
CASE STUDIES AND REGIONAL WORK

ART 504: Part 2 – Final hand-in



(Photograph courtesy of RCAHMMW)

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1. Introduction

This report builds upon the research previously undertaken as part of module ART504: Part 1 – Case Studies and Regional Work.¹ Taking into account the outcomes of this body of work, management policies for the adaptive reuse of Whitchurch Hospital into a Creative Quarter centred upon the emerging FinTech sector within the Cardiff Capital Region (CCR) will be prepared based on Step 4 of the Heritage Lottery Funds (HLF) Conservation Planning Guidance (HLF undated). It is assumed that the full detail of Steps 1 – 3² have already been set out previously and as such, only summaries of steps 2 and 3 will be presented here³.

The management policies that follow are based upon the assessment of the sites heritage value and significance and also, of the risks and opportunities currently facing the site. Guiding principles for the care of the sites heritage will be clearly set out and from these, a series of management policies setting out aims and objectives will be presented. Policies will encompass the development, repair and maintenance phases of proposals for the adaptive reuse of Whitchurch Hospital; and should be referred to and embraced by all parties involved in managing the buildings and their setting both now and in the future.

2. The Need for Conservation Management Plans

In order to set the context for the preparation of management policies for the Whitchurch Creative Quarter, it is important to first set out what the purpose of a Conservation Plan is.

Kerr (2013, p.2) recognises, “conservation is about the care and continuing development of a place in such a way that its significance is retained or revealed and its future is made secure.” As noted by Clark (2001, p. 12) “significance lies at the heart of every conservation action ... unless we understand why a place is worthy of conservation, the whole business of conservation makes very little sense.” An understanding of a sites significance is therefore key to informing the conservation process and responsibility for this should be shared between all those involved including the owner, local authority, professional advisers, funding and regulatory bodies (ibid p. 15).

A Conservation Management Plan (CMP) assists this process by clearly identifying what is significant about a place and setting out policies for retaining it in any future

¹ Including the wider context of healthcare in Cardiff and Glamorgan and the significance of the former Whitchurch Hospital, the current condition, present risks and opportunities facing the site; and an assessment of precedents of how other large, former medical institutions have benefited from adaptive reuse.

² Step 1 – Understanding your heritage.

Step 2 – Summarising the heritage value of the object or place.

Step 3 – Investigating the risks and opportunities.

³ As required by HLF' Conservation Planning Guidance (HLF Undated, p. 6)

use and development (Kerr 2013, p.1). The HLF recognise the need for a balanced and holistic approach in this regard to ensure that a full understanding of the many different types and layers of heritage value that contribute to the significance of a place exists (HLF undated, p. 2) and that this understanding informs the development of management policies.

It is then possible to consider and make informed policy decisions that minimise the impact upon significance and maximise the opportunities for it to be retained and revealed; and for flexibility to be exercised when considering what areas of a place can be adapted or developed with greater freedom (Kerr 2013, p. 4).

3. Summary of Heritage Value

Clark (2001, p, 22) makes it clear that “understanding a site is the first step in any programme of conservation work.” In order to develop management policies that effectively protect and manage the sites heritage values and significance, it is therefore essential that a full understanding of the sites tangible and intangible heritage values is understood (Hartley 2020, p.5). Cadw’s values based approach for assessing significance is utilised below (2011).

3.1 Aesthetic Value

Whitchurch Hospital is recognised by Cadw (2002 p,1) as “the best example in Wales of a large mental hospital using echelon plan form (Figure 1), and for its special architectural interest as the work of [architects] Oatley and Skinner.” Joseph et al (2013, p. 136) comment that asylum buildings were often typically designed to be “impressive and architecturally distinguished” and Oatley and Skinner didn’t fail to deliver in this regard.



Figure 1: Echelon Plan layout of hospital complex. (Photograph courtesy of RCAHMW. 26th August 2016)

“The huge and elegant buildings” (Carradice 2011, Para. 1), are imposing on approach. (Figure 2) As Britton (2020, p.5) acknowledges, “construction embraces ... in the main, mass produced materials ... coupled with a willingness to use emerging construction techniques.” From the construction and materials used, it is possible to “see a marriage of the old and the new” (ibid, p. 5).



Figure 2: The main entrance to the Administration Building demonstrating use of red brick, yellow brick banding and bath stone with welsh slate and Bath stone also used. The Water Tower can be seen in the background with its copper roof detail. (Photograph courtesy of https://www.flickr.com/photos/roath_park_mark/239113702)

Having collaborated on previous Asylum designs (Gnoinska & Hughes 2020, p. 7), Oatley and Skinner established at Whitchurch, a modern facility. The wards together with the connecting corridor system, administrative building, recreation hall, water tower and octagonal pavilions all remain in situ in a remarkably complete condition set within much of the original landscape setting; the 150ft water tower forming a particularly dominant feature of the site. (Figure 3)



Figure 3: The Hospitals 150ft Water Tower dominating the hospital site. The hospital incorporates 10 self-contained wards for 750 patients but with capacity for 1250 (Morris 1965, p. 9). (Photograph courtesy of RCAHMW. 26th August 2016)

It is significant that much of the original 1908 hospital remains with few accretions, additions or demolitions since its original construction (Hayes 2020, p.4). (Figure 4) Remarkable when so many of the UK's former asylum buildings have been significantly altered, largely demolished or completely lost (SAVE 1995).



Figure 4: Whitchurch Hospital. Building Morphology of main hospital building 1908 – present (Hayes 2020, p. 4). (Do not scale from drawing)

3.2 Summary of Historical Value

Throughout the early 19th century, an increasing awareness emerged in the UK that care provision for the mentally ill within society was poor (Carradice 2011, para. 5). Both the 1808 County Asylum and 1845 Lunacy Acts sought to address this need, the latter mandating Counties to provide asylums to accommodate and treat those in need (Franklin 2002a, p. 172).

During the course of the 19th Century, Cardiff had utilised the Glamorgan County Asylum and other asylums in Chester and Carmarthen to fulfil the City's needs (Carradice 2011, para.7). As the population grew however, it became clear that the city required its own facility and in 1908 the Cardiff City Mental Hospital was opened.

For the city, "the establishment of the hospital was ... something to be celebrated and recognised" (Gnoinska & Hughes 2020, p.22) and from the outset the facility was regarded as a modern rather than Victorian asylum that pushed forward the science of the day, rapidly establishing itself as a centre for research and treatment of mental illness in the UK (Beech 2008, p. 12).

Dr Goodall, the first Medical Superintendent was instrumental in establishing the hospital and its reputation in this regard. A proponent of applying scientific research to the understanding and treatment of mental illness, Goodall was a "forward-thinking figure" (Gnoinska & Hughes 2020, p.33) whose work put the hospital at the forefront of mental health care in the UK (Carradice 2011, para. 12).

As well as being a centre for excellence, the hospital served twice as a military hospital during both World Wars (Carradice paras. 13&16) and became part of the new National Health Service in 1948 (ibid para.18). Throughout the remaining twentieth century, the hospital continued to serve the City. However, with the advent of a new discourse for the treatment of mental health from the 1960's, which championed the deinstitutionalisation of care into the community⁴, the hospital increasingly became viewed as obsolete and closed in 2016.

Having provided care for 108 years, the hospital is an integral part of the City's tangible and intangible history.

3.3 Summary of Evidential Value

As (Franklin 2002b, p. 24) contends, 19th century asylums were "a unique building type ... planned and designed for a specific purpose." A product of the Victorian age, asylums are now an increasingly endangered building type (County Asylums 2020).

⁴ Promoted by the Mental Health Act (1959) and the NHS & Community Care Act (1990) (Franklin 2002a, p. 174).

What remains at Whitchurch presents a valuable insight into twentieth century mental health care and the Hospital is one of only a few remaining examples that retain original features (ibid 2020).

The echelon plan form, self-contained male and female wards connected by a linear corridor system and the octagonal shelters are all evidence of the sites former use and how a building was specifically designed to respond to a particular need and function. The water tower dominates the City's skyline and remains symbolic in the older generation's collective memory of the sites former use; and of Enoch Powell's infamous "Water Tower Speech" (1961) now synonymous with the demonisation and subsequent deinstitutionalisation of mental health care in the UK.

Often viewed as "places of custody [and] containing" (Franklin 2002a, p. 173), Whitchurch Hospital, when built, was not regarded as a traditional asylum but as a rather more progressive and modern facility developing more innovative treatments for mental health (Gnoinska & Hughes 2020, p. 26). The Recreation Hall is demonstration in built form of this approach (ibid, p.26). (Figure 5)



Figure 5: The Recreation Hall provided space for cultural, leisure and sporting activities, all considered important in the treatment and recovery of mental health illnesses. (Authors own photograph, 24th October 2020)

Today, the Hospital stands in remarkable contrast to modern mental health care facilities demonstrating in tangible form how care has evolved and how buildings have responded.

3.4 Summary of Communal Value

As (Gnoinska & Hughes 2020, p. 27) contend, throughout its history “the operation of the hospital has been of interest to many” including historians, medical and social scientists (ibid p. 27) demonstrating the high regard in which it is held.

For over 100 years it has provided mental care to those in need and as such has been a significant part of many people’s lives. Perceptions of asylums within the collective memory can vary from those that hold negative perceptions typically emerging from the concept of detention and a wider social stigma attached to mental illness, to those that view them more positively. Whitchurch Hospital was widely considered to be a progressive and modern facility (Carradice 2011, para. 15) and as such the staff and patients largely reflect positively on their experiences of life inside the Hospital (Carradice & Goffin 2014, cited in Gnoinska & Hughes 2020, p. 36).

The establishment of the Whitchurch Hospital Historical Society in 2009 and the ongoing work that it undertakes in promoting and celebrating the hospital demonstrates the emotional connection to the site and the high regard in which it is held within the local community (Whitchurch Hospital 2020).

In considering the collective values summarised above, the Hospital can be considered one of the best remaining examples of an asylum building and as such is of national significance in Wales.

4. Summary of Risks and Opportunities

4.1 Risks to Tangible Heritage

Since closure, the hospital has lain vacant and has fallen into a significant state of disrepair (Adams 2020, p. 4). The eight listed buildings on site⁵ have suffered extensive damage from what appears on inspection to have been a lack of ongoing maintenance by the owners Cardiff & Vale University Health Board (C&VUHB) which has been exacerbated further by unauthorised entry, vandalism, water and vegetation penetration across the full estate (Ibid, p. 4). (Figures 6-10)

⁵ Including the main hospital building, 6 octagonal shelters and the Chapel.



Figure 6 Extensive damage to timber and glazing is visible throughout the site as a result of vandalism which has facilitated water and vegetation ingress throughout the site (Branford 2020, p. 30).



Figure 7 Damage to roof areas is visible throughout the site. A lack of ongoing maintenance, lead theft and general vandalism being the general cause (Branford 2020, p. 12&13).



Figure 8 Parquet flooring has been damaged by water ingress (Branford 2020, p. 13).



Figure 9 Many original internal fixtures and fittings remain including an original door which has been removed from its hinges and vandalised (Branford 2020, p. 36).



Figure 10 Evidence of wet rot is visible internally as a result of extensive ongoing water penetration (Branford 2020, p. 37).

Cadw's Buildings at Risk Survey considers the Chapel and five of the six octagonal shelters within the grounds to be "at risk" whilst the Hospital and one of the octagonal shelters are considered "vulnerable" (Cardiff City Council 2015). Since the survey, it is clear from inspection that the buildings could all now be regarded as "at risk" (Adams 2020, p. 4).

C&VUHB continue to operate under budgetary constraints (Adams 2020, p. 6). Despite their attempts to initiate mixed use redevelopment of the site⁶, the long term future of the site remains unclear. Ongoing uncertainty and perceived inaction to unlock adaptive reuses places the buildings at continued risk of deterioration making the economic viability of redevelopment more challenging (Hartley 2020, p. 48-49).

The extensive size of the estate and the "unique building type" (Franklin 2002b, p. 24), presents a challenge to visioning reuse. Often considered "symbolic of fear and oppression in the collective memory" (Franklin (2002a, p. 174) it's possible that people will not want to occupy the site because of memories associated with its previous use.

4.2 Opportunities for Tangible Heritage

The site is conveniently located within five minutes' drive of both the M4 and A465 transport corridors and is well connected to existing public transport and active travel routes (Adams 2020, p. 16). Located within the wider Cardiff Capital Region (CCR), within which targeted action for promoting sustainable economic and inclusive

⁶ Originally consented in 2001 (Cardiff & Vale University Health Board 2014, p. 1).

growth exists, (Cardiff Capital Region 2019a, p. 5), the site is well placed to connect the City with the wider region and to capitalise on investment opportunities that may emerge.

The accessible, edge of City location combined with its aesthetic value and extensive landscape setting present positive attributes for unlocking adaptive reuse. The site is currently in single ownership avoiding the complexities of taking forward development with multiple land owners and the need to assemble land, models that have worked successfully in the redevelopment of other former hospital sites including the former Edinburgh Royal Infirmary (Hartley 2020, p. 34). As a brownfield site, access to existing transport and services infrastructure exists; and a community offering a high quality residential, food, retail and education offer is nearby (Adams 2020, p. 15-16). Redevelopment would secure the future of the buildings, remove the blight of dereliction and open the site to community access for the first time in its history.

4.3 Risks to Intangible Heritage

The historic and communal values embodied in the site are significant to the local community. There is a risk that the intangible attributes attached to these could be lost by adaptive reuse as has been the case in other asylums including the former Pen-y-Fal Hospital, Abergavenny (Hartley 2020).

Asylums often evoke mixed emotions (Franklin 2002a, p.174). The “strategic forgetting” and “selective remembrance” of asylums tangible attributes is well documented in the redevelopment of such sites (Joseph et al 2013, p. 139). The intangible heritage of a place is inextricably linked to its tangible heritage. Physical alterations necessitated by adaptive reuses can impact over time on the legibility of a place and ultimately its intangible heritage. There is the risk that the intangible heritage of the hospital is lost in the quest to reuse and restore the tangible heritage.

4.4 Opportunities for Intangible Heritage

Having been a secure site for much of its history the adaptive reuse of the site presents the opportunity for the local community to access the buildings and to understand how the buildings, staff and patients interacted.

An active local community remains positively engaged in the Hospital and there are opportunities to harness this interest by engaging them in interpretative projects that bring to life the sites intangible heritage. Connecting the present day community to the past acts to ensure that the site remains part of the community and that the memories of people who lived and worked there are championed and protected for future generations to enjoy and understand.

5. Whitchurch Creative Quarter⁷

The NLHF (2019, p.4) recognise that “it’s not enough to save something – you’ve got to make it live” again. Within the context of the wider CCR’s support for the emerging FinTech cluster in Cardiff (Appendix 1 details), there are clear opportunities to take advantage of the wider investment strategy for the region and the shortage of new spaces for innovative businesses within it (Cardiff Capital Region 2019b, p. 8).

The Hospital complex will be transformed into a Creative Quarter providing grow on space for businesses within the regions FinTech sector supported by on site business support services to support growth and employment that contributes towards the enhanced prosperity of the wider region.

Community, cultural, recreational and hospitality spaces will be created alongside additional creative spaces for FinTech support/complementary businesses.

The Whitchurch Creative Quarter will be ...

“A connected and creative space within which innovation and excellence can thrive and business and communities can be supported to be the best that they can be.”

The vision for Whitchurch Hospital is embedded within the CCR Industrial and Economic Plan’s (Cardiff Capital Region 2019a) approach to ecosystem development which seeks to support the “development of a strong economic and innovation ecosystem to deliver the plan and develop clusters of excellence in the region” (ibid, p. 4).

To develop this ecosystem, high quality, highly connected (5G enabled) creative spaces for the FinTech sector will be created providing space for businesses to cluster and grow from business start-up through incubation to fully developed and prosperous businesses providing employment opportunities to the wider region. Co-location, networking and meeting spaces will be created and business support provided on site.

Taking into account the FinTech sectors non-conventional expectations to office accommodation and function, and their focus on positive lifestyles and the wellbeing of their employees, the creation of spaces for recreation, leisure and cultural uses

⁷ It is recognised that the Vision for the Hospital is an integral part of understanding the context of the management policies that will follow. Please refer to Appendix 1 to understand the background to the Vision.

will also be provided creating a cultural quarter within which innovation and creativity can thrive.

Support functions including flexible conference and event space will be created and food, drink and hospitality businesses, that complement rather than compete with the existing offer in Whitchurch Village, will be encouraged to locate.

Related creative businesses that support the FinTech sector such as graphic designers will also be encouraged to locate to enhance the creative ethos of the Quarter.

Aligned to these uses is the need to re-connect the Hospital with its immediate community and the wider city. Space for community activity and events including pop-up cultural spaces for outdoor cinemas, markets and festivals will be created; along with a community hub where organisations such as the Whitchurch Hospital Historical Society can base their research and present their exhibitions.

To deliver the cluster and Creative Quarter, the site provides a range of buildings varying in size, scale and layout that lend themselves well to the conversion and creation of innovative work spaces. (Figure 11)

An overarching Master Plan for how the site will provide for the Creative Quarter is presented in Figure 12. A high level summary is then presented for specific buildings and areas.



Figure 11: Block Plan indicating height arrangements throughout the site (Hayes 2020, p. 11). (Do not scale from drawing)

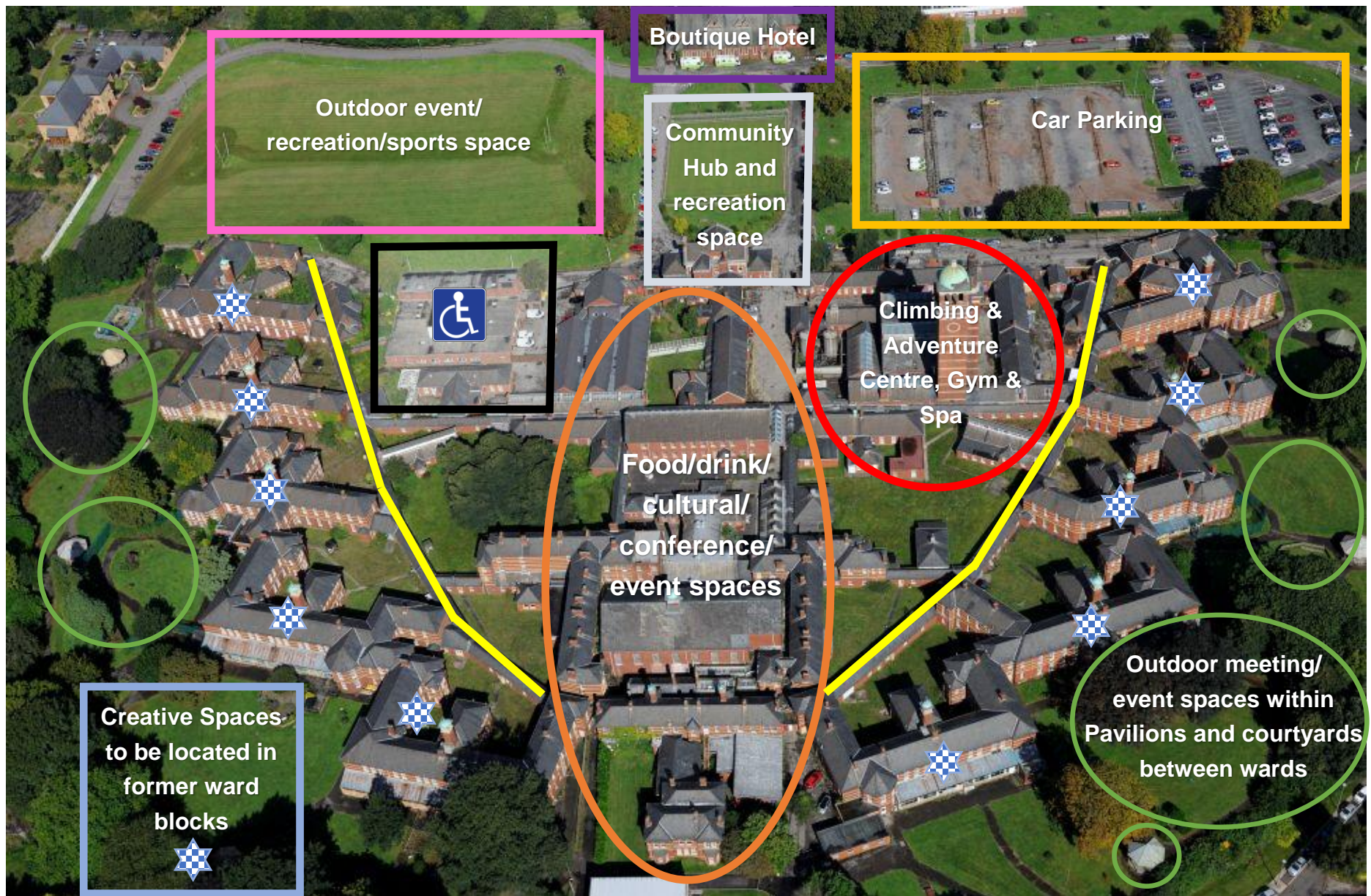


Figure 12: Summary Master Plan indicating spaces to be created at Whitchurch Creative Quarter. The corridor system connecting wards (yellow) and the modern Physio Therapy Unit (black) will be demolished. (Photograph courtesy of RCAHMW. 26th August 2016)

Former Ward Blocks

The former ward blocks, forming the perimeter of the site, will become creative work spaces for FinTech businesses and other related creative businesses. Set on an axis facing North West to South East (Hayes 2020, p. 11) they benefit from full sunlight all day. Combined with the high ratio of fenestration to façade proportions, the wards provide bright, light spaces conducive to creativity and innovation.

Internally, ward blocks are largely open and spacious spaces (Figure 13) and provide the opportunity to create a flexible range of layouts accommodating different size requirements from small scale incubation spaces to large open plan spaces that facilitate co-location and networking opportunities. Wards each have two to three storey heights within which businesses could take exclusive possession depending on their size and space requirements.

Externally, wards are set within courtyards and outdoor spaces which enhance the setting of the blocks and provide the opportunity for creating indoor/outdoor work spaces. (Figure 14)



Figures 13 & 14: Forming the perimeter of the site, the former wards provide large floor areas across the full length of the ward blocks offering the potential for large work and co-location spaces to support cross fertilisation of ideas and innovation between businesses. Green spaces between the wards also provide potential for outdoor courtyards that could be utilised as outside work spaces. (Authors own photograph, 24th October 2020)

Pavilions & Courtyards between Ward Blocks

The wards benefit from an extensive landscape setting. Natural attributes including tree cover and grassed areas are to be retained alongside all 6 octagonal pavilions. Collectively, these provide the opportunity to create alternative work /breakout

spaces typically conducive to what FinTech businesses seek in their work spaces (Theo 2019, paras. 4-5). (Figure 15)



Figure 15: Octagonal Pavilions provide scope for outdoor meeting spaces or market stalls for use during events. (Authors own photograph, 24th October 2020)

Similarly, the green spaces between ward blocks and the central administration buildings will be retained and opened up to provide pop-up events spaces for markets and festivals and external seating areas created for food and drink outlets operating on site (Figure 16).



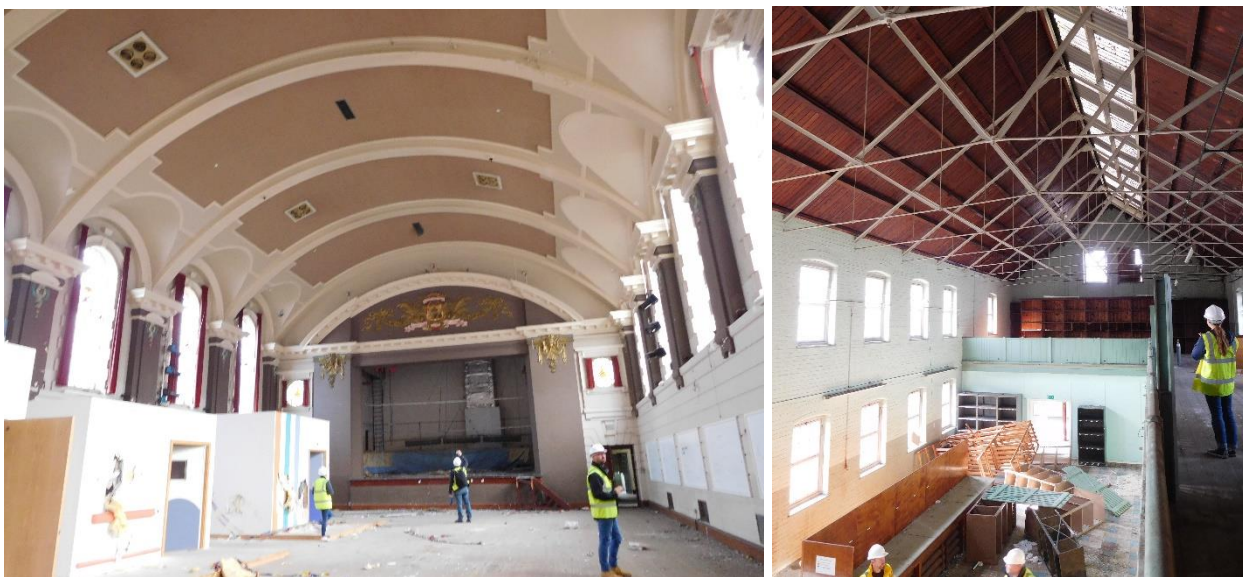
Figure 16: Space for pop up events including cinemas will be created within enclosed courtyards between ward blocks. (Photograph courtesy of <https://londonist.com/london/things-to-do/a-guide-to-london-s-outdoor-cinemas>)

Central Administration Block —————

The central administrative buildings will be retained to provide space for food and drink outlets, cultural event spaces and a conference facility.

The former Recreation Hall (Figure 17) with its existing stage and theatre facilities, provides significant opportunities to create a multi-functional event and conference facility for use by both the local community and businesses on site.

Similarly, the former Medical Records/Stores (Figure 18), with an existing part mezzanine floor, will provide a space for cultural events and exhibitions.



Figures 17 & 18: The former medical records/stores (right) and the recreation hall (left) both large full height spaces will provide for flexible conference/exhibition/event spaces that could be managed by the Whitchurch Hospital Historical Society as a social enterprise on behalf of the local community. (Authors own photograph, 24th October 2020)

Smaller and more intimate spaces attached to the central administration block including the former kitchen stores (Figure 19) will cater for food and drink uses as well as small scale convenience shops catering for everyday necessities something which other asylum conversions have omitted to provide (Hartley 2020, p. 49).



Figure 19: The former kitchen stores will provide space for small scale food and drink outlets with outdoor seating enclosed within the sunny courtyard. Located adjacent to the former medical stores, use could be associated with events taking place inside the former stores (Authors own photograph, 24th October 2020).

Former Administration Building

The former Administration building (Figure 20), will become a Community Hub and a space that the Whitchurch Hospital Historical Society can utilise as a base for their research and exhibitions. Located at and forming the main entrance to the Creative Quarter, the Hub retains the primary entrance to the site and will serve to re-connect the local community with a building that has to a large degree always been closed to general public access.

Community meeting spaces, a café and exhibition spaces will be created and the opportunity for the community to manage the building as a social enterprise afforded as a means of keeping the communal values of the site alive for present and future generations.

Retaining primary pedestrian access through the administration building also retains the evidential value attached to the site and encourages general footfall through the building from employees working within the FinTech and creative businesses located on site.



Figure 20: Former Administration Building to be retained as primary entrance to the Creative Quarter. A Community Hub will provide community spaces and uses will re-connect the local community to the building. (Photograph courtesy of https://www.flickr.com/photos/roath_park_mark/239113702)

Water Tower and adjacent Buildings —————

Dominating the site and the skyline of north Cardiff, the Water Tower and its adjacent buildings (Figure 21) offers the potential of become a Climbing and Adventure Centre serving both businesses on site and the wider community.

At 150 feet tall, the Tower offers the challenge of extensive height and the potential of outstanding city views from the top. Incorporating rope and climbing walls for all abilities the Centre will also include zip wires, a Gym and a Spa all appealing activities to the younger demographics generally employed in the FinTech sector.



Figure 21: The former Water Tower and its adjacent buildings (highlighted) will become a Climbing & Adventure Centre. (Photograph courtesy of RCAHMMW. 26th August 2016)

The Chapel —————

Chapel buildings forming part of former asylums are often the last part of the complex to be addressed and reused (Hartley 2020, p.19). The Chapel (Figure 22) will be retained and converted into a boutique hotel supporting weekday business visits and weekend recreational visits to Cardiff. The building has its own landscape setting and it's located adjacent to the car park. It is also sufficiently removed from the main Creative Quarter to afford guests the opportunity to enjoy the peace and tranquillity of the wider landscapes setting.



Figure 22: The Chapel will become a Boutique Hotel catering for both business and recreational visits. (Photograph courtesy of <https://www.parksandgardens.org/places/whitchurch-hospital>)

Car Parking █

The setting around the former ward blocks is relatively tight to the boundary of the site to the south. There is therefore little existing scope to create new car parking facilities on site. An existing car park provides parking to the north of the site which is considered ample provision given the edge of city location and the existing level of connectivity by public transport and active travel modes (Adams 2020, p. 16).

A focus on existing public transport routes, active travel and other sustainable modes of transport will be promoted to site users and visitors.

Existing Sport and Recreation Grounds █

The site benefits from an extensive landscape and parkland setting all positive attributes that contribute to the aesthetic value of the site. This outdoor space will be retained and will continue to provide recreation space to the local community and the Creative Quarter.

The large expanse of open space also lends itself to being utilised as an outdoor event space (Figure 23) for concerts, markets and festivals



Figure 23: Space for open air event on the recreation field could be provided similar to those hosted by Blickling Hall, a National Trust property in Norfolk. (Photograph courtesy of Chris Taylor Photos - <https://www.christaylorphoto.co.uk/bllickling-hall-concerts-2016-ibiza-classics-last-night-proms/>)

Existing Corridor System

The existing corridor network, whilst significant in evidential value, today stands as a prominent reminder of the sites former use. It stands as a result of the function of the hospitals use as a mental asylum and as such has a clinical and institutionalised appeal which makes the internal space feel very austere.

Going forward, there is no longer a need to retain a physical connection between ward blocks. Demolition of the corridor network will be undertaken and reference to its previous foot print retained by surface landscaping treatments. Full justification for demolishing such a significant feature will need to be provided. In addition, all accretions erected after 1920 will also be demolished.

Individually free standing blocks will offer more appeal to businesses and also open up new opportunities for the former ward blocks to be more directly connected both visually and physically to other areas of the site without the need to follow one single route around the site.

Former Physio Therapy Building

The building is neither listed or of any significant evidential, aesthetic or communal value to the hospital and as such it will be demolished to provide accessible parking adjacent to the main entrance to Creative Quarter.

Residential development

Policy KP 2 (c) of the Cardiff Local Development Plan (2016) allocates land to the north west of Cardiff as a Strategic Development Site within which there is a presumption in favour of providing 5,000 new residential units.

The Policy addresses the projected residential need in north Cardiff for the Plan period. Additional housing provision at the hospital is therefore not considered necessary and as such no new residential development will be pursued at the hospital. The site is located within a reasonable travel distance to this strategic site and as such the Creative Quarter stands ready to benefit from the provision of new housing units and sustainable modes of transport promoted by the policy.

Vision Delivery

The CCR's Innovation Portfolio will provide the framework within which the site will be promoted to private sector development and investment. The level of investment required in the restoration and reuse of the site, makes the assembling of funding packages through public sector sources challenging. The focus within the CCR is on a move away from dependency on the public purse towards a more competitive private sector led investment approach (Cardiff Capital Region 2019a, p.4).

Evidence suggests that former hospital sites can be successfully reused if one developer is appointed and retains focus on the delivery of a single vision as has been the case at the Former Edinburgh Royal Infirmary (ERI) (Hartley 2020, p. 34).

A lead master planner with proven knowledge and expertise in the delivery of mixed use development was instrumental in the success of the ERI's reuse (ibid, p.34). High quality design and materials pallets for repair, restoration and new builds were key to the success of what is now the "Quartermile" development – a new and exciting mixed use quarter with the Scottish capital.

A partnership approach between the CCR, private, public and third sectors as well as statutory authorities including Cardiff Council and Cadw will be key to ensuring successful delivery. The role of the local community in this regard cannot be overlooked either and their involvement in development of the Creative Quarter is key.

6. Guiding Principles for the Protection and Maintenance of the Site and its Tangible and Intangible Heritage

6.1 Wider Policy Context

The CCR's wider investment strategy and Innovation Portfolio creates the opportunity for the vision to be realised. Safeguarding the significance of the buildings in their adaptive reuse for this purpose is crucial. In managing such change, Welsh Government's Planning Policy Wales (2018, p.124) seeks to ensure that the character of a historic asset is safeguarded so that its special architectural and historic interest is preserved and that any change is managed in a sensitive and sustainable way.

Cadw's Managing Change to Listed Buildings (2017) recognises that "conservation is about the careful management of change ... and that this means finding the best way to protect and enhance the special qualities of [a] listed building so that present and future generations can appreciate and enjoy it" (Cadw 2017, p. 2). The guidance recognises that changes to listed buildings are often desirable or necessary for their continued long term survival and that it is possible to make changes and protect the significance of a historic asset, but the process of change should be carefully managed (ibid, p.1). The guidance provides practical direction on how to make physical changes and is therefore of key importance in preparing schemes of work that propose the restoration of the listed buildings on site. BS 7913 (2013) also assists in this regard.

Within this context, Cadw's Conservation Principles (2011 p.11-13) set out an underlying philosophy to assist decision making and "help ... reconcile the protection of the historic environment with ... economic and social needs and aspirations" (ibid, p. 5). This philosophy resonates with the requirements of the Wellbeing of Future Generations (Wales) Act 2015 and the promotion of sustainable development (Welsh Government 2015).

To ensure synergy with overarching conservation policy and philosophy, Cadw's Conservation Principles will be integrated into more specific Guiding Principles for the development and delivery of the Creative Quarter.

Within a local context, Policies KP 17 and EN 9 of Cardiff Council's Local Development Plan (2016, p. 109&148-9) recognise the need to protect the architectural and historic interest of listed buildings to prevent damage from development that propose inappropriate design, scale and positioning. The latter policy therefore only permits development to historic assets "where it can be demonstrated that it preserves or enhances [the] assets architectural qualities, historic and cultural significance, character, integrity and/or setting" (ibid, p. 148-9).

Taking forward the adaptive reuse of a building that was designed for a specific function requires considerable proven expertise in the field of conservation. All professionals involved in taking forward the adaptive re-use will therefore have to demonstrate the competencies required by the ICOMOS Education & Training Guidelines (ICOMOS 2011). BS 7913 (2013) also sets out guidance on appropriate conservation accreditation schemes (2013, p. 31). Going forward, all professionals engaged will need to satisfy these conservation competencies as they relate to their own professional discipline.

6.2 Guiding Principles

Kerr (2013, p. iv) recognises that “developments do not take place in a vacuum but at an existing place, in existing surroundings.” From the outset it is therefore important to establish the parameters for ensuring the successful protection of the sites heritage values and significance within the context of delivering the vision for the Quarter.

Taking into consideration the heritage values and significance of the Hospital and the risks and opportunities facing it, alongside the wider policy context, the following guiding principles will direct delivery (Table 1 refers).

Table 1: Guiding Principles for Protection and Management of Heritage at Whitchurch Hospital

1. The concept and agreed vision for the Whitchurch Creative Quarter will be upheld and delivered by all partners and stakeholders.
2. A balanced and holistic approach will be taken to the development and delivery of the Creative Quarter to ensure that the many different types of heritage values contributing to the significance of the site are upheld and that their special qualities and interest are maintained for present and future generations to understand and enjoy.
3. The shared and long term ownership of the Creative Quarter by the local community will be engendered by promoting intellectual and physical access to the site. By promoting understanding, appreciation and enjoyment of its values and significance, the Hospital will be reunited with its immediate communal and physical context.
4. A clear conservation, design and repair approach will be adopted and applied from the outset to ensure consistent, transparent and effective decision making by all partners and stakeholders.

5. Works proposing adaptations, new build and demolition will be fully justified and the resulting impact on significance determined.

6. The tangible and intangible heritage values of the site will be considered equally.

7. Management Policies for the Protection of Heritage

The challenge of adaptive reuse to heritage buildings is significant (Plevoets & Van Cleempoel 2019, p. 1). However, heritage is not a static commodity (ibid, p. 1) and it is possible to mediate and manage the process of change.

Adaptive reuse involves a range of interventions including the conservation, repair, maintenance and adaptation of historic fabric alongside potential demolition and new build interventions. All have the potential to impact upon the values that contribute to the Hospitals national significance. It is therefore essential that a full understanding of the sites heritage values, both tangible and intangible, is applied to the development of proposals for the creation of the Creative Quarter and the development of management policies that guide this process.

7.1 Conservation, Repair and Maintenance Policies

The Hospital is currently vacant, and in a state of dereliction. Ahead of developing conservation policies, Kerr (2013, p. 23) recognises the need to first establish “a reasonable knowledge of the physical condition and structural integrity of ... [a] place.” The site has been the subject of extensive vandalism which has caused extensive damage to original fabric (Branford 2020). An extensive programme of repair, conservation and maintenance work is required across the whole site and all building elements.

In considering repair and conservation works, Welsh Government (2017, p. 5) recognise the need to “respect inherited character in any renewal” and to understand the structure and design of a building as well as its component parts and the materials used. In doing this, it is possible to assess the impact of proposals on existing historic fabric and establish conservation philosophies to guide all repair, conservation and maintenance works.

Welsh Government (2017, p.8) also recognise that “appropriate and planned routine management and maintenance are the foundations of good conservation.” Kerr (2013, p. 44) concurs acknowledging that “maintenance is the single most important conservation process” and yet it is often the process that is most neglected by building owners making a lack of forward maintenance action a common cause of building deterioration (ibid, p. 28).

Table 2 presents policies for the management of all conservation, repair and maintenance works.

Table 2: Policies for Managing Conservation, Repair and Maintenance Work

Policy 1

Undertake detailed building survey work to assess the current condition and structural integrity of the hospital; and establish existing material schedules throughout to inform all conservation, repair, and maintenance work.

Aims:

1. To establish a full understanding of the sites condition, structural integrity and material composition.
2. To assist in the development of conservation and repair philosophies.
3. To establish baseline information that assists in the development of design proposals and the development of conservation and repair methodologies.
4. To assist in identifying the aesthetic and evidential values contributing to significance.
5. To inform the preparation of all listed building consents and planning applications that may be required.
6. To inform the preparation of a Conservation and Design Manual providing the overarching approach to the conservation, repair and development of the site.

Objectives:

1. To ensure that repair, conservation and maintenance works do not compromise the condition, structural integrity or performance of the building.
2. To establish a reasoned and consistent approach to conservation and repair works.
3. To inform priorities in the retention of existing historic fabric and to ensure that all proposals are compatible with existing fabric and do not cause unnecessary harm or damage to aesthetic values.
4. To safeguard and sustain aesthetic and evidential values in the specification of conservation, repair and maintenance works.
5. To satisfy the requirements of statutory bodies including the local planning authority and Cadw in determining the detail of repair and conservation works.
6. To ensure all survey and investigative work outcomes and recommendations form part of a holistic approach to the adaptive reuse of the hospital.

Policy 2

A Conservation and Design Manual will be prepared that provides a holistic framework to guide the preparation of all design, conservation and repair work; and demolition, alteration and new build proposals. It shall be adopted for use by all partners and stakeholders involved in development as delivery of the Whitchurch Creative Quarter.

Aims:

1. To provide a primary reference point and decision making framework for all professional disciplines engaged in the development and delivery of the Creative Quarter capturing –

- The Vision for the Whitchurch Creative Quarter, the agreed Master Plan; and the partners and stakeholders engaged in development and delivery.
- National and local policy guidance relevant to the adaptive reuse of historic buildings as they apply to the Creative Quarter.
- The different heritage values of the site and their significance.
- The inter-relationships that may exist between heritage values.
- Guidance on the protection of heritage values and their significance in any repair, conservation, demolition or new build work.
- Priorities for the retention of heritage values where potential conflict exists between values
- A framework for the justification of any demolition works including how demolition may impact upon the significance of the site.
- All survey details and investigative outcomes/recommendations.
- The philosophy to be applied in developing and delivering proposals for conservation, repair and alteration work to historic fabric; and demolition and new build elements.
- Practical methodologies for conservation and repair work to historic fabric throughout.

Objectives:

1. To ensure a consistent and holistic approach to decision making that seeks from the outset to resolve any conflicts between different heritage and heritage values; and ensure consistency in the methodology and quality of works implemented throughout.
2. To assist the effective development and delivery of conservation and repair work by all partners and stakeholders.
3. To ensure alignment of proposed conservation, repair, demolition, alteration and new build works to planning and listed building legislation and policy guidance at both national and local levels.
4. To provide an overarching framework to ensure consistent, transparent and effective decision making by all partners and stakeholders.

Policy 3

All conservation and repair works will be developed and undertaken in accordance with all relevant statutory requirements including listed building legislation, national and local planning policy and guidance and other relevant legislation as may be required including the Conservation of Habitats & Species Regulations 2017 (Natural Resources Wales 2020, para. 4).

Aims:

1. To ensure works are carried out to the required conservation standard.
2. To ensure compliance with all statutory legislation and non-statutory guidance.
3. To ensure protection of any European Protected Species e.g. bats.

Objectives:

1. To facilitate the development of works that comply with all relevant listed building legislation and policy guidance.
2. To minimise the potential for conflict and delay in the development of conservation and repair specifications.
3. To ensure mitigation for any European Protected Species is taken into consideration and integrated into the specification of conservation and repair works; and to ensure that any European Protect Species licences that may be required can be obtained in a timely manner (Welsh Government 2017, p. 17).

Policy 4

Consultation with statutory bodies including Cadw and Cardiff Council's Planning and Building Conservation Teams will be undertaken ahead of preparing detailed specifications for conservation and repair works and the submission of all statutory consents and Heritage Impact Statement (Welsh Government 2017, p. 16-17).

Aims:

1. To facilitate the wider input of specialist conservation knowledge and expertise early in the design process.
2. Undertaking a Heritage Impact Assessment will assist in determining the impact of the development and associated repair and conservation

Objectives:

1. Avoid the potential for conflict and abortive work which may delay the development and delivery of conservation and repair works.
2. To ensure high quality and appropriate conservation and repair interventions that minimise the impact on heritage values and their significance.

works on the special architectural and/or historic interest of Hospital and on its setting.	
<p><u>Policy 5</u></p> <p>A dedicated Project Team will be established at the outset comprised of representatives of the CCR, Cardiff City Council Planning Authority, Cardiff Capital Region, Lead Master Planners and the developer to oversee both development and delivery stages (Hartley 2020, p. 34).</p>	
<p>Aims:</p> <ol style="list-style-type: none"> 1. To establish agreement to the Vision mandated for the Creative Quarter and to provide a mechanism for effective dialogue and decision making. 2. To ensure effective project management procedures guide development and delivery. 	<p>Objectives:</p> <ol style="list-style-type: none"> 1. To ensure holistic engagement of all partners and provide a mechanism to minimise and resolve any conflicts that may emerge between different types of heritage to everyone’s mutual satisfaction. 2. To minimise delays in project delivery, ensure the achievement of quality objectives and avoid cost over runs.
<p><u>Policy 6</u></p> <p>All statutory listed building and planning consents will be obtained prior to the implementation of any conservation, repair, demolition and new build works.</p>	
<p>Aims:</p> <ol style="list-style-type: none"> 1. To ensure compliance with all statutory legislation and non-statutory guidance (Welsh Government 2017, p. 14) 	<p>Objectives:</p> <ol style="list-style-type: none"> 1. To ensure that all conservation and repair work is appropriate and carried out to the standard required by statutory listed building and planning legislation and all relevant policies at national and local level.

Policy 7

All repair and conservation works will be designed and undertaken by competent and appropriately skilled conservation professionals and contractors (ICOMOS 2013).

Aims:

1. To ensure all conservation and repair work is carried out to a conservation standard by suitably qualified and experienced conservation consultants and contractors (BS 7913, 2013, p. 31) with a proven track record of working on historic buildings.
2. To ensure delivery of high quality work utilising appropriate materials and techniques.
3. The risk of any unintended consequences on historic fabric and the significance of heritage values will be minimised.

Objectives:

1. The character, authenticity and integrity of the building and its historic fabric is retained and protected.
2. To minimise the potential for the inappropriate use of materials and work that could damage the heritage values and significance of the site.
3. To ensure that any changes do not adversely impact upon the performance characteristics of the buildings construction.

Policy 8

A detailed Management & Maintenance Plan will be prepared for the hospital and its landscape setting. The Plan will set out management and maintenance actions required for the long term care of its heritage values and significance and will be subject to regular monitoring and review. The Plan will be made publically available and will be adopted by all partners and stakeholders involved in the long term care and management of the Hospital and its landscape setting (HLF 2012).

Aims:

1. To set out actions for the management and maintenance of the buildings and its landscape setting including:
 - The aims and objectives for managing the site and the, knowledge, skills activities and facilities necessary to achieve them.

Objectives:

1. To provide a holistic framework for the management and maintenance of the site, its functions and occupants.
2. To establish clear roles and responsibilities and actions for management and maintenance.

- Identifying who is responsible for management oversight of the buildings and its landscape setting; their skills set, knowledge and experience in regard to managing a historic asset.
- Setting out what management standards should be adhered to in managing and caring for the site – e.g. compliance with listed building legislation and/or any relevant European Protected Species regulations.
- The professional and financial resource required for managing the site on an ongoing basis and how the cost of this will be met – e.g. a management fee charged to businesses/community groups occupying the site.
- Identifying what the opportunities are for the local community to be part of the ongoing management of the site.
- Identifying any ongoing risks to the management and operation of the site and how these will be managed and/or mitigated.
- A planned timetable of actions for routine maintenance of all building and landscape elements on an annual basis.
- An allowance of funds and time for periodic renewal and repair of historic fabric, new build elements and the landscape setting.
- Identifying how the financial resources for ongoing repair and maintenance of the site will be met.
- Identifying roles and responsibilities for required inspection and maintenance activities.
- Procedures for recording all maintenance, repair and renewal work carried out.
- An agreed materials palette and specifications for ongoing conservation and repair work required as part of ongoing maintenance of the site.
- Procedures for regular monitoring and review of the Plan and the financial and skills resources required.

3. To ensure that the heritage values and significance of the Hospital are considered and are prioritised in the long term care of the site.

4. To ensure that any defects are identified and dealt with as soon as practicably possible to prevent any escalation that might cause long term damage to the building.

7.2 Policies for Managing Change, Adaptation and New Work

To realise the Creative Quarter it is necessary to adapt the range of buildings that comprise the site to accommodate their new use. Such adaptations will include the need to alter, extend and demolish parts of the building and potentially the introduction of new build elements. Welsh Government (2017, p. 11) recognise that such interventions can “sometimes be necessary or appropriate to keep a historic building in long-term viable use or to give it a new lease of life.” In all cases however, it is essential that justification for such interventions is provided and the impact on the significance of the building assessed (ibid, p.11).

The Vision for the Creative Quarter requires all parts of the building and wider landscape setting to be utilised. To deliver the Vision, it will be necessary to demolish the original corridor system and all modern accretions erected from 1920 onwards. Such alterations will inevitably result in the potential loss of historic form and fabric. In such circumstances, Welsh Government (2017, p. 11) require that “such losses should be kept to the minimum necessary so that the original use can still be legible” a challenging requirement for the collective memory when considering the former use of the building.

Evidence suggests (Hartley 2020) that the “strategic forgetting” and “selective remembrance” (Joseph et al 2013) of asylum buildings and their former use can be a prominent consequence of their adaptive re-use. Care will therefore need to be taken to ensure that the significance of the hospitals site is not lost.

The impact of any adaptation, new work and demolition on the significance of the buildings will need to be carefully considered. All have the potential to impact negatively upon the character and setting of the listed buildings and its original historic fabric and features impacting negatively on the aesthetic and evidential values of the hospital. The need for balance in developing proposals will be key to avoiding the complete eradication of the hospitals historic and communal value.

Within this context, Kerr (2013, p. 22) recognises that “the greater the level of significance of a part or place the more care is needed in guiding its future.” It is therefore recognised that some areas of the hospital site will require more attention than others including the Water Tower as a relatively rare remaining example of its kind.

Table 3 presents policies for the management of change adaptation and new work.

Table 3: Policies for Managing Change, Adaptation and New Work

Policy 1

To select and appoint a competent and conservation accredited (IHBC)

Lead Master Planner with demonstrable knowledge and experience in the development and delivery of proposals for the adaptive re-use of historic buildings.

Aims:

1. To appoint a lead consultant to co-ordinate all professional disciplines contributing to the development and delivery of the Creative Quarter including expertise related but not limited to:

- architectural design
- conservation and repair work
- mechanical and electrical design
- structural engineering
- civil engineering
- quantity surveying and cost management
- ecology and biodiversity
- project management
- quality management
- community engagement
- Construction Design Management
- landscape design
- business planning
- marketing and interpretive design

Objectives:

1. To ensure primary oversight of all inputs and outputs and their impact upon the heritage values and the significance of the building.
2. To play the lead role in the delivery of the Conservation and Design Manual.
3. To ensure effective decisions are taken within the context of the Conservation and Design Manual and that any impacts to heritage values and significance are minimised in all design and construction stage decisions.

<p>2. To deliver the vision and create a high quality, vibrant and attractive Creative Quarter.</p>	<p>4. To successfully attract the location of FinTech companies and supporting creative businesses and to reconnect the hospital with its local community.</p>
<p><u>Policy 2</u> All adaptation and new work will be undertaken by competent and appropriately skilled conservation professionals and contractors (ICOMOS 2013).</p>	
<p>Aims:</p> <p>1. To ensure all adaptation and new work is carried out to a conservation standard by suitably qualified and experienced conservation consultants and contractors (BS 7913, 2013, p. 31) with a proven track record of working on historic buildings.</p> <p>2. To ensure delivery of high quality work utilising appropriate materials and techniques.</p> <p>3. The risk of any unintended consequences on historic fabric and the significance of heritage values is minimised.</p>	<p>Objective:</p> <p>1. The character, authenticity and integrity of the building and its historic fabric is retained and protected.</p> <p>2. To minimise the potential for the inappropriate use of materials and work that could damage the heritage values and significance of the site.</p> <p>3. To ensure that any changes do not adversely impact upon the performance characteristics of the buildings construction.</p>

Policy 3

Prior to the development of proposals for adaptation, new work and demolition, the full extent of the hospital will be recorded. Given the national significance of the hospital, this will be undertaken to Level 4 (Historic England 2016, p. 29).

A full record will be retained and interpreted within the proposed Community Hub; and copies deposited with the Glamorgan – Gwent Archaeological Trust Historic Environment Records and the National Monuments Record of Wales (Welsh Government 2017, p.13).

Aims:

1. To identify layers and levels of significance.
2. To establish a full record of the buildings history, fabric, form, and any special features.
3. A full record of what is to be lost or adapted is established.
4. To minimise the potential of “strategically forgetting” the buildings previous use.

Objectives:

1. To guide the process of change and enable a full understanding of heritage values to be established so that it is possible to recognise which areas are of the greatest significance and where greater care and/or intervention may be required in the design and delivery of adaptation, new work and demolition.
2. To assist in the evaluation of proposals to ensure that an appropriate approach is applied to the development of all adaptation, conservation, repair and new work.
3. To assist in understanding the extent of adaptation and the potential impact upon the significance of the building.
4. To assist the protection of the communal and historic values of the site so that the previous use and its significance is retained in both the present collective memory and for future generations.

Policy 4

Taking into account the outcomes of the Level 4 recording and all other relevant surveys within the context of the design proposals for the Creative Quarter, a Heritage Impact Assessment will be undertaken to determine the impact on the different types of Heritage and their values (Welsh Government 2017, p. 16-17).

Aims:

1. To inform the preparation of a Heritage Impact Statement required to support all planning and listed building applications.

Objectives:

1. To assist in the identification of potential conflicts that the proposals may cause to different types of heritage (tangible and intangible) and their values; and to assist in the development of mitigation measures that resolve conflict and ensure that the significance of the hospital is retained and any damage to it minimised.

Policy 5

Prior to any demolition work, a full justification will provided and the impact on the significance of the building assessed.

Aims:

1. To prevent unnecessary loss of original historic fabric.
2. To ensure any demolition work is kept to the minimum necessary to support the long-term reuse of the Hospital.

Objectives:

1. To protect the aesthetic and evidential values of the site.
2. To ensure that the original Hospital use is still legible in its future use as a Creative Quarter.

Policy 6

Reference to the existence of the original corridor system will be retained by means of surface treatments, landscaping or other appropriate design interventions

Aims:

1. To retain reference to the footprint of the corridor system within the context of the new Creative Quarter.

Objectives:

1. The existence of the corridor system is retained in the adaptive re-use as an access/ connection route between Creative Spaces and that and the original relationship between it and the former wards remains legible.

Policy 7

All adaptation and new work will be carried out to a high standard of design and execution and should enhance the character and significance of the site and its setting.

Aims:

1. To ensure important heritage values are not lost or eroded.
2. To ensure all opportunities to reveal important heritage values are taken wherever possible.

Objectives:

1. To protect and enhance the aesthetic and evidential values of the site and its setting.
2. To assist the continued understanding and appreciation of the site and its historic and communal values.

Policy 8

Historic fabric deemed to be significant will be retained in situ and subject to appropriate conservation/repair works. The removal and/or alteration of significant historic fabric will be avoided wherever practicable. If retention is not possible, such historic fabric shall be recorded and documentary evidence retained for future reference.

Aims:

1. To retain the authenticity of the building, its construction methods and materials.
2. To minimise the loss of important historic fabric and retain the character and overall significance of the building.

Objectives:

1. To protect the aesthetic and evidential values of the building.
2. To retain the legibility of the buildings original use and to enable present and future generations to understand the material and construction techniques of the early twentieth century.

Policy 9

The reinstatement of lost/missing features will only be permitted where it is based on reliable and accurate evidence.

Aims:

1. To retain the authenticity of the building, its construction methods and materials.

Objectives:

1. To protect the aesthetic and evidential values of the building.

Policy 10

Appropriate materials and techniques will be used in all conservation, repair and maintenance work with a presumption in favour of like for like repairs rather than replacement with new material elements.

Aims:

1. To retain the authenticity of the building, its character, construction methods and materials.
2. To ensure the delivery of appropriate work utilising appropriate materials and techniques.

Objectives:

1. To protect the aesthetic and evidential values of the building.
2. To minimise the potential for the inappropriate use of materials and work that could damage the heritage values and significance of the site.

7.3 Policies for Improving Access

Access can be both physical and intellectual. Both are important in taking forward the Creative Quarter. For over 100 years, the site has operated as a secure facility and as such it has been largely closed to public access. Despite this, an active local community are actively engaged in researching the history of the hospital and bringing its communal values to life through exhibitions and events celebrating the significance of the site. The Whitchurch Hospital Historical Society is one such group whose body of work and valuable contributions should be harnessed in the adaptive re-use of the hospital.

The HLF (2020 para. 6) recognise that “unless we collect and preserve people’s memories then they can be lost.” The recording, archiving and presentation of people’s memories, attitudes and feelings towards the hospital is an important part of engaging the local community and reconnecting them to the hospital and its future use.

Of equal significance is the ability to ensure effective physical access. In this regard, Welsh Government (2017, p. 13) recognise that “historic buildings should be accessible to everyone as far as possible ... however, features that are essential parts of the character of the building may present physical barriers to access” (Welsh Government 2017, p. 13). Approved Document M (2004) of the Building Regulations 2010 recognises the difficulty in achieving a balance between physical access and conserving the special characteristics inherent in historic buildings and recognises that “the aim should be to improve accessibility where practicably possible, provided that the work does not prejudice the character of the building or increase the risk of long term deterioration to the building fabric” (Building Regulations 2010, cited in Historic England 2015, p. 7). Within this context, it will be essential to carefully balance access requirements against protection of the Hospitals aesthetic and evidential values.

Table 4 presents policies for improving both physical and intellectual access.

Table 4: Policies for Improving Access

Policy 1

The oral history of the hospital will be recorded, documented and archived to professional standards and made accessible to present and future generations through site interpretation and a range of digital platforms and media (HLF 2020, para 3).

Aims:

1. To engage the local community in the significance of the hospitals former use.
2. To develop in partnership with the local community a range of interpretive projects that facilitate engagement in the researching and presentation of the sites history including:
 - exhibitions
 - art installations
 - theatrical and musical performances
 - educational materials
 - films
 - digital apps
 - a website (HLF 2020, para. 16)
3. To provide access to the history and significance of the site even where physical access is not possible.

Objectives:

1. To reconnect the local community with the hospital and its historic and communal values.
2. To utilise the cultural and event spaces to be created within the Creative Quarter and provide activities that both draw the local community into the site and engender a sense of local ownership of the site and its historic and communal values.
3. To ensure access to all regardless of their ability to physically access the site.

Policy 2

Facilitate the engagement of the local community within the development and delivery of the design proposals for the Creative Quarter.

Aims:

1. To ensure community buy in and support to the concept of the Creative Quarter.
2. To create a sense of local ownership of the Creative Quarter and the creation and management of the Community Hub.

Objectives:

1. To resolve potential opposition and conflict in progressing the development and delivery of the Creative Quarter
2. To assist in reconnecting the local community with the site by giving them ownership of a key building within the Creative Quarter.

Policy 3

An Access Audit will be carried out to identify all existing means of access into and through the site. The Audit will include the preparation of a conservation assessment to identify areas of particular historic and aesthetic significance (Historic England 2015, p. 11).

Aims:

1. To establish existing primary and secondary routes and means of access on foot, by car and public transport both into the site and all buildings.
2. To establish and assess where existing barriers to access may be, particularly to wheelchair users.
3. To establish what the access needs of future users and visitors to the Creative Quarter are and make recommendations for future access

Objectives:

1. To assist in understanding where primary and secondary access routes should be maintained; and to establish the need for any new access routes through the site and buildings.
2. To ensure the mobility needs/requirements of all users are identified and considered in design and construction work.
3. To inform all design work and ensure compliance with best practice.

<p>requirements. Local and national disability groups will be consulted as part of this process.</p> <p>4. To identify areas of special architectural and/or historic interest throughout the site.</p>	<p>4. To inform the preparation of an Access Plan that, where possible, reconciles the needs of conservation and access.</p>
<p><u>Policy 4</u></p> <p>An Access Plan will be prepared setting out the strategy for achieving a balanced approach between achieving access requirements and protecting heritage significance.</p>	
<p>Aims:</p> <p>1. To set out, as far as is reasonably practicable, a strategy for achieving a standard of access that does not prejudice the significance, character or fabric of the buildings and site including:</p> <ul style="list-style-type: none"> • a full review and assessment of existing access • the options for improved access • the need for any alterations to achieve access and the resulting impact on the character, setting and fabric and whether statutory consents or other permissions may be required. • recommendations for achieving access and balancing the impact on the character, setting and fabric of the listed buildings • a framework for mediating potential conflict between access and heritage significance that achieves, where practicably possible a balance between the two which does not adversely prejudice the character or fabric of the buildings. • Opportunities for utilising design, colours, and textures to assist access. • a costed and programmed framework of actions that achieves access for all types of users including the able bodied and those 	<p>Objectives:</p> <p>1. To improve access without damaging the heritage values and significance of the buildings and site.</p> <p>2. To ensure appropriate access improvements are implemented in terms of location, scale and material choices to minimise the impact of the special character and setting of the buildings and site.</p> <p>3. To ensure an equal standard of access to all users and visitors.</p>

<p>with limited mobility including wheelchair users; users with learning disabilities, sensory impairments; and users from all demographics including families with young children and the older generation.</p>	
<p><u>Policy 5</u> In the development, promotion and operation of the Creative Quarter, existing public transport routes, active travel and other sustainable modes of transport including walking and cycling will be promoted to users and visitors.</p>	
<p>Aims:</p> <ol style="list-style-type: none"> 1. To minimise the number of cars using and accessing the site. 2. To positively contribute towards the achievement of Welsh and UK Governments carbon reduction targets. 3. To promote healthy lifestyles. 	<p>Objectives:</p> <ol style="list-style-type: none"> 1. To minimise the need for additional car parking facilities to be provided; and to minimise the impact of increased car journeys associated with the creative Quarter on the local community and highway network. 2. To minimise the environmental impact and contribute towards Welsh Governments sustainable development targets (Welsh Government 2015). 3. To contribute positively to the wellbeing of users and visitors.

7.4 Policies for Climate Change and the Environment ⁸

It is well documented that climate change and its impact is one of the biggest issues facing the world today (Kent 2015, p.87). The UK Governments Climate Change Act (UK Government 2008) is a key driver in tackling climate change and as we move closer to the Governments 2050 carbon reduction target, Welsh Government recognise a growing need within the context of managing historic buildings “to improve the thermal efficiency of buildings and to mitigate the adverse impact of climate change” (Welsh Government (2017, p. 12).

Positively, the reuse of the hospital is an inherently sustainable development that negates the cost and need to use energy to extract, manufacture and transport new materials and the need to dispose of waste from demolition. However, the retrofitting of older buildings to improve energy efficiency and/or to prepare them for the impacts of climate change can present many challenges that can negatively impact upon their significance, appearance and performance.

Within this context it will be essential to consider and integrate, where possible, design, material and technology interventions that assist in contributing towards the achievement of carbon reduction targets (UK Government 2008) without detriment to the significance, performance and integrity of the building.

Table 5 presents policies for Climate Change and the Environment.

⁸ A high level summary of management policies will be presented. It is acknowledged that the word limit restricts the ability to go into detail. Further more detailed work would be required in reality to fully tackle this complex matter.

Table 5: Policies for Climate Change and the Environment

Policy 1

A full survey of the building and options for retrofitting will be undertaken prior to the specification of any retrofitting measures.

Aims:

1. To establish a full overview of the site and retrofitting options available.
2. To assess the impact of potential retrofitting measures upon the buildings significance and performance.

Objectives:

1. To enable the full consideration of retrofitting opportunities and options to enable effective decisions to be taken that minimise the harm to the character and setting of the buildings.
2. To enable informed decisions to be made that minimise the impact of retrofitting measures on the significance and performance of the buildings.

Policy 2

Consideration will be given, where appropriate, to the use of green technology and energy generation on site.

Aims:

1. To seek viable and appropriate options that reduce the use of carbon based energy sources on site.

Objectives:

1. To positively contribute to the achievement of carbon reduction targets by 2050.

Policy 3

All adaptation works including retrofitting measures will be assessed against the likely impact upon the buildings heritage values and significance. Significantly intrusive interventions will not be permitted and where changes are acceptable, careful consideration will be needed to minimise impact and harm to the performance of the building.

Aims:

1. To ensure delivery of high quality work utilising appropriate materials and techniques.
2. To ensure important heritage values are not lost.
3. To retain the authenticity of the building, its construction and materials.

Objectives:

1. To minimise potential for inappropriate materials and work that negatively impacts on the performance characteristics of the buildings construction.
2. To protect and enhance the aesthetic and evidential values of the building.
3. To protect the aesthetic and evidential values of the building.

7.5 Policies for Managing Information about the Hospitals Heritage ⁹

The Conservation Management Plan is the primary document capturing the heritage significance of the hospital and how this should be retained in the development and delivery of the Creative Quarter. Kerr (2013, p. 48) recognises that Conservation Management Plans are working documents and should be subject to regular review. It is therefore essential that the Plan and its management policies are maintained and reviewed to ensure that the significance of the building continues to be managed and protected in future.

Integral to achieving this will be the retention of all information developed and revealed during the course of developing and delivering the Creative Quarter. Extensive survey work will be required to inform proposals and schemes of work. This body of work will likely contain details of the construction, form and design and in itself is a valuable source of information and reference point both for development of the Creative Quarter and its ongoing management.

Welsh Government (2017, p. 13) recognise that it is “good practice to take the opportunity to record, investigate and analyse the features of the building that are to be removed or altered ... [and that] it is also good practice to record features revealed during the course of any work.”

Managing such detailed and extensive records can be a challenge yet it is essential that this information is retained and informs future management of the site. As a building of national significance, this information should be captured for the public record and maintained in perpetuity through the Glamorgan Gwent’s Archaeological Trusts Historic Environment Record.

Equally, the retention of such details on site will be essential to inform the operational and practical management of the buildings. Site managers, users and visitors will constantly interact with the buildings and site. Regular decisions will be made on use, function, maintenance and management and it is essential that these are taken within the overall context of the buildings significance.

Table 6 presents policies for managing information about the hospitals heritage.

⁹ A high level summary of management policies will be presented. It is acknowledged that the word limit restricts the ability to go into detail. Further more detailed work would be required in reality to fully tackle this complex matter.

Table 6: Policies for Managing Information about the Hospitals Heritage

Policy 1

The Conservation Management Plan will be retained as a key reference and management document for all users and those responsible for overall management of the site and its buildings. It will be publically available and reviewed every 5 years.

Aims:

1. To ensure that all information and policies contained within the Plan remain relevant and up to date.
2. To inform the public about the significance of the site and how it will be managed now and in the future.

Objectives:

1. To provide an effective and holistic management tool for site managers, users and occupiers that retains the significance of the site in perpetuity.
2. To engage the local community in the historic and communal values of the sites former use as a hospital.

Policy 2

All relevant studies undertaken in the development and delivery of the Creative Quarter will be collated into a Project Record (Bsi 2013, p. 30) and retained on site for future reference and copies deposited with the Glamorgan Gwent Archaeological Trusts Historic Environment Record and the National Monuments Record of Wales (Welsh Government 2017, p.13).

Aims:

1. To ensure a permanent record of all survey work, changes, alterations, repair and conservation works carried out in the creation of the Creative Quarter is retained to assist and inform future management of the site.
2. To make publically available all information on the design, form and construction of the buildings.

Objective:

1. To assist and inform the ongoing management, care and maintenance of the site in line with known information and evidence concerning the buildings and wider site.
2. To enable people to learn from and understand the history and construction of the buildings.

Policy 3

A Conservation Manual will be prepared and shall form a key document to be used in the ongoing practical management of the site and its buildings (Bsi 2013, p. 31).

Aims:

1. To document in one place essential information on the construction, architecture and history of the site.

Objectives:

1. To ensure site managers are able to make informed decisions in the practical management and maintenance of the site and its buildings and ensure that the significance of the site is protected and managed appropriately.

Policy 4

A Conservation Logbook will be established on completion of the adaptive re-use and retained on site for future reference in the ongoing operational management of the site and its buildings (Bsi 2013, p. 32).

Aims:

1. To establish an operational reference that assists the management of the site and its buildings.

Objectives:

1. To ensure site managers have access to accurate and up to date operational details and contacts and are able to carry out their duties in a manner which does not negatively impact upon the heritage values and significance of the building.

8. Conclusion

As Kerr (2013, p. 29) asserts, “a conservation plan is a guide to future action, it is therefore a beginning, not an end and ... there is no point in taking the trouble to prepare a plan if it is not to be used.”

Going forward the concept of a Creative Quarter offers a potential life line to this beleaguered listed building. The guiding principles and management policies presented represent a starting point for what will be a very long process to push forward development and delivery of the Vision for the site. Regular review and monitoring of policies by all partners will be key as the project evolves and the role of the local community in this regard cannot be over looked.

The CCR’s Innovation Portfolio offers the potential to provide a framework within which the site could be promoted to private sector development and investment. Evidence suggests that former hospital sites can be successfully reused and their future assured by private sector investment in alternative uses and adaptation (Hartley 2020).

What is certain is that the status quo for this building cannot be allowed to continue as there is a real threat that the significance of the building will be lost for future generations to understand and enjoy.

Appendix 1: Cardiff Capital Region City Deal

The Cardiff Capital Region (CCR) is a spatial investment area covering the 10 local authority areas of south east Wales. These include – Blaenau Gwent, Bridgend, Caerphilly, Cardiff, Merthyr Tydfil, Monmouthshire, Newport, Rhondda Cynon Taff, Vale of Glamorgan and Torfaen Council areas.

In 2016, the UK Government, Welsh Government and the ten local authorities agreed a City Deal¹⁰ worth £1.2 billion over a twenty year period (Cardiff Capital Region 2020, paras. 1-3). The need for focused investment is clear considering that the south east Wales region has one of the lowest Gross Value Added (GVA) values¹¹ in the UK (ibid, para. 6).

The purpose of the Deal is to “bring about significant economic growth in the region through investment, upskilling, and improved physical and digital connectivity (ibid, para. 1) to create 25,000 new jobs, achieve a 5% increase in GVA and to lever additional £4 billion investment to the area (Cardiff Capital Region 2019a, p. 1).

Underpinning this goal is the CCR Industrial and Economic Plan (2019a) which sets out a long term plan “to boost productivity and accelerate economic and inclusive growth in the region (Cardiff Capital Region 2019a, p. 4). Key sectors of the region’s economy, that it already has a competitive advantage in, will be targeted (Figure 1 refers).

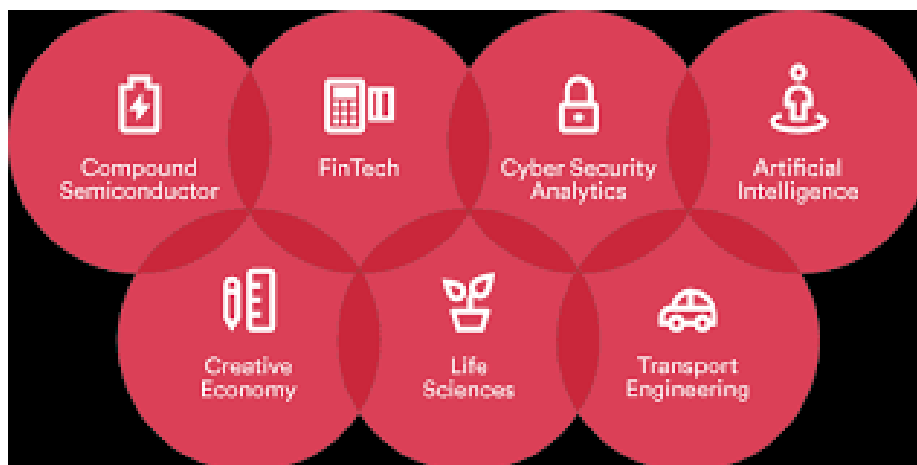


Figure 1: Target economic sectors within the CCR include, but are not limited to Compound Semiconductors, FinTech, Cyber Security Analytics, Artificial Intelligence, the Creative Economy, Life Sciences and Transport Engineering. (Cardiff Capital Region 2019a, p. 9).

¹⁰ A City Deal is an agreement between government and a city. It gives the city and its surrounding area certain powers and freedom to: take charge and responsibility of decisions that affect their area, do what they think is best to help businesses grow, create economic growth and decide how public money should be spent (UK Government 2013, para. 1).

¹¹ The measure of the value of goods and services produced in an area (Cardiff Capital Region 2020, para. 6)

A key sector within the CCR is the financial services sector within which a FinTech¹² cluster centred on Cardiff is experiencing particular growth (Business Wales 2020, Para 1). FinTech businesses such as Starling Bank have specifically located in Cardiff to take advantage of the “bright, dynamic and entrepreneurial city” (Wales on Line 2020, para. 7). Business Wales (2020, para. 1) recognise that “Wales has the fastest growing digital economy outside of London.” The sector is worth an estimated £8.2 billion to the Welsh Economy, employing almost 44,000 people in hubs centred on Cardiff, Newport and Wrexham (Welsh Government 2000, para 1).

In supporting the development of each target sector, the Industrial and Economic Plan (Cardiff Capital Region 2019a) promotes a new way of working encouraging a shift away from a dependency culture on public funding towards a more competitive culture where investment is based on competitive advantage (ibid, p. 4). To achieve this, a partnership approach between the private, public, education and third sectors will be pursued (ibid, p.5).

Within this context, a key investment focus is the development of an Innovation Portfolio which aims to develop industry ‘clusters’ and new spaces for innovative business start-ups (Cardiff Capital Region 2019b, p. 8) against an acknowledged shortage of good quality sites and premises of all size and type within the region (ibid, p.30).

Cardiff’s Tramshed Tech¹³ already provides small scale hot desking and co-working spaces within the city centre. Many FinTech and creative businesses already use this facility accessing on-site business and funding support and using the space as a platform to nurture business growth and development. (Figures 2-3)

¹² ‘FinTech’, formed from ‘Financial Technology’ describes “the integration of technology into offerings by financial services companies in order to improve their use and delivery to customers” (Investopedia 2019, para. 6). FinTech is a relatively new sector within the wider financial services sector and has emerged as a result of the internet and mobile internet/smartphone revolution in the 21 Century¹² (Ibid, para. 2).

¹³ <https://www.tramshedtech.co.uk/#1>



Figure 2 & 3: Tramshed Tech Cardiff – provides hot desking and co-working spaces for many business start-ups within the FinTech and creative industries sectors. (Photograph courtesy of Tramshed Tech <https://www.coworkbooking.com/europe/uk/kingdom/cardiff/tramshed-tech>).

Grown on space is the next step for many of these businesses, many of which are characterised by a relatively young demographic emerging from the regions Universities who have placed a strong focus on technology courses and as a result are producing highly skilled graduates which are attractive to the FinTech sector (Marvally 2019, para 3).

Many FinTech companies thrive in non-conventional office settings and adopt a more relaxed approach to undertaking business, one that focuses on a more stress-free lifestyle and the wellbeing of employees (Theo 2019, paras. 4-5). (Figures 4-5)

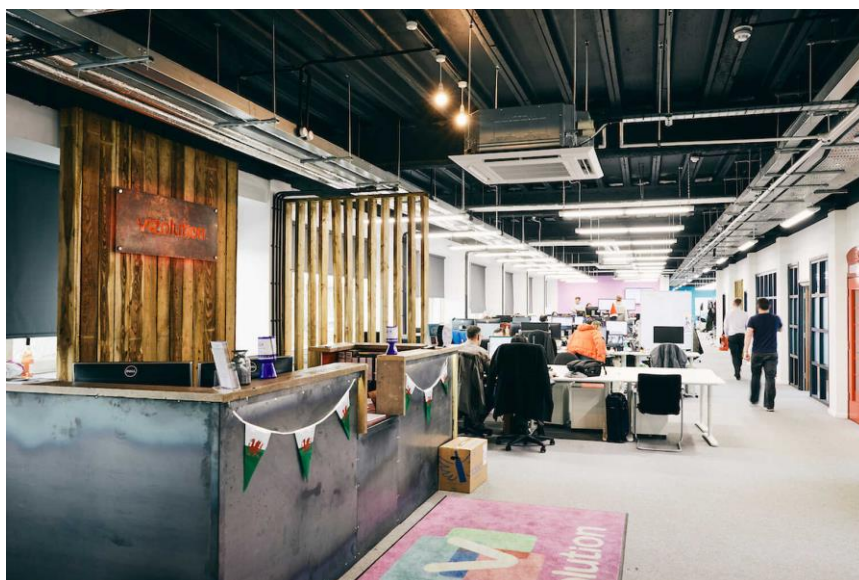


Figure 4: Vizolution Offices, Cardiff – a FinTech company based in the city occupying offices characterised by a more modern and relaxed interior and dress code. (Photograph courtesy of: <https://tradeandinvest.wales/inside-story/vizolution>)



Figure 5: Bipsync Cardiff – a FinTech company providing a balcony space for use as outdoor working space (Photograph courtesy of <https://www.bipsync.com/graduates/>)

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