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CARDIFF ROYAL INFIRMARY

DEVELOPMENT WORKS
LB14 PA05 EXTENSION WORKS, BUILDING 11
APPLICATION FOR PLANNING PERMISSION & LISTED BUILDING CONSENT

DESIGN AND ACCESS STATEMENT
NOVEMBER 2010

LAING O'ROURKE

powelldobson
ARCHITECTS • URBANISTS

This document has been prepared by:

powelldobson
ARCHITECTS • URBANISTS

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Prepared by:

Glyn Parker: Associate
Rhodri Davies: Architect
Mark Farrar : Planning Manager
Jenny Heal : Senior Urban Designer
Powell Dobson Urbanists
Charterhouse
Links Business Park
St Mellons
Cardiff
CF3 0LT

Mark.Farrar@powelldobson.com

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INTRODUCTION

1.1 LEGISLATION CONTEXT

Article 4D of the Town and Country Planning (General Development Procedure) Order 1995 makes it a statutory requirement for Design and Access Statements to be submitted with most forms of planning application in Wales.

The Order states that the Statement must explain:

"(a) the design principles and concepts that have been applied to the development; and (b) how issues relating to access have been dealt with." (Art. 3)

It elaborates that, in relation to design, the Statement must explain how the principles and concepts have been applied to:

- environmental sustainability;
- movement to, from, and within the development;
- character; and,
- community safety

The Statement is also required to appraise the context of the development and show how the design has taken that context into account in relation to the above points (Art. 4).

The Order further elaborates that, in relation to access, the Statement must explain:

- the policy or approach adopted concerning access;
- how policies relating to access in the Development Plan have been taken into account;
- how any specific issues which might affect access have been addressed; and,
- how features which ensure access to the development will be maintained (Art. 5).

These matters are elaborated further in Technical Advice Note 12 which is reviewed below.

Listed Building Legislation

Local Planning Authorities (LPAs) have a statutory duty in making planning decisions to have special regard to "the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses" (Sections 16 and 66 Planning (Listed Buildings and Conservation Areas) Act 1990.

Further advice on this in Wales is provided by Welsh Office Circulars 61/96 and 1/98. The former provides advice on the legislation and procedures concerning historic buildings and conservation area, and the latter circular updates it following case law.

The issues that are generally relevant to the consideration of all applications for listed building consent applications are set out in circular 61/96. It states that following are relevant:

- "the importance of the building, its intrinsic architectural and historic interest and rarity, in both national and local terms...;
- the particular physical features of the building (which may include its design, plan, materials or location) which justify its inclusion in the list: list descriptions may draw attention to features of particular interest or value, but they are not exhaustive and other features of importance (e.g. interiors) may come to light after the building's inclusion in the list;
- the building's setting and its contribution to the local scene, which may be very important, e.g. where it forms an element in a group, park, garden or other townscape or landscape, or where it shares particular architectural forms or details with other buildings nearby; and

- the extent to which the proposed works would bring substantial benefits for the community, in particular by contributing to the economic regeneration of the area or the enhancement of its environment (including other listed buildings)." (par. 70)

The former circular states that in judging the effect of any alteration to a listed building it is essential to have assessed the elements that make up the special interest of the building (par. 94). Annex D sets out the general principles to be considered in proposing alterations to listed buildings.

Design and Access Statements – Listed building applications

Regulation 3B of the Planning (Listed Building and Conservation Areas) Regulations 1990 (as amended 2009) makes it a statutory requirement that any application to a local planning authority for listed building consent to be accompanied by a Design and Access Statement. The issues to be covered by this statement differ slightly from those that are required under the aforementioned General Development Procedure Order.

Such a statement must explain the design principles and concepts that have been applied to the following aspects of the proposals:

- Appearance;
- Environmental sustainability;
- Layout; and,
- Scale.

It must also explain how these principles and concepts take account of:

- The special architectural or historic importance of the building;

- The particular physical features of the building that justify its designation as a listed building; and,
- The building's setting.

The Regulations also set out that the following must be explained in relation to access:

- The policy or approach that is adopted as to access including:
 - What alternative means of access have been considered; and,
 - How policies relating to access in the development plan have been taken into account.
- How the policy or approach adopted as to access takes account of:
 - The special architectural or historic importance of the building;
 - The particular physical features of the building that justify its designation as a listed building; and,
 - The building's setting.
- How any specific issues which might affect access to the building have been addressed; and,
- How features which ensure access to the building will be maintained (Reg.2)

This Design and Access Statement meets the above legislative requirements and has appropriate regard to guidance issued by the Design Commission for Wales and the Commission for Architecture and the Built Environment.

1.2 DOCUMENT AIMS

This document seeks to explain how site and context analysis and relevant local and national planning policy have informed the proposals.

Relevant planning policy is presented and interpreted in relation to the proposals. This is accompanied by a background analysis of the site and the character of the surrounding area.

The proposals are illustrated to demonstrate the relationship between the intervention and the building.

The final section of the statement presents a planning assessment which demonstrates how the planning policies identified have been addressed.

1.3 SUMMARY OF PROPOSALS

The applications for listed building consent and planning permission comprises the demolition of a number of newer additions to the building, restoration of the elements of the building that are exposed, minor alterations, small scale new extensions and landscape improvements.

These alterations are necessary to enable the building to accommodate an out-of-hours (OOH) and Cardiff Health Access Practice (CHAP) clinics. Internal alterations to the buildings are included in a separate listed building application (LB13).



1.4 BACKGROUND

This section provides the background to the redevelopment of the site.

Strategic Outline Case for the Redevelopment of Services for Central and South Eastern Cardiff (May 2009)

This sets the case for the development of health and social care services for residents of Central and South-east Cardiff.

It was updated in 2009 to reflect the recommendations that were set out in the Hunter review¹, and also reflects the emerging work being undertaken on behalf of WAG to develop a strategic framework to support the development of primary and community based services.

The Statement of Intent explains that "the CRI provides a unique opportunity to provide a base for the delivery of high quality, integrated health and social care services in the heart of the City it serves. It will represent a new era in the delivery of health services in Cardiff providing services which respond to the needs of the local population, promoting health and wellbeing and providing responsive services that help individuals maintain their independence and which, with partners, play a key role in reducing health inequalities" (par.1, p.ii).

It goes on to affirm that "The phased redevelopment of Cardiff Royal Infirmary as a 'Locality Health and Treatment Centre' (LHTC) will enable new services to be provided, working as part of a network of primary and community services. It will be a centre of excellence for the delivery of integrated health and social care to meet the needs of a complex and growing population in Central and South Eastern Cardiff. It will provide a resource for the community with opportunities for joint working with the third sector being at

the core of both planning and development." (par.4, p.ii)

The high level recommendations arising from the Hunter Review which are relevant to the re-development of the site include:

- that Cardiff Royal Infirmary be developed as a community hospital and health resource centre serving the South and East of Cardiff;
- the re-development of the Cardiff Royal Infirmary site should include: More alignment between the re-located GP practices; a well-being centre; unscheduled care services; an occupational health facility;
- outpatient provision at Cardiff Royal Infirmary should be substantially increased;
- advanced nurse practitioners be co-located with these outpatients facilities

These recommendations were accepted in full and addressed in the SOC where necessary. It advises that the development of the CRI is the "best option to support the delivery of high quality, integrated health and social care services in the heart of the City it serves" (par.8, p.3).

The strategic context for the proposals is set by, inter alia:

- 'Designed for Life', the WAG's ten year strategy for NHS Wales;
- 'One Wales – A Progressive Agenda for the Government of Wales';
- 'Local Health Social Care and Well-Being Strategy';
- 'Programme for Health Service Improvement';
- Wales Spatial Plan;
- Healthcare Standards for Wales;

- Cardiff and Vale NHS Programme for Health Service Improvement;
- Primary Care Estates Strategy.

It confirms that the proposed services which are to be delivered through the Locality Health and Treatment Centre (LHTC) at the CRI will work in a network with other services and planned developments in the wider locality area. "The combination of CRI and integrated local centres in Butetown, Llanederyn and Rumney represents an exciting and unique opportunity to transform the health and social care in the area" (par.17, p.5).

It furthermore affirms that the principle of co-locating services is recognised as an important enabler to improve integration and that the opportunity to achieve this through the Locality Health and Treatment Centre will be maximised. It states with regard to this that "The location and scale of the CRI site provides a real opportunity to deliver a range of integrated services from the centre of Cardiff's most deprived and vulnerable communities" (par.30, p.7).

Considerable details and justification is provided in this document and it is not appropriate to repeat it again here.

The overall proposals have been formed following an extensive, inclusive and meaningful consultation and engagement programme via stakeholder workshops since 1995. This is set out in detail under Section 2.14 of the SOC and is not repeated again here. The work undertaken was considerable and far reaching.

Cardiff Royal Infirmary Conservation and Site Development Plan (2004)

This report followed the initiative that was led by WAG to secure viable new uses for the CRI site, which commenced in 2003. It identified various new potential uses and development options for the site.

The purpose of the document was to guide the future planning and development of the site by providing a Conservation Plan and a Development Plan. It was prepared with the involvement of Cadw, Cardiff Council, and WAG.

The Conservation Plan element of the document divided the site into distinct blocks (named after their former uses or titles) and set out recommendations for each involving the removal or retention and refurbishment. The main recommendations for demolitions were later taken forward (see Planning History below), and the recommended conservation works are also now being progressed. The relevant parts of this plan are referred to later in respect of the specific application which this Design and Access Statement accompanies.

The Development Plan for the site set out four main options (plus sub-options) involving new build elements, to either create one building for one occupier or a number of buildings for a number of occupiers.

¹The Hunter review was an independent review that was commissioned by the Minister for Health and Social Care undertaken by Dr Stephen Hunter with representation from the Royal College of Nursing and British Medical Association.

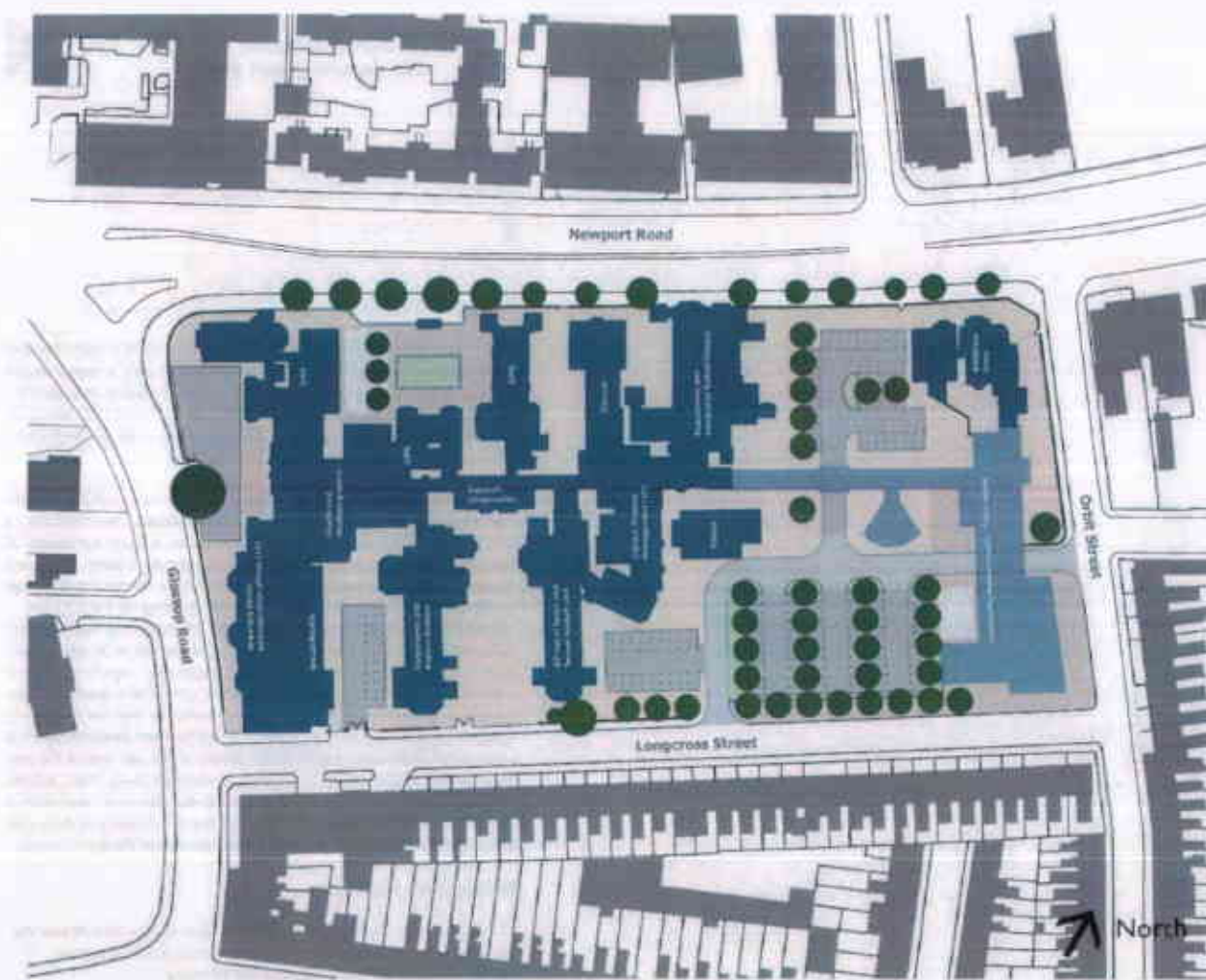
Cardiff Royal Infirmary Conservation and Site Development Plan (July 2009)



This version updated the 2004 edition. The update was undertaken following the commitment from Cardiff Local Health Board and the Cardiff and Vale NHS Trust that the CRI would become the focus for the community care strategy for central and eastern Cardiff through the development of the site as a Locality Health and Treatment Centre. The update principally involved amendments to the Site Development Plan to accord with this, and with the disposition of uses that are proposed in the aforementioned SOC. It also involved the preparation of a detailed schedule of conservation works which were necessary for the retained buildings, including further minor demolitions where appropriate. This is referred to below.

The Development Plan states that it offers the opportunity of removing the less valuable buildings and protecting and enhancing the listed building by the addition of new buildings of complementary form and scale in appropriate locations.

It categorises the retained buildings into those to be refurbished plus minor, major or extensive alterations.



Development Framework Plan (Cardiff Royal Infirmary Conservation and Site Development Plan, 2009, WYG, p50)

Conservation works schedule (2009)

This provided a conservation works strategy for the maintenance and conservation of the buildings. It was prepared following the granting of the listed building consents for demolition as set out below. Reference is made to the relevant sections of this below which relate to the application site.

The schedule sets conservation measures and heritage works.

Conservation measures are those works that are required to safeguard and prolong the life of the building and which are generally limited to weather-proofing of the building fabric and include: roof repairs; repair / replace rainwater goods; repair / replace windows; remove roof extensions and replace roof; remove inappropriate extensions; and remove elements which are penetrating the fabric of the building.

Heritage works are those that are required to restore the main building facades, being the perimeter elevations that are visible from outside the site. The works generally comprise: repair and clean facades; and undertake structural surveys.

WAG announcement (June 2010)

The Minister for Health and Social Services announced (7th June 2010) that she had approved Business Justification Case the circa £8m funding for the conservation and heritage works was to be provided by the Health Department's All Wales Capital Programme (AWCP). It further confirmed that the proposals are consistent with many local and national strategic documents, most notably The Hunter Report (independent review by Dr S Hunter) and the subsequent revised Strategic Outline Case for the Redevelopment of Services for Central and South Eastern Cardiff.



Proposed demolitions and strategic removals of Cardiff Royal Infirmary May 2009 (Conservation Works Schedule, 2009, WYG, p6)

- Parts of block to be retained
- Parts of block recommended for removal

Listed Building

The whole CRI complex is Grade II listed. It was first listed in July 1997 as "The best example in Wales of major infirmary hospital. Listed for the special architectural interest of its late C19 / early C20 architecture which illustrates the economic power of Cardiff at this period" (Listed building description 1997).

The full listing description is provided in the adjacent text box. This description was elaborated in the Conservation and Development Plan.



■ = Listed Buildings

HISTORY: Built from 1882 to replace hospital of 1830's which was inadequate for growing population of Cardiff. Originally the 'Glamorgan and Monmouthshire Infirmary', then the 'Cardiff Infirmary' (1895-1911), then the 'King Edward VII Hospital' (1911-1923), becoming the 'Cardiff Royal Infirmary' after attaining a Royal Charter in 1923.

In 1880 Marquess of Bute made land available and an endowment of £1000. Architectural competition won by Edwin Seward of James, Seward and Thomas of Cardiff. Work began in 1882, with foundation ceremony taking place on 31 January 1883. Administrative block (facing Glossop Road) was built linked by rear corridor to 2 ward blocks at right angles. Additions to Admin block, and new wards (also by Seward) 1893-95. Outpatients Department, dated 1907, by Seward, Bruce Vaughan wing 1909. Additional ward blocks, 1916 and 1918, completed as War Memorial by E M Bruce Vaughan, architect, who added the Chapel in 1921, the gift of Mrs John Nixon. Later additions and alterations to keep hospital suitable for patients' needs.

EXTERIOR: Hospital complex in free Gothic style. Earlier parts of building in snecked stone (pink, buff and white) with bands of pink Radyr stone, and bathstone, later parts in rubble (similar colours) and buff brick; mainly slate roofs. Main (administration) block faces Glossop Road. Set back from centre of facade, tower with 2 enriched upper stages, lower has cusped Gothic windows and turrets, polygonal upper stage with narrow windows and gargoyles, steep slate roof with pinnacles. Seven bay front has enriched stonework with heraldic shields, panelling, decorative heads to gables, mainly mullion and transom windows; central advanced 3-storey gabled bay, dragon in sunburst to apex, with 4-cusped light Gothic top floor window, on first floor, pair of Gothic windows with mullions and transoms windows, and heraldic shields in heads, on ground floor, steps up to Gothic doorway, buttressed, restored lanterns to each side. Flanking this, two and-a-half storeyed bays with hipped and gabled timber dormers. To ends, projecting blocks with gables and (facing inwards) canted bays. To rear, half-timbered upper walls, elaborate red-and-yellow brick chimneys. In front of main entrance, low forecourt wall with bands of rubble, and Radyr stone copings, white stone gatepiers support cast iron segmental arch with lettering 'Cardiff Royal Infirmary', and Royal Arms.

At corner with Longcross Street (S), outpatients' department four storeys, castellated parapet to Glossop Road has tabernacle with statue, Gothic windows grouped 2-1-2; simpler elevation to Longcross Street has plain parapet, square-headed windows, entrance under gable has 2 Gothic archways on octagonal shafts, flanked by buttresses. Beyond this in Longcross Street, 2 three-storey ward blocks with traceried upper floor windows in unaltered canted S. ends bearing dates '1916' and '1918', but sides and roofs have inappropriate extensions. Also in Longcross Street, beyond large modern chimney, 2-storey Neo-Georgian block in red brick.

At NW corner of Glossop Road with Newport Road, Chapel; Decorated style, W end has 4 light window over 'porch' with 3-light window; S elevation has 2-light windows above passage aisle with porch at its W end; N elevation has 2-storey transeptal organ loft, vestry with polygonal stair tower in angle; polygonal E end. Facing Newport Road, return of administration block has half-timbered upper storey with paired gables, elaborate red-and-yellow brick chimneys.

To L (east), set back, 'King Edward VII War Memorial' Block bearing dates 1914 and 1918. Five storeys, 3 bays, outer (advanced) bays have gables with heraldic shields, and 3-light Tudor top-floor windows, below these, canted bay windows with panellied parapets, at sill level of third floor, balcony with inscription bridges recessed central bay of 2 windows which has mouchette parapet between the end gables. Further to E, former children's ward of 3 storeys; central stepped gable with statue in niche, end bays advance as turrets with crenellated parapets, pyramidal slate roofs, 3-light mullion and transom windows. To rear, 5-storey research block. Adjacent, 2-storey block in red brick with hipped slate roof. Further to E, Bruce Vaughan block in a more elaborate Late Gothic style; 2 storeys, to centre, broad canted bay window with cusped lights to upper floor, and between floors, relief decoration of putti holding inscriptions, above window, stepped gable with tabernacle enclosing sculpture of Good Samaritan. Window flanked by empty tabernacles, deeper Gothic arched links to turrets with crenellated parapets, pyramidal slate roofs.

INTERIOR: Interior largely modernised, except for handsome chapel which has 5-bay nave with low S passage aisle, shafted chancel arch with polygonal apse to chancel. Elaborate roof (with painted decoration over chancel). High quality furnishings include octagonal pulpit, choir stalls with angels. Stained glass in W window of Christ on Sea of Galilee by Safton (1956). In body of hospital, handsome Art Nouveau staircase to E of spinal corridor has tiled panels depicting children's stories and nursery rhymes (relocated from children's ward) by Maws, painted by W B Simpson of London, 3 further panels (eg Dick Whittington) are in the orthopaedics department waiting room. Other internal features include series of memorial plaques (chiefly in spinal corridor) including 2 bronze portrait reliefs by Goscombe John (circa 1914, and 1927), and tablets recording donors, further donor tablet at top of stairs of Bruce Vaughan Wing. At upper level, near old operating theatre, polychrome tablet with figure of St George, in memory of W H Seager, killed 1916.

REFS: Aldis, Arnold, Cardiff Royal Infirmary 1893-1993, Cardiff, 1984.
Newman, John, Glamorgan (Buildings of Wales Series), 1995, pp 307-308.

2.1 LOCATION & LOCAL CONTEXT

Site Location

Cardiff Royal Infirmary is located in a prominent position on one of the main routes into Cardiff City Centre. The site occupies one 'block' on Newport Road (A4161) between Glossop Road and Orbit Street with Longcross Street forming the southern boundary of the site. This block has an area of 2.27 hectares.

Site Description

The site is occupied by numerous buildings that comprise the Royal Infirmary. A dense complex of buildings has developed across the site over time since the Infirmary was first established in 1883. The original and still the main frontage of the development faces onto Glossop Road however there are other entrances and access point off the other surrounding roads.

Surrounding Landuses

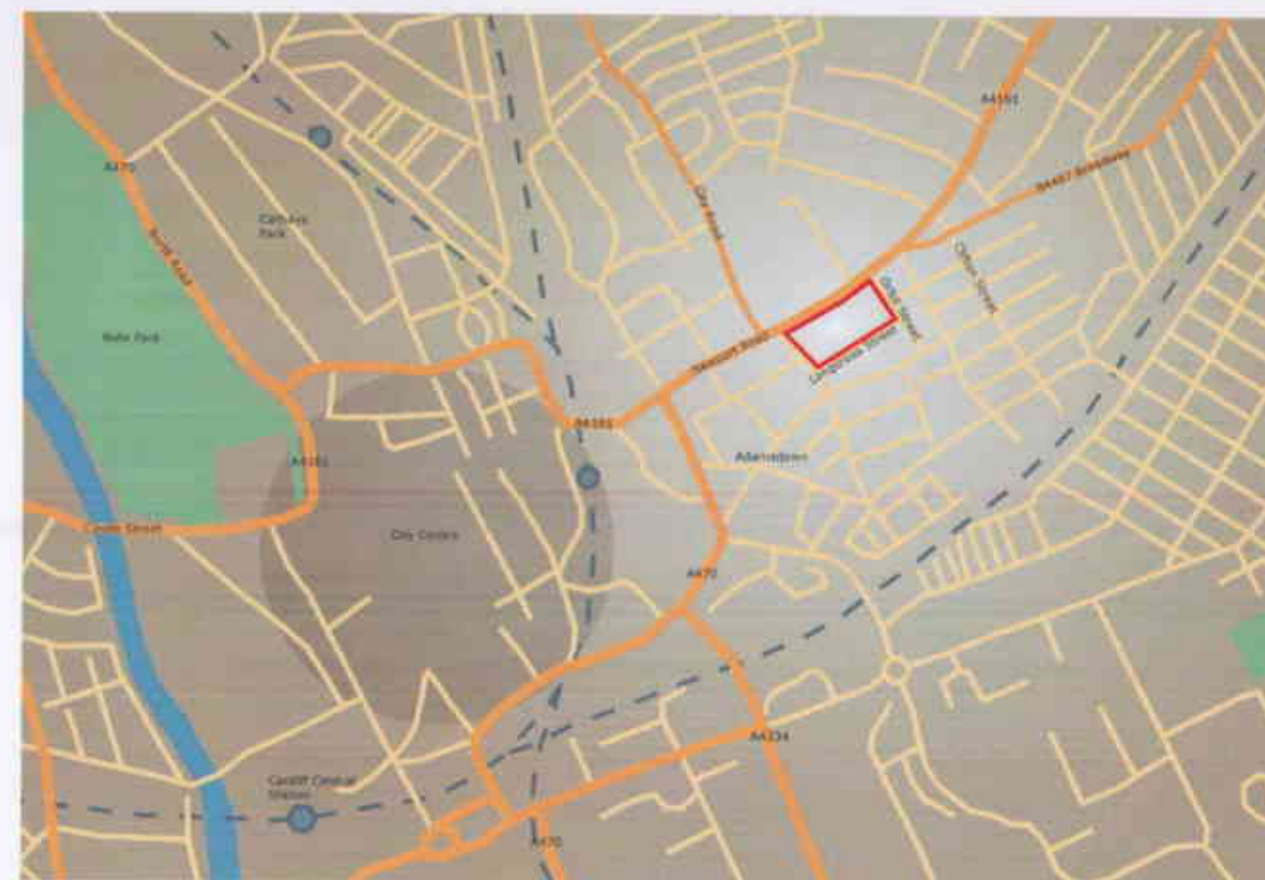
The site is situated on the eastern edge of the central area, approximately 800 metres (10 minutes walk) from the heart of Cardiff City Centre. To the west of the site, towards the city centre, the land use largely comprises a mixture of offices, a hotel and residential apartments within a number of high rise buildings. Immediately to the west of the site on the other side of Glossop Road are the West Wing of Cardiff Royal Infirmary and a school. North of the site there is further office accommodation as well as residential care homes. East of the site, along Newport Road is a continuation of the offices uses in the area. The area to the south and south east of the site is distinct as a residential area with a more domestic scale consisting mainly of terraced houses.

Site Access

There are no vehicle routes through the site, however there are points of access for vehicles for parking. Two principle vehicle access points into car parks are from Glossop Road and Orbit Street. Additionally there are vehicle access points and a number of off street parking points on Longcross Street. Vehicle access is not currently possible from Newport Road.

Pedestrian access into the site is limited by perimeter walls and fencing. There are a number of access points around the site but the entrance on Glossop Road is specified as a vehicle only access point. The complexity of the layout on the site means that entrance points and routes through it are not clearly legible.

The site is well positioned for access by public transport. Cardiff Queen Street Train Station is located 500 metres (just over 5 minutes walk) to the west of the site which provides a link to the central train station and the valleys lines. Newport Road is a key bus route in and out of the City Centre. Buses travelling east on Newport Road from the bus stops opposite the site have destinations in Llanrumney, Crosskeys, Abergavenny and Newport and those heading west from the stops either side of the site connect to the City Centre, Cardiff Central Train Station and Cardiff Bay. Buses on Glossop Road go to and from Tremorfa and Pengam Green Tesco.



Layout, Scale and Massing

The original building on the site and its early extensions were added to with additional extensions and a number of other buildings site over the last 120-130 years to increase the sites capacity and add supporting functions. This resulted in a dense and somewhat haphazard layout with little sense of order. Some of these additional buildings have recently been demolished which has helped open up the site and reveal more of the original fabric.

The buildings on the site present a strong frontage on Glossop Road and some parts of Newport Road. The Longcross Street and Orbit Street edges act more as 'backs' to the development despite accommodating entrance points. There are a mix of two, three and four storey buildings with some single story sections and some taller tower elements at five or six storeys.

Appearance

The original building elements were designed in an architectural style of the 'late Gothic period with a semi-domestic character' (Conservation Works Schedule, WYG, 2010). The materials used and design detailing was consistent through the first phase of buildings. The extensions that followed were varying in their architectural contribution and coherence in design.

Extensions to the buildings have been added, including additional storeys to the original buildings, which are generally of low architectural merit, in poor condition and unsympathetic to the original building design.

A description of the appearance of the relevant buildings on the site is provided in the following Site Appraisal.



Aerial view of the Cardiff Royal Infirmary site illustrating the density of development on the site prior to some buildings being demolished

2.2 HISTORIC CONTEXT

The information in this section is based on the information provided in the Cardiff Royal Infirmary Conservation and Site Development Plan, Wyn Thomas Gordon Lewis, 2004.

From 1823 the site of the Royal Infirmary was occupied by the Glamorgan and Monmouthshire Dispensary with an infirmary subsequently added in 1834. However, with the rapid growth in the population of Cardiff at this time, this facility became too small to meet demand, despite the addition of new wards in 1859 and 1873.

In 1880 the third Marquess of Bute made land available on Longcross Common that enabled the development of a much larger facility on the site. Edwin Seward of James, Seward & Thomas won a design competition to develop plans for a 100 bed infirmary which could later be enlarged to 200 beds. The Infirmary opened in 1883.

Edwin Seward described his design intentions for the site in 1883 as thus:

"The main building will consist of three blocks, connected by a central corridor, from which the two ward blocks for male and female patients will project north and south. Space for two smaller blocks is reserved on the eastern side of the site. Accommodation will be provided in the first instance for 102 beds in four chief wards two smaller and four special wards, each of which is to be ventilated and warmed by the most modern appliances. The administrative block will form the chief front of the building parallel with Adamsdown Road [now Glossop Road] ... The architecture is that of the late Gothic period with a semi-domestic character."

The original building elements are still evident on the site with the main entrance facing Glossop Road and the central spine running

eastward and the ward blocks extending north and south from this. Since the development of the original building the site has been added to numerous times from as early as 1894 to the 1950s and other more recent extensions and alterations.

Cardiff Royal Infirmary was added to the statutory list of buildings of special architectural or historic interest in Wales in 1997.



2.3 PLANNING POLICY & HISTORY

This section sets out the national, regional and local planning policy context for the development proposal including the following:

- Planning Policy Wales (2010);
- Technical Advice Notes;
- South Glamorgan (Cardiff Area) Replacement Structure Plan 1991 – 2011); and
- City of Cardiff Local Plan 1991 – 2006

The following plans are also relevant in development control decisions:

- Cardiff Unitary Development Plan (deposit 2003, abandoned 2005); and,
- Cardiff Local Development Plan (deposit 2009)

National Planning Policy

Planning Policy Wales (2010)

This sets out the land use planning policies of the Assembly Government. It replaces the 2002 edition of PPW (plus the various Ministerial Interim Planning Policy Statements which were issued since then). The most substantive changes to the original document are in respect of Chapter 4 Planning for Sustainability.

The PPW sets out key objectives which are to be taken into account in the preparation of development plans and in the control of development. It states that planning policies and proposals should, where appropriate:

- Promote resource-efficient and climate change resilient settlement patterns that minimise land-take (and especially extensions to the area of impermeable surfaces) and urban sprawl, especially through preference for the re-use of

suitable previously developed land and buildings, wherever possible avoiding development on greenfield sites;

- Locate developments so as to minimise the demand for travel, especially by private car;
- Support the need to tackle the causes of climate change by moving towards a low carbon economy. This includes facilitating development that reduces emissions of greenhouse gases in a sustainable manner, provides for renewable and low carbon energy sources at all scales and facilitates low and zero carbon developments;
- Minimise the risks posed by, or to, development on, or adjacent to, unstable or contaminated land and land liable to flooding. This includes managing and seeking to mitigate the consequences of climate change by building resilience into the natural and built environment;
- Play an appropriate role to facilitate sustainable building standards (including zero carbon) that seek to minimise the sustainability and environmental impacts of buildings;
- Play an appropriate role in securing the provision of infrastructure to form the physical basis for sustainable communities (including water supplies, sewerage and associated waste water treatment facilities, waste management facilities, energy supplies and distribution networks and telecommunications), while ensuring proper assessment of their sustainability impacts;
- Contribute to the protection and improvement of the environment, so as to improve the quality of life, and protect local and global ecosystems;
- Help to ensure the conservation of the historic environment and cultural

heritage, acknowledging and fostering local diversity;

- Maximise the use of renewable resources, including sustainable materials (recycled and renewable materials and those with a lower embodied energy). Where it is judged necessary to use non-renewable resources they should be used as efficiently as possible. The use of renewable resources and of sustainably produced materials from local sources should be encouraged and recycling and re-use levels arising from demolition and construction maximised and waste minimised;
- Encourage opportunities to reduce waste and all forms of pollution and promote good environmental management and best environmental practice;
- Ensure that all local communities - both urban and rural - have sufficient good quality housing for their needs, including affordable housing for local needs and for special needs where appropriate, in safe neighbourhoods;
- Promote access to employment, shopping, education, health, community, leisure and sports facilities and open and green space, maximising opportunities for community development and social welfare
- Foster improvements to transport facilities and services which maintain or improve accessibility to services and facilities, secure employment, economic and environmental objectives, and improve safety and amenity. In general, developments likely to support the achievement of an integrated transport system should be encouraged
- Foster social inclusion by ensuring that full advantage is taken of the opportunities to secure a more accessible environment

for everyone that the development of land and buildings provides;

- Promote quality, lasting, environmentally-sound and flexible employment opportunities;
- Support initiative and innovation and avoid placing unnecessary burdens on enterprises (especially small and medium sized firms) so as to enhance the economic success of both urban and rural areas, helping businesses to maximise their competitiveness;
- Respect and encourage diversity in the local economy;
- Promote a greener economy and social enterprises;
- Contribute to the protection and, where possible, the improvement of people's health and well-being as a core component of sustainable development and responding to climate change (par. 4.4.2).

It states that the Assembly Government's objectives in terms of conserving the historic environment are to:

- "preserve or enhance the historic environment, recognising its contribution to economic vitality and culture, civic pride and the quality of life, and its importance as a resource for future generations; and specifically to,
- protect archaeological remains, which are a finite and non-renewable resource, part of the historical and cultural identity of Wales, and valuable both for their own sake and for their role in education, leisure and the economy, particularly tourism;
- ensure that the character of historic buildings is safeguarded from alterations, extensions or demolition that would

- compromise a building's special architectural and historic interest; and to,
- ensure that conservation areas are protected or enhanced, while at the same time remaining alive and prosperous, avoiding unnecessarily detailed controls over businesses and householders." (par.6.1.1).

PPW affirms that the application of listed building controls should recognise the need for flexibility where new uses have to be considered to secure a building's survival. It also affirms that for proposals which affect a listed building the primary material consideration is "the statutory requirement to have special regard to the desirability of preserving the building, or its setting, or any features of special architectural or historic interest which it possesses" (par. 6.5.9).

It explains furthermore that applicants must be able to justify their proposals, showing why alteration or demolition of a listed building is desirable or necessary (par. 6.5.10).

TAN 12 Design (2009)

The revised Technical Advice Note aims to equip all those that are involved in the design of development with advice on how sustainability, through good design, may be facilitated through the planning system plus it provides detailed guidance on the content of Design and Access Statements.

It sets out the core design principles that any development proposal must follow to help create a sustainable environment and exhibit a high level of design quality.

Chapter 4 explains that the key elements to be considered when appraising context are:

- an area's natural resources (thereby allowing an environmentally sustainable design solution);
- the potential effects of climate change;
- character (topography, street patterns, archaeological features, waterways, hierarchy of development and spaces, prevalent materials, architecture and historic quality, landscape character, land use patterns, distinctive views, skylines, vistas, prevailing uses, boundary treatments, biodiversity, and vernacular);
- the relationship between public and private space;
- the landscape (LANDMAP);
- the public realm (condition, ease of use, fitness for purpose, safety, convenience, enjoyment, contribution to local identity, potential for reducing clutter, audit of hard and soft landscaping, street furniture, signage, highways, lighting, nature of use and management);
- Movement and ease of access for all;
- Legibility (landmarks, key buildings, junctions, views, barriers and boundaries); and,
- Adaptability and diversity (in terms of buildings and spaces);

It sets out the five key objectives of good design as being: Access, Character, Community Safety, Environmental sustainability, and Movement. These are elaborated thus:

- Access**
 - Ensuring ease of access for all;
- Character**
 - Sustaining or enhancing local character
 - Promoting legible development
 - Promoting a successful relationship between public and private space
 - Promoting quality, choice and variety
 - Promoting innovative design



- Community Safety**
 - Ensuring attractive, safe public spaces
 - Security through natural surveillance
- Environmental sustainability**
 - Achieving efficient use and protection of natural resources
 - Enhancing biodiversity
 - Designing for change
- Movement**
 - Promoting sustainable means of travel

Local Planning Policy

The statutory development plan (as defined by the planning acts) comprises:

- South Glamorgan (Cardiff Area) Replacement Structure Plan 1991 – 2011); and,
- City of Cardiff Local Plan 1991 – 2006

The following plans are also relevant in development control decisions:

- Cardiff Unitary Development Plan (deposit 2003, abandoned 2005); and,
- Cardiff Local Development Plan (deposit 2009)

Cardiff South Glamorgan Structure Plan 1997 – 2011

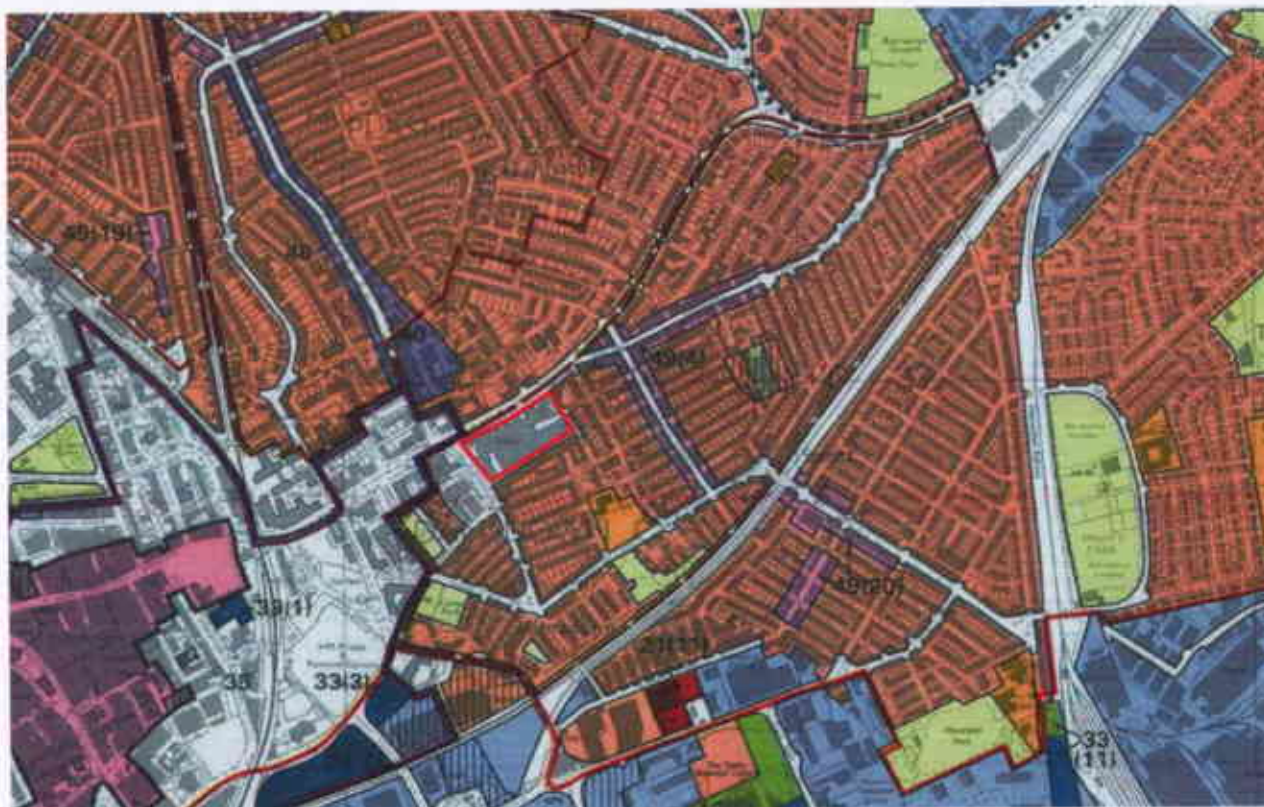
This document sets out the general planning policy for the area covering, inter alia, transportation, conservation, the built environment, housing and retail development. These are translated at the local level through the Local Plan which is reviewed below.

Policy B1 relating to conservation of the built environment states that the best environmental qualities of the built and historic environment will be protected and enhanced with listed buildings being amongst those features offered particular protection. Development which should be incompatible with the special character of a building or area, or detrimental to its amenity or function, will not be favoured.

Cardiff (District Wide) Local Plan

This plan, although time expired, remains in force until the Local Development Plan is adopted (see below).

The objectives of the Local Plan are:



Cardiff Local Plan Proposals Map Extract

1. To preserve and enhance the quality of life and environment of the city.
2. To allocate land to meet the city's need for new housing, business and industry, and other facilities, in a way which provides both a range and choice of opportunities and a balance with environmental and conservation interests.
3. To support the regeneration of Cardiff Bay and generally maximise the potential for re-use of existing urban land in meeting future land requirements.
4. To sustain and enhance employment opportunities and generally assist in strengthening the economy of the city.
5. To sustain and enhance the vitality, viability and environment of the city centre, and district and local centres.
6. To allocate land and otherwise assist in meeting the future transportation requirements of the highway authority.
7. To conserve the open countryside surrounding the city.
8. To protect and enhance areas of recreation, amenity and nature conservation value.
9. To protect and enhance the character and appearance of parts of the built environment which are of special interest.
10. To encourage high standards of design throughout the city.
11. To assist, wherever possible, in reducing

the relative disadvantage experienced by particular groups and those living in particular areas of the city.

12. To recognise the importance and needs of existing and planned new communities.

The application site is not allocated in the local plan. It is located just to the east of the central business area.

One of the principal objectives of the Local Plan is :

- to protect and enhance the character and appearance of parts of the built environment which are of special interest.

This interest relates to matters of either historic or architectural importance.

Given the protection afforded by the Planning (Listed Buildings and Conservation Areas) Act and Regulations 1990, further commitment by way of a specific local plan policy or proposal is considered unnecessary.

Policy 11 of the Local Plan relates to design and aesthetic quality. This states that all new development should be of a good design which has proper regard to the scale and character of the surrounding environment and does not adversely affect the aesthetic quality of the area.

Emerging Policy

Unitary Development Plan (UDP)

Although the UDP was placed on deposit in 2003, it did not progress to examination in public and work on it hence ceased in 2005. It does however remain as a consideration in planning decisions until the Local Development Plan is adopted.

Policy 1.I of the UDP states that the historic

environment of Cardiff will be protected and, where appropriate, enhanced, including:

- a. ancient monuments and other important archaeological remains;
- b. listed buildings;
- c. conservation areas;
- d. historic parks and gardens.

Developers are encouraged to follow a sequence of investigation and assessment to identify the cultural significance of a place before developing proposals for change or alteration.

The following factors are taken into account in assessing proposals relating to a listed building or its setting:

- the importance of the building, its intrinsic architectural and historic interest and rarity;
- the particular features of the building;
- the setting of the building and its contribution to the local scene, including use, form, scale and character; and
- the extent to which the proposed development will bring substantial benefit for the community, in particular by contributing to the economic regeneration of an area or the enhancement of its environment.

Sufficient information should be submitted in support of an application for listed building consent or planning permission to identify the nature of the proposed change and how it will impact on the building and its setting. Applications for listed building consent should also be able to justify why the proposed works that would affect the character of the building are desirable or necessary.

Permission to demolish a listed building, in whole or part, will only be considered if it can be shown to be unavoidable.

Policy 2.51 provides additional guidance in relation to listed buildings and states that development will not be permitted that would harm the character or appearance of a statutory listed building, its features of architectural or historic interest, or setting.

Policy 2.20 concerns the need to demonstrate good design in relation to:

- Local character and context;
- Legibility and relation to adjoining spaces and the public realm;
- Providing a safe and accessible environment for all who might use it or visit it;
- Efficient use of resources and adaptability to changing requirements; and
- Satisfactorily addressing layout, density, scale, massing, height, detailing and landscaping.

Contribution to public art will be sought to enhance the character and appearance of development and public spaces under **Policy 2.56**

Local Development Plan (LDP)

The Cardiff LDP was withdrawn in early 2010 following WAG's concerns in respect of the soundness of the plan. It is now expected that the Preferred Strategy will be issued for public consultation in late 2011. Consultation on the Deposit LDP is scheduled to take place late 2012.

The Cardiff Royal Infirmary site does not have any specific designation on either the LDP Proposals Map or the Constraints Map.

The key policy against which proposals for new development will be assessed is **Policy SP2 High Quality Sustainable Design**. This sets

out standards for new development to achieve including:

- Responding to local character and context;
- Providing legible development;
- Providing high quality, safe, secure and vibrant public realm;
- Providing a healthy and convenient environment for all users;
- Achieving a resource efficient and climate responsive design;
- Having no undue affect on amenity; and,
- Fostering inclusive design.

Cardiff's distinctive heritage assets, including listed buildings, will be protected, managed and enhanced under **Policy SP7** of the Local Development Plan.

Developers are encouraged to follow a sequence of investigation and assessment to identify the cultural and historic significance of a place before developing proposals for change or alteration. In this way, proposals can be well-informed and strategies developed to protect the historic environment.

Policy SD1 states that development proposals are required to meet recognised sustainable building standards.

Policy HSC10 seeks to ensure that new development creates a safe and secure environment which minimises the opportunity for crime.

Supplementary Planning Guidance

Cardiff City Council have produced a number of supplementary planning guidance documents to provide further detail on certain policies and proposals within the current development plans. The guidance is likely to be a material consideration in determining planning applications. The relevant SPG documents are outlined below.

Supplementary Planning Guidance- Public Art

Approved by Council June 22nd 2006

This guidance supplements Policy 11 (Design and Aesthetic Quality) of the City of Cardiff Local Plan (adopted January 1996). It encouraged the provision of public art in association with development proposals. The guidance sets out the basis for the Council's request for the integration of public art as part of development proposals and the issues that should be taken into consideration during the development of an artwork proposal.

Having set out the benefits of incorporating public art into a development, the guidance states that the council will encourage developers to apply the principle of 'Percent for Art' whereby a proportion of the capital cost of a new development or renovation project is allocated to the integrated provision of public art. A contribution of 1% is indicated as a typical contribution but the level of financial support can be negotiated.

Provision will be expected to be made for future maintenance costs associated with an artwork which should be built into the overall project budget.

Planning History

Overall site

The main permissions of relevance are the four listed building consents for the total demolition of the following buildings within the site:

- the former nurses accommodation (09/00372/C);
- former pathology building (09/00371/C);
- former medical staff accommodation (09/00373/C); and,
- ancillary buildings (09/00369/C).

The locations of these are shown on the adjacent plan.

The Listed Building Application Supporting Statement (DPDS Consulting 2009) which accompanied the applications set out the justification for the demolitions in accord with the requirements of Circular 61/96.

The Planning Officer's Reports to Committee confirmed that each application met the general criteria of Circular 61 / 96 which are to be applied by Local Planning Authorities when considering applications for listed building consent. Committee resolved in April 2009 to grant the permissions.

There are numerous other applications for minor works throughout the site although these are not relevant to this application.

Current applications

This application follows a series of other applications for planning permission and listed building consent for other buildings on the CRI site. The applications were submitted for conservation and internal works plus extensions as part of the wider site development

programme. These applications are currently being processed and are as follows:

Buildings 02 – 05

Replacement windows, internal building interventions, extensions and landscape works to provide General Medical Services facilities (planning application numbers: 10/01798/DCI, 10/01725/DCI, 10/01797/DCI, 10/01799/DCI, 10/01800/DCI, 10/01801/DCI, 10/01802/DCI)

Buildings 07 and 09

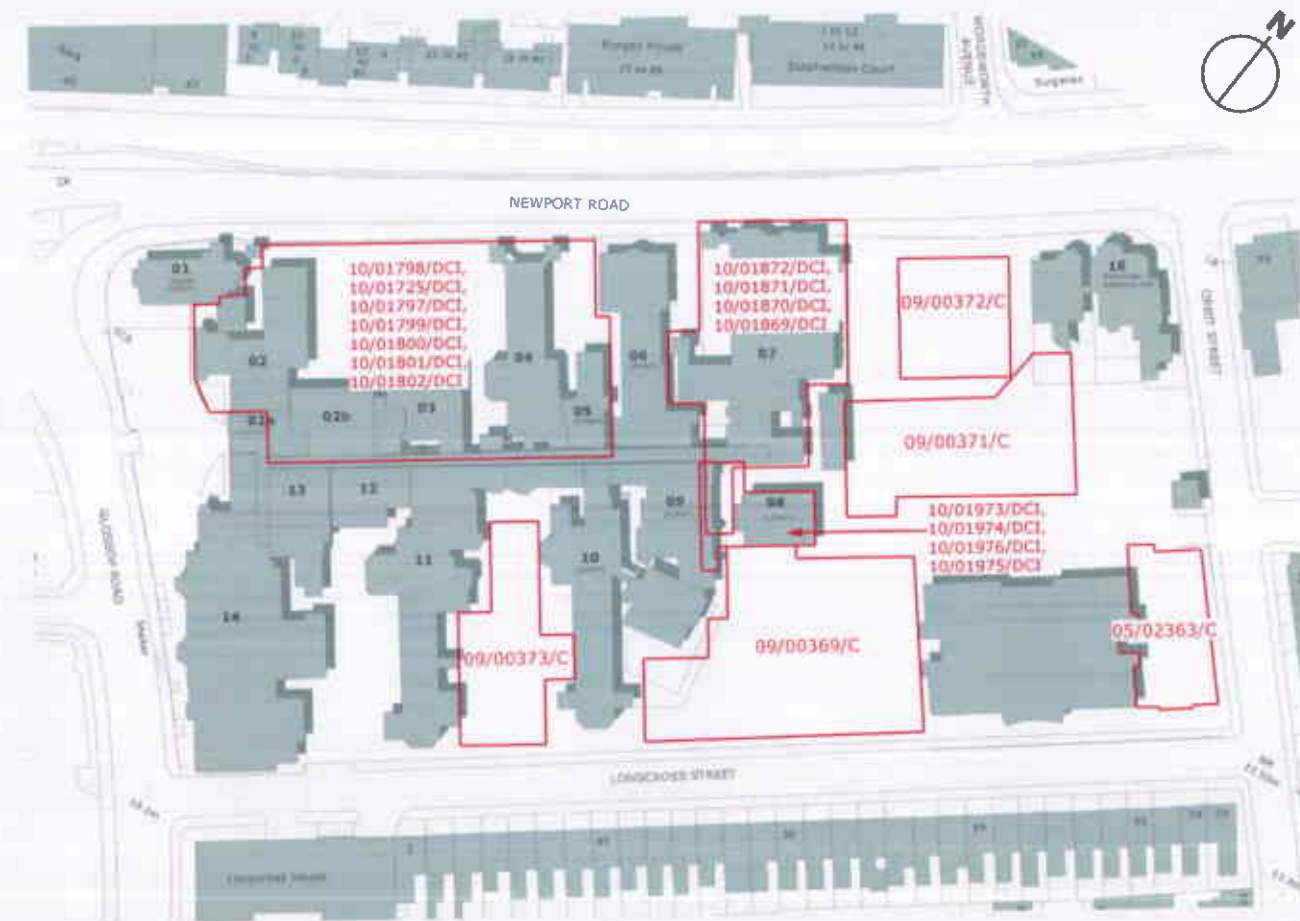
Replacement windows, internal building interventions, demolitions, extensions, landscape works and minor alterations for proposed Integrated Sexual Health Services (planning application numbers: 10/01872/DCI, 10/01871/DCI, 10/01870/DCI, 10/01869/DCI)

Building 08 and 09

Replacement windows, internal building interventions, demolitions and extensions, to provide accommodation for a temporary clinic (planning application numbers: 10/01973/DCI, 10/01974/DCI, 10/01976/DCI, 10/01975/DCI)

Application site

Application 09/00373/C relates to the space to the east of building 11 which is now proposed for landscape works. The previous application was for demolition of former medical staff accommodation.



Plan indication the relevant locations of previous permissions on the site

SITE ASSESSMENT

3.1 SITE LOCATION

This application relates to the building on the site indicated on the adjacent plan and the space to the east and west of this building.

This section of the site comprises:

- 11 (Former Men's Ward)



3.2 SITE HISTORY

A brief history of the building to which this application applies and the date of construction are as follows (taken from the Conservation and Site Development Plan (2004)):

10 (Former Men's Ward) (James, Seward & Thomas)

The Men's Ward was one of the original three buildings of the Glamorgan and Monmouthshire Infirmary designed by James, Seward and Thomas. It was constructed initially as a two storey building in 1882-83. Balconies were added to the west elevation in 1903 and in 1918 a third storey was added following the same footprint as below, designed by E M Bruce Vaughan.

Since 1918 several more additions have been made to the original ward block, which are out of character generally with the rest of the building. In 1952, the whole of the balcony system, at two levels, was enclosed by a lightweight panel construction to provide additional spaces to the wards. The structure of the balcony system is extant within that accommodation. Subsequently, a third floor was added in a lightweight construction over the former flat roof.



3.3 SITE DESCRIPTION

A general description of the buildings relevant to this application is provided in the Cardiff Royal Infirmary Conservation and Site Development Plan, 2004. This description of the building is quoted in the following text.

11 (Former Men's Ward)

'The south elevation of the Men's Ward, fronting Longcross Street has a canted bay with a total of ten windows around its sides: flat arched with yellow brickwork jambs at ground and first floor level, and round-headed with Bath stone surrounds, mullions and transoms at second floor level. There is enriched stonework to the parapet with an inscription and the date 1918. There are two projections, square in plan, either side of the bay with narrow, pointed-arch windows with yellow brickwork surrounds, as in the Men's Ward.

'The side elevations are a mixture of 'snail creep' stonework and yellow brickwork with pierced mouchette parapets constructed from Bath stone. The original west elevation has been largely obscured by the infilling of the balcony system.

'The east and west elevation to the main length of the ward are constructed out of buff brickwork with an enriched stonework parapet detail surmounting it, constructed out of Bath stone. Concern should be given to the stability of the parapet due to the nature of the material. The windows to the square plan projections are square headed with Bath stone mullions and transoms. The large canted bay at the north end of the west elevation has a red brickwork banding lining up with the heads of the windows at second floor level. This contains four flat-arched windows in the front of the bay, and a window on each side of the bay, at each level'.



Current images of Building 11 and the adjacent space to the east

Courtyard

The courtyard to the east of building 11 will also be addressed as part of this application. This space formerly accommodated a resident medical staff accommodation building which has been demolished in recent years. The removal of this building has reinstated a space that formed part of the original layout of the site.

This space currently consists of an expanse of hard standing with no landscape features.



VISION & OBJECTIVES

4.1 VISION & DESIGN OBJECTIVES

The Cardiff Royal Infirmary site has been key to the delivery of healthcare to Cardiff and its community since 1885. The site is steeped in the history of the development of the health service over the last century and until the last few decades served as the principle hospital for the capital. Sadly, whilst medical advances have continued at a pace, the heritage buildings at CRI were left behind, both in terms of the quality of the environment they afforded patients and staff and the limitations they presented in terms of fire safety and poor building fabric condition.

The aim of the design is to regenerate and invigorate CRI to once again deliver a high quality healthcare environment tailored to meet current needs, but respecting and preserving the heritage buildings for many years to come. The local character will be sustained and enhanced by putting much loved and familiar buildings back into full operation, restoring both the sites prominence and value to the community.

Sensitive remodelling of the heritage buildings will enable them to once again have a strong relationship with the public and public realm areas will be designed to encourage these links.

The adaptation of existing buildings to extend their lifespan and value to the community is clearly a sustainable approach to providing accommodation for current and future needs. Reuse of the buildings easily meets targets set by WAG for a minimum 15% recycled materials. The large thermal mass of the masonry buildings assists in modulating the internal environment for building users. With minimal thermal enhancement they will provide comfortable conditions for building users with modern efficient heating and natural ventilation.

The current accommodation brief does not require the full use of all floors of the heritage buildings so a degree of adaptability will exist for expansion of services or for the introduction of new services at a future date.

The site is well connected to the local transport infrastructure being located close to the city centre with rail and bus links close to the site. Ease of access for cyclists and pedestrians will be maintained with later stages of the development redefining the main entrance and way finding through the complex.

4.2 CONSTRAINTS AND OPPORTUNITIES ANALYSIS

The Grade II Listing of the CRI buildings presents a unique challenge in terms of development opportunities and the regeneration of this historic site. The constraints of the existing structures are considerable with structural changes needing to be kept to a minimum. Innovative use of space has been fundamental to achieve the best fit for the new uses with the minimum of disturbance. At a master planning level, the whole site has been considered with each departmental element to produce a cohesive layout that responds to the adjacencies required.

The appearance and layout of the heritage buildings is fundamental to any proposals for future uses and informs the design process from concept stage.

4.3 DEVELOPMENT OPTIONS

Before the design concept could evolve a clear brief was required and the nature of healthcare service intended had to be understood before determining if the existing heritage buildings were capable of being adapted to meet these new uses. At the same time, conserving and respecting the special architectural character and quality of the buildings was essential to ensuring that options were appropriate and achievable within the context of CRI.

Before options could be analysed the stock of buildings had to be assessed for merit and condition and following the Conservation and Development Plan (please see Planning Context section above), a selection of buildings were chosen for demolition to clear the site and allow a new site master plan to develop. This document went on to suggest proposals that would optimise new functions for the heritage buildings and introduce limited areas of new build accommodation.

As the service brief developed, plan areas of the heritage buildings were tested for the best space fit of the brief and initial options prepared. Key adjacencies were identified to meet the brief and enable a sequential development of the site to be planned. The building to which this application relates (building 11) has been identified to accommodate CHAPS and out of hours facilities.

4.4 CONSULTATION

The service brief for the regeneration of CRI has taken many years to unfold and still has some way to go before the whole site is developed. The Health Board have spend considerable effort in developing their brief and have along the way engaged with numerous stakeholder groups within the community in terms of healthcare planning and across the various agencies including the Local Planning Authority and CADW.

Specific meetings to review progress have been held with Cardiff City Council planners to inspect and agree numerous aspects of conservation and removal of earlier inappropriate additions to the heritage buildings. This has also been a forum for looking at the new functions proposed from the concept stage to ensure that appropriate and sensitive integration of the functions is achieved. This process will continue throughout the regeneration of CRI to maintain quality and to control the nature of new interventions on the site.

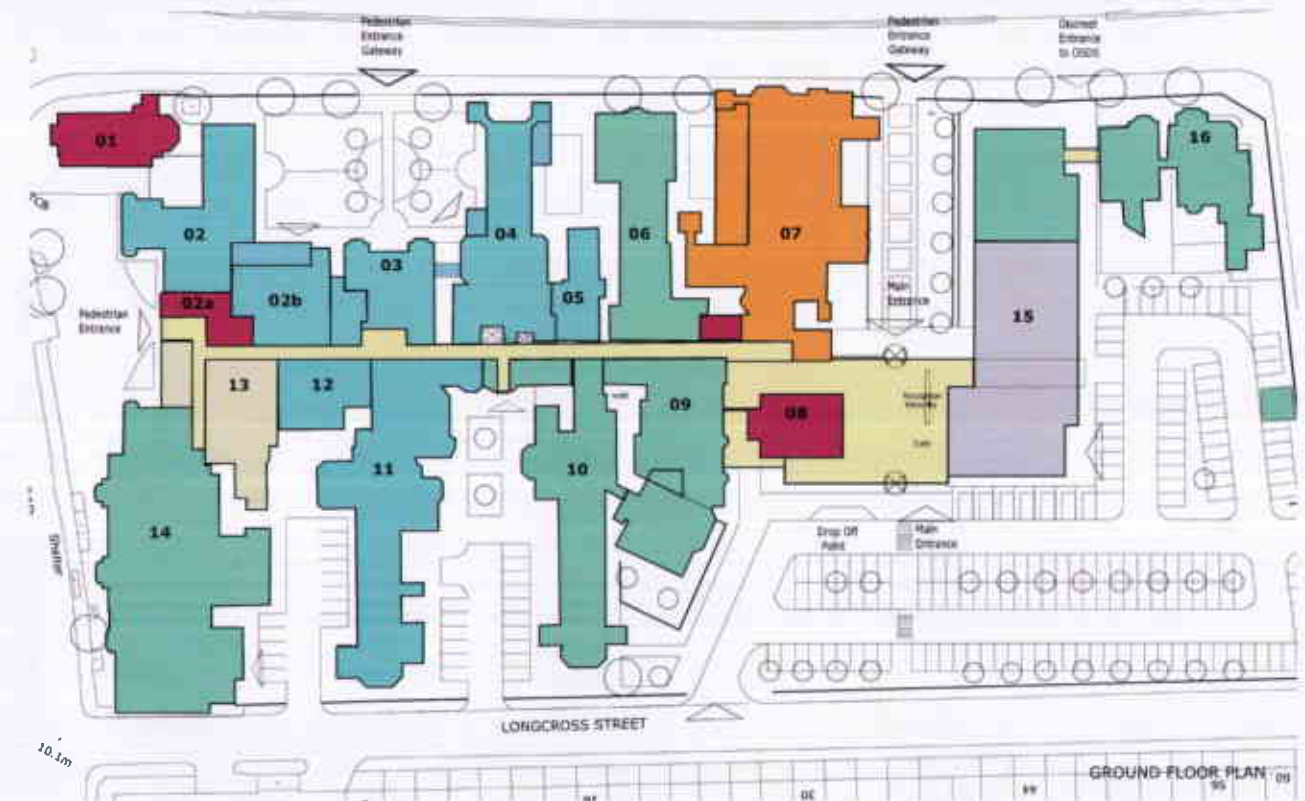
4.5 DEVELOPMENT CONCEPT

The layout of the site was established by the original competition winning design of Edwin Seward in the 1880's. The arrangement of ward wings set along a central spine corridor formed the basis of the first developments of the hospital and all subsequent developments up to recent times. The special architectural character of the early buildings underlined the status of CRI as the foremost major infirmary building in Wales of its time.

From these beginnings the site developed at a pace in parallel with increasing health service demands and growth such that CRI has become a densely developed campus. It now appears as a complex of multi-storey buildings incorporating a variety of styles and materials reflecting the sequential timing of their construction.

Against this historical background, the clear option became one of conservation and reuse of the significant heritage buildings, with judicious removal of those elements of less architectural value. The Conservation and Site Development Plan identified those buildings perceived to be of less architectural value and listed consents were secured prior to their demolition at the end of 2009. These actions have served to clear some of the clutter, open up the site and prepare the way for its regeneration.

A limited number of new elements and interventions will be necessary to achieve the functional and operational requirements of the redeveloped areas. No attempt will be made to replicate the historic listed buildings, instead, a distinctly new and contemporary approach will be taken to the design of these elements that respects the past but creates a fresh outlook for the future.



Overall Site Masterplan provides a vision for the complex

4.6 HERITAGE STATEMENT

Circular 61 / 96 requires applicants for listed building consent to be "able to justify their proposals. They will need to show why works which would affect the character of a listed building are desirable or necessary" (par.69).

It states that furthermore the following issues are generally relevant to the consideration of listed building applications:

- i. "the importance of the building, its intrinsic architectural and historic interest and rarity, in both national and local terms...;
- ii. the particular physical features of the building (which may include its design, plan, materials or location) which justify its inclusion in the list: list descriptions may draw attention to features of particular interest or value, but they are not exhaustive and other features of importance (e.g. interiors) may come to light after the building's inclusion in the list;
- iii. the building's setting and its contribution to the local scene, which may be very important, e.g. where it forms an element in a group, park, garden or other townscape or landscape, or where it shares particular architectural forms or details with other buildings nearby; and,
- iv. the extent to which the proposed works would bring substantial benefits for the community, in particular by contributing to the economic regeneration of the area or the enhancement of its environment (including other listed buildings)." (par. 70)

These requirements are also referred to in PPW Chapter 6.

The proposals are set within, and informed by, the thorough and robust analysis of the conservation and heritage value of the

buildings that is provided by the Conservation and Development Plan document.

The elements of the buildings that are proposed to be altered will be to accommodate a new extension that will replace an existing addition to the building in a much more sensitive way. This extension will provide a new entrance to the clinic. An enclosed new fire escape stairwell is also proposed to facilitate the effective functioning of the building.

The alterations to the fabric of the building are minor in the context of the site. The design, form and appearance of additions to the building are clearly subservient to the main building. The use of buff brick or modern glass panelling ensures that the extensions will appear as an integral element of the main buildings.

The proposals do not have a negative impact on those elements of the building which constitute its main reasons for being listed. The detailed design ensures that historic features are restored where they have been previously obscured.

The proposals will ensure that the contribution that the building makes to the surrounding area will be considerably enhanced visually through the repair and re-use of the vacant / derelict elements of the building; repair and restoration of building elements; and addition of a contemporary extensions combined with its beneficial re-use. The proposals are part of the overall strategy to provide a Locality Health and Treatment Centre in the CRI complex.

The development proposals for these buildings are required in order to realise the agreed strategic plan for the site, being the provision of out-of-hours and CHAP clinics, with associated works to repair and improve the building. The building will therefore be restored and maintained in its historic healthcare use.

The proposals are both desirable and necessary in ensuring the active re-use of the building in accord with national and local requirements in the provision of healthcare. It will allow continued and re-use of the buildings as part of a long term strategy restoring the building as central to the provision of local health services for this part of Cardiff.

DESIGN PROPOSALS & ASSESSMENT

5.1 SUMMARY OF PROPOSALS

A number of minor external alterations to building 11 and external landscape works are proposed in order to allow re-use of the building as an out-of-hours clinic and CHAP facilities.

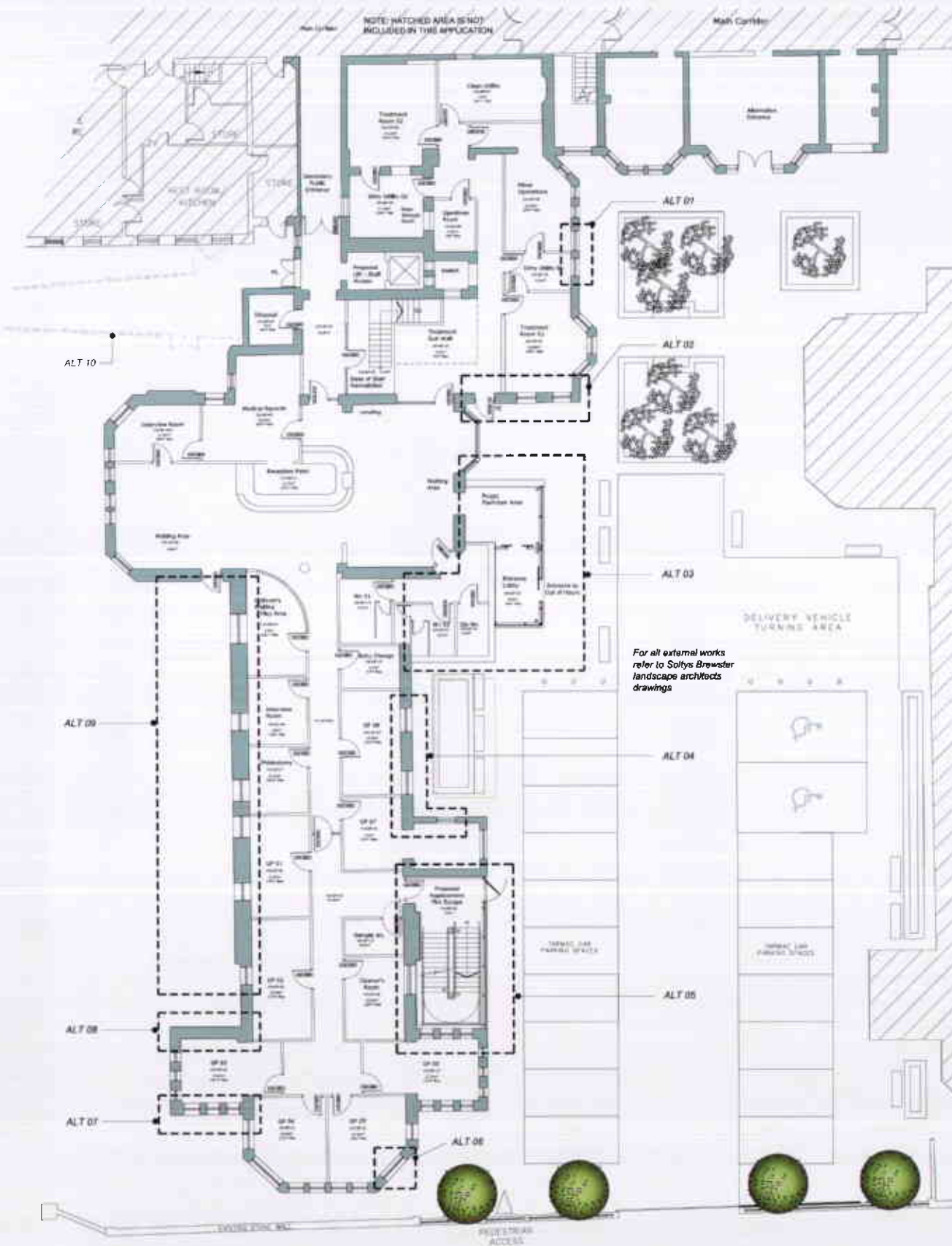
The works involve the removal of some of the newer additions to the building and either the reinstatement of these areas to their original form or construction of small scale, modern additions to enable the building to function effectively.

The following plans provide a summary of the proposals. Larger scaled plans have been provided to accompany this application which clearly sets out the existing and proposed situation.

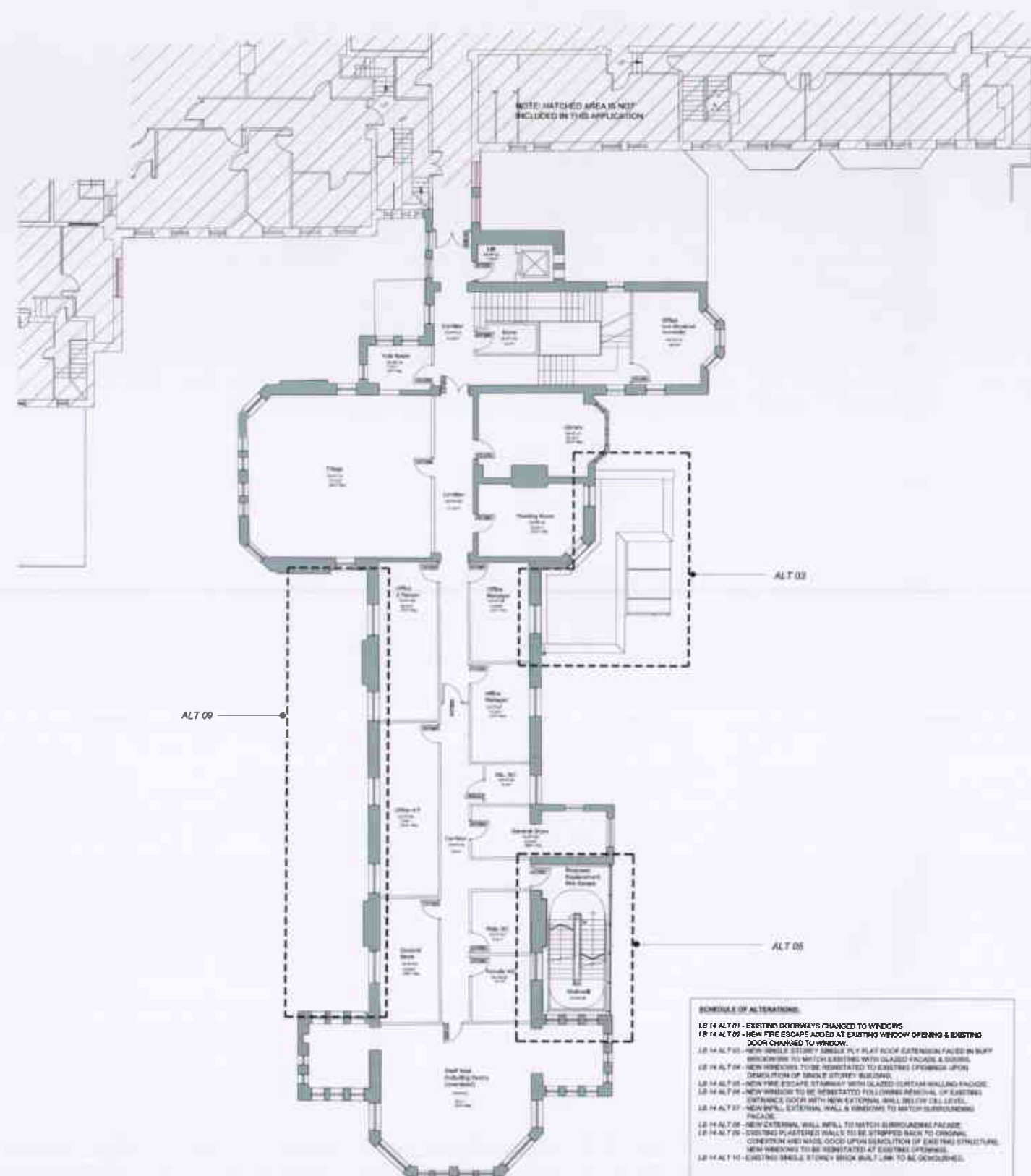
SCHEDULE OF ALTERATIONS:

| | |
|--------------|--|
| LB 14 ALT 01 | - EXISTING DOORWAYS CHANGED TO WINDOWS. |
| LB 14 ALT 02 | - NEW FIRE ESCAPE ADDED AT EXISTING WINDOW OPENING & EXISTING DOOR CHANGED TO WINDOW. |
| LB 14 ALT 03 | - NEW SINGLE STOREY BRICK PLAT ROOF EXTENSION FACED IN BRICK MATCHING TO MATCH EXISTING WITH GLAZED FACADE & DOORS. |
| LB 14 ALT 04 | - NEW WINDOWS TO BE INSTALLED TO EXISTING CORNERED UPON DEMOLITION OF SINGLE STOREY BUS SHED. |
| LB 14 ALT 05 | - NEW FIRE ESCAPE CORNERED WITH GLAZED CURTAIN WALLING FACADE. |
| LB 14 ALT 06 | - NEW WINDOW TO BE REINTEGRATED FOLLOWING REMOVAL OF EXISTING ENTRANCE DOOR WITH NEW EXTERNAL WALL BELOW GIL LEVEL. |
| LB 14 ALT 07 | - NEW BRICK EXTERNAL WALL & WINDOWS TO MATCH SURROUNDING FACADE. |
| LB 14 ALT 08 | - NEW EXTERNAL WALL BRICK TO MATCH SURROUNDING FACADE. |
| LB 14 ALT 09 | - EXISTING PLASTERED WALLS TO BE STRIPPED BACK TO ORIGINAL CONCRETE AND MADE GOOD UPON DEMOLITION OF EXISTING STRUCTURE. |
| LB 14 ALT 10 | - EXISTING SINGLE STOREY BRICK BUILDING TO BE DEMOLISHED. |

Ground floor proposals plan



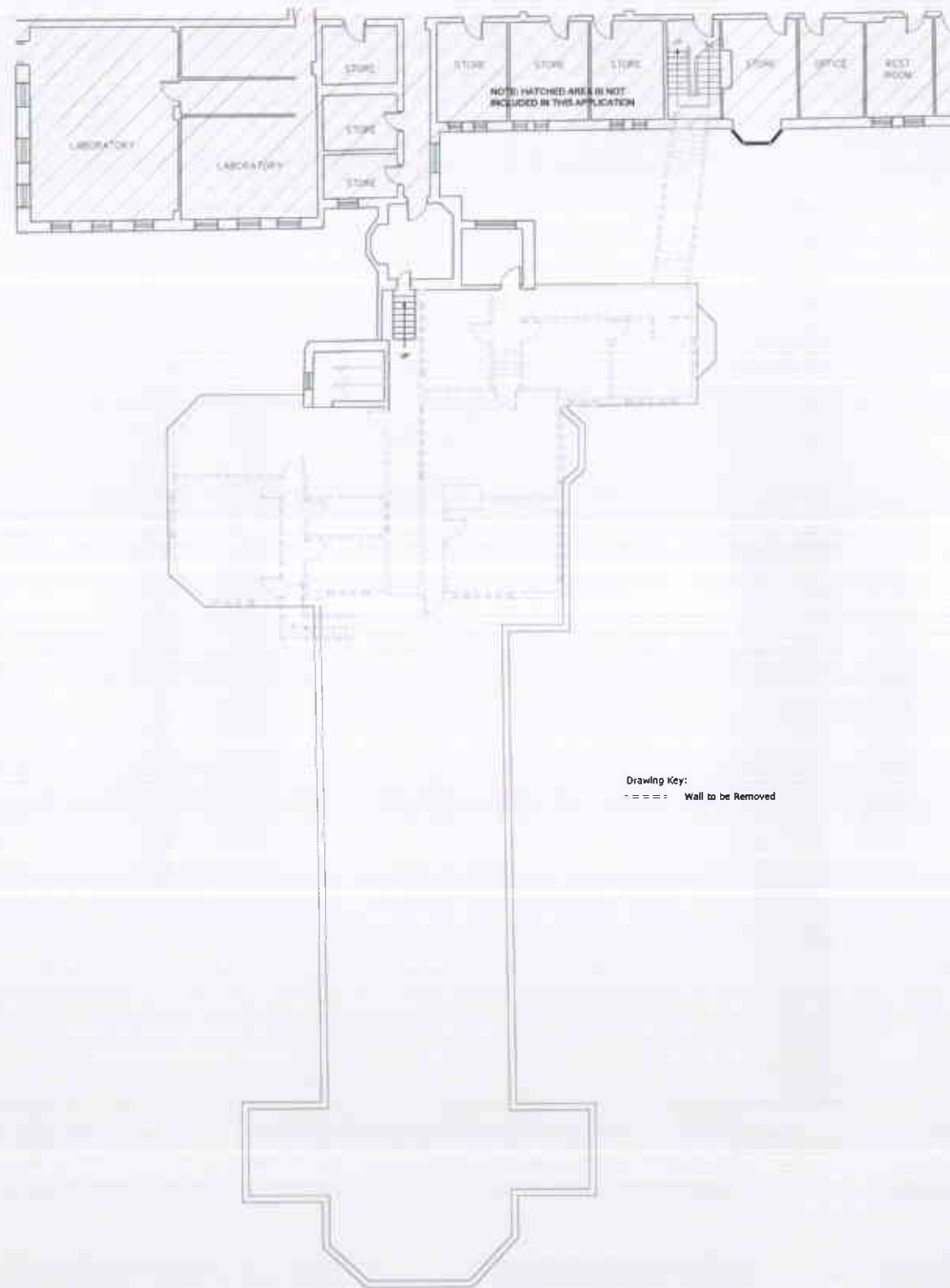
DESIGN PROPOSALS & ASSESSMENT



First floor proposals plan

SECTION
05

DESIGN PROPOSALS & ASSESSMENT



Third floor proposed alterations

SECTION 05

DESIGN PROPOSALS & ASSESSMENT



Existing elevations

SECTION 05

DESIGN PROPOSALS & ASSESSMENT



Proposed elevations

Landscape proposals

The landscape proposals seek to create an entrance 'courtyard garden' to the proposed OOH and CHAPS clinics, with an emphasis on the harder landscape in this more constrained area fronting Longcross Street. The landscaping of this area will create a calm and inviting semi-private but publicly accessible courtyard and gardens, contributing to the physical regeneration of the wider area.

A simple tree structure of semi-mature, multi-stem deciduous trees is introduced to highlight the key building frontage and provide an appropriate inviting pedestrian scale to the space. The courtyard will be integrated with adjacent courtyards and the wider scheme using an avenue of deciduous trees along the Longcross Street boundary.

A 'green' soft landscape will be created, with emphasis to the north of the space, using simple structured box hedges to define feature planting beds with shrub and herbaceous planting with year round seasonal interest. Seasonal shading will be addressed in the winter months by the use of shade tolerant box hedges and feature shrubs, allowing summer displays.

Lighting standards and light bollards, street furniture clutter should be avoided and seating integrated into the design to reinforce the calm structured nature of the space, enclosed by the traditional façades of the hospital building. Contemporary materials are proposed which complement the existing and proposed architectural setting.



HARDSCAPE KEY

- Proposed Hardscape Granite paving (Colour: white)
- Reath Bonded Gravel to tie in with adjacent courtyards 2-5mm Rhine Gold (Addagps) in Buff Reun
- Proposed Charon Herringbone Concrete block pavers (Colour: Midgrey)
- Proposed Stainless Steel Railings with stone pillars to match building
- Proposed Stainless Steel Sliding Gate with a steel track, dam posts and receiving jaws
- Proposed Stainless Steel Swing Gate with stone pillars to match building and with dam post
- 1800 x 510mm Base Seat (Crysquare) or similar
- Fixed Stainless Steel Bollard (Crysquare) (114mm diameter x 1000mm high)

SOFTSCAPE KEY

- Proposed Specimen Tree (Alder x Thorny Soften Red)
- Proposed Specimen Multi-stem Tree (Bottle jacquemontii)
- Proposed Strub & Perennial Mix
- Proposed 100% Readyhedge (Buxus sempervirens)

Key Aims Summary

- Create a new visually permeable and secure boundary along Longcross Street, to highlight this new frontage as a positive regeneration of the area which can be secured at night.
- Create an inviting 'square' with soft landscape structure, to create a pleasant, inviting pedestrian friendly space.
- Create uninterrupted views across the space with sightlines from the Longcross Street entrance to principal building entrances. Avoid the creation of concealed spaces.
- Improve the setting of the listed building, highlighting the key façade.
- Provide secure and safe car parking for staff and visitors, as well as provide access for delivery vehicles.
- Provide a simple structured scheme, minimising street clutter, that will create a functional, inviting and desirable pocket courtyard with good seasonal planting displays.
- Light the space so it contributes to the area at night whilst creating suitable safe lighting levels so the space is visible from Longcross Street at night.
- Allow seating and adjacent wheelchair spaces, for patients the public and staff, all as an integral part of the landscape structure.

5.2 DESIGN ASSESSMENT

Use

The proposals adhere to the existing land use policy established at the origins of CRI in the late nineteenth century. Indeed previous historic covenants over the site conveyed an express requirement that the land maintain a health care use. The site is therefore well established within the community as a focal point for healthcare services.

The proposals aim to shift the balance from the now redundant main infirmary functions to a community based centre of health and wellbeing centred on a core of GP practices together with a range of clinics, diagnostics and treatment facilities. The mix will be much broader and will bring together the full range of outpatient services required for modern healthcare in the community. This will have a positive affect on the wider community with the site becoming recognised as a centre of excellence for delivery of these services.

The proposed new elements of this scheme will comprise a single storey replacement extension which will form a new entrance way into the building which is to accommodate out-of-hours and Cardiff Health Access practice.

Amount

The density of accommodation will be appropriate as the heritage buildings offer more floor space than is currently required. The scale of services to be provided has been closely matched to the predicted demands and hence should cater for current and future needs with a degree of expansion space available. The amount of development will be sustainable as it will be dovetailed to meet requirements with flexibility to cater for changes in scale of services. The development will take full advantage of the existing buildings to preserve and extend their lives in an appropriate and focussed way.

The proposals introduce a small amount of development which is required to enable the existing buildings to accommodate the proposed uses. This constitutes a small proportion of the overall site area. The new elements will be discrete in terms visual impact upon the CRI site.

Layout

The CRI layout follows a well established arrangement of ward wings arranged along a central circulation spine corridor. This gave a clear framework for development proposals through the former life of CRI and will be continued as the principal of site organisation with the new proposals. Clarity of way finding is fundamental to the success of healthcare services, so the proposals will build upon a familiar layout.

The proposed replacement extension will serve to improve the function and legibility of the building by creating an obvious new entrance to the building. The landscape scheme will give order to the courtyard space to the east of the building and provide clear pedestrian routes to the building entrances.

The development will be inclusive to all with horizontal and vertical circulation offering no barriers to movement through the site. Public spaces will be easy to access, safe to use and offer high levels of natural surveillance.

Scale

The scale of development is determined by the re-use of the existing heritage buildings. The existing architectural character and scale has set the agenda for the project as a whole and is an intrinsic part of the proposals.

The new extension will be low key in terms of the magnificence of the existing listed

buildings. The single storey proposed extension will not compete with the height or scale of the listed buildings but will sit alongside in a scale appropriate to its function.

Appearance

The basic approach across the site will be one of cleaning and restoring the existing fabric and limiting new interventions and extension to a minimum. The appearance of new extensions will be a controlled contemporary aesthetic incorporating structural glazing, curtain walling systems and slender profile flat roofs with single ply membrane finishes. These simple forms will not detract from the splendour of the listed buildings but will give a distinctive feel to the new facilities.

The appearance of the building will be significantly improved with the removal of unsympathetic additions to the building which currently detract from the quality of its appearance.

The landscape proposals will enhance the setting of the building by introducing quality materials that are appropriate to the context and green elements that will help to create a softer, more attractive environment.

Community Safety

The proposals should have a positive affect on local community safety by restoring activity to a partly disused site, thereby increasing the opportunities for surveillance and taking away derelict buildings that in recent years have caused safety concerns. The new proposals will include safe areas of public realm space that will raise safety both within and around the CRI site.

Safe routes in and around the building will be incorporated into the scheme that are well lit and comfortable to use.

Movement

Movement to and from the site will take advantage of the already established public transport links in the vicinity of CRI. This should promote opportunities for sustainable means of travel by avoiding the need for individual car use unless essential. The site is well served with pedestrian routes and provision will be made for cyclist on site to promote cycle use to and from the site. Access through the buildings will not restrict disabled users with ramps or lifts introduced where necessary to overcome level differences between the existing buildings.

The proposed landscape scheme will improve the safe movement of vehicles and pedestrians through the site.

Environmental Sustainability

Energy and resource efficiency is a key part of upgrading the heritage buildings to reduce carbon emissions. The first aspect will be to improve the thermal efficiency of the external fabric by insulating the masonry walls and replacing the windows with high performance double glazed units. Once fabric losses are reduced new heating systems with local thermostatic control will be installed to ensure efficient and controlled heating of spaces.

An initial BREEAM assessment has been made which indicates that a "Good" rating should be achieved by adopting this basic energy strategy without the need for the introduction of renewable sources. Materials selected for inclusion will be from the Green Guide and achieve an A+ rating to have minimum environmental impact. The large masonry walls will serve to filter the extremes of climatic variations which, allied to natural ventilation, will offer a passive approach to regulating the internal environment.

Access

Means of access has been a major consideration from the outset of the design process. Though not visually obvious, the spine corridor at CRI rises some 600mm from West to its East end. This determines that each wing off the corridor is set at varying levels so regularising of internal floor levels has been key to the layout.

The proposed extension will provide a new entrance way into the reception and waiting area of the clinic. Existing external iron fire escape stairs will be replaced with a new glazed staircase. This will provide a more accessible and comfortable route for users of the building.

Pedestrian access to the building entrance will be upgraded with the proposed landscaping works. A new pedestrian entrance to the site is proposed with a clear route to the building entrance established.

Access arrangements will support the safety and convenience of firstly pedestrians, then cyclists and finally vehicles with drop off and parking facilities provided within the courtyard.



Precedent image of glazed stairwell

PLANNING ASSESSMENT

6.1 PLANNING ASSESSMENT

Planning Application

This section reviews the proposal against the relevant planning policy. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that where a determination is to be made under the planning Acts the determination must be made in accordance with the development plan unless material considerations indicate otherwise. This replaced the earlier wording under Section 54A of the Town and Country Planning Act 1990 (as amended).

The statutory development plan (as defined in the planning Acts) for the application site comprises:

- i. South Glamorgan (Cardiff Area) Replacement Structure Plan 1991 – 2011 (adopted April 1997);
- ii. City of Cardiff Local Plan (adopted January 1996); and,
- iii. South Glamorgan (Cardiff Area) Minerals Local Plan (adopted June 1997).

PPW affirms that planning applications must be considered in the light of the strategy and policies in the adopted development plan (par. 2.6.1), and that the weight to be attached to an emerging draft LDP will “in general depend on the stage it has reached, but does not simply increase as the plan progresses towards adoption” as policies may be ultimately deleted or amended by the Inspector’s binding report (par. 2.6.2).

The following are also therefore relevant albeit not forming the statutory development plan:

- i. Cardiff Unitary Development Plan (to 2015); and,
- ii. Cardiff Deposit Local Development Plan 2006 – 2021.

The main policy of the development plan that is of relevance to this proposal is Policy

11 Design and Aesthetic Quality. This states that development proposals should be of ‘good design’, to have proper regard to the scale and character of the area, and not adversely affect local aesthetic quality.

The proposal involves the removal of a number of insensitive additions to the building and the restoration of the original building elements that are revealed. The introduction of sensitively designed extensions to the building are proposed. The scale and character of the extensions has been designed to be subservient to existing listed buildings. These works will substantially improve the appearance and condition of this part of the site.

Policies 1.I and 2.51 of the UDP reiterate the legislative requirements in terms of the preservation and enhancement of listed buildings. This is covered in the relevant section below.

Policy 2.20 requires development proposals to demonstrate good design. The local character and context of the area has clearly dictated the proposals. The removal of the non-original additions to the building and making good what lies beneath will help to restore it to its near original appearance. The introduction of contemporary unassuming extensions will complement the existing building.

The proposal enables the building to be brought back into beneficial use which will enhance the character, safety, and appearance of the area.

TAN12 requires proposals to be considered against the five aspects of good design being: Access; Character; Community Safety; Environmental sustainability; and movement to, from and within the development.

The Design Assessment (contained in Chapter 5) demonstrates that full consideration of the

character of the area has been taken into account in the preparation of the proposals. They will ensure a successful relationship between private and public space, and will enhance local character. This is ensured through these development proposals, combined with the parallel listed building applications, but mainly through the beneficial re-use of the buildings which are enabled by these proposals.

The proposals, combined with the reuse of the buildings, will ensure an attractive and safe space, through active use, pedestrian movements, plus a significant increase in passive and natural surveillance.

It is considered then that the proposals accord with or exceed the requirements of applicable planning policy.

Listed Building Application

This section assesses the proposal having regard to the statutory policy framework set by Circular 61/96, and the guidance contained in Technical Advice Note 12.

The above Circular advises that Section 54A of the Town and Country Planning Act 1990 (now superseded by Section 38(6) of the Planning and Compulsory Purchase Act 2004) does not apply to decisions on applications for listed building consent since there is no statutory requirement to have regard to the provisions of the plan (par.5).

The LPA is required, under Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, in considering whether to grant permission for a development which affects a listed building or its setting, to have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest which it possesses (par. 8).

This relevant issues for consideration are set out in the circular being:

- v. The importance, interest and rarity of the building;
- vi. The particular physical features of the building;
- vii. The building’s setting and its contribution to the local scene; and,
- viii. The extent to which the works would bring substantial benefits to the community in particular through economic regeneration or enhancement of the environment (par. 70).

The importance of the building, its particular physical features, and the contribution that the building makes to the local scene are set out in the listed building description and are elaborated in the Conservation and Site Development Plan and the Conservation Works Schedule.

The proposed demolitions and extensions do not require the removal of features of the building which contribute positively to its historic character or appearance.

Although the building is currently in partial use, the proposals will enable the building to be brought into more effective and efficient use as a out-of-hours and CHAP clinic. This accords fully with the fundamental purposes of the buildings and ensures their on-going use as viable health-related uses. This will ensure its on-going maintenance and longevity.

The proposals will enhance the building’s setting and significantly increase its contribution to the local area in terms of use, appearance, and the retention of historic building fabric.

It is acknowledged that the proposals for the LHTC will have substantial benefits

for the community, the economy, and the environment.

Overall, the proposals will enhance the character, appearance and setting of the listed building, through physical works enabling its beneficial long-term use.

6.2 ACCESS STATEMENT

The General Development Procedure Order and the Listed Building and Conservation Areas Regulations set out what needs to be addressed in an Access Statement, being:

- The policy or approach that is adopted as to access including:
 - iii. What alternative means of access have been considered; and,
 - iv. How policies relating to access in the development plan have been taken into account.
- How the policy or approach adopted as to access takes account of:
 - iv. The special architectural or historic importance of the building;
 - v. The particular physical features of the building that justify its designation as a listed building; and,
 - vi. The building's setting.
- How any specific issues which might affect access to the building have been addressed; and,
- How features which ensure access to the building will be maintained (Reg.2)

Planning Policy Wales states that in relation to equality of access historic buildings: "The provision of access suitable for all should be encouraged wherever the installation of such access would not unduly affect the special character of an historic building." (par. 3.4.5)

Policy 2.20 of the UDP refers to the need to provide a safe and accessible environment for all users and visitors.


The site is highly accessible by public transport, bicycle, and on foot, being located in the city centre. It is a level site with level access to the surrounding highway and pedestrian network. Level access into the buildings is being provided.

The development proposals have followed a rigorous and inclusive stakeholder engagement process, both in terms of users and occupiers. The accessibility requirements of the users of the buildings and its services are a fundamental design principle of the proposals (as discussed in the Design Assessment above).

Equality of access to and within the building are key requirements of the building operators in the provision of health services. The proposals therefore follow the requirements of inclusive design as set out in TAN12.

It is clear that the proposal ensures that users and visitors are able to access the site, and move through it on an equal footing regardless of their mobility impairments, sensory impairments or learning difficulties.

CONCLUSION

7.1 CONCLUSION

The proposals are required in order to allow the building to be beneficially used as part of the LHTC which is widely acknowledged as being essential to ensure the provision of health services in this area (as set out in the Strategic Outline Case).

The location, size and scale of the interventions proposed, combined with their discreet appearance (either as restored or simple modern additions) will appear as integrated elements of the building, whilst allowing the dominance of the listed buildings to remain. The traditional architectural design, form and scale of the listed building is accentuated by its relationship to the less significant contemporary addition.

The beneficial continued use of the building, enabled in part by these proposals, will increase vitality, enhance the visual appearance of the area, increase community safety, and significantly improve the provision of local services. The landscape proposals will also contribute to the improved appearance and community safety of the site.

The re-occupation of the buildings as part of the wider LHTC will ensure their on-going maintenance and care. It also allows the buildings to be restored to a use which is fundamentally in accord with the reasons for which it was first built.

The CRI complex is a set of buildings and spaces which have historically responded to the requirements of health service provision, and the more immediate needs of visitors and staff, throughout the decades of its operation. The incremental addition, removal or conversion of building elements has taken place as required. These proposals constitute the next chapter in the progression of the complex, allowing it to, again, adapt and respond to contemporary health care requirements.