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**CAERDYDD**

**MSc Sustainable Building Conservation**

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**Title Section E** Risks and Opportunities: Current Risks, planning framework and funding opportunities.

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## Introduction

Whitchurch Hospital is a vast labyrinth of Grade II Listed (Historic Wales, no date) buildings designed by Messrs Oatley and Skinner of Bristol, built between 1902 and 1908 (Historic Wales, no date) with Dr Edwin Goodall appointed as the first medical superintendent of the hospital (Whitchurch Hospital, 2011). Located in extensive grounds of approximately 5 acres (Carradice, 2011) on the outskirts of Cardiff, it is an array of one, two and three storey buildings with a 150ft (bcd-urbex, 2016) Water Tower domineering the site as shown in Figure 1. The Hospital was built using red brick with yellow bands, welsh slate roof's and bath stone dressings (Historic Wales, no date) as can be seen in Figures 1 and 2.



Figure 1: Whitchurch Hospital, admin building



Figure 2: Extent of the site (bcd-urbex, 2016)

and water tower (bcd-urbex, 2016)

The hospital opened as 'Cardiff City Mental Hospital' in 1908 and became The Welsh Metropolitan War Hospital between 1915 and 1919 run by the military to accommodate wounded soldiers from World War 1 (The National Archives, no date). It reverted back to Cardiff City Mental Hospital following the end of WW1 until WW2 (1939 – 1945) when it became Whitchurch Emergency Hospital – the largest emergency services hospital in Wales (The National Archives, 2019). The National Health Service (NHS) absorbed the hospital in 1948 (Carradice, 2011) and it continued to serve as a Mental Hospital later becoming Whitchurch Hospital.

In April 2016, the hospital closed its doors to inpatients due to a new facility being constructed. 'Hafan y Coed' was developed to provide adult mental health services at Llandough Hospital costing £88 million (Cardiff and Vale University Health Board, 2019).

Since closing its doors in 2016, the building has rapidly deteriorated due mainly to a lack of protection from the owner - Cardiff and Vale University Health Board (UHB). Following a visit to the site in October 2019, it is evident from the condition of the buildings that there has been a lack of maintenance both prior and since its closure. The former hospital has also suffered from unauthorised entry from individuals who seem intent on destroying the fabric of the buildings allowing water, vegetation and vermin to accelerate the damage further.

This report focuses on the immediate risks for the buildings and how they might be addressed via statutory powers. It will also consider potential opportunities of the site and relevant heritage funding.

## Risks

There are 8 separate structures that are designated as Grade II listed on the site of Whitchurch Hospital including the main hospital buildings themselves, the Chapel and 6 individual Octagonal Shelters within the grounds (Historic Wales, no date).

A survey commissioned by Cardiff Council and carried out by The Handley Partnership in 2015 places the Hospital Chapel and 5 out of 6 of the Octagonal Shelters within the grounds of the Hospital 'at risk', however the main buildings of the Hospital and one other Octagonal Shelter is classified as 'vulnerable' (Cardiff Council, 2015). However, following the visit in October 2019 to Whitchurch Hospital, it is evident that all of the Grade II Listed buildings should now be classified 'at risk'. As stated above, the hospital was closed in 2016, approx. 12 months after the survey was completed and although the buildings are now Security Protected by a tall steel fence and 24-hour security guards, significant damage has occurred which has left the buildings vulnerable.



Figure 3: Communal Room in a day ward (bcd-urbex, 2016)



Figure 4: Communal Room in a Day ward as Fig 2 (Kempton & Branford, 2019)

Urban Explorers, Behind Closed Doors, visited the buildings in September 2016, 4 months following its closure and images demonstrate the decline in condition between 2016 and October 2019. This is mainly due to vandalism of the building combined with a lack of maintenance. Figures 3 and 4 demonstrate the condition of a communal room and corridor in 2016 compared to figures 5 and 6 which reveal the level of deterioration by October 2019 including smashed windows & doors, vegetation growth internally, damp to ceilings, broken fittings and peeling paintwork.



Figure 5: Corridor (bcd-urbex, 2016)



Figure 6: Corridor (Zhang, 2019)

*'Condition, use and ownership are three critical factors that determine whether a listed building is at risk'* (Cadw, 2017).

The owner of the site is a public sector organisation under pressure. The UHB provide health services to approximately 500,000 people across the area shown in figure 7 (UHB, 2018). It is one of the largest NHS organisations in Europe and spend approx. £1.3billion per year providing services across the region (UHB, 2018).

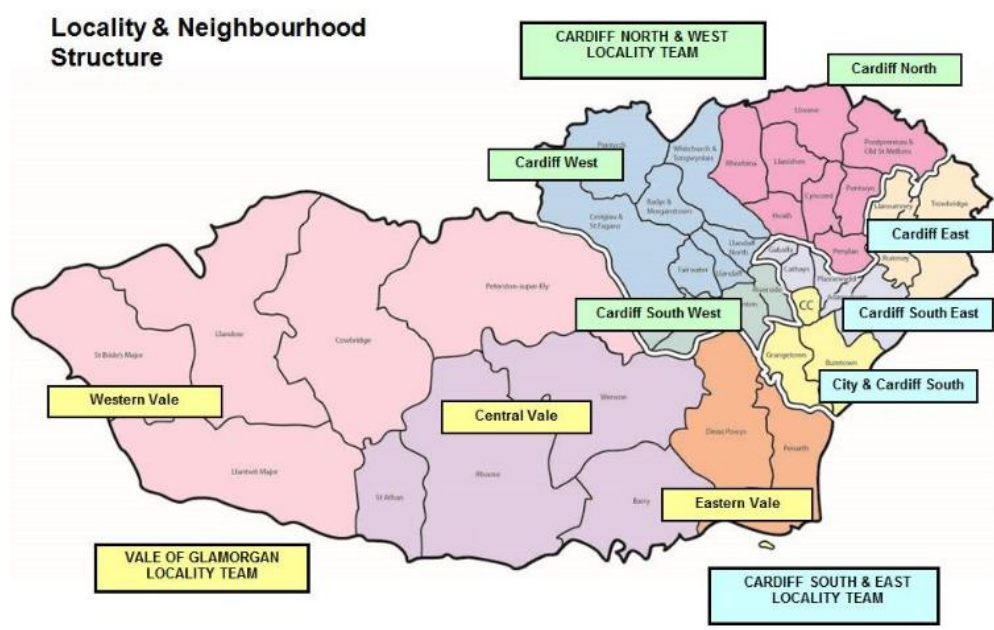


Figure 7: Cardiff and the Vale University Health Board region (UHB, 2019)

The lack of care and protection afforded to the site might be due to other priorities/challenges the UHB are required to address such as an operational budget deficit of -£29 million and recurring deficit of -£56million (Welsh Audit Office, 2018). Combine these budget pressures with demands on health services including:

- An increase in population across the region requiring health provision along with increases in the average age of those over 85 years old and age related diseases such as dementia (UHB, 2018).
- Over half of adults within the Cardiff and Vale area are obese and consequently the UHB are experiencing an increase in individuals diagnosed with diabetes (UHB, 2018).

The budget deficit and demands on health services such as the above must place a significant burden on resources annually.

Nevertheless, if the buildings had been protected earlier, inspected regularly and continued to be maintained, The UHB would have an asset which would be much greater in value and more attractive to a purchaser/developer than it is now.

Table 1: Summary of Condition: Elements at risk

Images	Description
 <p>Figure 8: Vandals marking the walls and smashing windows (Adams, 2019)</p>	<p>Buildings become more at risk when they are rendered redundant and continue to be at risk when a potential use/development/purchaser for the buildings and the site has not been identified (Cadw, 2017).</p> <p>Electrical light fittings smashed and broken</p> <p>Vegetation is growing through many of the smashed windows from the internal courtyards.</p> <p>Graffiti was present on walls internally</p>
 <p>Figure 9: Smashed windows (Adams, 2019)</p>	<p>Whilst the buildings were unprotected in the months following closure of the hospital, they became an easy target for vandals and thieves. The intruders have smashed many of the windows and ripped doors from their frames both internally and externally.</p> <p>Peeling paint from painted brick walls.</p> <p>Smashed Windows with vegetation growing through</p> <p>Radiators ripped from walls</p>
 <p>Figure 10: Vegetation growth through windows. (Adams, 2019)</p>	<p>On inspection of the buildings, it could not be determined whether any intruders had attempted to ignite a fire, <i>'arson is a major cause of fire in disused buildings'</i> (Pickles, 2018, p.29). Fire can cause extensive damage and major loss to heritage buildings and their architectural elements.</p> <p>Architectural features and some elements within the buildings have been significantly damaged. Applying suitable measures earlier could have avoided such loss of the historic fabric.</p> <p>Vegetation growth through another window</p>



Figure 11: Old Pathology Department (Zhang, 2019)

Smashed windows have caused pigeons to enter the building in multiple areas/rooms and this has caused extensive amounts of mess in rooms such as the Old Pathology Department which is a health hazard and problematic to remove. (Abouzeid et al, 2007).

Pigeon droppings



Figure 12: Fallen plaster work & exposed lath (Adams, 2019)

Plaster has fallen away from ceilings in rooms and corridors where there has been water penetration.

*'Water ingress is one of the major causes of damage in historic buildings.'* (Pickles, 2011, p.16)

Exposed lath



Figure 13: Parquet Flooring (Branford & Kempton, 2019)

Parquet flooring is lifting perhaps due to extensive water damage as water staining was evident on the Oak pieces.

Walls have been damaged, most likely by intruders as also shown in figure

Lifting oak parquet flooring





Figure 14: Damp corridors (Zhang, 2019)

Corridors between wings were extensively damaged, some doors had been removed entirely or severely damaged, many windows were smashed and there were signs of damp on walls, ceilings and floors.

Signs of damp on walls and ceilings



Figure 15: Damaged walls (Zhang, 2019)

Some internal dividing walls have been severely damaged as can be seen in figure 14. It appears the actions of intruders may have caused this damage.

Large holes in dividing walls



Figure 16: Steel grids at ground floor. (Adams, 2019)

The ground floor windows are protected on the external periphery by Security screens as shown in figure 16. However, these have not been installed on the 1<sup>st</sup> floor, 2<sup>nd</sup> floor or at ground floor level within the internal courtyard areas etc.

Smashed windows at 1<sup>st</sup> floor. Windows are decaying and require repair/protection.

Steel security screens

Excessive vegetation allowed to penetrate the external masonry and grow through the windows.

Steel security screens are costly which may have been a factor in not installing on all openings as there is such a vast number of doors/windows across the buildings. Steel screens are a more appropriate safeguard than plywood panels at ground level (Pickles, 2018), however, although plywood has been used on some windows, not all openings have been protected.



Figure 17: Slipped Slates and missing lead (Adams, 2019)

Externally, lead has been removed in some areas and slates have slipped exposing the internal roof structure.

Smashed windows  
Removed lead flashings

Slipped slates and exposed roof structure

Vegetation growth in gutters, climbing walls and penetrating windows/openings.



Figure 18: Octagonal Structure (Branford & Kempton, 2019)

One of 6 the octagonal structures located within the grounds of the redundant hospital. Due to a lack of maintenance, paint is peeling from all elements.

Paint is peeling

Holes in internal partitions



Figure 19: Vegetation covering the external fabric (Zhang, 2019)

Pieces of the bathstone detailing are missing, ridge tiles are missing, vegetation/trees are damaging the fabric and severely compromising water drainage by blocking gutters and downpipes.

Bathstone missing

Trees growing from guttering

Cracked, broken and displaced guttering

## **Statutory Powers for the Protection of Buildings**

It states within Planning Policy Wales that the Welsh Government has clear objectives with regards to the historic environment and the planning system '*must*' ensure that it does '*conserve, promote and enhance the historic environment...maintained as a resource for future generations*'. (Welsh Government, 2018, p.124).

Local Authorities have a range of powers at their disposal to address and secure the improvement to properties under several Housing, Planning and Building Acts. However, these powers are widely underused and reasons for this can be complex and often political (Powell & Holland, 2017). As described above and shown within the images, Whitchurch Hospital is at risk from the elements and from illegal entry. However, it is also becoming a blot on the landscape, adversely affecting the amenity for those who reside close by. It is possible that the Local Authority is engaged with the owner regards its future as outline planning has been granted for development (Cardiff, 2016), however, in the meantime the buildings continue to deteriorate. Powers that might be utilised for Whitchurch Hospital include:

### **Summary of Existing Statutory Powers**

- Urgent Works Notice (S.54)
  - If an agreement cannot be reached with the owner and works are urgently required to secure the building to ensure it becomes weather-tight and stable, the Local Planning Authority may serve an urgent works notice under Section 54 of The Listed Buildings Act 1990 (Guy & Lewis, 2011). The owner would be given a minimum of 7 days' notice and any costs incurred might be recovered by a land charge. The process of serving a Section 54 Notice can also initiate a change of owner (Cadw, 2017).
- Repairs Notice (S.48)/Compulsory Purchase Order (S.47)
  - The local Authority may also serve a repairs notice under Section 48 of The Planning (Listed Buildings and Conservation Areas) Act 1990 specifically detailing works that are '*reasonably necessary for the proper preservation of the building*' (Guy & Lewis, 2011. p.4). The owner of the building then has two months to comply with notice, if works are not forthcoming, the Authority may proceed with Compulsory Purchase proceedings. The Authority may withdraw the Section 48 Notice or CPO at any time. (Guy & Lewis, 2011)
- Section 215 Notice
  - A Section 215 Notice might be served under The Town and Country Planning Act 1990 if a Local Planning Authority believes that the condition of the structures or associated land is adversely affecting the amenity of the area or adjoining area (Lavender A, 2019). They can specify numerous works, but '*their great merit is that they can be used proactively to stop deterioration before it gets out of hand*' (Cadw, 2017). The owner is required to carry out the specified repairs within an appropriate amount of time. Non-compliance with the notice could result in the owner being fined or in extreme circumstances imprisoned. (Lavender, 2019)

As stated above, there might be numerous reasons why Cardiff Council have 'perhaps' decided not to serve any kind of notice on The University Health Board for the current condition of the Grade II Listed Buildings at the former Whitchurch Hospital site. According to research undertaken by Powell and Holland in the document Advice to Inform the Development of Presentation Notices for Listing Buildings, Local Authorities across Wales including Cardiff Council are not utilising their Statutory Powers (as can be observed in Table 2) and are faced with many obstacles in their potential use including:

- **Financial** – The financial risk would be substantial in dealing with a such a complex site. The repairs and urgent works required to make the buildings weather tight and stable might prove prohibitive due to costs of the necessary work which can often be more than the market value of the building (Powell & Holland, 2017). A Compulsory Purchase Order might secure the building but it is likely that there will be a conservation deficit associated with any development. Appeals and compensation claims may also prove costly to the Authority. The other financial risk is the cost associated with the Officer resources required to support the process e.g. Construct the notice, Legal consultation. There may be a lack of resource across the Authority which obliges them to consider other priorities (Powell & Holland, 2017).
- **Confidence and Experience** – It has also been stated within the Powell & Holland report that several authorities believe that they do not have the confidence or experience to deal with an enforcement process. The Authorities questioned were concerned that they could not provide the level of expertise required to prepare such notices and they would benefit from further support from organisations such as Cadw, some did not even know they had such powers? Often, Buildings at Risk such as Whitchurch Hospital can also be supported by a Building Preservation Trust (BPT), however there is no active BPT in the Cardiff area (Powell & Holland, 2017)
- **Political and wider Corporate Support** - Although Conservation Officers within the Authority might approve of such notices being served to save buildings such as Whitchurch Hospital, there might be a lack of both political will and Corporate support to support buildings at risk especially when the owner is a Public Sector Service such as The University Health Board (Powell & Holland, 2017).

Unfortunately, there are also instances where owners deliberately neglect their designated asset allowing the *'listed building to fall into disrepair with the long term intention of proving it's beyond repair and therefore the site should be redeveloped for financial gain.....there is no requirement enshrined in law for owners to maintain listed buildings in good repair'* (Powell & Holland, 2017).

Table 2: Statutory Notices served by LPA's 2012 – 2017 (Powell & Holland, 2017)

Local Authority	Urgent Works Notice (S.54)	Repairs Notice (S.48)	Compulsory Purchase (S.47)	Section 215 Notice
Anglesey	-	-	-	1
Brecon Beacons	2	-	-	2
Bridgend	-	-	-	4 (non-historic buildings)
Ceredigion	-	-	-	4
Conwy	-	-	-	Data unavailable
Denbighshire	-	1	1	-
Merthyr Tydfil	-	2	-	3
Monmouthshire	-	2	1	1
Newport	-	-	-	2
Pembrokeshire Coast	1	-	-	-
Pembrokeshire	1	3	-	-
Snowdonia	-	-	-	3

Four further Local Planning Authorities including Cardiff Council were contacted for the same information detailed in Table 2 and had not served any notice within the last 5 years (Powell & Holland, 2017).

A similar fate to that of Whitchurch Hospital has been bestowed upon Denbigh Hospital. Built in 1848 (National Archives, 2019) and initially known as North Wales Counties Lunatic Asylum, it is/was an elegant, imposing building set in parkland extending to approx. 1km, the main building being designated in 1981 as Grade II\* (Cadw, 2019) – see figure 20. The Hospital closed in 1995 (National Archives, 2019) and has subsequently been the target for vandals, thieves and arsonists which have destroyed some of the buildings. The site was sold in 1999 for £155,000 and then again in 2003 for £310,000 (Wikipedia, 2019). Following a lapse in planning permission in 2009 and an absolute neglect of the buildings by the owner Freemont (Denbigh) Ltd, Denbighshire County Council (DCC) served an urgent works notice which the owner chose not to comply with, consequently, the Authority spent nearly £1million on repairs for which they were not able to recover from the owner (Wikipedia, 2019).

Following a lengthy battle with the owner and with the support of the Princes Regeneration Trust the Authority eventually Compulsory Purchased the building in 2015 (DCC, 2019). It has clearly been an arduous and expensive process for the Authority over a 10-year period during which the owners have appealed the Compulsory Purchase Order at the high court with no success. The current development proposals by Denbighshire County Council propose a scheme which will convert and restore the buildings for a mixed use development, however consent has also been given to demolish '*significant sections of the building*' (Boase, 2019) which is of course very unfortunate and disappointing.

There are some notable differences between the situation with Denbigh Hospital and Whitchurch Hospital. The owner of Denbigh Hospital was a private investment company who refused to commit to a programme of protection and repair on the buildings, perhaps due to

deliberate neglect whereas as the UHB have employed some measures such as a 24-hour guard and steel security shutters to prevent further vandalism.

The buildings that comprise Denbigh Hospital have also been deteriorating since its closure in 1995, nearly 25 years ago. The subsequent neglect and arson may form some of the basis as to why buildings now need demolishing – perhaps they just can't be saved. In comparison, Whitchurch Hospital has been unoccupied for a relatively short amount of time and with a programme of repair and greater protection from the elements, it could be safeguarded more effectively for future development.



Figure 20: Denbigh Hospital – prior to extensive damage (Kenwright L, 2018)



Figure 21: Denbigh Hospital in recent years (Daily Post, 2019)

In both the case of Whitchurch Hospital and Denbigh Hospital, ideally, as Conservators of our Built Heritage, we would wish to ideally conserve as much of the fabric as possible, however, this is not always practicable. Within Planning Policy Documents for Wales, it asks Authorities to understand the requirement for '*flexibility where new uses have to be considered in order to secure a buildings survival or provide it with a sound economic future*' (Welsh Government, 2016, p.102). Perhaps it is better to save some of the building than none at all? Ultimately, the quicker a scheme can be established, an associated planning application be granted and a suitable buyer (s) found, the more likely it is that the majority of buildings will survive.

### **Opportunities for Whitchurch Hospital**

According to Heritage and Society 2018, 87% of adults in England '*agreed with the statement that finding new uses for historic buildings is better than demolishing them*' with just 2% of those adults surveyed disagreeing.

The UHB has secured outline planning permission for the Whitchurch Hospital site including 248 units of private housing development and 82 units for social housing (Cardiff, 2016). However, it is unclear whether the site is currently for sale or whether The UHB is already in negotiation with a potential developer.

## Location Factor

*'The location of the site is ideal for further residential development as it lies close to shops, cycle routes, local bus and train network routes.'* (Cochrane, 1999, p.5)

The development site of Whitchurch Hospital is situated within an attractive residential area of Cardiff, which is adjacent to the Glamorgan Canal and Long Wood Site of Scientific Interest (SSSI) (Cochrane, 1999). Average property prices within the Cardiff area are reported at £253,089 (January 2019), however, the average value of properties located in Whitchurch is £299,639 (Zoopla, no date). According to the Cardiff Adopted Local Development Plan, the North West of Cardiff is a strategic development area for the plan period of 2006 – 2026. 5000 homes are expected to be built along with major improvements to infrastructure and transport links with new schools and leisure facilities delivered as can be seen in figure 22 (Cardiff, 2016). Whitchurch is located on the periphery of this region within Cardiff so should benefit from these future developments.

Merthyr Road, Whitchurch is also a designated district centre for which there is a specific strategy for Cardiff City Development to *'promote and protect'* (Cardiff, 2016, p.182). There are several multi-national retailers located within the Centre including Co-op, Boots and Iceland along with a variety of independent retailers and services such as Solicitors and Estate Agents (Cardiff, 2012).

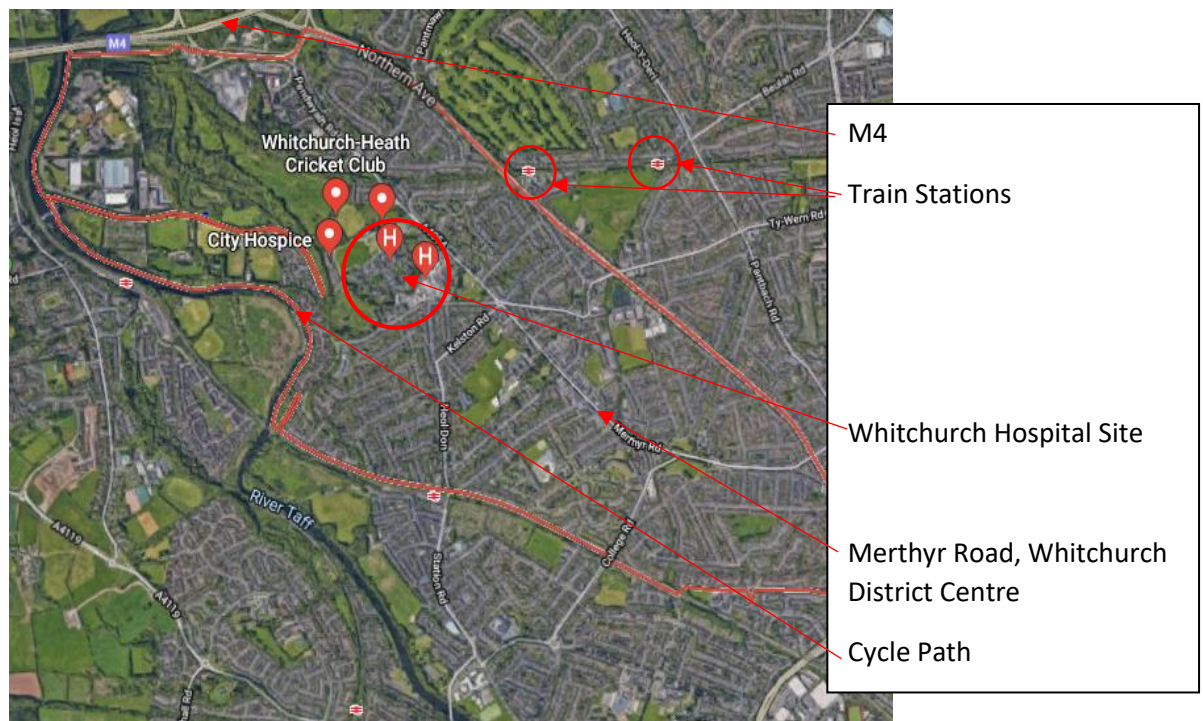


Figure 22: Location map of Whitchurch (Google, 2019)

Whitchurch also benefits from several leisure facilities such as Whitchurch Rugby, Football and Social Club, Cardiff Cricket Club and Whitchurch Golf Club (Google, 2019).

There are 4 Primary Schools and 5 secondary schools in close proximity to the Hospital site, one of which is the desirable Bishop of Llandaff Church in Wales School, ranked 4 of all schools in Wales (Wales Online, 2019)

Although 23 minutes/4.9 miles by car to the City Centre, the Whitchurch Hospital site is prime location and has good transport links as can be seen in Table 3.

Table 3: Transport Links from Whitchurch Hospital, Cardiff, CF14 7XB

Transport	Access/Timescales.
Car	<p>The M4 Motorway is 1.5 miles away and approx. 6 minutes from the Hospital site (Google, 2019)</p> <p>Cardiff City Centre is 4.9 miles and approx. 23 minutes by car. (Google, 2019)</p> <p>Easy access to the A470, the main trunk road from Cardiff to Pontypridd, Merthyr Tydfil and on to North Wales (Cochrane, 1999)</p>
Bus	<p>There are various bus stops around the Hospital Site</p> <p>Approx. 30-minute journey to Cardiff City Centre</p> <p>4 Bus Stops are located on Velindre Road</p> <p>3 Bus Stops on Park Road</p> <p>(Cardiff Bus, 2019)</p>
Train	<p>2 Train Stations within easy walking distance from the site</p> <p>Coryton/Whitchurch (Google, 2019)</p> <p>Approx. 20 minutes to Cardiff City Centre train station</p> <p>(The Trainline, 2019)</p>
Cycle	<p>A Traffic free pedestrian and cycle path is located on the west side of the side from Velindre Road.</p> <p>Path 8 which runs alongside the River Taff passing through Llandaff to the Centre of Cardiff but also running North past Castle Coch to North Wales.</p> <p>(Cardiff, 2019)</p> <p>Cycling to Cardiff City Centre will take approx. 25 minutes.</p> <p>(Google, 2019)</p>

## Development

The development scheme for Whitchurch Hospital originally presented to Cardiff Council in 1995 (City of Cardiff, 1995) was subject to much opposition from members of the Whitchurch Community, local groups and Ward Members. Councillor W Griffiths commented that *'Development of the site would take away immense pleasure from residents of Whitchurch and visitors and would be detrimental to the whole of the City.'* (City of Cardiff, 1996, p.3). Thirty-three individual letters of objection to the development proposals with a variety of reasons were received by City of Cardiff Council along with a petition of objection signed by 500 residents with a second petition arranged by the Friends of Forest Farm which encouraged support of objection from a further 3000 individuals (City of Cardiff, 1996).



The scheme was refused planning permission initially mainly due to grazing land north west of the site which had been included in the scheme for 'new development' and according to the City of Cardiff Council would 'result in the loss of open space which has amenity and nature conservation importance which be contrary to criteria 1 of policy 7' (Cochrane, 1999, p.3). However, following an appeal of the decision by Mr C I Cochrane on behalf of the UHB, it was proved that the land in question was private grazing land and has 'no lawful recreational use' (Cochrane, 1999, p.8) and is also not of significant ecological value therefore cannot be classified as 'amenity land' (Cochrane,1999).

A new scheme was presented incorporating some of the land into the nature reserve with a buffer zone between the SSSI and the remaining fields. The playing fields directly adjacent to the main buildings would be retained (Cochrane, 1999) – see figure 24, shown in green.

The appeal was successful and an outline planning permission for a mixed use development was granted, confirmed by the Head of Planning for The National Assembly for Wales with particular reference to the requirement by the Authority for highway improvements including the construction of a new roundabout on Park Road prior to any development commencing (Harper, 1999). The permission was subject to certain other conditions detailed within a Section 106 agreement. The mixed development included the following, also see figure 23:

- Later Additional Buildings – Of no particular significance, demolition of these buildings would be required to make way for new development.
- Central Block – Restaurant/Pub incorporated in to the main central block of the listed building.
- Recreation Hall – Refurbished for community use.
- Chapel – Converted and utilised for sports and leisure activities.
- 10 ward blocks – Developed into residential and office or retail space.
- New development – approx. 26,000m2 incorporate a range of small retail units and new health facility.
- Playing fields – Retained and maintained by the Council for the community and perhaps other sports clubs – these fields becoming Whitchurch Green.

(Cochrane, 1999)

Site	Area	Use	Density	Size
A	2.51	Grazing		
B	2.74	Landscaped Buffer		
D1	1.67	Residential	12 Units / Ha	20 Houses
D2	2.72	Residential	24 Units / Ha	65 Houses
E1	1.66	Residential	24 Units / Ha	40 Houses
E2/3	0.4	Residential	34 Units / Ha	12 Houses
F	5.45	Village Green		Cricket, Hockey, Rugby, Football x2, Bowls
G1	0.26	Leisure		800.sq m
H	1.41	Landscape		
J	8.0	Mixed Use		26,000 sq m
		Residential	14,400 sq m	180 flats
		Offices	2,600 sq m	
		Community	3,000 sq m	
		Pub / Restaurant	1,000 sq m	
		Retail	1,500 sq m	
		Community Health	3,500 sq m	
K	3.22	New Hospital		200 Beds

Figure 23: Approved Land use plan (UHB, 2014)

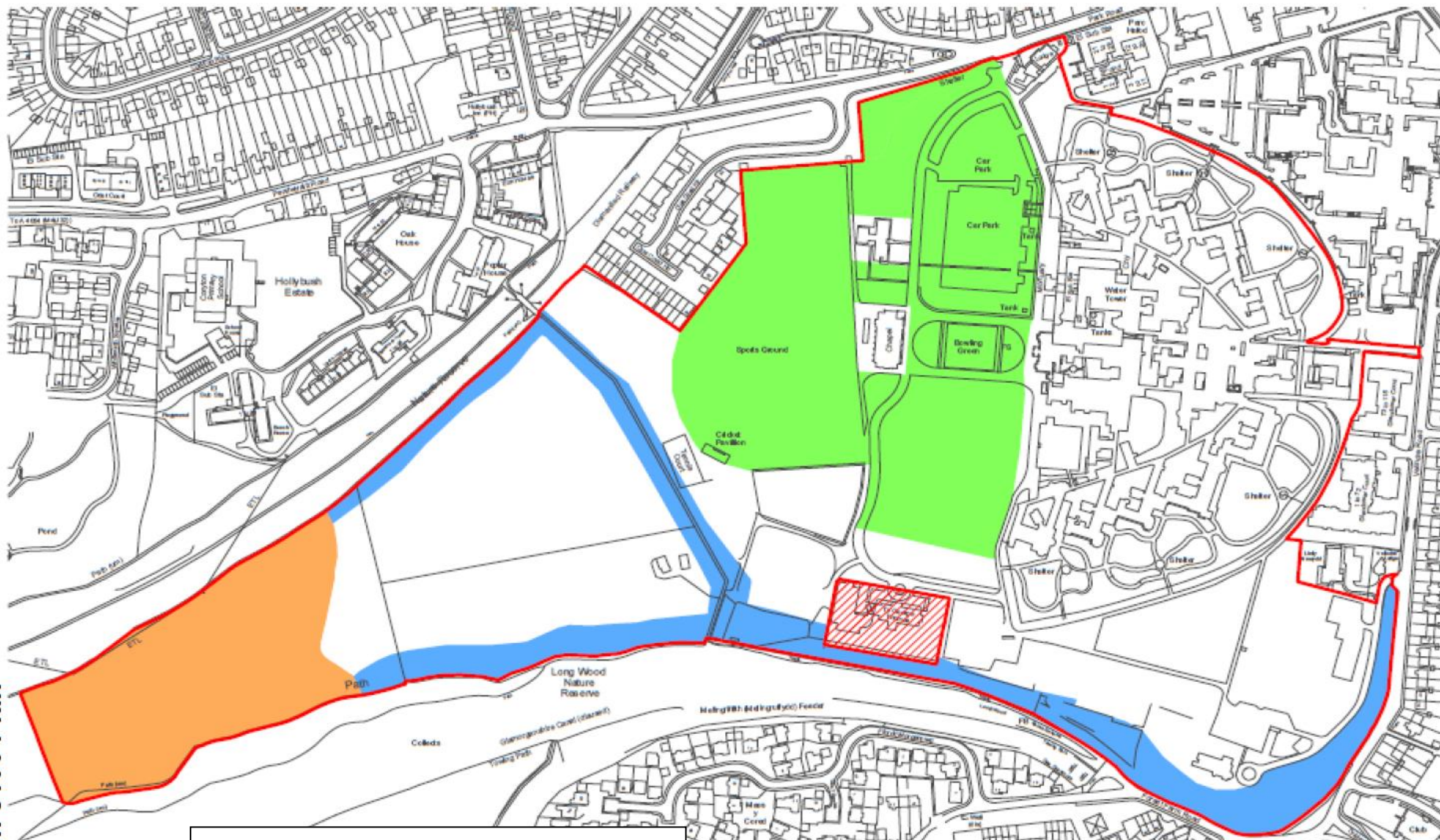


Figure 24: Whitchurch Section 106 Plan (UHB, 2014)

- Orange – Agricultural Land
- Green – Recreational Open Space
- Blue – Wildlife Corridor
- Red – Cardiff and Vale UHB ownership

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 Drawn to the Contract Documents in accordance with the provisions of the Contract Documents of the Cardiff and Vale Local Health Board. © Cardiff and Vale UHB  
 WYG Planning & Environment, Transport Planning, Science and Health  
 Tel: 01292 2062 5321 Fax: 01292 206 5321  
 Email: planning.cardiff@wyg.com www.wyg.com

WYG Planning & Environment  
 part of the WYG group



Cardiff and Vale University Local Health Board  
 Whitchurch Hospital, Cardiff  
**Section 106 agreement plan  
 (with ownership boundary)**

WYG Planning & Environment  
 Floor 5, Longcross Court, 47 Newport Road, Cardiff, CF24 0AD  
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 Email: planning.cardiff@wyg.com www.wyg.com

**1000**  
 create a world of safe hands  
 Scale: 1:2500 @ A3  
 Date: July 2013  
 A075991[B]100 rev D

## **Mixed Use Development**

Mixed-use developments combine residential development which might consist of a combination of affordable, private and retirement residential units with retail and commercial/offices etc. offering employment to those perhaps that live within the development and locally, complimented by on site leisure and entertainment provision. Within the National Planning Policy Framework provided by the Ministry of Housing, Communities and Local Government (HCLG), mixed use developments are to be encouraged and promoted by authorities at a local level. Planning policies and decisions should encourage *'multiple benefits from both urban and rural land including through mixed use schemes'* (HCLG, 2019, p.37) and *'aim to achieve healthy, inclusive and safe places which promote social interaction...for example through mixed-use development'* (HCLG, 2019, p.29)

These principles are echoed within Edition 10 of Planning Policy Wales provided by Welsh Government where it places emphasis on the *'promotion of accessible mixed use development, comprising appropriate combinations of housing, employment, retailing, community, cultural and recreation opportunities.'* (Welsh Government, 2018, p.44).

The Whitchurch Hospital development also re-uses a brownfield site, provides a new use for an 'at risk' Grade II Heritage asset and is located in an area where public transport is highly accessible, all of which is detailed as advantageous within Planning Policy for Wales. It could also be claimed that the scheme is 'sustainable development' in line with the Well Being of Future Generations (Wales) Act 2015, improving the economic, social, environmental and cultural well-being of those individuals that would be living, working in and enjoying the entertainment and recreational facilities of the development.

The planning permission for the Whitchurch Hospital development was granted over 20 years ago, in 2001 (UHB, 2014), and renewed in July 2006, 2011 and 2016. The UHB recognised within a Planning Committee meeting in 2014, that the buildings of Whitchurch Hospital would quickly deteriorate and become a liability once the facility closed and should subsequently be disposed of as quickly as possible following a transfer of service to the new hospital site at Velindre in 2016 (UHB, 2014) so one has to question why it has taken so long to find a suitable developer to progress a suitable scheme.

There could be numerous reasons for the delay including the condition of the buildings and the prospect of unexpected issues and repairs, the lack of a knowledgeable, experienced developer prepared to take on such an extensive project, requirement for listed building consent, costs of implementing the conditions of the 106 agreement including infrastructure costs, the costs for the proposed development and a possible conservation deficit which might need an alternative funding scheme.

## Heritage Funding

There are various funding schemes for heritage assets available across Wales, a selection of which can be viewed in Table 4.

Table 4: Funding Sources

Organisation	Description
Cadw	<p>Cadw is the Welsh Governments Historic Environment Service providing guidance, grants and improvements in legislation relating to the heritage in Wales. Cadw also provide legal protection for historic places through the designation process. (Cadw, 2019).</p> <p>Some funding is available through Cadw, although limited to community use buildings including halls, libraries, institutes and places of worship where public access is available (Cadw, no date). The criteria for the application of a grant is to conserve and repair the asset ensuring community benefits (Cadw, no date). The application is a two stage process and funding is available up to a maximum of 50% of the Cadw grant with a maximum value of £50,000 available (Cadw, 2019/20).</p>
National Lottery Heritage Fund	<p>The National Lottery Heritage Fund (NLHF) claims to <i>'the largest dedicated funder of Heritage in the UK'</i> (NLHF, 2019). There are six specific, strategic objectives with key performance indicators that an applicant will be expected to attain dependent on the size of the project. Grants range from £3000 to £5million and are available for a range of heritage projects with the largest percentage directed to historic buildings and monuments (NLHF, 2019).</p> <p>In order to make the application process more straightforward, decisions of grants up to £5million are now taken on a local (Wales) level. For grants in excess of £5million, decisions to award are taken by the UK Board of NLHF.</p> <p>Grants from £100,000 to £5 million require the applicant to either be a not-for-profit organisation or a partnership led by a not-for-profit organisation (NLHF, 2019)</p> <p>The NLHF also have a Heritage Impact Fund which provides loans of between £30,000 and £500,000 – these loans are targeted at those organisations with a <i>'social or community'</i> (NLHF, 2019) purpose.</p> <p>Heritage Enterprise Grants from the NLHF seek to <i>'achieve economic growth by investing in heritage....aimed at enterprising community organisations and commercial organisations working in partnership'</i> (NLHF, 2019, p.3).</p> <p>Grants can be awarded between £250,000 and £5million and although there are 9 outcomes or objectives, it is not required by the partnership to provide public access to the heritage once the capital project has been completed (NLHF, 2019). The grant funding should meet the conservation deficit <i>'encouraging greater private sector involvement with Heritage Enterprise Projects'</i> (NLHF, 2019)</p>

<p>Architectural Heritage Fund (AHF)</p>	<p>The AHF is a charity '<i>promoting and conservation and sustainable re-use of historic buildings for the benefit of communities across the UK.</i>' (AHF, no date)</p> <p>Grant programmes are available for Wales but vary for each Country within the UK. They offer two schemes within Wales which are development grants, there is no available grant for on-site capital works (AHF, no date). The AHF criteria includes (AHF:</p> <ul style="list-style-type: none"> <li>• Priority to listed buildings particularly to disadvantaged areas</li> <li>• Encourage community ownership</li> <li>• Grants/Loans - Charities, not for profit, community interest groups and Parish/Town/Community groups can apply (private individuals/companies are not eligible to apply)</li> <li>• 2 grants available. Project viability grant – up to £7500 and a Project development grant – up to £30,000</li> <li>• Three quotes/applicants contribution of at least 50%</li> </ul> <p>(AHF, 2019)</p> <ul style="list-style-type: none"> <li>• 3 loan packages available. Loan and Social Investment Package, a Heritage Impact Fund which provides loans between £25,000 and £500,000 at an interest rate of 5.5% over 5 years and a General Fund which provides loans of between £20,000 and £1 million with up to 20 years of borrowing at a 6.5% interest rate (AHF, no date)</li> </ul>
<p>Heritage Alliance</p>	<p>The Heritage Alliance promote themselves as the '<i>biggest alliance of heritage interests in the UK</i>' (The Heritage Alliance, no date). The organisation helps to influence policy and guidance relating to the heritage environment and they encourage the sharing of information between their Alliance members (The Heritage Alliance, no date).</p> <p>The Alliance also promotes a Heritage Funding Directory which is a jointly managed initiative between The AHF and The Heritage Alliance. This Directory provides a source of over 500 organisations providing heritage related funding across the UK (The Heritage Funding Directory, no date). This Directory also contains sources that are available for applicants based in Wales.</p>

The table above demonstrates that funding can be made available dependent on reaching certain criteria. The NLHF is arguably the main fund for heritage projects within the UK and has been instrumental in saving 1000's of historic assets within the UK over the 25 year period of its existence (Heritage Fund, 2019). The NLHF aims to invest 1.2billion in the UK's heritage over the next 5 years (NLHF, 2019). However, within their published document Strategic Funding Framework 2019-2024, it is clear that there is a rigorous process for those wishing to secure funding for their projects.

If a suitable private developer should express interest in the Whitchurch Hospital site, it would be unlikely that they would benefit from any grant assistance available due to the applicant requirements from the Heritage Fund unless of course they were actively partnering with a community organisation. An assumption might be made that there would be a conservation

deficit due to the current condition of the buildings combined with the sheer extent of the current proposed scheme which may allow them to apply for a Heritage Enterprise Grant. However, an 'enterprising community group' would still need to be involved and 9 specific criteria would need to be achieved. The NLHF have recognised that there has to be a viable and sustainable long term use for heritage buildings so that the assets that have been in receipt of grant monies do not return to being at risk *'it's not enough to save something – you've got to make it live'* (NLHF, 2019, p.4).

Heritage Impact loans are available from The National Lottery Heritage Fund, The Architectural Heritage Fund and The Development Bank for Wales might be a more appropriate funding scheme for a private developer. Dependent on the type of loan, funds from £3000 to £5million are available dependent on eligibility at competitive interest rates.

Other funding sources such as Cadw or the AHF have much smaller funds available targeted at community groups who wish to carry out repairs to community facilities or to perhaps produce viability assessments for bigger projects which would then be funded by the NLHF.

### **Conclusion**

*'Whitchurch Hospital appeared to represent rescue and abandonment, safety and entrapment, protection and vulnerability, healing and suffering'* (Carradice & Goffin, 2014, p.)

Although not formally designated, Whitchurch Hospital remains a 'heritage asset at risk'. The buildings continue to deteriorate at a rapid rate due to unauthorised entry, lack of maintenance and sheer neglect. A viable mixed-use development, favoured by Welsh Government, local authority policies and planners has been secured via outline planning permission over 20 years ago so it is difficult to understand why it has taken so long to secure a willing and suitable developer prior to final closure of the site in 2016. *'The NHS Trust has a statutory obligation to dispose of land which does not have a continuing healthcare use at the best available price with the benefit of planning permission'* (Cochrane, 1999, p.4).

Whitchurch Hospital is now a liability for the UHB, the health and safety concerns for the condition of the buildings, ongoing required repairs, protection and cost of the 24-hour security presence must be placing a burden on NHS resource.

Statutory powers to serve urgent works or repair notices are available to Cardiff Council, however, they might be reluctant to use due to the owner of the site and the pressures experienced by the NHS within Wales. But, perhaps if statutory powers are not utilised, requiring the UHB to better protect the site, arson could destroy the buildings as we have seen with Denbigh Hospital.

There is plenty of opportunity for Whitchurch Hospital, it is a fine collection of Grade II listed structures with a very interesting history. It is located within a sought after district centre of Cardiff, has good public transport links, access to 60ha of amenity (Cochrane, 2019) and the development proposed incorporates a good mix of residential units, entertainment and leisure facilities. If perhaps a greater emphasis could be placed on Community and a Community Group was formed, then along with private investment, grant funding might also be possible to help save this extensive Grade II listed collection of handsome buildings.

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