



**Donald Insall Associates**  
Chartered Architects and Historic Building Consultants

**10 Chester Place**

Historic Building Report  
For The Crown Estate

September 2017



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Ordnance Survey map with the site marked in red.  
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# 1.0 Summary of Historic Building Report

## 1.1 Introduction

Donald Insall Associates was commissioned by The Crown Estate in June 2017 to assist them in the preparation of proposals for 10 Chester Place, London.

The investigation has comprised historical research, using both archival and secondary material, and a site inspection. An illustrated history of the site and building, with sources of reference and bibliography, is in Section 2; the site survey findings are in Section 3. The investigation has established the significance of the building, which is set out below. This understanding will inform the development of proposals for change to the building, by TF Architecture Ltd. In due course, Section 4 will provide a justification of the scheme according to the relevant planning policy and guidance.

## 1.2 The Building and its Legal Status

10 Chester Place is a Grade I-listed building located in the Regent's Park Conservation Area in the London Borough of Camden. Development which affects the special interest of a listed building or its setting, and development in conservation areas requires listed building consent and planning permission.

The statutory list description is included in Appendix I and a summary of the conservation area statements provided by the local planning authority is in Appendix II, along with extracts from the relevant planning policy documents.

The Planning (Listed Buildings and Conservation Areas) Act 1990 is the legislative basis for decision-making on applications that relate to the historic environment. Sections 66 and 72 of the Act impose a statutory duty upon local planning authorities to have 'special regard to the desirability of preserving listed buildings, their settings or any features of special architectural or historic interest which they possess' and to 'pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas'.

In considering applications for **[listed building consent or planning permission]**, local authorities are also required to consider the policies on the historic environment set out in the National Planning Policy Framework. At the heart of the Framework is 'a presumption in favour of sustainable development' and there are also specific policies relating to the historic environment. The Framework requires local authorities to 'recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance'. The Glossary to the National Planning Policy Framework defines a heritage asset as:

*A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).*

The Framework, in paragraph 128, states 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.*

Section 1.3 of this report – the assessment of significance – meets this requirement and is based on the research and site surveys presented in sections 2 and 3, which are of a sufficient level of detail to understand the potential impact of the proposals.

The Framework also, in paragraph 132, requires that local planning authorities, when considering the impact of a proposed development on the significance of a designated heritage asset, should give 'great weight ... to the asset's conservation' and that 'the more important the asset, the greater the weight should be'. The Framework goes on to state that:

*... significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.*

Section 4 of this report will, when the proposals are finalised, provide this clear and convincing justification.

The Framework requires that local planning authorities categorise harm as either 'substantial' or 'less than substantial'. Where a proposed development will lead to 'substantial harm to or total loss of significance' of a designated heritage asset, the Framework states, in paragraph 133, that:

*... 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.*

Where a development proposal will lead to 'less than substantial harm' to the significance of a designated heritage asset, the Framework states, in paragraph 134, that:

*... this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.*

### **1.3 Assessment of Significance**

10 Chester Place was constructed as part of a terrace of town houses in c1825. It formed a secondary element of John Nash's masterplan for Regent's Park and surrounding fashionable streets with stucco terraces. Chester Place was formed as a secondary development, located behind grander houses at Chester Terrace.

The house at number ten has the typical floor plan for a town house of this date, with two rooms per floor and a staircase adjacent to the rear room. It was historically occupied as a single dwelling, and housed a number of writers and journalists. After the war the building was taken over for government offices but later put back into residential use.

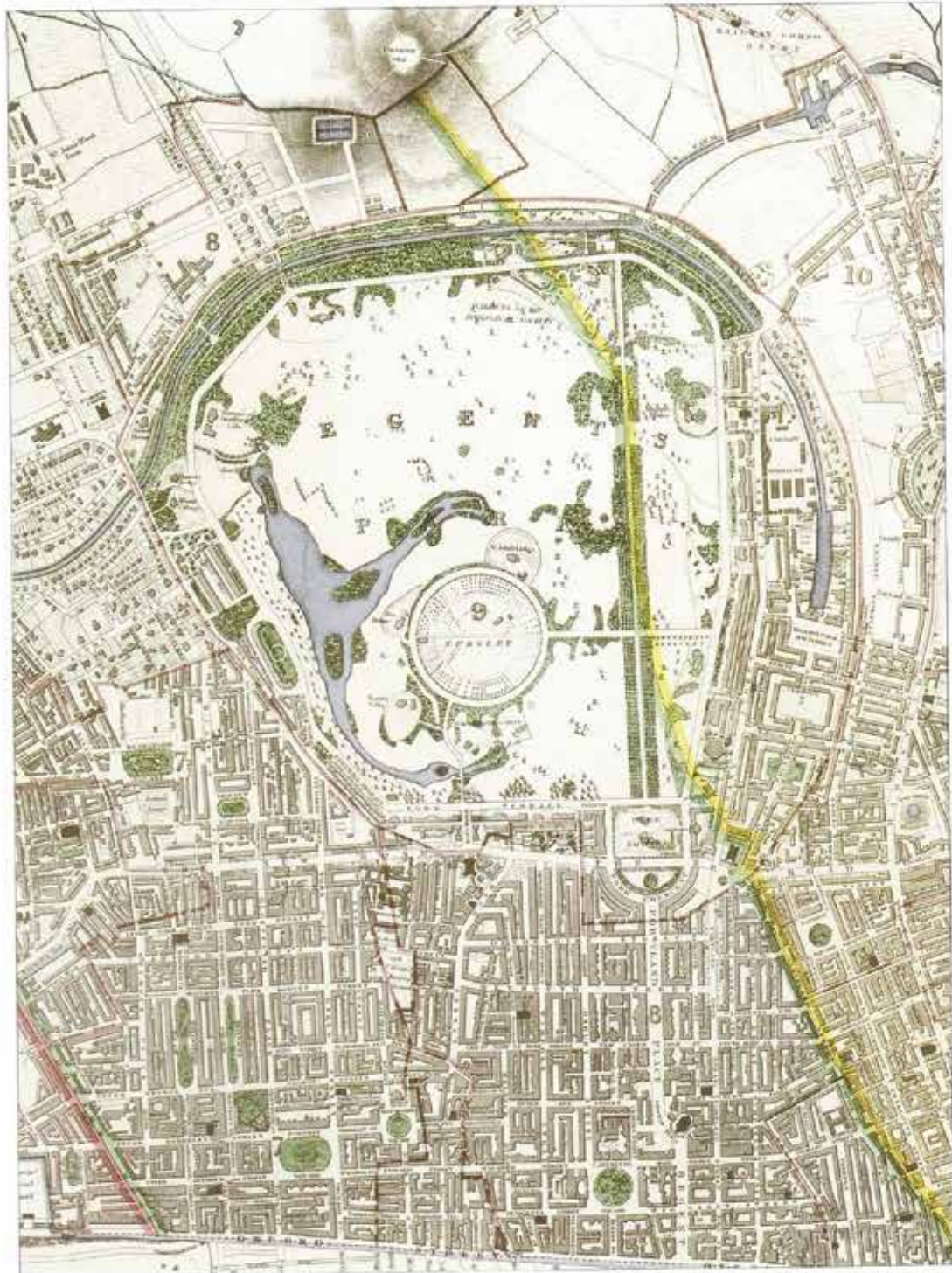
Whilst no conclusive records have been found that show renewal of finishes and fabric, the site inspection has revealed that the decorative scheme is a modern replacement. The plan form of the house survives largely intact, with some changes at upper levels. The main staircase appears to be a post-war replacement but in the correct location. The exterior of the building is largely intact, with the exception of a missing bottle balustrade to the front parapet.

The significance of the building lies in its group value with Chester Place and Nash's masterplan for Regent's Park. Also significant is the surviving plan form. Finishes and fittings appear to be of the post-war era, and where they are of an appropriate Regency pattern they do not detract. There are modern elements such as bathrooms and subdivisions in lesser areas which are of no quality.

### **1.4 Summary of Proposals and Justification**

The proposals would make the building, in use as a town house but with many elements of the post-war period, fit for modern residential use as a house. This would entail repairs to those elements of the fabric that are original, including elevations and floors. The missing bottle balustrade, present in all other houses in this terrace, but not at 10 Chester Place, would be reinstated. Improvements, mostly with historically accurate replica elements, are proposed in areas that have been altered, including roof coverings and cornices at upper levels. Change is limited, and mostly relates to rooms which have been altered or created in modern times; there would be new sanitary and kitchen fittings, and wardrobes in dressing rooms. The rear ground floor window would be lengthened to form French doors.

These are appropriate proposals that offer many enhancements which would benefit the listed building and the conservation area, and very little change or harm. The planning balance is therefore clearly in favour of the proposals, and listed building consent and planning permission should be granted.



A survey of the Parliamentary Borough of St. Marylebone engraved by B. R. Davies, 1834.



Plate 1 A survey of the Parliamentary Borough of St. Marylebone engraved by B. R. Davies, 1834



## 2.0 Historical Background

### 2.1 The Area: Regent's Park<sup>1</sup>

Regent's Park, located in northwest London, is an early 19<sup>th</sup> century landscape park designed by John Nash. Nash originally designed the open space as a setting for villa buildings but, from 1835 onwards, it was opened as a public park.

The area of Regent's Park, previously known as Marylebone Park had been a Crown estate since 1539, used largely as farmland. From 1809 a number of schemes to develop the area were considered, but all remained unsuccessful. A new brief was put forward requiring the Commissioners of Woods, Forests, Parks and Chases to provide proposals which would also include the creation of a new street linking the park with the city.

John Nash (1752-1835) had been appointed as the architect for the Commissioners of Woods, Forests, Parks and Chases in 1806. Nash, together with his partner James Morgan, came up with a satisfactory design, which also included a scheme for Regent Street (built between 1814 and 1819). Work began in 1811 with excavations for the lake and ground modelling: Nash argued that beginning with the planting before the construction of the buildings gave the site time to mature.

Nash's design centred on a number of villas set in parkland. Space was to be provided for barracks and other major features including the Prince Regent's Palace, a huge basin of ornamental water, and an informal lake. The focal point of the scheme was the Great Circus and the Inner Circus, with a new branch of the Grand Union Canal, Regent's Canal, passing through the park.

Nash's relationship with Humphry Repton (1752-1818) with whom he worked closely between 1795 and 1802 was significant to his design for Regent's Park. Repton's influence is seen throughout, especially in the positioning of groups of trees and the use of ornamental water running through parkland.

Regent's Park and its buildings took seventeen years to construct, complete in 1827 **[Plate 1]**. This was not without a number of alterations and omissions to the original design. The Prince's Palace, the basin, some of the terraces and crescents of houses, and the Great Circus were not built, and the canal was re-routed to the north of the Outer Circle. Forty villas had been proposed within the park but in the end there were only eight built.

Although Regent's Park was originally conceived as a fashionable residential estate set in extensive private parkland, in 1828 the Royal Zoological Society (founded in 1824) acquired 8ha of land to the north of the park. Four years later a further 7ha was leased to the Toxophilite Society and in 1838 the 7ha of land within the Inner Circle was leased to the then newly formed Royal Botanic Society.

In 1841 Primrose Hill, located to the north of Regent's Park, became Crown property and in 1842, following an Act of Parliament, the public were freely admitted to the entire park. A year later a bridge was built connecting Regent's Park with Primrose Hill.

In 1851 the parkland of Regent's Park was transferred from the Commissioners of Woods, Forests, Parks and Chases to the newly formed Ministry of Works. Pressure from the public for further access to the park continued and several alterations were made to the private fence lines and public footpaths, to allow for recreation. The image of Regent's Park was being transformed and the park was no longer one of the more fashionable areas of London, the grounds being used increasingly for recreation. During the First World War the north-west and the east side Regent's Park was used as a military camp and drill ground commandeered by the Ministry of Defence. Following the end of the war these areas were replaced with sports fields. By the 1920s the surviving villas in the park were seen as too large and expensive to be maintained and they shifted from private dwellings to public institutions. This also resulted in their land being transferred to parkland as the boundaries of the properties changed. By 1970 a large majority of Regent's Park was open to the public and managed by the Ministry of Works, the rest of the park remained with the Crown Estates Commission.

At present Regent's Park is a public park managed by the Royal Parks Authority and is listed Grade I on the Register for Parks and Gardens of Special Historic Interest.

### 2.1.2 The Terraces to the East of Regent's Park

The visual relationship between architecture and landscape was of utmost importance to Nash. 'Regent's Park' which comprised the open space within its wooden fence or pale, the Outer Circle and the terraces was understood as a single entity. *"The road and the terraces were part of the park and the whole was a designed urban landscape on an unprecedented scale: any thought that Regent's Park was limited to the land inside the pale would have been absurd."*<sup>2</sup>

During development Nash worked tirelessly with the builders to ensure that land earmarked for planting between the terraces on the Outer Circle was retained for that purpose only. To ensure that the terraces were read as individual buildings, intervening groups of planting were planned between them so that they did not appear like a street. In Nash's comments on Burton's proposals for Cornwall Terrace, he noted:

*"Magnificent as these ranges of buildings are in themselves that impression would be greatly diminished if the individuality of the design is not preserved by intermediate plantations - if they join they become a street surrounding a large plot of ground instead of spacious Palace like buildings embellishing a park."*<sup>3</sup>

Private gardens were also created at the ends of some of the terraces. A detail from Charles Mayhew, dating from 1834-5, shows a plan of Chester Terrace, its mews and Chester Place **[Plate 2]**. The plan shows gardens planted around 1-4 Cumberland Place, built c.1828, a block of four houses designed to give the impression of one large house, with a garden at the end of Chester Terrace and to its west separating the terrace from the Outer Circle. Chester Terrace, the longest unbroken facade in Regent's Park, runs ninety nine bays and nearly 300 metres. The grand palace style terrace of 37 houses and five semi-detached houses were constructed

c.1825. The wider estate is clearly still under development at this time; to the east the present Albany Street is let to be completed and the survey detail shows its former planned name, 'Clarence Street'.

Chester Place is a terrace of twelve three storey stucco houses designed by John Nash and built in 1825-6 as part of his plan of 1811 to develop the Crown lands as the fashionable residential estate of Regent's Park. The terrace is set at a lower level than the terraces that face Regent's Park. Significantly the space between the three elements of Chester Terrace, Chester Place and Cumberland Place is the point at which the alignment of the terraces turns from north to north-north-west. Chester Place is named after the Prince Regent who was also Earl of Chester.

Historic maps of Chester Place and the immediate area show little change over the mid to late Victorian period and into the 20<sup>th</sup> century. The first map after Mayhew's survey dates from 1870 **[Plate 3]**. The map is schematic, showing the blocks of terraces rather than individual buildings. To the east of Chester Place is the Regent's Park (or Cumberland) Basin, a canal basin which formed part of Regent's Canal. The basin and associated works were authorised in 1813 to serve Cumberland Market, seen just to the south, and was filled in and closed in 1942. The Ordnance Survey Map of 1893-96 provides more detail of the area **[Plate 4]**. A Public House is shown adjoining Nos. 11-12 Chester Place with an elevation to Albany Street. The gardens in front of the northern part of the terrace, from Nos. 5-11 Chester Place are also detailed on the map. To the immediate east on Albany Street is another terrace with a girls' school at the south end, adjoining Christ Church with its principal elevation to Redhill Street. Opposite the church is a distillery. The Ordnance Survey Map of 1913 appears to show little change to the area, except for the conversion of the Distillery to a garage **[Plate 5]**. The London County Council Bomb Damage Map of 1939-45 indicates the condition of Chester Terrace by the colour yellow **[Plate 6]**. 'Yellow' denotes 'blast damage; minor in nature'. Chester Terrace suffered more considerable damage, marked in purple ('damaged beyond repair') pink (seriously damaged; repairable at a cost), and orange (general blast damage; not structural).

## **2.2 The Building: 10 Chester Place**

### **2.2.1 The building in the Nineteenth and Early Twentieth Century**

No. 10 Chester Place is towards the northern end of the terrace, separated from Cumberland Terrace by a small garden. The building dates from 1825-6. The earliest survey of the terrace dates from 1834-5, a decade after the terrace was completed, shown in a detail from Charles Mayhew **[Plate 2]**.

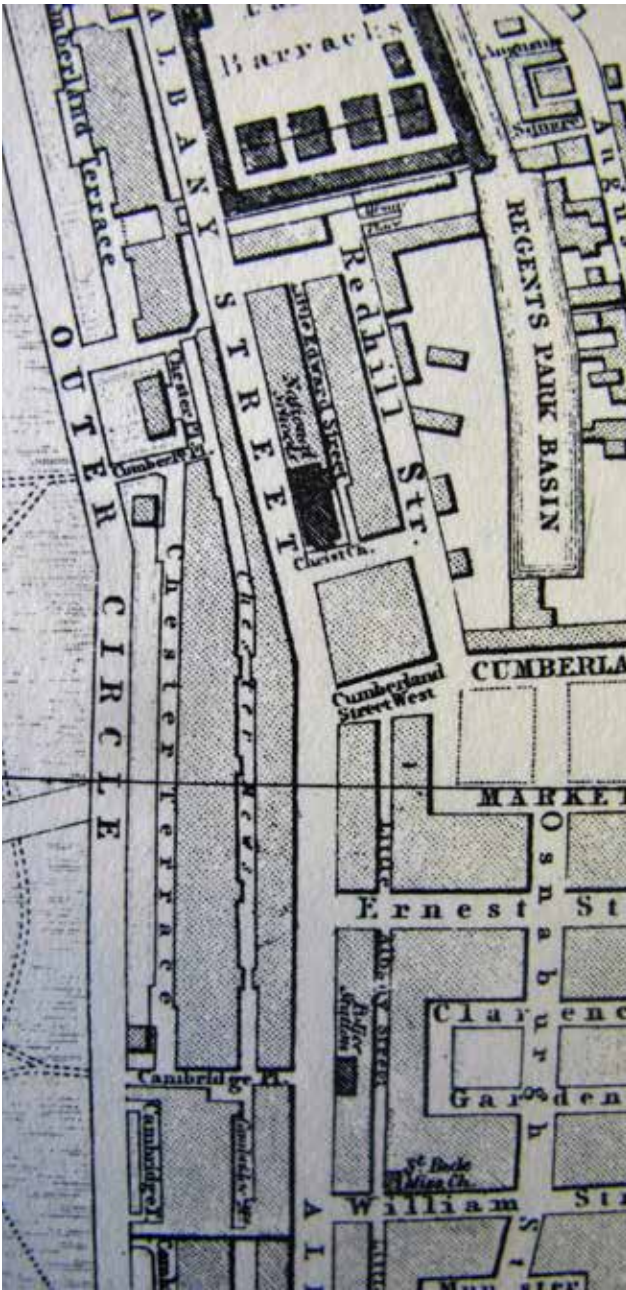


Plate 3 Extract from OS map of 1870



Plate 2 Detail from Charles Mayhew, Plan of Chester Terrace, Mew and Place 1834-5



Plate 4 Extract from OS map of 1893



Plate 5 Extract from OS map of 1913

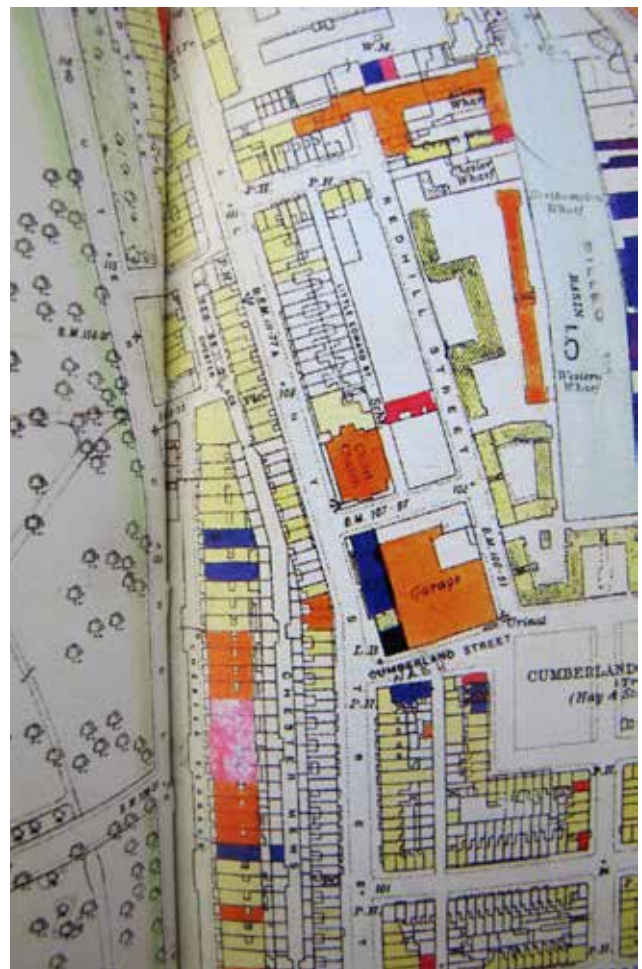


Plate 6 Extract from the LCC Bomb Damage Map 1939-45



Plate 7 Elevation of a terrace thought to be an early design of Chester Place by W. Nurse

Sir

Herewith I transmit a block plan of the ground proposed to be let to M<sup>r</sup>. Nurse situate between Chester Terrace and the ground belonging to St. Catherine's Hospital, shewing the plan of the Garden, Terrace, Footpaths, Areas and the vacant spaces of ground let for planting - together with an Elevation of the principal front - the figures, ornaments & sculpture are all to be executed according to the design and the pilasters, & columns to be fluted - I have made working plans for M<sup>r</sup>. Nurse in which all the things which he is to perform are set forth, & as this Elevation is proposed to be highly ornamented & correct in Architectural proportions, M<sup>r</sup>. Nurse must not be allowed to deviate from them, for which reason a specification must be annexed to the Agreement - M<sup>r</sup>. Nurse is anxious to begin & it is highly essential to the Interest of the Crown he should do so - I therefore recommend that I may have authority to put him into possession & set out the buildings - the rent which M<sup>r</sup>. Nurse should pay will be £ 580.

I have the honour to be  
 Sir,  
 Your obed<sup>t</sup>. Ser<sup>v</sup>t.

John Nash

April 20<sup>th</sup> 1826  
 A. Milne Esq<sup>r</sup>

Plate 8 A letter written by John Nash dated April 20<sup>th</sup> 1826

Original drawings for 10 Chester Place have not been found. Records held in the National Archives include a lease which details the lease of land to William Nurse for the erection of Cumberland Terrace, Cumberland Place and Nos. 5-13, Chester Place, 1824-28. An elevation by Nurse included within the records perhaps provides us with an early design for 5-12 Chester Place (no. 13 was not built, unless this refers to the Prince George of Cumberland Public House at 195 Albany Street). The elevation is described as follows: 'elevation of the buildings behind the four detached villas to stand as far back as to be within 12 feet of Albany Road and the ground between them and the detached villas to be therein planted – this elevation being eastward of park' **[Plate 7]**. This is based on the assumption that the four detached villas are those found at 1-4 Cumberland Place. The elevation is however quite different to the terrace as built, particularly at parapet level, and the presence of only 6 front doors is somewhat confusing. The records also include a letter written by John Nash dated April 20<sup>th</sup> 1826 **[Plate 8]**. The letter notes that it includes a block plan of the ground proposed to be let to W. Nurse situated between Chester Terrace and the ground belonging to St Catherine's Hospital, and an elevation of the principal front. It is not clear from the records which plan and elevation the letter refers too. Nash notes in his letter that W. Nurse 'must not be allowed to deviate from them (the plan and elevation)'.



Plate 9 Chester Place, looking north 1938

The only historic image found of No. 10 Chester Place dates from 1938 **[Plate 9]**. The image shows that the (presently) missing bottle balustrade to the parapet of the main elevation was still in place at this time. However, it does appear as though part of the balustrade is missing from No. 11 adjacent; however it is difficult to make out completely. The terrace appears somewhat dilapidated and the windows are boarded up. The top floor mansard is also shown in the images; this had been added by the first decade of the 20<sup>th</sup> century.

Some drainage plans have been located for No. 10 Chester Place at Camden's Local Studies Archive. A drainage plan from 1893 provides a plan of the drain locations and shows an approximate plan of the basement level [Plate 10]. A drainage plan from 1906 provides a plan of the basement level and a section through the building [Plate 11]. This plan shows the location of the staircase at basement level and the existing partitions, and also a partial plan of the ground floor, where the new W.C is located in the closet wing. A drainage plan from 1927 provides a plan of the basement, a partial plan of the second floor and a section through the building [Plate 12]. A drainage plan from 1935 provides a rear elevation and a partial plan of the 2<sup>nd</sup> floor [Plate 13]. Unfortunately these drainage plans do not give much indication of the floor plan of the house at the respective periods.

### 2.2.2 Post-War History

A file detailing the proposal for the future of Chester Place, dated 1964-1966 was also located at the National Archives. The file relates to the expiry of leases of the building of the terrace in 1967, and their subsequent re-lease to the inhabitants. The papers note that of the eleven Crown houses (No.3 being Church property) Nos. 1, 5, 9 and 10 were taken over by the Ministry of Public Buildings & Works shortly after the war for use as offices. The file notes that the Ministry carried out some structural repairs, including renewal of floors, but eventually decided the premises were too small for office use and in 1949/50 returned them to the Commissioners. The four houses were then overhauled, repaired and restored by the Commissioners at costs varying from about £5,500 to £7,500 per house. The works included the installation of central heating. Internally the condition of the four houses (Nos. 1, 5, 9 & 10) in 1964 were said to be 'extremely good, cornices, fireplaces and joinery work having been restored in the appropriate style'. However the files also note that the houses were 'modernised and overhauled' which suggests that the use of the word 'restored' here does not refer to restoration in terms of contemporary conservation techniques. Section 3 of this report has found largely modern fixtures and fittings throughout No. 10, although there may have been a later phase of redevelopment within the building. Externally 75% of the stucco surface was renewed by the Ministry of Public Buildings & Works in 1948/49 and subsequently the repair and improvement of the window joinery to the correct design of Nos. 1, 5, 9 & 10 was carried out. There is also a note on the typical accommodation within the buildings at 1-12 Chester Place, comprising kitchen and stores in the basement, dining room and study on the ground floor, and a single sitting room on the 1<sup>st</sup> floor, and two bedrooms and a bathroom on each of the second and third floors.



Parish of St. Pancras, in the County of London.

DEPARTMENT OF WORKS.

DRAINAGE OF PREMISES.

TO THE VESTRY OF THE PARISH OF ST. PANCRAS.

Application No. 8916

GENTLEMEN,

- 1 Insert I or we, as the case may be.
- 2 Insert BY or OWN, as the case may be.
- 3 Insert the number or name of the house, and the name of the street.

*We*, the undersigned, hereby give you seven days' notice of *our* intention to reconstruct the drain of the premises known as *10. Beecher place.* in the Parish of St. Pancras, as shown on plan below, into the *Rick Sewer in Albany St.* and undertake to carry out the whole of the work in accordance with the annexed Regulations. (See back of this Form.)

Dated this *24* day of *May* 189*3*.

Signature of Person intending to drain the Premises *C. W. Killingbeck*

Address *Rowley Cliff Wharf, James St, Cannon Row*

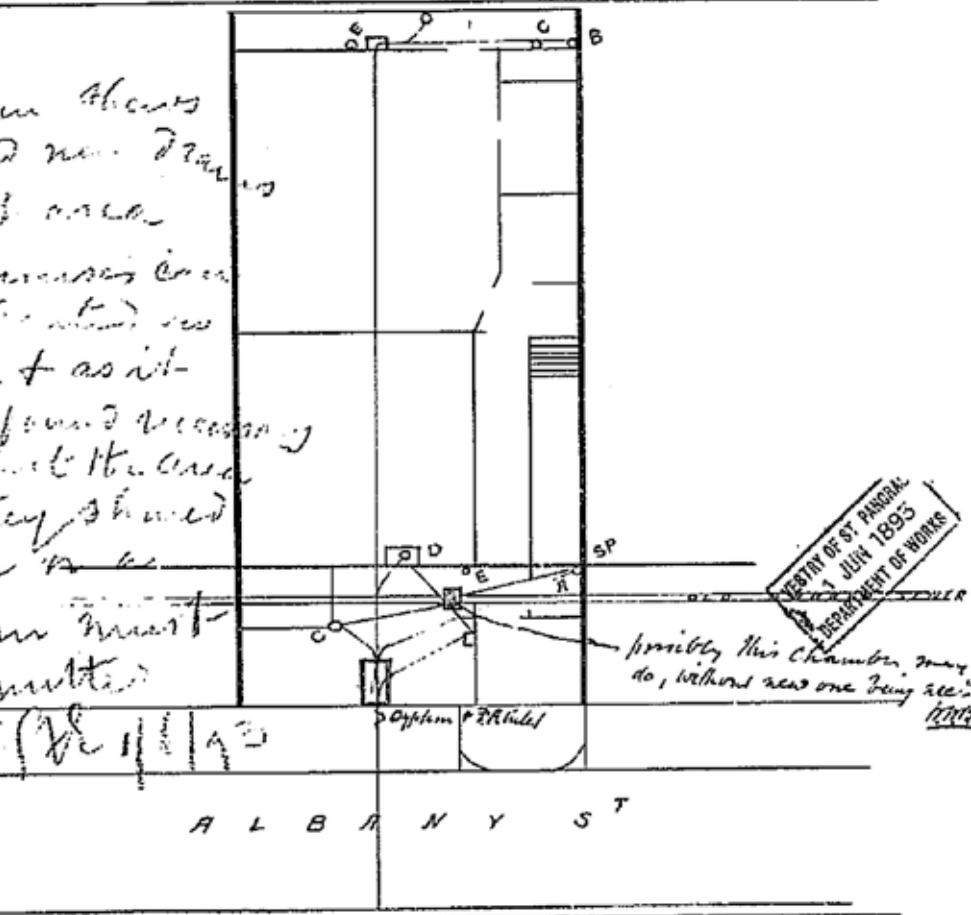
Name and Address of the owner of the house *G. F. Sheppard Esq. 10. Beecher place.*

Directions for making Plan.

Plan—8 feet to an inch. The plan is to be in ink, and the drains are to be shown in red. Existing drains in blue.

The plan shows proposed new drains in front area. The premises can only be drained as a whole & as it may be found necessary to construct the area drains they should be shown on a fresh plan submitted.

VESTRY OF ST. PANCRAS  
- 2 JUN 1893  
DEPARTMENT OF WORKS



VESTRY OF ST. PANCRAS  
- 2 JUN 1893  
DEPARTMENT OF WORKS

SCALE OF 1" = 8 FEET.

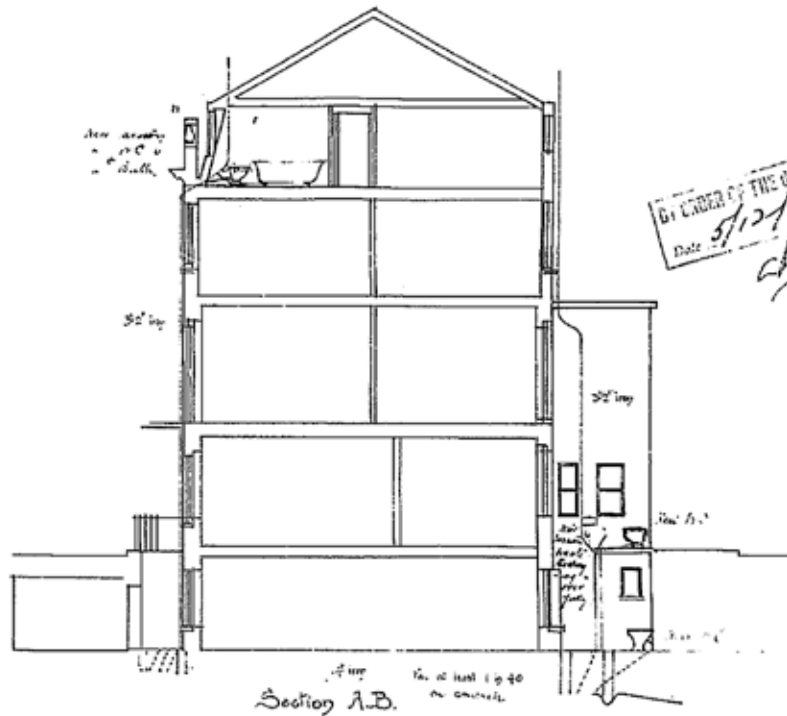
N.B.—The Plan must shew all the following particulars, viz:—  
 A. Water Closets. B. Rain Water Pipes. C. Sinks to Yards and Area. D. Sinks to Kitchens, Sculleries, and Washhouses. E. Ventilating Pipes.  
 Depth of Sewer below surface of Street *26 ft.* Depth of basement floor *12 ft.* Sizes of Drains *6"*

Examined *[Signature]*  
Assistant Surveyor.

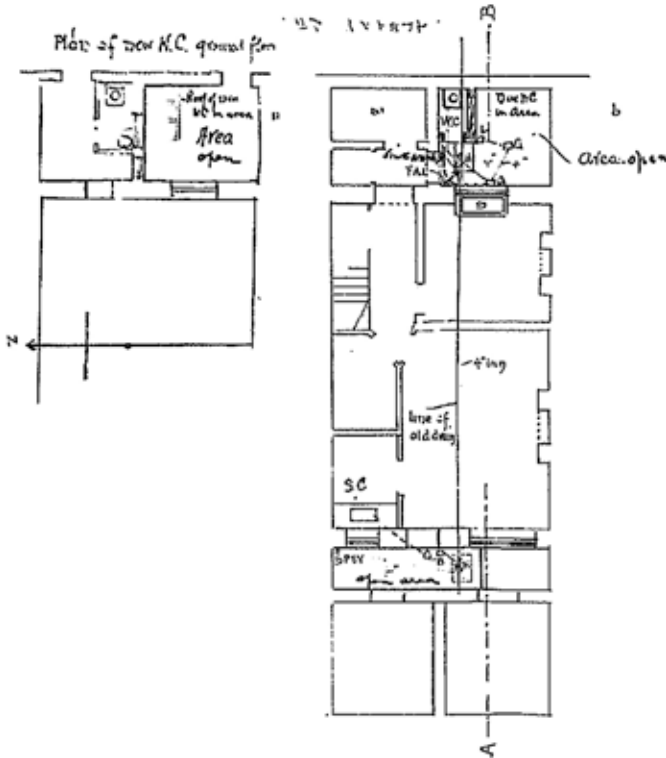
Approved *[Signature]*  
Engineer and Surveyor.

# No 10. Chester Place, Regents Park, N.W.

1/8" Scale



BY ORDER OF THE COMMISSION  
Date 5/12/06  
all



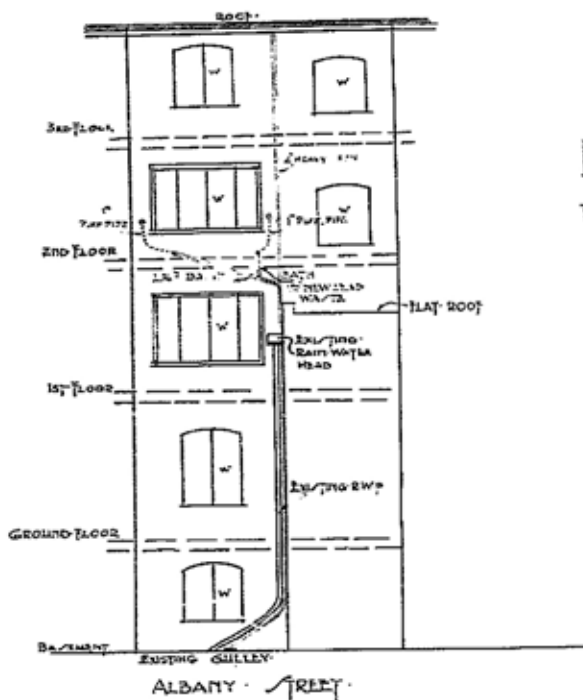
Basement Plan  
Chester Place, N.W.

Proposed alterations to the  
basement of the house at No 10  
Chester Place, N.W. (see plan)  
Proposed alterations to the  
basement of the house at No 10  
Chester Place, N.W. (see plan)  
Approved  
M. H. Clark  
Feb. 29/06

Harrold Ltd.  
Brompton, Rd. W

E. M. Atkins  
Aug. 27. 06

Plate 11 Drainage plan of 1906

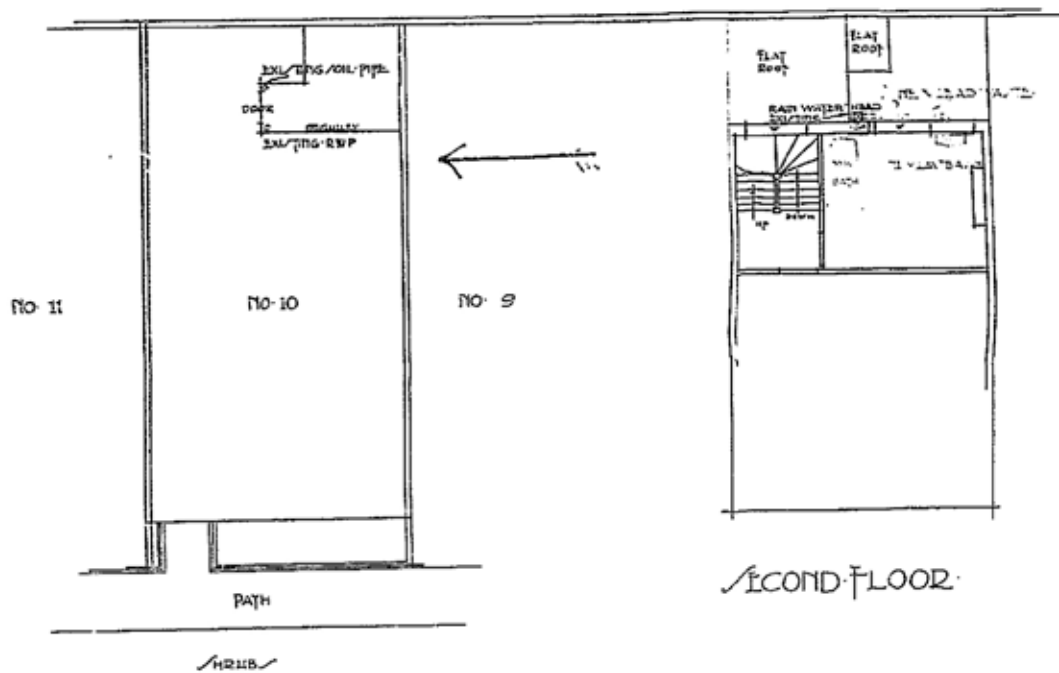


NO. 10 CHESTER PLACE.  
PROPOSED NEW BATH-ROOM

FOR

MRS. KERR.

*G. S. ... 14/10/27.*  
*G. S. ... 17/11/27.*

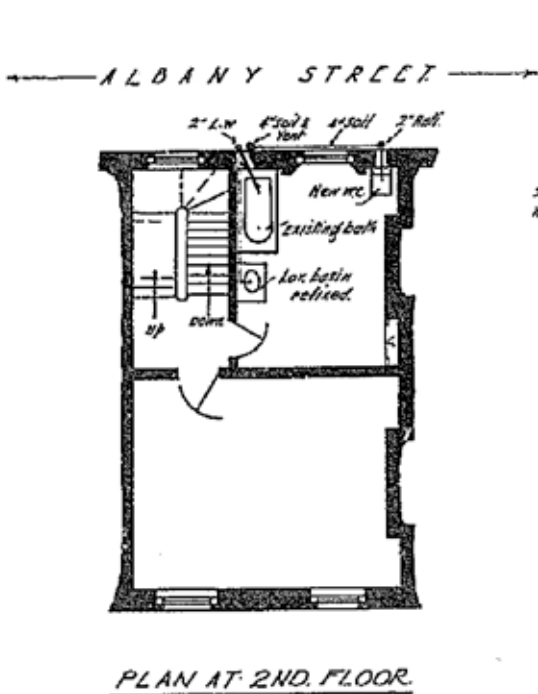


SECOND FLOOR.

CHESTER PLACE.  
BASEMENT PLAN  
- P. K. K.

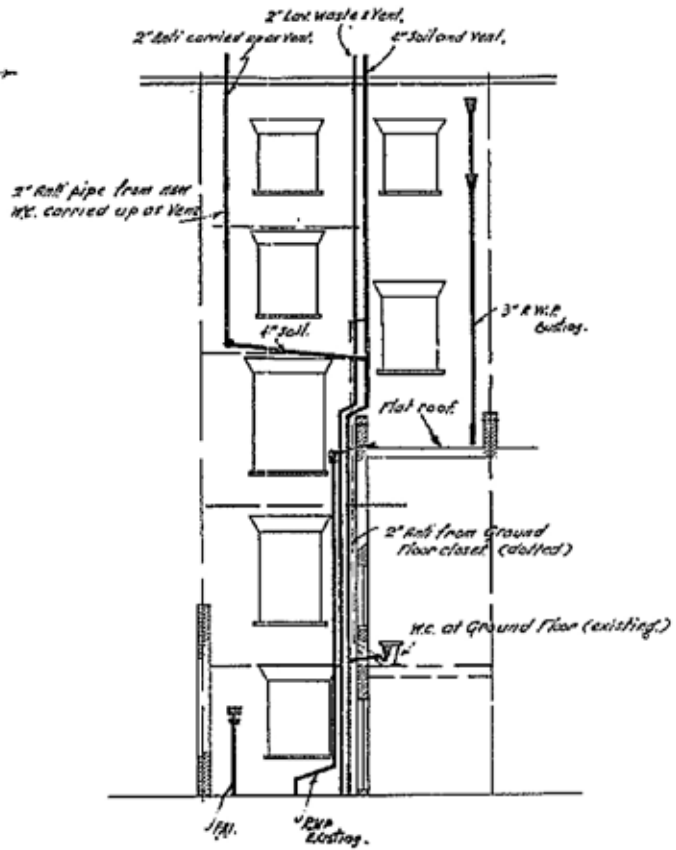
H. J. HEWLETT, F.S.I.  
ABBEY HOUSE,  
UPPER BANK STREET, N.W.1.  
DRAWING NO. 645

PROPOSED NEW W.C. AT SECOND FLOOR  
Nº 10, CHESTER PLACE, for G. KENT ESQ.



SCALE 8 FEET EQUAL 1 INCH

REFERENCE.  
 Existing -       
 New -     



SEALS OF PROPOSED DRAINAGE APPROVED  
 H. A. L. R. 19/7/35  
 in presence of  
*C. Bainbridge*  
 19-8-35

J. LIDSTONE & SON,  
 BUILDERS & CONTRACTORS  
 35-36, HOSIER LANE,  
 WEST SMITHFIELD, E.C.1.

31st JULY 1935

Plate 13 Drainage plan of 1935

### 2.2.3 Occupants

A number of well-known people have been connected with Chester Place, including Sara Coleridge, daughter of the writer Samuel Taylor Coleridge, herself a writer of fairy stories as well as editor of her father's work, who lived at No. 10 from 1837 until her death in 1852. Other famous occupants include Eliza Aria, fashion journalist 1866 – 1931 (1907), David Aria, journalist (1910) and Sir Cedric Webster Hardwick, actor 1893 – 1964 (1910). Charles Dickens rented a house in Chester Place in 1847 when his son Charley, ill with scarlet fever, was living nearby with the Hogarth family and at this time he was writing 'Dombey and Son'. While the Dickens were in residence their son Sydney was born. Sir Gerald du Maurier lived at No. 5, later moving to Cumberland Terrace, and the musician Ignaz Moscheles lived from 1830-46 at No. 3, where his friend Felix Mendelssohn's choral work 'Elijah' was rehearsed in 1846.<sup>4</sup>

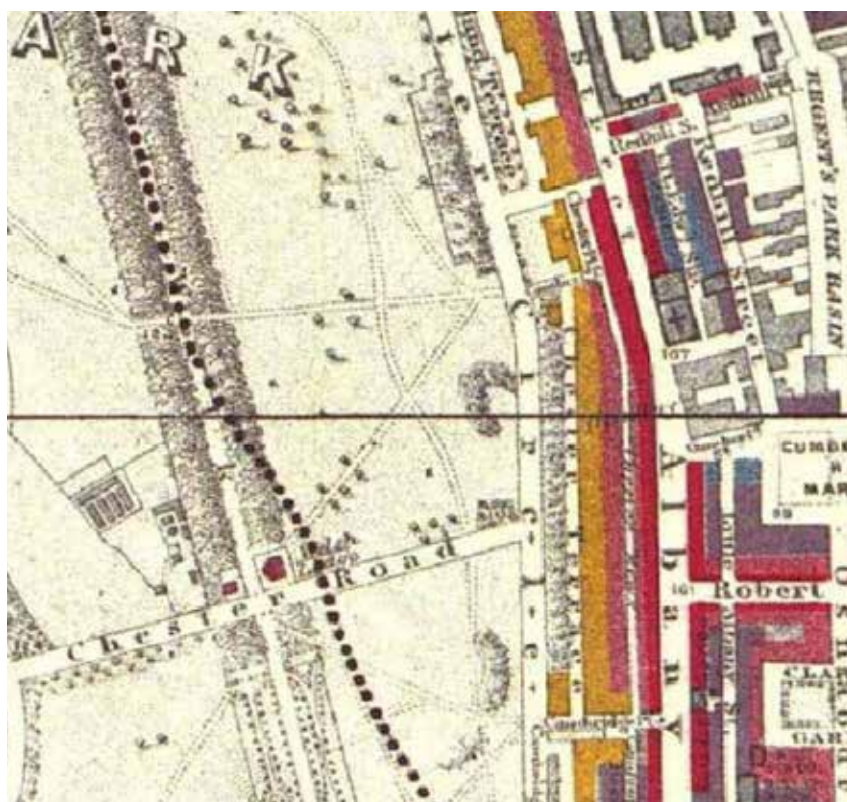


Plate 14 Charles Booth Descriptive Map of London Poverty 1889-90

Charles Booth's Poverty Map of 1902 provides an overview of the socio-economic groups that made up London at the turn of the 20<sup>th</sup> century. This extract from the map marks Chester Place in the colour red which denotes 'middle class, well-to-do' [Plate 14]. The terraces overlooking the park, unsurprisingly, are marked in yellow: 'upper-middle and upper classes, wealthy'. As the map moves east the colours are a mix of purple: 'mixed, some comfortable others poor' and light blue: 'poor, 18s to 21s a week for a moderate family'.

### 2.2.4 Relevant Recent Planning Applications

Camden's Planning Records have been searched online and do not appear to hold any details of any recent planning applications made regarding No.10 Chester Place.

## **2.3 Sources and Bibliography**

### **National Archives**

CRES 2/1738: Lease of land to William Nurse for erection of Cumberland Terrace, Cumberland Place and Nos 5-13, Chester Place, 1824-1828  
CRES 35/5176: Proposal for future of Chester Place, 1964-1966

### **Camden Local Archives**

Drainage Plans

### **Published Sources**

Cherry and Pevsner, *The Buildings of England, London 3: North West*, Penguin Books (1991)

'Chester Place', in *Survey of London: Volume 19, the Parish of St Pancras Part 2: Old St Pancras and Kentish Town*, ed. Percy Lovell and William McB. Marcham (London, 1938), p. 119. British History Online <http://www.british-history.ac.uk/survey-london/vol19/pt2/p119> (accessed 27 June 2017).

Crown Estate Paving Commission, 'A Total Work of Architectural and Landscape Art', A Vision for Regent's Park, February 2017

John Thompson & Partners and London Borough of Camden, *Regent's Park Conservation Area Appraisal and Management Strategy (Draft February 2011)*.

The National Heritage List for England <http://www.english-heritage.org.uk/professional/protection/process/national-heritage-list-for-england/> (accessed 27 June 2017)

## 3.0 Site Survey Descriptions

### 3.1 The Building in its Setting

Chester Place is set behind and to the east of Nash's grand terraces that face Regent's Park; Cumberland Place is between it and the park and observes views onto it. The road between the Chester and Cumberland Place terraces rises to the north, and the Chester Place houses lie lower and behind an area of steeply falling planting, enclosed by railings towards the road. The park-facing terraces are of a greater scale at four full storeys, compared with Chester Place's three storeys, and architecturally more elaborate.

The back of Chester Place faces onto Albany Street, a busy thoroughfare linking the Marylebone Road with Camden to the north. The houses at Chester Place have no rear gardens; their shallow closet wings are set hard against the pavement. There are four trees on the pavement outside the Chester Place rear elevations that screen some of the houses from the busy street. To the north is a modern two storey residential block that has replaced the mews to Cumberland Terrace, whose plain and altered rear elevation rises beyond (to the west). Opposite the site is a sunken school playground and to its north a c.1990s block of apartments in red brick, four storeys tall.

### 3.2 The Building Externally

The building sits mid-terrace in the northern half of Chester Place. Its front is contiguous with the neighbouring houses, of three full storeys, over a basement and with a steeply pitched mansard in slate, two bays wide, with fenestration to original patterns but widened at basement level, an original panelled door with modern glass in the top lights, original railings, the bootscrapers missing but their location still in evidence. Channelled stucco or render finish. Entrance bridge and stone threshold replaced. Original first floor balcony and railings. Bottle balustrade above parapet is missing. Tall southern chimney stack, that to the north much lower and following the mansard profile.

The rear elevation is largely original, plain and faced in stock brick. It is four storeys tall over a concealed basement (no mansard on this side). To the north a two-storey closet wing which continues to no.11, and a garden wall. The typical Nash stucco finish one would expect on the garden wall and that is present further south in the terrace is absent. Two historic panelled doors, replacement fenestration to original patterns. Modern door in closet wing at basement level. Central downpipe and one to either side. Upper storeys in part concealed by street tree. Some low quality re-pointing. Modern air bricks, one per level, south of the main windows.



Albany Street looking south, 10 Chester Place concealed by trees



Chester Place looking south



Rear elevation



Immediate setting to the front



Rear lightwell



Front lightwell



### **3.3 The Building Internally**

#### **3.3.1 The Roof**

The roof structure is of sawn timbers and the construction of the main members suggests a late 19<sup>th</sup> century date.

#### **3.3.2 The Staircase**

The staircase rises in the original position but appears to be a post-war replacement. It is a timber construction with square newel posts and spindles, and a profiled handrail and skirting, all clearly modern. The joinery and plasterwork in the stair well is also modern throughout, as are the sashes onto Albany Street.

The original basement staircase (stone with metal handrail) survives.

#### **3.3.3 Third Floor**

This is the top floor, accommodated in a mansard to the front.

The front north room is a modern bathroom with modern cornice, modern sanitary fittings, carpet and door joinery. 20<sup>th</sup> century three-over-three sash window. No features of architectural or historic interest.

The front south room is somewhat larger but also entirely modern in terms of fittings and finishes. Window joinery probably late 19<sup>th</sup> century.

The rear room is similar to the front bedroom and devoid of historic finishes or fittings. It has a timber chimney piece that was likely introduced in the 20<sup>th</sup> century.

Post-war sash and recent timber-framed secondary glazing.

On the landing is a modern built-in cupboard.

#### **3.3.4 Second Floor**

The plan form at this level is reconfigured; the rear room is no longer accessible off the main staircase but is now en suite to the front room. The front room has 20<sup>th</sup> century fittings and finishes, except for the sashes which are original or at least of a 19<sup>th</sup> century date. Either side of the chimney breast are canted projecting cupboards which also appear on other floors; these are modern.

The rear room has been split into a dressing room and bathroom and lost all historic fittings and finishes as well as its plan form; only the rear sash is original (with 20<sup>th</sup> century timber-framed secondary glazing).

#### **3.3.5 First Floor**

The rooms on the first floor have been connected through a wide opening in modern times. They have period-style decorations which are all modern replicas, including the cornices, skirtings and fireplaces. The four-panelled doors appear historic but cut to size; the architraves are modern. The windows are good quality replacements.



Third floor front bedroom



Third floor front bathroom



Third floor rear room



Second floor front room



First floor front room



Second floor rear bathroom



First floor front and rear rooms

### **3.3.6 Closet Wing First to Ground Floor**

This has a single room with all modern finishes and fittings, including the sash and four-panelled door.

### **3.3.7 Ground Floor**

This preserves its plan form but like the levels above has been fitted with replica decorations. This includes all cornices, bolection mouldings, chimney piece, skirting boards, and door/window joinery. The rear room is today a kitchen with modern units. The closet wing accommodates a corridor to the back door onto Albany Street (an original panelled door), modern cupboards and a WC to either side.

### **3.3.8 Basement**

The front is split into a small bathroom to the north (all modern) and a larger front and a modern kitchen room which has nothing historic except an original panelled door into the lightwell. Widened modern sash.

The rear room is plain and without historic finishes. High level ducts on south and north walls. Replacement sash. The corridor to the rear has modern joinery, cupboards etc.

### **3.3.9 Vaults**

There is one vault beneath Albany Street (original, painted brickwork, floor concealed) and two beneath Chester Place (north vault seemingly re-built in the 20<sup>th</sup> century, floor concealed; south vault not accessible, possibly back-filled). All vaults have modern doors.

Front lightwell has cement floor finish.

The front lightwell has a channelled stucco or render elevation to the house and painted brickwork to the west.



Closet wing first to gorund floor



Entrance hall



Staircase



Ground floor rear room



Ground floor front room



Ground floor front room spine wall



Basement front bathroom



Basement rear room



Basement front room



Basement staircase



Front vault

## 4.0 Commentary on the Proposals

### 4.1 Description of the Proposals and their Impact

The proposals are shown on drawings by TF architecture and explained in their Design and Access Statement. In general terms, the proposals see the retention of historic plan form and those few elements of original fabric that survive, and improvement works in other, more altered areas.

#### External Alterations

- The missing bottle balustrade on the front parapet is to be reinstated. This will be a strong benefit and improve the appearance of the building and terrace.
- Non-original roof finishes are to be replaced in Welsh slates on the main roof. This will be an enhancement.
- The front elevation is to be repaired in matching materials and techniques, including stucco, doors and fenestration. This would ensure the long term beneficial occupation of the building.
- The modern doors to the vaults would be replaced in panelled doors. This would be an enhancement.
- The rear elevation will be repaired as necessary, and cast iron downpipes installed. The ground floor window (a replacement) would be lowered to form a French window with Juliette balcony. This would result in a small change but not in significant harm, given the recent age of the joinery. Any harm would be outweighed by the improvements and careful repairs elsewhere.

#### Internal Alterations

It is proposed to carry out repair works to surviving original fabric, including floors and plasterwork. Modern fabric, such as plasterboard ceilings and modern floor finishes, are to be replaced. The rear windows would be fitted with secondary glazing, and all windows would be repaired. These works accord with best conservation practice and would enhance the significance of the building,

At basement level, the following is proposed:

- Reconfigure the non-original kitchen and WC in the small front rooms. This would cause no harm as all fabric and plan form here is modern.
- Replacement of the non-original doors into the two front rooms and insertion of a historically accurate door. This would be an enhancement.

At ground floor level, the following is proposed:

- A double-width opening between the front and rear room. This would preserve the plan form, result in the removal of a modern hatch, and cause no harm.
- Replacement door joinery, and fixing shut the door into the rear room (to be lined internally). New kitchen fittings in the rear room. A new WC on the closet wing. The removal of a partition to the

basement staircase. Removal of radiators and insertion of cast iron radiators in appropriate positions. All these changes relate to modern fabric and would cause no harm.

At first floor level, there would be no significant change other than improvements to joinery in the form of door architraves, and more appropriate radiators, all being enhancements.

At second floor level:

- The front room would be freed of all modern built in cupboards and furniture, and a historically accurate cornice introduced, and improvements to radiators and architraves would be as on the floors below. These would be enhancements.
- The rear room would be reconfigured: modern subdivisions would be removed and new wardrobes and bath fittings inserted. This would result in a less cluttered layout and constitute a minor enhancement.

At third floor level the proposals would be similar to those on second floor: modern built in elements would be removed, there would be replacement bathroom fittings, and replacement door joinery. These would be improvements.

#### **4.2 Justification of the Proposals**

The NPPF asks that change to heritage assets be assessed to ascertain whether it would harm the significance of the asset, and if so, whether such harm can be balanced by public benefits.

These proposals are overwhelmingly positive and would result in enhancements to the listed building and conservation area: they would see the reinstatement of the lost bottle balustrade at the front parapet, and important design feature, creating a key benefit to the building and conservation area; the removal of modern subdivisions and sanitary/ kitchen units; improvements to historic rooms in the form of joinery and cornices; and the repairs that are planned throughout accord with best conservation practice and will help to keep the building well maintained and in its optimum viable use. There is only one area of change that would result in some minor loss of original fabric, and that is the slight enlargement of the rear ground floor window. Given that this window has modern joinery, and is largely concealed in views, this change would be small and the harm minimal, and comfortably outweighed by the benefits provided elsewhere and explained above. The balance is therefore strongly in favour of these proposals which will enhance the building and this part of the conservation area.

#### **4.3 Conclusion**

10 Chester Place is a terraced building that was constructed as part of John Nash's masterplan for Regent's Park and that survived the war, unlike many other Nash terraces which were either rebuilt or reconstructed behind retained elevations. The building retains some of its plan form, but was it was refinished with modern decorations in the 20<sup>th</sup> century, and has a new staircase and a replica decorative scheme. The building has not been modernised in several decades, and some of its accommodation is in need of renewal.

The proposals would enhance the significance of the building in many areas, most notably on the front through the reinstatement of the missing bottle balustrade, and also internally through better joinery and higher quality kitchen and bathroom fittings. The rear ground floor window would be altered but this is a small change to altered fabric. Overall, the balance is strongly in favour of these proposals which would see the building being made fit for its optimum viable use for years to come, and with important improvement works of high quality.



## Appendix I -Statutory List Descriptions

### **Nos. 1-12 Chester Place and attached railings**

**Grade: I**

**Date first listed: 10-Jun-1954**

TQ2882NE CHESTER PLACE 798-1/87/207 (East side) 10/06/54 Nos.1-12 (Consecutive) and attached railings

Terrace of 12 houses. c1826. By John Nash. Stucco with rusticated ground floor. Slated mansard roofs with dormers and massive slab chimney-stacks. Symmetrical terrace of 3 storeys, attics and basements; centre and ends with additional attic storey. Nos 6, 7 & 12 with prostyle stucco porticoes, otherwise plain recessed doorways with panelled doors, some partly glazed. Pilasters rise through 1<sup>st</sup> and 2<sup>nd</sup> floors to carry continuous entablature at 3<sup>rd</sup> floor level. Recessed sashes; ground floor mostly with margin glazing, 1<sup>st</sup> floor tripartite with continuous cast-iron balcony, 2<sup>nd</sup> floor architraved. Above those with attic storey, a cornice and blocking course; those with 3 storeys mostly retaining balustraded parapet. At south end, to former Chester Terrace Mews, attached stucco Greek Doric portico with fluted three-quarter columns carrying entablature and pediment.

INTERIORS: not inspected.

SUBSIDIARY FEATURES: attached cast-iron railings with tasselled spearhead finials to areas. Nos 1 & 2 and 4-12 (consec) were listed on 14/05/74. (Survey of London: Vol. XIX, Old St Pancras and Kentish Town (St Pancras II); London: -1938: 119).

## Appendix II - Planning Policy and Guidance

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

The Act is legislative basis for decision making on applications that relate to the historic environment.

Sections 66 and 72 of the Act impose a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and conservation areas.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

in considering whether to grant permission for development which affects a listed building or its setting, the local planning authority, or as the case may be the Secretary of State shall have special regard to the desirability of pre—serving the building or its setting or any features of special architectural or historic interest which it possesses.

Similarly, section 72(l) of the above Act states that:

... with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area.

### **National Planning Policy Framework**

Any proposals for consent relating to heritage assets are subject to the policies of the NPPF (2012). This sets out the Government's planning policies for England and how these are expected to be applied. With regard to 'Conserving and enhancing the historic environment', the framework requires proposals relating to heritage assets to be justified and an explanation of their effect on the heritage asset's significance provided.

The NPPF has the following relevant policies for proposals such as this:

14. At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

The NPPF sets out twelve core planning principles that should underpin decision making (paragraph 17). Amongst those are that planning should:

- not simply be about scrutiny, but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives;
- proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating

sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities;

- always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;
- support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change, and encourage the reuse of existing resources, including conversion of existing buildings, and encourage the use of renewable resources (for example, by the development of renewable energy);
- conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations;

With regard to the significance of a heritage asset, the framework contains the following policies:

*129. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.*

In determining applications local planning authorities are required to take account of significance, viability, sustainability and local character and distinctiveness. Paragraph 131 of the NPPF identifies the following criteria in relation to this:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

With regard to potential 'harm' to the significance designated heritage asset, in paragraph 132 the framework states the following:

*...great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.*

With regard to 'less than substantial harm' to the significance of a designated heritage asset, of the NPPF states the following;

*134. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.*

## **National Planning Practice Guidance**

The planning practice guidance was published on the 6<sup>th</sup> March 2014 to support the National Planning Policy Framework and the planning system. It includes particular guidance on matters relating to protecting the historic environment in the section: Conserving and Enhancing the Historic Environment. The relevant guidance is as follows:

### **Paragraph 3: What is meant by the conservation and enhancement of the historic environment?**

The conservation of heritage assets in a manner appropriate to their significance is a core planning principle. Heritage assets are an irreplaceable resource and effective conservation delivers wider social, cultural, economic and environmental benefits.

Conservation is an active process of maintenance and managing change. It requires a flexible and thoughtful approach to get the best out of assets as diverse as listed buildings in everyday use to as yet undiscovered, undesignated buried remains of archaeological interest.

In the case of buildings, generally the risks of neglect and decay of heritage assets are best addressed through ensuring that they remain in active use that is consistent with their conservation. Ensuring such heritage assets remain used and valued is likely to require sympathetic changes to be made from time to time. In the case of archaeological sites, many have no active use, and so for those kinds of sites, periodic changes may not be necessary.

Where changes are proposed, the National Planning Policy Framework sets out a clear framework for both plan-making and decision-taking to ensure that heritage assets are conserved, and where appropriate enhanced, in a manner that is consistent with their significance and thereby achieving sustainable development.

Part of the public value of heritage assets is the contribution that they can make to understanding and interpreting our past. So where the complete or partial loss of a heritage asset is justified, the aim then is to capture and record the evidence of the asset's significance which is to be lost, interpret its contribution to the understanding of our past, and make that publicly available.

### **Paragraph 7 states:**

There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

- an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a

- high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being;
- and an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

### **Paragraph 8: What is "significance"?**

"Significance" in terms of heritage policy is defined in the Glossary of the National Planning Policy Framework.

In legislation and designation criteria, the terms 'special architectural or historic interest' of a listed building and the 'national importance' of a scheduled monument are used to describe all or part of the identified heritage asset's significance. Some of the more recent designation records are more helpful as they contain a fuller, although not exhaustive, explanation of the significance of the asset.

### **Paragraph 9: Why is 'significance' important in decision-taking?**

Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals

### **Paragraph 15: What is a viable use for a heritage asset and how is it taken into account in planning decisions?**

The vast majority of heritage assets are in private hands. Thus, sustaining heritage assets in the long term often requires an incentive for their active conservation. Putting heritage assets to a viable use is likely to lead to the investment in their maintenance necessary for their long-term conservation.

By their nature, some heritage assets have limited or even no economic end use. A scheduled monument in a rural area may preclude any use of the land other than as a pasture, whereas a listed building may potentially have a variety of alternative uses such as residential, commercial and leisure.

In a small number of cases a heritage asset may be capable of active use in theory but be so important and sensitive to change that alterations to accommodate a viable use would lead to an unacceptable loss of significance.

It is important that any use is viable, not just for the owner, but also the future conservation of the asset. It is obviously desirable to avoid successive harmful changes carried out in the interests of repeated speculative and failed uses.

If there is only one viable use, that use is the optimum viable use. If there is a range of alternative viable uses, the optimum use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes.

The optimum viable use may not necessarily be the most profitable one. It might be the original use, but that may no longer be economically viable or even the most compatible with the long-term conservation of the asset. However, if from a conservation point of view there is no real difference between viable uses, then the choice of use is a decision for the owner.

Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused provided the harm is minimised. The policy in addressing substantial and less than substantial harm is set out in paragraphs 132 – 134 of the National Planning Policy Framework.

#### **Paragraph 20: What is meant by the term public benefits?**

Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework (Paragraph 7). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.

Public benefits may include heritage benefits, such as:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- reducing or removing risks to a heritage asset
- securing the optimum viable use of a heritage asset

#### **Historic England: Historic Environment Good Practice Advice in Planning (March 2015)**

The purpose of the Good Practice Advice note is to provide information on good practice to assist in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the relate guidance given in the National Planning Practice Guide (NPPG).

#### **Note 2 'Managing Significance in Decision-Taking'**

This note provides information on:

- assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness.

It states that:

*The advice in this document, in accordance with the NPPF, emphasises that the information required in support of applications for planning permission and listed building consent should be no more than is necessary to reach an informed decision, and that activities to conserve or investigate the asset needs to be proportionate to the significance of the heritage assets affected and the impact on that significance.*

In their general advice on decision-taking, this note advises that:

*Development proposals that affect the historic environment are much more likely to gain the necessary permissions and create successful places if they are designed with the knowledge and understanding of the significance of the heritage assets they may affect. The first step for all applicants is to understand the significance of any affected heritage asset and, if relevant, the contribution of its setting to its significance. The significance of a heritage asset is the sum of its archaeological, architectural, historic, and artistic interest.*

Paragraph 6 highlights the NPPF and NPPG's promotion of early engagement and pre-application discussion, and the early consideration of significance of the heritage asset in order to ensure that any issues can be properly identified and addressed. Furthermore, the note advises that:

*As part of this process, these discussions and subsequent applications usually benefit from a structured approach to the assembly and analysis of relevant information. The stages below indicate the order in which this process can be approached – it is good practice to check individual stages of this list but they may not be appropriate in all cases and the level of detail applied should be proportionate.*

- Understand the significance of the affected assets;
- Understand the impact of the proposal on that significance;
- Avoid, minimise and mitigate impact in a way that meets the objectives of the NPPF;
- Look for opportunities to better reveal or enhance significance;
- Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change;
- Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.

### **The Assessment of Significance as part of the Application Process**

Paragraph 7 emphasises the need to properly assess the nature, extent and importance of the significance of a heritage asset and the contribution of its setting early in the process, in order to form a successful development, and in order for the local planning authority to make decisions in line with legal objectives and the objectives of the development plan and the policy requirements of the NPPF.

8. Understanding the nature of the significance is important to understanding the need for and best means of conservation. For example, a modern building of high architectural interest will have quite different sensitivities from an archaeological site where the interest arises from the possibility of gaining new understanding of the past.
9. Understanding the extent of that significance is also important because this can, among other things, lead to a better understanding of how adaptable the asset may be and therefore improve viability and the prospects for long term conservation.

10. Understanding the level of significance is important as it provides the essential guide to how the policies should be applied. This is intrinsic to decision-taking where there is unavoidable conflict with other planning objectives.
11. To accord with the NPPF, an applicant will need to undertake an assessment of significance to inform the application process to an extent necessary to understand the potential impact (positive or negative) of the proposal and to a level of thoroughness proportionate to the relative importance of the asset whose fabric or setting is affected.

### **Cumulative Impact**

28. The cumulative impact of incremental small-scale changes may have as great an effect on the significance of a heritage asset as a larger scale change. Where the significance of a heritage asset has been compromised in the past by unsympathetic development to the asset itself or its setting, consideration still needs to be given to whether additional change will further detract from, or can enhance, the significance of the asset in order to accord with NPPF policies. Negative change could include severing the last link to part of the history of an asset or between the asset and its original setting. Conversely, positive change could include the restoration of a building's plan form or an original designed landscape.

### **Listed Building Consent Regime**

29. Change to heritage assets is inevitable but it is only harmful when significance is damaged. The nature and importance of the significance that is affected will dictate the proportionate response to assessing that change, its justification, mitigation and any recording which may be needed if it is to go ahead. In the case of listed buildings, the need for owners to receive listed building consent in advance of works which affect special interest is a simple mechanism but it is not always clear which kinds of works would require consent. In certain circumstances there are alternative means of granting listed building consent under the Enterprise & Regulatory Reform Act 2013.

### **Opportunities to Enhance Assets, their Settings and Local Distinctiveness**

52. Sustainable development can involve seeking positive improvements in the quality of the historic environment. There will not always be opportunities to enhance the significance or improve a heritage asset but the larger the asset the more likely there will be. Most conservation areas, for example, will have sites within them that could add to the character and value of the area through development, while listed buildings may often have extensions or other alterations that have a negative impact on the significance. Similarly, the setting of all heritage assets will frequently have elements that detract from the significance of the asset or hamper its appreciation.

### **A staged approach to proportionate decision-taking**



10. All heritage assets have significance, some of which have particular significance and are designated and the contribution made by their setting to their significance also varies. And, though many settings may be enhanced by development, not all settings have the same capacity to accommodate change without harm to the significance of the heritage asset. This capacity may vary between designated assets of the same grade or of the same type or according to the nature of the change. It can also depend on the location of the asset: an elevated or overlooked location; a riverbank, coastal or island location; or a location within an extensive tract of flat land may increase the sensitivity of the setting (ie the capacity of the setting to accommodate change without harm to the heritage asset's significance). This requires the implications of development affecting the setting of heritage assets to be considered on a case-by-case basis.
11. Protection of the setting of heritage assets need not prevent change; indeed change may be positive, for instance where the setting has been compromised by poor development. Many places are within the setting of a heritage asset and are subject to some degree of change over time. NPPF policies, together with the guidance on their implementation in the Planning Policy Guidance (PPG), provide the framework for the consideration of change affecting the setting of undesignated and designated heritage assets as part of the decision-taking process (NPPF, Paragraphs 131-135 and 137).
12. Amongst the Government's planning objectives for the historic environment is that conservation decisions are based on the nature, extent and level of a heritage asset's significance and are investigated to a proportionate degree.

### **Historic England: Conservation Principles and Assessment (2008)**

Conservation Principles (2008) explores, on a more philosophical level, the reason why society places a value on heritage assets beyond their mere utility. It identifies four types of heritage value that an asset may hold: aesthetic, communal, historic and evidential value. This is simply another way of analysing its significance. These values can help shape the most efficient and effective way of managing the heritage asset so as to sustain its overall value to society.

#### **Evidential Value**

- 35 Evidential value derives from the potential of a place to yield evidence about past human activity.
- 36 Physical remains of past human activity are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them. These remains are part of a record of the past that begins with traces of early humans and continues to be created and destroyed. Their evidential value is proportionate to their potential to contribute to people's understanding of the past.
- 37 In the absence of written records, the material record, particularly archaeological deposits, provides the only source of evidence about the distant past. Age is therefore a strong indicator of relative evidential value, but is not paramount,

since the material record is the primary source of evidence about poorly documented aspects of any period. Geology, landforms, species and habitats similarly have value as sources of information about the evolution of the planet and life upon it.

- 38 Evidential value derives from the physical remains or genetic lines that have been inherited from the past. The ability to understand and interpret the evidence tends to be diminished in proportion to the extent of its removal or replacement.

### **Historical Value**

- 39 Historical value derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative.
- 40 The idea of illustrating aspects of history or prehistory – the perception of a place as a link between past and present people – is different from purely evidential value. Illustration depends on visibility in a way that evidential value (for example, of buried remains) does not. Places with illustrative value will normally also have evidential value, but it may be of a different order of importance. An historic building that is one of many similar examples may provide little unique evidence about the past, although each illustrates the intentions of its creators equally well. However, their distribution, like that of planned landscapes, may be of considerable evidential value, as well as demonstrating, for instance, the distinctiveness of regions and aspects of their social organisation.
- 41 Illustrative value has the power to aid interpretation of the past through making connections with, and providing insights into, past communities and their activities through shared experience of a place. The illustrative value of places tends to be greater if they incorporate the first, or only surviving, example of an innovation of consequence, whether related to design, technology or social organisation. The concept is similarly applicable to the natural heritage values of a place, for example geological strata visible in an exposure, the survival of veteran trees, or the observable interdependence of species in a particular habitat. Illustrative value is often described in relation to the subject illustrated, for example, a structural system or a machine might be said to have 'technological value'.
- 42 Association with a notable family, person, event, or movement gives historical value a particular resonance. Being at the place where something momentous happened can increase and intensify understanding through linking historical accounts of events with the place where they happened – provided, of course, that the place still retains some semblance of its appearance at the time. The way in which an individual built or furnished their house, or made a garden, often provides insight into their personality, or demonstrates their political or cultural affiliations. It can suggest aspects of their character and motivation that extend, or even contradict, what they or others wrote, or are recorded as having said, at the time, and so also provide evidential value.

- 43 Many buildings and landscapes are associated with the development of other aspects of cultural heritage, such as literature, art, music or film. Recognition of such associative values tends in turn to inform people's responses to these places. Associative value also attaches to places closely connected with the work of people who have made important discoveries or advances in thought about the natural world.
- 44 The historical value of places depends upon both sound identification and direct experience of fabric or landscape that has survived from the past, but is not as easily diminished by change or partial replacement as evidential value. The authenticity of a place indeed often lies in visible evidence of change as a result of people responding to changing circumstances. Historical values are harmed only to the extent that adaptation has obliterated or concealed them, although completeness does tend to strengthen illustrative value.
- 45 The use and appropriate management of a place for its original purpose, for example as a place of recreation or worship, or, like a watermill, as a machine, illustrates the relationship between design and function, and so may make a major contribution to its historical values. If so, cessation of that activity will diminish those values and, in the case of some specialised landscapes and buildings, may essentially destroy them. Conversely, abandonment, as of, for example, a medieval village site, may illustrate important historical events.

### **Aesthetic Value**

- 46 Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place.
- 47 Aesthetic values can be the result of the conscious design of a place, including artistic endeavour. Equally, they can be the seemingly fortuitous outcome of the way in which a place has evolved and been used over time. Many places combine these two aspects – for example, where the qualities of an already attractive landscape have been reinforced by artifice – while others may inspire awe or fear. Aesthetic values tend to be specific to a time and cultural context, but appreciation of them is not culturally exclusive.
- 48 Design value relates primarily to the aesthetic qualities generated by the conscious design of a building, structure or landscape as a whole. It embraces composition (form, proportions, massing, silhouette, views and vistas, circulation) and usually materials or planting, decoration or detailing, and craftsmanship. It may extend to an intellectual programme governing the design (for example, a building as an expression of the Holy Trinity), and the choice or influence of sources from which it was derived. It may be attributed to a known patron, architect, designer, gardener or craftsman (and so have associational value), or be a mature product of a vernacular tradition of building or land management. Strong indicators of importance are quality of design and execution, and innovation, particularly if influential.

- 49 Sustaining design value tends to depend on appropriate stewardship to maintain the integrity of a designed concept, be it landscape, architecture, or structure.
- 50 It can be useful to draw a distinction between design created through detailed instructions (such as architectural drawings) and the direct creation of a work of art by a designer who is also in significant part the craftsman. The value of the artwork is proportionate to the extent that it remains the actual product of the artist's hand. While the difference between design and 'artistic' value can be clearcut, for example statues on pedestals (artistic value) in a formal garden (design value), it is often far less so, as with repetitive ornament on a medieval building.
- 51 Some aesthetic values are not substantially the product of formal design, but develop more or less fortuitously over time, as the result of a succession of responses within a particular cultural framework. They include, for example, the seemingly organic form of an urban or rural landscape; the relationship of vernacular buildings and structures and their materials to their setting; or a harmonious, expressive or dramatic quality in the juxtaposition of vernacular or industrial buildings and spaces. Design in accordance with Picturesque theory is best considered a design value.
- 52 Aesthetic value resulting from the action of nature on human works, particularly the enhancement of the appearance of a place by the passage of time ('the patina of age'), may overlie the values of a conscious design. It may simply add to the range and depth of values, the significance, of the whole; but on occasion may be in conflict with some of them, for example, when physical damage is caused by vegetation charmingly rooting in masonry. 53 While aesthetic values may be related to the age of a place, they may also (apart from artistic value) be amenable to restoration and enhancement. This reality is reflected both in the definition of conservation areas (areas whose 'character or appearance it is desirable to preserve or enhance') and in current practice in the conservation of historic landscapes.

### **Communal Value**

54. Communal value derives from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory. Communal values are closely bound up with historical (particularly associative) and aesthetic values, but tend to have additional and specific aspects.
55. Commemorative and symbolic values reflect the meanings of a place for those who draw part of their identity from it, or have emotional links to it. The most obvious examples are war and other memorials raised by community effort, which consciously evoke past lives and events, but some buildings and places, such as the Palace of Westminster, can symbolise wider values. Such values tend to change over time, and are not always affirmative. Some places may be important for reminding us of uncomfortable events, attitudes or periods in England's history. They are important aspects of collective memory and identity, places of remembrance whose meanings should not be forgotten. In some

cases, that meaning can only be understood through information and interpretation, whereas, in others, the character of the place itself tells most of the story.

56. Social value is associated with places that people perceive as a source of identity, distinctiveness, social interaction and coherence. Some may be comparatively modest, acquiring communal significance through the passage of time as a result of a collective memory of stories linked to them. They tend to gain value through the resonance of past events in the present, providing reference points for a community's identity or sense of itself. They may have fulfilled a community function that has generated a deeper attachment, or shaped some aspect of community behaviour or attitudes. Social value can also be expressed on a large scale, with great time-depth, through regional and national identity.
57. The social values of places are not always clearly recognised by those who share them, and may only be articulated when the future of a place is threatened. They may relate to an activity that is associated with the place, rather than with its physical fabric. The social value of a place may indeed have no direct relationship to any formal historical or aesthetic values that may have been ascribed to it.
58. Compared with other heritage values, social values tend to be less dependent on the survival of historic fabric. They may survive the replacement of the original physical structure, so long as its key social and cultural characteristics are maintained; and can be the popular driving force for the re-creation of lost (and often deliberately destroyed or desecrated) places with high symbolic value, although this is rare in England.
59. Spiritual value attached to places can emanate from the beliefs and teachings of an organised religion, or reflect past or present-day perceptions of the spirit of place. It includes the sense of inspiration and wonder that can arise from personal contact with places long revered, or newly revealed.
60. Spiritual value is often associated with places sanctified by longstanding veneration or worship, or wild places with few obvious signs of modern life. Their value is generally dependent on the perceived survival of the historic fabric or character of the place, and can be extremely sensitive to modest changes to that character, particularly to the activities that happen there.

### **Regional Policy**

#### **The London Plan Policies (Further Alterations to the London Plan (FALP) 2016)**

In March 2016, the Mayor published (i.e. adopted) the Further Alterations to the London Plan (FALP). From this date, the FALP are operative as formal alterations to the London Plan (the Mayor's spatial development strategy) and form part of the development plan for Greater London.

The London Plan has been updated to incorporate the Further Alterations. It also incorporates the Revised Early Minor Alterations to the London Plan (REMA), which were published in October 2013 and March 2015.

## Policy 7.8: Heritage Assets and Archaeology

### Strategic

- 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.

### Planning decisions

- 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.

## Local Policy

Camden's Core Strategy has the following relevant policy:

### *CS14 - Promoting high quality places and conserving our heritage*

*The Council will ensure that Camden's places and buildings are attractive, safe and easy to use*

*by:*

- a) requiring development of the highest standard of design that respects local context and character;*
- b) preserving and enhancing Camden's rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens;*
- c) promoting high quality landscaping and works to streets and public spaces;*
- d) seeking the highest standards of access in all buildings and places and requiring schemes to be designed to be inclusive and accessible;*
- e) protecting important views of St Paul's Cathedral and the Palace of Westminster from sites inside and outside the borough and protecting important local views.*

Local Development Framework was adopted in 2010 and contains policies relevant for sites such as this. These policies are as follows:

#### CONSERVATION AREAS

*In order to maintain the character of Camden’s conservation areas, the Council will:*

- a) *take account of conservation area statements, appraisals and management plans when assessing applications within conservation areas;*
- b) *only permit development within conservation areas that preserves and enhances the character and appearance of the area;*
- c) *prevent the total or substantial demolition of an unlisted building that makes a positive contribution to the character or appearance of a conservation area where this harms the character or appearance of the conservation area, unless exceptional circumstances are shown that outweigh the case for retention;*
- d) *not permit development outside of a conservation area that causes harm to the character and appearance of that conservation area; and*
- e) *preserve trees and garden spaces which contribute to the character of a conservation area and which provide a setting for Camden’s architectural heritage.*

#### LISTED BUILDINGS

*To preserve or enhance the borough’s listed buildings, the Council will:*

- e) *prevent the total or substantial demolition of a listed building unless exceptional circumstances are shown that outweigh the case for retention;*
- f) *only grant consent for a change of use or alterations and extensions to a listed building where it considers this would not cause harm to the special interest of the building; and*
- g) *not permit development that it considers would cause harm to the setting of a listed building.*

Camden’s Core Strategy states the following regarding heritage:

#### CS14 - Promoting high quality places and conserving our heritage

*The Council will ensure that Camden’s places and buildings are attractive, safe and easy to use by:*

- a) *requiring development of the highest standard of design that respects local context and character;*
- b) *preserving and enhancing Camden’s rich and diverse heritage assets and their settings, including conservation areas, listed buildings, archaeological remains, scheduled ancient monuments and historic parks and gardens;*
- c) *promoting high quality landscaping and works to streets and public spaces;*
- d) *seeking the highest standards of access in all buildings and places and requiring schemes to be designed to be inclusive and accessible;*

#### **Regent’s Park Conservation Area**

Regent’s Park Conservation Area Appraisal and Management Strategy, produced by John Thompson & Partners and the London Borough of Camden is currently in a draft form, dating from February 2011.

The special character of the area is defined in the document as follows:

*‘The landscape and buildings are all integrated into a greater scheme that is much wider than the conservation area boundaries. The significance of the area is of national and international importance as an integrated composition of landscape and buildings; at once classical and picturesque. On approaching the conservation area from the Park the terraces emerge over the*

*trees; here is the city in the country. On approaching from the south Regent's Park is the culmination of Regent's Street, Portland Place and the wineglass shape of Park Square; here is the country in the city. Park Village East and Park Village West are precedents for the small suburban villa, closely set in a variety of styles that were to become so popular with the Victorians. The comprehensive masterplanning of the park, terraces, villas and the working market area was on an unprecedented scale of urban design in London.'*

Chester Place is described in the document as 'a plain, stucco, three storey terrace with Tuscan pilasters' which 'stands at a lower level than the terraces that face the park.' Chester Place is noted in the document for its rear elevations on the west side which provide important evidence of the original form of the rear elevations of middle grade formal terraces such as Chester Place.

In terms of town planning the space between the three elements of Chester Terrace, Chester Place and Cumberland Place is 'unique' and is the 'point at which the alignment of the terraces turns from north to north-north-west. Nash used this brilliantly by designing this theatrical composition.'

In terms of Post-War redevelopment in the area The Gorrell Report resulted in the reconstruction and restoration of the terraces and Park Village, saving much of the Nash scheme. Chester Place does not appear to have been badly affected by War time bombing.

Chester Place forms part of a key view identified in the draft document: These views emphasise the relationship of city to green space: Chester Terrace from Chester Road and from Chester Place



## Appendix III - List of Plates and Endnotes

### List of Plates

- Plate 1 A survey of the Parliamentary Borough of St. Marylebone engraved by B. R. Davies, 1834
- Plate 2 Detail from Charles Mayhew, Plan of Chester Terrace, Mew and Place 1834-5
- Plate 3 Extract from OS map of 1870
- Plate 4 Extract from OS map of 1893
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- Plate 7 Elevation of a terrace thought to be an early design of Chester Place by W. Nurse
- Plate 8 A letter written by John Nash dated April 20<sup>th</sup> 1826
- Plate 9 Chester Place, looking north 1938
- Plate 10 Drainage plan of 1893
- Plate 11 Drainage plan of 1906
- Plate 12 Drainage plan of 1927
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- Plate 14 Charles Booth Descriptive Map of London Poverty 1889-90

### Endnotes

- 1 The following paragraphs are summarised from the listing description for Regent's Park, listed Grade I on the Register for Parks and Gardens of Special Historic Interest: <http://www.english-heritage.org.uk/professional/protection/process/national-heritage-list-for-england/>
- 2 Crown Estate Paving Commission, 'A Total Work of Architectural and Landscape Art', A Vision for Regent's Park, February 2017 p.15
- 3 *Ibid*, p.15
- 4 'Chester Place', in Survey of London: Volume 19, the Parish of St Pancras Part 2: Old St Pancras and Kentish Town, ed. Percy Lovell and William McB. Marcham (London, 1938), p. 119. British History Online <http://www.british-history.ac.uk/survey-london/vol19/pt2/p119> (accessed 27 June 2017).

