



Heritage Impact Statement

Hodge House, St Mary Street, Cardiff

Legal & General

Stride Treglown job no.	153823
Prepared by	JPR
Checked by	CD
Date	11/09/2023
Revision	0

Revisions

Revision	Description
0	Draft for review

Contents

1.	Introduction	4
1.1.	The Application	4
2.	Site Location and Description	5
2.2.	Photographs	6
3.	Objectives and Schedule of Works.....	9
3.1.	Listed Building Consent	9
3.2.	Planning Permission	9
4.	Policy Context.....	10
4.1.	Introduction.....	10
4.2.	Planning Policy Wales (Edition 11, 2021)	10
4.3.	Cardiff Local Development Plan, 2006 – 2016. Adopted 2016	11
4.4.	Conservation Principles for the sustainable management of the historic environment in Wales (2011)	11
4.5.	Heritage Impact Assessment in Wales (Welsh Government / Cadw, May 2017).	12
5.	Significance	13
5.1.	Introduction.....	13
5.2.	Historic Value.....	13
5.3.	Aesthetic Value	15
5.4.	Communal Value.....	15
5.5.	Evidential Value	16
5.6.	Summary	19
6.	Assessment of Impact.....	21
7.	Planning Considerations	23
7.1.	Principle.....	23
7.2.	Retention of Security Fencing	23
7.3.	Cycle Store.....	23
8.	Conclusion	24
Appendix A – Hodge House List Description		25
Appendix B - Significance Plan - Sixth Floor		27

1. Introduction

1.1. The Application

1.1.1 Stride Treglown have been appointed by Legal & General Investment Management to submit an application for Planning Permission and Listed Building Consent for works to the Grade II listed Hodge House, St Mary Street, Cardiff involving the following:

- Remedial works to window ledges on the Quay Street elevation of the building.
- Installation of cycle store in rear servicing/car park area
- Retention of security fencing on Guildhall Place and Westgate Street

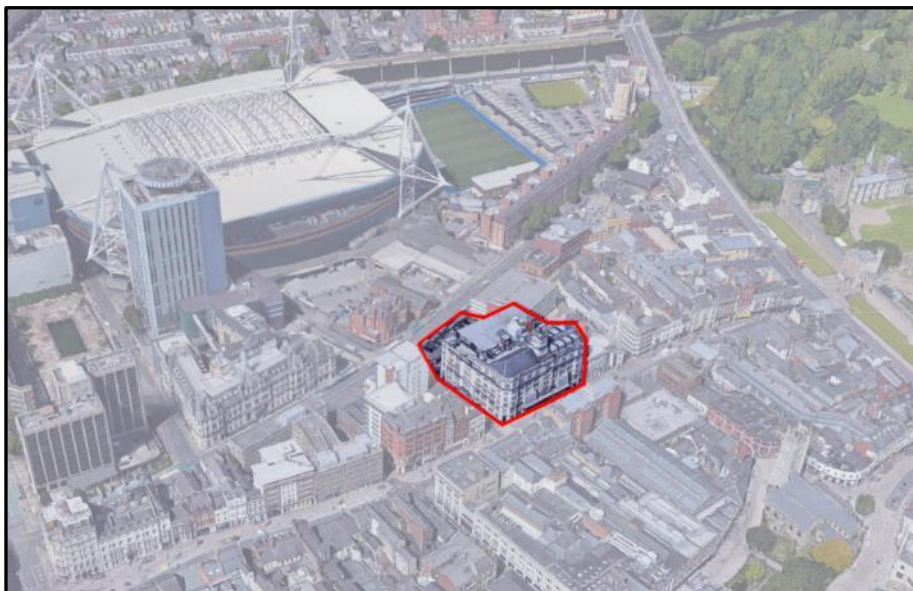
1.1.2 The purpose of this Statement is to inform the reader of the background to the applications and provide a clear description and justification of the proposals based on an assessment of the significance of the building and the impact of the proposed works.

1.1.3 This application follows the approval of a series of listed building consent/planning applications and the works are part of a programme of refurbishment/modernisation works to enhance the facilities in the building.

2. Site Location and Description

- 2.1.1 Hodge House is located on the corner of St Mary Street and Guildhall Place, occupying a prominent position corner site within the town centre. The site is wholly within the St Mary Street Conservation Area.
- 2.1.2 Hodge House is Grade II listed. It was listed in April 1999. Originally built in 1915 on the site of the former town hall. The building was constructed for the Co-Operative Wholesale Society in a style derived from Edwardian buildings in Regent Street, London.
- 2.1.3 The list description states that is listed as it is a large early 20th Century development on important corner site, and is also important as part of its group value along the street frontage. Hodge House is a large Portland Stone faced commercial building in classicising style with French Details. Enriched with cartouches, garlands, relief window aprons etc. Six storeys including attic; square clock tower; on grey plinth of Forest of Dean stone.
- 2.1.4 Hodge House is specifically mentioned within the Conservation Area Appraisal for the St Mary Street, stating:

'The use of Portland stone, the classical styling of monumental columns and pediments and gothic ornamentation all give the area an opulent style and demonstrate a significant level of craftsmanship particularly in stonework. Examples of this type of treatment include Hodge House, built in Portland stone in a classical style in 1915, James Howell's buildings of 1895 in renaissance style and the Royal Hotel, 1864 & 1890, the earliest building of this scale containing a variety of detailing and materials to each floor. During this period, the buildings were designed to 'showcase' the businesses of the day. This style is not, however, consistent throughout the area and much of the character of the area is derived from the variety and juxtaposition of styles and materials within a reasonably consistent building height, and a continuous built frontage, particularly in St. Mary Street and High Street.'



- 2.1.5 The proposed works the subject of these application are located in the following locations:
- Listed Building Consent - Quay Street side of the building.
 - Planning Permission - within car park to rear and on Guidhall Place and Westgate Street

2.2. Photographs



Photograph 1 – Aerial



Photograph 2 – From Quay Street



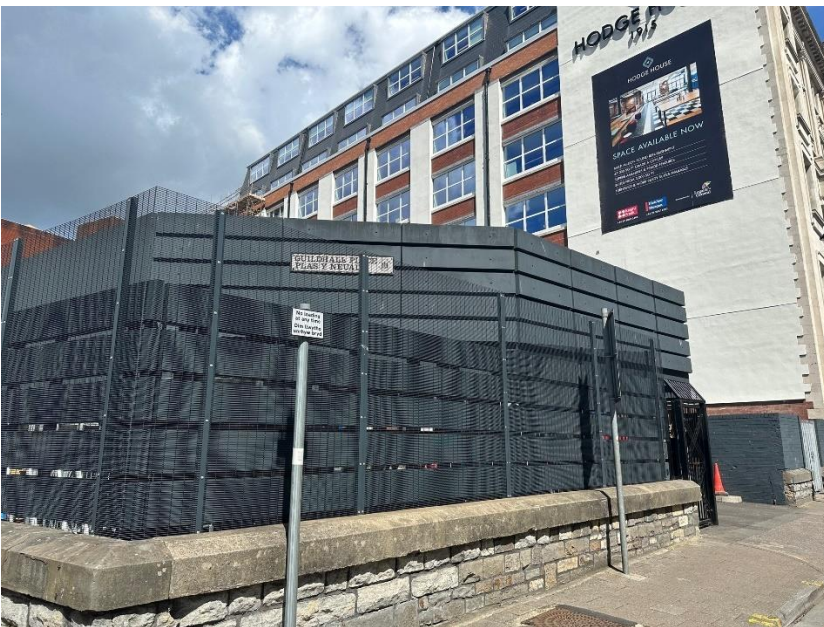
Photograph 3 – From St Mary Street



Photograph 4 - From St Mary Street



Photograph 5 – Westgate Street



Photograph 6 – Westgate Street

3. Objectives and Schedule of Works

3.1. Listed Building Consent

Objectives

3.1.1 The objective of the work is to weatherproof 3 window ledges on the Quay Street elevation in order to stop water ingress and avoid future maintenance issues to the refurbished building.

Proposed Works

3.1.2 The following works are proposed:

- Secure Code 4 lead apron flashing into existing blockwork with lead wedges and mortar joint ;
- Use treated timber furring to create a gradient to the ledge for adequate water run-off; and
- Secure Code 4 lead covering over ledge with an edge drip detail.



Extent of Proposed Works

3.2. Planning Permission

- Retention of security fencing to Westgate Street and Guildhall Place

3.2.1 A 2.4m high steel mesh fence has been installed in two locations around the boundary of the car park in response to breaches of security. The finish of the fencing is in keeping with the existing boundary.

- Construction of new stand alone cycle store

3.2.2 A series of individually accessed cycle stores are proposed to the rear of the building within the secure car park/servicing area. The cycle store will be covered and finished in a colour in keeping with the refurbishment works in this area. Cycle parking will be relocated to the new store.

4. Policy Context

4.1. Introduction

- 4.1.1 Sections 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 require authorities considering applications for planning permission or listed building consent for works which affect a listed building to have “special regard” to certain matters, including the desirability of preserving the setting of the building or any features of special architectural or historic interest which it possesses.
- 4.1.2 The Welsh Government Historic Environment (Wales) Act (2016) focusses on ‘Managing Change to Listed Buildings in Wales’ with the guidance stating that a heritage impact assessment should “summarise the proposed work and the significance of the fabric it would affect. It should consider whether the proposals would damage the fabric and whether there are other ways of achieving the objectives”.
- 4.1.3 The document states that “New work or alteration may sometimes be appropriate to keep a historic building in long-term viable use or give it a new lease of life. The need for the work must be justified and there should be sufficient information to understand the impact of your proposal on the significance of the building. The quality of design and execution should enhance the aesthetic value of the building and its setting, and additions should not be dominant. Any new work should also respect the performance characteristics of the building. The choice of appropriate materials and craftsmanship is crucial. The need for quality in new work applies at every level, from small interventions in a historic room, to major new buildings or developments”.

4.2. Planning Policy Wales (Edition 11, 2021)

- 4.2.1 Planning Policy Wales (PPW) sets out the land use planning policies of the Welsh Government. It is supplemented by a series of Technical Advice Notes (TANs), Welsh Government Circulars and policy clarification letters, which together with PPW provides the national planning policy framework for Wales.
- 4.2.2 Chapter 6.1 refers to the conserving and enhancing of the historic environment. Chapter 6.1.5 states that the planning system must take into account the Welsh Government’s objectives to protect, conserve, promote and enhance the historic environment as a resource for the general well-being of present and future generations.
- 4.2.3 Paragraph 6.1.10 confirms that there should be a general presumption in favour of the preservation or enhancement of a listed building and its setting, which may extend beyond its curtilage.
- 4.2.4 For listed buildings, the aim should be to find the best way to protect and enhance their special qualities, retaining them in sustainable use. (Paragraph 6.1.11)
- 4.2.5 Paragraph 6.1.13 requires applications for listed building consent to justify the proposals, show why the alteration of a listed building is desirable or necessary and consider the impact of any change on its significance. This must be included in a heritage impact statement, which will be proportionate both to the significance of the building and the degree of change proposed.

Technical Advice Note 24 (TAN 24) The Historic Environment (May 2017)

- 4.2.6 TAN24 states that a Heritage Impact Statement should be submitted with all applications for listed building consent and should include sufficient information to enable both the significance of the asset and the impact of change to be understood. The TAN encourages the use of Conservation Principles (2011, CADW) to guide such assessments.

4.2.7 Paragraph 5.13 identifies the following issues that local planning authority should consider when determining a listed building consent application:

- The importance and grade of the building and its intrinsic architectural or historic interest.
- The physical features of the building which justify its listing and contribute to its significance, (for example its form and layout, materials, construction and detail) including any features of importance such as the interior, which may have come to light after the building's inclusion on the list.
- The contribution of curtilage and setting to the significance of the building, as well as its contribution to its local scene.
- The impact of the proposed works on the significance of the building.
- The extent to which the proposed works would bring substantial community benefits for example, by contributing to the area's economy or the enhancement of its local environment

4.3. Cardiff Local Development Plan, 2006 – 2016. Adopted 2016

4.3.1 The proposals and constraints plan show that the site is unallocated, although lies within a few designated areas, these being:

- Within the St Mary's Conservation Area.
- Cardiff City Centre Air Quality Management Zone
- Archaeologically Sensitive Area
- Central Shopping Area
- Central & Bay Business Area

Heritage

4.3.2 Policy KKP17 states that Cardiff's distinctive heritage assets will be protected, managed and enhanced; and Policy EN9 states that development relating to listed buildings, conservation areas and archaeologically sensitive areas will only be permitted where it can be demonstrated that it preserves or enhances that asset's architectural quality, historic and cultural significance, character, integrity and/or setting.

4.4. Conservation Principles for the sustainable management of the historic environment in Wales (2011)

4.4.1 The above guidance document recognises that "changes to historic assets are inevitable".

4.4.2 To ensure the long-term future of historic assets, the document states that "change needs to be managed to ensure that their significance is not diminished as a consequence. Retaining the economic viability or the social functions of historic buildings will sustain their survival and encourage their regular maintenance". It goes on to say that "new work or alteration to an historic asset will normally only be acceptable if:

1. the need for the work is fully justified; and
2. there is sufficient information comprehensively to understand the impacts of the proposal on the significance of the asset; and
3. the proposal would not materially harm the values of that asset, which, where appropriate, would be reinforced or further revealed; and
4. the quality of design and execution must add value to the existing asset; and

5. the long-term consequences of the proposals can, from experience, be demonstrated to be benign, largely reversible or be designed not to prejudice alternative solutions in the future”.

4.4.3 Through a good understanding of the heritage asset, the proposals should be designed to avoid or minimise any harm to the ‘significance’ of the heritage asset.

4.5. Heritage Impact Assessment in Wales (Welsh Government / Cadw, May 2017).

4.5.1 Best-practice guidance is included in the above document which sets out the general principles to consider to achieve high-quality sensitive change, using the principles of good design.

4.5.2 The guide explains that statements should take into account sufficient information to enable both the significance of the asset and the impact of the change to be understood. It advises that the assessment should be proportionate to the significance of the asset and the degree of change that is proposed.

4.5.3 It explains that the basic stages of heritage impact are:

- 1) Explaining your objective and why changes are desirable or necessary;
- 2) Understanding the significance of your historic asset;
- 3) Identifying your proposed changes;
- 4) Assessing the impact of your proposals; and
- 5) Setting out the reasoning behind your preferred option, including your design concepts and principles, in the light of the assessment process.

5. Significance

5.1. Introduction

5.1.1 Hodge House is a Grade II Listed Building located at the junction of St Mary Street and Guildhall Place, the building was listed in April 1999. The list description states the reason for its designation as being a '*large early 20th Century development on important corner site. Group Value.*' It should be noted that the list description highlights that the interior of the building is 'modernised'.

5.1.2 The following assessment was undertaken in 2016 by Stride Treglown under the guidance of John Franklin, MBE, MSc (Conservation of Historic Buildings), MRICS, MBEng who is accredited in conservation by the RICS.

5.2. Historic Value

5.2.1 Hodge House is an eight storey commercial building located in the historic city centre location sandwiched between St Mary Street and Westgate Street and directly opposite the Principality Stadium. It was designed by F.E.L. Harris, RIBA architect for the Co-operative Wholesale Society based at 1 Balloon Street, Manchester.

5.2.2 Hodge House was built in 1915 on the site of Cardiff's Victorian Town Hall in a style derived from neo-classical Edwardian buildings in Regent Street, London. The building was purpose built as a department store that reflected the changed status of the area from the civic centre to the retail centre that remains to this day.

5.2.3 The building was partly destroyed during the Second World War on 3rd/4th March 1941, which resulted in loss of and/or impact on historic fabric on the 3rd to 6th floors and roof covering on the elevation facing Guildhall Place. The reconstruction was overseen by the architect with the initial of T.L.R.J who also worked for the Co-operative Wholesale Society

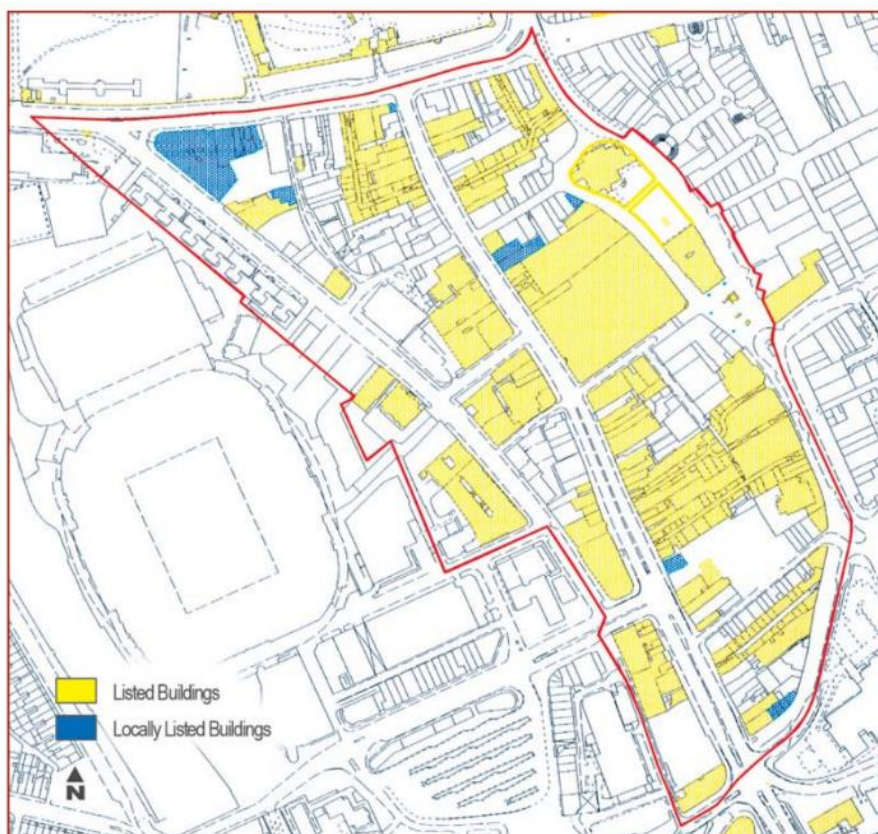
5.2.4 Further alterations to the building line at the rear of the building took place in 1937 when the retail store was extended by the Cooperative Society, and at various times since, with a 'fit-out' completed in 2000 and phase 1 refurbishment works completed in 2020.

5.2.5 Whilst the building retains an impressive façade, listing description refers ... *built for Co-operative Wholesale Society in a style derived from Edwardian buildings in Regent Street, London* ... Hodge House is not believed to be unique nor is it a building that has any specific interest in terms of technological innovation. It is therefore assumed to be a building typical for its time. This is naturally subject to any further evidence that may come to light e.g. on opening up.

5.2.6 Significance lies with the time of its construction as a large commercial building i.e. as a large store for the Cooperative Society, its quality, its location on a prominent site formerly occupied by the Victorian Town Hall and its relationship with its surroundings at a time of change for this part of Cardiff City Centre.

5.2.7 In terms of its setting it is identified under the document 'St Mary Street, Conservation Appraisal' as forming part of a group of buildings representative of the city heritage.

- 5.2.8 The role of the St Mary street area changed when civic functions were transferred to Cathays Park. Prior to this switch to Cathays Park, St Mary Street was the centre of civic importance and traditionally the centre of local and national historic events. A further change was that the main high street shopping function shifted to Queen Street. Additionally, the Hayes island area was traditionally used as an open-air market and street hawkers were permitted to sell good in this open space subject to a toll of 6d per truck. Historic information has also identified that Mill Lane had a similar role during the late 19th century.
- 5.2.9 The use of Portland stone, the classical styling of monumental columns and pediments and gothic ornamentation all give the area an opulent style and demonstrate a significant level of craftsmanship particularly in stonework. Examples of this type of treatment include Hodge House, built in Portland stone in a classical style in 1915, James Howells buildings of 1895 in renaissance style and the Royal Hotel, 1864 & 1890, and the earliest building of this scale continuing a variety of detailing and materials to each floor. During the period, the buildings were designed to ‘showcase’ the businesses of the day. This style is not however, consistent throughout the area and much of the character of the area is derived from the variety and juxtaposition of styles and materials within a reasonably consistent building height, and a continuous built frontage, particularly in St Mary Street and High Street. Variety is also seen in building materials with terracotta brickwork providing a contrast to Portland, Pennant and Bathstone. The introduction of features in contrasting stone, reflects the range of international materials being brought in as ballast to the city at the turn of the 19th century.
- 5.2.10 In addition, the area also contains examples of modern and contemporary architecture dating from the 1960’s all of which differ in shape, height and materials. They display a diverse range of architectural styles from gothic to postmodernism. The scale of the St Mary Street properties, some up to six stories, emphasises the streets grandeur and, in relation to the streets width, results in an elegantly proportioned street.
- 5.2.11 Hodge House forms one of a group of heritage assets within the St Mary Street Conservation Area as indicated on the plan below (p16):



5.2.12 The origin construction form assumed the designated use of the buildings for commercial retail and the plan form was directly functional as open plan market halls with associated public and staff amenities. This has changed throughout a series of programmes of refurbishment and modernisation partly during its tenure under the Cooperative Society, and more recently in various changes/fit-outs completed to enable its present use as offices and ground floor retail.

5.3. Aesthetic Value

5.3.1 Internally, much of the original detailing has been removed and/or obscured. Remaining features include the following:

- Staircase located to the east of the building which formed the primary access route as part of the 1915 plan largely remains including decorative ironwork and ceramic wall tiling. The finish of the floor is a flecked 'resin' finish anticipated to have been applied as a later 'improvement'.
- Roof. The original steel trusses remain but appears likely that the timber frame has been more recently replaced.
- Parts of the original building form remain although subject to later alterations.
- Steel structural grid has been largely retained albeit in the main contained within the layout of internal partitioning (except 2020 phase 1 areas).
- Vaulted decorative ceiling to the former assembly hall on the fifth floor retained.
- Basement. May be indicative in part to a lower storey of the former town hall but it is not possible at this stage to identify any elements with any degree of confidence that pre-date the construction of the store in 1915.
- It is likely that some original joinery remains as is evident within the fifth floor assembly hall where it projects above a more recent raised access floor.
- It is evident that the majority of the original windows have been replaced with modern single glazed softwood vertical sliding sashes to the original parts of the lower floors, modern double glazed softwood vertical sliding sashes to the original parts of the upper floors, and double glazed aluminium throughout the rear extension.

5.3.2 Internally, whilst elements of the 1915 retail building remain, the building's original design concept has been diluted as a consequence of the enlarged and plainly detailed later work.

5.4. Communal Value

5.4.1 The construction of a new large store for retail by the Cooperative Society in 1915 formed part of a social 'movement' of cooperative organisation.

5.4.2 The first co-operative societies were established in Wales in the early 1840's, including one started by Chartists in Pontypridd. The first co-operative that endured was set up in Cwmbach, in 1859/60, which was modelled on the pioneer co-operative, in Rochdale, which had been running since 1844. The Cwmbach Co-operative has been seen as the 'beginning' of co-operative in Wales (BBC Wales History). The coastal towns to Cardiff and Newport did not initially develop strong co-operative societies because the dockers and sea farers had irregular work, which hindered co-operative organisation. Co-operative was about much more than trading; it was a way of life for many and provided extensive social provision as well as economic activity.

- 5.4.3 Co-operative societies gave support from the ‘cradle to the grave’. Individual societies provided every sort of service that a member might want, including funeral services and memorial headstones. They could provide food shopping, hairdressing, car hire, painting and decorating, as well as optical services, a travel agency, insurance and banking. Societies would often combine together to build large laundries and bakeries.
- 5.4.4 Co-operation became a central part of the culture of the local community, similar to that of the chapel. People identified with, and were loyal to, their co-operation societies, which became ingrained in their way of life. As was said of the Blaina Society in 1922, it was ‘undoubtedly the biggest thing in the valley outside of the coal industry itself’
- 5.4.5 Local co-operative societies were active participants in the social, cultural, economic, and sometimes political life of their communities. Also, as well as people providing a range of services for themselves, they saw co-operation as a way of building a new society. Co-operative societies were – and are – part of a worldwide movement which seeks to share the benefits of work and trading fairly.
- 5.4.6 Co-operative Wholesale Society (CWS) was established in 1863, originally called the North of England Cooperative Wholesale Industrial and Provident Society Limited. From its beginnings, the Co-operative Wholesale Society (CWS) became one of the largest co-operative organisations in the UK, changing its name to The Co-operative Group in 2001. The CWS also looked after its employees by introducing the 8-hour day in its factories and publicising its stance against sweated industries, as well as introducing convalescent homes for sick employees. The Co-operative Group today is the largest co-operative society in the UK.
- 5.4.7 Subsequent to the closure of the Cooperative retail store, the building has remained an important part of the social fabric and ‘group’ identity of the high street and its environs i.e. within the St Mary’s Street Conservation Area. St Marys Street Conservation Appraisal refers:
- 5.4.8 In the streets surrounding St Mary Street, there is a change in scale to reflect earlier more pedestrian building styles, ranging from three storeys frontages to Castle Street, down to small scale terracing and courtyards, such as Jones Court off Womanby Street. The warehouse building styles seen in Womanby, Westgate and Quay Street are in reflection of the significance of the area in relation to its former quayside role. The St Johns area and particularly Hayes Island, whilst containing the elegant architecture of the late 19th century and the modern St David’s halls development, reflects the less formal street patterns of earlier periods resulting in a greater sense of enclosure to spaces, and a more intimate feel.
- 5.4.9 Within the current boundary for St Mary Street the extent of building listed as being of “special architectural or historic interest”, demonstrates the degree of national importance which the area possesses.
- 5.4.10 There is no spiritual value related to the building.

5.5. Evidential Value

- 5.5.1 Hodge House was constructed in 1915 on the site of Cardiff’s Victorian Town Hall in a style derived from neo-classical Edwardian buildings in Regent Street, London. The building was purpose built as a retail store that reflected the changed status of the area from the civic centre to the retail centre that remains to this day.
- 5.5.2 Hodge House is named after Sir Julian Hodge, Wales’s one time leading financier and one of the principality’s most active philanthropists, although his career was dogged by controversy. He founded the Commercial Bank of Wales which occupied Hodge House for a period before the bank was taken over by Standard Chartered Bank. Banking use continued under the guise of HSBC for a period.

- 5.5.3 The area, although mainly Victorian reflects the old medieval street pattern focused around St Johns the Baptist church and Cardiff castle. The narrow and irregular passages such as Womanby Street and the traces of historic barrage plots and street names such as Quay Street all reflect the early activities of the area.
- 5.5.4 The areas special interest can be demonstrated in the way in which its historic interest and development translates into the physical character of the area today.
- 5.5.5 Whilst it is important to say precisely when the north/south route, which is such a strong part of the areas character, was built, it is likely to have formed part of the medieval walled Borough. The northern end and the market, were the focus of commercial life, and the quayside, where the river followed its original course along the route of the present day Westgate Street marked the western edge. Little physical representation of the original course of the River Taff exists today, though the historic interest of the area is still reflected in the areas street names. Golate ran to the Taff a few yards downstream and may have been used for the loading and unloading of goods away from the attention of customs. Quay Street and Womanby Street also provided access to the quay on the River Taff. The warehouse architecture of the quayside is still present in this area.
- 5.5.6 Historic plans and maps demonstrate that the southern half of St Mary Street was the only part of Cardiff that saw a substantial change in layout between 1600 and 1800. The Taff was moving progressively eastward, and by the beginning of the 17th century, any man-made defences on that side of the Borough had disappeared. Worship was transferred from St Marys Church to St John the Baptist Church by 1678. During the 18th century, St Mary's church was washed away by the flooding of the Taff.
- 5.5.7 By the middle of the 19th century, the western edge of the southern end of St Mary Street was affected by the changing river course, the development of the Glamorganshire canal and the opening of Cardiff central station to the south of the area in 1850 led to a realignment of the river Taff. Opportunities for the development began to emerge along the remaining undeveloped frontage to the west of St Mary street.
- 5.5.8 It was the period between 1880 and the early 1900's that saw the most extensive rebuilding of High Street and St Mary Street, including the erection of large commercial schemes such as Market buildings, James Howells Department Store and the Royal Hotel. As a result of this extensive rebuilding, little remains from before 1850.
- 5.5.9 Hodge House was constructed on the site of the former 'Victorian' Town Hall. We have explored a possible link between the Town Hall demolished in 1914 and the former town hall and note the following:
- 5.5.10 **Medieval Town Hall;** In the 1330s William Zouche, Lord of Glamorgan, earmarked a section of land in the middle of High Street (at the junctions with St Mary Street, Church Street and Quay Street) for the construction of Cardiff's first town hall. Building work was completed and the Cardiff Corporation held its first meeting at the town hall in 1338. Other than a small rough sketch in Johns Speed's 1610 map of Cardiff, no plans, drawings or pictures of the building exists; though it is mentioned in an account in 1578 by Rice Merrick: 'In High Street standeth a faire Towne Hall, wherein is holden the Town Court, every ffortnight'
- 5.5.11 The building's prominent location meant it was an important backdrop to the early days of trade in the town. Alongside the Town Hall stood a giant wooden cross – a stark reminder to the market traders that God was watching them! Alongside the cross stood the stocks and pillory, used to publicly humiliate thieves and other petty criminals until their final removal in 1861. The Town Crier could also be seen proclaiming the news outside the Town Hall, which was also often referred to as the Guild Hall as it was the place where the guilds of Cardiff would meet. A guild is defined as: a medieval association of craftsman or merchants, often having considerable power.

- 5.5.12 Four hundred years after opening it was deemed that the Town Hall was inadequate to requirements and was in desperate need of expansion and modernisation. It was so dilapidated that a feasibility study in 1741 concluded that knocking the building down and starting again would be far cheaper than repairing it.
- 5.5.13 **Georgian Town Hall;** With the increase in Cardiff's population over the previous 400 years, the former Town Hall in the middle of High Street was seen as an obstruction to the flow of traffic. Despite numerous complaints from residents the new Town Hall was built in the exact same place as its predecessor; ignoring all advice and public opinion. To add insult to injury the wealthier residents of Cardiff were asked to contribute towards paying for building – it is therefore unsurprising that it took six years to complete construction and it never proved as popular as its predecessor.
- 5.5.14 Incorporated beneath the New Town Hall was the new gaol (formerly located in the castle's beak tower) which was later adapted for use as a fire station when it was decided that a bigger gaol was necessary. It closed in 1853, once again in dire need of expansion and modernisation, eventually being completely demolished in 1861.
- 5.5.15 **Victorian Town Hall;** In 1853, the same year as the previous hall had closed, Cardiff's third town hall was opened after being constructed at great public expense. On this occasion it appears that the council bowed to public pressure and opted not to construct it in the middle of High Street, instead electing for a sizeable plot on the West side of nearby St Mary Street (extending back as far as the newly created Westgate Street)
- 5.5.16 The "very handsome" building, pictured below, was constructed by W.P. James to the design of Horace Jones (the same architect responsible for Tower Bridge in London). It was home to the courts, police station, fire brigade and post office. Expansion of the building was necessary in 1880 after the Cardiff Corporation was handed extra responsibilities, resulting in the addition of extra staff and storage for necessary paperwork.



Victorian Town Hall

- 5.5.17 To create extra space, the Post Office was relocated in 1886 to a purpose-built seven-storey building on the corner of Westgate Street and Park Street. Yet in 1890 it was decided that, for the third time in 150 years, the Town Hall was once again inadequate for use. It is worth noting that the earliest record of Cardiff's population was in 1801 when it stood at a mere 1,870 but 90 years later the 1891 census figure stood at almost 129,000 – an average increase of 1,400 people every year.

- 5.5.18 The town hall finally closed in 1905, but not before making its greatest contribution to Cardiff. That year Cardiff was awarded City status, the final important decision made in St Mary Street Town Hall was to accept the accolade – giving birth to the city of Cardiff. The town hall was demolished in 1914 (the only remaining occupants were the fire brigade who eventually moved to a new purpose-built facility on the corner of Quay Street and Westgate Street in 1917)
- 5.5.19 A blue plaque commemorating Cardiff's third town hall can be found on the Guildhall Place elevation of Hodge House (former headquarters of the Julian Hodge bank) - it was donated by Sir Julian Hodge himself in July 1976 and reads:
- "The new town hall was erected by public subscription to the design of Horace Jones, architect to the corporation of the City of London. The builder was W.P. James. The foundation stone was laid by Mr. Walter Coffin in 1849. Remains of old walls, large buildings & a circular well stairway were unearthed as the foundations were dug out. Described in 1853 as a very handsome building, the new town hall included the assizes and county courts, the Post Office, police station and fire brigade & remained the administrative centre of the borough until the opening of the City Hall in Cathays Park in 1905."*
- 5.5.20 We have not been able to establish precisely what was located on the site prior to the construction of the Victorian Town Hall.
- 5.5.21 The old Victorian town hall site was developed by the co-operative wholesale society, opening as a retail store in 1918. The development also included a new street linking St Mary Street with Westgate Street, which was given the rather fitting name of guildhall Place.
- 5.5.22 As the Victorian Town Hall was constructed on a different site to the Mediaeval and Georgian Town Halls there will be no remains of these earlier buildings on the Hodge House site unless any artefacts were transferred to the new site – this is considered to be a very remote possibility but not completely impossible.
- 5.5.23 It is likely that the extensive nature of excavations involved in the construction of the Victorian town hall, its subsequent demolition and the construction of Hodge House and its later extensions are likely to have destroyed much of the remains of former buildings or that these remains have been built on. The existence of any evidential value of life prior to Hodge Houses is, therefore, considered to be quite small but not impossible.
- 5.5.24 Should it transpire that archaeological information is obtained for the site, this might affect the overall significance of Hodge House and impact on any future development. Any future proposals that intend significant excavation may well warrant an archaeological investigation before excavation commences.

5.6. Summary

- 5.6.1 The evidential value of the building is likely to be small/negligible except that it is just possible that there may be remains of the old Town Hall buried in the basement.
- 5.6.2 The historic and aesthetic value of the main frontage and south elevation are the buildings' most important heritage values as they create a strong identity with the past, represent a good example of architecture of the period and of course form an important part of the complete St May Street scene.
- 5.6.3 The aesthetic value of the building is diminished by the later extension(s) and alterations which are of no design merit. These extensions completely cover the original west elevation and vastly detract from the composition of the east and south elevations, which makes the retention of the east and south elevations all the more important.
- 5.6.4 The internal spatial layout and proportioning is typical of a building purposely designed as a retail store. No technological advancements that reinforce the building's design value have presently been identified.

- 5.6.5 The communal/social value that most contribute to the buildings significance are the links with the COOP which represents a period of change to the benefit of the ordinary person.
- 5.6.6 It is clear that Hodge House is an important building in the St Mary Street scene and forms an important member of the group of buildings in that Street. A significance plan is included in Appendix B.

6. Assessment of Impact

- 6.1.1 In considering listed building consent applications, the Planning (Listed Building and Conservation Areas) Act 1990 states that *“the Local Planning Authority... should have regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”*.

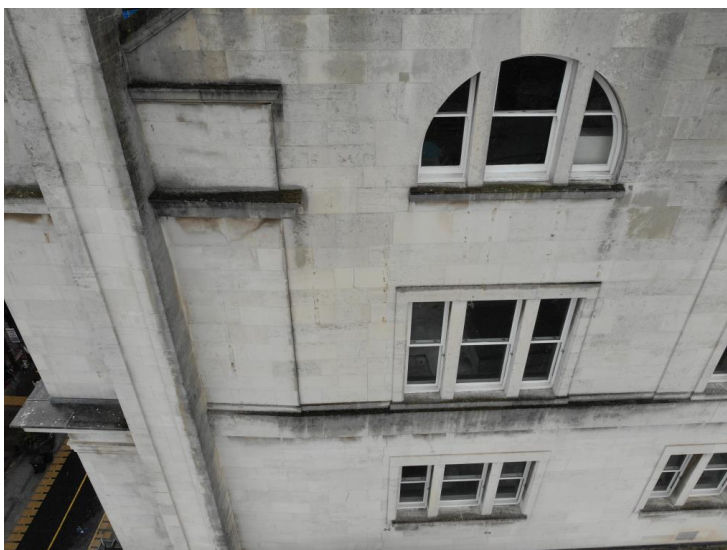
Significance

- 6.1.2 The Quay Street elevation is the more utilitarian part of the building, while visibility is also restricted by the location and height of adjacent buildings. However, the part of the building affected by the work is part of the original 1915 building and is of high significance.

- 6.1.3 The elevation is characterised by a range of finishes including Ashlar, glazed brickwork, common brick and render.

Condition

- 6.1.4 Damp was affecting an internal wall and a ledge (Stone cornice) was identified as being the cause as water was not running off.
- 6.1.5 Cornice details were often added to facades to hide gutters, accommodate raised/recessed profiles along a façade, as well general aesthetics. Traditionally, they were either left as untreated stone, or dressed in lead.
- 6.1.6 The cornice should have a slight fall away from the wall to allow water to run off the top and drip off from the bottom. The dark staining and the vegetation growth on Quay Street suggests water sits on the top rather than falling away, and as the orientation faces north the ability to evaporate rapidly is naturally hindered. Deterioration of the stone cornice due to environmental factors, the stone specification, along with the additional vegetation growth, clearly prohibits adequate run off.
- 6.1.7 A survey of this area has identified two other ledges on the same floor that would lend themselves for the same detail to avoid future maintenance issues. A lower ledge was also noted as benefiting from existing leadwork.



Drone photograph showing condition of ledges and existing lead flashing to lower ledge

Solution

- 6.1.8 In this instance, where cutting out and replacing the stone would not be an appropriate solution, a lead detail would address the issue of run off and prohibit ingress and match with the solution used on the lower ledge.

Impact

- 6.1.9 The proposed works are limited to a small part of the building which is away from public view.
- 6.1.10 As set out in paragraphs 6.1.4-6.1.7 remedial work is necessary to address the issue of water ingress. the proposed solution would provide the optimal level of protection and reversibility to preserve the character of the building.
- 6.1.11 The proposed solution will minimise the aesthetic impact of the change through the use of robust traditional materials and is in keeping with a solution used effectively elsewhere on this part of the building
- 6.1.12 It is considered that the proposals will have a positive impact and are necessary and justified as part of the periodic repair of the building.

7. Planning Considerations

7.1. Principle

- 7.1.1 The site is located in the Central Bay Business Area which is identified as the established administrative and business heart of the city.
- 7.1.2 The proposals will support the office function of the site through improving the condition of the building, providing replacement cycle storage for office users and addressing security issues.

7.2. Retention of Security Fencing

- 7.2.1 The 2.4m high security fencing has been installed as a result of a series of thefts from the car park whereby members of the public have been able to climb over the concrete boundary panels and gain access to the site. The fencing was installed in January 2023 due to the urgent need to prevent such activity.
- 7.2.2 Razer wire had previously been installed along these parts of the building but was removed as part of the recent refurbishment works carried out as part of 20/01949/MNR. This remains in place in areas away from general public view at the boundary with the NCP car park. Reverting back to this approach is not considered to be desirable.
- 7.2.3 The staggered/stepped approach to the car park boundary reduces the visual impact of this part of the site in comparison to a standard single location boundary treatment. However, this does provide a climbing opportunity and the fencing has been installed in the locations where needed to address problems that have been experienced and where access to the car park is easier.
- 7.2.4 The installation of the fencing provides the opportunity to review its suitability in its full context. Photographs 5 and 6 highlight that the use of matching colours to the existing boundary treatment and the style of fencing are appropriate for this location and do not harm the conservation area and listed building.
- 7.2.5 The proposals are therefore considered to accord with Policy EN9 and KP17.

7.3. Cycle Store

- 7.3.1 5no individual cycle stores are proposed to be installed adjacent to the rear elevation of the building close to the sub station. The total amount of cycle storage space would remain unchanged.
- 7.3.2 The erection of a cycle store within the curtilage of an office building is permitted development as set out in Class B, Part 41 of the Town and Country Planning (General Permitted Development) (Amendment) (Wales) Order 1995 (as amended). However, development is not permitted where the development is within the curtilage of a listed building or in a conservation area.
- 7.3.3 The cycle store would not be overly visible from Guildhall Place and the proposals would preserve the character and appearance of the conservation area. The style of cycle store (steel with a grey finish) would be in keeping with the refurbished car parking area and would not harm the setting of the listed building in accordance with Policy EN9 and KP17.
- 7.3.4 The relocation of cycle stands to a new secure covered area would provide 1 additional car parking space.
- 7.3.5 The cycle store is located in a secure area of the site and provides covered long term storage solution for staff at the offices in accordance with LDP policies T1, T5 and C3.

8. Conclusion

- 8.1.1 Hodge House is an eight-storey building, with original (east and south) frontages and most of the north elevation dating back to 1915. It was purpose built to function as a retail store by the Cooperative Society. The remainder of the building is dated post 1937 when it was extended by the Cooperative Society possibly in two parts with the 4th Floor added as part of a later extension, and in the mid-1940's when it was reconstructed in part following damage occurring during air raids of the Second World War. The building was remodelled at various times afterwards, the precise timing not known, but particularly to the rear parts of the building, and included the construction of a mansard at roof level.
- 8.1.2 Hodge House is an important commercial building within Cardiff and retains much of its original exterior.
- 8.1.3 The proposed work to the ledges on Quay Street will ensure the building is protected from water ingress.
- 8.1.4 The retention of the security fencing addresses a real security issue with limited impact to the site and surroundings due to the use of complementary finishes and a suitable form of fencing in preference to the use of razor wire.
- 8.1.5 The cycle store facility will provide individually controlled storage units for office users in a suitable style and location.
- 8.1.6 PPW states that the aim should be to find the best way to protect and enhance the special qualities of listed buildings, retaining them in sustainable use. The proposals do not harm the special qualities of the building and would support its continued use as an office facility.
- 8.1.7 The proposals have considered how to respond to these key aims while seeking to preserve/enhance the buildings heritage values. In conclusion, it is considered that the proposals would not materially harm the values of the asset and will support the effective use and of the building as part of the current periodic renewal and repair programme for the building.
- 8.1.8 The proposals are therefore considered to be in accordance with relevant legislation, policy and guidance by preserving the quality and setting of the building and should be supported by the Local Planning Authority.

Appendix A – Hodge House List Description

Full Report for Listed Buildings

Cadw



Summary Description of a Listed Buildings

Reference Number	Building Number	Grade	Status	Date of Designation	Date of Amendment
21667	114-5	II	Designated	30/04/1999	30/04/1999

Name of Property	Address
Hodge House	114-5 St Mary Street

Location

Unitary Authority	Community	Town	Locality	Easting	Northing
Cardiff	Castle			318172	176295

Street Side	Location
W	On corner with Guildhall Place.

Description

Broad Class	Period
Commercial	

History

Built 1915 on site of Cardiff's Victorian town hall. Built for Co-operative Wholesale Society in a style derived from Edwardian buildings in Regent Street, London.

Exterior

Large Portland Stone faced commercial building in classicising style with French Details. Enriched with cartouches, garlands, relief window aprons etc. Six storeys including attic; square clock tower; on grey plinth of Forest of Dean stone. St Mary Street frontage of 11 bays. Seven bays of tripartite "Chicago" windows, but paired windows to advanced 2nd and 10th bays, and single windows to narrow end bays. Balustraded parapet, central window, stepped up. Top storey has cornices over windows. Central bay advanced with open pediment, entrance portal (grey stone) with in antis treatment. Channelled ground and first floors. To Guildhall Place, 3 bays as front (including attic), then shallow splayed bay with broad segmentally-arched doorway; two bays without attic plus slightly advanced 1-window bay.

Interior

Modernised.

Reason for designation

Large early C20 commercial development on important corner site. Group value.

Appendix B - Significance Plan - Sixth Floor



WALL
CALUM

SIXTH FLOOR



PCST 1940s



1906 EXTENSION



1915 COOPERATIVE BUILDING

Bristol

Promenade House
The Promenade
Clifton Down
Bristol BS8 3NE
T: +44 (0)117 974 3271

Bath

St George's Lodge
33 Oldfield Road
Bath, BA2 3NE
T: +44 (0)1225 466 173

Cardiff

Treglown Court,
Dowlais Road,
Cardiff CF24 5LQ
T: +44 (0)29 2043 5660

London

3 Cosser Street
London SE1 7BU
T: +44 (0)20 7401 0700

Manchester

Commercial Wharf
6 Commercial Street
Manchester M15 4PZ
T: +44 (0)161 832 9460

Plymouth

Norbury Court
The Millfields
Plymouth PL1 3LL
T: +44 (0)1752 202088

Solent

One Wessex Way
Colden Common
Winchester SO21 1WGT: +44
(0)2380 671991

Truro

55 Lemon Street
Truro TR1 2PE
T: +44 (0)1872 241300

Abu Dhabi

AS Business Centre
Al Ain Road
Umm Al Nar
PO Box 129865
Abu Dhabi UAE
T: 00 971 (0) 2 510 2416

stridetreglown.com