



**No. 13 ST. ANN STREET,
CHEPSTOW,
MONMOUTHSHIRE, NP16 5HE**



APPLICATION FOR DELISTING

December 2023

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1.0 Introduction

1.1 Authorship and Background

1.1.1 This heritage report is written by Edward Holland, Director of Holland Heritage, for Monmouthshire Housing Association. It was commissioned on 3rd April 2023 following a request by the client to consider whether the building merited continued listing.

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1.2 Location

No.13 is situated in the lower part of the town, midway along the south side of St. Ann Street, at NGR ST 53668 94219.



Figure 1 Aerial view (annotated to identify No.13) © www.gridreferencefinder.com

1.3 Methodology and Purpose

1.3.1 The purpose of this heritage report is to identify the history and character of No.13 St. Ann Street, to review the listing description and to advise on whether the building meets the criteria for statutory listing.

1.3.2 The assessment carried out is informed by guidance published by Cadw on statutory listing (*Understanding Listing in Wales, September 2018*).

1.3.3 The report is based upon a site survey on 20th October 2023 and on subsequent desk-based research. It is proportionate in detail to reflect the fact that the listed building has already been comprehensively modernised.

1.4 Designations

1.4.1 No.13 St. Ann Street and attached railings are listed Grade II, designated on 24th March 1975 (Cadw ref: 2578). The community of Chepstow has a total of 201 listed buildings and 6 Scheduled Monuments. St Ann's Street itself has 17 listed buildings including No.13, all of which are Grade II.

1.4.2 St Ann Street lies within the Chepstow Conservation Area which was designated on 12th January 1976 and the boundary was amended on 23rd March 2016.

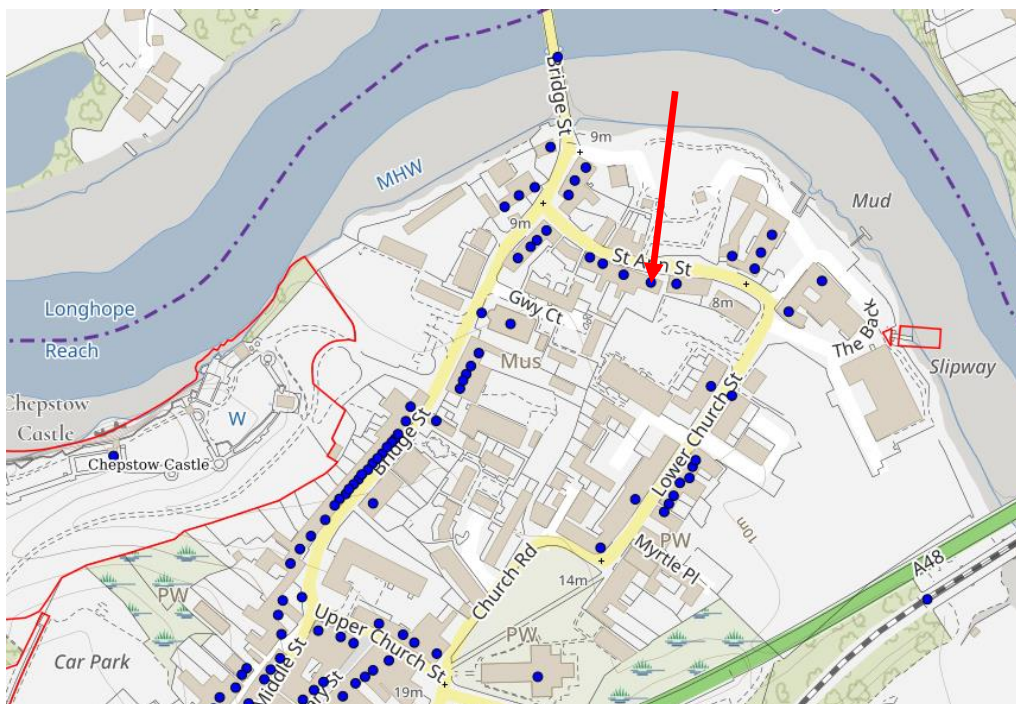


Figure 2 Designated heritage assets in Chepstow (arrow marks No.13) © Cadw Cof Cymru

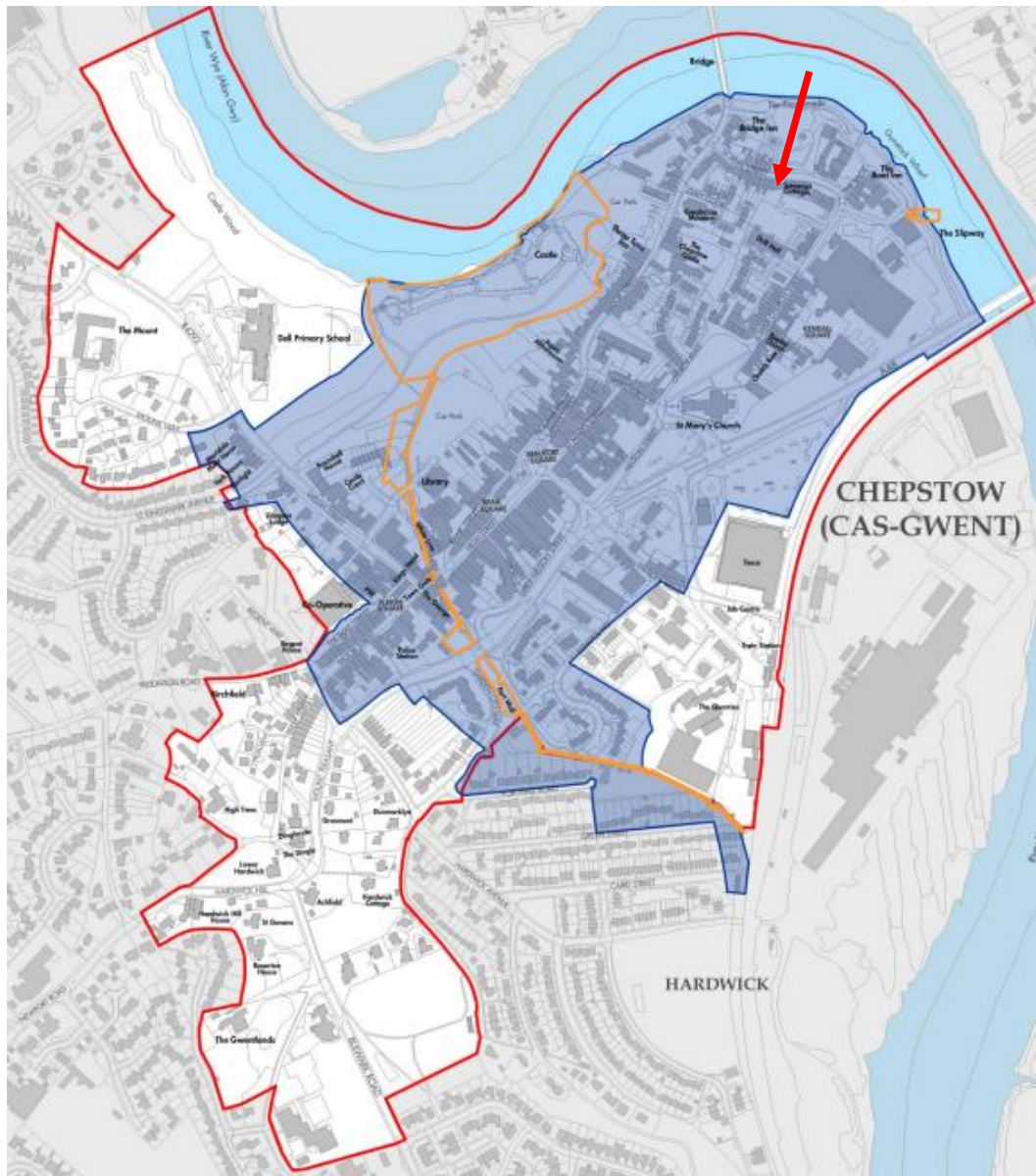


Figure 3 Map showing boundary of Chepstow Conservation Area in red and the Area of Special Archaeological Sensitivity shaded in blue © Monmouthshire County Council (the location of No.13 St Ann Street is identified by the added red arrow)

2.0 History of No.13 St. Ann Street and its setting

2.1 1686 map

Jacob Millerd's 1686 map of Chepstow marks St Ann Street as what we know today as Bridge Street. The present St. Ann Street is shown on a straighter line than exists today and it then led to The Green and The Back. Whilst this street has some buildings at that date it is not clear whether any were on the specific site of No.13. At this date, Chepstow was a thriving port serving a number of industries and was a trans-shipment point between Bristol and the River Wye. Johannes Kip's view of The Back dated 1705 provides further evidence of the lower part of Chepstow being increasingly built up.



Figure 4 Jacob Millerd's Map of Chepstow dated 1686 © Gwent Record Office

2.2 1800 map

The map published in Part 2 of William Coxe's *'An Historical Tour in Monmouthshire'*, published in 1801 shows the street now known as St Ann Street largely built up on its south side including in the location of the building that is the subject of this report. The position slightly set back from the alignment of the road suggests that the map is likely to represent the existing building. The land to the rear is divided up in the manner of burgage plots.



Figure 5 Map dated 1800 published in *Coxe's Tour of Monmouthshire*

2.3 1846 Map

The Chepstow Parish Tithe Map and accompanying apportionment dated 1846 shows a similar pattern of development with the land to the rear being pasture and orchard.



Figure 6 Extract from Chepstow Tithe Map © National Library of Wales

2.4 Ordnance Survey maps



Figure 7 Ordnance Survey map Gloucestershire LIV.10 surveyed 1879 and published in 1886 (reproduced with the permission of the National Library of Scotland)

The 1st edition Ordnance Survey published in 1886 (figure 7) shows the remainder of the south side of the street built up and shows a detached building to the rear of the building now known as No.13. It depicts No.13 as a much larger building than any of its neighbours and labels the street St. Ann's Lane. The 1921 Ordnance Survey shows a similar appearance and by now the street is known as St. Ann's Street (figure 8).

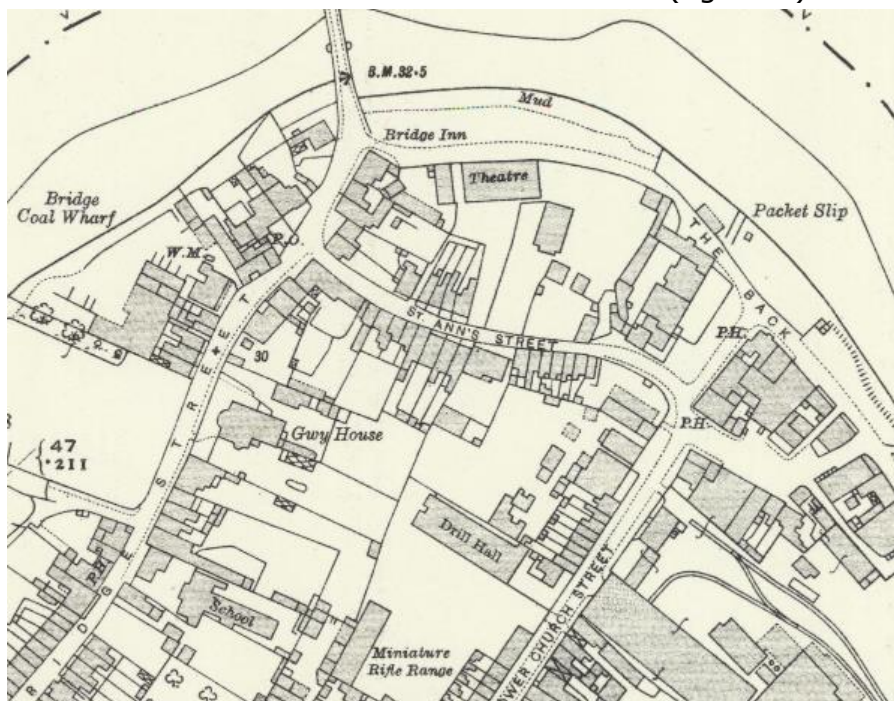


Figure 8 Ordnance Survey map Monmouthshire XXVI.13 & 14 published in 1921 (reproduced with the permission of the National Library of Scotland)

2.5 List Description

The listing entry revised in 2002 records the building as having been the Sailors Tavern from 1813 (and probably from 1777) until 1846. It was also called the Jolly Sailor and Old England. It also states that it became a filterworks, with the material used for filtering being created by burning pitch and tar from blocks of ground and compressed Tintern charcoal. The source of this information is not given but it is repeated in the Historic Environment Record where the building is recorded as PRN: 05391g.

2.6 Modern conversion

Analysis of the fabric shows that the building has been hugely altered and that its present character largely relates to the late 20th century works. Planning records show that a major refurbishment was carried out on behalf of Monmouth District Council and the Family Care Housing Association to the designs of the Holder and Mathias Partnership of Cardiff. A change of use from a single dwelling house to six flats was permitted in June 1981 and a Listed Building Application was submitted in December 1981. This was titled 'Chepstow Housing Rehabilitation' and so may have been part of a wider scheme for local-authority owned housing. The description on the Listed Building Consent application form refers to "rehabilitation, repair and conversion of existing property – complete new raised roof structure and finishes, new floors throughout, demolition of extension and rebuild new, demolish side extension and external WC, fix new gutters, rwp's, windows, doors, raise stacks, replace front elevation, render finish and dry-line internally, form new damp course, treat timber for infestation." Whilst there is the record of the application there is no record available of the date on which this scheme was granted consent or what conditions were applied.

3.0 Description of No.13 Ann Street

3.1 The building is set slightly below the level of the street and at a skewed angle. It is stepped forward from the attached No.12 and has a three-storey, four-window front elevation under a slate roof with end chimney stacks. The cement rendered finish is modern and the horned 4 over 4-pane sash windows are all modern replacements, though appear to be similar in appearance to those that are likely to have existed at the time of listing. Those to either end of the ground floor are twinned and the 2nd floor has only three windows. The main entrance is offset to left of centre and has a modern half-glazed door under a projecting flat hood.

3.2 The rear of the building has been more extensively modernised and extended and has upvc windows. The west gable end abuts No.12 and the blind east gable end is to a narrow alley between No.13 and No.14.

3.3 The list description also includes the railings to the front though these appear to be modern steel replacements. They enclose the sunken forecourt to the front of the building.

3.4 The interior has been comprehensively modernised and no historic detail remains. The floor plan is subdivided and primary elements such as the staircase and roof structure are modern and utilitarian. Investigation reveals that beneath the modern render, the top storey is constructed of blockwork evidencing its late 20th century reconstruction at this upper level, as detailed in the listed building consent application. However, the planning records indicate that it was previously three-storey. The deep window reveals to the front elevation are the only remaining clue to the building's early origins.



Figure 9 Front elevation



Figure 10 Rear elevation



Figure 11 Railings and forecourt



Figure 12 Evidence of deep window reveals

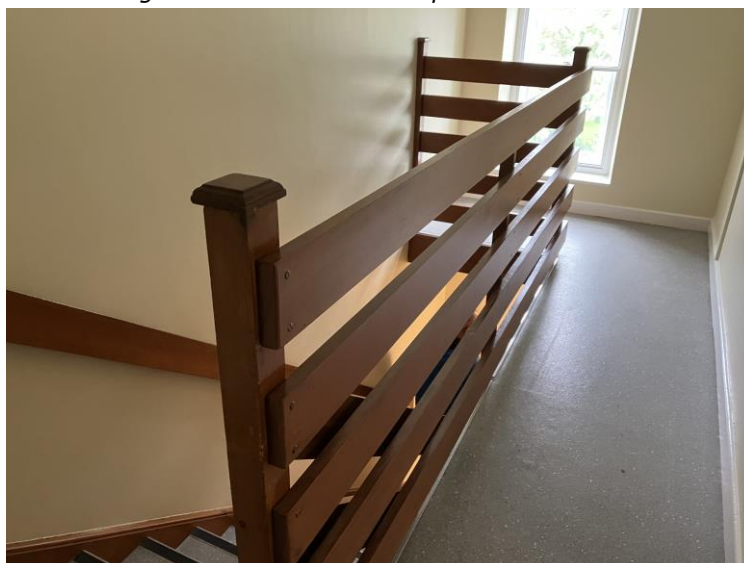


Figure 13 Staircase

4.0 Description of the Heritage context

No.13 St Ann Street is set within a highly significant heritage context on an historic street and with other listed buildings to either side. It lies within the Chepstow Conservation Area and is within Character Area 2 as set out in the Conservation Area Appraisal (Monmouthshire County Council, 2016). This document comments on the “cohesive group with a strong building line on the south side of the street”. Whilst the appraisal does not identify any key views along St. Ann Street it is a distinctive road. There are views of the rear of the building from the Drill Hall car park.

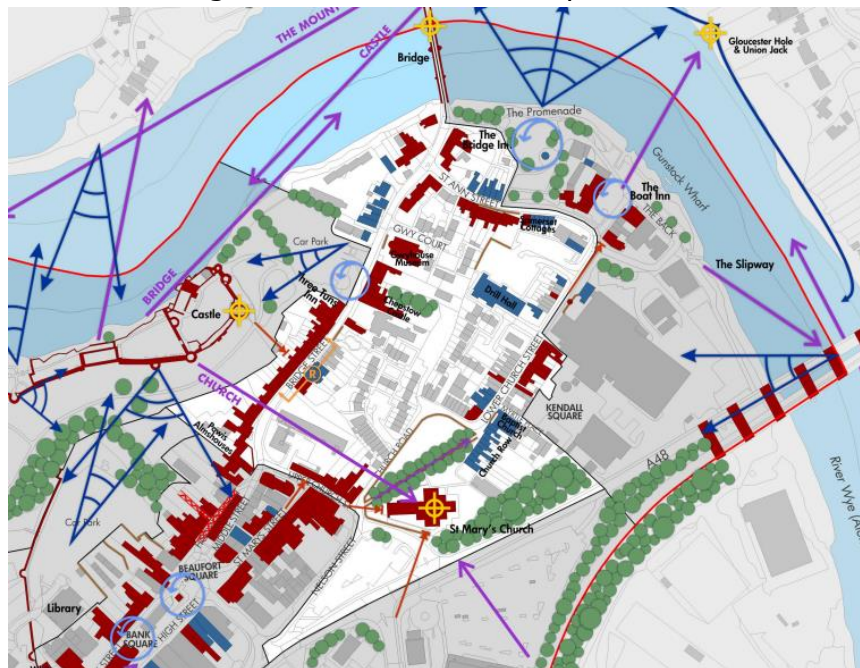


Figure 14 Extract from Conservation Area Appraisal © Monmouthshire County Council



Figure 15 View along south side of St. Ann Street with No.13 in the middle distance

5.0 Assessment of Cultural Heritage Significance

5.1 Assessment of Heritage Values

The significance of No.13 St Ann Street is assessed in accordance with Cadw's *Conservation Principles*¹, setting out how historic assets should be managed to sustain their values. The preceding part of this report has described the heritage asset and the next stage is to assess its heritage significance and to test this against the published conservation principles. Cadw sets out criteria for how significance can be evaluated, considering Evidential, Historical, Aesthetic and Communal values and says that:

"The significance of an historic asset embraces all of the cultural heritage values that people associate with it".

5.2 Evidential Value

5.2.1 This derives from those elements of an historic asset that can provide evidence about past human activity, including its physical remains or historic fabric. These remains provide the primary evidence for when and how an historic asset was made or built, what it was used for, and how it has changed over time.

5.2.2 No.13 retains evidential value of its early origins seen in its position relative to the road and its current level. It is also clear that it is contiguous with a line of dwellings along the south side of the street. There is also cartographic evidence to show that a building probably existed here from the mid-17th century onwards. Internally this early origin is evidenced by the deep reveals to the windows on the front elevation. However, the dominant evidence is of modern alteration which has comprehensively harmed the building.

5.3 Historical Value

5.3.1 This derives from how the historic asset might illustrate a particular aspect of past life or be associated with a notable family, person, event or movement. These illustrative or associative values of an historic asset may be less tangible than the evidential value but are nonetheless important and will often connect past people, events and aspects of life with the present.

5.3.2 The historical value of the building is that it is likely to have its origins in the buildings shown on the 1686 map even though the primary character and appearance is derived from the modern refurbishment. The list

¹ *Conservation Principles for the sustainable management of the historic environment in Wales, March 2011*

description identifies further historic value in a former function as a public house and then a filterworks. This seems hard to understand as typically a filterworks would be an industrial building filtering water on a large scale. There is no remaining physical evidence of this use and the available records prior to the social housing scheme in 1980s indicate it was then residential. As a whole, the lower end of Chepstow has a high level of historic value for its close associations with the port which made the town a prosperous trading and shipbuilding centre.

5.4 Aesthetic Value

5.4.1 This derives from the way in which people draw sensory and intellectual stimulation from a heritage asset. This might include the form of a heritage asset, its external appearance and how it lies within its setting. It can be the result of conscious design or the way in which a heritage asset has evolved and been used over time, or it may be a combination of both. Inevitably, understanding the aesthetic value of a heritage asset will be more subjective than the study of its evidential and historical values. Much of it will involve trying to express the aesthetic qualities or the relative value of different parts of its form or design.

5.4.2 No.13 has some positive aesthetic value as part of a continuous line of historic buildings along the south side of the street. However, the cement render and modern replica windows diminish the aesthetic value of the front elevation. From the rear the building has negative aesthetic value on account of the entirely modern appearance. Internally there is also no aesthetic value given the comprehensive refurbishment which left no historic detail and introduced new partitions and staircase.

5.5 Communal Value

5.5.1 This derives from the meanings that a heritage asset has for the people who relate to it, or for whom it figures in their collective experience or memory. Such values often change over time and they may be important for remembering both positive and uncomfortable events, attitudes or periods in history. Heritage assets can also have social value, acting as a source of social interaction, distinctiveness or coherence, and also economic value, providing a valuable source of income or employment.

5.5.2 No.13 has communal value as it is a prominent building on an ancient street within the town of Chepstow. It will be experienced either directly or subconsciously by those who live or work in Chepstow or who visit it. The use of the building has some communal value for its provision of social housing for local people.

6.0 Statutory Listing and No.13 St. Ann Street

6.1 Listing and the Listing Criteria

6.1.1 A Listed Building is one that is judged to be of special architectural or historic interest under the terms of the Planning (Listed Buildings and Conservation Areas) Act, 1990 as modified by the Historic Environment (Wales) Act, 2016. The level of special interest is indicated by the grade at which it is listed though all listed buildings have equal statutory control. Over 90% of these are listed at Grade II (the grade at which No.13 St. Ann Street is listed) and these are described as “buildings of special interest which justify every effort being made to preserve them.”²

6.1.2 Welsh Government’s Technical Advice Note 24 sets out the criteria for listing.³ The main considerations in deciding which buildings should be selected for listing are Architectural Interest / Historic Interest / Close Historical Associations / Group Value / Age and Rarity.

6.1.3 The list description gives the reason for designation as “Listed as a Georgian townhouse. Group value with adjacent listed buildings”.

6.2 Assessment of No.13 St. Ann Street against the listing criteria

6.2.1 Architectural Interest

The design of No.13 at first glance has architectural interest in the breadth of its frontage, its sash windows and in its position slightly below the level of the road. However, closer analysis shows the windows and door to be modern replacements and the top floor to be a modern rebuild. The experience of change is made even clearer at the rear which is entirely modern in character and with upvc windows. Internally there is no architectural detail of interest and the building has been comprehensively modernised with no sense of the original historic form and character remaining. Although the front elevation makes a positive contribution to the street scene, overall, it is not a significant example of a particular building type and it retains no character of a Georgian townhouse.

6.2.2 Historic Interest

Historic maps show that this part of Chepstow was built up by the early 18th century. The listing entry records the building as having been the Sailors Tavern from 1813 (and probably from 1777) until 1846. It was also called

² Cadw, Welsh Government, *Understanding Listing in Wales*, September 2018

³ Planning Policy Wales, Technical Advice Note 24: *The Historic Environment*, May 2017

the Jolly Sailor and Old England. It also states that it became a filterworks, with the material used for filtering being created by burning pitch and tar from blocks of ground and compressed Tintern charcoal. The source of this information is not given but it is repeated in the Historic Environment Record where the building is recorded as PRN: 05391g. As stated at 5.3.2 this seems hard to understand as typically a filterworks would be an industrial building filtering water on a large scale. There is no remaining physical evidence of this use and the available records prior to the social housing scheme in 1980s indicate it was then residential.

6.2.3 Close Historical Associations

In addition to the above there are no further known associations with either people or events of importance to Wales.

6.2.4 Group Value



Figure 16 Map plotting listed buildings Figure 17 View along south side of St. Ann Street

The extract from Cof Cymru (figure 16) shows the extent to which No.13 has definite group value with other listed buildings in close proximity, in particular along the south side of St. Ann Street as seen in figure 17.

6.2.5 Age and Rarity

The guidance in TAN 24 states that “all buildings built before 1700 which survive in anything like their original condition are listed. Most buildings of about 1700 to 1840 are also listed, though some selection is necessary. After about 1840, because of the greatly increased number of buildings erected and the much larger numbers that have survived, greater selection is necessary to identify the best examples of particular building types and only buildings of definite quality and character are listed”.

The evidence of historic maps is that we cannot be certain whether there was a building on this site before 1700 but it is clear that it existed pre-



1800 and the surviving evidence of the thickness of the front wall is consistent with 18th century origins, even if not 17th century. However, the criteria are clear that “some selection is necessary”. Indeed, even buildings of pre-1700 date only qualify for listing if they “survive in anything like their original condition” and this test would be even more applicable in the period 1700 to 1840 during which it is most likely No.13 was built. The findings of this investigation, as set out in this report, clearly demonstrate that there is little about No.13 as seen today that is anything like its original condition. Whilst much of the thick masonry of the front elevation, and perhaps the side elevations too, is of this period, it is concealed behind modern render and with modern joinery. Internally, and to the rear, there is nothing that predates the 1980s refurbishment. Accordingly, the character and appearance of No.13 St. Ann Street retains little historic authenticity and the likely survival of some historic masonry to the front is not in itself sufficient to merit Grade II listing without also retaining other heritage significance. This report therefore concludes that No.13 is more appropriate to be included in a Local List than to be retained on the statutory list. The purpose of a Local List is set out in Cadw’s published guidance *Managing Lists of Historic Assets of Special Local Interest in Wales* (May 2017) stating that “assets identified for inclusion on the list should make an important contribution to local distinctiveness”. It is recommended that whilst No.13 does not meet the age and rarity criteria for statutory listing it would meet the criteria for the Local List being a building that makes a positive contribution to the setting of other historic assets and to the character of this part of the conservation area.

6.3 List Description for No.13 St Ann Street and attached railings

6.3.1 No.13 St Ann Street was originally listed in March 1975 but the current listing entry including the attached railings was revised in November 2002. Although the description has no statutory weight in itself, and is solely for the purposes of aiding identification of the building that is selected for listing, this report has reviewed the description and comments below.

6.3.2 The listing describes the building as a “large Georgian townhouse”. It is indeed large and it originated in the Georgian era, if not before. However, it has none of the authentic features of Georgian townhouse as seen for example on nearby Bridge Street in buildings such as Gwy House or Ashburne House. Both of those retain external and internal Georgian architectural detail. The extent and nature of the late 20th century refurbishment was so harmful to the character and appearance of the building that it is no longer recognisable as a Georgian townhouse.

6.3.3 The list description refers to roughcast rendered walls but they are cement rendered and there are no joint lines visible.

6.3.4 The list description refers to the history as a public house but the source of the information about the filterworks is unclear and there is no evidence on the site of this former industrial use. If indeed the building did become a filterworks it would suggest that even before the 1980s refurbishment it had lost much Georgian character.

6.3.5 The 'Reason for Designation' given at the end of the list description states that it is "Listed as a Georgian townhouse. Group value with adjacent listed buildings". This report has clearly demonstrated that following comprehensive and insensitive modernisation No.13 falls far below the level of special interest required to be regarded any longer as a Georgian townhouse. It does however have Group Value with the neighbouring listed buildings on the south side of the street however this report concludes that this would be better recognised through a Local List and through the protection given by the conservation area status. The reality is that No.13 is now a substantially modern building albeit one that respects the group as seen from St. Ann Street.

7.0 Delisting

7.1 Cadw's guidance as set out in *Understanding Listing in Wales* states that "requests to de-list building can also be made, but will only be considered in the light of new evidence relating to the special architectural or historic interest of the building."

7.2 It goes on to say that "applications for de-listing will not normally be considered if.....action by a local planning authority has commenced because of unauthorised work or neglect. Both listed building consent and enforcement appeal procedures give appellants the right to argue that a building is not of special interest and should be removed from the list, and the issue of delisting should normally be addressed in this way."

7.3 On the basis of this report it is recommended that there is clear evidence to demonstrate that No.13 St. Ann Street is an historic building that was substantially altered in 1980s in a social housing scheme. The description on the Listed Building Consent application form refers to "rehabilitation, repair and conversion of existing property – complete new raised roof structure and finishes, new floors throughout, demolition of





extension and rebuild new, demolish side extension and external WC, fix new gutters, rwp's, windows, doors, raise stacks, replace front elevation, render finish and dry-line internally, form new damp course, treat timber for infestation." Accordingly, there is insufficient special architectural or historic interest to merit listing and, for consistency with the listing selection made in this community and elsewhere, it should be delisted as soon as possible.

8.0 Summary

This report has set out the required understanding of the historic character and significance of the Grade II listed building. It has identified that the building has already been substantially altered and retains little historic character beyond its contribution to the group of buildings on the south side of the street. This assessment raises some doubt over the reference in the list description to it being listed as a Georgian townhouse as the building probably has pre-Georgian origins but now retains nothing from the Georgian period or any other period of significance. The above assessment concludes that the building does not meet the criteria for listing and that the list description provides a misleading assessment of the amount of surviving historic character which accordingly overstates its special interest.

APPENDIX

Listed Building Designation Entry:

Full Report for Listed Buildings					
					
Summary Description of a Listed Buildings					
Reference Number	Building Number	Grade	Status	Date of Designation	Date of Amendment
2578	13	II	Designated	24/03/1975	12/11/2002
Name of Property		Address			
,13, St Ann Street and attached railings,Chepstow,Chepstow,GWENT,		13 St Ann Street and attached railings			
Location					
Unitary Authority	Community	Town	Locality	Easting	Northing
Monmouthshire	Chepstow	Chepstow	Chepstow	353667	194218
Street Side		Location			
S		Roughly in the centre of the street; stepped forward from the adjacent right terrace Nos. 9-12, and back from Nos.14 &15 adjacent left; fronted by shallow walled and railed forecourt.			
History					
Late C18. Was the Sailors Tavern from 1813 (and probably from 1777) to 1846. Also called the Jolly Sailor and Old England. Became a filterworks, the material used for filtering being created by burning pitch and tar from blocks of ground and compressed Tintern charcoal.					
Exterior					
Large Georgian townhouse, attached at one side. Walls roughcast rendered with joint lines barely visible; shallow-pitched slate roof, slightly overhanging eaves, end stacks. Three storeys, three windows on second floor, four windows on first floor, two pairs and a single window on ground floor, all horned 8-pane sashes with exposed frames. Centre left square-headed doorway, panelled door, wooden hood on brackets. Steps down to railed forecourt.					
Interior					
Converted to flats.					
Reason for designation					
Listed as a Georgian townhouse. Group value with adjacent listed buildings.					