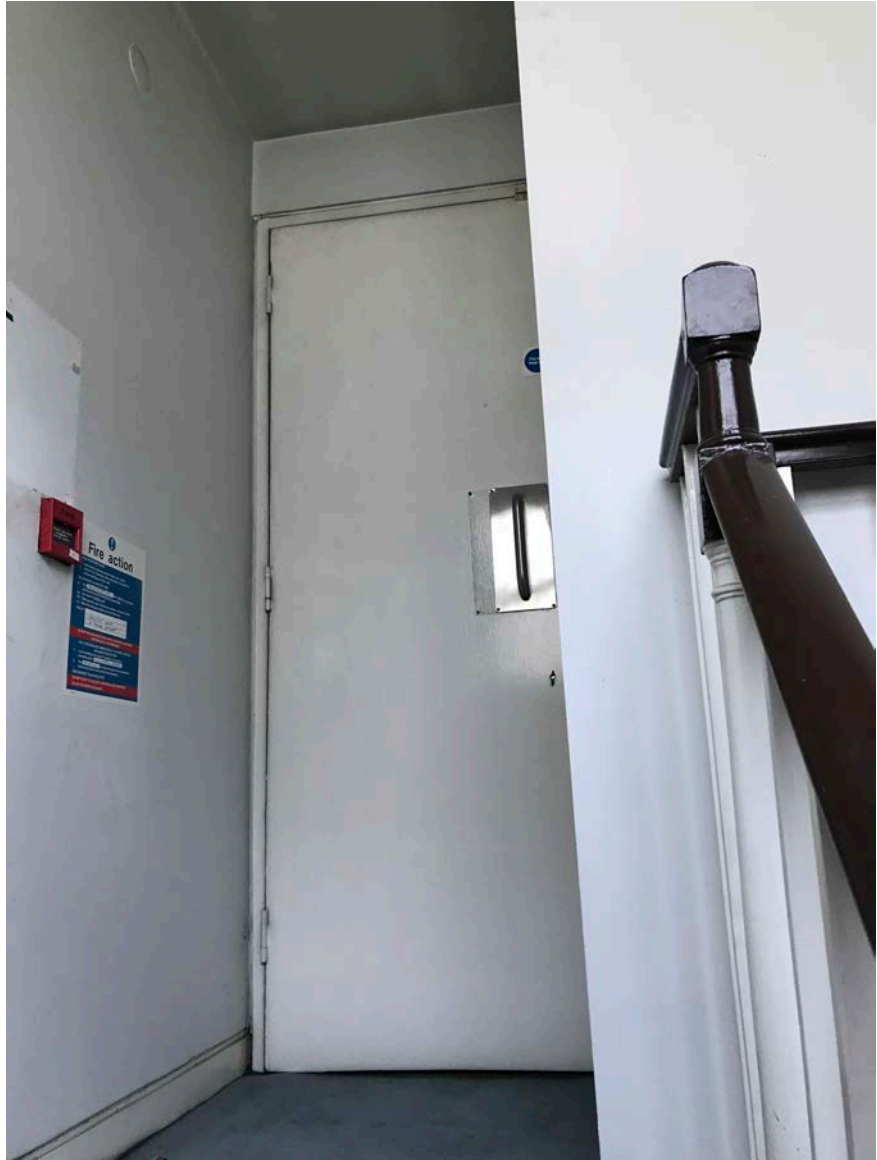










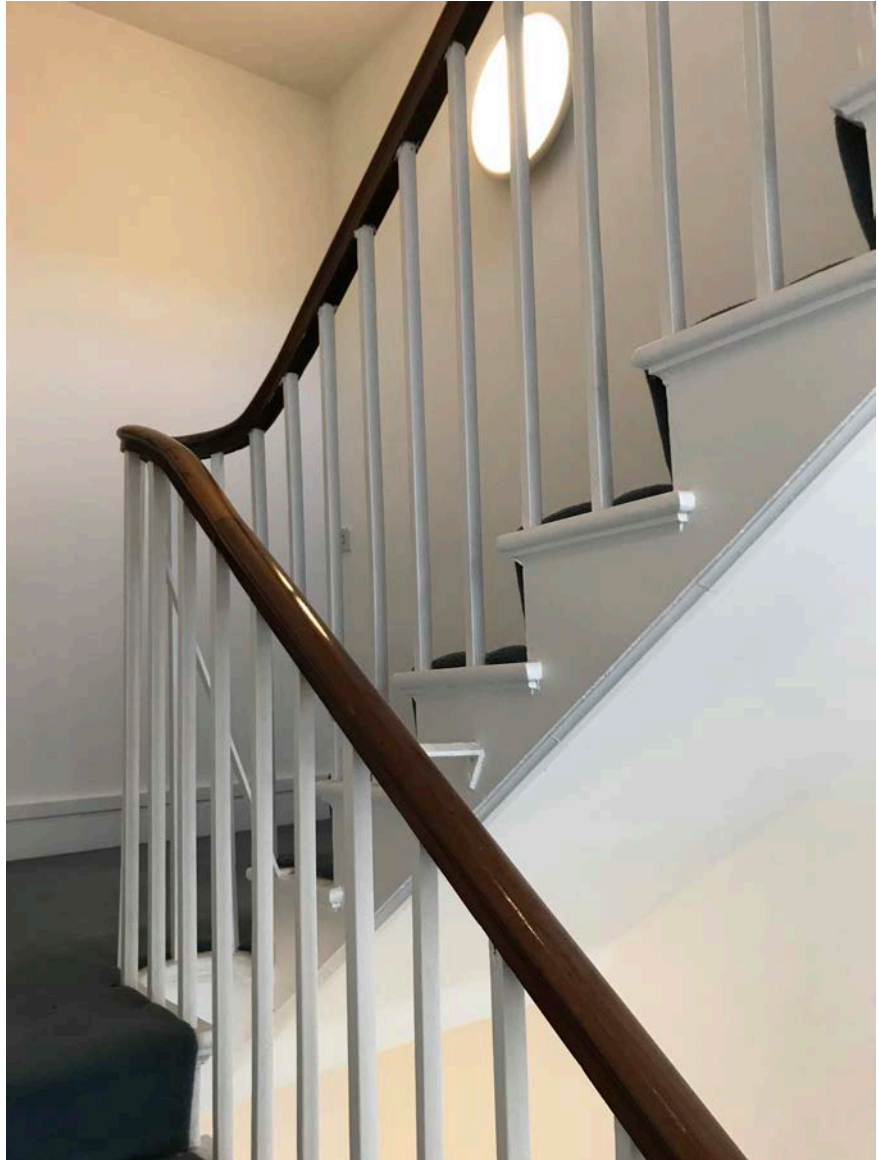




















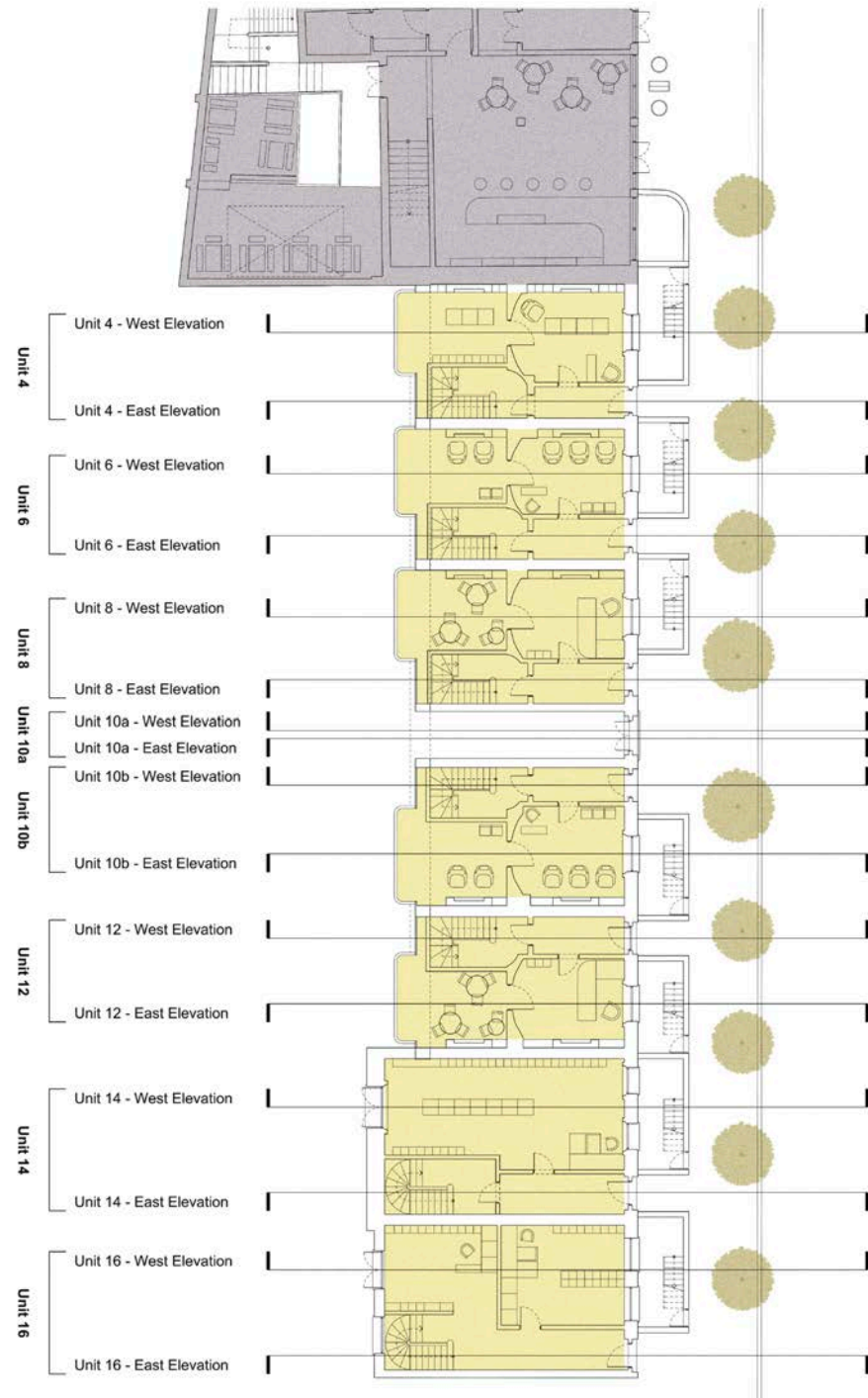








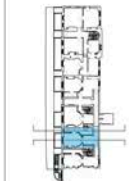
## Appendix E: Existing sections



## Listed Building Heritage Assessment



## Listed Building Heritage Assessment



## Listed Building Heritage Assessment





## Listed Building Heritage Assessment





## Listed Building Heritage Assessment

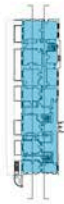


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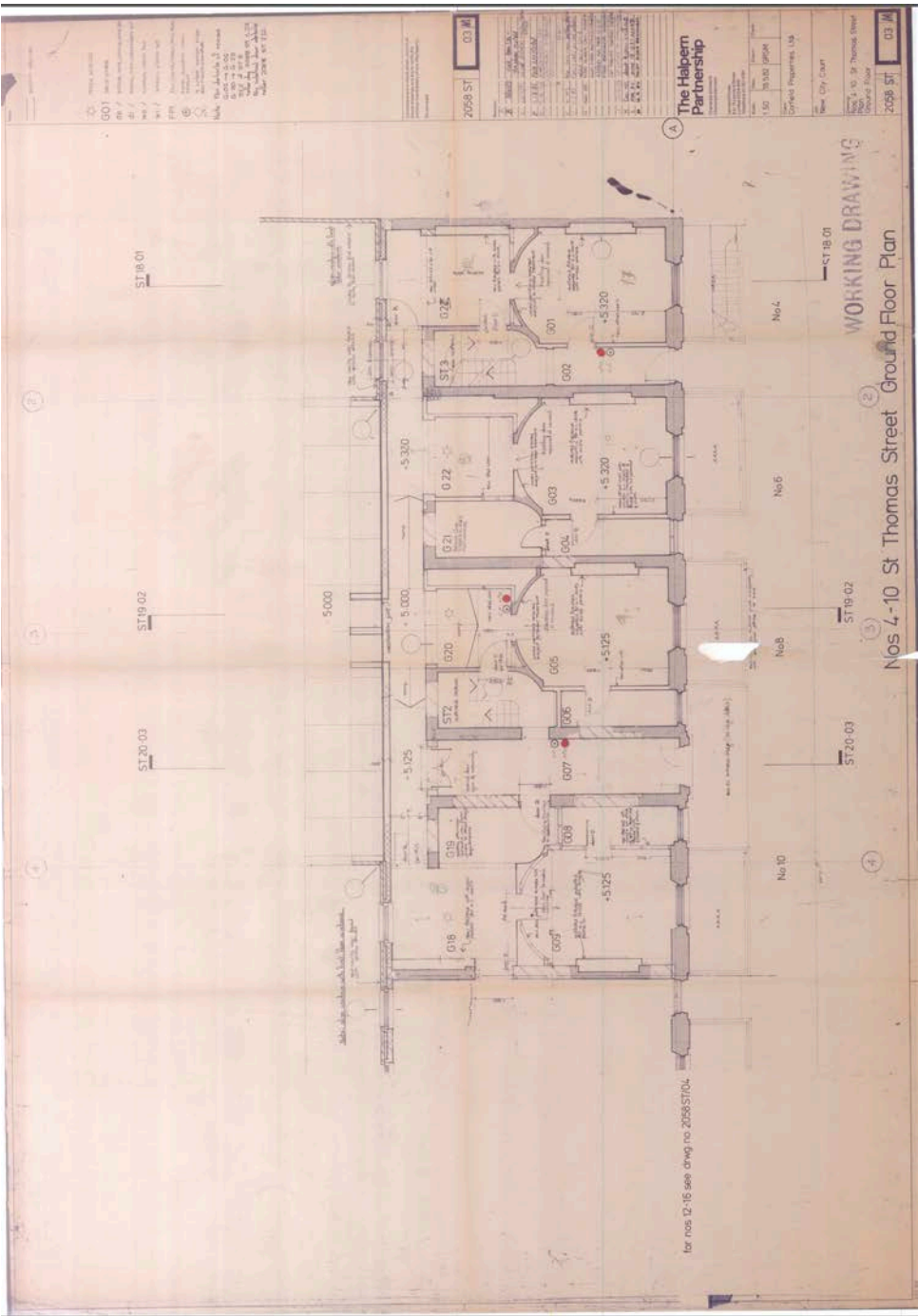


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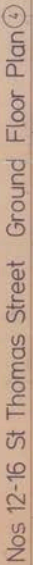




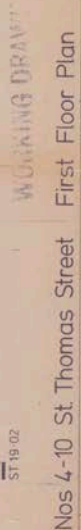
## Appendix F: Selected Halpern Partnership architectural drawings

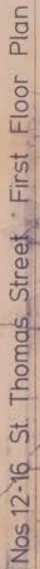


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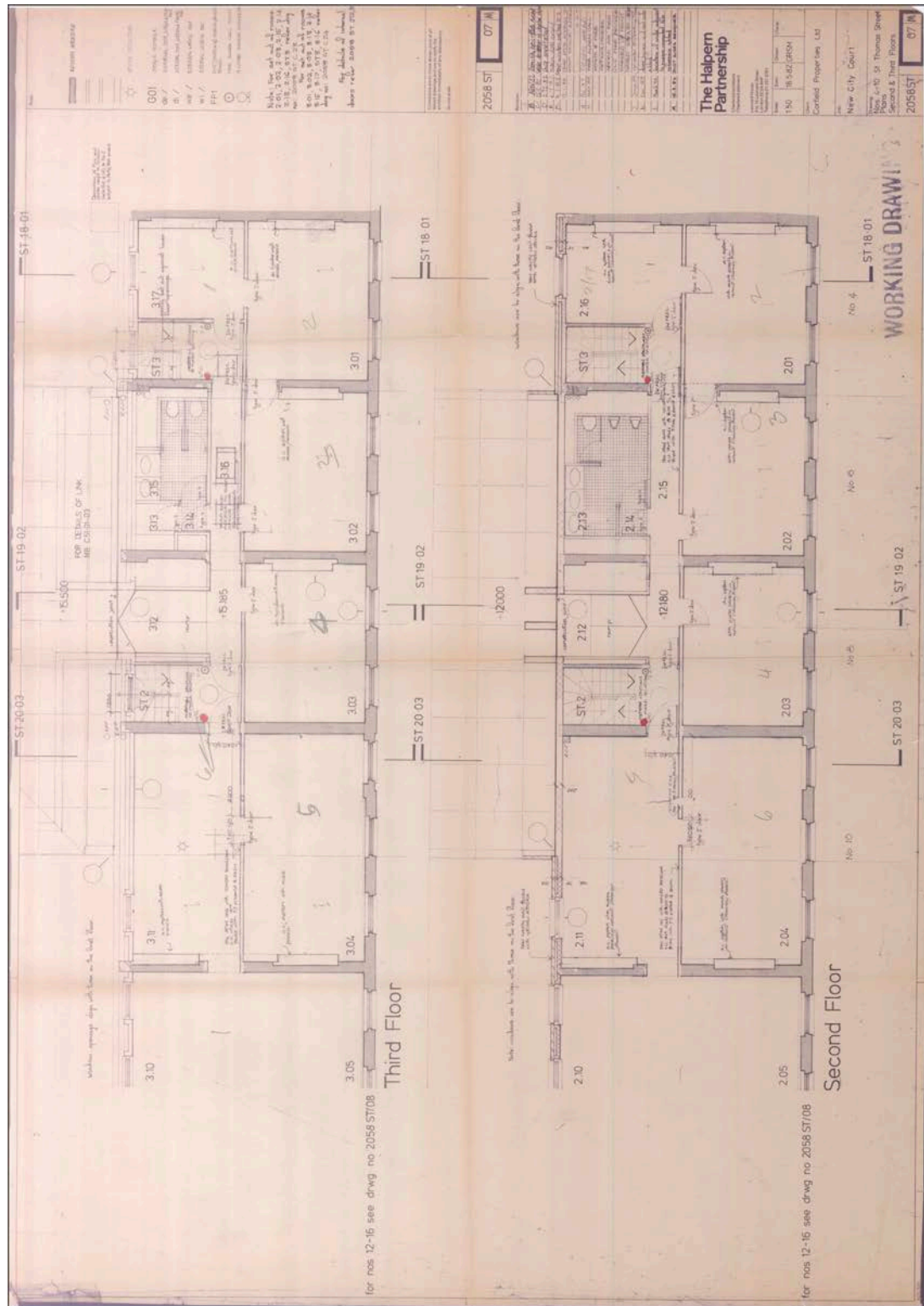
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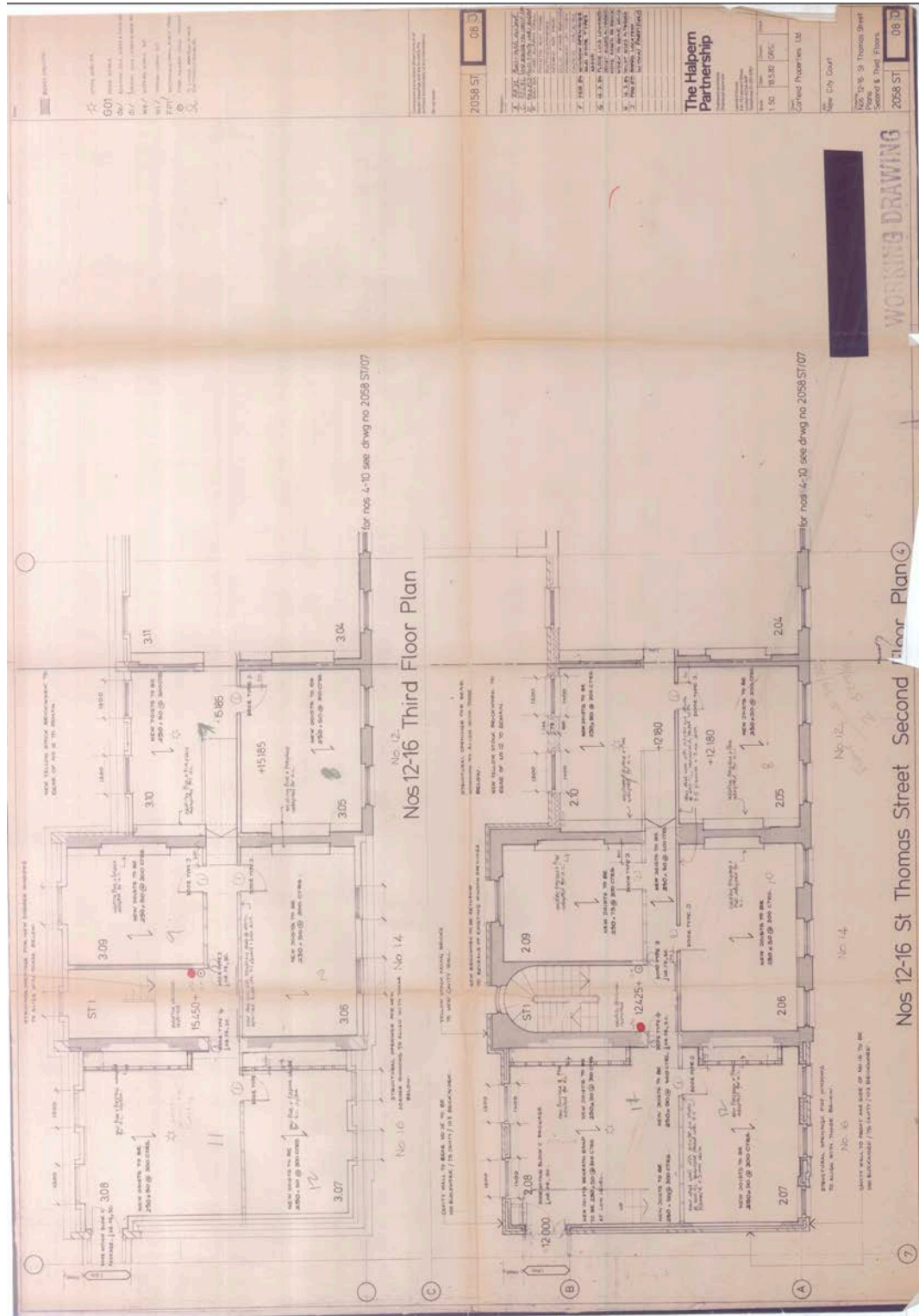




Nos. 4-8 & 12-16 St Thomas Street, Keats House (Nos. 24-26 St Thomas Street) and  
New City Court (No. 20 St Thomas Street), London SE1 9BF:  
Listed Building Heritage Assessment



Nos. 4-8 & 12-16 St Thomas Street, Keats House (Nos. 24-26 St Thomas Street) and  
New City Court (No. 20 St Thomas Street), London SE1 9BF:  
Listed Building Heritage Assessment

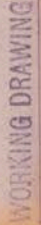




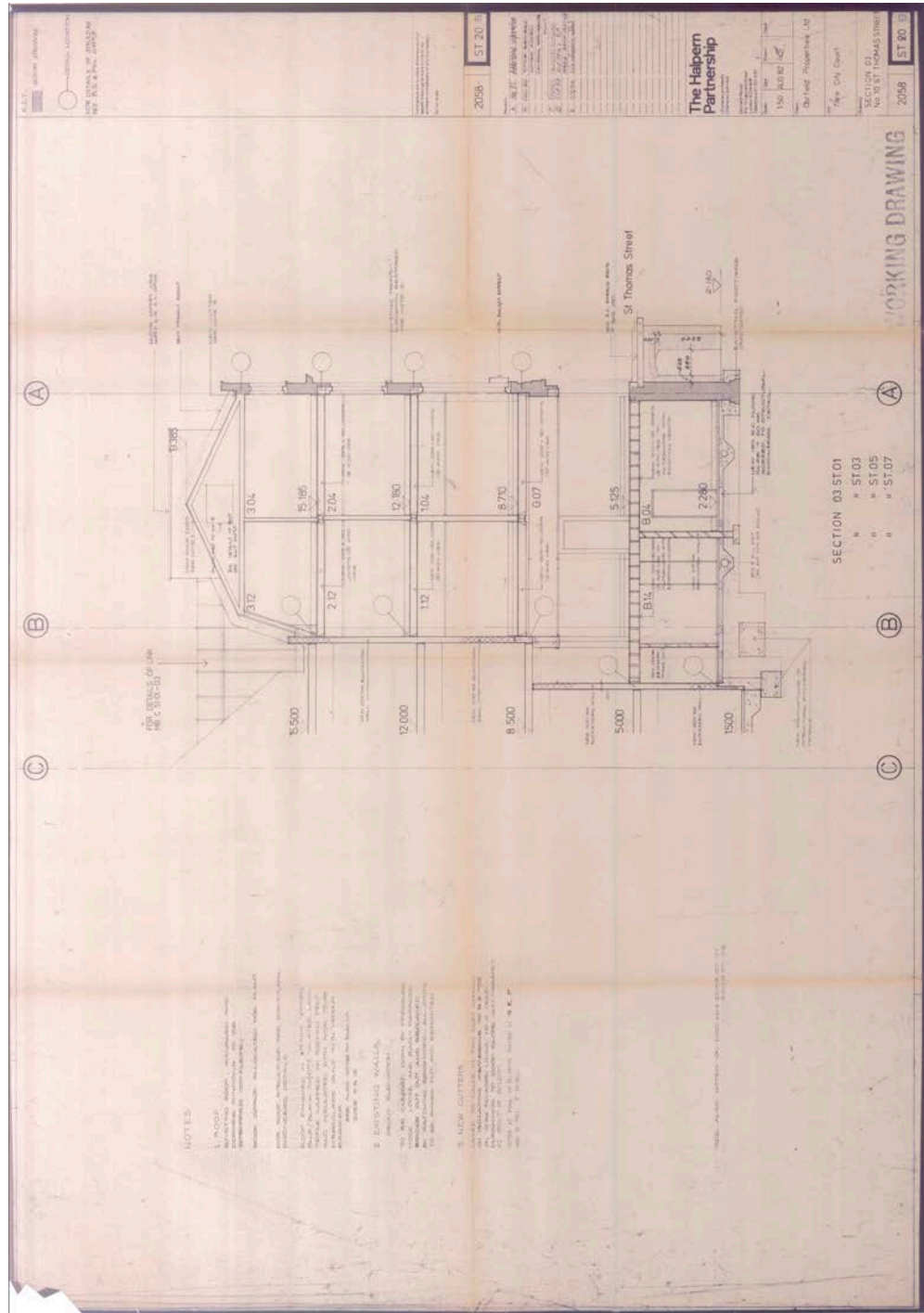
## Listed Building Heritage Assessment



## Listed Building Heritage Assessment

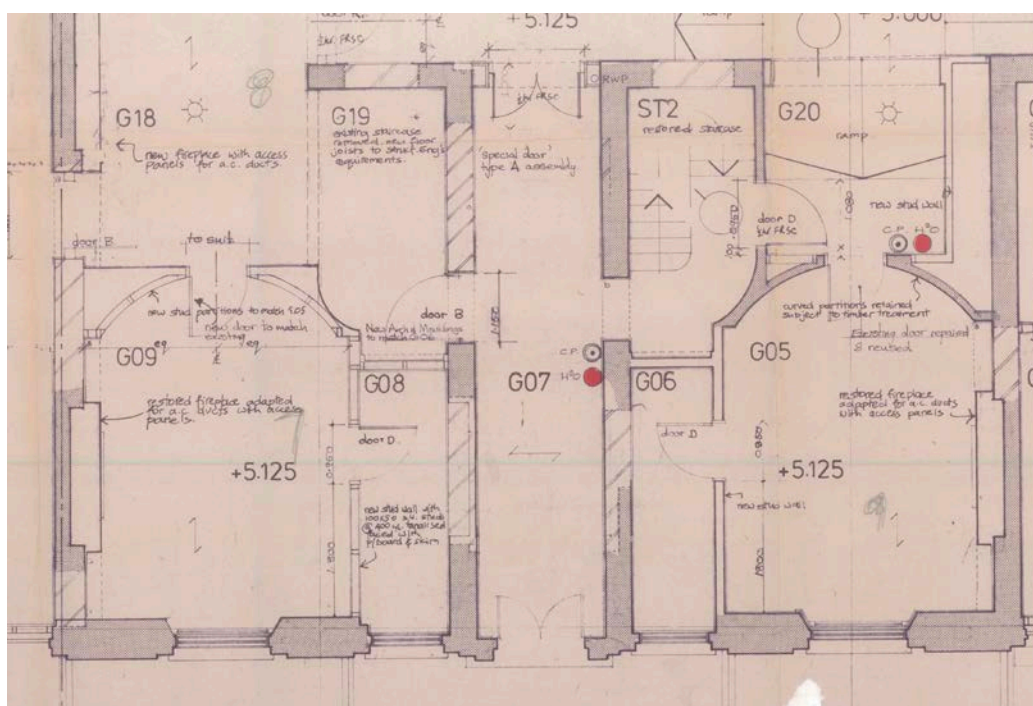
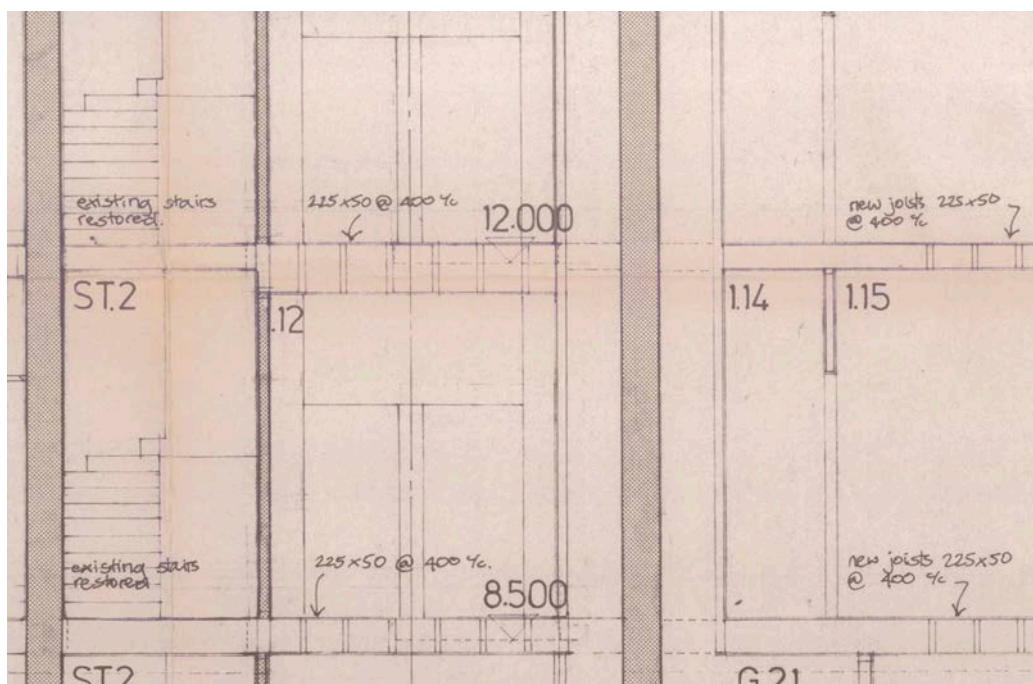


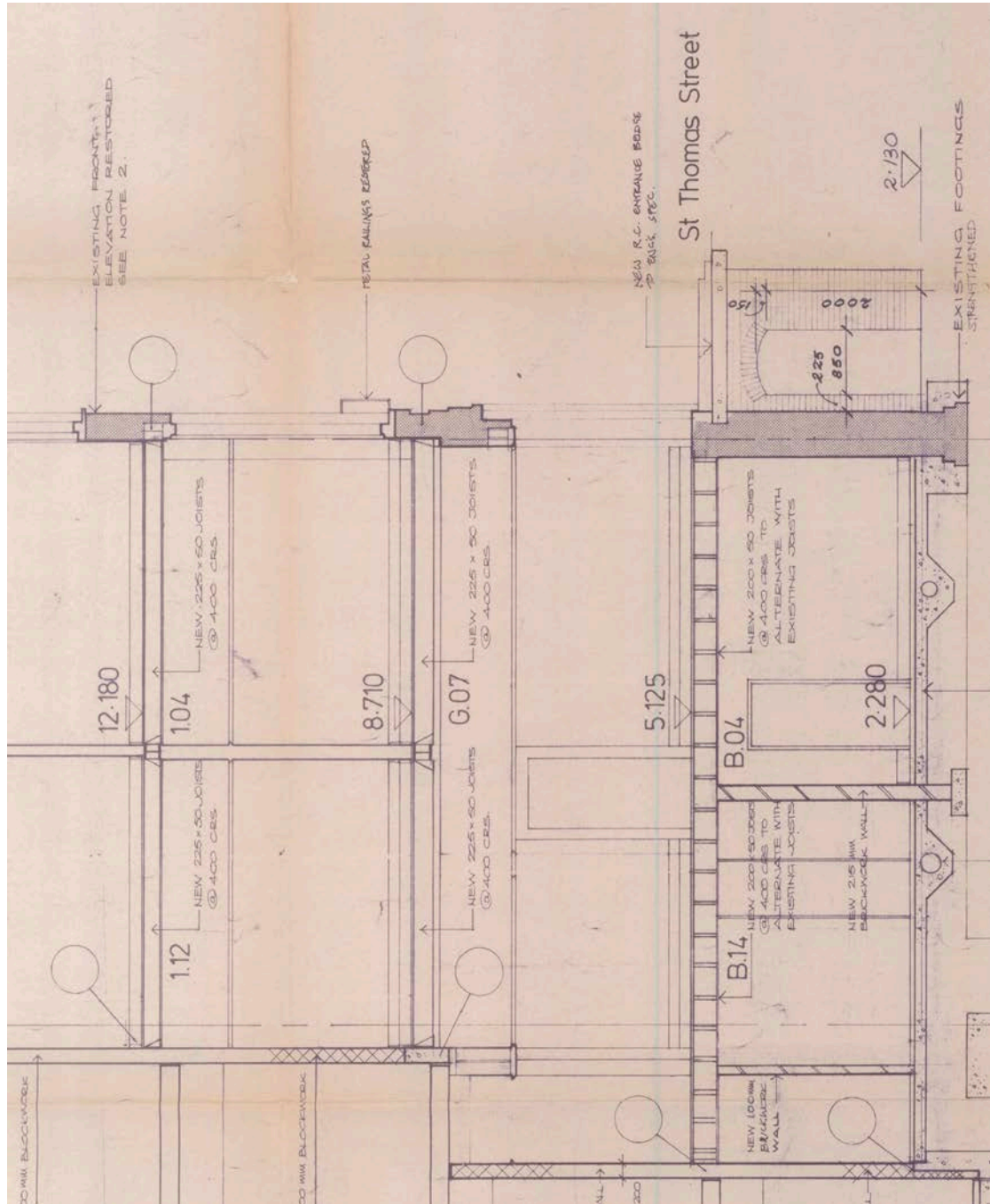
Nos. 4-8 & 12-16 St Thomas Street, Keats House (Nos. 24-26 St Thomas Street) and  
New City Court (No. 20 St Thomas Street), London SE1 9BF:  
Listed Building Heritage Assessment





## Listed Building Heritage Assessment







## Appendix G: New City Court decision notices

TP58(HB)

**LONDON BOROUGH OF SOUTHWARK**

TOWN AND COUNTRY PLANNING ACT 1971  
TOWN AND COUNTRY PLANNING (LISTED BUILDING AND BUILDINGS IN CONSERVATION AREAS)  
REGULATIONS 1972  
TOWN AND COUNTRY PLANNING (LISTED BUILDING AND BUILDINGS IN CONSERVATION AREAS)  
(AMENDMENT) REGULATIONS 1974

To: The Special Trustees of Guys Hospital,  
c/o Messrs. Halperns,  
9-15 Leonard Street,  
London EC2

Case No. TP/ 151/E/PJGW

Date:

Subject to GLC direction,  
The Council of the London Borough of Southwark, as the local planning authority  
within the meaning of the above-mentioned Act and Regulations and in pursuance of their powers  
thereunder, **HEREBY CONSENT** to the execution of the following works ~~XXXXXXXXXXXXXXXXXXXX~~  
~~XXXXXXXXXX~~

1. Alterations to 67 Borough High Street, SE1.
2. Alterations to nos. 4-16, St. Thomas Street, SE1 including the erection of  
two floors at third and fourth floor levels to no.16.
3. The demolition of 24-26, St. Thomas Street, SE1 retaining the front facade  
and the front rooms.
4. The demolition of 18-20 St. Thomas Street, SE1.
5. The demolition of Cameron House, Kings Head Yard, SE1.
6. The demolition of the building between Cameron House, Kings Head Yard, SE1  
and the rear of 43, High Street, SE1 retaining the facade onto Kings Head Yard.
7. The demolition of Francis House, Kings Head Yard/White Hart Yard, SE1 retaining  
the north and east facades.

in accordance with the application dated 14.8.80, amended 6.3.81 and plans  
No. 1121-80, 1122-80 (applicants' plans No. 2058/030-036 incl.)  
2058/317

Such consent, however, is given subject to the following condition(s):-

Except where otherwise indicated on the approved drawings all new work or work of  
making good to be executed in matching materials and detailed to match the existing  
in colour, profile and, in the case of brick, faceboard and painting.

Reason for the Imposition of the Condition:  
To safeguard the special architectural or historic interest of the buildings.

Further Information:  
The Council considers that it is important that all development sites within the  
Borough should be examined so that evidence of archaeological remains may be  
recorded. You are asked to provide facilities for archaeological excavation, if  
requested, after demolition works have taken place.

DATED this 24th day of March 19 81

DEPUTY TOWN CLERK

Your attention is drawn to the notes on the back of this form.

Any correspondence regarding this document, should be addressed to The Borough Planner, 30-32  
Peckham Road, SE5 8QP, quoting the case number quoted.

## LONDON BOROUGH OF SOUTHWARK

TP5B/C

TOWN AND COUNTRY PLANNING ACT 1971-1972

TOWN AND COUNTRY PLANNING GENERAL DEVELOPMENT ORDERS 1973-1977

To: The Special Trustees of Guy's Hospital,  
c/o The Halpern Partnership,  
9-15 Leonard Street,  
London, EC2A 4HP.

Case No: TP/ TP/151/E.

Date:

Subject to any direction by the GLC and the completion of a Section 52 Agreement  
The Council of the London Borough of Southwark, as the local planning authority within the meaning of the  
above-mentioned Act and Orders and in pursuance of their powers thereunder, HEREBY PERMIT the following  
undermentioned development:-

Erection of new buildings, retention and alterations to existing buildings and  
the change of use of certain buildings to provide offices (183,958 sq.ft.) resi-  
dential accommodation (92,698 sq.ft.) retail floorspace (10,430 sq.ft.) and  
medical consulting rooms (4,779 sq. ft.) all within the area bounded by  
St. Thomas Street, Guys House, Talbot Yard and the rear of the properties in  
Borough High Street and 63a and 67 Borough High Street, SE1, more particularly  
shown edged black on the attached plan. \*As revised by letter dated 22.11.1980.  
in accordance with the application dated 14 August 1980.\* (Statutory Register No.1121-80 and 1443-80)  
and applicants' plans No.2058/300 to 305(incl), 306B to 310B (incl), 311,312,313B,314 to 323  
such permission, however, is given subject to the following condition(s):- (incl)

1. The design and appearance of the street elevation of the building to be erected on the site of 18-20 St. Thomas Street shall not be carried out in accordance with the details submitted with the application; the details of this elevation shall be as may be subsequently approved by the Council in accordance with Conditions 2 and 3 of this decision.
2. The undermentioned details of the development shall be to the satisfaction of the Council and shall be submitted and approved in writing before any work on the site is commenced:-
  - (a) the design and appearance of the new elevation to No. 18-20 St. Thomas Street;
  - (b) the facing materials to be used their colour and texture;
  - (c) the position and form of accommodation for the storage of refuse and other waste material and the means of access, for collection, thereto;
  - (d) the phasing of the implementation of the development to show the relationship between the provision of the office accommodation and residential accommodation and to the builders programme which shall include such matters as the facilities for access to the site by building contractors vehicles and the storage of builders materials throughout the duration of the building contract;
  - (e) the design and appearance of the alterations to No. 16 St. Thomas Street;
  - (f) the design and appearance of the alterations to Nos. 65 and 67 Borough High Street;

- (g) treatment and layout of those parts of the site not covered by buildings including the number, type and position of trees and shrubs that may be planted and the height and treatment of any boundary walls, railings, fences, gates or any other means of enclosure.
3. The new buildings shall not be erected and alterations and extensions to the existing buildings shall not be undertaken otherwise than in accordance with the detailed plans, sections and elevations including full particulars of the facing materials proposed, and indicating compliance with the items reserved for the Council's consideration in Condition (2), which shall have been submitted, together with samples of the facing materials, to, and approved by the Council before any work on the site is commenced.
  4. Applications for approval of the matters reserved by Condition (2) shall be made to the Local Planning Authority not later than three years from the date of this permission.
  5. The development hereby permitted shall be begun not later than whichever is the later of the following dates:-
    - (a) the expiration of five years from the date of this permission
    - (b) the expiration of two years from the final approval of the reserved matters or in the case of approval on different dates the final approval of the last such matter to be approved.
  6. The development hereby permitted shall not be occupied until the turning facilities as shown on Plan No. 2058/312 have been provided to the satisfaction of the Council.
  7. Any planting undertaken pursuant to Condition 2(e) and 3 above shall be completed within the next planting season after the completion of the building works or at any other time as may be agreed in writing by the Council. Any planting removed, dying, being severely damaged or becoming seriously diseased within two years of planting shall be replaced by a similar size and species of those originally required to be planted.
  8. The office premises hereby permitted shall not be occupied, except as may be agreed in writing by the Council in accordance with the phasing approved pursuant to Condition 2(d) above, until such time as the equivalent phase of the residential accommodation to be provided by the development has been completed in readiness for occupation.

Reasons for the Imposition of the Conditions

- 1./2./3. So that the Council may be satisfied as to the details of the proposal.
- 4./5. To comply with Section 42 of the Town and Country Planning Act 1971.
6. So as to ensure access for vehicles to the site and to ensure traffic efficiency and public safety.
7. So that the Council may be satisfied as to the details of the proposal.
8. To ensure that the development is carried out in a manner that will provide the benefits that justify the grant of permission in accordance with the principles of the policy set out in the Greater London Development Plan Section 4.16.

Cont'd. ...

Further Information

The Council considers that it is important that all development sites within the Borough should be examined so that evidence of archaeological remains may be recorded. You are asked to provide facilities for archaeological excavation, if requested, after any demolition works have taken place.

## AND COUNTRY PLANNING GENERAL DEVELOPMENT ORDERS 1973-1977

Case No. 18/ 151/E

Date:

Erection of new buildings, retention and alterations to existing buildings and the change of use of certain buildings to provide offices (183,958 sq.ft) residential accommodation (92,698 sq.ft) retail floorspace (10,430 sq.ft) and medical consulting rooms (4,779 sq.ft) all within the area bounded by St.Thomas Street, Guys House, Talbot Yard and the rear of the properties in Borough High Street and 63a and 67 Borough High Street SE1, more particularly shown edged black on the attached plan.

in accordance with the application dated 14.8.1980 pursuant to (Statutory Register No. 1121-80 & 1445-80)

in accordance with the application dated 14.8.1980 as revised by letter dated 22.11.80  
and applicants' plans No. 2058/300 to 305 (incl) 306b to 310b (incl) 311,312,313b,314 to 318 incl  
Such permission, however, is given subject to the following condition(s): & 321 to 323 incl

- DATED this 7th day of May 1981

Deputy Town Clerk

Your attention is drawn to the notes on the back of this form.

Any correspondence regarding this document should quote the case number and be addressed to:-  
The Borough Development Officer, 30-32 Peckham Road, SE5 8PQ.



- (e) the design and appearance of the alterations to No. 16 St. Thomas Street;
  - (f) the design and appearance of the alterations to Nos. 65 and 67 Borough High Street;
  - (g) treatment and layout of those parts of the site not covered by buildings including the number, type and position of trees and shrubs that may be planted and the height and treatment of any boundary walls, railings, fences, gates or any other means of enclosure.
3. The new buildings shall not be erected and alterations and extensions to the existing buildings shall not be undertaken otherwise than in accordance with the detailed plans, sections and elevations including full particulars of the facing materials proposed and indicating compliance with the items reserved for the Council's consideration in Condition (2) which shall have been submitted, together with samples of the facing materials, to, and approved by the Council before any work on the site is commenced.
4. Applications for approval of the matters reserved by Condition (2) shall be made to the Local Planning Authority not later than three years from the date of this permission.
5. The development hereby permitted shall be begun not later than whichever is the later of the following dates:-
- (a) the expiration of five years from the date of this permission
  - (b) the expiration of two years from the final approval of the reserved matters or in the case of approval on different dates the final approval of the last such matter to be approved.
6. The development hereby permitted shall not be occupied until the turning facilities as shown on Plan No. 2058/312 have been provided to the satisfaction of the Council.
7. Any planting undertaken pursuant to Condition 2 (e) and 3 above shall be completed within the next planting season after the completion of the building works or at any other time as may be agreed in writing by the Council. Any planting removed, dying, being severely damaged or becoming seriously diseased within two years of planting shall be replaced by a similar size and species of those originally required to be planted.
8. The office premises hereby permitted shall not be occupied, except as may be agreed in writing by the Council in accordance with the phasing approved pursuant to Condition 2 (d) above, until such time as the equivalent phase of the residential accommodation to be provided by the development has been completed in readiness for occupation.

Reasons for the Imposition of the Conditions

- 1/2/3 So that the Council may be satisfied as to the details of the proposal.
- 4/5 To comply with Section 42 of the Town and Country Planning Act 1971

6. So as to ensure access for vehicles to the site and to ensure traffic efficiency and public safety
7. So that the Council may be satisfied as to the details of the proposal
8. To ensure that the development is carried out in a manner that will provide the benefits that justify the grant of permission in accordance with the principles of the policy set out in the Greater London Development Plan Section 4.16.

Further Information

The Council considers that it is important that all development sites within the Borough should be examined so that evidence of archaeological remains may be recorded. You are asked to provide facilities for archaeological excavation, if requested, after any demolition works have taken place.

# KMHeritage

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