

# 1722:PAC:HSA

Heritage Setting Assessment  
for  
Residential Development  
at  
East Tyndall Street  
Cardiff



## Introduction

This report is intended to assist in the understanding of the adjacent historic assets and their significance and vulnerability, and to assess the potential impact of the proposed development on these assets. The assessment is informed by Cadw's "*Conservation Principles for the sustainable management of the historic environment in Wales*", published in March 2011 and by Cadw's "*Setting of Historic Assets in Wales*", published in May 2017. The report identifies the relevant historic assets and their setting and assesses their significance before considering how the proposed development changes the setting and the potential heritage impact of such changes.

The primary purpose of this report is to assess the historic setting and any impacts that may result, not to describe in detail each individual element of the heritage assets.

This document should be read in conjunction with the Design & Access Statement (1722:PAC-DAS) that has been submitted in support of the planning application. The DAS provides a more detailed analysis of the area and the development site in particular.

The DAS describes the development proposals in detail and its impact on the wider area, while this document concentrates on the impact of the development on the specific heritage assets (Listed Buildings) in close proximity to the site.

The site is located at ST 20015 76377, immediately north of East Tyndall Street, Splott, approximately 1.5km to the east of Cardiff City Centre.

## Identifying the Heritage Setting

The former Magnet Trade site lies within Splott on the eastern edge of Cardiff City Centre and is adjacent to two listed buildings; The Maltings and Former East Moors Forward Movement Mission Hall (now the East Moors Community Centre). The former was first listed on 19th May 1975 and the latter on 13th April 2022.

### Heritage Designations

Listed Building Name	Distance from proposed site (m)	Grade	Cadw Ref:
The Maltings	105m south	II	13749
Former East Moors Forward Movement Mission Hall (now East Moors Community Centre)	Immediately north	II	87863

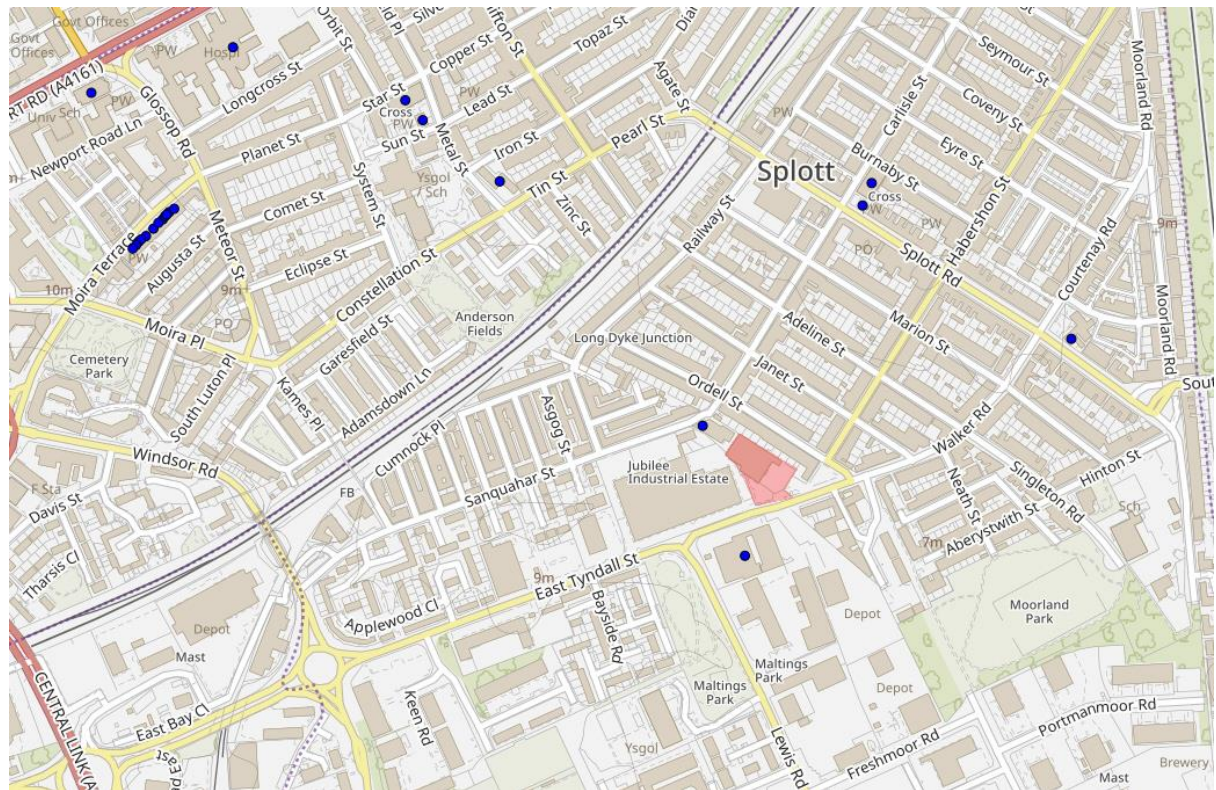
The table below identifies other relevant listed buildings in the surrounding area:

Listed Building Name	Distance from proposed site (m)	Grade	Cadw Ref:
St Saviours Vicarage (including Cottage attached to SE) Splott Road	414m east	II	14129
War memorial Cross at St Saviour's Church	340m northeast	II	87223
Church of St Saviour	359m northeast	II	13808
Church of St Alban's on the Moors	680m northeast	II	18291
Moorlands Hotel	876m northeast	II	18290

## Heritage Assessment: Proposed Residential development, East Tyndall St, Cardiff

The following maps from Dataset Wales show Listed Buildings (blue dots) in the wider area followed by a closer view of the proposed site (red) with the adjacent Listed Buildings and curtilages in green.

There are a number of other designated historic assets within 1km of the proposed development site, however given the density of buildings and structures in the urban environment they will not be impacted by the proposals.



## The Proposed Development Site

The proposed development site is accessed directly from East Tyndall Street approx. 20m to the East of the entrance to the Maltings building. The site is roughly triangular in shape and is bounded by a mixture of metal fencing and informal hedging to the southeast and southwest with a galvanised steel railing to the south entrance. The site is currently occupied by a large, industrial unit which dominates the northwest of the site and partly forms the North, East and West



boundaries. The existing building has no heritage value or interest and is starting to fall into disrepair.



Above: Aerial photo of the site from the West with the rear of the Misson hall to the right.

## Assessing the Setting

This section analyses the setting to understand how it contributes to the significance of the relevant historic assets identified above, namely the Maltings and the Mission Hall. The analysis identifies the ways in which the assets are understood, appreciated and experienced.

In *Managing Setting of Historic Assets in Wales*, Cadw Welsh Government, May 2017, CADW defines setting as including the surroundings in which the historic asset is “understood, experienced and appreciated, embracing present and past relationships to the surrounding landscape”. The guidance document explains that “the importance of setting lies in what it contributes to the significance of a historic asset”. It adds that “the setting of a historic asset can also include less tangible elements. These may include function, sensory perceptions or historical, artistic, literary or scenic associations.”

The immediate context of the land around East Tyndall Street is largely industrial with residential, terraced streets of a traditional form and appearance to the north and east. East Tyndall Street forms a separation between the proposed site and The Maltings building to the South.



*Photo of Ordell Street immediately East of the development site.*

The Maltings is a large grade II listed industrial building which, at over 25m tall, dominates the streetscape. The Maltings was originally built by architect F Baldwin for Cardiff Malting Co. in 1887. This was later extended in 1889, and again in 1901 by Evans & Sons. The building was converted into workshops and offices in the 1980s and has remained in this use since. Glimpses of the three large, red brick blocks can be seen from several points in the wider area, despite the density of the surrounding urban environment. This is largely due to its scale in the context of predominantly two-storey residential houses and low-rise industrial units to the north and east.



*Above: The Maltings Building viewed from the East, with the development site entrance to the right foreground.*

The Maltings has Evidential and Historical Value in terms of understanding the history and development of Splott as well as the former industrial uses of the building which are still legible in its form. Externally, the Aesthetic Value of the building is largely unchanged, despite more significant changes to the interior.

The building also has Communal Value as it is well known to many local people due to its prominence on this East Tyndall Street, a busy arterial road connecting Splott with Cardiff City Centre. The building also provides a place of work for many, enhancing its Communal Value.



Directly to the North of the site, and sharing a boundary, is The East Moors Community Centre (formerly East Moors Forward Movement Mission Hall). The hall was built in 1892, by the Forward Movement founded in that year as a missionary wing of the Calvinistic Methodist Church.

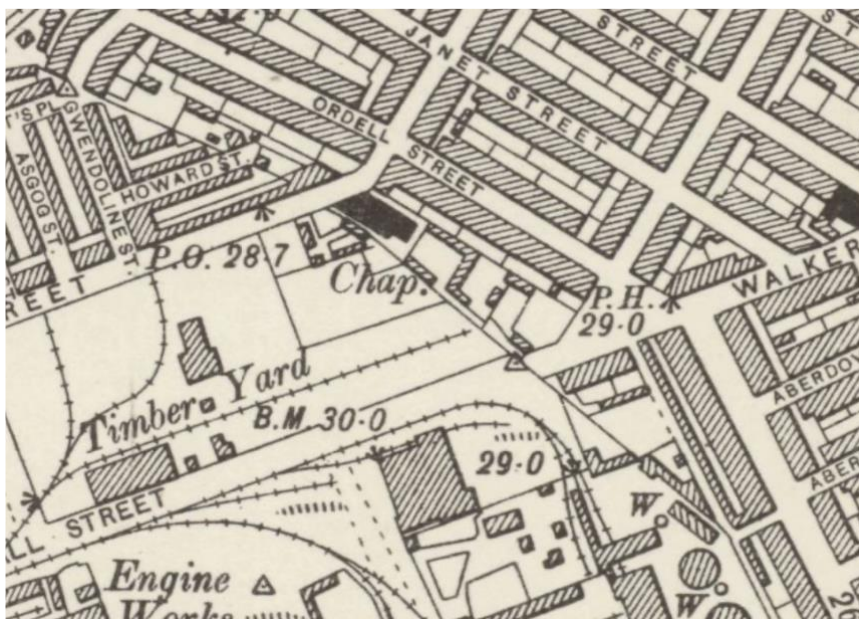
They established the 'The Society for Church Extension and Mission Work' (a.k.a. the 'Forward Movement') with the aim of bringing evangelical preaching to the fast-growing non-religious working classes of Cardiff, Newport and the surrounding industrial communities. They had the financial backing of coal magnates such as John Cory. This example has significant Evidential and Historical Value as the first example of this type of Mission Hall of which they went on to build nearly 50, though the list description records that only 5 were known to survive in 2022.

The hall was used by its congregation until they moved to Walker Road and was then later converted for use as a youth community centre for the residents of Splott. Accordingly, it has high Communal Value. The building is listed primarily for its historical value as it has relatively low Aesthetic Value.

The East Moors hall is shown on the 2nd edition OS Map of 1901, with a rear extension already added by that point. It was the first such Mission Hall to be built and was an integral part of the rapid development of Splott at the very end of the 19th Century. The hall was constructed in a narrow angled plot at the very edge of the Splott Farm lands and located between the grid pattern of housing to the north and east, and the timber yards and the Bute Gas Works south of Sanquhar Street and East Tyndall Street.

The building has significant evidential and historical value demonstrating the ambitious efforts of the movement to bring religion to the community of Splott – utilising a piece of land in between the housing and the industrial workplaces. This mixed urban context is still very much evident today as Sanquhar Street is a primarily residential street of terraced houses to the northern side, and an industrial yard sits to the south of the street and to the West of the Hall, although there is no direct access between the two.

Historic maps show that there have been structures on the proposed site since the early 20th century, however these largely appear to have been used historically for industrial processes including an asbestos works, and an engineering factory associated with the adjoining timber yard.



Ordnance Survey map Glamorganshire XLIII published in 1901 (reproduced with the permission of the National Library of Scotland)



East Moors Community Centre (Former East Moors Forward Movement Mission Hall), Sanquhar Street.

Summary of Assessed Values:

The following table gives the assessed values under the recognised headings from CADW Guidance documents. This suggests that the following 4 aspects be considered in detail. Additional guidance on Statements of Significance is also included in BS:7913:2013:

- Aesthetic value
- Communal value
- Evidential value
- Historical value

Property/Value	Aesthetic Value	Communal Value	Evidential Value	Historical Value
The Maltings	Medium to High	Medium	Medium to High	Medium to High
Former Mission Hall	Low	High	High	High

## The Proposed Change and an Assessment of the Potential Impact on the Setting of Historic Assets

The proposed change involves the redevelopment of the site, to accommodate a total of 62 residential units, split as 58 apartments (one and two bedrooms) and 4 dwellings (three bedrooms). The proposal comprises the introduction of a row of 4 two storey houses in 2 semis situated towards the northwestern site boundary, a 3 to 5 storey apartment block to the southwest occupying the bulk of the site, and a two-storey block of walk up apartments to the south eastern corner, as shown in the plan below:



Top: Proposed site plan of the development. Bottom: Context elevation showing relative heights of new building and the Maltings



The drawings and images show that the predominant materials are red bricks and a grey cladding, which are reflective of the Maltings and other buildings in the area. The materiality of surrounding residential buildings is generally traditional with Pennant stone and brickwork with slate or concrete tile roofs being the dominating palette.

The adjacent warehouses are clad in sinusoidal metal with a similar finish found to the roofs of The Maltings. In principle, the most appropriate materials would be in keeping with those found in the immediate setting and as such a dark red brick would generally be acceptable in this context. The grey cladding, reflecting the roof of the adjacent Maltings is also considered an acceptable design response to the setting. A similar aesthetic has been adopted to the modern flats along Lewis Rd, to the southwest of The Maltings.

The row of two storey houses to the north of the site will have pitched roofs facing NW and SE, with gable ends facing NE towards Ordell Street and SW towards the adjacent commercial site. The NW elevation is facing the rear of the former Mission Hall and Sanquhar Street beyond.

The height of these is likely to sit at the same height, or just above, the ridge line for the former Mission Hall. The presence of gardens along the boundary will provide a suitable buffer and remove the impact on setting of the Community Centre as viewed from Sanquhar Street. The pitched roofs of the terraced town houses are acceptable in the surrounding residential context and will have little or no impact on the setting of the adjacent Listed Buildings.

In addition, as the former Mission Hall occupies the full width its site and is located at the back of the pavement, the 2 storey houses and the 3 storey apartment block will not be visible from Sanquhar St in the same view as the former Mission Hall.

It is debatable whether the 5 storey element of the larger block, which is at the southern end of the development site will be visible in the same view as the Hall from Sanquhar Street.

The removal of the 5m high existing industrial building which currently sits on the rear boundary wall of the former Mission Hall (see opposite) and the introduction of private rear gardens to the south of the wall will have a positive impact on the setting of the rear of the Hall.

The location of the house at the NW end of the site and the proposed site layout also restrict any potential impact the houses may have on the setting of the Maltings. The two cannot be viewed in the same vista from any location.

The 3 storey apartments share a similar palette of materials as the main block and the houses and are located in the eastern corner of the site.

They are set back from East Tyndall Street to the East of the site access road and will be partially screened from the South and East by existing hedgerows and the adjacent three storey apartment building.

From the West the apartment block is screened by the proposed larger apartment building. The scale and position on the site means that this block will have a very low impact on the setting of The Maltings and no potential impact on the East Moors Community Centre.



The larger apartment block is proposed to have a flat roof and is three storey at the northern end rising in 2 steps to 5 storeys at the southern end. This block is the largest on the site and sits in close proximity to both the south and west boundary.

The distance from the rear boundary of the Mission Hall, the buffer created by the 2 storey houses and the fact that the building is 3 storey with a flat roof at the northern end, result in the larger block having little or no impact of the visual setting of the former Mission Hall.

However, given the height of the building at the southern end of the site (just under 16m), there is no doubt that the proposed building will have some impact on the setting of the Maltings. The key judgement is whether this is a detrimental, or negative, impact.

The Maltings is currently the tallest building in the immediate vicinity at five storeys, with steeply pitched roofs and the distinctive pyramidal roofs of the malting kilns sitting at the highest point, which is approx. 25m. The proposed building is nearly 10m lower in height and is located about 28m away from the nearest point of the Maltings.

The selection of the materials and the indication of a large roof to the new building by the use of vertical cladding reduces any visual clashes between the buildings when viewed from East Tyndall Street in both directions as shown on the 3D views included below. The 'feel' of the proposed building is industrial which complements the former use of the Maltings.

The creation of a 'gateway' between the residential areas to the East and the more industrial uses to the West has been a key part of the design with the addition of the counterpoint of the new building reinforcing the prominence of the Maltings in this location.

These are the only locations in which the buildings can be viewed in the same vista from street level as all the surrounding streets are narrow and have houses close to the pavements restricting the views. This applies to Ordell Street and Sanquhar Street.

Given the above it is believed that the proposed development does not have a negative impact on the Maltings Building.





## Relevant Planning Policy and Guidance

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### Key Legislation

The consolidated Historic Environment (Wales) Act 2023 brings together the statutory provisions of the former Planning (Listed Buildings and Conservation Areas) Act 1990, and the Historic Environment (Wales) Act 2016. Any works that may affect the character of the listed building, or any of its ancillary buildings, as one of special architectural or historic interest need listed building consent. There is a presumption in the Act that Welsh Ministers will have “special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.” Listed building consent is obtained from the local planning authority, which here is Cardiff City Council.

### Local Planning Policy (Cardiff Council)

The key document is the Cardiff Local Development Plan 2006-2026 (referred to as the LDP) which was adopted on 28th January 2016. Relevant policies include:

Policy KP4 – Master Planning Approach states that developments should:

*‘Sympathetically integrate existing landscape, biodiversity and historic features of the site into the development taking opportunities to protect, enhance and manage important features along with mitigation and enhancement measures to provide satisfactory compensatory measures’*

Policy KP5 – Good Quality and Sustainable Design states that:

*‘To help support the development of Cardiff as a world-class European Capital City, all new development will be required to be of a high quality, sustainable design and make a positive contribution to the creation of distinctive communities, places and spaces by:*

*(i) Responding to the local character and context of the built and landscape setting so that layout, scale, form, massing, height, density, colour, materials, detailing and impact on the built and natural heritage are all addressed within development proposals’*

Policy KP17 – Built Heritage states that:

*‘Cardiff’s distinctive heritage assets will be protected, managed and enhanced, in particular the character and setting of its Scheduled Ancient Monuments; Listed Buildings; Registered Historic Landscapes, Parks and Gardens; Conservation Areas; Locally Listed Buildings and other features of local interest that positively contribute to the distinctiveness of the city.’*

Policy H6 – Change of use or redevelopment to residential use states that:

‘This Policy provides a framework for the assessment of applications for the change of use, conversion or redevelopment of redundant previously developed land and premises for residential purposes within settlement boundaries. It is aimed at ensuring that:

- Where necessary, land retains its existing use;
- Land that is no longer required for its existing or former use, if there is no overriding need to retain the existing use of the land or premises and no overriding alternative local land use requirement, contributes to meeting housing requirements, thereby reducing the need to develop previously undeveloped land - which is a fundamental component of the LDP Strategy; and
- New residential accommodation and environments are well-designed, environmentally sound and make a significant contribution to promoting community regeneration and improving the quality of life.’



## National Planning Guidance

National Policy on the historic environment is set out in Planning Policy Wales (Edition 12, February 2024 - Chapter 6, Distinctive and Natural Places). This recognises that the historic environment is a finite resource and can only be maintained for future generations if the individual historic assets are protected and conserved.

Section 6.1.5 states that Cadw's published Conservation Principles highlights the need to base decisions on an understanding of the impact a proposal may have on the significance of an historic asset.

Section 6.1.6 sets out the Welsh Government's specific objectives for the historic environment as being to:

- protect the Outstanding Universal Value of the World Heritage Sites;
- conserve archaeological remains, both for their own sake and for their role in education, leisure and the economy;
- safeguard the character of historic buildings and manage change so that their special architectural and historic interest is preserved;
- preserve or enhance the character or appearance of conservation areas, whilst the same time helping them remain vibrant and prosperous;
- preserve the special interest of sites on the register of historic parks and gardens; and
- protect areas on the register of historic landscapes in Wales.

Technical Advice Note 24 published in May 2017 sets out general guidance on the management of the historic environment, heritage impact and setting of historic assets.

Paragraph 1.15 states that:

*"Heritage impact assessment is a structured process that enables the significance of a designated asset to be taken in to account when considering proposals for change. Heritage impact assessments should be proportionate both to the significance of the historic asset and to the degree of change proposed, and should include sufficient information to enable both the significance of the asset and the impact of change to be understood. The results of the heritage impact assessment should be summarised in a heritage impact statement which must form part of any listed building consent, conservation area consent and, when requested, scheduled monument consent applications."*

Paragraph 1.26:

*"It is for the applicant to provide the local planning authority with sufficient information to allow the assessment of their proposals in respect of scheduled monuments, listed buildings, conservation areas, registered historic parks and gardens, World Heritage Sites, or other sites of national importance and their settings. These principles, however, are equally applicable to all historic assets, irrespective of their designation."*

Paragraph 6.1.10 states that:

*'There should be a general presumption in favour of the preservation or enhancement of a listed building and its setting, which might extend beyond its curtilage. For any development proposal affecting a listed building or its setting, the primary material consideration is the statutory requirement to have special regard to the desirability of preserving the building, its setting or any features of special architectural or historic interest which it possesses.'*

Cadw has published the following guidance that is relevant to this proposed development:

- Managing Change to Listed Buildings (2017)

- Heritage Impact Assessment in Wales (2017)
- Setting of Historic Assets (2017)
- Conservation Principles for the Sustainable Management of the Historic Environment in Wales (2011)

## Conclusion

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The Significance of the 2 Listed Buildings adjacent to the site has been assessed in accordance with CADW Guidance.

The impact on the setting of these buildings by the proposed development has also been carefully assessed.

The assessments have shown that there is no negative impact on the setting of former Mission Hall, in fact it could be said that the removal of the existing industrial building in close proximity to the rear boundary and the creation of a buffer zone is a positive impact.

Whilst there is an impact on the setting of the Maltings when viewed from East Tyndall Street this impact is limited.

There is no impact on the Communal, Evidential or Historical Value of the Maltings and the impact on the Aesthetic value is not significant.