

Trafalgar House, Nelson

Feasibility Study / Options Appraisal

Issued 16 November 2022





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Left:
Eastern aerial view towards Trafalgar House, Nelson

INTRODUCTION AND SUMMARY

Scope of report and team involved

Introduction

This report summarises the findings of a feasibility study commissioned by Pendle Borough Council in December 2021 to assess options for Trafalgar House.

Trafalgar House is located in the heart of Nelson and has an attractive heritage frontage but is in a very poor state of repair.

The building was acquired by the Council in 2021 using Town Deal 'Accelerated Funding'. The purpose of this study is to explore potential viable uses for the site and how these will impact on its heritage value to help inform decisions regarding its future.

Scope of report

The scope of this report begins with an analysis of the existing building and its heritage significance – noting that there is a great deal of variation in significance across the various building parts.

Then, an option appraisal of potential uses has been considered in relation to likely commercial viability. These options have been assessed against a matrix of performance criteria which has generated a long-list of possible options to be explored further. The long list has been assessed both in terms of impact on the heritage assets and commercial viability.

Following consultation with Pendle Borough Council, it was agreed that three long-list options warranted a more detailed appraisal. These were:

- **Option 1:** A refurbishment of the building to provide a commercial unit facing Market Street with an apartment above (or additional commercial space) and the remainder of the building refurbished as town-houses.
- **Option 2:** Retention of the section of building facing Market Street as Option 1 and a redevelopment of the remainder of the site for new build town-houses

- **Option 3:** Retention of the section of building facing Market Street as Option 1 and a redevelopment of the remainder of the site as a rapid charging EV Station.

The financial viability of these 3 options has been appraised and all options have a negative value. This means Pendle Borough Council would need to invest gap funding to make the schemes break-even. The size of the gap was considered too great to be realistic and a further option has been proposed as the suggested way forward.

- **Option 4** also retains the section of building facing Market Street as Option 1 and proposes a redevelopment of the remainder of the site as a flexible space which can be used as a car park with EV charging points.

This option would allow the future redevelopment of the car park area as and when market conditions become favourable and is compatible with the feedback from the public consultation.

Consultation

During the course of the feasibility study extensive discussions have been held with local stakeholders and the wider public. This process included advertising the consultation on the Pendle Borough Council website and holding an 'open day' on 26 August 2022.

The findings of the consultation suggest that there is support for the retention of the building which faces onto Market Street. The value for retaining the whole of the existing building is limited with the responses on the whole wanting to consider a mixture of options. Although not conclusive, the results suggest that there was support for options to develop the rear of the building which fall between open car park and affordable housing.

The team

Working closely with Pendle Borough Council, David Morley Architects have led a team of specialists with expertise in heritage buildings and commercial viability analysis.

David Morley Architects have a 35 year history of working on a wide variety of projects including regenerating many heritage buildings. Notable examples include Brierfield Mill in Nelson, Velvet Mill in Bradford and the Coal Offices at King's Cross, London.

Lanpro have led the heritage impact assessment process and provided expert heritage advice, offering an assessment of the viable options to identify those that would cause the least harm to heritage significance.

Lanpro Services have 6 regional offices, with experience in Colne, Nelson and Burnley.

Lambert Smith Hampton (LSH), recently working in Burnley, have offered an experienced team of consultants with expertise in providing feasibility studies for charities and public bodies. LSH is a national firm of property consultants with over 1,400 staff in circa 40 offices across the UK and Ireland.



SECTION 1

BACKGROUND

This section presents the opportunity of the Trafalgar House site, the process for the feasibility study and some background to the site.

one

THE OPPORTUNITY

Trafalgar House, Nelson

Introduction

Trafalgar House is located in the heart of Nelson and has an attractive heritage frontage but is in a very poor state of repair. The building has recently been acquired by Pendle Borough Council. Further funding will be needed to bring the building/site back into use. Options are being considered around the retention, demolition or redevelopment of the building.

This report summarises the opportunities to enable the local community and stakeholders to inform the best way of using this site to reinforce the ambitions for Nelson as a vibrant town centre.



Above: Trafalgar House located in the heart of Nelson



PROCESS

This report completes an iterative process of option appraisal and consultation

Preparation

Site visit
Review condition
Use options
Heritage impact

Initial consultations

Nelson Town Deal Board
Liberata Property Services
Registered Providers
– Calico homes
– Together Housing
– Great Places
Local Estate/ Commercial Agents
– Petty Commercial
– Taylor Weaver
– Trevor Dawson
– Northlight Estates
Homes England
EVC Chargers
bpPULSE / Lancashire County Council
Right Move / Zoopla

Long-list

Design options
Assess demand
Funding sources
Initial viability appraisals of long-list
Prepare shortlist

Short-list

Draft final report
Further design work on shortlisted options
Agree with Pendle Borough Council
Public consultation on short-list and long-list options

Complete study

Refine viability appraisals of short-list
Re-consult with:
– Liberata Property Services
– Registered providers - expanded list
– Homes England
– Further work on EV charging
Issue final report for circulation and consultation with other community stakeholders

EXISTING BUILDING

Exterior Condition

Site visit conducted
21st Jan 2022

Initial observations

Trafalgar House presents an ornate sandstone and granite façade to Market Street, although signs of dilapidation are apparent.

The side street elevations are plainer with more restrained stonework.

Poor quality uPVC windows and boarded up openings detract from the quality of the Whitefield Conservation Area townscape.

The heritage significance of Trafalgar House is discussed in Section 2.

A full description of the exterior and interior condition can be found at Appendix B.



Above: Exterior condition of Trafalgar House

EXISTING BUILDING

Interior Condition

Site visit conducted
21st Jan 2022

Initial observations

The interior of the building is in very poor condition.

Water damage due to substantial loss of roof slate coverings has exacerbated the deterioration of the interior and fit out materials.

The building structure appears solid, with original stone staircases and ornate cast iron balustrading still in place.

If stripped of debris, it presents a potentially good foundation for re-use either in whole or in part.



Above: Interior condition of Trafalgar House

EXISTING BUILDING

Floor Area

Site area

847 sqm

Total floor area

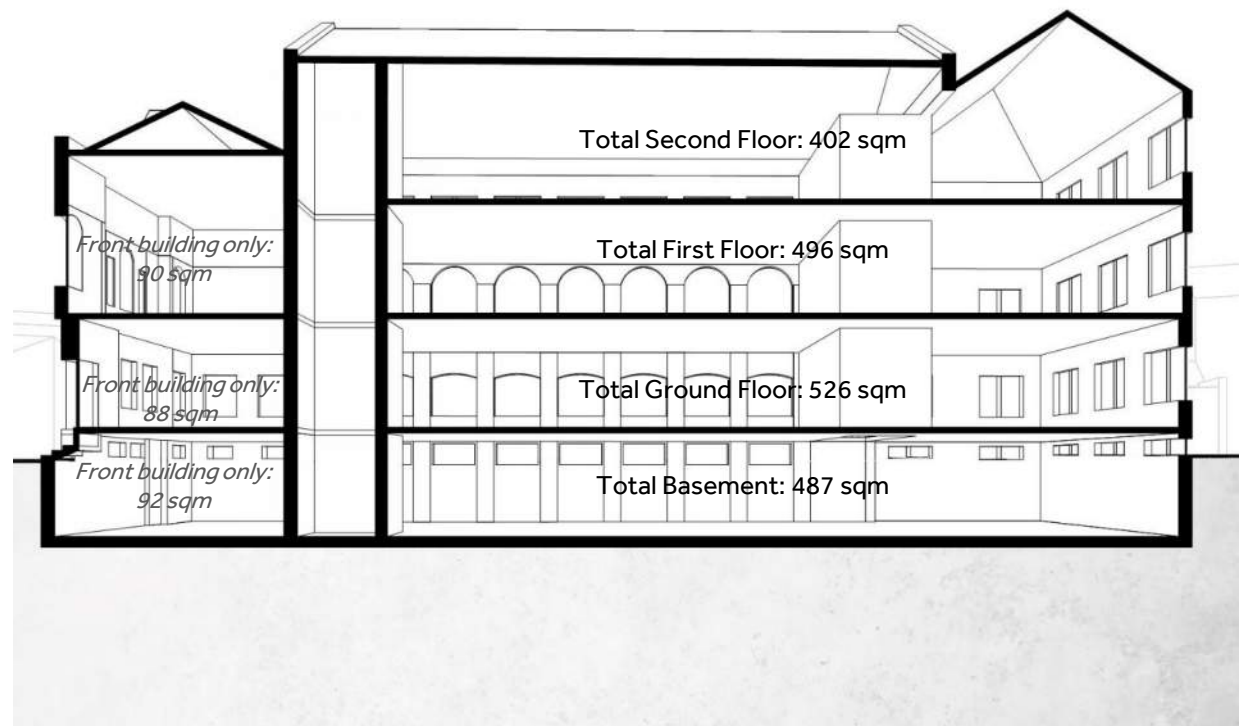
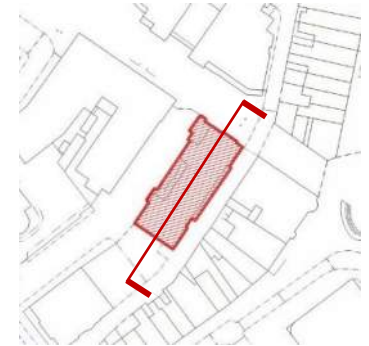
1911 sqm

Description

The building has two above ground storeys in the front portion and three above ground storeys in the rest of the block.

A large semi-basement spans the full length of the building.

All of the storeys have generous floor to ceiling heights.



Above: Indicative section of Trafalgar House

SECTION 2

HERITAGE ASSESSMENT

A heritage impact assessment has been conducted to understand the historic development, heritage significance and conservation parameters of Trafalgar House.

The information presented in this section is a summary of the Assessment of Heritage Impact produced by Lanpro Services Ltd. The summary covers:

- The heritage assets
- Assessing their significance
- Conservation parameters

Please see Appendix B for the full report.

two

HERITAGE ASSETS

A summary of the history of the site

Trafalgar House opened in 1894 as the Nelson Technical School, following the Technical Instruction Act of 1891. Original uses included a public library (also enacted through new legislation), science and art classrooms, chemical and physical laboratories and a weaving shed with 16 power looms. The college remained in use until the late 20th century and was most recently used as training and office space. However, it has been vacant for well over 10 years and has fallen into a very poor state of repair.

Trafalgar House is part of a tight grouping of historic civic buildings that together, form an area of particular local interest to Nelson, illustrating its historic development from a turnpiked road junction in the early 19th century, to a vibrant industrial town a century later.

This group has been subject to change over the decades, with other buildings such as the Wesleyan Chapel and Fire Brigade Station in the same block having been demolished, and the Boy Scout War Memorial was only moved to its current location in 1998.

The Lord Nelson Public House has been a constant throughout the 19th and 20th centuries, although it has likely been rebuilt since its inception as a coaching inn. On the other hand, the Union Bank is a relatively latecomer to the group, built in 1913.

Pendle Borough Council is in the process of forming a list of locally significant heritage assets following a commitment in the Local Plan Core Strategy (2006, Policy ENV1). Until this is adopted, a number of historic structures are assumed to be Non-Designated Heritage Assets, although no statutory basis underpins this assumption.

Trafalgar House is not listed, and is considered to be a Non-Designated Heritage Asset along with the Town Hall, Wesleyan Institute and Lord Nelson Public House. This report (and the earlier Heritage Statement by Purcell, 2021) provide evidence of significance to inform any future assessment for local listing.

There are three Grade II listed buildings nearby, namely: the Former Nelson Old Library; the Former Union Bank of Manchester and the Boy Scout War Memorial. Trafalgar House sits within the designated Whitefield Conservation Area.

- Trafalgar House (the site)
- Heritage Assets within setting
- Demolished heritage assets in group



Above: Historic development of Nelson Town

HERITAGE ASSETS CONTINUED

The heritage asset designations

Heritage Asset	Designation Type	Grade	National Heritage List no.
Former Nelson Old Library	Listing	Grade II	1440566
Former Union Bank of Manchester	Listing	Grade II	1472844
Boy Scout War Memorial	Listing	Grade II	1424664
Nelson Inn	Non-designated heritage asset	n/a	n/a
Nelson Town Hall	Non-designated heritage asset	n/a	n/a
Trafalgar House	Non-designated heritage asset	n/a	n/a
Wesleyan Memorial Institute	Unlisted, forms part of town hall	n/a	n/a
Lost assets:			
Market Hall	Demolished	n/a	n/a
Wesleyan Chapel	Demolished	n/a	n/a
Fire Brigade Station	Demolished	n/a	n/a

- Trafalgar House (the site)
- Heritage Assets within setting



Town Hall



Former Library



Lord Nelson Hotel



Former Bank

HERITAGE SIGNIFICANCE

Methodology for the assessment of heritage significance

Approach

The feasibility assessment was carried out in three stages:

- December 2021 – A desk-based assessment was carried out to appraise statutory designations, local planning guidance, historic mapping, archives and client supplied information including a Heritage Statement (Purcell Feb 2021).
- January 2022 – Access was gained to Trafalgar House to enable a physical inspection of the interior of the building.
- March 2022 – Nine long-list options were chosen for assessment of impact and presented to Pendle Borough Council to discuss the implications of each.
- August 2022 – Three short-listed, preferred options were chosen by the project team and again assessed for potential impact on heritage significance.

The purpose of the Assessment of Heritage Impact in Appendix B is to assess the significance of Trafalgar House and its setting affected by a development, and to make an assessment of the impacts of that development upon the assets affected. It is intended to meet the requirements of para 194 of the National Planning Policy Framework (NPPF, 2021) which 'require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.' A heritage statement is not an advocacy document, seeking to justify a scheme which has already been designed; it is intended to be 'an objective analysis of significance, an opportunity to describe what matters and why, in terms of heritage significance' (Historic England 2019).

Appendix B sets out details of relevant current legislation, the National Planning Policy Framework (NPPF) and the Pendle Local Plan: Core Strategy.

Definition and assessment of significance

NPPF defines significance as: 'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting'.

Historic England's Conservation Principles (English Heritage, 2008) identified four high level values: evidential, historic, aesthetic and communal. A revised consultation draft of Conservation Principles published by Historic England in November 2017 adopts the values terminology, or interests, of the NPPF.

These values or interests encompass the criteria that Historic England are obliged to consider when statutorily designating heritage assets. There are no single defining criteria that dictates the overall asset significance; each asset has to be evaluated against the range of criteria listed above on a case-by-case basis. These values are not intended to be restrictive but are identified in order to help establish a method for thinking systematically and consistently about the heritage values that can be ascribed to a place and contribute to a heritage asset's significance.

Non-designated heritage assets are assessed for their special architectural and historic interest in the same way as designated heritage assets although their significance will be proportionately lower and likely to be only of local interest.

The definitions of special interest are shown opposite.

Special Interest	Definition
Architectural and Artistic Interest	Derives from a contemporary appreciation of an asset's aesthetics. Architectural interest is an interest in design, construction, craftsmanship and decoration of buildings and structures. Artistic interest can include the use, representation or influence of historic places or buildings in artwork. It can also include the skill and emotional impact of works of art that are part of heritage assets or assets in their own right.
Historic Interest	The way in which an asset can illustrate the story of past events, people and aspects of life (illustrative value, or interest). It can be said to hold communal value when associated with the identity of a community.
Archaeological Interest	The potential of an asset to yield evidence of past human activity that could be revealed through future investigation. Archaeological interest includes above-ground structures, as well as earthworks and buried or submerged remains.

HERITAGE SIGNIFICANCE CONTINUED

The approach includes a definition and assessment of setting

In relation to a recognised heritage asset, the production of the Heritage Impact Assessment also takes into account the contribution which the historic character and setting makes to the overall significance of the asset.

The definitions of relative significance are shown opposite.

Definition and assessment of setting

Setting, as a concept, was clearly defined in the NPPF which describe it as: 'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'

When assessing setting, the following staged approach has been undertaken:

Step 1: Identify which heritage assets and their settings are affected;

Step 2: Assess the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated;

Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on that significance or on ability to appreciate it;

Step 4: Explore ways to maximise enhancement and avoid or minimise harm; and

Step 5: Make and document the decision and monitor outcomes.

Relative Significance	Description
High	Fabric or spaces of the highest significance that are capable of accepting change providing it sustains or enhances significance. Special regard should be given to the desirability of preserving the building, its setting and features of special architectural or historic interest. Harm or loss should be avoided. Any identified harm caused by the proposals will need to be outweighed by substantial public benefits.
Medium	Fabric or spaces that make a collective contribution to significance but are not necessarily outstanding in their own right. Such elements are receptive to a moderate degree of change that sustains or enhances significance, and/or relieves development pressure from elements of higher significance. Special regard should still be given to preserving elements of special architectural or historic interest, but localised harm or loss caused by the proposals may be permissible if appropriately outweighed by public benefits.
Low	Fabric or spaces that make a lesser or limited contribution to significance and are receptive to a far higher degree of change than elements of medium or high significance. Change should sustain or enhance significance and/or relieve development pressure from elements of medium or high significance. Harm or loss should still be avoided if possible but may be permissible if appropriately outweighed by public benefits.
Neutral	Fabric or spaces that make no contribution to significance and may even be detrimental to it. Removal or reversal of such elements is desirable to sustain and/or reveal significance, and/or enhance setting. Such action should seek to relieve development pressure from elements of high, medium or low significance.
Intrusive	Themes, features or spaces which detract from the values of the site and its character and appearance. Efforts should be made to remove these features. The significance plans provide a level of significance for both the physical fabric and the spatial characteristics of internal areas.

HERITAGE SIGNIFICANCE CONTINUED

Trafalgar House significance plans show the relative importance of the Market Street frontage

- High
- Medium
- Low
- Neutral
- Detrimental

Significance of built fabric

Trafalgar House is classified as a non-designated heritage asset.

The plans opposite by the heritage consultant show an overview of the relative significance of the built fabric, in consideration of its architectural and historic special interest.

The plans express current understanding of the site including age of fabric, gaps in knowledge and associations of the site. They offer a visual illustration of overall significance only and are not definitive. While both architectural interest and historic interest have informed this, the plans do not denote why an individual component, wall or space has been given its relative rating. Full details on individual components, and why they hold significance, are described in the Assessment of Heritage Impact attached at Appendix B.

The plans show the relative significance of the built fabric, which could relate to age, architectural interest, archaeological interest, plan form or historic associations while the significance of spaces relate more to their decorative finishes, fixtures and fittings. Not all features have been assessed, for example floors, ceilings, fireplaces and windows, with this assessment offering an overview only.



Above: Trafalgar House significance plans. Areas that remain uncoloured have not been assessed due to lack of safe access for a complete inspection. The majority of uncoloured transverse walls on each floor are assumed to be original but this cannot be confirmed.

HERITAGE SIGNIFICANCE CONTINUED

Built fabric exterior

Site visit conducted
21st Jan 2022

A full description of the exterior and interior condition can be found at Appendix B.

Trafalgar House is built in a yellow sandstone with an ashlar finish with granite dressings, cast-iron rainwater goods and replacement UPVC windows. The Welsh slate roof is concealed behind a low parapet. The main façade on Market Street is ornately finished. A full description is in Appendix B.

The other three elevations are of a more restrained and simpler design. The Ellen Street side elevation continues the Market Street façade for c.4m until it changes to a paler sandstone with smaller, rusticated stones in contrast to the fine ashlar of the main façade.

A side entrance has scrolled columns supporting a plain frieze. At this point the built fabric changes again, with the final part of the Ellen Street façade forming a larger rear block that steps outward from the doorway.

The rear elevation is also in rusticated sandstone but is much plainer and more monolithic in form.

The Town Hall elevation is plainer again, with little decoration and fewer windows (all square headed). This elevation appears to have been designed as a back of house space, with no decorative features.

At the return from Market Street, the elevation is finished in painted bickwork, possibly indicating that another building was to be built against it (nothing ever was). The building then extends outwards to form the principal stair block within the building. This front recess was used later in the 20th century to install a public toilet block.

There is a long recess between the stair block and the rear block in rusticated stone. At ground floor level cumulative changes have left detrimental marks on the building in the form of rendered panels, facias, an extensive ramp and the remnants of a former canopy structure.



Primary (Market Street) more decorative elevation



Side (Ellen Street) elevation



Rear (Carr Road) elevation



North side (Booth Street) elevation



Welsh slate roof in poor repair



Adjacent street market

HERITAGE SIGNIFICANCE CONTINUED

Built fabric interior

**Site visit conducted
21st Jan 2022**

A full description of the exterior and interior condition can be found at Appendix B.

Access was gained to Trafalgar House on 21 January 2022. An existing condition survey (Cassidy & Ashton May 2021) gives a good indication of the very poor condition of the interiors but due to substantial loss of roof coverings across the site, the condition is likely to have worsened in the subsequent nine months.

The building extends across three floors and a basement, all of which are accessed from two original staircases, one at the Market Street entrance and one at the rear Ellen Street entrance. Both staircases appear to be structurally sound and retain ornate cast iron balustrading and timber handrail. Open string stairs with stone steps.

A lift shaft has been installed next to the Ellen Street stair and entrance.

The Market Street first floor space is one of the spaces in the worst condition, with a wholesale 20th century scheme that covered historic features, although this has now all been lost due to water ingress

Evidence of plaster work, timber skirting and dado rails survive in places, but any other features appear to have been stripped out, or hidden beneath modern finishes.

The central space on the second floor was originally a large, single space, but has been later subdivided at the far end with office partitioning. 20th century internal decoration and fixtures and fittings are the same across the building, with suspended ceilings, office carpeting, service trunking, fire doors and lightweight partitions. The condition of these internal features is also consistent across the floors, with failed suspended ceilings causing the most damage and making some spaces impassable.



Historic staircase



Historic staircase



Basement space at rear with high level windows



Brickwork structural walls



Ground floor space to the rear



Central space on second floor showing poor condition

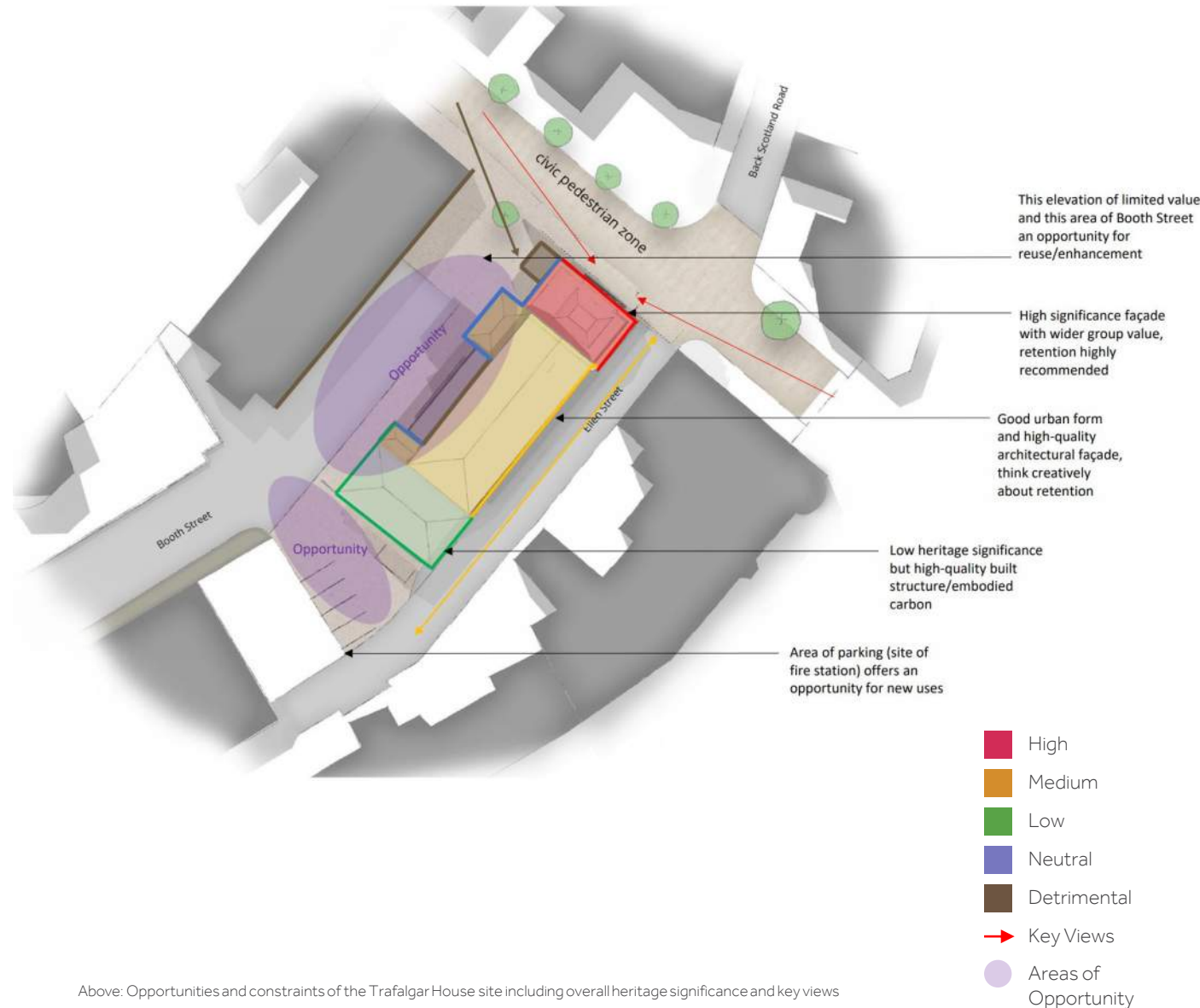
CONSERVATION PARAMETERS

Opportunities and constraints to be considered

The plan opposite summarises some of the opportunities and constraints that have emerged from the appraisal of the heritage significance and the setting of Trafalgar House.

As a non-designated heritage asset identified by the council, compliance with tests under national planning policy is required to ensure proposed development takes conservation into account and weighs this against the public benefits of any future scheme. Some conservation parameters are set out below:

- Key parameters include high architectural interest of the Market Street façade, strong urban form along Ellen Street, historic interest of internal plan form and surviving historic features.
- The rear elevations are less ornate but still high quality, utilising local stone.
- Opportunity on the north side where the poor quality WC block and ramped access are located.
- Open spaces are underutilised and represent possible opportunities for development.
- Poor condition of the interiors offering 'blank canvas' that could be reappropriated into any number of uses.
- Reuse of embodied carbon, which would be lost through demolition.
- If demolition is required, the central core offers the most scope by retaining urban form and footprint of the building. Ideally, the Ellen Street façade should be incorporated into a new scheme.



Above: Opportunities and constraints of the Trafalgar House site including overall heritage significance and key views

SECTION 3

OPTIONS APPRAISAL

An options appraisal was conducted in order to identify suitable use(s) for Trafalgar House, that enables the building to be given a viable and sustainable future, with uses including part or none of the existing structures on the site. This section sets out the critical success factors and assesses which uses might be considered for a long list of options.

This options appraisal was produced by Lambert Smith Hampton.

three

LONG LIST OF OPTIONS

The process for preparing the long list of potential uses

Introduction

This section shows the long-list of potential uses that have been considered for Trafalgar House and how they have been assessed with reference to the Critical Success Factors matrix.

By drawing on existing knowledge and data for Trafalgar House, the local housing and commercial markets in Pendle and the wider North West region and by consulting with relevant stakeholders, property consultant Lambert Smith Hampton (LSH) drew up a long list of potential uses for the building. This list covers a very wide range of use options within the broad categories of Commercial, Residential and Retail.

The Long List table overleaf summarises information gathered on each of the options, together with recommendations as to whether options should be included in a short list for further consideration. Alongside this a Critical Success Factor matrix was developed to assist on decision making and evaluation of which options would be suitable to be developed further.

The options appraisal and shortlisting phase included review with the project steering group, further consultation with key stakeholders as well as investigations in terms of heritage and architectural design and fit.

The outcome of these appraisal was an agreed shortlist of three options to be taken forwards.

Consultation

Organizations and individuals consulted by LSH as part of the study have been:

- Liberata Property Services

- Registered Providers
 - Calico homes
 - Together Housing
 - Great Places
- Local Estate/ Commercial Agents
 - Petty Commercial
 - Taylor Weaver
 - Trevor Dawson
 - Northlight Estates
- Homes England
- EVC Chargers
- bpPULSE / Lancashire County Council
- General research – Right Move / Zoopla

Long list of options

Section 3 of this report covers the long list review of market demand and initial consultation, and Section 4 illustrates the testing of the long list options in relation to the existing building and its setting.

It should be emphasised that whilst financial viability is a consideration it is not the only factor or indeed the overriding factor when considering a particular proposal.

Some options may not appear initially to be financially viable but due to other factors such as social or environmental benefits may be considered to be a worthy objective.

Other proposals might be directed at “future proofing” a location in such a way as to deliver longer term benefits.

The proposed long-list of potential uses can be categorised as follows:

Commercial

- Retail
- Office
- Workshop / warehousing
- Self storage

Residential

- Market sales apartments
- Shared ownership apartments
- Market rent apartments
- Affordable apartments
- Market townhouses
- Shared ownership townhouses
- Older persons living
- Mixed offering

Leisure

- Food and beverage
- Sports . Private gym
- Open space / mini park

Parking / EV charging

LONG LIST OF OPTIONS

Commercial

Potential Uses	Comment	Include in Short Listing – Y / N
Retail	Proposed investment in shopping centre will reduce demand for units within Nelson. No demand for full site retail use.	
	Specialist boutique retail could be of interest in the front ground floor and basement. This might also include living accommodation above, though this would reduce demand and likely value.	
	Retail in parts of building further to rear of site unlikely to have required footfall, unless very specialized and 'destination' offering.	Y
	Retail competition for specialist units often from Terraced Shops. Rental range Low £10's to Mid £20's, with location being key factor. Low Yields. Live & work in owner occupied buildings still found in many retail offers around Nelson, with capital values low to mid £100,000s.	
	Retail could also accommodate 2 x 2 Bed Apartments above with separate stair to rear. Retail include basement storage. Soundproofing and isolation of uses will be critical. First floor offer as live space joined to working retail below may solve sound issues.	
Office	Office market for Nelson and surrounding area is currently well /over supplied. Many good examples of modern office space with small, medium and large floor plates available. Good quality serviced offices and refurbished Mill offices of good standard all available. Limited onsite parking for staff and visitors.	
	Asking Rents from below £8 - 12psft, with low £20's psft for good refurbish Mill accommodation flex small space.	N
	Yields for offices in Nelson below regional average for NE Lancs	
	Specialist office above retail on front could be of interest to small professional business, but unlikely to compete with offering in surrounding options.	

LONG LIST OF OPTIONS CONTINUED

Commercial

Potential Uses	Comment	Include in Short Listing – Y / N
Workshops / Warehousing	Availability of good quality workshops and warehousing along the M65 corridor. Within 1/2 mile of Nelson Town Centre only limited workshops.	
	Rents c£7psft, with strong Yields for good quality new sheds.	
	Lower rents and weaker Yield for older / un-modernised units.	
	Negative aspects of Trafalgar:	
	<ul style="list-style-type: none"> Limited access to and around site for deliveries to and from units created Lift access to upper floors and load bearing of upper floors Low rentals to cover cost of refurbishments 	
	NOT A VALUATION. FOR COMPARISON ONLY	
	Rental Area of workshop unit (typical size) 1,000sft	
	Rental Income @ £5psft	
	Total Annual Income £5,000pa	N
	Yield (Secondary/Tertiary) @ YP 10 in perp 10	
	Market Value £50,000	
	Less	
	Refurbishment costs @ c£1000/m2	
	Single Unit c100m2	
	Cost of refurb -£100,000	
	Gross Development Value -£50,000	
	<p><i>This highlights the scale of the problem in terms of value generation. LSH Building Surveyors to review condition report and prepare an estimate of refurbishment v redevelopment cost models. Refurbishment cost would need to come down to £500/m2 inclusive of all costs to breakeven. Whilst it might be possible to undertake some weather tight refurbishment works, it is unlikely to prove lettable space without much greater quality of investment. This would still not resolve the issues around general location suitability.</i></p>	

LONG LIST OF OPTIONS CONTINUED

Commercial

Potential Uses	Comment	Include in Short Listing – Y / N
Self Storage	Large basement and upper floor plates could be opened with minimal refurb for self-storage type business.	
	Competition high from existing big box units (safe store, store first), container-based storage (R&R Containers) and old mills (Doorstep). Would require lift.	N
	Could be part of a mixed leisure option only if residential options fail.	

LONG LIST OF OPTIONS

Residential

Potential Uses	Comment	Include in Short Listing – Y / N
	<p>The following options for configuring the development for residential use were considered:</p> <p>1) Refurbishment. Total Area. 1,338m²</p> <p>a. 10 x 1 bed</p> <p>b. 9 x 2 bed</p> <p>2) Frontage retain and rebuild to rear. Total Area 2,439m²</p> <p>a. 14 x 2 bed</p> <p>3) Frontage retain and build 5 town houses to rear</p> <p>a. 6 x 2 bed apartments to front</p> <p>b. 5 x 3 bed town houses to rear</p> <p>4) Refurbish front and rear, 3 town houses between</p> <p>For each of these configurations the following ownership models were then considered:</p>	
Market Sales Apartments	Potential for configurations 1,2,3 & 4 above.	Y
Shared Ownership Apartments	Likely higher potential to full market sale.	Y
Market Rent Apartments	Potential for configurations 1,2,3 & 4 above.	Y

LONG LIST OF OPTIONS CONTINUED

Residential

Potential Uses	Comment	Include in Short Listing – Y / N
Affordable Apartments	Registered providers uncomfortable with refurbished heritage buildings due to uncertainty of service charges and high costs of development.	Y
Market Town Houses	Potential mixed within configurations 3 & 4 on page 23.	Y
Shared Ownership Town Houses	Likely higher potential to full market sales. Could suit whole site being cleared for Town Houses with stone features retained.	Y
Older Persons living	May suit an option around configurations 1 & 2 on page 23, with increase ratio of 1 bed: 2 bed (2:1). Could include community rooms within basement areas.	Y
Mixed offering	May confuse the market if too many products presented. Mix may consider GF retail to front unit, with apartments above in retained frontage for configurations 1 & 2 on page 23.	Y

LONG LIST OF OPTIONS CONTINUED

Leisure

Potential Uses	Comment	Include in Short Listing – Y / N
Food and beverage	Potential for use in front unit, though would conflict with residential uses. This might result in poor solution for both uses, with neither having ideal occupation.	N *
Sports / Private Gym	If residential is unsuited, options for use with food & beverage to front.	N *
Open Space / mini park	If no viable options emerge, consider opening up the site for town centre garden, perhaps with community involvements with growing of vegetables alongside plants, with benches for rest and relaxation such as promoted by Groundwork UK, for example.	Y

*Fall back option to include in Short list should residential prove problematic

CRITICAL SUCCESS FACTORS (CSF)

Introduction to the CSF Matrix for evaluating the long-list of options

CSF Matrix

The Critical Success Factor (CSF) matrix attempts to identify and assess those elements necessary for the project to successfully deliver its objectives. In this case the core objective being the regeneration/ redevelopment of the Trafalgar House site. Thus, a CSF is a critical factor or activity required for ensuring the successful redevelopment.

Critical success factors should not be confused with success criteria. The latter are outcomes of a project or achievements necessary to allow the project to be considered a success. Thus, by way of example a factor considered necessary to the success of a project may be the ability to achieve a planning consent, whereas a criteria upon which a project might be judged a success may be whether the resultant development generates more than a certain number of new employment opportunities once completed.

Application

In this instance following discussions within LSH internally and the wider project team, seven factors were identified which were considered critical to the success of the redevelopment of the Trafalgar House site. These factors were in turn given a priority weighting based upon the desired outcome and influence each factor would have in terms of the success of the project.

These factors include:

1. Market demand
2. Affordability of delivery
3. Affordability of occupation
4. Achievability
5. Economic risk
6. Planning risk
7. Political risk

It must here be acknowledged that ultimately this is a subjective assessment but is based upon past experience of working on other projects of a similar nature. Thus, again by way of example, whilst all seven factors were considered critical to the success the Economic Risk, that is to say how stable the local economy is and what sensitivity there is to local economic change was considered relatively less important than the Affordability of delivery: the cost of actually carrying out the development.

Each of the options were then assessed by LSH by applying an individual score to each of the CSFs and multiplied by the priority weighting giving a final weighted score.

This preliminary assessment was presented to the Project Steering Group following which no changes were proposed.

In the case of the Electric Vehicle Charging proposal, the property marketplace was considered so new that it was considered that scoring in the case of CSFs would move from subjective assessment to speculation and therefore be unhelpful. The Electric Vehicle Charging alternative was the subject of direct "soft-market" testing.

Critical Success Factors (CSF)

Market Demand	Evidence of demand from current suppliers of similar property spaces
Affordability of delivery	Cost of works, expected (Return on investment [ROI] and net present value [NPV])
Affordability of occupation	Is the future cost of occupation in line with market expectations and competition
Achievability	Risks of delivery and dependency on external support and funding
Economic Risk	How stable is the local economic base and what is the sensitivity to change
Planning Risk	Is the use likely to gain support from the planning authority
Political Risk	Is the use likely to gain support from Members and the local community

CSF MATRIX

The matrix provides a guide for potential uses informing the assessment of the long list of options in Section 4.

Some conclusions from the matrix:

- The townhouse options score most highly for residential uses.
- There is potential for a mixed retail and residential scheme.
- Leisure and office uses are unlikely to be viable
- The EV charging option was not scored because of the lack of precedents but it was taken forward in a separate market testing exercise which is summarised in Section 6.

Critical Success Factor		Description of Criteria	Priority Weighting	Proposed Uses																										
			Range 1 -Low 10 - High	Residential														Retail		Leisure			Office		Parking					
				1. Market Sales Aps		2. Shared Ownership Aps		3. Mkt Rent Aps		4. Affordable Aps		5. Mkt Town House		6. Shared Own' Town House		7. Older Persons.		Mixed Retail and Residential		Mixed Scheme		Mini Park		Rented Office		Standard		Electric Vehicle		
Ref				Score	Weighted score	Score	Weighted score	Score	Weighted score	Score	Weighted score	Score	Weighted score	Score	Weighted score	Score	Weighted score	Score	Weighted score	Score	Weighted score	Score	Weighted score	Score	Weighted Score	Score	Weighted Score	Score	Weighted Score	
	1	Market Demand	Evidence of demand from current suppliers of similar property spaces	7	5	35	6	42	6	42	6	42	6	42	6	42	4	28	5	35	5	35	5	35	4	28	5	35		
	2	Affordability of delivery	Cost of works, expected ROI and NPV	9	5	45	6	56	6	56	6	56	6	56	6	56	6	42	6	42	5	45	5	45	4	36	7	63		
	3	Affordability of occupation	Is the future cost of occupation in line with market expectations and competition	7	5	35	6	35	5	35	4	28	6	42	6	42	6	42	6	42	5	35	5	35	4	28	6	42		
	4	Achievability	Risks of delivery and dependency on external support and funding	8	5	40	6	48	6	48	6	48	6	48	6	48	4	28	6	42	5	40	5	40	4	32	8	64	5	40
	5	Economic Risk	How stable is the local economic base and what is the sensitivity to change	7	5	35	6	42	6	42	6	42	6	42	6	42	6	42	6	42	5	35	5	35	5	28	7	49		
	6	Planning Risk	Is the use likely to gain support from the planning authority	6	5	30	6	36	6	36	6	36	6	36	6	36	6	42	6	42	5	30	5	30	6	36	1	6	6	36
	7	Political Risk	Is the use likely to gain support from Members and the local community	5	5	25	6	30	6	30	6	30	6	30	6	30	6	42	6	42	5	25	5	25	6	30	5	25	6	30
TOTAL				245		289		289		282		296		296		266		287		245		245		218		284				

SECTION 4

LONG LIST OPTIONS

This sections presents a long list of potential options along with their respective heritage impact towards Trafalgar House and its surroundings.

four

SECTION 4

LONG-LIST OPTIONS

The potential uses considered in Section 3 have been explored in relation to options for retention, demolition or redevelopment of Trafalgar House

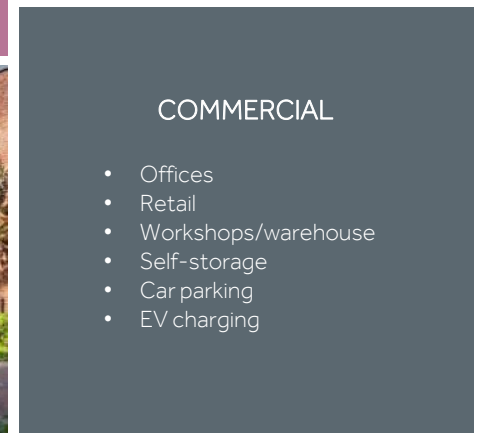
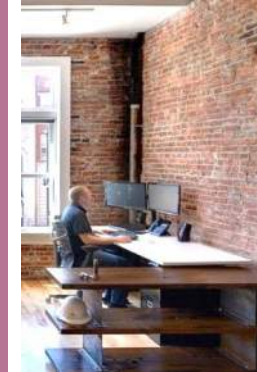
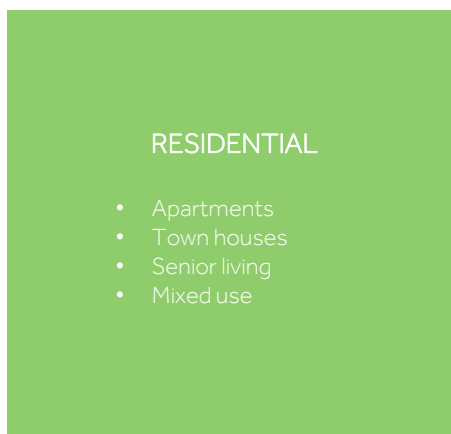
The pictures opposite illustrate some of the potential uses which were considered in Section 3.

Section 4 illustrates the testing of these uses in relation to the existing building and its setting.

Potential interventions to the building fabric that have been considered include the three categories below:

- **Retention**
(restoration, remodelling and extension)
- **Demolition**
(as well as partial demolition)
- **Redevelopment**

The uses discussed in Section 3 have been considered in relation to these three categories of intervention to identify a long-list of nine options summarised overleaf.



Above: Possible uses considered

LONG-LIST OPTIONS CONTINUED

Categorisation of the long-list options

Option 1 Retention

- A – Repair only
- B – Convert to residential
- C – Convert/extend for commercial use

Option 2 Demolition

- A – Flexible open space/ Mini park
- B – Covered open space
- C – Flexible box
- D – Car parking

Option 3 Redevelopment

- A – Partial demolition residential use
- B – EV charging



ASSESSING HERITAGE IMPACT

How the heritage impact of each option has been assessed

Heritage impact is defined as the potential level of harm or benefit to special architectural or historic interest causes by proposed development. The NPPF stresses that impacts on heritage assets should be avoided and if it cannot be avoided, it should be minimised or mitigated.

The Assessment of Heritage Impact in Appendix B has been produced to assess the impact of the long-list and preferred options for the future reuse of Trafalgar House. The assessment that follows is therefore a high-level indication of impact only, and any detailed designs produced in the future should be further assessed for impact on heritage significance.

Each of the long-list options have been considered here for their impact upon the significance (and contribution of setting) of:

- Trafalgar House (the site)
- Designated Assets (Conservation Area [CA]/Listed buildings [LBs])
- Non-designated Heritage Assets

A summary of the impact of the options has been provided that also considers how harm could be, or has been, avoided, as well as any recommended mitigation measures and opportunities for enhancement.

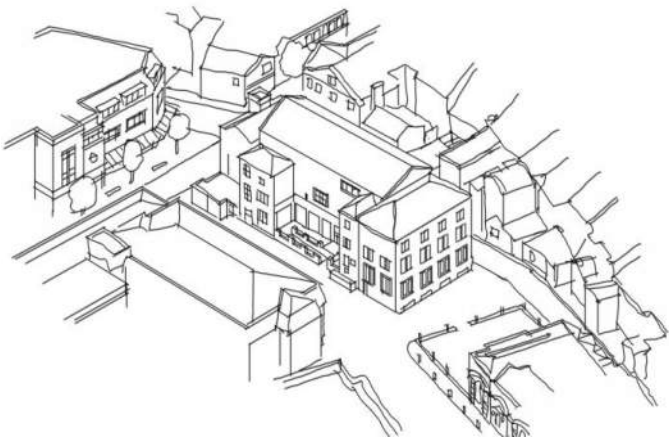
A definition of the relative levels of impact is shown opposite.

Relative Level	Description
Major	High adverse impact. This does not exclusively equate to 'substantial harm' or total loss of significance, although this will of course represent a major impact.
Moderate	Medium adverse impact. A change that is defined as being at the higher end of a 'less than substantial' harm scale.
Minor	Low adverse impact. A change that is defined as being at the lower end of a 'less than substantial' harm
Negligible	None or very limited impact, this preserves the heritage asset and/or its setting.
Beneficial	Social, economic or environmental public benefits, this constitutes an enhancement to the heritage asset and/or its setting.

SECTION 4 Long-list options

RETENTION: OPTION 1A

Repair Only



Description

- Repair external envelope, strip out and clean internally
- Market as sound shell for reuse by others

Advantages

- Stops further deterioration
- Preserves existing town centre building fabric

Disadvantages

- Lack of clear future plan
- Property may remain vacant and vulnerable to deteriorate again
- Uncertainty that would be sufficient to stimulate viable use

Heritage Impact Assessment

From a fabric first perspective, to repair Trafalgar House and carry out no further development would be beneficial to preserve the structure and our current understanding of significance, avoiding harm as defined under planning policy.

However, this is not practical, as much of the fabric is irreparably damaged by water ingress, for example roof structures, internal fixtures & fittings, and this would largely be a restoration exercise with no substantial evidence, and no defined future use. Change is needed to bring relevance back to Trafalgar House and to ensure future maintenance.

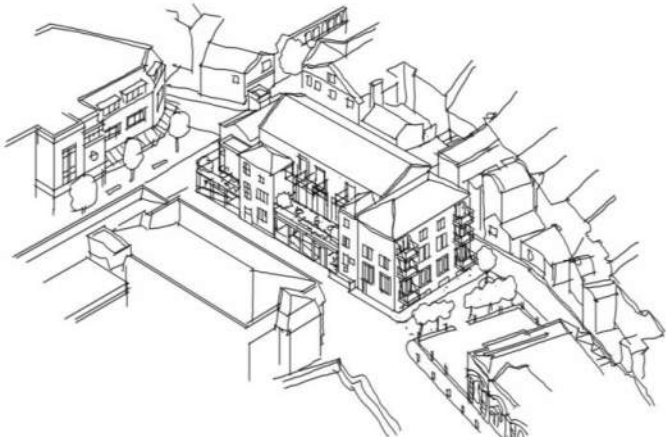
Heritage Asset	Level of Impact
Trafalgar H. and setting	Beneficial
Designated Assets (CA/LBs)	Beneficial
Non-designated	Beneficial



SECTION 4 Long-list options

RETENTION: OPTION 1B

Convert to Residential (Apartments/Town houses)



Description

- Existing envelope retained and restored with internal, and minor external modifications to create apartments or town houses

Advantages

- Demand exists for dwellings in the area
- Location is compatible with residential use

Disadvantages

- Affordability is challenging due to high costs of refurbishment
- The outlook to the rear elevations on Back Ellen Street is currently poor

Heritage Impact Assessment

As with commercial reuse and refurbishment, retention of the existing structure of Trafalgar House is highly sustainable and beneficial to surrounding designated assets.

Residential reuse would have a higher degree of harm due to the internal alterations needed (partitions, staircases, services) but still represents one of the optimum uses for the site. Residential use would also introduce a domestic character on the north side, which is at odds with its original function.

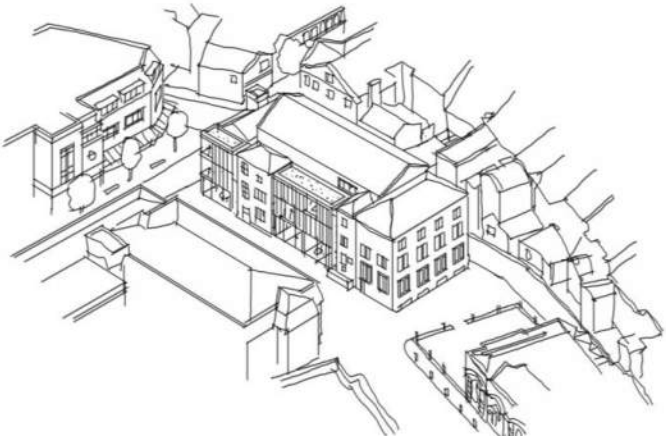
Heritage Asset	Level of Impact
Trafalgar H. and setting	Beneficial overall
Designated Assets (CA/LBs)	Negligible
Non-designated	Negligible



SECTION 4 Long-list options

RETENTION: OPTION 1C

Convert / Extend for Commercial Use



Description

- Existing envelope restored with minor internal modifications
- Infill extensions added to increase useable area

Advantages

- Potential to provide retail/ commercial accommodation

Disadvantages

- Potential lack of demand as highlighted in Section 3
- Long term viability is uncertain

Heritage Impact Assessment

Once Trafalgar House has been stripped back to its bare components of a solid brick structure and attractive external appearance, it offers a myriad of opportunities to refurbish and reuse for the benefit of local people.

This is a highly sustainable option and would also benefit the character and appearance of the conservation area. Extensions on the Booth Street side would provide additional space and further enhance Trafalgar House on this (less significant) elevation. A public use such as commercial/retail brings relevance back to the site and allows internal plan form to be retained.

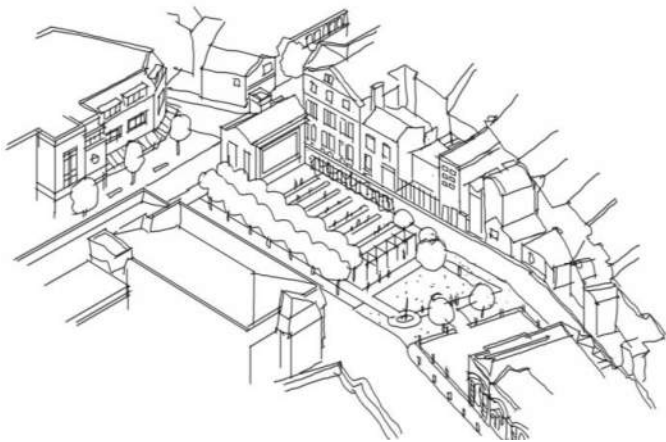
Heritage Asset	Level of Impact
Trafalgar H. and setting	Beneficial
Designated Assets (CA/LBs)	Beneficial
Non-designated	Beneficial



SECTION 4 Long-list options

DEMOLITION: OPTION 2A

Flexible Open Space / Mini Park



Description

- Market Street block retained and restored
- Rear of the site cleared and made available as a public space for community use

Advantages

- Replacement of degraded building stock with space available for use by the public

Disadvantages

- Amenity value restricted to good weather conditions
- Better suited to more central location

Heritage Impact Assessment

Retention of the Market Street block would mitigate total loss and retain a degree of street presence within the conservation area. The reuse of the space as an open (possibly green) space for public use has merit over a car park.

However, group value with surrounding civic buildings would be irreparably harmed and the tight urban grain in this area would be lost. Without a clear design intent or maintenance regime, such spaces are liable to end up as 'brownfield' in time, further harming the character and appearance of the conservation area.

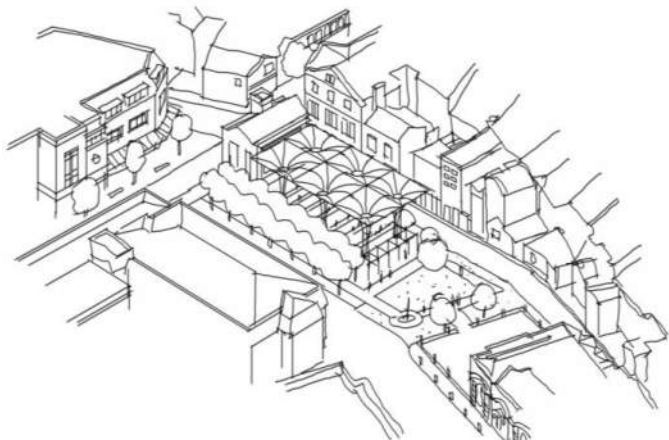
Heritage Asset	Level of Impact
Trafalgar H. and setting	Major harm
Designated Assets (CA/LBs)	Minor harm
Non-designated	Minor harm



SECTION 4 Long-list options

DEMOLITION: OPTION 2B

Covered Open Space



Description

- Market Street block retained and restored
- Rear of the site cleared and made available as a public space for community use

Advantages

- Replacement of degraded building stock with weather protected space available for use by the public

Disadvantages

- Use better suited to more central location in Nelson town centre

Heritage Impact Assessment

Retention of the Market Street block would mitigate total loss but demolition of the remainder still constitutes major harm. While there is lower significance to the rear of the site, this would still require loss of the two historic staircases and internal plan form/fabric.

A semi-covered open space would provide a beneficial public use, but to the detriment of a solid, historic structure that could also be re-purposed. If demolition is chosen, it could be considered as a short-term solution prior to construction of a new building on the historic footprint of Trafalgar House.

Heritage Asset	Level of Impact
Trafalgar H. and setting	Major harm
Designated Assets (CA/LBs)	Minor harm
Non-designated	Minor harm



Flexible Box



Description

- Market Street block retained and restored
- Lightweight enclosure added

Advantages

- Replacement of degraded building stock with lightweight enclosed space available for use by the public

Disadvantages

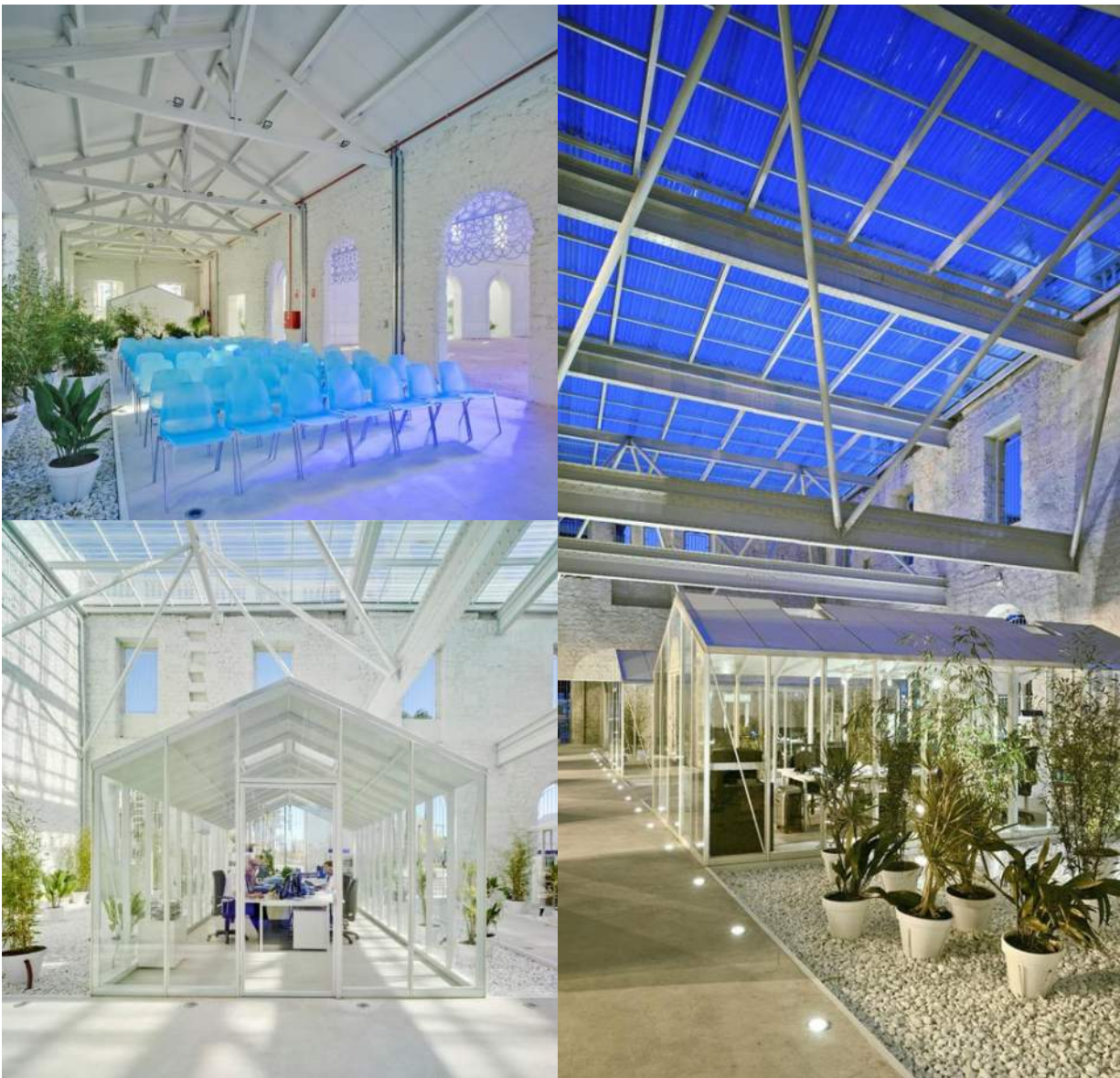
- Nearby vacant community/cultural spaces suggest use may not be viable

Heritage Impact Assessment

Partial demolition of the central core of Trafalgar House would constitute harm through loss of fabric, form and understanding, the staircases in particular.

However, this option offers an opportunity to provide a design-led intervention of architectural quality that could enhance the conservation area and bring relevance back to Trafalgar House, potentially as a community facility. Urban form and group value would be preserved.

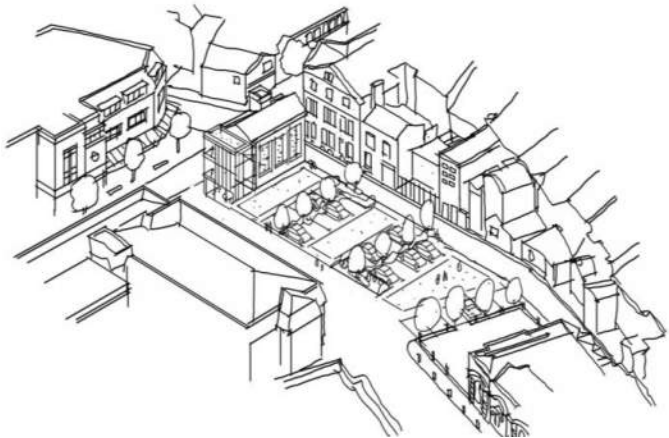
Heritage Asset	Level of Impact
Trafalgar H. and setting	Moderate harm
Designated Assets (CA/LBs)	Beneficial
Non-designated	Beneficial



SECTION 4 Long-list options

DEMOLITION: OPTION 2D

Car Parking



Description

- Market Street block retained and restored
- Rear of the site cleared and redeveloped as a car park

Advantages

- High demand for car parking in the area

Disadvantages

- Detrimental to townscape and sustainable travel objectives

Heritage Impact Assessment

The full demolition of Trafalgar House would constitute total loss of significance and trigger the 'substantial harm' test set out within planning policy.

Retention of the Market Street block would mitigate this to a degree by retaining a fragment of the building and some of its historic urban form within the conservation area, but ultimately, understanding of this site as a civic and community facility will be lost. Creation of surface parking in the town centre is also at odds with sustainable travel and would impact on the group value of surrounding heritage assets.

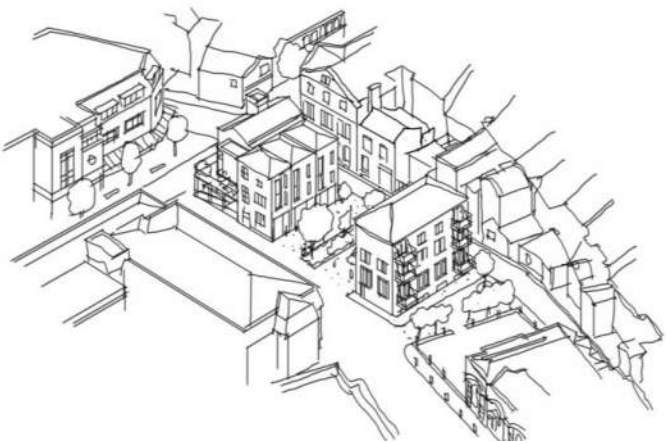
Heritage Asset	Level of Impact
Trafalgar H. and setting	Major harm
Designated Assets (CA/LBs)	Moderate harm
Non-designated	Moderate harm



SECTION 4 Long-list options

REDEVELOPMENT: OPTION 3A

Partial Demolition Residential Use



Description

- Middle and/or rear portions of building removed and cleared for new-build residential development

Advantages

- Demand for dwellings exists and is compatible with location.
- New-build more viable for Registered Housing providers
- Potential for low or net zero redevelopment

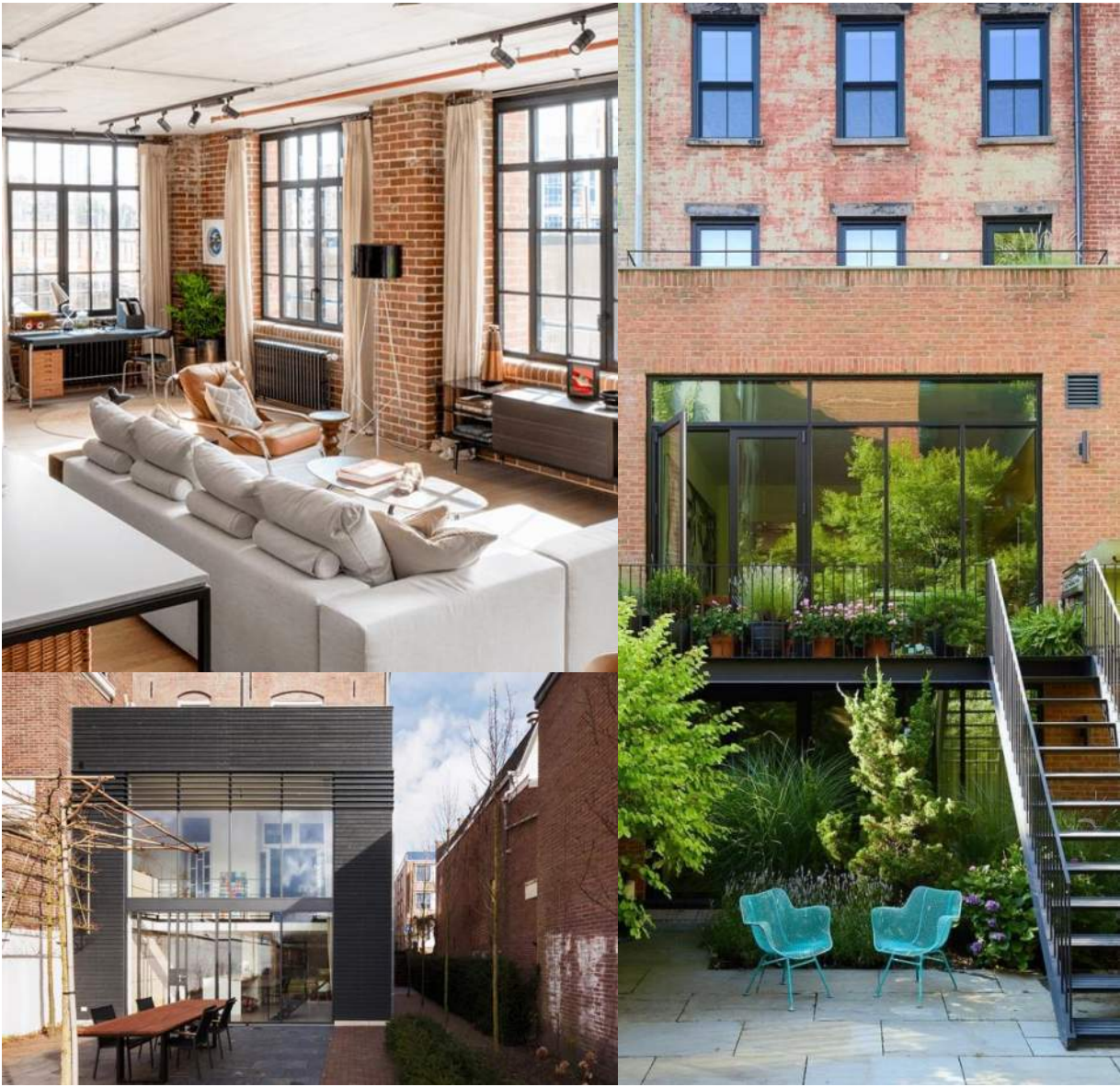
Disadvantages

- Partial loss of historic urban form

Heritage Impact Assessment

Partial demolition would result in the loss of heritage significance, historic fabric and plan form the non-designated heritage asset of Trafalgar House. However, by bookending demolition, with retention on Market Street and to the west (Carr Road), the historic urban form is partly retained and those areas with most external architectural interest are preserved. While impact on Trafalgar House is harmful, the impact on surrounding designated assets to negligible. Residential use would reduce relevance of the site as a civic building, but would ensure a long-term future use.

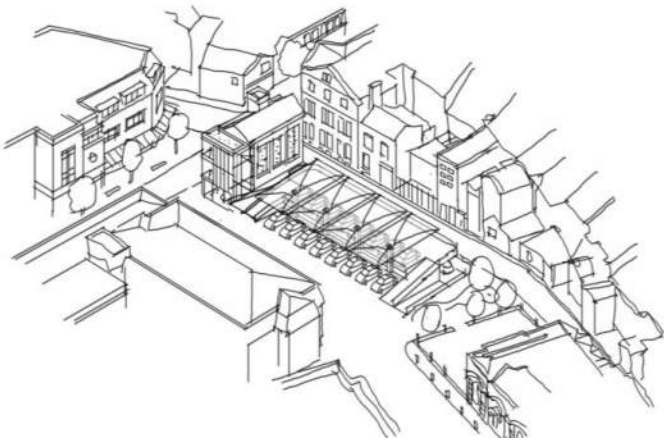
Heritage Asset	Level of Impact
Trafalgar H. and setting	Moderate harm
Designated Assets (CA/LBs)	Negligible
Non-designated	Negligible



SECTION 4 Long-list options

DEMOLITION: OPTION 3B

EV Charging



Description

- Market Street block retained and restored
- Rear of site redeveloped as a fast-charging station for electric vehicles

Advantages

- Growing demand for EV charging
- Compatible with sustainable travel objectives

Disadvantages

- Compatibility with adjacent uses to be considered

Heritage Impact Assessment

The full demolition of Trafalgar House would constitute total loss of significance and trigger the 'substantial harm' test set out within planning policy.

Retention of the Market Street block would mitigate this to a degree by retaining a fragment of the building and some of its historic urban form within the conservation area, however, understanding of this site as a civic and community facility will be lost. Although promoting wider use of electric vehicles would support a sustainable travel plan there would still be an impact on the group value of surrounding heritage assets.

Heritage Asset	Level of Impact
Trafalgar H. and setting	Major harm
Designated Assets (CA/LBs)	Moderate harm
Non-designated	Moderate harm



EVALUATING LONG-LIST OPTIONS

No
Maybe
Yes

Following discussion, a short-list of options to develop further was agreed

The long-list of options has been considered against the range of criteria shown below left and discussed with the project steering group.

This has resulted in commentary on the options shown opposite which identified a short-list of options which are developed further on the following pages. The short-list includes two versions of a town house development (refurbishment and part new-build) and an EV Fast Charging Station.

Aspects Considered	Description / Criteria
Market demand	Evidence of demand from current suppliers of similar property spaces
Affordability of delivery	Cost of works, expected ROI and NPV
Affordability of occupation	Is the future cost of occupation in line with market expectations and competition
Achievability	Risks of delivery and dependency on external support and funding
Economic Risk	How stable is the local economic base and what is the sensitivity to change
Planning Risk	Is the use likely to gain support from the planning authority
Political Risk	Is the use likely to gain support from Members and the local community
Sustainability	Does the use align with local and national objectives and targets

Uses	Comment	Shortlist
Commercial Options		
Office use	Plentiful supply of office accommodation in the area Limited parking onsite restricts take up	1
Retail use	Parts could be suitable for retail use ground floor front /the basement Limited footfall to rear of site	2
Workshop/Warehousing	Limited access to and around site for deliveries Low rental yields would not cover the cost of refurbishment	1
Self-storage	Competition with existing big box storage nearby	1
Car parking	Demand exists currently but is detrimental to heritage setting	2
EV Fast charging station	Demand for EV charging is growing Few facilities in the area	3
Leisure Options		
Food and beverage	Could be suitable on ground floor/Market St site frontage	2
Sports/Private gym	Potential for the basement area as part of a mixed use offering	2
Hotel	Low viability and low demand in this location, has proved unsustainable in nearby Brierfield development	1
Community/Arts	Current vacant community and arts premises nearby	1
Open space/Mini park	Positive amenity but indirect location may lessen benefit	2
Residential Options		
Apartments	Demand exists and use is compatible with location Affordable housing providers preference for newbuild only	2
Town houses	Demand exists and use is compatible with location. Viability potential is greater for Affordable, Shared Ownership and Market sales procurement options	3
Senior living	Good quality provision nearby	1
Mixed use	Possible compatibility with retail use on front of site	2

SECTION 5

SHORT-LIST OPTIONS

Based on the appraisal of the long-list options and following consultations with Pendle Borough Council it was considered that there were initially three options that warranted a more detailed appraisal listed as Options 1, 2 and 3 in this section and then a fourth was subsequently added. The financial viability appraisal found the first three options to have a significant negative value the size of which was considered too great to be realistic and a further option has been proposed as the suggested way forward.

Option 4 retains the section of building facing Market Street and proposes a redevelopment of the remainder of the site as a flexible space which can be used as a car park with EV charging points. This option would allow the future redevelopment of the car park area as and when market conditions become favourable and is compatible with the feedback from the public consultation.

five

OPTION 1

Town house refurbishment

The existing building envelope is retained and restored.

The front block facing Market St is converted for retail use at ground level, with a dwelling above accessed via a new staircase element that replaces the existing unsightly toilet side extension.

The rear block is subdivided vertically into a further seven town houses. Both of the existing historic staircases are retained within two of the dwellings.

The basement area can optionally be retained as storage or games room space.



OPTION 1 CONTINUED

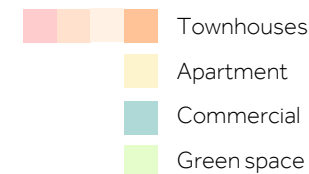
Town house refurbishment

Each dwelling has its own street entrance door and off street parking.

All houses have their own private outdoor space , front gardens to the two end houses and terraces at first floor level to the mid block houses.

This could be developed as a benchmark zero carbon retrofit development.

Features	Provision
3-bed townhouse	2
4-bed townhouse	3
5-bed townhouse	1
2-bed apartment	1
Car parking	8
Private green terrace	Yes
Commercial/cafe	Yes



OPTION 2

Town house new-build

As with Option 1, the Market Street facing block is restored and converted, with café or retail space at ground floor level, and a dwelling or commercial space above.

There has been debate about the pros and cons of retail and commercial uses on this site. However, it has been considered that it is more realistic to find a tenant for the front building due to its smaller scale.

The rear portion of the existing building is removed and the site cleared for redevelopment.

New build offers the opportunity to deliver state of the art, high performing, net zero carbon dwellings.



SECTION 5 Short-list options

OPTION 2 CONTINUED

Town house new-build

Each dwelling has its own street entrance door, off street covered parking and private garden spaces.

This could be compared to Option 1 as a benchmark zero carbon town centre development advancing the national debate about retrofit vs new build.

- Townhouses
- Apartment
- Commercial
- Green space

Features	Provision
4-bed townhouse	8
2-bed apartment	1
Car parking	8
Private green terrace	Yes
Commercial/Cafe	Yes



OPTION 3A

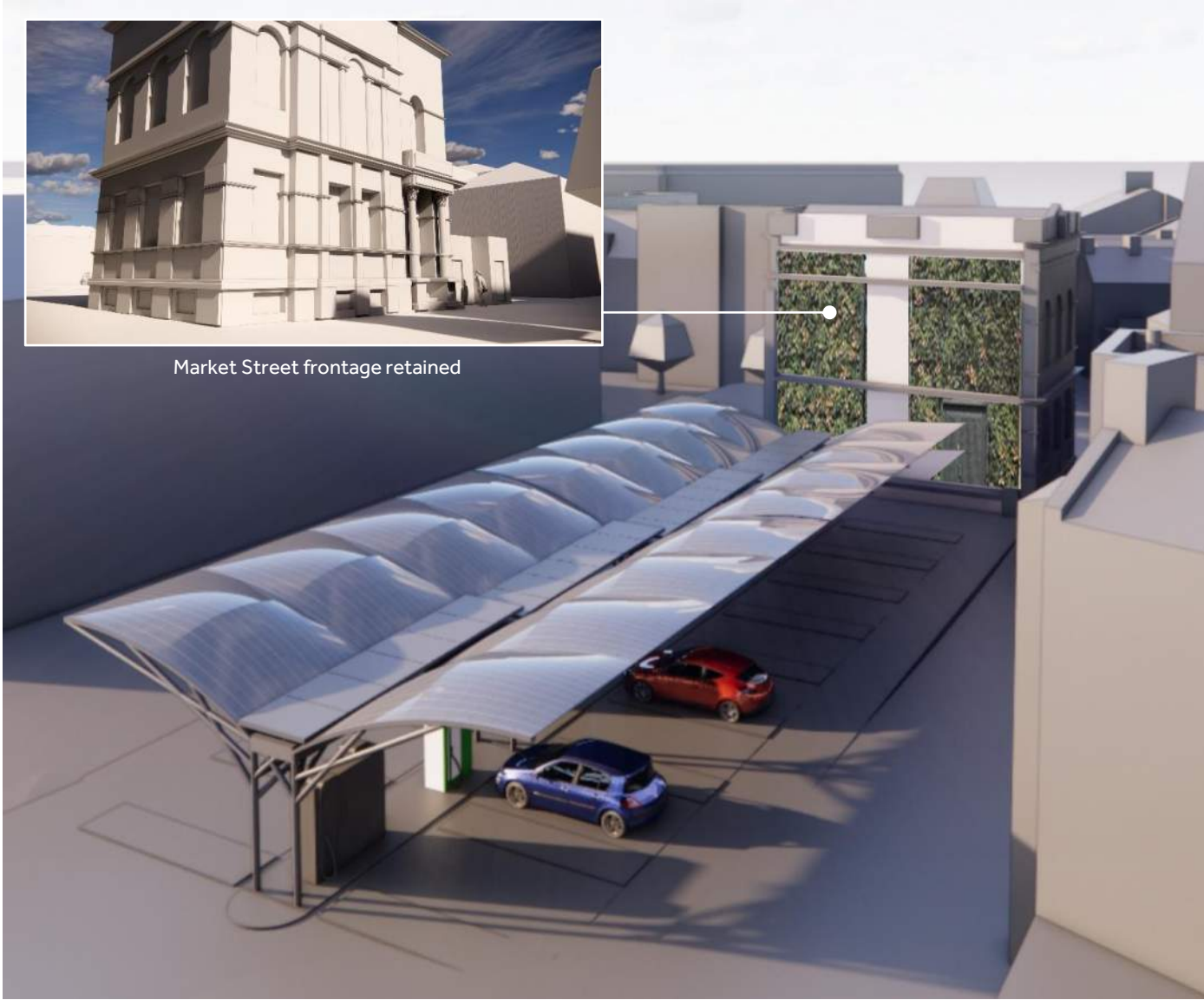
EV Charging Station

The Market Street block is retained, with retail/cafe use on the ground floor and residential or commercial space above.

The rear of the site is converted to a fast charging station for electric vehicles.

With uptake of electric vehicles growing this provides amenity for both residents and town centre visitors.

Features	Provision
2-bed apartment	1
Car charging spaces	16
Private green terrace	Yes
Commercial/cafe	Yes

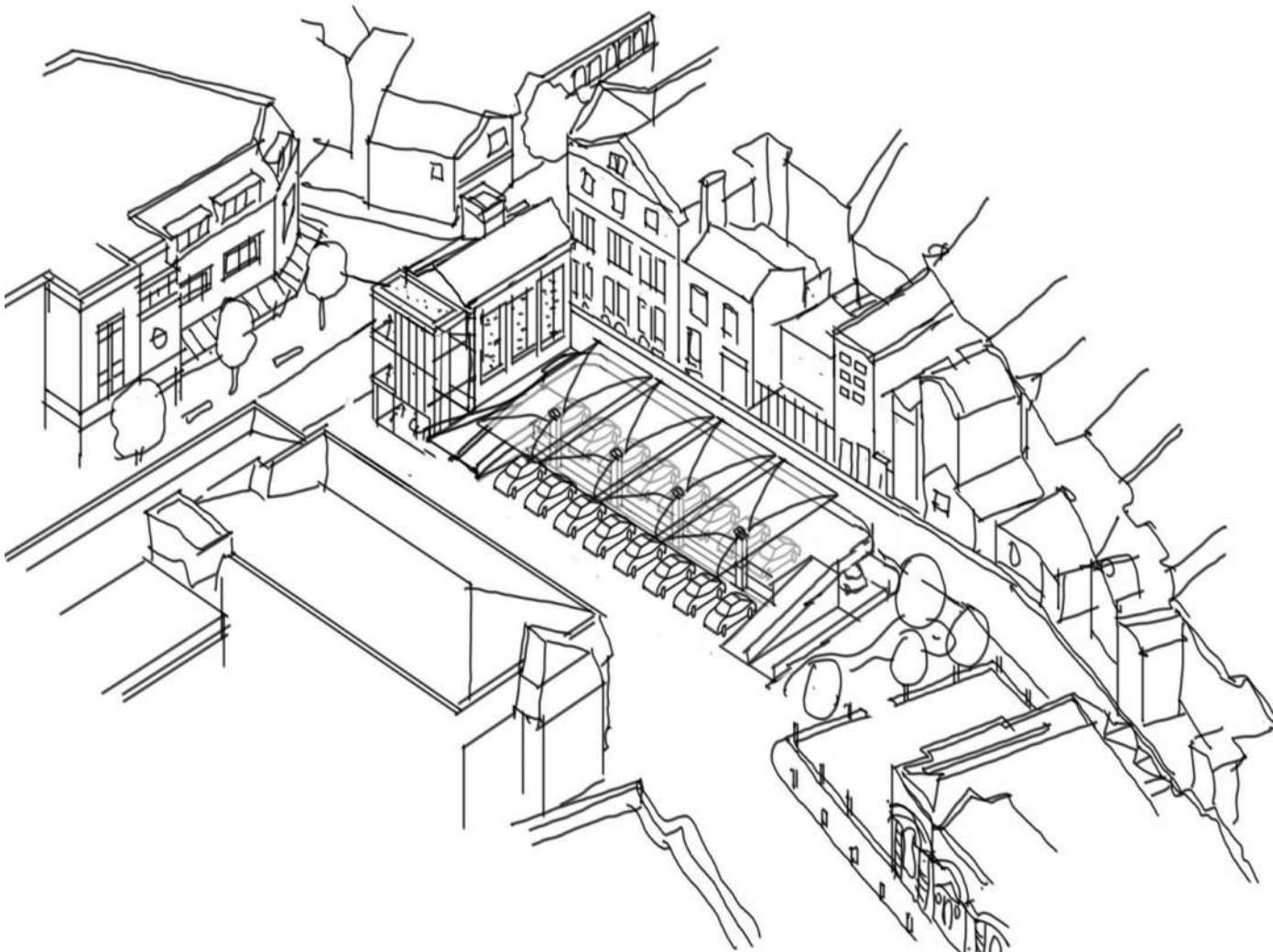


OPTION 3B

Double-stacked EV Charging Station

The site use is as per Option 3A.

The existing basement area is adapted at the rear of the site, to create a multi level arrangement with an additional number of charging spaces.



Features	Provision
2-bed apartment	1
Car charging spaces	24
Private green terrace	Yes
Commercial/cafe	Yes

OPTION 4

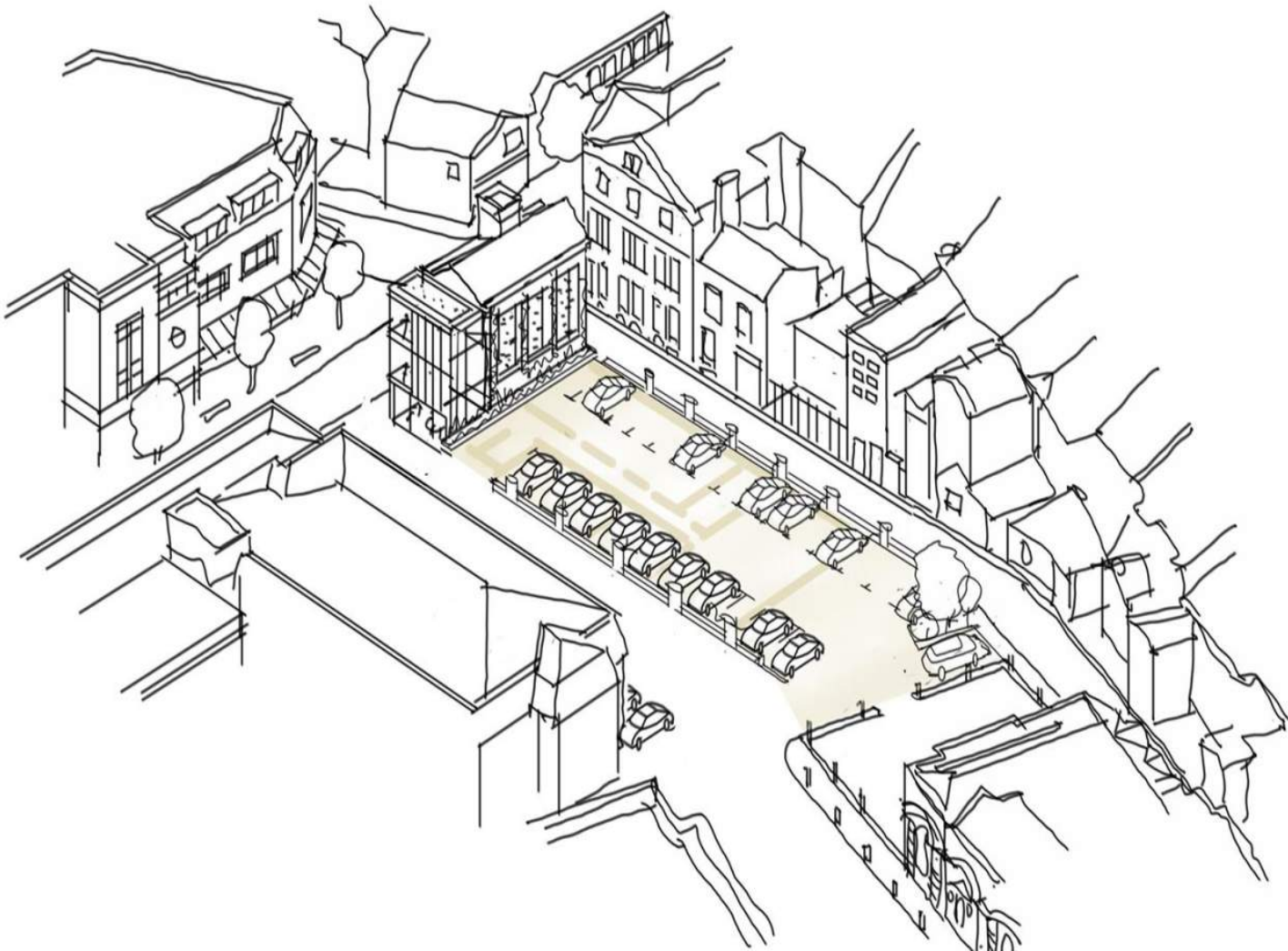
Car Park

The Market Street block is retained, with retail/cafe use on ground floor and residential/retail above.

The rear of the site is converted to car parking with EV charging points provided.

A series of car park feasibility studies were conducted to determine the optimum layout for achieving the maximum amount of spaces while allowing sufficient space for vehicular access from Ellen and Booth Street.

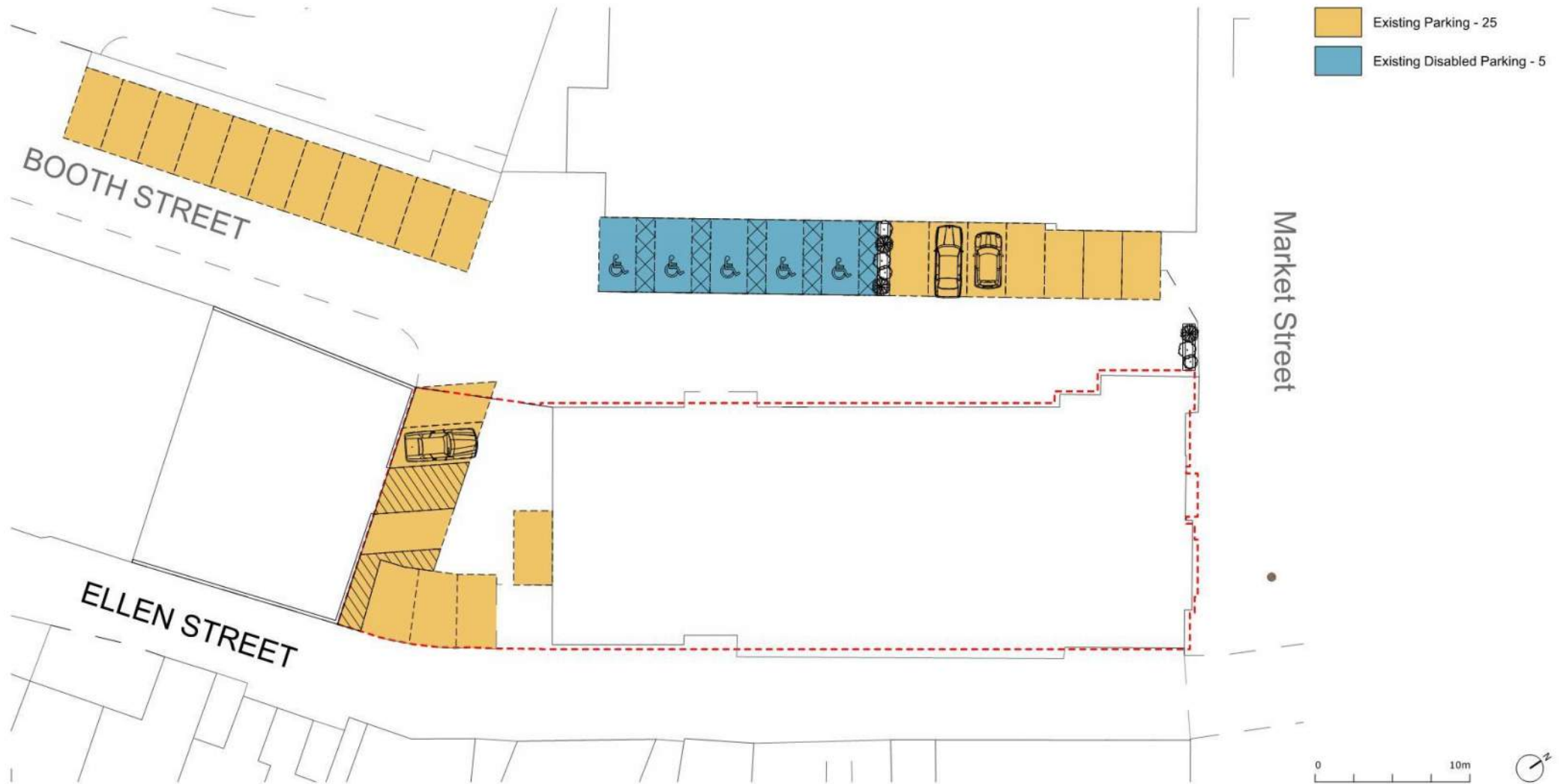
The proposed finishes for the new car park area would incorporate a pattern which resembles the archaeology of the demolished building.



Features	Provision
2-bed apartment	1
Car parking spaces	26
Private green terrace	Yes
Commercial/cafe	Yes

OPTION 4 CONTINUED

Car Park Feasibility Study – Existing



Car Park Feasibility Study - Existing

P: Trafalgar House Feasibility Study
N: 762-SK-002-P2
D: 28/10/2022
S: 1:250 @ A3

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OPTION 4 CONTINUED

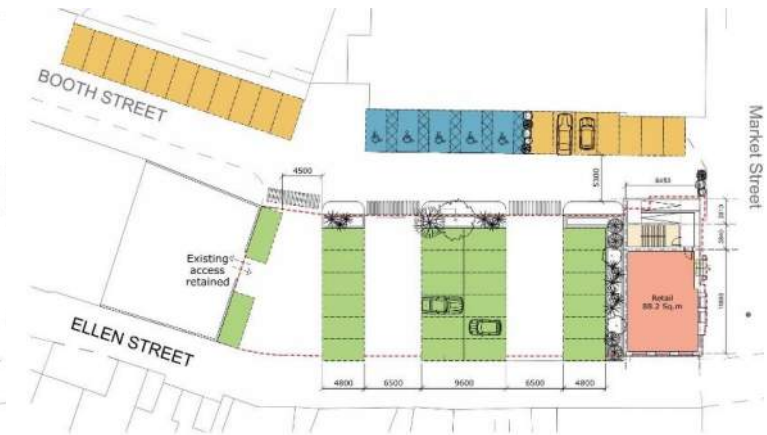
Car Park Layout options explored



- Existing Parking - 18
- Existing Disabled Parking - 5
- Proposed Parking - 37



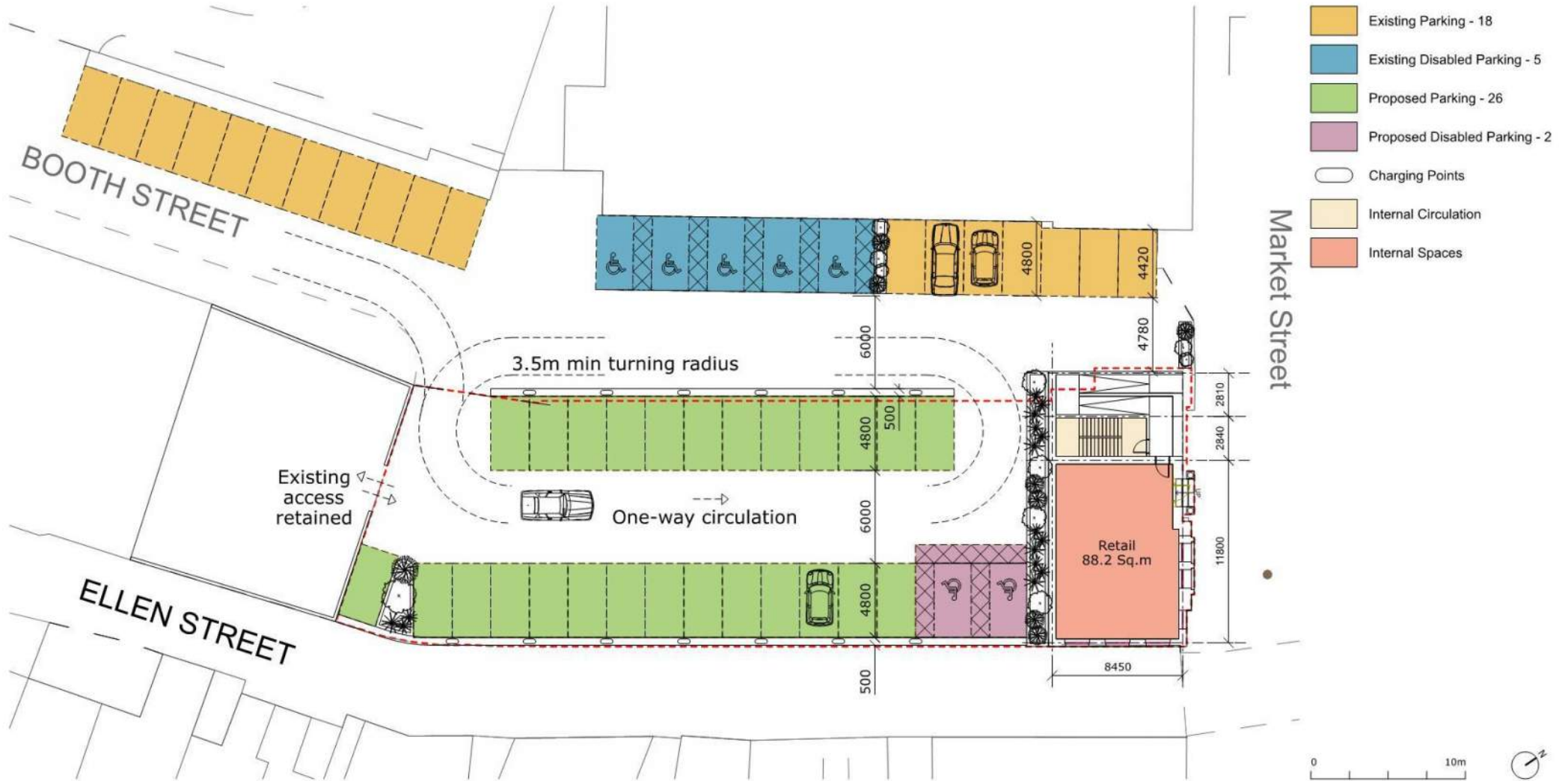
- Existing Parking - 18
- Existing Disabled Parking - 5
- Proposed Parking - 35



- Existing Parking - 18
- Existing Disabled Parking - 5
- Proposed Parking - 26
- Internal Circulation
- Internal Spaces

OPTION 4 CONTINUED

Car Park Proposed – Ground Floor



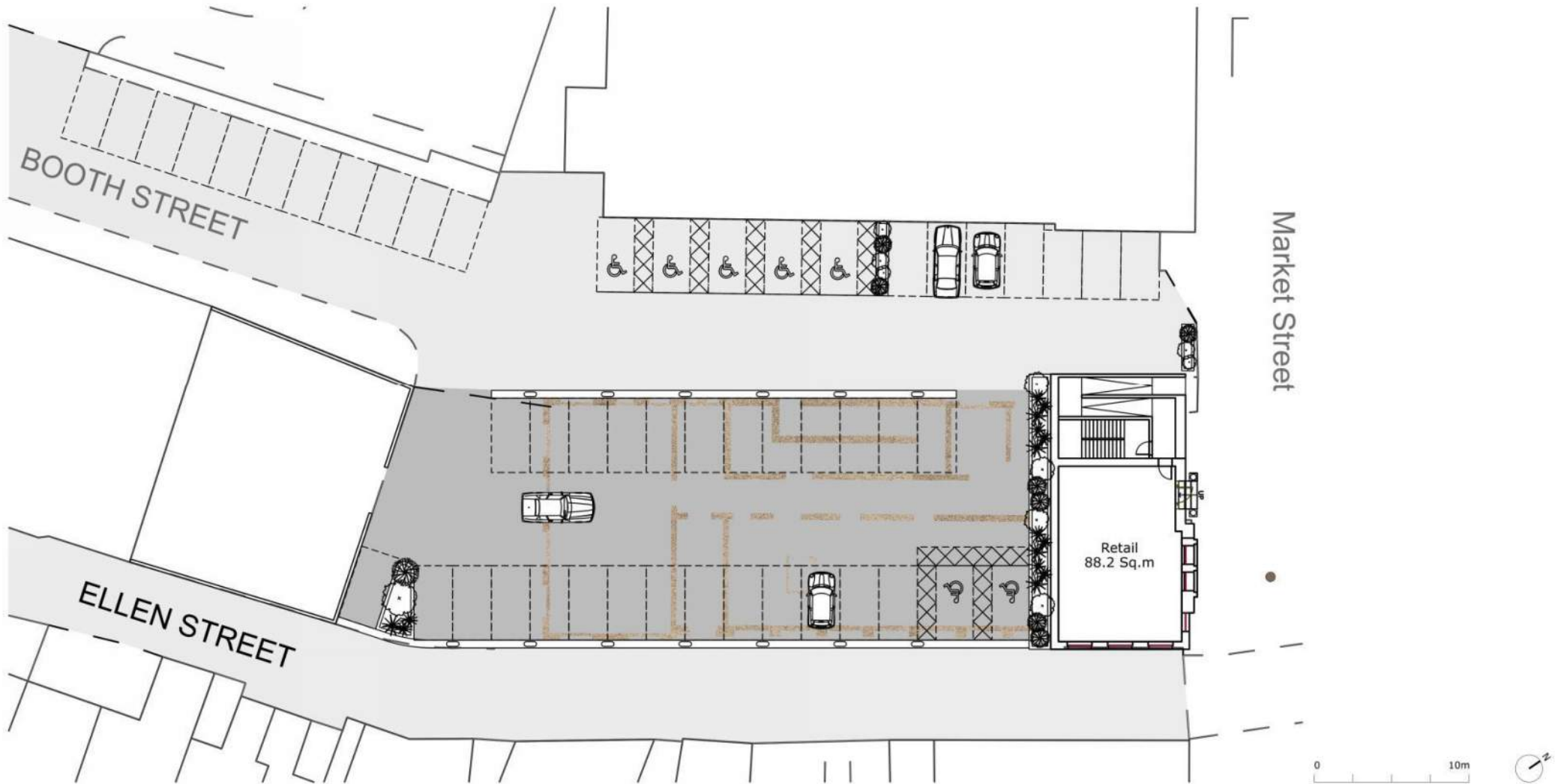
Option 4 - Carparking Ground Floor

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OPTION 4 CONTINUED

Car Park Proposed – Ground Floor Finishes Pattern



Option 4 - Carparking Ground Floor (Proposed Finishes Pattern)

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OPTION 4 CONTINUED

Car park proposed – Ground Floor finishes pattern precedents



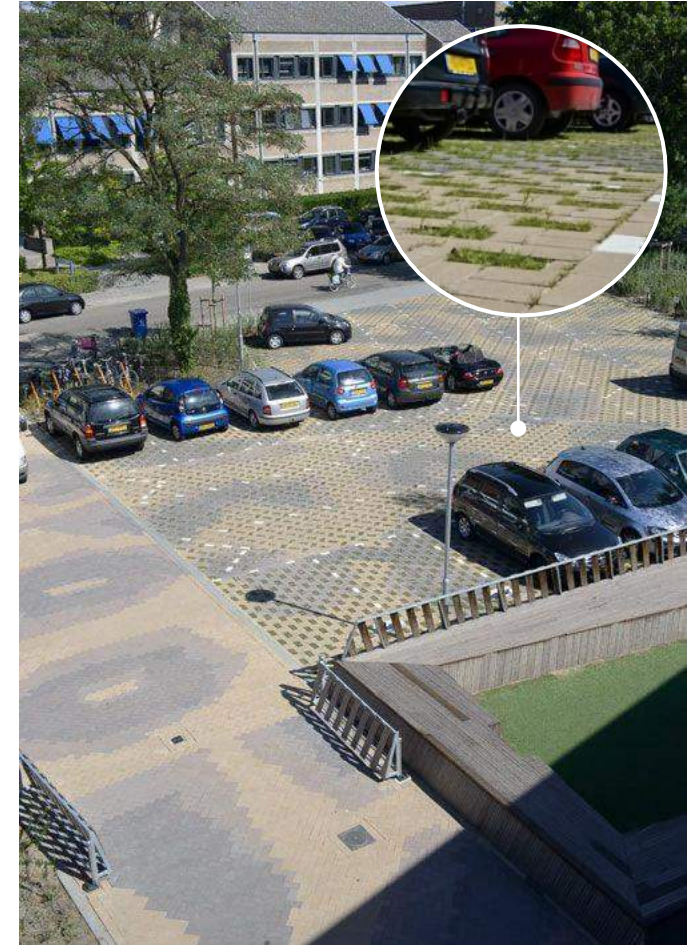
Above: Square in Downtown Ripoll, Spain

Corten steel tiles give new life to the void left by the demolition of an old theatre.



Above: Largo do Toral Square in Guimaraes, Portugal

Patterns with Portugal stone work within the square evoke the urban plan of the city.

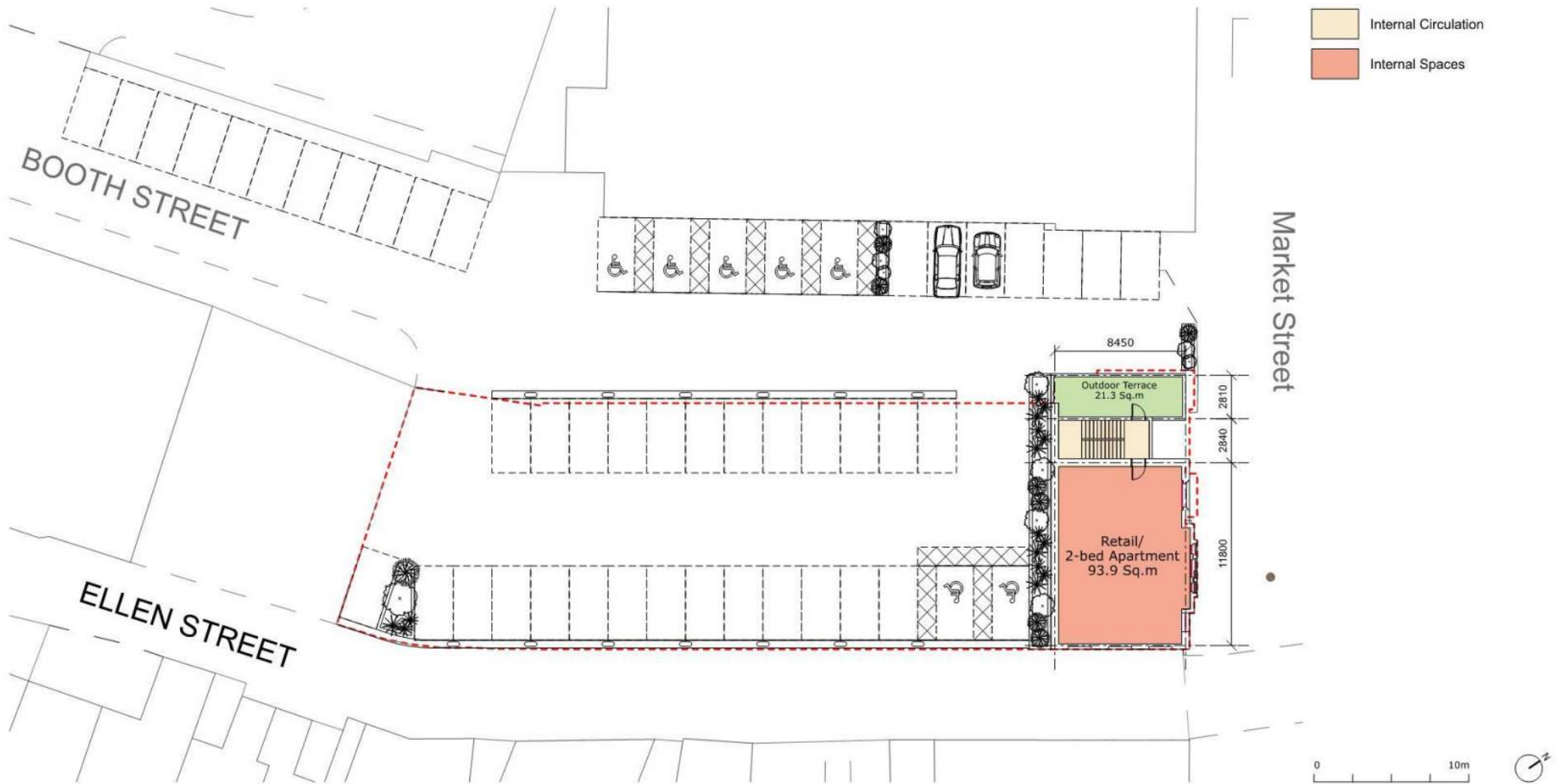


Above: Parking in Venlo Talentencampus, Netherlands

Varied hues of paving create soft patterns that blend seamlessly with landscaping.

OPTION 4 CONTINUED

Car park proposed – Level 1



Option 4 - Carparking Level 1

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N: 762-SK-002-P2
D: 28/10/2022
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SECTION 5

SHORT-LIST OPTIONS

Summary

All of the options show benefits in retaining and enhancing the existing street frontage and using the corner to gain step free access to the front building and provide amenity space for the first floor.

If that is agreed, the focus is therefore on the use of the remaining part of the site as follows:

Option 1 – Town house refurbishment

Option 2 – Town house new build

Option 3 – Rapid EV Charging Station

Option 4 – Car parking with EV charging points

A more detailed financial appraisal of each short-list option is shown on the following pages.



SECTION 6

FINANCIAL APPRAISAL OF SHORT LIST

This section presents a summary of the financial appraisals carried out for Options 1, 2, 3 and 4. The conclusion is that Option 4 is currently the most viable option for Pendle Borough Council from the options considered. It is also noted that implementing Option 4 does not preclude Options 2 or 3 being developed at a future stage.

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APPRAISAL OF SHORTLIST

Financial appraisal summary and background

Summary

LSH was instructed to provide a development consultancy advice for 4 options.

1. Retain the front façade facing onto Market Street and comprehensively refurbish the rear of the property.
2. Retain the front façade facing onto Market Street, demolish the rear of the property and replace with new build residential property.
3. Partial or full demolition of Trafalgar House to make way for a Rapid Electric Charging Station.
4. Retain the front building facing onto Market Street and demolish the rear of the building to make way for new car parking, comprising 28 spaces, which will include 2 parking spaces designed for disabled drivers and 13 spaces reserved for electric charging.

For options 1 and 2 the assumptions and appraisals are shown on the following pages. For option 3, detailed discussions with Shell, a market leader, concluded that the site would not be viable at this time. A summary is shown overleaf.

LSH have set out their conclusions on the viability of option 4 on pages 59 and 60.

Their appraisal explains how the option 4 scheme currently appears to generate a negative land value of **NEGATIVE £2,136,558** based on the information currently supplied and otherwise available.

Although this figure is still negative, it is more favourable than option 1 which produces a negative land value of **NEGATIVE £2,993,187** and option 2 which produces a negative land value of **NEGATIVE £2,865,475**.

Background

The townhouses proposed in Options 1 and 2 were considered to give the greatest flexibility of tenure, including the potential for shared ownership. However, further research by LSH considered particular challenges such as:

- The property being located adjacent in the heart of Nelson town centre (in an area which is not recognised as a high quality residential area) and immediately adjoining secondary retail property and the Lord Nelson pub.
- The surrounding location/outlook over rear service yards, backs of property and rear elevation of secondary property.
- The challenges with creating efficient and regular shaped units behind the retained frontage.

The preliminary calculations for both options were found to generate a negative land value. This is due to a number of key factors, including:

- LSH have taken the upper quartile construction cost rates to reflect the potential complexity of the proposed scheme.
- The current volatility of typical construction costs (due to challenges with current manufacturing and supply) which are not accounted for in the BCIS rates currently available.
- The building is currently in a dilapidated state and the front façade onto Market Street is to be retained. This means refurbishment/demolition costs will be higher and a greater contingency will need to be applied to counteract the risk involved with the development.
- Property values in Nelson are still relatively low compared to surrounding boroughs and there is a cap on what a reasonable individual would expect to pay for the proposed residential properties. As it currently stands, capital values in Nelson have been found to be less than it would cost to develop the property.

- Due to the building geometry, for option 1, the sizes of the units are larger than the market norm, this means that construction costs are disproportionality high against the potential realisation values.

There is a general shortage of properties available on the open market within Nelson. In addition to looking at available sales details LSH has discussed the values that could be achieved with a number of local agents including:

- Entwistle Green
- Nigel Darcy Estate Agents
- Whitefield Estate Agents
- Ultimate Property Solutions

Local agents have advised that there is a higher than average demand for units which are suitable for multi generation households comprising at least two reception rooms, or scope to extend. Most enquiries are for 3 and 4 bedroom houses. There is limited demand for apartments within the area, especially as prices for second hand houses can be as low as £60k in some parts of Nelson.

LSH have spoken to the Countrywide new homes team and the branch manager for Entwistle Green, both of whom know Nelson well. Based on these conversations – and Pendle Council's own observations – LSH have reduced their tentative market values in the current appraisal.

The appraisal is subject to a number of high level assumptions that would need to be tested following more detailed design and cost appraisal if the funding gap was considered to be viable.

Assumptions:

- Construction costs based on BCIS data taking account of the complexities involved within the construction of the building due the site being in a conservation area, retaining the front section onto Market Street and the building condition.

APPRAISAL OF SHORTLIST CONTINUED

Financial appraisal of Options 1 and 2

- For both options LSH have adopted the highest construction rate on BCIS, and in due course a more detailed construction cost budget should be supplied by a suitably qualified quantity surveyor if these options are to be pursued further.
- LSH have increased the contingency from 5% to 10% to reflect the risk involved with the development.
- For Option 1 LSH have allowed a provisional sum for Road/Site works of £250k.
- For Option 2 LSH have allowed demolition costs of £300k. It has been noted Pendle Council obtained a demolition estimate in January 2020 of £218k, however, typical costs have risen since then. A more detailed approach to the demolition works will help to finesse this budget sum.
- Both options assume a town planning cost of £100k to recognise the challenges of securing a consent within a conservation area.
- Assumed a profit of 20% across the total development costs. There is the potential to reduce this sum by working with a regular JV partner.
- All the cost estimates are subject to change if Pendle Council obtains more detailed estimates from specialist consultants and contractors if these options are pursued further.

For both options LSH have assumed the following time periods to undertake the development:

- 3 months pre construction
- 15 months construction
- 3 months sale period. We have assumed 30% of the units will be reserved prior to practical completion and the remaining 5 units will be sold over the three months post PC.

Option 1 - Refurbishment

The current plans provide the following:

Beds	Size	Number of Units
2 bed apartment	1,012	1
3 bed townhouse	1,722	2
4 bed townhouse	1,948	3
5 bed townhouse	2,282	1
Total	6,964	7

The scheme has been designed to fit within the envelope with the building.

As discussed previously the above unit sizes are generally larger than typical unit sizes, which might imply that there is scope to secure a premium value. Also there is a ceiling market value on the units above which a typical purchaser will consider alternative options (including more desirable housing areas). For Option 1 the current appraisal produces a negative land value of **NEGATIVE £2,993,187**.

Option 2 - Redevelopment

The current plans provide the following:

Beds	Size	Number of Units
2 bed apartment	1,012	1
4 bed townhouse	1,477	8

This option produces a negative land value of **NEGATIVE £2,865,475**

Café / Commercial space

There is very limited comparable information available on the open market.

From reviewing current units being offered for sale in the local market we suggest that the retail unit could attract a capital value of **£120k**, assuming a flexible use and minimal costs to shop fit.

Sensitivity Analysis

For each of the options a sensitivity analysis has been prepared which is included in Appendix A.

It is evident for both options that the potential scheme will currently produce a negative land value for even the best possible outcome.

Summary

For options 1 and 2 the negative residual value is the gap in funding Pendle Council will require to make the site cost neutral.

Option 1 - £2,993,187 of funding required
Option 2 - £2,865,475 of funding required.

There are a number of ways which the proposed scheme could be made more viable:

- Fully optimise the mix and unit sizes to maximise potential values.
- Undertake more detailed exploration of the costs of retaining the frontage and potentially reduce the contingency sums currently assumed
- Get competitive costs for planning, demolition, refurbishment, site works and infrastructure.
- Consider whether the café use could be replaced by an alternative use to improve overall development value and reduce any potential impact on sales values and the availability of mortgage products to purchasers.
- Consider alternative delivery options to reduce potential finance cost assumptions and profit cost requirements

However, due to the scale of the funding gap it is not considered that these steps would reduce the gap to an amount which could be affordable.

APPRAISAL OF SHORTLIST CONTINUED

Financial appraisal of Options 3 and 4

Option 3 – Rapid EV charging station

The location, size and potential, based on the option appraisal drawings were sent to CBRE who are agents acting on behalf of Shell. Shell consider themselves market leaders in this type of development and are actively looking to acquire sites to develop as EV hub / destination charging locations. The site was considered suitable for further detailed review internally by Shell in terms of its business model for the development and operation of EV charging Hubs.

However, after detailed consideration, Shell have concluded that the site would not be "viable". Shell's concerns relate to its suitability having regard to locational issues such as traffic counts and the population / demographic makeup of the area. Thus, no amount of "gap funding" would resolve or address these concerns. This is a binary market-based decision from a developer / operator and therefore a better indicator of deliverability than a desk-based appraisal.

As the soft market testing now suggests that the leading provider of such operations is of the view that the site would not, based on its location, have a sustainable economic future as an Electric Vehicle Charging hub, it has been concluded that a development appraisal would not add any further useful information. Shell can be taken as a good barometer of market sentiment in terms of the perception of a site's location and hence operational characteristics.

This option has therefore been discounted although the following Option 4 would not preclude such a future use if market conditions change.

Option 4 – Retain front building and develop car park to rear

For the purpose of appraising option 4, LSH have used the figures listed in the attached cost plan prepared by

Donald Lomax and Partners Ltd and included in Appendix B. These are more detailed cost calculations than the approximate costs available for appraisals for options 1 and 2 and due care should be taken in making a direct comparison between the viability of each of the current development options

For ease of reference, the cost summary is attached on the table below:

Description	Cost Summary
Demolition / Remediation	324,995.00
Remedial Works to Retained Building	370,435.00
Commercial Unit	158,433.00
Residential Apartment	145,523.00
External Works & Drainage	275,278.00
Contingency & PDR	130,653.00
Preliminaries	175,665.00
Surveys / Fees	128,574.00
Increased Costs	68,382.00
Total (£) Excl. VAT.	1,777,938.00

General assumptions

- A profit of 20% across the total development costs to recognise some of the complexities of the scheme, especially the separation of the frontage and the infilling of the basement for car parking purposes, where due consideration of working within a confined site will be an issue. We appreciate that the Council may want to reduce this sum by working with a regular development partner.
- £50k for town planning costs to recognise the challenges of securing a consent within a conservation area.
- An additional £2.50 per square foot to the sales value for the apartment against the other options due to the benefit of having an outdoor terrace.

- The following time periods to undertake the development:
 - 5 months pre construction (within which planning and conservation area consent will be sought)
 - 9 months construction
 - 1 months sale period.
- For all previous options a finance rate of 6.5% was assumed. Given the current market, this finance rate could be expected to rise up to 7%.

Car Parking

In total there are proposed to be 13 EV charging points and 15 car parking spaces, included 2 spaces reserved for disabled drivers.

LSH have spoken to Steve Holmes from Raw Charging who has confirmed he would be interested in acquiring car parking spaces for EV charging points. Apparently there is expected to a good level of demand for EV charging spaces in Pendle notwithstanding the slightly tucked away location and the potential issues associated with leaving relatively high value cars undercharge for a lengthy period. This could present a potential security risk and the council may wish to invest into CCTV to give customers peace of mind. This will inevitably come at an additional cost.

Raw Charging will provide all the equipment and maintain the space. They will consider a lease from the Council for 15/20 years, but at this stage we appreciate that the terms of the lease require more detailed discussion.

The level of rent per annum will depend on the EV charging point which is installed, estimates range as follows:

- DC ultra-rapid £2k per bay
- DC rapid £1k per bay
- AC destination £125 per bay

APPRAISAL OF SHORTLIST CONTINUED

Financial appraisal of Options 3 and 4 continued

Raw Charging is currently assuming the mid-tier option, the DC rapid charging bays which would attract an annual rent of £1k per bay.

On top of the rate per annum, Raw Charging will also enter into a revenue share with the Council where there will share a certain percentage of profits over a specific amount. This percentage is open to negotiation if/when Pendle Council enters into an agreement with Raw Charging, and will relate to utilisation above a minimum level.

Other assumptions

- The cost plan includes the infill of the current basement, an area of 487 sqm.
- There may be a chance to utilise this space as additional parking or storage, however, from speaking to the cost consultant creating a basement carpark would be constrained by the capacity of the basement area and access to it.
- There are a number of short and long stay car parks in Nelson, all of which are free to park in. Therefore, we have attributed no value to the 15 car parking spaces (plus 2 disabled spaces).
- LSH have applied a capital value of £20k for the 13 EV charging points. There is very limited information relating to investment deals for EV charging points available and a limited amount of information to draw on for valuation purposes. The terms of the proposed agreement with Raw Charging are also still to be concluded. In due course we expect the Council to obtain a more detailed cash model for the site from Raw charging which will include an assessment of the additional revenue potentially available assuming a successful scheme.
- LSH understand from Raw Charging that Pendle Council may be able to secure some additional funding from Central government to provide EV charging within the borough. Again we assume the Council is considering this.

Summary

The total gap funding needed to deliver option 4 would currently appear to be **£2,136,558** based on current plans and available cost information.

This figure may be subject to change once Pendle Council secure a deal with Raw Charging (or another provider) and there is further clarity of the cost benefits of providing 13 EV charging points.

Option 4 is currently the most viable option for the Council of the current options supplied

SECTION 7

CONSULTATION FEEDBACK

This section presents a summary of analysis of feedback received from public consultation and open day.

The information presented in this section is a summary of the full consultation analysis produced by Pendle Borough Council.

Please see Appendix D for the full report.

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SECTION 7 Consultation Feedback

PUBLIC CONSULTATION

Process and Methodology

Consultation
conducted by
**Pendle Borough
Council**
18-26 August 2022

Introduction

In order to consider the options for the future use of the site, a public consultation process was undertaken to help and inform the decision making.

The options that were considered as part of the public consultation are the long-list options presented in Section 4.

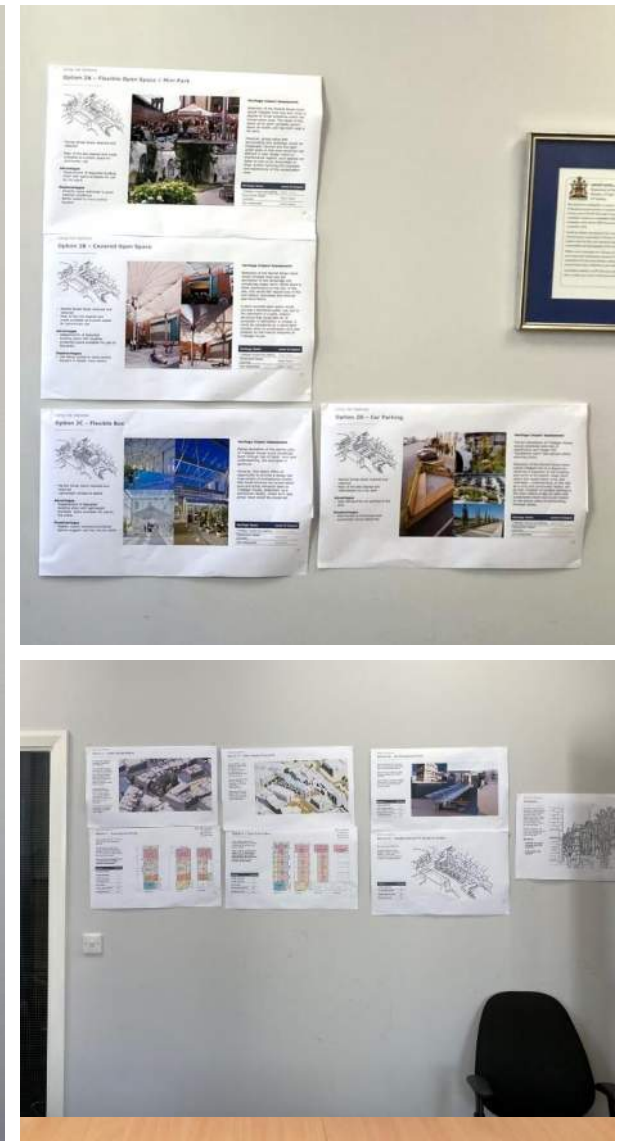
Methodology

Method 1: Advertise the consultation on the Pendle Council website between 18th August and 2nd September 2022.

Method 2: An open day event was hosted on the 26th August 2022 in Nelson Town Hall, welcoming face-to-face discussions with the general public (as seen in images on the right).



Above: Public consultation display



ONLINE WEBSITE

Results

Respondents

34 respondents
from online website

A – Retention in part or whole of building

27/34 (79%) of respondents wanted to retain in part the frontage of the building which faces on to Market Street. The reason given on the whole to support this was the need to retain Nelson's heritage and streetscape.

B – Housing

19/34 (55.8%) of respondents were against the idea of housing in the town centre, mainly due to the perceived general demise of the town centre as not a place to live. However, supporters of the housing option were motivated for developing affordable housing units on the site.

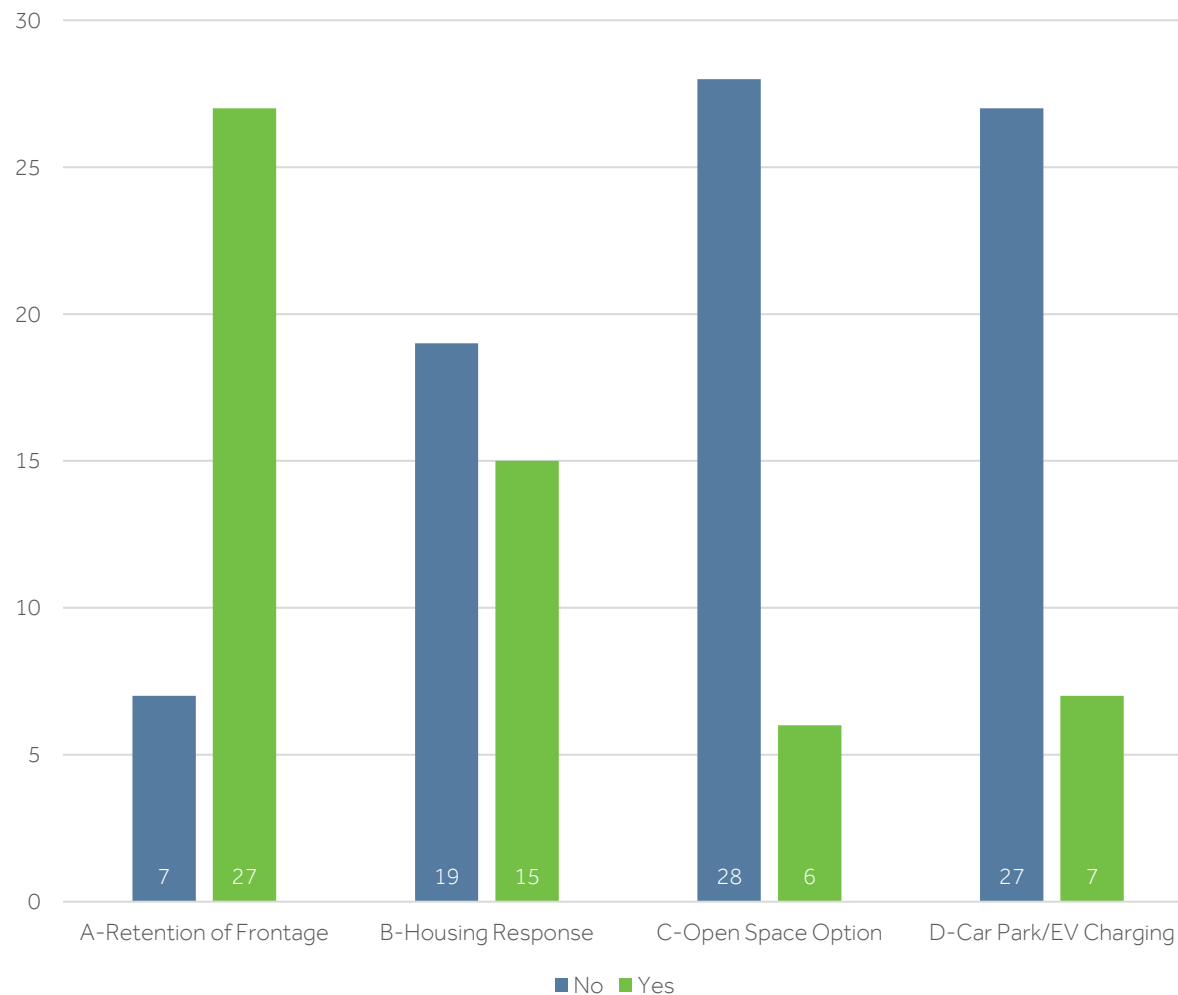
C – Open space

28/34 (82.3%) of respondents are not in favour of the open space at the rear of the existing building. Main reason being that any open space in the area will attract antisocial behaviour in the evenings. However, the supporters of having open space for community use offered suggestions of a market hall, mini shopping mall or youth zone.

D – Car park/EV Charging

27/34 (79.4%) of respondents are not in favour of a car park, suggesting that there are already too many car parks in Nelson. However, supporters of the car park option and in particular EV charging – respondents thought it was a good idea and that the future need for car chargers will need to be met and this option would keep people visiting the town centre stay longer.

Support for Options from Online Respondents



ONLINE WEBSITE

Analysis and Conclusion

Analysis

The results suggest that retention of the main front part of the building to be retained and brought into use as there is little to suggest on the whole that the respondents would like it to see the whole building demolished and retaining the front aspect of the building looking onto Market street which will continue to maintain the existing heritage streetscape.

However, options for the rear of the building invites a mixed response on the potential and its future development. The options for open space / commercial is limited. Respondents highlighted that there is exiting commercial space in buildings surround Nelson Town Centre which remains empty or underutilised.

Conclusion

The finding of the consultation suggest that there is support for the retention of the building which faces onto Market Street due to its aesthetic value, historical context and the need for the retention of heritage building the town centre.

The value for retaining the whole of the existing building is limited with the responses on the whole wanting to consider a mixture of options. Although not conclusive, the results suggest that there are general options to develop the rear of the building which fall between open car park and affordable housing.

The option for commercial development is limited as there is a surplus of existing commercial offer which is not being used to warrant another commercial offer. The option for the open area for community use on balance is not supported due to the location of the building and also the potential to attract antisocial behaviour.

Limitations of the Study

The consultation responses were limited on just focusing on the Trafalgar House in isolation and not seeing the development potential in the context of the wider development of Nelson Town Centre and the impact or contribution of how this building will have on the town centre as whole.



Consultation Open Day
26 August 2022, Nelson Town Hall

SECTION 7 Consultation Feedback

OPEN DAY SESSION

Feedback

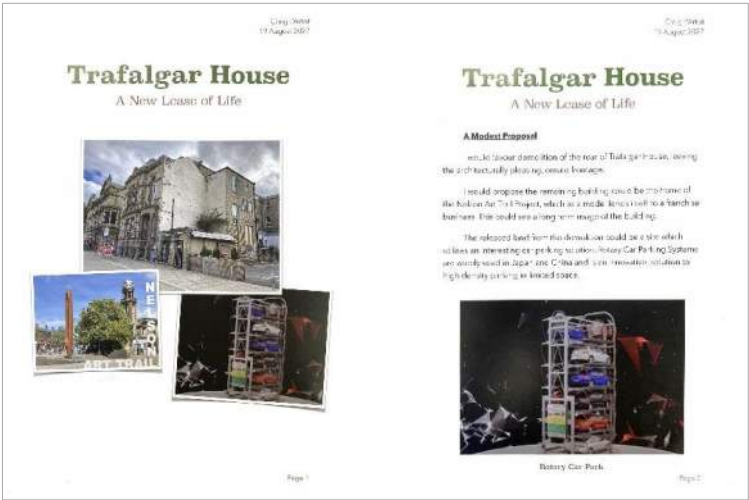
Respondents

5 respondents from physical open day

An Open Day was held in the Town Hall on the 26th of August 2022, where both the long-list and short-list options were on display. A representative from the council and the architects were present to discuss the proposals and listen to the feedback from the public.

A summary of feedback received from the attendees is presented in the table on the right.

Respondent	Comments
Local councillor	Building should be retained entirely and turned into a conference centre or a heritage centre. Buildings such as these will never be seen again. Could be used as an IT college as Nelson and Colne College might want to expand. Have uses for education purposes been considered?
Resident of nearby town working in Nelson	Electric Vehicles are very expensive may not be affordable for most Nelson residents There has been a lot of anti-social behaviour around the area in the evenings. Which would be unpleasant to live nearby to in the centre of Nelson. Several business and retail uses have moved out and there are preferable locations for large houses in the surrounding areas Car parking is the ideal use, with secure cycle parking as well.
Local artist	Tabled two PDF proposals: one outlining an option for using the building as an arts venue/workshop and another showing rotary car parking system for high density car parking. Brought up Nelson Arts Trail project proposal. Sees no value in the back of the building.
In-situ representative	Has been running community arts projects in Nelson and Brierfield. Consider routes through and connections. Flexible space for people to hang out and meet.
Colne resident, working in Nelson	Perception of being in Nelson after working hours is not great. Would be lovely as apartments. Remembers when it was a college and served low-cost sliver-service meals to the public.



Above: PDF proposals presented by local artist during Open Day

Above: Summary of comments from Open Day respondents

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SECTION 8

APPENDICES

- A – Sensitivity Analysis
- B – Development Appraisal and Outline Cost Plan
(Separate document)
- C – Heritage Impact Assessment
(Separate document)
- D – Consultation Feedback Analysis
(Separate document)

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Appendix A

Sensitivity Analysis



SECTION 8 Appendices

Appendix A – Sensitivity Analysis

Option 1 – Town House Refurb

For each of Options 1 and 2 a sensitivity analysis has been prepared as below.

The box highlighted in blue for each of the sensitivity analysis shows the **negative** value of the land as it currently is and matches the figures included in Section 6.

When viewing the data it is obvious if you decrease the construction cost and increase either the unit price or rate per square foot the negative residual value will decrease.

For ease of visualisation anything highlighted in green is a reduction in the negative land value and anything highlighted in red is an increase in negative land value. Green means an improvement, red is the opposite.

This shows that, even if sales rates increased by £17.50/sqft and construction rates fell by £17.50 per square foot, the site would still produce a negative land value of £2.4 - £2.5 million.

		Construction: Rate /ft²														
		-17.50 /ft²	-15.00 /ft²	-12.50 /ft²	-10.00 /ft²	-7.50 /ft²	-5.00 /ft²	-2.50 /ft²	0.00 /ft²	+2.50 /ft²	+5.00 /ft²	+7.50 /ft²	+10.00 /ft²	+12.50 /ft²	+15.00 /ft²	+17.50 /ft²
Sales: Rate /ft²	-17.50 /ft²	£2,875,437 £629,763	£2,925,095 £638,040	£2,974,754 £646,316	£3,024,412 £654,592	£3,074,070 £662,869	£3,123,729 £671,145	£3,173,387 £679,422	£3,223,046 £687,698	£3,272,704 £695,974	£3,322,362 £704,251	£3,372,021 £712,527	£3,421,679 £720,804	£3,471,338 £729,080	£3,520,996 £737,356	£3,570,654 £745,633
	-15.00 /ft²	£2,842,600 £629,932	£2,892,258 £638,209	£2,941,917 £646,485	£2,991,575 £654,762	£3,041,234 £663,038	£3,090,892 £671,314	£3,140,550 £679,591	£3,190,209 £687,867	£3,239,867 £696,144	£3,289,526 £704,420	£3,339,184 £712,696	£3,388,842 £720,973	£3,438,501 £729,249	£3,488,159 £737,526	£3,537,818 £745,802
	-12.50 /ft²	£2,809,763 £630,102	£2,859,421 £638,378	£2,909,080 £646,655	£2,958,738 £654,931	£3,008,397 £663,207	£3,058,055 £671,484	£3,107,713 £679,760	£3,157,372 £688,037	£3,207,030 £696,313	£3,256,689 £704,589	£3,306,347 £712,866	£3,356,005 £721,142	£3,405,664 £729,419	£3,455,322 £737,695	£3,504,981 £745,971
	-10.00 /ft²	£2,776,926 £630,271	£2,826,585 £638,547	£2,876,243 £646,824	£2,925,901 £655,100	£2,975,560 £663,377	£3,025,218 £671,653	£3,074,877 £679,929	£3,124,535 £688,206	£3,174,193 £696,482	£3,223,852 £704,759	£3,273,510 £713,035	£3,323,169 £721,311	£3,372,827 £729,588	£3,422,485 £737,864	£3,472,144 £746,141
	-7.50 /ft²	£2,744,089 £630,440	£2,793,748 £638,717	£2,843,406 £646,993	£2,893,064 £655,269	£2,942,723 £663,546	£2,992,381 £671,822	£3,042,040 £680,099	£3,091,698 £688,375	£3,141,356 £696,651	£3,191,015 £704,928	£3,240,673 £713,204	£3,290,332 £721,481	£3,339,990 £729,757	£3,389,648 £738,033	£3,439,307 £746,310
	-5.00 /ft²	£2,711,252 £630,610	£2,760,911 £638,886	£2,810,569 £647,162	£2,860,227 £655,439	£2,909,886 £663,715	£2,959,544 £671,992	£3,009,203 £680,268	£3,058,861 £688,544	£3,108,519 £696,821	£3,158,178 £705,097	£3,207,836 £713,374	£3,257,495 £721,650	£3,307,153 £729,926	£3,356,811 £738,203	£3,406,470 £746,479
	-2.50 /ft²	£2,678,415 £630,779	£2,728,074 £639,055	£2,777,732 £647,332	£2,827,391 £655,608	£2,877,049 £663,884	£2,926,707 £672,161	£2,976,366 £680,437	£3,026,024 £688,714	£3,075,683 £696,990	£3,125,341 £705,266	£3,174,999 £713,543	£3,224,658 £721,819	£3,274,316 £730,096	£3,323,975 £738,372	£3,373,633 £746,648
	0.00 /ft²	£2,645,578 £630,948	£2,695,237 £639,224	£2,744,895 £647,501	£2,794,554 £655,777	£2,844,212 £664,054	£2,893,870 £672,330	£2,943,529 £680,606	£2,993,187 £688,883	£3,042,846 £697,159	£3,092,504 £705,436	£3,142,162 £713,712	£3,191,821 £721,988	£3,241,479 £730,265	£3,291,138 £738,541	£3,340,796 £746,818
	+2.50 /ft²	£2,612,741 £631,117	£2,662,400 £639,394	£2,712,058 £647,670	£2,761,717 £655,947	£2,811,375 £664,223	£2,861,033 £672,499	£2,910,692 £680,776	£2,960,350 £689,052	£3,010,009 £697,329	£3,059,667 £705,605	£3,109,325 £713,881	£3,158,984 £722,158	£3,208,642 £730,434	£3,258,301 £738,711	£3,307,959 £746,987
	+5.00 /ft²	£2,579,905 £631,287	£2,629,563 £639,563	£2,679,221 £647,839	£2,728,880 £656,116	£2,778,538 £664,392	£2,828,197 £672,669	£2,877,855 £680,945	£2,927,513 £689,221	£2,977,172 £697,498	£3,026,830 £705,774	£3,076,489 £714,051	£3,126,147 £722,327	£3,175,805 £730,603	£3,225,464 £738,880	£3,275,122 £747,156
	+7.50 /ft²	£2,547,068 £631,456	£2,596,726 £639,732	£2,646,384 £648,009	£2,696,043 £656,285	£2,745,701 £664,561	£2,795,360 £672,838	£2,845,018 £681,114	£2,894,676 £689,391	£2,944,335 £697,667	£2,993,993 £705,943	£3,043,652 £714,220	£3,093,310 £722,496	£3,142,968 £730,773	£3,192,627 £739,049	£3,242,285 £747,325
	+10.00 /ft²	£2,514,231 £631,625	£2,563,889 £639,902	£2,613,548 £648,178	£2,663,206 £656,454	£2,712,864 £664,731	£2,762,523 £673,007	£2,812,181 £681,284	£2,861,840 £689,560	£2,911,498 £697,836	£2,961,156 £706,113	£3,010,815 £714,389	£3,060,473 £722,666	£3,110,132 £730,942	£3,159,790 £739,218	£3,209,448 £747,495
	+12.50 /ft²	£2,481,394 £631,794	£2,531,052 £640,071	£2,580,711 £648,347	£2,630,369 £656,624	£2,680,027 £664,900	£2,729,686 £673,176	£2,779,344 £681,453	£2,829,003 £689,729	£2,878,661 £698,006	£2,928,319 £706,282	£2,977,978 £714,558	£3,027,636 £722,835	£3,077,295 £731,111	£3,126,953 £739,388	£3,176,611 £747,664
	+15.00 /ft²	£2,448,557 £631,964	£2,498,215 £640,240	£2,547,874 £648,516	£2,597,532 £656,793	£2,647,190 £665,069	£2,696,849 £673,346	£2,746,507 £681,622	£2,796,166 £689,898	£2,845,824 £698,175	£2,895,482 £706,451	£2,945,141 £714,728	£2,994,799 £723,004	£3,044,458 £731,280	£3,094,116 £739,557	£3,143,774 £747,833
	+17.50 /ft²	£2,415,720 £632,133	£2,465,378 £640,409	£2,515,037 £648,686	£2,564,695 £656,962	£2,614,354 £665,239	£2,664,012 £673,515	£2,713,670 £681,791	£2,763,329 £690,068	£2,812,987 £698,344	£2,862,646 £706,621	£2,912,304 £714,897	£2,961,962 £723,173	£3,011,621 £731,450	£3,061,279 £739,726	£3,110,938 £748,003

Appendix A – Sensitivity Analysis

Option 2 – Town House New-build

		Construction: Rate /ft²														
	-17.50 /ft²	-15.00 /ft²	-12.50 /ft²	-10.00 /ft²	-7.50 /ft²	-5.00 /ft²	-2.50 /ft²	0.00 /ft²	+2.50 /ft²	+5.00 /ft²	+7.50 /ft²	+10.00 /ft²	+12.50 /ft²	+15.00 /ft²	+17.50 /ft²	
Sales: Rate /ft²	-17.50 /ft²	£2,547,411 £646,751	£2,597,628 £655,121	£2,647,845 £663,490	£2,698,061 £671,860	£2,748,278 £680,229	£2,798,495 £688,599	£2,848,711 £696,968	£2,898,928 £705,338	£2,949,145 £713,707	£2,999,361 £722,076	£3,049,578 £730,446	£3,099,795 £738,815	£3,150,012 £747,185	£3,200,228 £755,554	£3,250,445 £763,924
	-15.00 /ft²	£2,542,632 £646,771	£2,592,849 £655,141	£2,643,066 £663,510	£2,693,282 £671,880	£2,743,499 £680,249	£2,793,716 £688,618	£2,843,932 £696,988	£2,894,149 £705,357	£2,944,366 £713,727	£2,994,582 £722,096	£3,044,799 £730,466	£3,095,016 £738,835	£3,145,233 £747,205	£3,195,449 £755,574	£3,245,666 £763,943
	-12.50 /ft²	£2,537,853 £646,791	£2,588,070 £655,160	£2,638,287 £663,530	£2,688,503 £671,899	£2,738,720 £680,269	£2,788,937 £688,638	£2,839,153 £697,008	£2,889,370 £705,377	£2,939,587 £713,747	£2,989,803 £722,116	£3,040,020 £730,485	£3,090,237 £738,855	£3,140,454 £747,224	£3,190,670 £755,594	£3,240,887 £763,963
	-10.00 /ft²	£2,533,074 £646,811	£2,583,291 £655,180	£2,633,508 £663,550	£2,683,724 £671,919	£2,733,941 £680,288	£2,784,158 £688,658	£2,834,374 £697,027	£2,884,591 £705,397	£2,934,808 £713,766	£2,985,025 £722,136	£3,035,241 £730,505	£3,085,458 £738,875	£3,135,675 £747,244	£3,185,891 £755,614	£3,236,108 £763,983
	-7.50 /ft²	£2,528,295 £646,830	£2,578,512 £655,200	£2,628,729 £663,569	£2,678,945 £671,939	£2,729,162 £680,308	£2,779,379 £688,678	£2,829,595 £697,047	£2,879,812 £705,417	£2,930,029 £713,786	£2,980,246 £722,156	£3,030,462 £730,525	£3,080,679 £738,894	£3,130,896 £747,264	£3,181,112 £755,633	£3,231,329 £764,003
	-5.00 /ft²	£2,523,516 £646,850	£2,573,733 £655,220	£2,623,950 £663,589	£2,674,166 £671,959	£2,724,383 £680,328	£2,774,600 £688,697	£2,824,816 £697,067	£2,875,033 £705,436	£2,925,250 £713,806	£2,975,467 £722,175	£3,025,683 £730,545	£3,075,900 £738,914	£3,126,117 £747,284	£3,176,333 £755,653	£3,226,550 £764,023
	-2.50 /ft²	£2,518,737 £646,870	£2,568,954 £655,239	£2,619,171 £663,609	£2,669,387 £671,978	£2,719,604 £680,348	£2,769,821 £688,717	£2,820,037 £697,087	£2,870,254 £705,456	£2,920,471 £713,826	£2,970,688 £722,195	£3,020,904 £730,564	£3,071,121 £738,934	£3,121,338 £747,303	£3,171,554 £755,673	£3,221,771 £764,042
	0.00 /ft²	£2,513,958 £646,890	£2,564,175 £655,259	£2,614,392 £663,629	£2,664,608 £671,998	£2,714,825 £680,368	£2,765,042 £688,737	£2,815,258 £697,106	£2,865,475 £705,476	£2,915,692 £713,845	£2,965,909 £722,215	£3,016,125 £730,584	£3,066,342 £738,954	£3,116,559 £747,323	£3,166,775 £755,693	£3,216,992 £764,062
	+2.50 /ft²	£2,509,179 £646,909	£2,559,396 £655,279	£2,609,613 £663,648	£2,659,829 £672,018	£2,710,046 £680,387	£2,760,263 £688,757	£2,810,479 £697,126	£2,860,696 £705,496	£2,910,913 £713,865	£2,961,130 £722,235	£3,011,346 £730,604	£3,061,563 £738,973	£3,111,780 £747,343	£3,161,996 £755,712	£3,212,213 £764,082
	+5.00 /ft²	£2,504,400 £646,929	£2,554,617 £655,299	£2,604,834 £663,668	£2,655,050 £672,038	£2,705,267 £680,407	£2,755,484 £688,776	£2,805,700 £697,146	£2,855,917 £705,515	£2,906,134 £713,885	£2,956,351 £722,254	£3,006,567 £730,624	£3,056,784 £738,993	£3,107,001 £747,363	£3,157,217 £755,732	£3,207,434 £764,102
	+7.50 /ft²	£2,499,621 £646,949	£2,549,838 £655,318	£2,600,055 £663,688	£2,650,271 £672,057	£2,700,488 £680,427	£2,750,705 £688,796	£2,800,922 £697,166	£2,851,138 £705,535	£2,901,355 £713,905	£2,951,572 £722,274	£3,001,788 £730,643	£3,052,005 £739,013	£3,102,222 £747,382	£3,152,438 £755,752	£3,202,655 £764,121
	+10.00 /ft²	£2,494,842 £646,969	£2,545,059 £655,338	£2,595,276 £663,708	£2,645,492 £672,077	£2,695,709 £680,447	£2,745,926 £688,816	£2,796,143 £697,185	£2,846,359 £705,555	£2,896,576 £713,924	£2,946,793 £722,294	£2,997,009 £730,663	£3,047,226 £739,033	£3,097,443 £747,402	£3,147,659 £755,772	£3,197,876 £764,141
	+12.50 /ft²	£2,490,063 £646,988	£2,540,280 £655,358	£2,590,497 £663,727	£2,640,713 £672,097	£2,690,930 £680,466	£2,741,147 £688,836	£2,791,364 £697,205	£2,841,580 £705,575	£2,891,797 £713,944	£2,942,014 £722,314	£2,992,230 £730,683	£3,042,447 £739,052	£3,092,664 £747,422	£3,142,880 £755,791	£3,193,097 £764,161
	+15.00 /ft²	£2,485,284 £647,008	£2,535,501 £655,378	£2,585,718 £663,747	£2,635,934 £672,117	£2,686,151 £680,486	£2,736,368 £688,855	£2,786,585 £697,225	£2,836,801 £705,594	£2,887,018 £713,964	£2,937,235 £722,333	£2,987,451 £730,703	£3,037,668 £739,072	£3,087,885 £747,442	£3,138,101 £755,811	£3,188,318 £764,181
	+17.50 /ft²	£2,480,505 £647,028	£2,530,722 £655,397	£2,580,939 £663,767	£2,631,155 £672,136	£2,681,372 £680,506	£2,731,589 £688,875	£2,781,806 £697,245	£2,832,022 £705,614	£2,882,239 £713,984	£2,932,456 £722,353	£2,982,672 £730,722	£3,032,889 £739,092	£3,083,106 £747,461	£3,133,322 £755,831	£3,183,539 £764,200

Appendix B

Development Appraisal and
Outline Cost Plan



Option1 - Trafalgar House

Development Appraisal
Prepared by Lambert Smith Hampton
Lambert Smith Hampton
22 September 2022

APPRAISAL SUMMARY**LAMBERT SMITH HAMPTON****Option1 - Trafalgar House****Appraisal Summary for Phase 1**

Currency in £

REVENUE**Sales Valuation**

	Units	ft ²	Sales Rate ft ²	Unit Price	Gross Sales
2 Bedroom Apartment	1	1,012	65.00	65,780	65,780
3 Bedroom Townhouse	2	3,444	84.00	144,648	289,296
4 Bedroom Townhouse	3	5,856	82.00	160,064	480,192
5 Bedroom Townhouse	1	2,282	81.00	184,842	184,842
Cafe	<u>1</u>	<u>947</u>	126.72	120,000	<u>120,000</u>
Totals	8	13,541			1,140,110

NEGATIVE LAND ALLOWANCE

Residualised Price	2,993,187
	2,993,187

NET REALISATION**4,133,297****OUTLAY****ACQUISITION COSTS**

Negative Land Allowance	(2,993,187)	
Town Planning	100,000	100,000

CONSTRUCTION COSTS**Construction**

	ft ²	Build Rate ft ²	Cost
2 Bedroom Apartment	1,265	169.00	213,785
3 Bedroom Townhouse	3,444	162.00	557,928
4 Bedroom Townhouse	5,856	162.00	948,672
5 Bedroom Townhouse	2,282	162.00	369,684
Cafe	<u>947</u>	292.00	<u>276,524</u>
Totals	13,794 ft²		2,366,593

Contingency	10.00%	236,659	236,659
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Other Construction Costs

Refurbishment & Site Works	250,000
Finance	205,000
	455,000

Section 106 Costs

Section 106 Costs	7 un	3,000.00 /un	21,000	21,000
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PROFESSIONAL FEES

Professional Fees	10.00%	236,659	236,659
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MARKETING & LETTING

Marketing	1.00%	11,401	11,401
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DISPOSAL FEES

Sales Agent Fee	1.00%	11,401
Sales Legal Fee	0.50%	5,701
		17,102

APPRAISAL SUMMARY**LAMBERT SMITH HAMPTON****Option1 - Trafalgar House****TOTAL COSTS****3,444,414****PROFIT****688,883****Performance Measures**

Profit on Cost%	20.00%
Profit on GDV%	60.42%
Profit on NDV%	60.42%

IRR% (without Interest)	N/A
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Profit Erosion (finance rate 0.000)	N/A
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Option 2 - Trafalgar House

Development Appraisal
Prepared by Lambert Smith Hampton
Lambert Smith Hampton
22 September 2022

APPRAISAL SUMMARY**LAMBERT SMITH HAMPTON****Option 2 - Trafalgar House****Appraisal Summary for Phase 1**

Currency in £

REVENUE**Sales Valuation**

	Units	ft²	Sales Rate ft²	Unit Price	Gross Sales
2 Bedroom Apartment	1	1,012	65.00	65,780	65,780
4 Bedroom Townhouse	8	11,816	100.00	147,700	1,181,600
Cafe	<u>1</u>	<u>947</u>	126.72	120,000	<u>120,000</u>
Totals	10	13,775			1,367,380

NEGATIVE LAND ALLOWANCE

Residualised Price	2,865,475
	2,865,475

NET REALISATION**4,232,855****OUTLAY****ACQUISITION COSTS**

Negative Land Allowance	(2,865,475)	
Town Planning	100,000	100,000

CONSTRUCTION COSTS

Construction	ft²	Build Rate ft²	Cost
2 Bedroom Apartment	1,265	169.00	213,785
4 Bedroom Townhouse	11,816	162.00	1,914,192
Cafe	<u>947</u>	292.00	<u>276,524</u>
Totals	14,028 ft²		2,404,501

Contingency	10.00%	240,450
S106	9 un 3,000.00 /un	27,000
		267,450

Other Construction Costs

Demolition/Site Works	300,000
Finance Costs	209,646
	509,646

PROFESSIONAL FEES

Professional Fees	10.00%	212,798
		212,798

MARKETING & LETTING

Marketing	1.00%	12,474
		12,474

DISPOSAL FEES

Sales Agent Fee	1.00%	13,674
Sales Legal Fee	0.50%	6,837
		20,511

TOTAL COSTS**3,527,379****PROFIT****705,476****Performance Measures**

APPRAISAL SUMMARY**LAMBERT SMITH HAMPTON****Option 2 - Trafalgar House**

Profit on Cost%	20.00%
Profit on GDV%	51.59%
Profit on NDV%	51.59%
IRR% (without Interest)	N/A
Profit Erosion (finance rate 0.000)	N/A

Option 4 - Trafalgar House

Development Appraisal
Prepared by Lambert Smith Hampton
Lambert Smith Hampton
01 November 2022

APPRAISAL SUMMARY**LAMBERT SMITH HAMPTON****Option 4 - Trafalgar House****Appraisal Summary for Phase 1**

Currency in £

REVENUE

Sales Valuation	Units	ft²	Sales Rate ft²	Unit Price	Gross Sales
2 Bedroom Apartment	1	1,011	67.50	68,243	68,243
Retail	1	947	126.72	120,000	120,000
Electric Car Parking Car Parking	<u>13</u>	<u>7,858</u>	2.55	1,538	<u>20,000</u>
Totals	15	9,816			208,243

NEGATIVE LAND ALLOWANCE

Residualised Price	2,136,558	
		2,136,558

NET REALISATION**2,344,800****OUTLAY****ACQUISITION COSTS**

Negative Land Allowance	(2,136,558)	
Planning & Surveys	50,000	
		50,000

CONSTRUCTION COSTS

Construction	ft²	Build Rate ft²	Cost	
2 Bedroom Apartment	1,264	115.15	145,523	
Retail	<u>947</u>	<u>167.30</u>	<u>158,433</u>	
Totals	10,069 ft²		303,956	303,956

Contingency & PDR	130,653	
Demolition / Remediation	324,995	
		455,648

Other Construction Costs

Remedial Works to Retained Building	370,435	
External Works & Drainage	275,278	
Preliminaries	175,665	
Increased Costs	68,382	
Finance	119,256	
		1,009,016

Section 106 Costs

Section 106 Costs	1 un	3,000.00 /un	3,000	
				3,000

PROFESSIONAL FEES

Surveys / Fees	128,574	
		128,574

MARKETING & LETTING

Marketing	1.00%	682	
			682

DISPOSAL FEES

Sales Agent Fee	1.00%	2,082	
Sales Legal Fee	0.50%	1,041	
			3,124

TOTAL COSTS**1,954,000****PROFIT****390,800****Performance Measures**

Profit on Cost%	20.00%
Profit on GDV%	187.67%

APPRAISAL SUMMARY**LAMBERT SMITH HAMPTON****Option 4 - Trafalgar House**

Profit on NDV%	187.67%
IRR% (without Interest)	-27.52%
Profit Erosion (finance rate 7.000)	2 yrs 8 mths



DONALD LOMAX & PARTNERS LTD

CHARTERED QUANTITY SURVEYORS
CONSTRUCTION COST CONSULTANTS

DEMOLITION, REMEDIATION AND CONVERSION

OF

TRAFALGAR HOUSE

NELSON TOWN CENTRE

FOR

PENDLE BOROUGH COUNCIL

OUTLINE COST PLAN

07 OCTOBER 2022





DONALD LOMAX & PARTNERS LTD

CHARTERED QUANTITY SURVEYORS

CONSTRUCTION COST CONSULTANTS

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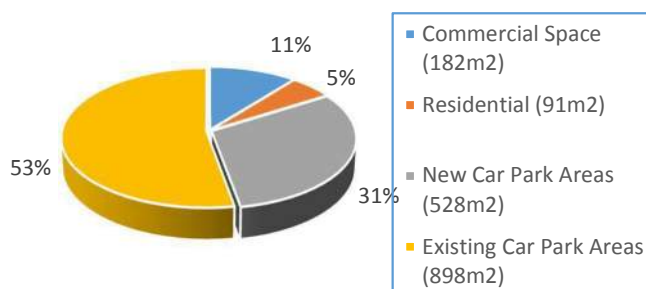
SECTION ONE – EXECUTIVE SUMMARY

- 1.1 The purpose of this Cost Report is to provide Pendle Borough Council with an outline cost plan for the demolition and remediation of a substantial portion of the Existing Trafalgar House, Nelson with retention of the front section and conversion into commercial/residential space and provision of public car parking to the rear.
- 1.2 A high level summary of cost is provided below for information purposes. For further detail see full cost plan breakdown included in Section five:-

Description	Cost Summary
Demolition / Remediation	324,995.00
Remedial Works to Retained Building	370,435.00
Commercial Unit	158,433.00
Residential Apartment	145,523.00
External Works & Drainage	275,278.00
Contingency & PDR	130,653.00
Preliminaries	175,665.00
Surveys / Fees	128,574.00
Increased Costs	68,382.00
Total (£) Excl. VAT.	1,777,938.00

- 1.3 The following mixed use gross floor areas have been adopted for costing purposes:-

Mixed Use GFA's (m2)





DONALD LOMAX & PARTNERS LTD
CHARTERED QUANTITY SURVEYORS
CONSTRUCTION COST CONSULTANTS

SECTION TWO – PROJECT INFORMATION

2.1 The Cost Plan has been prepared with reference to the following information:-

1. David Morley Architects Consultation Summary.
2. Howard Stott Demolition & Site Clearance budget.
3. David Morley Architects Indicative Floor Plans.
4. Cassidy & Ashton Condition Survey Report.
5. Borough of Pendle Demolition and Car Park Provision Survey.

2.2 No further design information was available at the time of this cost plan.

2.3 Given the level of information available the costs provided at this stage are indicative only and should not be relied upon as the basis for any Client cost limit/maximum budget. Further detail would be required to enable a firm budget to be ascertained.



SECTION THREE – ASSUMPTIONS

- 3.1 The Cost Plan has been prepared using rates for labour and materials current at September / October 2022.
- 3.2 The Cost Plan includes allowances for inflation based on the BCIS Tender Price Indices current at the time of issue and projected to the following:-
 - 1. Planned construction start date (December 2023).
- 3.3 Provisional allowances have been included for removal of asbestos and disposal of contaminated material. There was no further information available at the time of this budget to enable a more considered/robust allowance.
- 3.4 The Gross Floor Areas used in the cost plan have been taken from the Consultation Summary.
- 3.5 Rates included for demolition of existing buildings include for removal of all waste material from site.
- 3.6 We have assumed at this stage that backfilling material will be imported from off site.
- 3.7 We have assumed that all existing retaining walls will remain given the proximity to surrounding buildings.
- 3.8 All internal fit out/equipment will be removed from site by other prior to commencement.
- 3.9 Pavements will be closed off during the demolition of the buildings.
- 3.10 The existing basement has been included within the commercial/café fit out.
- 3.11 We have assumed that the rear party wall to the retained building will be re-built as an external cavity wall.
- 3.12 We have included for a new retaining wall to the rear wall of the retained basement area.
- 3.13 We have included for a tarmac car park surfacing to match existing. No allowance for permeable / paved parking bays shown in the Consultation proposals.
- 3.14 We have included for a new wearing course to the existing car park and to Ellen Street.



SECTION FOUR – EXCLUSIONS AND RISKS

- 4.1 V.A.T.
- 4.2 Building Purchase costs and associated legals.
- 4.3 Road closures and associated traffic management costs and charges.
- 4.4 Works to Pedestrian Areas.
- 4.5 Finance charges.
- 4.6 Excessive levels of contaminated materials/asbestos present on site.
- 4.7 Covered Canopies.
- 4.8 Roof terrace/garden to stair pod roof.
- 4.9 Dry Riser/ Sprinkler System.
- 4.10 Sustainable Energy Installations.
- 4.11 Loose furniture & fittings.
- 4.12 White goods.
- 4.13 CCTV Systems.
- 4.14 End User fit out/dressing.
- 4.15 Telephones / I.T. Installations / Tills / EPOS Installations etc.
- 4.16 Audio Visual Installations.
- 4.17 Statutory Section Agreement Costs/Commutated Sums.
- 4.18 Enhanced BREEAM compliance costs.
- 4.19 Kitchen Installation/Servery/Counter to Commercial Unit

Note: The Client may wish to review the above items and assess the level of risk that each poses in relation to the specific site and include a separate contingency allowance below the line.



DONALD LOMAX & PARTNERS LTD
CHARTERED QUANTITY SURVEYORS
CONSTRUCTION COST CONSULTANTS

SECTION FIVE – COST PLAN



	DESCRIPTION	Quantity	Unit	Rate	TOTAL
	TRAFALGAR HOUSE, NELSON				
	FOR				
	PENDLE BOROUGH COUNCIL				
	OUTLINE COST PLAN - 07 OCTOBER 2022				
	ENABLING WORKS	2,181	m2	29.94	65,309.46
	DEMOLITION	1,911	m2	64.05	122,400.00
	ISOLATION / DIVERSION OF EXISTING SERVICES	1	Sum	20,000.00	20,000.00
	SITE REMEDIATION	487	m2	240.83	117,286.00
	REMEDIAL WORKS TO RETAINED BUILDING	273	m2	1,356.90	370,435.00
	INCOMING SERVICES	1	Sum	30,000.00	30,000.00
	GROUND FLOOR COMMERCIAL UNITS	182	m2	788.09	143,432.50
	FIRST FLOOR RESIDENTIAL APARTMENT	91	m2	1,434.31	130,522.50
	EXTERNAL WORKS	1,766	m2	100.96	178,288.00
	DRAINAGE	1	Item	96,990.00	96,990.00
	PROJECT CONTINGENCY		%	5.00	63,733.17
	PRICE DESIGN RISK		%	5.00	66,919.83
	PRELIMINARIES		%	12.50	175,664.56
	Sub Total				1,580,981.02
	PROFESSIONAL FEES		%	7.50	118,573.58
	SURVEYS / REPORTS	1	Sum	10,000.00	10,000.00
	Sub Total				1,709,554.60
	INCREASED COSTS TO 4TH QTR 2023		%	4.00	68,382.18
	OVERALL TOTAL				1,777,936.78



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	ENABLING WORKS				
A	(Costs taken from Cassidy & Ashton Condition Survey Report)				
B	Fumigation control	1	Sum	4,200.00	4,200.00
C	Pigeon control	1	Sum	4,995.00	4,995.00
D	Rodent control	1	Sum	995.00	995.00
E	Removal of Pigeon Guano	1	Sum	5,995.00	5,995.00
F	Increased Costs (1st Qtr 2021 - 4th Qtr 2022 Condition Survey Report)			14.30	2,314.46
G	Soft Strip Out works	2,181	m2	2.50	5,452.50
H	Strip out Internal Services Installations	2,181	m2	7.50	16,357.50
I	Asbestos Removal	1	Sum	25,000.00	25,000.00
	TOTAL				65,309.46



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	DEMOLITION				
A	Four storey rear section of Existing Building	1,911	m2	50.00	95,550.00
B	Single storey public toilets	1	Sum	2,500.00	2,500.00
C	Extra over demolition for grubbing up ground bearing slabs	487	m2	10.00	4,870.00
D	Extra over for breaking out obstructions	1	Sum	1,500.00	1,500.00
E	Grubbing up redundant drainage	50	m	25.00	1,250.00
F	Removal of Contaminated Waste	1	Sum	15,000.00	15,000.00
G	Break out external ramp/walls/railings	1	Sum	1,500.00	1,500.00
H	Removing external balustrading	23	m	10.00	230.00
	TOTAL				122,400.00



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	SITE REMEDIATION				
A	Site Clearance	487	m2	1.50	730.50
B	Filling to make up levels; imported recycled 6F2 hardcore	1,705	m3	65.00	110,825.00
C	Soft Spots	50	m3	100.00	5,000.00
D	Compacting fill; in 150mm layers; proof rolling	487	m2	1.50	730.50
	TOTAL				117,286.00



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	REMEDIAL WORKS TO RETAINED BUILDING				
A	TEMPORARY WORKS	1	Item	44,600.00	44,600.00
B	WORKS TO EXISTING ROOF	159	m2	448.76	71,352.50
C	WORKS TO EXTERNAL ELEVATIONS	1	Item	169,110.00	169,110.00
D	WORKS TO INTERNAL FABRIC	1	Item	85,372.50	85,372.50
	TOTAL				370,435.00



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	TEMPORARY WORKS				
A	Temporary propping to retained building	1	Sum	20,000.00	20,000.00
B	Scaffolding	400	m2	40.00	16,000.00
C	Internal Access	1	Sum	5,000.00	5,000.00
D	Temporary Screening/Protection to rear elevation	120	m2	30.00	3,600.00
	TOTAL				44,600.00



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	WORKS TO EXISTING ROOF				
A	Carefully strip existing roof covering; store on site for re-use	159	m2	20.00	3,180.00
B	Remove existing gutters	23	m	10.00	230.00
C	Remove existing downpipes	20	m	10.00	200.00
D	Allowance for repair/remedial works to roof timbers	1	Sum	2,500.00	2,500.00
E	Replacement roof timbers (50% allowance)	115	m	20.00	2,300.00
F	Repairs to roof trusses	2	No	750.00	1,500.00
G	Allowance for anti-rot treatments	1	Sum	2,500.00	2,500.00
H	Metalwork	1	Sum	500.00	500.00
I	Remedial Works to roof tower	1	Sum	1,500.00	1,500.00
J	Slate roofing on treated battens on breathable roofing felt, insulation; re-use existing slates (50% allowance for supplementing with new)	159	m2	162.50	25,837.50
K	Replacement ridge; 50% allowance for new	12	m	75.00	900.00
L	Take off and rebed copings to verge	24	m	100.00	2,400.00
M	Take off and rebed finials	3	No	150.00	450.00
N	Extra; replacement copings; 10%	3	m	150.00	450.00
O	New parapet gutters	23	m	125.00	2,875.00
P	Allowance for connection to existing outlets	2	No	250.00	500.00
Q	Replacement tower roof capping	9	m2	150.00	1,350.00
R	Replacement leadwork	60	m	150.00	9,000.00
S	Cast Iron gutters	20	m	150.00	3,000.00
T	Extra; hoppers	2	No	250.00	500.00
U	Additional repairs to roof level stonework	1	Sum	1,500.00	1,500.00
V	Insulation boards fixed between rafters	159	m2	20.00	3,180.00
W	Structural support	1	Sum	5,000.00	5,000.00
	TOTAL				71,352.50



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	WORKS TO EXTERNAL ELEVATIONS				
	North Elevation				
A	Remove existing windows	35	m2	50.00	1,750.00
B	Remove existing external doors	1	No	150.00	150.00
C	Temporary boarding to windows/doors	38	m2	25.00	950.00
D	None chemical clean to the entire elevation such as doff cleaning to remove all moss growth and salts.	82	m2	40.00	3,280.00
E	Extra; cleaning to window surrounds	76	m	40.00	3,040.00
F	Extra; cleaning to existing cornice detail	24	m	25.00	600.00
G	Extra; cleaning to horizontal projection	24	m	40.00	960.00
H	Extra; cleaning to parapets & pediments	18	m2	60.00	1,080.00
I	Extra; cleaning portico columns	2	No	250.00	500.00
J	Extra; cleaning balcony balustrading	12	m2	75.00	900.00
K	Repairs to main entrance	1	Sum	1,500.00	1,500.00
L	Ensure all vegetation is fully removed and use an appropriate weed killer to prevent any future growth.	1	Sum	1,000.00	1,000.00
M	Rake out all defective mortar and repoint elevation with an appropriate lime based conservation mortar (25% area allowance)	21	m2	90.00	1,890.00
N	Allow to undertake appropriate resin repairs to damaged stonework. If required allow to replace full stone.	1	Sum	1,500.00	1,500.00
O	Allow to undertake descaling to delaminated stonework.	20	m2	50.00	1,000.00
P	Works to existing balcony/drainage	1	Sum	750.00	750.00
Q	Reinstate missing balustrading	6	m	350.00	2,100.00
R	Replace missing balcony stonework	1	Sum	500.00	500.00
S	Repairs to high level parapet	1	Sum	500.00	500.00
T	New timber windows	35	m2	550.00	19,250.00
U	Extra; double doors to balcony	3	No	1,000.00	3,000.00
V	Pointing with approved sealant	76	m	15.00	1,140.00
W	Main Entrance Door	1	Sum	2,000.00	2,000.00
	Sub Total				49,340.00
	East Elevation				
X	Break out existing infilled window openings to first floor	3	No	1,500.00	4,500.00
	Carry Forward				53,840.00



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	Brought Forward				53,840.00
A	Break out existing infilled window openings to ground floor	3	No	250.00	750.00
B	Remove existing windows	12	m2	50.00	600.00
C	Temporary boarding to windows/doors	27	m2	25.00	675.00
D	None chemical clean to the entire elevation such as doff cleaning to remove all moss growth and salts.	54	m2	40.00	2,160.00
E	Extra; cleaning to window surrounds	63	m	40.00	2,520.00
F	Extra; cleaning to existing cornice detail	16	m	25.00	400.00
G	Extra; cleaning to horizontal projection	16	m	40.00	640.00
H	Extra; cleaning to parapets & pediments	14	m2	60.00	840.00
I	Ensure all vegetation is fully removed and use an appropriate weed killer to prevent any future growth.	1	Sum	500.00	500.00
J	Rake out all defective mortar and repoint elevation with an appropriate lime based conservation mortar (25% area allowance)	14	m2	90.00	1,260.00
K	Allow to undertake appropriate resin repairs to damaged stonework. If required allow to replace full stone.	1	Sum	1,500.00	1,500.00
L	Allow to undertake descaling to delaminated stonework.	10	m2	50.00	500.00
M	New timber windows	27	m2	550.00	14,850.00
N	Pointing with approved sealant	63	m	15.00	945.00
	Sub Total				32,640.00
	West Elevation				
O	Remove soil pipes	1	Sum	250.00	250.00
P	Form apartment door opening at first floor level	1	No	1,250.00	1,250.00
Q	None chemical clean to the entire elevation such as doff cleaning to remove all moss growth and salts.	91	m2	40.00	3,640.00
R	Ensure all vegetation is fully removed and use an appropriate weed killer to prevent any future growth.	1	Sum	350.00	350.00
S	Rake out all defective mortar and repoint elevation with an appropriate lime based conservation mortar (25% area allowance)	23	m2	90.00	2,070.00
T	Replace damaged brickwork; isolated areas (10% allowance)	9	m2	150.00	1,350.00
	Sub Total				8,910.00
	South Elevation				
U	Take down existing party wall	180	m2	50.00	9,000.00
	Carry Forward				99,890.00



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	Brought Forward				99,890.00
A	New retaining wall to rear of basement	40	m2	650.00	26,000.00
B	New stone cavity wall to rear elevation	120	m2	185.00	22,200.00
C	Extra; tie into existing walls	20	m	50.00	1,000.00
D	Extra; stone detailing	1	Sum	2,500.00	2,500.00
E	Strip footing to wall	12	m	250.00	3,000.00
F	Movement joints	20	m	20.00	400.00
G	Cavity barriers at floor levels	12	m	35.00	420.00
H	Coping	12	m	100.00	1,200.00
	Sub Total				65,720.00
	Generally				
I	Sundry isolated repairs	15	No	500.00	7,500.00
J	Structural support	1	Sum	5,000.00	5,000.00
	TOTAL				169,110.00



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	RESIDENTIAL APARTMENTS				
	WORKS TO INTERNAL FABRIC				
A	Remove existing ceilings	274	m2	7.50	2,055.00
B	Strip existing floor coverings	274	m2	5.00	1,370.00
C	Hack off existing plaster to walls	392	m2	12.50	4,900.00
D	Take up and relay existing floorboards; supplementing with new (50% allowance)	183	m2	32.50	5,947.50
E	Replacement floor joists (50% allowance)	230	m	15.00	3,450.00
F	Insulation to floors	183	m2	20.00	3,660.00
G	Horizontal separation; fire & acoustic	183	m2	40.00	7,320.00
H	Form opening in floor for basement access	1	Sum	2,500.00	2,500.00
I	Sundry works	1	Sum	1,500.00	1,500.00
J	Insulated plasterboard lining to external walls	392	m2	50.00	19,600.00
K	Extra; forming openings	25	No	50.00	1,250.00
L	Plasterboard lining to new cavity walls	120	m2	20.00	2,400.00
M	Tanking to basement walls	136	m2	60.00	8,160.00
N	DPM, insulation and screed to basement floor	91	m2	50.00	4,550.00
O	Extra; tanking to floor slab	91	m2	60.00	5,460.00
P	Form openings in existing party wall	5	No	1,250.00	6,250.00
Q	Structural support	1	Sum	5,000.00	5,000.00
	TOTAL				85,372.50



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	GROUND FLOOR COMMERCIAL UNIT (SHELL ONLY)				
	Staircase				
A	Staircase to basement	1	Sum	5,000.00	5,000.00
	Internal Walls & Doors				
B	Internal partitions	80	m2	75.00	6,000.00
C	Internal doors	8	No	650.00	5,200.00
	Wall finishes				
D	Skim and paint walls	496	m2	17.50	8,680.00
E	Extra; hygenic wall finish	203	m2	62.50	12,687.50
F	Timber window boards	6	No	150.00	900.00
	Floor finishes				
G	Engineered Board Flooring	91	m2	75.00	6,825.00
H	Vinyl flooring	91	m2	40.00	3,640.00
I	Vinyl skirting	71	m	20.00	1,420.00
J	Timber Skirtings	70	m	15.00	1,050.00
	Ceiling finishes				
K	M/F Ceiling	182	m2	45.00	8,190.00
L	Skim and paint ceilings	182	m2	17.50	3,185.00
M	Extra; enhanced ceiling finish to ground floor	1	Sum	1,000.00	1,000.00
N	Extra; hygenic ceiling to Kitchen	91	m2	20.00	1,820.00
	Fittings				
O	Signage	1	Sum	2,500.00	2,500.00
	Sanitary Appliances				
P	Sink	2	No	300.00	600.00
Q	Cleaners sink	1	No	500.00	500.00
R	WC	3	No	400.00	1,200.00
S	Washbasin	3	No	350.00	1,050.00
T	Sundries	1	Sum	200.00	200.00
U	Above ground drainage	12	No	200.00	2,400.00
	Services Installation				
V	Services Installation	182	m2	350.00	63,700.00
W	BWIC with Services			5.00	3,185.00
X	Sundry works	1	Sum	2,500.00	2,500.00
	Carry Forward				143,432.50



DESCRIPTION		QUANTITY	UNIT	RATE	TOTAL
	Brought Forward				143,432.50
	TOTAL				143,432.50



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	RESIDENTIAL APARTMENTS				
A	STAIR POD ACCESS	1	Item	49,845.00	49,845.00
B	APARTMENT FIT OUT	91	m2	886.57	80,677.50
	TOTAL				130,522.50



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	EXTERNAL CORE AND CIRCULATION				
	ISOLATED STAIR POD				
A	Reduce level & Cart Away	8	m3	50.00	400.00
B	Extra; breaking out existing surfacing	15	m2	10.00	150.00
C	Strip footing	8	m	175.00	1,400.00
D	Ground floor slab	15	m2	110.00	1,650.00
E	Roof	15	m2	150.00	2,250.00
F	Parapet lining	16	m	80.00	1,280.00
G	Gutter	5	m	125.00	625.00
H	Downpipe	5	m	65.00	325.00
I	Connection to system	1	Sum	1,000.00	1,000.00
J	External walls	64	m2	200.00	12,800.00
K	External door	1	No	1,000.00	1,000.00
L	Staircase & balustrading	1	No	7,500.00	7,500.00
M	Dry lining to walls; skim and paint finish	128	m2	40.00	5,120.00
N	Landings	7	m2	60.00	420.00
O	Floor finish	30	m2	50.00	1,500.00
P	Extra; barrier matting	3	m2	150.00	450.00
Q	Nosings	20	m	35.00	700.00
R	Skirting	32	m	25.00	800.00
S	M/F Ceiling; skim and paint	15	m2	40.00	600.00
T	Bulkheads	1	Sum	500.00	500.00
U	Access Control	1	No	1,500.00	1,500.00
V	Services Installation	30	m2	250.00	7,500.00
W	BWIC with Services			5.00	375.00
	TOTAL				49,845.00



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	APARTMENT FIT OUT				
A	Apartment Door	1	No	750.00	750.00
B	Plasterboard partitions	113	m2	65.00	7,345.00
C	Single Doors	5	No	650.00	3,250.00
D	Skim & paint finish	362	m2	17.50	6,335.00
E	Extra; tiling	56	m2	62.50	3,500.00
F	Plywood overlay & accoustic barrier	91	m2	25.00	2,275.00
G	Carpet	23	m2	35.00	805.00
H	Wood effect vinyl floor	58	m2	50.00	2,900.00
I	Tiling	10	m2	80.00	800.00
J	Skirting	96	m	15.00	1,440.00
K	M/F Suspended Ceiling	91	m2	45.00	4,095.00
L	Skim and paint finish	91	m2	17.50	1,592.50
M	Kitchen Fittings	1	Sum	7,500.00	7,500.00
N	Shelving	1	Sum	250.00	250.00
O	Vanity Units	5	m	250.00	1,250.00
P	Bath Panel	1	No	200.00	200.00
Q	WC	2	No	400.00	800.00
R	Washbasin	2	No	350.00	700.00
S	Bath	1	No	500.00	500.00
T	Shower	1	Item	1,500.00	1,500.00
U	Mirror	2	No	350.00	700.00
V	Kitchen Sink	1	No	275.00	275.00
W	Waste pipes	9	No	150.00	1,350.00
X	Above ground drainage	1	Sum	500.00	500.00
Y	Window cills	7	No	200.00	1,400.00
Z	Mechanical Installation	91	m2	150.00	13,650.00
A	Electrical Installation	91	m2	150.00	13,650.00
A	BWIC			5.00	1,365.00
	TOTAL				80,677.50



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	EXTERNAL WORKS				
A	NEW CAR PARK AREA	528	m2	115.02	60,733.00
B	WORK TO EXISTING CAR PARK AREAS	898	m2	36.95	33,185.00
C	RESURFACING ELLEN STREET	300	m2	40.00	12,000.00
D	PATHS AND PAVED AREAS	40	m2	59.25	2,370.00
E	LANDSCAPING / PLANTING	1	Sum	7,500.00	7,500.00
F	BWIC WITH EXTERNAL SERVICES	1	Sum	17,500.00	17,500.00
G	EXTERNAL LIGHTING	1	Sum	15,000.00	15,000.00
H	STREET FURNITURE	1	Sum	2,500.00	2,500.00
I	ELECTRIC VEHICLE CHARGING POINTS	1	Sum	25,000.00	25,000.00
J	SIGNAGE	1	Sum	2,500.00	2,500.00
	TOTAL				178,288.00



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	NEW CAR PARK AREA				
A	Grubbing up existing bollards	5	No	50.00	250.00
B	Excavate to reduce levels; maximum depth not exceeding 0.25m	238	m3	10.00	2,380.00
C	Compacting bottoms of excavations	528	m2	0.50	264.00
D	Disposal of excavated material off site	238	m3	35.00	8,330.00
E	Disposal of surface water	1	Item	150.00	150.00
F	DOT Type 1 hardcore; filling to make up levels in beds; average thickness not exceeding 0.25m	121	m3	55.00	6,655.00
G	Surface treatments; compacting fill	528	m2	0.50	264.00
H	Geotextile membrane	528	m2	5.00	2,640.00
I	Vehicular grade macadam surfacing; 100mm thick permeable asphalt surfacing, comprising 60mm thick open binder course with 40mm thick surface course to BS 4987	528	m2	50.00	26,400.00
J	Extra; working around existing manholes	10	No	25.00	250.00
K	Extra; fair joint with existing car park	82	m	20.00	1,640.00
L	Precast concrete kerbs; 125 x 255mm; on and including concrete bed and haunching; including all necessary trench excavation, earthwork support, compacting, disposal, ends, angles, quadrants, drop kerbs etc	66	m	35.00	2,310.00
M	Thermoplastic chlorinated rubber paint; line marking; white; tarmac surfaces; unbroken line 75mm wide	1	Item	1,000.00	1,000.00
N	Boundary treatments	82	m	100.00	8,200.00
	TOTAL				60,733.00



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	WORK TO EXISTING CAR PARK AREAS				
A	Planted bed to balance of demolished toilet block	1	Sum	2,500.00	2,500.00
B	Plane off existing surface course	898	m2	7.50	6,735.00
C	Overlay Wearing Course to existing car park	898	m2	25.00	22,450.00
D	Line marking	1	Sum	1,500.00	1,500.00
	TOTAL				33,185.00



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	PATHS AND PAVED AREAS				
A	Excavate to reduce levels; maximum depth not exceeding 0.25m	10	m3	10.00	100.00
B	Compacting bottoms of excavations	40	m2	0.50	20.00
C	Disposal of excavated material; off site	10	m3	35.00	350.00
D	Disposal of surface water	1	Item	150.00	150.00
E	DOT Type 1 hardcore; filling to make up levels in beds; average thickness not exceeding 0.25m	6	m3	55.00	330.00
F	Surface treatments; compacting fill	40	m2	0.50	20.00
G	Pedestrian grade macadam surfacing; 65mm thick coated macadam surfacing, comprising 40mm open binder course and 25mm bitmac surface course to BS 4987	40	m2	35.00	1,400.00
	TOTAL				2,370.00



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	BWIC WITH EXTERNAL SERVICES				
A	Common service trench	50	m	100.00	5,000.00
B	Single service trench	150	m	40.00	6,000.00
C	Lighting column bases	1	Sum	5,000.00	5,000.00
D	Associated plinths/bases	1	Sum	1,500.00	1,500.00
	TOTAL				17,500.00



	DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
	DRAINAGE				
A	WORK TO EXISTING DRAINAGE	1	Sum	10,000.00	10,000.00
B	DRAINAGE TO RETAINED BUILDING	273	m2	50.00	13,650.00
C	DRAINAGE TO CAR PARK	528	m2	30.00	15,840.00
D	ATTENUATION	1	Sum	50,000.00	50,000.00
E	PETROL INTERCEPTOR	1	Sum	7,500.00	7,500.00
	TOTAL				96,990.00

Appendix C

Heritage Impact Assessment



OPTIONS APPRAISAL: ASSESSMENT OF HERITAGE IMPACT TRAFALGAR HOUSE, NELSON



**PREPARED BY LANPRO SERVICES
ON BEHALF OF PENDLE BOROUGH COUNCIL**

AUGUST 2022

Lanpro»

Planning + Development | Design Studio | Archaeology + Heritage

Project Reference: 3302/H

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Revision	Reason for Update	Document Updated
V1	Interim HIA – produced for long-list options 1-9	01 March 2022
V2	Feasibility study HIA – preferred options 1-3	15 August 2022

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1. INTRODUCTION

Introduction

- 1.1 Lanpro has been commissioned to produce a Heritage Impact Assessment (hereafter HIA) as part of the options appraisal process for Trafalgar House, Market Street, Nelson BB9 7LJ (the site). Trafalgar House (National Grid Reference SD 85933 37867) is a non-designated heritage asset and is located within the administrative boundary of Pendle Borough Council.
- 1.2 Trafalgar House opened in 1894 as the Nelson Technical School, following the Technical Instruction Act of 1891. Situated next to the town hall, the decorative façade faces onto Market Street, with the building running back towards what was the old fire station on Ellen Street. Original uses included a public library (also enacted through new legislation), science and art classrooms, chemical and physical laboratories and a weaving shed with 16 power looms. The college remained in use until the late 20th century, but the site is currently vacant and has fallen into a very poor state of repair. The brick and stone structure of the building survives intact, but the roof has failed, and water ingress has led to loss of all internal features, excepting two original staircases of some architectural merit.
- 1.3 Trafalgar House was assessed in 2021 (Purcell Architecture) to understand whether it was of listable quality. While it was found to not meet national listing criteria, Trafalgar House is considered to hold special architectural and historic interest of local value. The structure forms part of a group of significance (listed and unlisted) Edwardian buildings of the early 20th century, built as a monument to civic pride and for the betterment of the citizens of Nelson. This group included the town hall, a chapel, Sunday school and peace institute, fire station, free library and the eponymous Lord Nelson public house.
- 1.4 Its high-quality architectural treatment on Market Street illustrates this pride in the town and the importance of educating of Nelson's citizens with construction of the

new library and college. Internally, a number of large open spaces give an indication of this previous use, but the specific function of these spaces has been lost, reducing significance. Very few historic features survive internally, or in any reusable condition due to water ingress. The two original staircases are well preserved but in a declining condition. The front building of the complex best illustrates its special architectural and historic interest, particularly in how it relates to its wider setting of heritage assets.

- 1.5 This report has been produced by Rebecca Burrows (BA (Hons), MSc, IHBC), AssocRTPI, Head of Heritage and Townscape at Lanpro Services Ltd. Copyright will be vested with Lanpro with the client given rights to distribute this report to relevant consultants and stakeholders.

Heritage Approach

- 1.6 This HIA has been produced as part of a feasibility exercise to understand possible options for reuse of the building or, in the event of demolition, the site. A number of options from 'do nothing', through partial restoration and extension, to full demolition, have been considered as part of a heritage-led design process in partnership with David Morley Architects and Lambert Smith Hampton. This report forms the baseline of understanding from which informed decisions for the future of Trafalgar House can be made.
- 1.7 The feasibility assessment was carried out in two stages:
- March 2022 – Nine long-list options were chosen for assessment of impact and presented to Pendle to discuss the implications of each. For more information, see document by David Morley Architects, March 2022, *Trafalgar House Feasibility, Progress Review for Borough of Pendle*
 - August 2022 – Three short-list, preferred options were chosen by the project team and again assessed for potential impact on heritage

significance. For more information, see document by David Morley Architects, 5 August 2022, *Trafalgar House Options: Consultation Summary Prepared for Borough of Pendle*

- 1.8 The purpose of this HIA is to assess the significance of a heritage asset(s) and/or their settings affected by a development, as to make an assessment of the impacts of that development upon the assets affected. It is intended to meet the requirements of para 194 of the National Planning Policy Framework (NPPF, 2021) which *'require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.'* A heritage statement is not an advocacy document, seeking to justify a scheme which has already been designed; it is intended to be *'an objective analysis of significance, an opportunity to describe what matters and why, in terms of heritage significance'* (Historic England 2019).

Aims and Objectives

- 1.9 The aim of this HIA is to assess the potential impact of a number of possible options for development. The aim is achieved through six objectives:
- Identify the presence of any known or potential heritage assets that may be affected by the proposals;
 - Describe the significance of such assets, in accordance with the National Planning Policy Framework (NPPF), taking into account factors which may have compromised an asset survival or significance;
 - Determine the contribution to which setting makes to the significance of any sensitive (i.e. designated) heritage assets;
 - Assess the likely impacts upon the significance of the asset(s) arising from each of the options;

- Provide recommendations for further investigation and/or mitigation where required, aimed at reducing or removing any adverse effects.

2. PLANNING FRAMEWORK

- 2.1 In considering any planning application for development, the local planning authority will be guided by current legislation, the policy framework set by government planning policy, by current Local Plan policy and by other material considerations.
- 2.2 The National Planning Policy Framework (NPPF 2021) states that planning applications should consider the potential impact of the development upon heritage assets which includes both designated heritage assets (for example listed buildings and Conservation Areas) and non-designated heritage assets usually comprising assets recorded on a Local List or the Historic Environment Record.

Current Legislation

- 2.3 The Planning (Listed Buildings and Conservation Areas) Act 1990 provides for the protection of listed buildings and Conservation Areas and is largely expressed in the planning process through policies in regional and local planning guidance, as outlined below. This Act is the primary legislative instrument addressing the treatment of listed buildings and Conservation Areas through the planning process.
- 2.4 Section 66 of the 1990 Act states that ‘...in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall 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’.
- 2.5 Section 72 then adds that ‘...with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area’.
- 2.6 As far as Section 72 is concerned, it has previously been established by the Courts that development which does not detract from the character or appearance of a

Conservation Area is deemed to be in accordance with the legislation. In other words, there is no statutory requirement to actively ‘enhance’.

- 2.7 Buildings on the list are graded to reflect their relative architectural and historic interest, based on the below:
- Grade I buildings are of exceptional interest;
 - Grade II* buildings are particularly important buildings of more than special interest;
 - Grade II buildings are of special interest, warranting every effort to preserve them.

National Planning Policy Framework

- 2.8 Section 16 of the NPPF, entitled ‘*Conserving and enhancing the historic environment*’ provides guidance for planning authorities, property owners, developers and others on the conservation and investigation of heritage assets.
- 2.9 Overall, the objectives of Section 16 of the NPPF can be summarised as seeking the:
- Delivery of sustainable development
 - Understanding the wider social, cultural, economic and environmental benefits brought by the conservation of the historic environment, and
 - Conservation of England's heritage assets in a manner appropriate to their significance.
- 2.10 Section 16 of the NPPF recognises that intelligently managed change may sometimes be necessary if heritage assets are to be maintained for the long term. Paragraph 194 states that planning decisions should be based on the significance of the heritage asset, and that the level of detail supplied by an applicant should be proportionate to the importance of the asset and should be no more than sufficient to review the potential impact of the proposal upon the significance of

that asset. This is supported by paragraph 195 which states that LPAs should take this into account when considering applications.

- 2.11 Paragraphs 199-202 consider the impact of development proposals upon the significance of designated heritage assets. Paragraph 199 states that where a development is proposed that would affect the significance of a designated heritage asset, great weight should be given to the asset's conservation and that the greater an asset's significance, the greater this weight should be. Paragraph 202 emphasises that where a proposed development will lead to less than substantial harm to the significance of a designated heritage asset, this should be weighed against the public benefits of the scheme, bearing in mind the great weight highlighted in Paragraph 199.
- 2.12 Heritage Assets are defined in Annex 2 of the NPPF as: *'a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).'*
- 2.13 A Designated Heritage Asset comprises a *'World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation'*.
- 2.14 Significance is defined as: *'The value of a heritage asset to this and future generations because of its heritage interest. This interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.'*
- 2.15 Proposals relating to non-designated heritage assets should also follow the same process, but at a level of detail proportionate to their significance. Paragraph 203 states that: *'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage*

assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.'

- 2.16 In short, government policy provides a framework which:

- Protects nationally important designated heritage assets;
- Protects the settings of such designations;
- In appropriate circumstances seeks adequate information (from desk-based assessment and field evaluation where necessary) to enable informed decisions; and
- Provides for the excavation and investigation of sites not significant enough to merit *in situ* preservation.

National Planning Practice Guide

- 2.17 The National Planning Practice Guidance (NPPG) is a web-based resource which is to be used in conjunction with the NPPF. It is aimed at planning professionals and prescribes best practice within the planning sector. The relevant section for heritage is entitled 'Conserving and enhancing the historic environment'. The guidance given in this section is effectively a condensed version of the PPS5 Practice Guide and sets out best practice when applying government policy in the NPPF. It provides an interpretation for each of the interests assigned to heritage assets in understanding its significance; archaeological, architectural and artistic, and historic.

Local Policy

- 2.18 The Pendle Local Plan: Core Strategy (2011-2030) was adopted on 17th December 2015.
- 2.19 It sets out the overall vision and planning strategy for development in the borough and contains planning policies to ensure that new development addresses the economic, environmental and social needs of the area. The relevant policies are summarised below.

Policy ENV 1 - Protecting and Enhancing Our Natural and Historic Environments

The historic environment and heritage assets of the borough (including Listed Buildings, Conservation Areas, Scheduled Monuments, non-designated assets and archaeological remains) and their settings, will be conserved and should be enhanced in a manner appropriate to their significance, especially those elements that make a particular contribution to the local character and distinctiveness of Pendle.

Development proposals should:

- *Ensure that the significance of any heritage asset (including its setting) is not harmed or lost without clear and convincing justification.*
- *Demonstrate an understanding of the significance of the historic environment including the landscape and townscape character. Applicants should refer to the Historic Environment Record (HER) and relevant local evidence sources such as Conservation Area Character Appraisals, the Lancashire Extensive Urban Survey and the Lancashire Landscape Character Assessment.*
- *Where appropriate, prepare a heritage statement (including an archaeological assessment) to assess the significance of assets, the impact of the proposals and any necessary mitigation measures.*
- *Follow the design principles set out in Policy ENV2 which provides guidance on the connection between design and conservation. Follow the 'optimum viable use'(87) approach when re-using historic buildings, with a presumption against demolition.*
- *Where harm to, or loss of significance of, a heritage asset is permitted (in line with the criteria in the Framework - paragraph 132-135), the developer will be required to undertake appropriate investigation and recording, and make the results of that work publicly available through the Historic Environment Record.*

Policy SUP 4 Designing Better Public Places**Public buildings**

Proposals should contribute to the quality of place by:

- *Designing buildings which are adaptable and suitable for multi-use, both now and in the future.*
- *Designing sustainable buildings which are encouraged to meet the highest level of the appropriate BREEAM scheme as possible.*
- *Having regard to the relationship between the public building and associated or neighbouring public realm to achieve a quality sense of place and local identity.*
- *Promoting a pattern of land use and location of facilities which encourages walking, cycling, leisure, recreation and play, to provide for an active and healthy lifestyle for all.*
- *Conserving and enhancing the historic environment through: the re-use of historic buildings, where appropriate; the use of design elements in new developments which make a positive contribution to the local character and distinctiveness of the area.*

Public realm

Proposals should contribute to sustaining or improving the quality, appearance and character of the public realm by:

- *Improving connectivity to ensure ease of movement for all users.*
- *Increasing the use of natural surfaces, trees, shrubs and planting.*
- *Using materials which are in keeping with the established character of the area and ensure sensitive repair and maintenance regimes are put in place.*
- *Enhancing heritage assets and their setting.*
- *Seeking to design out the opportunity for crime and anti-social behaviour and encourage natural surveillance.*

3. ASSESSMENT METHODOLOGY

Desk-Based Assessment

- 3.1 This Heritage Impact Assessment (HIA) has been carried out in accordance with the requirements of the National Planning Policy Framework (MHCLG 2019) and to standards specified by the Chartered Institute for Archaeologists (CIfA Dec 2014a, 2014b) and Historic England (HE 2017a, HE 2017b). The British Standard: Guide to the Conservation of Historic Buildings 7913:2013 (BS 2013) has also been used to inform this HIA. Table 1 provides a summary of the key data sources used to inform the production of this HIA.



Figure 1. Surviving historic staircase within Trafalgar House

Table 1: Summary of data sources

Source	Data	Detail
Historic England	Statutory designations and an understanding of their special interest.	<ul style="list-style-type: none"> National Heritage List (NHLE) Pastscape
Local Authority	Local planning document and guidance to steer development and conservation.	<ul style="list-style-type: none"> Local Plan Conservation Area Appraisal – Whitefield (2005) Pendle Local Plan Core Strategy
Ordnance Survey mapping	Indication of the development of settlements/ landscape through time	<ul style="list-style-type: none"> Ordnance Survey maps from the 1st edition (1848) to present day
Online sources	Web-published local history, grey literature, archival catalogues, social media	<ul style="list-style-type: none"> Victoria County History British Newspapers Online The Genealogist Blackwell's mapping
Archives	Historic archival collections	<ul style="list-style-type: none"> None identified
The client	Plans, proposals, design intent and known parameters	<ul style="list-style-type: none"> Draft Feasibility study (David Morley Architects, Jan 2022) Heritage Statement (Purcell, Feb 2021)

Definition and Assessment of Significance

- 3.2

NPPF defines significance as:

‘The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting’.
- 3.3

Historic England’s *Conservation Principles* (English Heritage, 2008) identified four high level values: evidential, historic, aesthetic and communal. A revised consultation draft of *Conservation Principles* published by Historic England in November 2017 adopts the values terminology, or interests, of the NPPF.
- 3.4

These values or interests encompass the criteria that Historic England are obliged to consider when statutorily designating heritage assets. There are no single defining criteria that dictates the overall asset significance; each asset has to be evaluated against the range of criteria listed above on a case-by-case basis. These values are not intended to be restrictive but are identified in order to help establish a method for thinking systematically and consistently about the heritage values that can be ascribed to a place and contribute to a heritage asset’s significance.
- 3.5

Non-designated heritage assets are assessed for their special architectural and historic interest in the same way as designated heritage assets although their significance will be proportionately lower and likely to be only of local interest.

Table 2: Special Interest Definitions

Special Interest	Definition
Architectural and Artistic Interest	Derives from a contemporary appreciation of an asset’s aesthetics. Architectural interest is an interest in design, construction, craftsmanship and decoration of buildings and structures. Artistic interest can include the use, representation or influence of historic places or buildings in artwork. It can also include the skill and emotional impact of works of art that are part of heritage assets or assets in their own right.
Historic Interest	The way in which an asset can illustrate the story of past events, people and aspects of life (illustrative value, or interest). It can be said to hold communal value when associated with the identity of a community.
Archaeological Interest	The potential of an asset to yield evidence of past human activity that could be revealed through future investigation. Archaeological interest includes above-ground structures, as well as earthworks and buried or submerged remains.

Table 3: Relative Significance

Relative Significance	Description
High	Fabric or spaces of the highest significance that are capable of accepting change providing it sustains or enhances significance. Special regard should be given to the desirability of preserving the building, its setting and features of special architectural or historic interest. Harm or loss should be avoided. Any identified harm caused by the proposals will need to be outweighed by substantial public benefits.
Medium	Fabric or spaces that make a collective contribution to significance but are not necessarily outstanding in their own right. Such elements are receptive to a moderate degree of change that sustains or enhances significance, and/or relieves development pressure from elements of higher significance. Special regard should still be given to preserving elements of special architectural or historic interest, but localised harm or loss caused by the proposals may be permissible if appropriately outweighed by public benefits.
Low	Fabric or spaces that make a lesser or limited contribution to significance and are receptive to a far higher degree of change than elements of medium or high significance. Change should sustain or enhance significance and/or relieve development pressure from elements of medium or high significance. Harm or loss should still be avoided if possible but may be permissible if appropriately outweighed by public benefits.
Neutral	Fabric or spaces that make no contribution to significance and may even be detrimental to it. Removal or reversal of such elements is desirable to sustain and/or reveal significance, and/or enhance setting. Such action should seek to relieve development pressure from elements of high, medium or low significance.
Intrusive	Themes, features or spaces which detract from the values of the site and its character and appearance. Efforts should be made to remove these features. The significance plans provide a level of significance for both the physical fabric and the spatial characteristics of internal areas.

3.6 In relation to a recognised heritage asset, the production of this HIA also takes into account the contribution which the historic character and setting makes to the overall significance of the asset. Assessment of significance has been undertaken in accordance with the methodology outlined in Historic England's *Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment* (2015).

Definition and Assessment of Setting

3.7 Setting, as a concept, was clearly defined in PPS5 and was then restated in the NPPF which describe it as: 'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'

3.8 Historic England's *Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets Setting* (2017) offers guidance for initial baseline analysis of the heritage significance in any selected view, followed by assessment of the impact on that significance of particular development proposals. When assessing setting as part of this HIA, the following staged approach will be undertaken:

- Step 1: Identify which heritage assets and their settings are affected;
- Step 2: Assess the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated;
- Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on that significance or on ability to appreciate it;
- Step 4: Explore ways to maximise enhancement and avoid or minimise harm; and
- Step 5: Make and document the decision and monitor outcomes.

- 3.9 The production of this HIA has taken into account the physical and sensory surroundings of the asset, in order to understand the contribution ‘setting’ makes to the heritage significance of the asset(s). This has included topography and intervening development and vegetation. It also considers how the asset is currently experienced and understood through its setting, in particular views to and from the asset and the site, along with key views, and the extent to which setting may have already been compromised.

Approach to Assessing Impact

- 3.10 Current guidance by Historic England is that ‘change’ does not equate to ‘harm’. The NPPF effectively distinguish between two degrees of harm to heritage assets – substantial and less than substantial (paragraphs 201 and 202). Paragraph 201 of the NPPF states that:

‘Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss...’

- 3.11 Paragraph 201 of the NPPF states that:

‘Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposals...’

- 3.12 In relation to non-designated heritage assets, paragraph 203 states that: *‘The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.’*

Methodology

- 3.13 Heritage impact is defined as the potential level of harm or benefit to special architectural or historic interest caused by proposed development. The NPPF stresses that impacts on heritage assets should be avoided and if it cannot be avoided, it should be minimised or mitigated. The NPPF does not prescribe a format or title for analyses of heritage significance and/or impact and the methodology used within this report is based on the guidance set out in *Historic England Advice Note 12 - Statements of Heritage Significance: Analysing Significance* in Heritage Assets (2019).
- 3.14 This HIA has been produced to assess the impact of a number of long-list and preferred options for the future reuse of Trafalgar House. The assessment that follows is therefore a high-level indication of impact only, and any detailed designs produced in the future should be further assessed for impact on heritage significance.
- 3.15 Each of the nine long-list options produced by David Morley Architects in partnership with Pendle Council have been considered here for their impact upon the significance (and contribution of setting) of:
- Trafalgar House (the site)
 - Designated Assets (CA/LBs)
 - Non-designated Heritage Assets
- 3.16 A summary of the impact of the options has been provided that also considers how harm could be, or has been, avoided, as well as any recommended mitigation measures and opportunities for enhancement.

Table 4: Relative Levels of Impact

Relative level	Description
Major	High adverse impact. This does not exclusively equate to 'substantial harm' or total loss of significance, although this will of course represent a major impact.
Moderate	Medium adverse impact. A change that is defined as being at the higher end of a 'less than substantial' harm scale.
Minor	Low adverse impact, A change that is defined as being at the lower end of a 'less than substantial' harm scale.
Negligible	None or very limited impact, this preserves the heritage asset and/or its setting.
Beneficial	Social, economic or environmental public benefits, this constitutes an enhancement to the heritage asset and/or its setting.

*Figure 2. View east along Ellen Street from the Old Library looking towards Trafalgar House (far left)*

4. UNDERSTANDING THE SITE

Site Location and Context

- 4.1 Nelson is a town in the Borough of Pendle in Lancashire, with a population of 29,135 in 2011. It is 4 miles north of Burnley and 2.5 miles southwest of Colne.
- 4.2 Trafalgar House can be found on Market Street, within a recently pedestrianised area just north of the Nelson railway station. Its side elevations front onto Booth Street to the north (no through route) and Ellen Street to the south (open to vehicles). To the rear, Trafalgar House backs onto an area of surface parking and the former Old Library, with Carr Road beyond this. To the south-east is the modern shopping development of Pendle Rise.



Figure 3. Aerial view of Trafalgar House in the centre of Nelson (2017)

Heritage Assets

- 4.3 Trafalgar House is part of a tight grouping of historic civic buildings that together, form an area of particular local interest to Nelson, illustrating its historic development from a turnpiked road junction in the early 19th century, to a vibrant industrial town a century later.

- 4.4 This group has been subject to change over the decades, with other buildings such as the Wesleyan Chapel and Fire Brigade Station in the same block having been demolished, and the Boy Scout War Memorial was only moved to its current location in 1998.
- 4.5 The Lord Nelson Public House has been a constant throughout the 19th and 20th centuries, although it has likely been rebuilt since its inception as a coaching inn. On the other hand, the Union Bank is a relatively latecomer to the group, built in 1913.

Table 5: Heritage assets within the study area:

Heritage Asset	Designation Type	Grade	National Heritage List no.
Former Nelson Old Library	Listing	Grade II	1440566
Former Union Bank of Manchester	Listing	Grade II	1472844
Boy Scout War Memorial	Listing	Grade II	1424664
Nelson Inn	Non-designated heritage asset	n/a	n/a
Nelson Town Hall	Non-designated heritage asset	n/a	n/a
Trafalgar House	Non-designated heritage asset	n/a	n/a
Wesleyan Memorial Institute	Unlisted, forms part of town hall (?)	n/a	n/a
Lost assets:			
Market Hall	Demolished	n/a	n/a
Wesleyan Chapel	Demolished	n/a	n/a
Fire Brigade Station	Demolished	n/a	n/a

- 4.6 Pendle Borough Council is in the process of forming a list of locally significant heritage assets following a commitment in the Local Plan Core Strategy (2006, Policy ENV1). Until this is adopted, a number of historic structures are assumed to be Non-Designated Heritage Assets, although no statutory basis underpins this assumption.



Figure 4. OS map of Nelson (2021) showing current survivals of historic assets within the setting of Trafalgar House

- 4.7 Trafalgar House is not listed, and is considered to be a Non-Designated Heritage Asset along with the Town Hall, Wesleyan Institute and Lord Nelson Public House. This report (and the earlier Heritage Statement by Purcell, 2021) provide evidence of significance to inform any future assessment for local listing.

- 4.8 There are three Grade II listed buildings nearby, namely: the Former Nelson Old Library; the Former Union Bank of Manchester and the Boy Scout War Memorial. Trafalgar House sits within the designated Whitefield Conservation Area.

Whitefield Conservation Area

- 4.9 The Whitefield Conservation Area Appraisal (Pendle 2005) describes the area as:
- The area is mostly rural in character with intermittent farm buildings and some residential and industrial areas to the east. There are fields on higher land which are open with medium and long-distance views, and more intimate valley bottom fields with views constrained by hedges, walls, trees and rising land. There are places which are very industrial and urban with small spaces enclosed and defined by mills and housing. Whitefield has a very high survival of the original buildings from its mid to late 19th century origins. Although it did not have a single patron, the close relationship of the constituent uses, the planned grid form and the short development period make it a model village that ranks with better known examples built by the leading 19th century industrial philanthropists.*



Figure 5. A vibrant street market in the Conservation Area held outside the Lord Nelson public house

Trafalgar House Exterior

- 4.10 Trafalgar house is situated on the pedestrianised Market Street between the Lord Nelson public house and the Town Hall. On Market Street, it is of two storeys above lower ground floor windows to the basement. It is built in a yellow sandstone with an

ashlar finish with granite dressings, cast-iron rainwater goods and replacement UPVC windows. The Welsh slate roof is concealed behind a low parapet (Purcell, 2021).

- 4.11 The main façade on Market Street is ornately finished, in a Baroque/Classical style with decoration including Corinthian columns at ground floor and Ionic columns on the second storey along with a high-level balcony. The façade is symmetrical, other than the entrance which is set to the right of the building surrounding by granite columns with an ornate carved-stone frieze above. The ground floor windows are square headed with the second-storey windows of semi-circular decorative Romanesque arches. The second floor has a small, central balcony with rounded balusters and stone decoration in a Jacobethan strapwork design. Above the balcony window there is a decorative frieze of carved foliage.



Figure 6. Trafalgar House, primary (Market Street) elevation

- 4.12 The building has a dentilated string course at ground and roof level. The other three elevations are of a more restrained and simpler design. The Ellen Street side elevation continues the Market Street façade for c.4m until it changes to a paler sandstone with smaller, rusticated stones in contrast to the fine ashlar of the main façade. The Ellen

Street elevation has a decorative iron railing along part of its length. The building rises to three storeys with a basement. Windows are again UPVC replacements with the basement square openings, the ground-floor elongated arches, Romanesque at second storey and square headed on the third storey.

- 4.13 A side entrance has scrolled columns supporting a plain frieze. At this point the built fabric changes again, with the final part of the Ellen Street façade forming a larger rear block that steps outward from the doorway (Purcell, 2021).



Figure 7. Trafalgar House, south side (Ellen Street) elevation and view of the historic gate opening and stone setts to the rear

- 4.14 The rear elevation is also in rusticated sandstone but is much plainer and more monolithic in form. It contains double windows, which are all square headed, across three storeys with basement. Within the newly tarmacked car park on this elevation are remnants of stone setts and evidence of railings that extended beyond the Technical School.



Figure 8. Trafalgar House, rear (Carr Road) elevation

- 4.15 The Town Hall elevation is plainer again, with little decoration and fewer windows (all square headed). This elevation appears to have been designed as a back of house space, with no decorative features or even attempts at symmetry.
- 4.16 At the return from Market Street, the elevation is finished in painted brick instead of stone, possibly indicating that another building was to be built against it (nothing ever was). The building then extends outwards to form the principal stair block within the building. This front recess was used to advantage later in the 20th century to install a public toilet block. This single storey extension was built in ashlar stone with cement rendered and a replacement roof of composite slates (Purcell, 2021).
- 4.17 The building steps back out again after a long recess between the stair block and the rear block in rusticated stone. At ground floor level this space has been substantially altered and cumulative changes have left detrimental marks on the building in the form of rendered panels, facias and an extensive ramp.
- 4.18 Although no historic photographs or plans of this elevation survive, survey of the extant fabric indicates that there was historically a ground floor canopy above the

recess, which may or may not have been fully enclosed, allowing access into the building, possibly through a number of large openings. It is not known if this was the original form of the building or a later adaption. The stone used to form the ramped access is high-quality and appears to be reclaimed fabric from the site.



Figure 9. Trafalgar House, north side (Booth Street) elevation

Trafalgar House Interior

- 4.19 Access was gained to Trafalgar House on 21 January 2022, which was a cold but clear day. An existing condition survey (Cassidy & Ashton May 2021) gives a good indication of the very poor condition of the interiors but due to substantial loss of roof coverings across the site, the condition is likely to have worsened in the subsequent nine months.
- 4.20 The building extends across three floors and a basement, all of which are accessed from two original staircases, one at the Market Street entrance and one at the rear Ellen Street entrance. Both staircases appear to be structurally sound and retain ornate cast iron balustrading and timber handrail. Open string stairs with stone steps.



Figure 10. The front staircase to Market Street



Figure 11. The rear staircase to Ellen Street

- 4.21 The floor plan is generally mirrored across the basement and first two floors, with a large room spanning the width of the building at the front and rear (to Market Street

and Carr Road respectively), a corridor connecting them on the northern side (Booth Street), and smaller rooms coming off this corridor on the southern side (Ellen Street)

- 4.22 The building steps in on the northern side, creating larger spaces at each end, with original WC blocks in the front and rear projections adjacent to the staircases. A lift shaft has been installed next to the Ellen Street stair and entrance.
- 4.23 The floor plan changes on the top storey, which is taller than the Market Street façade. The pitched slate roof covering of the front Market Street room can be seen from a window on the front staircase, which shows substantial holes in the slates.
- 4.24 The Market Street first floor space is one of the spaces in the worst condition, with a wholesale 20th century scheme that covered historic features, although this has now all been lost due to water ingress.
- 4.25 Evidence of plasterwork, timber skirting and dado rails survive in places, but any other features appear to have been stripped out, or hidden beneath modern finishes.



Figure 12. Large, double height space on the first floor of the Market Street elevation, now in an extremely poor condition, with substantial loss of roof slates. Second image is a view from the second floor of the Ellen Street range looking out across the Market Street roof.

- 4.26 The central space on the second floor was originally a large, single space, but has been later subdivided at the far end with office partitioning. 20th century internal decoration and fixtures and fittings are the same across the building, with suspended ceilings, office carpeting, service trunking, fire doors and lightweight partitions. The condition of these internal features is also consistent across the floors, with failed suspended ceilings causing the most damage and making some spaces impassable.



Figure 13. Central second floor space. Example of the municipal office spaces found within Trafalgar House, and the current condition they are in.

- 4.27 Modern office spaces have sub-divided a number of the larger rooms, making it harder to read original layouts, but there appear to have been no significant losses, and modern internal fit out could be stripped back to the brick shell that represents the original plan form of the building.
- 4.28 Within the basement, a number of the large spaces still survive, top lit by windows at lower ground floor level.



Figure 14. Ground floor space to the rear of Trafalgar House with modern suspended ceiling, servicing and plasterwork



Figure 15. Substantial basement room to the rear of Trafalgar House

Boy Scout War Memorial

- 4.29 War memorial of 1919 by Job Davies, commemorating the Nelson scouts who died in the First World War. The memorial is an unusual one for the people it commemorates and the method of doing so, as it depicts an actual Boy Scout wearing contemporary uniform and standing to attention. It is thought to be the first such memorial to scouts erected in England, and the majority of others were usually scout huts.
- 4.30 The memorial is made from Yorkshire grit stone and was originally unveiled in Victoria Park, but was moved to Market Square in 1998, adjacent to the town war memorial.



Figure 16. Boy Scout War Memorial

Former Nelson Old Library

- 4.31 Former library of 1908 by architects JR Poyser and WB Savidge, and it is one of many other libraries of the early 20th century funded by Andrew Carnegie. Designed in an

exuberant Grand-Manner Baroque, the quality of the carving is high and internal fixtures and fittings survive well.

- 4.32 The free library was a symbol of civic pride and was built on the side of terraced housing to create a group of important civic buildings in the same block as the town hall and the technical school (Trafalgar House).
- 4.33 In 1974, the library closed, and the building was converted to the Council's Surveyor's offices and refurbished again in 2013 as part of the Whitefield Townscape Heritage Initiative.



Figure 17. Former Library, Nelson

Former Union Bank of Manchester

- 4.34 The Former Union Bank of Manchester dates to 1913 and is by Mould J D and S J of Manchester, Bury and London. Designed in a well-crafted, neo-Baroque style it has a number of high-quality features including the eye-catching spherical clock tower and the double-height banking hall internally. High-quality materials and design by well-regarded local architects gives the site group value with other early 20th century civic structures from the Edwardian period in Nelson.

- 4.35 The site was purchased at auction and the bank building was set back from the former street line to create a more impressive central junction for tram and motor car access. following fire damage to the Market Hall in 1932 the bank's clock tower became the principal clock in the town centre. The branch was incorporated into Barclays in 1940, purchased by Abbey National Ltd after 1955 and later Santander, with the branch interior renovated with modern fixtures and fittings. The bank was modernised with new signage in 2017 but now forms part of the larger Suraj Bazaar shopping centre.



Figure 18. Former Union Bank of Manchester

Lord Nelson Public House

- 4.36 The Lord Nelson public house has its origins in a coaching inn on the turnpiked road between Burnley and Skipton, and, anecdotally, as the only major structure in the area, the settlement that grew up around the Lord Nelson was named after it.
- 4.37 Matthew Pollard built a pub in the early nineteenth century on Manchester Road and baptised it in honour of the victor of Trafalgar, Lord Nelson. However, from about

1849 onwards, when Ecroyd's opened up mills in the Lomeshaye area of the town, the tiny village began to grow rapidly. With this growth came the arrival of the Lancashire and Yorkshire Railway and its station terminal adjacent to Manchester Road.

- 4.38 The building has almost certainly been rebuilt since its early 19th century inception, although as an unlisted structure there is very little information available. The 1890s OS map shows a structure with double-height canted bays on the front elevation and it may be that the western bay survived an Edwardian rebuilding in the early 20th century (see photograph below).



Figure 19. Lord Nelson Public House, the smaller, canted bay of which (far left) may be part of the earlier building.

Town Hall

- 4.39 Nelson Town Hall was originally smaller than the current extent, with only the central nine-bay building shown on the 1890 OS map. This is over two storeys with a strong string course and arched windows with simple classical detailing.
- 4.40 The five-bay extension facing Market Street was conjecturally built by Alfred Waterhouse (although a similar claim has been made about Colne Town Hall, with limited evidence) in 1881 in a French style with Gothic features. The extension was built to house police quarters, courthouse and additional municipal accommodation.
- 4.41 Another substantial extension was added in the late 20th century to the Booth Street elevation over two storeys and a third within a mansard roof.
- 4.42 To Cross Street, the town hall has also now extended into the Wesleyan Peace Institute and part of the school that stood on the site of Christ Church to the east.



Figure 20. Nelson Town Hall

Market Hall

- 4.43 Nelson's market hall was built in 1889 as a stone building with glass roof over the covered market area. A clock tower was added in 1904 but the building was destroyed by fire in 1932. A temporary market was erected on the site until the completion of the shopping centre in 1965. In 1974, a library was built on the site.
- 4.44 The civic function of the new public library and the installation of the war memorials at the entrance ensure that this area retains a civic character following loss of the historic market hall.



Figure 21. Former Market Hall (destroyed by fire 1932)

Wesleyan Peace Institute

- 4.45 The Carr Road Wesleyan Peace Memorial Institute is a structure on Cross Street, now forming part of the town hall internally. This four-bay structure across three storeys is gable-fronted with classical detailing. It first appears on the 1929 OS map but is thought to have been built by 1910.



Figure 22. Wesleyan Peace Memorial Institute in the centre, with the Town Hall to the left and remnants of the school to the right

Fire Brigade Station

- 4.46 In 1890, a fire station was constructed in Elland Street to house Nelson's first fire engine, named the Lord Nelson. This new appliance was horse drawn and the pump was steam powered and cost £751. The fire station (sandwiched between the Library and Trafalgar House) was demolished in the early 1970s.



Figure 23. Former Fire Station (demolished 1970s) © Keith Howard

Wesleyan Chapel

- 4.47 The Wesleyan Chapel in Nelson was founded in 1865 and was situated on the corner of Carr Road and Booth Street. The Chapel closed in 2002 and was demolished the same year. The current place of worship, Christ Church was built in its place in 2004.



Figure 24. Former Wesleyan Chapel (demolished 2002), now the site of Christ Church

5. HISTORIC DEVELOPMENT

5.1 This section provides an overview of the site and its historical background relevant to provide an understanding of its historic context and interest. This is based on accessible records. It is not the purpose of this document to create a detailed historical narrative of the area, but to provide an assessment of the application site's historical development and heritage potential in accordance with the NPPF. This section draws on existing historic research set out in the Heritage Statement by Purcell (2021) and the other resources set out in table 1.



Figure 25. OS map surveyed 1844, published 1848

5.2 The new town of Nelson grew up around the Nelson Inn, an early 19th century hostelry built to take advantage of the increased road traffic after the 1800s. The new town was inevitably named Nelson after the public house and expansion took place throughout the 1850s. By 1864, the town was considered large enough to merit its own Local Board.

5.3 The opening of the Leeds-Liverpool Canal in 1816, the turnpiking of local roads in the 1800s, and the provision of the East Lancashire Railway line through Nelson in 1849 all provided new communication links to the town and let to development of the textile industry within the town. The building of churches and municipal buildings shows how fast the town grew, going from 3,500 in 1864 to over 33,000 in 1896.

5.4 The public house itself remains on its historic site although it has been rebuilt in the late-19th to early-20th century.



Figure 26. OS map surveyed 1890, published 1891

- 5.5 After World War II, the cotton industry went into decline as imports from abroad became cheaper and more readily available and during the second half of the 20th century the town suffered from high unemployment and other social problems as a result of local industries closing.



Figure 27. Overlay of the 1891 Town Plan with the 2020s OS mapping.

- 5.6 The 1891 Nelson Town Plan shows the town of Nelson well developed by this date, however, Trafalgar House's location is shown as an empty plot with the fire station to the rear and the neighbouring Town Hall already constructed.
- 5.7 Trafalgar House opened in 1894 as the Nelson Technical School, following the Technical Instruction Act of 1891. Situated next to the town hall, the decorative façade faces onto Market Street, with the building running back towards what was the old fire station on Ellen Street. Original uses included a public library (also enacted

through new legislation), science and art classrooms, chemical and physical laboratories and a weaving shed with 16 power looms.

- 5.8 The building is first shown on the 1909/10 survey of the 1914 OS map and is shown in black as a public building with the 1913 town plan identifying it as a 'technical college', on later maps this became known as 'Nelson and Colne Technical College'.
- 5.9 Between 1891-1913, the housing adjacent to the fire station shown in earlier maps has been removed and replaced with the Free Library. This arrangement and plan form remains largely unaltered until 1961 where a large rear extension is shown on the nearby Town Hall and the demolition of the fire station in the 1970s. A boundary wall / railings on Market Street appeared to have enclosed the plot which has since been lost.
- 5.10 Various historic newspaper articles note the need for education provision within the growing town of Nelson in the late 19th century and describe the need for a replacement of the 'temporary college'. In May 1892 the local newspaper describes the proposal for a new technical college describing it as being for 'science and art teaching...providing workshops, laboratories and other necessary conveniences'⁰² and also the proposal for a free library for the town. Both the library and the technical school were to cost £7500 with the land owned by the Corporation. Later that year on 1st July 1892 the Nelson Chronicle advertises tenders for the construction of both the library and technical college to the designs of architects Holtom and Fox of Dewsbury. Later that month on the 22nd July 1892 the same newspaper discusses who should lay the foundation stone for the technical college with various suggestions put forward and after much deliberation it was decided that the Mayor Alderman Wilkinson would lay the stone in a public ceremony with the date suggested being around August or September.



Figure 28. Nelson Technical School newspaper engraving (Burnley Express - 22 September 1894)

- 5.11 A report in the Burnley Express notes the College opened in September 1894 with the work preparing the library element were also proceeding, they describe how 'the new premises are to form part of a huge handsome pile of municipal buildings', going into detail describing the impressive façade and the interior rooms comprised of various libraries, reading and drawing rooms. Interestingly classes of cotton weaving as well as more conventional courses were proposed with 'the opening attracting a great deal of interest with flags and bunting displayed for the opening with a live band in attendance⁰⁵'. In 1895 a further article by the Burnley Express shows a sketch of the

frontage showing the now lost ornate gates, original windows and the absence of the toilet block. It would appear from the description that the Free Library was the Market Street block of the building with the college the extensions behind. Reports from the Nelson Education Committee in 1904 describe the desire for the college to expand into the Market Street block, used as the Free Library, and a new Free Library to be constructed (the extant listed library to the rear).

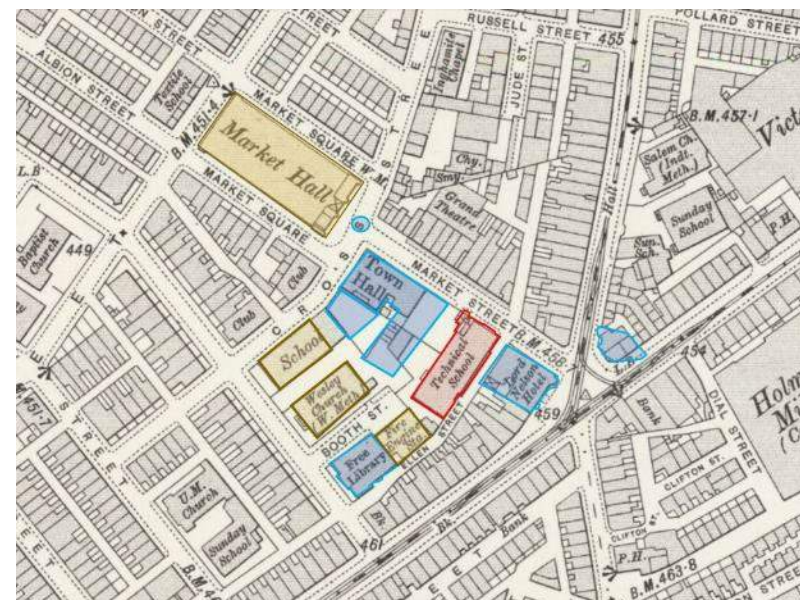


Figure 29. OS map surveyed 1910, published 1912

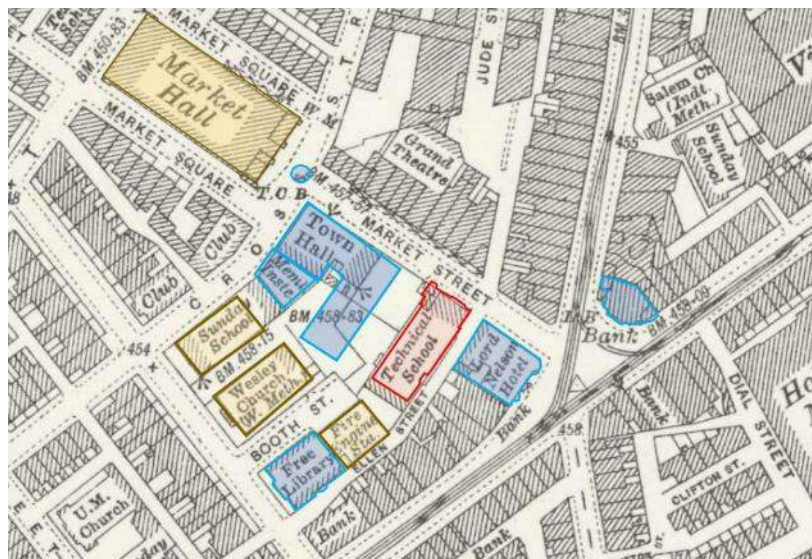


Figure 30. OS map surveyed 1929, published 1931



Figure 31. OS map 1961

- 5.12 Cartographic evidence shows the library and college were constructed by at least 1913 with the list entry for the library suggesting it was opened in 1908 to designs by John Poyser in partnership with William Savidge. The toilet block on Trafalgar House appears to be a relatively early extension shown on maps as early as 1913. Aerial photography of the town in 1925 shows the building's side elevation along with the now lost fire station to the rear. In 1949 plans were put forward for an extension to the college to house 'the baking and confectionary classes', it is not clear if this work was ever undertaken. The fire station appears to have been demolished sometime in the 1970s which now forms the current car park to the rear of the site. In recent years the college has relocated, the building has become vacant and the condition deteriorated. An improvement notice was placed on the owner in 2019 which resulted in the securing of the windows to stop anti-social behaviour but little repairs appear to have taken place.

6. STATEMENT OF SIGNIFICANCE

- 6.1 It is recognised that not all parts of a heritage asset will necessarily be of equal significance. In some cases, certain elements could accommodate change without affecting the significance of the asset. Change is only considered harmful if it erodes an asset's significance. Understanding the significance of any heritage assets affected and any contribution made by their setting (paragraph 194, NPPF 2021) is, therefore, fundamental to understanding the scope for and acceptability of change.
- 6.2 Based on the above evidence and the on-site assessment, the following section contains a proportionate assessment of the significance of the non-designated heritage asset of Trafalgar House and the Whitefield Conservation Area is situated within.

Trafalgar House

Significance: Non-designated heritage asset of some special architectural and historic interest

- 6.3 Trafalgar House was assessed in 2021 to understand whether it was of listable quality. While it was found to not meet national listing criteria (Purcell 2021), Trafalgar House is considered to hold special architectural and historic interest of local value. The structure forms part of a group of significant (listed and unlisted) Edwardian buildings, constructed as a monument to civic pride and for the betterment of the citizens of Nelson. This group included the town hall, a chapel, Sunday school and peace institute, fire station, free library and the eponymous Lord Nelson public house. Historic England describe the block of civic buildings as:

'The municipal locus of the town, surrounded by a number of civic buildings including the town hall, former technical school, new library and a place of worship' (HE 2019).

- 6.4 The high-quality architectural treatment of Trafalgar House on Market Street illustrates the pride in the town of Nelson at the time, and the importance of educating Nelson's citizens.
- 6.5 The site is a prominent building in the centre of Nelson and has an impressive façade on Market Street with high-quality stone ashlar and decorative Jacobethan strapwork with a balcony and grand entrance framed between two granite Corinthian columns. The side and rear elevations are of lesser architectural interest being plainer and less ornate, although features such as the cast-iron railings along Ellen Street add to significance. It is of note that the building employs a similar architectural language to the earlier Town Hall and the Free Library on Carr Road.
- 6.6 The building is in a very poor condition with damaged roofing and rainwater goods, and substantial water ingress. Replacement UPVC windows throughout the building on all floors detract from the architectural interest.
- 6.7 Internally, a number of large open spaces give an indication of the previous college use, but the specific function of these spaces has been lost, reducing significance. Very few historic features survive internally, or in any reusable condition due to water ingress. The two original staircases are best preserved.
- 6.8 Historically, the building is representative of the expansion and growth of Nelson as a 19th century 'new town' with a requirement for wider education provision which was much discussed in local newspapers from 1892 onwards. The architects are known to be Holtom and Fox who add some historical value and have well known works elsewhere but are not of national significance.
- 6.9 Overall, the Trafalgar House has high architectural interest, largely from its Market Street façade and high historical value as an important feature in the development and expansion of the town. Its group value should be noted in any future proposals for its future development or demolition.

Whitefield Conservation Area

Significance: Conservation Area of high significance for its historic character and appearance

- 6.10 The Whitefield Conservation Area is a good example of a 19th century, new town, built for the growing cotton industry in the area. The street pattern of grids of terraced worker's housing still survives largely unaltered and the consistent material of yellow sandstone used across the town all add to significance. Many of the buildings have undergone inappropriate changes such as the loss of historic sash windows or the replacement of historic shopfronts which all harm the character of the area.
- 6.11 The Conservation Area Appraisal notes the importance of the canal forming the northern boundary and the textiles mills that now largely stand vacant as key features of significance. Although not specifically mentioned in the appraisal the administrative heart of the town around the Town Hall is also an area of high significance.

Significance Plans

- 6.12 The following significance plans show the relative significance (architectural and historic special interest) embodied in the historic fabric of Trafalgar House. These significance levels are relative to the site as a non-designated heritage asset and should not be compared like-for-like with a different heritage asset or at a different grade.
- 6.13 The plans express current understanding of the site including age of fabric, gaps in knowledge and associations of the site. They offer a visual illustration of overall significance only and are not definitive. While both architectural interest and historic interest have informed this, the plans do not denote why an individual component, wall or space has been given its relative rating. Readers should refer back to the written narrative for detail on individual components and why they hold significance.

- 6.14 The plans show the relative significance of the built fabric, which could relate to age, architectural interest, archaeological interest, plan form or historic associations while the significance of spaces relate more to their decorative finishes, fixtures and fittings. Not all features have been assessed, for example floors, ceilings, fireplaces and windows, with this assessment offering an overview only.

Table 6: Summary of significance

Heritage Asset	Designation Type	Grade	Relative Significance
Whitefield Conservation Area	Conservation Area	n/a	Medium
Former Nelson Old Library	Listing	Grade II	Medium
Former Union Bank of Manchester	Listing	Grade II	Medium
Boy Scout War Memorial	Listing	Grade II	Medium
Nelson Inn	Non-designated heritage asset	n/a	Low
Nelson Town Hall	Non-designated heritage asset	n/a	Low
Trafalgar House	Non-designated heritage asset	n/a	Low
Wesleyan Memorial Institute	Unlisted, forms part of town hall (?)	n/a	Low



Figure 32. Trafalgar House significance plans. Areas that remain uncoloured have not been assessed due to lack of safe access for a complete inspection. The majority of uncoloured transverse walls on each floor are assumed to be original but this cannot be confirmed.

7. STAGE 1: CONSERVATION PARAMETERS

Recent background

- 7.1 Nelson is at the start of a new renaissance, with substantial funding and energy being expended to secure a long-term, sustainable future for this former cotton town.
- 7.2 Over the last decade and as on-going pieces of work, Pendle Borough Council have produced a masterplan, a town investment plan and area action plan, drawing on national funding provided as part of the Town Deal scheme.
- 7.3 The position of Trafalgar House within this wider strategic growth is recognised, as while it is not formally designated as a heritage asset, its local significance and the potential for it to contribute to social economic and environmental public benefits is acknowledged. Trafalgar House is noted as a high priority in the potential opportunity sites table in the Nelson Masterplan (2021) and has recently been acquired by the Council to take advantage of this opportunity. Short, medium and long-term solutions are being considered.

Conservation Parameters

- 7.4 As a non-designated heritage asset identified by the council, compliance with tests under national planning policy is required to ensure proposed development takes conservation into account and weighs this against the public benefits of any future scheme.
- 7.5 Key parameters to be considered at Trafalgar House include the high architectural interest of the Market Street façade and the strong urban form along Ellen Street. Historic interest is embodied within the internal plan form and surviving historic features, including two ornate staircases.
- 7.6 The rear elevations are less ornate but still high quality, utilising local stone. The greatest opportunity is on the north side, where the structure has been most altered and where the poor-quality WC block and ramped access are located.

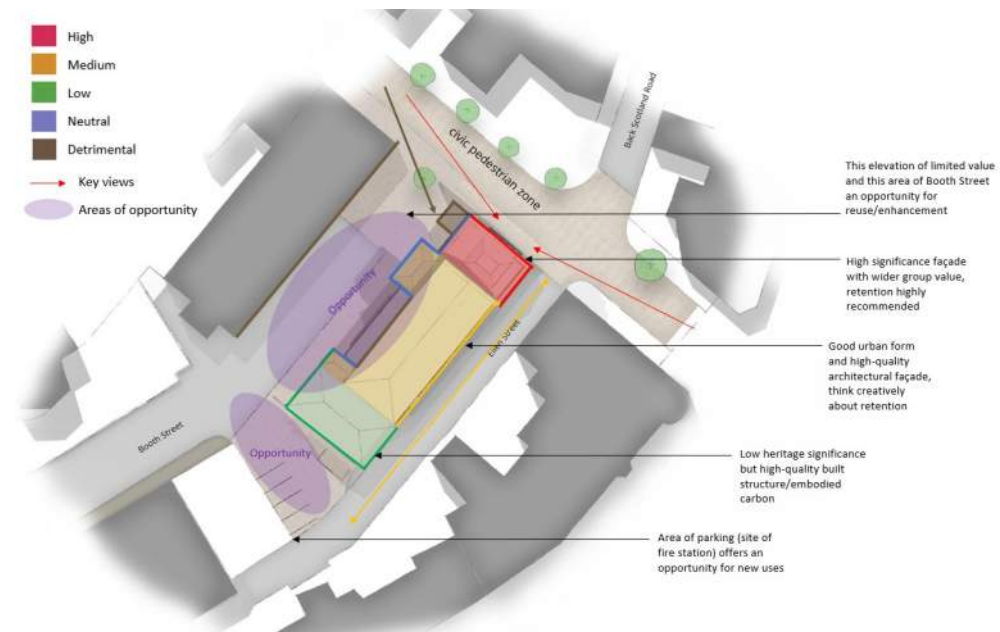
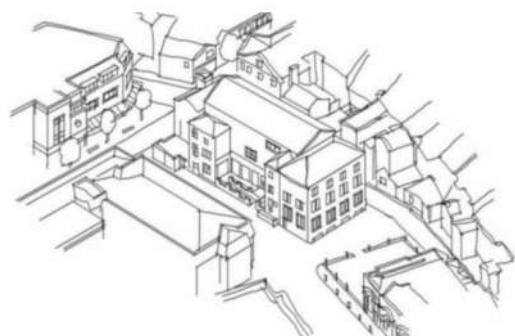


Figure 33. Opportunities and constraints of the Trafalgar House site including overall heritage significance and key views

- 7.7 Open spaces to the rear and along Booth Street are underutilised and represent possible opportunities for development.
- 7.8 The current poor condition of the interiors represents an opportunity as there is little that could now be salvaged, offering an almost 'blank canvas' that could be reappropriated into any number of uses. This also has sustainability benefits through the reuse of embodied carbon, which would be lost through demolition.
- 7.9 If demolition is required, the central core offers the most scope by retaining urban form and footprint of the building. This would also preserve the important Market Street block and self-contained rooms to the rear. Ideally, the Ellen Street façade could be incorporated into a new scheme.

8. STAGE 2: LONG-LIST OPTIONS HERITAGE IMPACT ASSESSMENT (MARCH 2022)

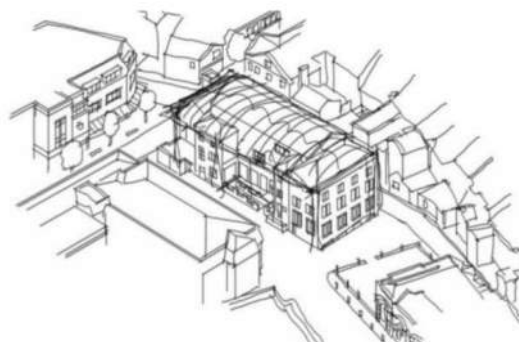
8.1 For more information, see document by David Morley Architects, March 2022, *Trafalgar House Feasibility, Progress Review for Borough of Pendle*



Option 1: Repair

From a *fabric first* perspective, to repair Trafalgar House and carry out no further development would be beneficial to *preserve* the structure and our current understanding of significance, avoiding harm as defined under planning policy. However, this is not practical, as much of the fabric is irreparably damaged by water ingress, for example roof structures, internal fixtures & fittings, and this would largely be a restoration exercise with no substantial evidence, and no defined future use. Change is needed to bring relevance back to Trafalgar House and to ensure future maintenance.

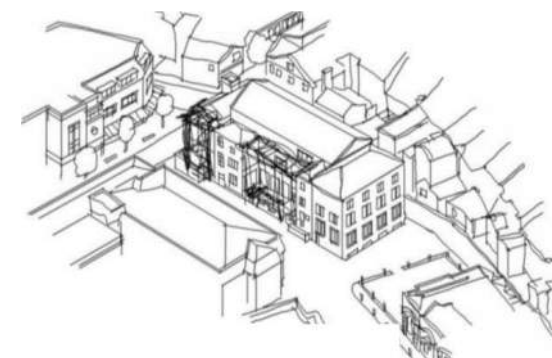
Heritage Asset	Level of Impact
Trafalgar House and setting	Beneficial
Designated Assets (CA/LBs)	Beneficial
Non-designated	Beneficial



Option 2: Cocoon

To cocoon Trafalgar House in a temporary or semi-permanent water-tight structure would arrest decay and provide additional time for a new future use to be identified. However, this merely pushes the problem on, and an unoccupied building still requires maintenance. Due to the extremely poor condition of the structure now, this seems too little, too late and offers no benefit to the people of Nelson. A temporary structure is often liable to become permanent, and this would have a negative impact on surrounding setting, character and appearance.

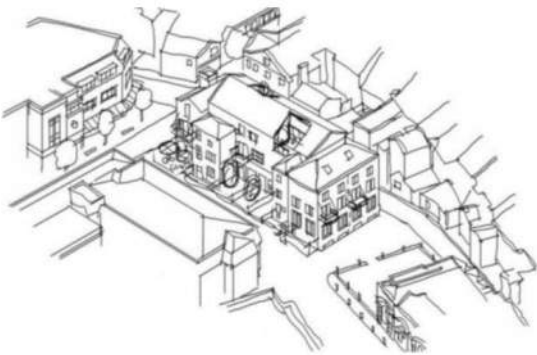
Heritage Asset	Level of Impact
Trafalgar House and setting	Minor harm
Designated Assets (CA/LBs)	Minor harm
Non-designated	Minor harm



Option 3: Refurbish / Extend - Commercial

Once Trafalgar House has been stripped back to its bare components of a solid brick structure and attractive external appearance, it offers a myriad of opportunities to refurbish and reuse for the benefit of local people. This is a highly sustainable option and would also benefit the character and appearance of the conservation area. Extensions on the Booth Street side would provide additional space and further enhance Trafalgar House on this (less significant) elevation. A public use such as commercial/retail brings relevance back to the site and allows internal plan form to be retained.

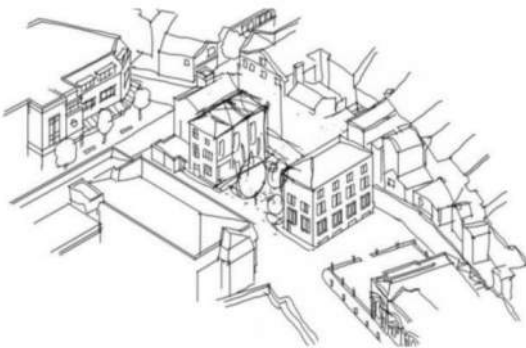
Heritage Asset	Level of Impact
Trafalgar House and setting	Beneficial
Designated Assets (CA/LBs)	Beneficial
Non-designated	Beneficial



Option 4: Refurbish - Town Houses

As with commercial reuse and refurbishment, retention of the existing structure of Trafalgar House is highly sustainable and beneficial to surrounding designated assets. Residential reuse would have a higher degree of harm due to the internal alterations needed (partitions, staircases, services) but still represents one of the optimum uses for the site. Residential use would also introduce a domestic character on the north side, which is at odds with its original function.

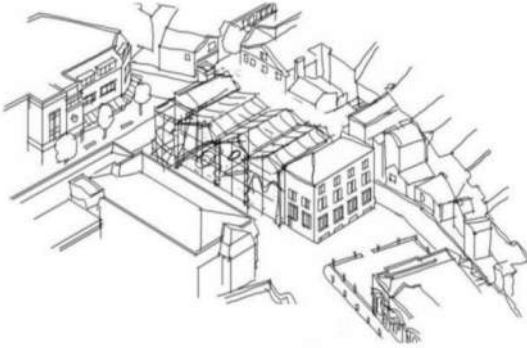
Heritage Asset	Level of Impact
Trafalgar House and setting	Minor harm internal, Beneficial overall
Designated Assets (CA/LBs)	Negligible
Non-designated	Negligible



Option 5: Part Demolish – Town Houses

Partial demolition would result in the loss of heritage significance, historic fabric and plan form the non-designated heritage asset of Trafalgar House. However, by bookending demolition, with retention on Market Street and to the west (Carr Road), the historic urban form is partly retained and those areas with most external architectural interest are preserved. While impact on Trafalgar House is harmful, the impact on surrounding designated assets to negligible. Residential use would reduce relevance of the site as a civic building, but would ensure a long-term future use.

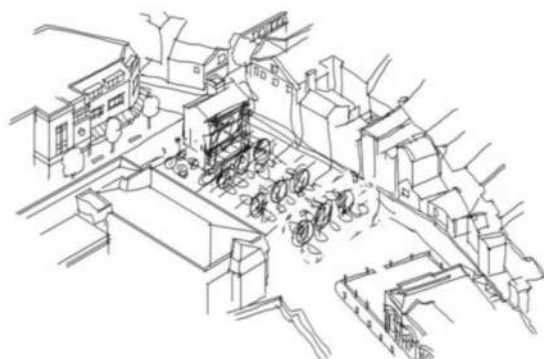
Heritage Asset	Level of Impact
Trafalgar House and setting	Moderate harm
Designated Assets (CA/LBs)	Negligible
Non-designated	Negligible



Option 6: Part Demolish – Flexible Box

As with option 5, partial demolition of the central core of Trafalgar House would constitute harm through loss of fabric, form and understanding, the staircases in particular. However, this option offers an opportunity to provide a design-led intervention of architectural quality that could enhance the conservation area and bring relevance back to Trafalgar House, potentially as a community facility. Urban form and group value would be preserved.

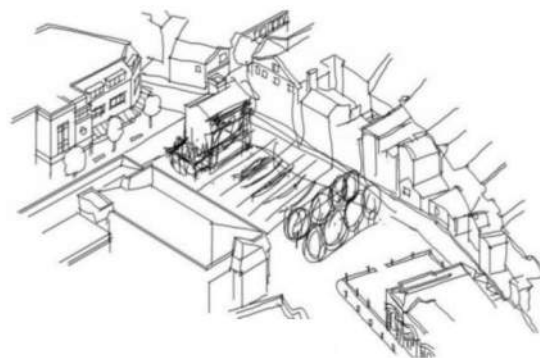
Heritage Asset	Level of Impact
Trafalgar House and setting	Moderate harm
Designated Assets (CA/LBs)	Beneficial
Non-designated	Beneficial



Option 7: Demolish - Car Park

The full demolition of Trafalgar House would constitute total loss of significance and trigger the ‘*substantial harm*’ test set out within planning policy. Retention of the Market Street block would mitigate this to a degree by retaining a fragment of the building and some of its historic urban form within the conservation area, but ultimately, understanding of this site as a civic and community facility will be lost. Creation of surface parking in the town centre is also at odds with sustainable travel and would impact on the group value of surrounding heritage assets.

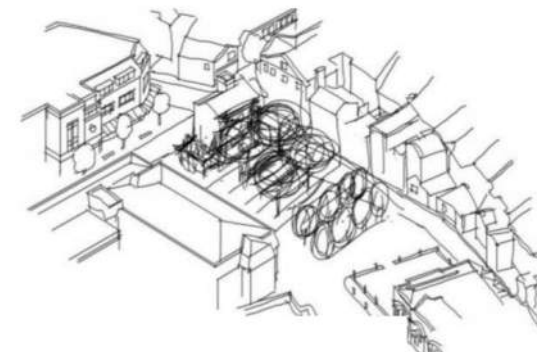
Heritage Asset	Level of Impact
Trafalgar House and setting	Major harm
Designated Assets (CA/LBs)	Moderate harm
Non-designated	Moderate harm



Option 8: Demolish – Flexible Open Space

As with option 7 for demolition, retention of the Market Street block would mitigate total loss and retain a degree of street presence within the conservation area. The reuse of the space as an open (possibly green) space for public use has merit over a car park. However, group value with surrounding civic buildings would be irreparably harmed and the tight urban grain in this area would be lost. Without a clear design intent or maintenance regime, such spaces are liable to end up as ‘brownfield’ in time, further harming the character and appearance of the conservation area.

Heritage Asset	Level of Impact
Trafalgar House and setting	Major harm
Designated Assets (CA/LBs)	Minor harm
Non-designated	Minor harm



Option 9: Demolish – Covered Open Space

As with options 7 and 8, retention of the Market Street block would mitigate total loss but demolition of the remainder still constitutes major harm. While there is lower significance to the rear of the site, this would still require loss of the two historic staircases and internal plan form/fabric. A semi-covered open space would provide a beneficial public use, but to the detriment of a solid, historic structure that could also be re-purposed. If demolition is chosen, it could be considered as a short-term solution prior to construction of a new building on the historic footprint of Trafalgar House

Heritage Asset	Level of Impact
Trafalgar House and setting	Major harm
Designated Assets (CA/LBs)	Minor harm
Non-designated	Minor harm

Summary Impact of the Options

- 8.2 Options 1 to 9 of this feasibility study explore a range of solutions to the current situation at Trafalgar House.
- 8.3 Section 8 of this assessment considered the impact of change on the significance of each heritage asset. However, the 'overall impact level' in table 7 offers a final assessment, having also taken into consideration potential public benefits of each option.
- 8.4 The table below identified options 3, 4, 5 and 6 as being most appropriate for the site when balancing heritage and social, economic and environmental benefits. Overall, the preferred option would be option 3, as this would result in the least harm to heritage significance whilst offering the most public benefits through commercial reuse. A number of the other options could be considered as temporary solutions to enable a more permanent future for the site.
- 8.5 A repair, refurbishment and reuse scheme that could provide community benefits would be preferable, and the embodied carbon within the building envelope of Trafalgar House should not be dismissed. Stripped back to its bare essentials, the building offers opportunities for creative reuse within its large internal spaces whilst also preserving its external architectural interest.

- 8.6 Degrees of demolition would result in loss, not only of historic fabric, but of urban form and civic group value. The rear ranges of Trafalgar House are of lesser significance to the Market Street block but their demolition would still result in some loss of understanding of historic use.
- 8.7 Therefore, proposals that seek to retain a degree of urban form, through retention of the rear block and new development within the central core would be preferable to those that create an open space at ground level. This is considered to be a risky option, even as a temporary solution, as the area along Booth Street is already underutilised. Even as an event space, a garden or car parking, this is liable to become a 'brownfield' space in the future if it cannot be maintained. A gap in the streetscape here would be harmful to the designated conservation area.
- 8.8 In terms of use, those that allow for the large, open spaces within Trafalgar House to be retained are preferable, meaning commercial use would be less harmful than residential. Those uses that offer a degree of public access or community facilities are also more aligned to the historic use of Trafalgar House, although there is recognition that residential use may turn out to be the most economically viable

Table 7: Long-List Summary of Impact

Option	Harm to Trafalgar House	Public benefits	Overall impact
Option 1: Repair	Beneficial	Repair would bring Trafalgar House back into a good condition, improving the building and its setting. However, without a defined future use this would be unviable and of limited benefit to the community.	Negligible
Option 2: Cocoon	Minor harm	As with option 1, this is a temporary solution only and apart from the time it buys to identify a beneficial future use, has no public benefits associated with it. Harm to setting.	Minor harm
Option 3: Refurbish / Extend - Commercial	Beneficial	Repair and refurbishment of Trafalgar House brings relevance back to the building for local people. A commercial use would also provide public access in line with historic use. High-quality new extensions would enhance setting.	Beneficial
Option 4: Refurbish - Town Houses	Minor / Beneficial	Repair and refurbishment of Trafalgar House brings relevance back to the building for local people. Residential use, while not historically appropriate, would provide homes for local people in the town centre.	Beneficial
Option 5: Part Demolish – Town Houses	Moderate harm	As with option 4, the public benefits may outweigh harm in this instance, by providing homes for local people in the town centre. Partial retention of Trafalgar House ensures streetscape and group value is somewhat preserved.	Beneficial
Option 6: Part Demolish – Flexible Box	Moderate harm	As with option 5, demolition of the centre core of Trafalgar House may be outweighed by the public benefits of a high-quality architectural intervention as a flexible, community or commercial space. Bringing back Trafalgar House into a civic or public use is beneficial.	Beneficial
Option 7: Demolish - Car Park	Major harm	Loss of Trafalgar House from the streetscape and harm to its civic group value. Surface car parking cannot be seen as anything more than a very minor public benefit when sustainable travel should be encouraged. Creation of an open space of hard surfacing is detrimental to setting.	Major harm
Option 8: Demolish – Flexible Open Space	Major harm	Partial loss of Trafalgar House from the streetscape and harm to its civic group value. Some public benefit to a new open space in this location but loss of historic street form and potential for this to become 'brownfield' in the future without maintenance.	Moderate harm
Option 9: Demolish – Covered Open Space	Major harm	Partial loss of Trafalgar House from the streetscape and harm to its civic group value. Some public benefit to a new covered space for community activity in this location.	Minor harm

9. STAGE 3: PREFERRED OPTIONS HERITAGE IMPACT ASSESSMENT (AUGUST 2022)

9.1 For more information, see document by David Morley Architects, 5 August 2022, *Trafalgar House Options: Consultation Summary Prepared for Borough of Pendle*

Option 1: Refurbish - Town Houses

Proposals

Short-list option 1 sees the retention of the existing building across the full site. The Market Street block is converted to café/commercial use with residential above and the rear blocks are sub-divided vertically into seven additional town houses. The basement would become amenity space and the two unsightly areas on the north-west side would be infilled with new extensions.

Change of use

The change of use to a commercial/café use on the ground floor has heritage benefits as it would provide public access into this important piece of Nelson’s heritage, which was historically a community asset. While residential use does not offer this benefit in the same way, it is recognised that viability is also a factor in decision-making.

A change of use to the building in its entirety would allow it to be retained, along with the embodied carbon within it. There is an opportunity to refurbish Trafalgar House using a zero-carbon retrofit approach, which could become a case study for best practice.

Refurbishment and internal sub-divisions

The majority of the building would be refurbished to residential use, which will necessitate new horizontal divisions across the building, new wall partitions, bathrooms and kitchen fittings. New staircases will have an adverse impact on historic plan form. Historic load-bearing walls will be retained and the two historic staircases will be restored. Due to the current condition of the interiors and loss of features, this level of intervention will have a negligible impact on significance and will be highly beneficial in finding a sustainable reuse for the structure.

New extensions

Contemporary additions such as high-level gardens and off-street parking will be accommodated within two new extensions that replace unsightly, detrimental structures to the north-east. This is beneficial and offers an opportunity to incorporate high-quality new design into the scheme.

Overall, residential use remains one of the optimum uses for the site as it allows much of the historic plan form, structure and features to be retained whilst accommodating a viable new use. Small extensions to this will support contemporary living (gardens and parking) and there will be a positive impact on the setting of surrounding heritage assets, as well as the retention of the non-designated heritage asset.



Heritage Asset	Level of Impact
Trafalgar House and setting	Beneficial
Designated Assets (CA/LBs)	Beneficial
Non-designated	Beneficial

Option 2: New Build - Town Houses

Proposals

Option 2 sees the Market Street block retained but the rear blocks demolished and replaced with new town houses on a similar scale and footprint, retaining the urban grain of the site. The housing will include car parking and private gardens for each dwelling. The retained front block will be converted into one dwelling with café/commercial uses below.

Change of use and refurbishment

The repair and restoration of the Market Street block is beneficial as this high-quality architectural structure is in a very poor condition and deteriorating. As a non-designated heritage asset, this block contributes to the setting of the conservation area and its surrounding designated heritage assets. Its reuse for retail/residential is not an original use but would cause limited harm and allow for some degree of public access. Provision of a sustainable future use that retains some of the embodied carbon is positive.

Demolition

This option requires the demolition of the rear blocks, which are in a poor condition, and replacement with structures that could potentially be zero-carbon (or carbon negative?) to offset the loss of the existing fabric. The rear blocks of Trafalgar House hold low special heritage interest and their loss will result in minor harm through loss of heritage significance, historic fabric and plan form of Trafalgar House. This harm should be balanced against the public benefits of the scheme. Retention of the Market Street block ensures those areas with most external architectural interest are preserved.

New-Build Town Houses

The new-build town houses may be the most viable option for the site if the rear blocks are shown to be too costly to repair and refurbish. A full comparison of the lost embodied carbon in the existing buildings verses the potentially carbon negative/neutral new buildings should be undertaken.

While the design of these new dwellings is beyond the scope of this feasibility stage, a high-quality scheme that mirrors its context and takes design cues from Trafalgar House would be appropriate and would help preserve the setting of the conservation area. Domestic features

such as gardens should ideally not be visible from primary streets to reduce the domestic character they would introduce to the area.

Overall, the degree of demolition proposed in this option would result in a level of minor harm to heritage significance of a non-designated heritage asset. However, retention of the Market Street block would reduce this impact on wider designated assets and help preserve the area of the greatest significance. Residential and retail use has potential to be compatible with the original use of the site and retention of the urban form is positive.



Heritage Asset	Level of Impact
Trafalgar House and setting	Minor Harm
Designated Assets (CA/LBs)	Negligible
Non-designated	Negligible

Option 3a-b: EV Charging Station

Proposals

In option 3, the Market Street block is retained but the rear blocks are demolished and replaced with an Electric Vehicle charging station. Options a and b are for a surface level station, or a double-level station utilising the basement. As with the other options, the Market Street block would be used for commercial/café on the ground floor with residential above.

Change of use and refurbishment

The repair and restoration of the Market Street block is beneficial as this high-quality architectural structure is in a very poor condition and deteriorating. As a non-designated heritage asset, this block contributes to the setting of the conservation area and surrounding designated heritage assets. Its reuse for retail/residential is not an original use but would cause limited harm and allow for some degree of public access. Provision of a sustainable future use that retains some of the embodied carbon is positive.

Demolition

This option requires the demolition of the rear blocks, which are in a poor condition. Their loss would be somewhat offset by the provision of facilities for electric vehicles to recharge, which will contribute towards carbon reduction targets.

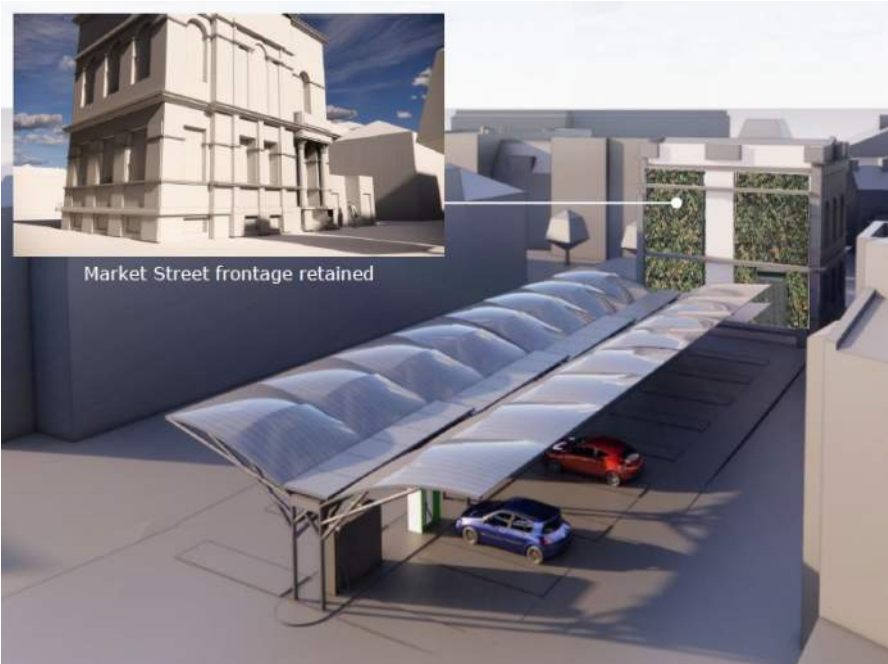
The rear blocks of Trafalgar House hold low special heritage interest and their loss will result in minor harm through loss of heritage significance, historic fabric and plan form of Trafalgar House. This harm should be balanced against the public benefits of the scheme.

Retention of the Market Street block ensures those areas with most external architectural interest are preserved. However, in this option, the lack of a replacement structure would have an adverse impact on setting and adjacent heritage assets as historic plan form would be impacted, creating a gap site in an historic group of structures.

EV charging station

Electric vehicle charging offers some sustainability benefits but a greater degree of harm to heritage significance due to the loss of built form and historic fabric to the rear of the plot. This also reduces understanding of the group of civic buildings in the area. Reuse of the basement would have additional environmental benefits and would double the number of charging points for users if this can be achieved without detriment to the Market Street block. The charging

station is potentially an ephemeral use (becoming redundant as technology changes?), which could be easily dismantled if no longer required, running the risk of a vacant plot that would be detrimental to the conservation area. However, the use of this community facility in conjunction with the café to the front could bring a civic use back into the site, which is positive.



Heritage Asset	Level of Impact
Trafalgar House and setting	Minor Harm
Designated Assets (CA/LBs)	Minor harm
Non-designated	Minor harm

Summary Impact of the Options

- 9.2 Trafalgar House building holds a degree of architectural and historic interest as a non-designated heritage asset and is an important part of a local civic group around Market Street. However, since the college vacated the site there has been no defined future use for the site and its condition deteriorated to the point where a decision about its future is now critical.
- 9.3 This heritage assessment has focused on the impact that physical interventions to achieve a sustainable new use may have on the heritage significance of Trafalgar House, the Whitefield Conservation Area and its setting of designated and non-designated heritage assets within the town of Nelson. It recognises that there are many other considerations involved in the feasibility assessment but provides a foundation of evidence from which to make informed decisions about what might be the '*optimum viable use*' for the site, defined as, the option identified as being financially viable that would cause the least harm to heritage significance.
- 9.4 Options for total demolition of the site have been rejected at long-list stage due to the high level of harm to heritage significance this would involve. However, options for partial demolition have been brought forward as ways of sustaining some of its heritage value but also providing a viable new use. This may offer an acceptable compromise, subject to detailed design development.
- 9.5 A scheme that provides a degree of community benefit or public access, improved energy efficiency or carbon offset and one that can partially preserve heritage significance is considered to be an acceptable option. This represents an informed but pragmatic approach to a site that is deteriorating rapidly and requires public funding to protect it for future generations.
- 9.6 This short-list assessment has found that Option 1 for refurbishment to residential use is the least harmful option, followed by Option 2 (partial demolition and residential) and finally Option 3 (EV charging), as this would result in harm to setting and loss of urban plan form. p

Table 8: Short-List Summary of Impact

Option	Harm to Trafalgar House	Public benefits	Overall impact
Option 1: Refurbish - Town Houses	Beneficial	Repair and refurbishment of Trafalgar House brings relevance back to the building for local people. A partial commercial/café use would also provide public access in line with historic use. High-quality new extensions would enhance setting and urban grain would be preserved. Embodied carbon would be preserved.	Beneficial
Option 2: New Build - Town Houses	Negligible	Partial repair and refurbishment of the Market Street block allows the non-designated heritage asset to be understood and preserves the setting of the conservation area, although embodied carbon is lost. Some commercial use allows public access and residential use provides homes for local people in the town centre. An opportunity to provide high-quality new design within a zero-carbon agenda.	Beneficial
Option 3a-b: EV Charging Station	Minor Harm	Partial repair and refurbishment of the Market Street block allows the non-designated heritage asset to be understood and preserves the setting of the conservation area, although embodied carbon is lost. Some commercial use allows public access and EV charging provides an amenity service to local people and visitors, supporting the Council's carbon agenda.	Beneficial

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Appendix 1: List Descriptions

Boy Scout War Memorial

Listing: Grade II

NHLE: 1424664

Summary - War memorial commemorating Nelson scouts who died in the First World War. 1919 by Job Davies. Yorkshire grit stone.

Reasons for Designation - The Boy Scout War Memorial, Nelson, of 1919 by Job Davies is listed at Grade II for the following principal reasons: * Historic interest: as an eloquent witness to the tragic impacts of world events on this community, and the sacrifices it made in the conflicts of the C20; * Design: an unusual and particularly effective memorial depicting an actual Boy Scout wearing contemporary uniform and standing to attention; * Rarity: though many scout groups commemorated the First World War, often with the construction of scout huts, this is a rare example of a war memorial dedicated specifically to local Scouts and was erected in 1919 at which time it was said to be the first such memorial erected in England.

History - On October 24th 1919 the Nelson Leader reported the unveiling ceremony in Victoria Park of a war memorial commemorating scouts from the town who had lost their lives fighting in the First World War. It was stated that the grit stone memorial depicting a Boy Scout 'was the first to be erected to the fallen scouts in England'. It was intended to mark the sacrifice and heroism of these former scouts of Nelson and act as inspiration to the rising generation and was accordingly situated overlooking the playing fields in the park. Scoutmaster Robinson said that as far as he could trace '105 Nelson scouts had made the supreme sacrifice and 156 of his own boys had joined the colours'. The sculptor was Job Davies and the memorial cost £150. He used local boy John Abraham Moore as a model. Moore belonged to the St John's Scouts who met on Leeds Road and was reported to have been everyone's idea of what a scout should be. In 1998 the statue was relocated next to Nelson's war memorial in Memorial Square, Market Square, adjacent to the town war memorial, in the centre of town. At this time it was restored as the broad-brimmed hat in particular had suffered from the effects of weather and vandalism.

Details - War memorial commemorating Nelson scouts who died in the First World War. 1919 by Job Davies. Yorkshire grit stone.

PLAN: statue standing on square pedestal set on a square plinth.

DESCRIPTION: the memorial is formed of buff-coloured Yorkshire grit stone. A carved figure of a Boy Scout wearing historic uniform stands on a tall, square pedestal set on a plinth. The scout stands to attention holding a tall staff in his right hand, with his left arm held at a right-angle across his body. He wears a broad-brimmed hat, long-sleeved shirt with neckerchief and lanyard, shorts, knee socks with garters, and boots. On the back of his belt he carries a small hatchet. He stands on a partially squared base inscribed BE PREPARED, with a rocky background. This is set on a tall, square pedestal with relief-carved triangular pediments to the top of each face inset with decorative, foliate panels. At the base of the pedestal is deep cyma reversa moulding with relief-carved acanthus leaves to the corners. On the front face is a laurel wreath flanked by a scrolled ribbon dated 1914 / 1919. The front face of the pedestal is inscribed TO THE / Glorious Memory / OF THE / Nelson Scouts / WHO FELL IN THE / GREAT WAR. On the left-side face is inscribed SACRIFICE and on the right-side face is inscribed FOR US. The pedestal stands on a wide, square plinth.

This list entry was subject to a Minor Amendment on 05/08/2015

Former Nelson Old Library

Listing: Grade II

NHLE: 1440566

Summary - Former Nelson Old Library by architects JR Poyser and WB Savidge, funded by Andrew Carnegie, opened in 1908.

Reasons for Designation - The former Nelson Old Library, of 1908 by J R Poyser and W B Savidge, is listed at Grade II for the following principal reasons: * Architectural interest: for the strong composition in an exuberant expression of Grand-Manner Baroque, with high quality carved stone detailing; * Interior interest: for interior finishes of notably high quality, and a layout that conforms to accepted ideals of Edwardian library planning; * Plan: although no longer in use as a library the essence of the original segregated closed-access layout

remains legible; * Historic interest: as a good example of a free public library building funded by the Carnegie United Kingdom Trust, and representative of Edwardian civic pride.

History - Nelson first voted to have its own free library in 1883. However, it was not until August 1904 that a meeting of the General Purposes Committee of Nelson Council in voted to accept £7,000 from the Carnegie United Kingdom Trust for the purposes of building a free library on a site at Booth Street. It formed a key part of a group of civic buildings, together with the Town Hall and former Technical School. The layout comprised a lending department and newspaper room to left and right respectively, and a reference library to rear. The basement contained a juvenile lending library and separate reading room, and the first floor had a ladies' room which doubled as a committee room, along with various stores and staff facilities. The design was procured through competition, which received 207 entries, from which John Poyser in partnership with William Savidge, both of Nottingham, were selected as winners. The architects are recorded (in G. A. T. Middleton's *Modern Buildings* (Vol. IV): their planning, construction and equipment, 1905) as remarking on the difficulties presented by the site, which was limited, and bounded by streets on three sides, with a public building on the fourth. Nelson Library was opened in 1908 by Arthur Henderson MP. A stone mason was killed during construction, and the library was closed in 1918-19 during the influenza epidemic. The library was designed as a closed access library in which books were selected through review of a catalogue and then retrieved by staff for the reader. It switched to an open access system in 1925 which permitted borrowers to browse the books for selection, involving some alterations to the layout. The library closed in 1974 and the building converted for use for Council Surveyors' Department offices. The library was repaired and refurbished in 2012-13 as a major project of the Heritage Lottery funded Whitefield Townscape Heritage Initiative. Partitions inserted at this time have been removed as part of the recent refurbishment, and uPVC frames have been replaced with steel, as original, informed by historic photographIA. The basement and first floor rooms have been refurbished to create new office spaces and staff rest rooms.

The former library is situated in the town centre, in the municipal locus of the town, surrounded by a number of civic buildings including the town hall, former technical school, new library and a place of worship.

Details - Yorkshire stone public library, built 1908 to designs by JR Poyser and WB Savidge. Edwardian Baroque style.

MATERIALS: all elevations are clad in ashlar Yorkshire stone, except the NE elevation, which is painted and rendered. The roofs are slated, with roof lights.

PLAN: the plan is rectangular, with the symmetrical principal elevation facing NW along Booth Street and the secondary elevation aligned SW along Carr Road.

EXTERIOR: the library occupies a single, double-height volume, raised over a semi-basement. The principal NW elevation is symmetrical and three bays wide. The roof is concealed from street level by a parapet which sits atop a modillioned crown cornice, rising to form a broken-bed segmental pediment over each of the three openings. The end bays break slightly forward, each lit by a double-height round-arched opening with a multi-light metal-framed window having exaggerated stepped keystone, and flanked by rusticated piers. Each has a dropped lugged surround with a deep panelled apron, partially covered by a superimposed panel which rises from infilled segmental-arched basement windows below. The principal entrance (of diminished proportions by comparison to the windows) is similarly treated, the piers carrying a broken triangular pediment into which is set a tall keystone rising from a moulded archivolt. The door is original double-leaf oak with bolelection moulded lower panels, aediculed glazed oval top panels, and a fanlight, accessed by a flight of stone steps. Set to either side is an oval window, treated as the main windows, although the basement windows retain their glazing and are round-arched, with an iron grille set into the pavement. Rich carved embellishment spans the central bay over the entrance, having the Nelson Coat of Arms to centre, with the words 'PUBLIC' and 'LIBRARY' to either side. There are several cast-iron downpipes having box hoppers detailed with the letter 'N'.

The SW elevation is also symmetrical, although with a projecting aediculed central bay with a broken triangular pediment. It embraces a Diocletian window set over a group of three keystone ten-light windows separated by half-engaged Ionic columns and spanned by a dripstone. There are Venetian windows to either side, also detailed with columns and keystones. The basement well is open, and is bounded by original composite iron railings on a stone plinth wall.

The SE elevation is relatively plainly detailed, although the S bay echoes the detailing of its counterpart at NW. Otherwise, walls are plain ashlar, and windows are irregularly spaced and varied casements. The NE elevation is generally without openings, having formerly abutted the Nelson Fire Station, and having a gabled proportion to E end, with multi-light windows on three levels, lighting a stairwell.

INTERIOR: the interior of the building has been extensively refurbished, and is no longer in use as a library. However, it retains several original architectural features. Access is via an oak-panelled vestibule with stairs rising to a set of four-panel oak doors with a glazed top section. The doors are set into a partially-glazed and leaded oak screen and retain their original handles and finger plate (which includes an embossed Nelson crest). The ceiling is barrel-

vaulted with decorative plaster moulded ribs. The original function and layout of the main library rooms is partially altered, with the removal of original partitions. The central hall is carpeted, with the exception of a central mosaic, and is lit by a central glass dome set into a coffered plaster ceiling, divided into eight panels by pulvinated beams ornamented with foliage, fruit and ribbons. An open partition of three arched openings is located to SE, detailed with scrolled plaster keystones and continuous plaster archivolt. Beyond this a rectangular room with original polished parquet flooring, lit by the bay window of the SE elevation, beneath which is an original timber shelf. To the NE end of this room is a set of five-panel double-leaf oak doors, set into an oak screen, detailed as the main entrance.

To the SW of the hall, a second rectangular room runs the length of the building, lit by a glazed roof light. It also retains its original parquet floor as well as pilasters and mouldings around the Venetian windows. The ceiling is barrel-vaulted and subdivided into three by ceiling beams supported on exaggerated scrolled corbels, projecting from pilasters on either side of the room. To NE of the hall is an L-shaped room accessed via an archway to the NE of the vestibule. It has similar detailing to other areas, with original floor and plaster detailing. To SW of the vestibule is a dog-leg cantilevered staircase with original cast iron balustrade, octagonal newel post and polished oak handrail.

A small office space is located to the eastern corner of the room, likely to have served as the librarian's office, with a central chimney breast in its NE wall. Adjacent to this is a newly inserted fire door providing access to a rear staircase of poured concrete, which retains its original vertical, wrought iron hand rails with later banister. The service space is fitted with replica cast iron fireplaces. The moulded skirting boards, picture rails and cornices all appear to be original. Both the upper floor and basement levels have been extensively refurbished with carpeted floors, inserted partition walls and suspended ceilings. The general window arrangement survives in these rooms, with the exception of the insertion of additional dormer windows in the attic space.

Former Union Bank of Manchester

Listing: Grade II

NHLE: 1472844

Summary - Former Union Bank of Manchester, of 1913, by Mould J D and S J of Manchester, Bury and London.

Reasons for Designation - The former Union Bank of Manchester of 1913, by Mould J D and S J of Manchester, Bury and London, is listed at Grade II for the following principal reasons:

Architectural interest:

* a good example of a well-crafted neo-Baroque style bank of distinctive architectural character that retains a double-height, ornate banking hall; * the composition of the spherical clock tower endows the building with an eye-catching street presence, which is very prominent in the townscape; * as a building constructed of high-quality materials, with sculptural embellishment around key entrances; * an accomplished bank designed by well-regarded local architects, with contributions by a number of known craftspeople including John Ashton Floyd of Manchester.

Group value:

* the town centre contains few listed buildings but it benefits from a strong group value with the contemporary former Grade II-listed old library.

History - The Union Bank of Manchester was founded in 1836. During the early 1900s a number of new banks were built for the company in towns in the north-west. The branch in Nelson was built in 1913 on a prominent corner site in the town centre purchased at auction for £10,000 and built to replace bank premises at 21 Manchester Road. The bank was intentionally built set back from the former street line to create a more impressive central junction for tram and motor car access. It was designed by the architects' practice of Mould J D and S J of Manchester, Bury and London. James Diggle Mould commenced independent practice in Manchester in 1883 and later took his brother, Samuel Joseph Mould, into partnership. He subsequently also took Austin Porritt into a short-lived partnership, lasting from 1900 until 1906 when it was dissolved. They were responsible for the design of a number of banks, including the Grade II-listed Barclays Bank in Bury (National Heritage List for England (NHLE) 1067213) and Barclays Bank in Rochdale (NHLE 1405181). Newspaper articles from 1913 provide a detailed list of the contractors and suppliers involved with the bank's construction, as well as describing the internal layout. The bank was accessed from the portico through two doors: customers entered through the south door, which led to a vestibule and then to the banking hall, and the north door gave private access to the manager's room, and then to the banking hall; both vestibule and manager's office had bay windows. The external stone carving was by Manchester based John Ashton Floyd, who studied at the Municipal School of Art, Manchester, and worked for a time in the studio of the eminent Manchester sculptor John Cassidy. He worked on several war memorials in the Manchester area, including the Manchester Post Office peace memorial, and was responsible

for the sculptural decoration at Lutyens' Manchester Midland Bank (NHLE 1219241). Internally, the octagonal banking chamber was solely lit by a glass dome made by W G Smith & Co (Bury St Edmunds), which was set in the centre of a richly decorated plasterwork ceiling created by G P Bankart (London). At the far wall from the entrance was the door to the Chubb and Son strong room, with a repository chamber behind, and on the right hand side of the banking hall was a recess with a staircase giving access to a basement, which contained a lavatory, clerks' tearoom, a voucher store and the heating chamber. A separate clerks' entrance was built on Scotland Road, which had a small ground floor vestibule and a main public staircase. It gave access to five first-floor public rooms and lavatories, accessed along a well-lit corridor, with a circular staircase leading to the clock works chamber and viewing balcony of the tower. The 70 foot high clock tower was built with four clock faces, and a clock mechanism, made by Joyce of Whitchurch and topped with a weathervane finial; following fire damage to the Market Hall in 1932 the bank's clock tower became the principal clock in the town centre. A 1925 aerial photo shows that the bank had a small three-bay building (later demolished) on top of the roof, thought to have been used for visitors tower tours. The Union Bank of Manchester was affiliated with Barclays Bank in 1919 and was fully incorporated into Barclays in 1940. In 1955 the clock tower structure was renovated by Thomas Dent and Sons Ltd. The branch was subsequently purchased by Abbey National Ltd and later Santander, with the branch interior renovated with modern fixtures and fittings and the ground-floor stone mullion bay windows removed to insert modern three-quarter length steel frame windows of structural curved glass. The bank has been recently (2017) modernised with new signage, digital workstations for online banking, new counter services and private interview rooms. The vestibule and first-floor rooms accessed by the secondary entrance are now separate premises.

Details - Former Union Bank of Manchester bank, 1913, by Mould J D and S J of Manchester, Bury and London. Edwardian Baroque

MATERIALS: Catlow sandstone, slate roof, leaded dome, leaded stained glass.

PLAN: the building, on a corner site, forms an irregular polygon on plan.

EXTERIOR: not inspected, information from other sources. The building occupies a prominent corner site at the junction of Scotland Road and Leeds Road with elevations to both. It is constructed of banded rusticated masonry, with a plain ashlar plinth, a first-floor plat band with a projecting moulded string courses, stone mullion windows of varying numbers of lights and a moulded roof cornice. Window frames are mostly original horned sliding sashes with multi-panes above a single pane. The building has a variable pitched slate roof, with two small gable end dormers either side of a pedimented gable end, and three tall ashlar chimney

stacks with decorative clay pots rising above the parapet. There are cast-iron rainwater goods.

The elevation facing the junction of Scotland Road and Leeds Road comprises a three-bay canted entrance block with a central, pedimented bay with a ground-floor portico whose opening is flanked by two ornate ionic columns, and has an inset two-leaf ironwork gate. Set above is a large shield applique, with volutes, a ship and a pair of shaking hands, with decorative cartouches either side. The first floor has a five-light bow oriel window with double-hung four-over-one sash windows, above a frieze carved with the bank name, now concealed by a modern bank sign. It is topped by a decorative curved stone Tudor balustrade which breaks into a half-storey open and bracketed pedimented gable. The latter with moulded cornice and raking cornices contains a wide lunette window with elongated voussoirs and keystone. The entrance bay is flanked to either side by a single bay, each with a ground-floor bow window with C21 three-quarter length steel frame windows of structural curved glass. Both the plinth of these bays and the bow windows have air vents within chamfered stone openings. The first floors each have a three-light stone mullion window with a central eight-over-one sash and either side by four-over-one sashes. Rising above is an ashlar and square cut baluster parapet. The narrow (north-west) return has a flat-lintel entrance with a C20 door (the former clerks' entrance). Above it is a leaded stained glass roundel set in a decorative stone surround, with the carved words UNION BANK BUILDING below a volute scroll and two reliefs of cotton plants (reflecting the town's historical connection with cotton weaving). The first floor has a narrow four-over-one sash window, with an ashlar capped parapet above.

The Leeds Road elevation comprises a pair of bays, the ground floors of both containing an Edwardian shop front with a central entrance (now blocked) with two rectangular overlights of nine panes. Either side are two large, single pane, shop windows set on half stall ashlar risers, with sunburst glazing bar transom windows above. A cash machine has been inserted in the right shop window. The first floor of the right end bay has a flat-roofed oriel bay window with identical fenestration to the single bay elevations. Set back and above is a parapet wall with an ashlar end chimney stack. A prominent square and coursed ashlar clock tower of two stages rises from the first floor, with rusticated corner pilasters. The first stage has a six-over-one sash window and a utilitarian access ladder. The second stage has a tall arched window, with a moulded archivolt and an elongated keystone, set on a string course to each face, with leaded diamond glazed lights. Either side of the windows are giant curved masonry brackets which support a square balcony, designed with four projecting square cut baluster balconettes. A rotunda with eight monumental ionic columns supporting a moulded

entablature rises from the balcony and is topped by a lead sheeted spherical clock tower dome. The dome has four clock faces, and a clock mechanism facing each cardinal direction; the original weathervane finial has been lost.

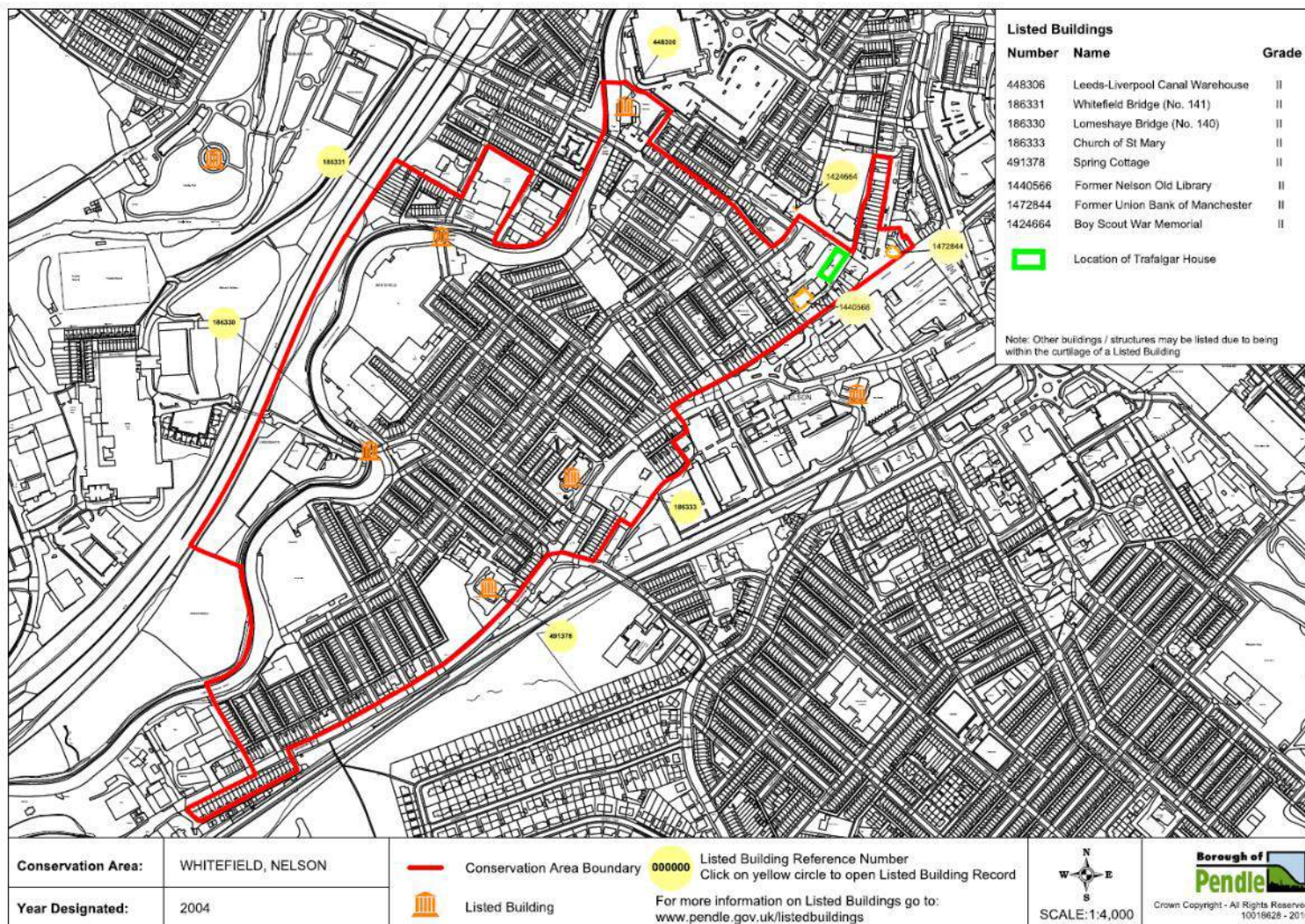
INTERIOR: not inspected, information from other sources. The portico has blocked north and south early-C20 entrances (the former manager's and customer entrance), and a C21 flat-arched two-leaf door inserted in the east wall opening into the banking hall. The C21 east entrance opens into an early-C20 double-height octagonal banking hall (around 10m in diameter), with eight pairs of composite columns equally spaced around the room. A fasciated entablature rests above the columns, with a moulded architrave decorated with acanthus and oval leaves, a plain frieze and a cornice decorated with egg and dart moulding and large dentils. The circular ceiling has a circle and eight running quadrant panels of ornate fruit and

foliate pre-cast fibrous plasterwork set around a central octagonal coved dome. The coved dome has plaster ribbing, decorated with a moulded and dentil architrave, with a central glass dome understood to survive above later boarding. The small former manager's room and vestibule situated either side of the main west entrance have modern banking interiors. The Chubb strong room and repository chamber are retained to the east end of the banking hall and it is understood that the recessed basement staircase remains in situ, along with the original basement floor plan beneath. The secondary entrance (former clerks' entrance) on Scotland Road gives access to a small vestibule and a main staircase leading to first floor rooms. It is unclear whether original first-floor features remain. The Edwardian shop front facing Leeds Road has been largely refitted, with the rear shop wall removed and an access door cut into the south end of the banking hall.

Appendix 2: Floor plans / significance



Appendix 3: Designations



Appendix 4: Historic Maps



Figure 34. OS map surveyed 1844, published 1848

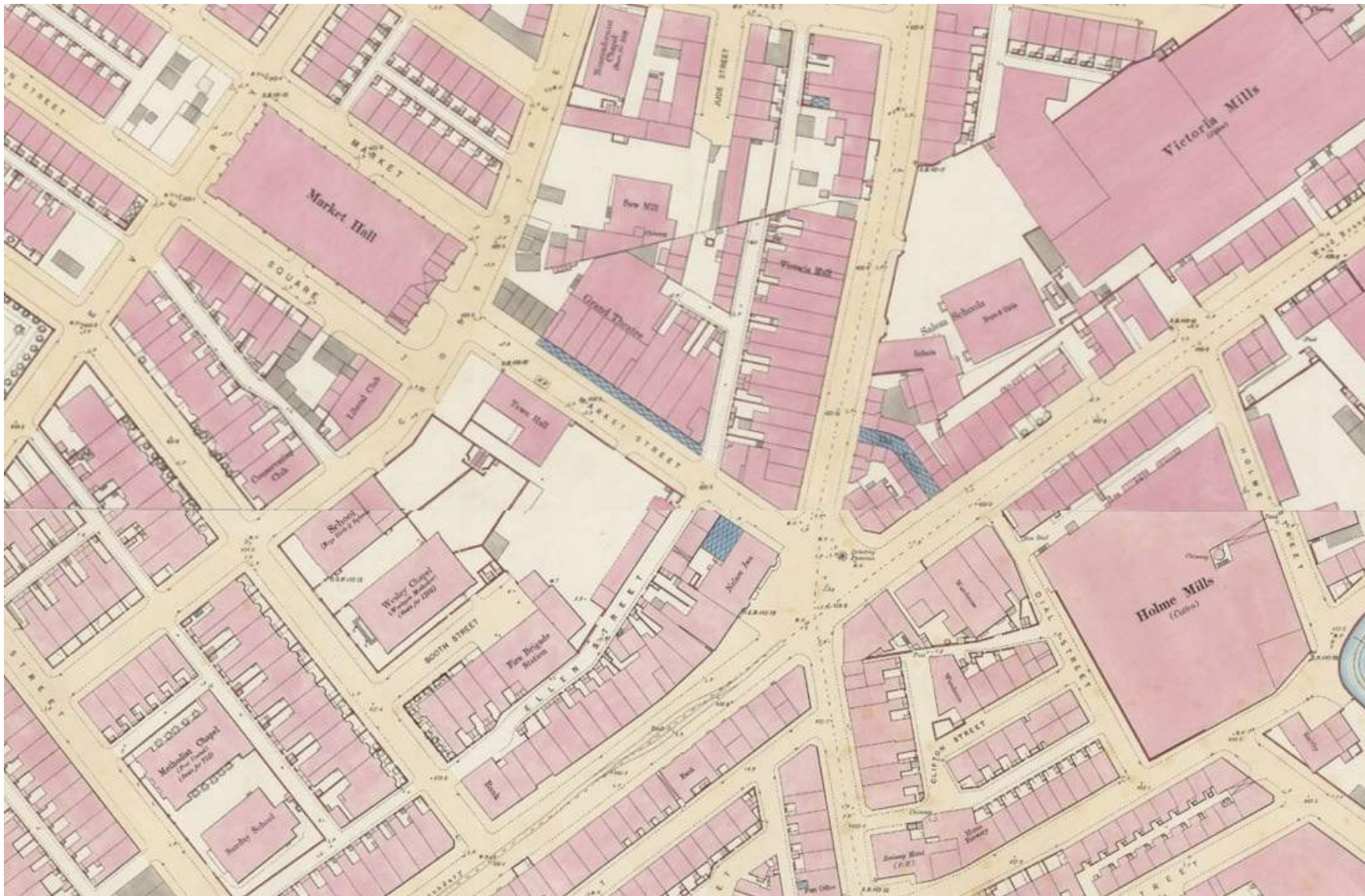


Figure 35. OS map surveyed 1890, published 1891

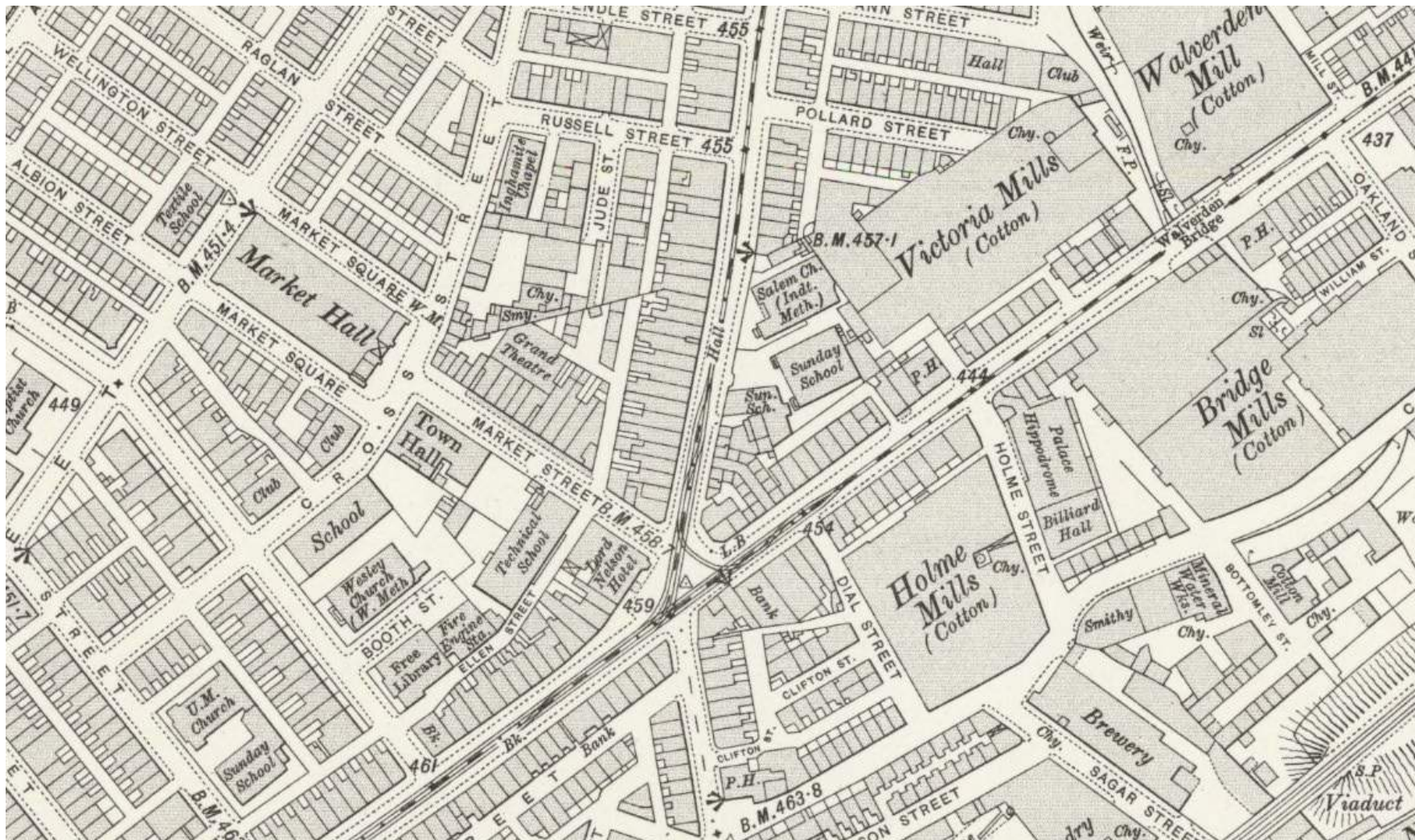


Figure 36. OS map surveyed 1910, published 1912



Figure 37. OS map surveyed 1929, published 1931

Appendix D

Consultation Feedback Analysis



Analysis of consultation feedback for Trafalgar House

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26 September 2022

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Introduction

The need for the regeneration of Nelson town centre has been the strategic objective set out over a number of years.

As part of this process Trafalgar House has been the recent focus and part of the application for the Towns Funding support through UK Government. The property has had a number of uses in its history, but at the moment has remained long vacant for over ten years and is in a state of significant disrepair.

A process of considering options for the future use of the site a public consultation process was undertaken to help and inform the decision making and how this site could be developed which could contribute towards the redevelopment of Nelson Town Centre.

David Morley Architects (DMA) set out a consultation summary and focused on a number of options to be considered as part of the consultation which are highlighted in their draft document dated 5th August 2022.

Methodology

The process for the consultation was undertaken using two methods. The first method was to advertise the consultation on the Pendle Council website. The website hosted the draft options plans and were set out in a PDF document. This was advertised between 18th August and 2nd September 2022. The other consultation was to host an open day event (26th August 2022) where members of the general public could attend and share their views on face to face basis directly with the PBC officers in the Yates room – Nelson Town Hall (Figure 1 & Figure 2).

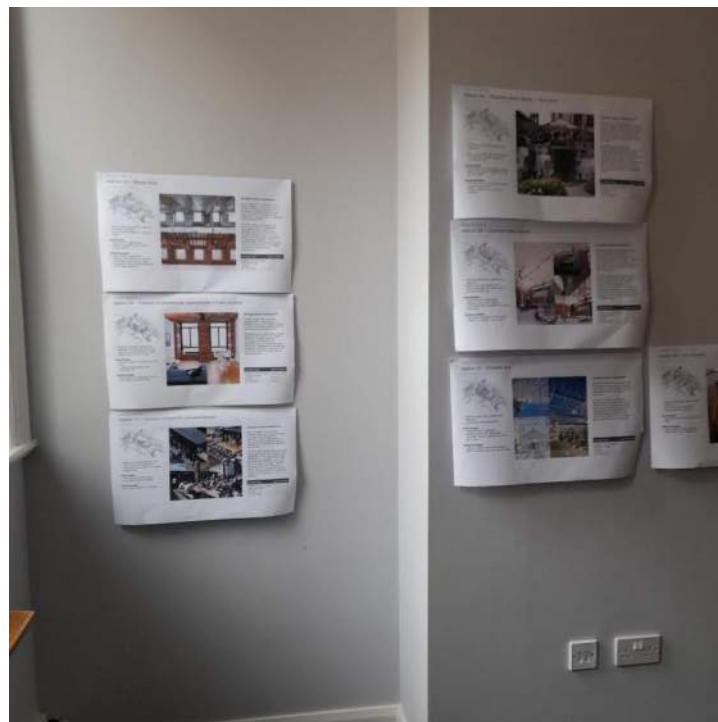


Figure 1 - Public consultation display



Figure 2 - Public consultation display

Results

The results submitted on the website were based total of 34 respondents who made comments and suggestion on the designated web pages and four respondents who attended the open day session at Nelson Town Hall.

The main for areas of comment on the website centred around the retention in part or whole of the existing Trafalgar House building of the respondents as seen in Figure 3, 27/34 (79%) wanted to retain in part the frontage of the building which faces on to Market Street. The reason given on the whole to support this was the need to retain Nelson's heritage and streetscape.

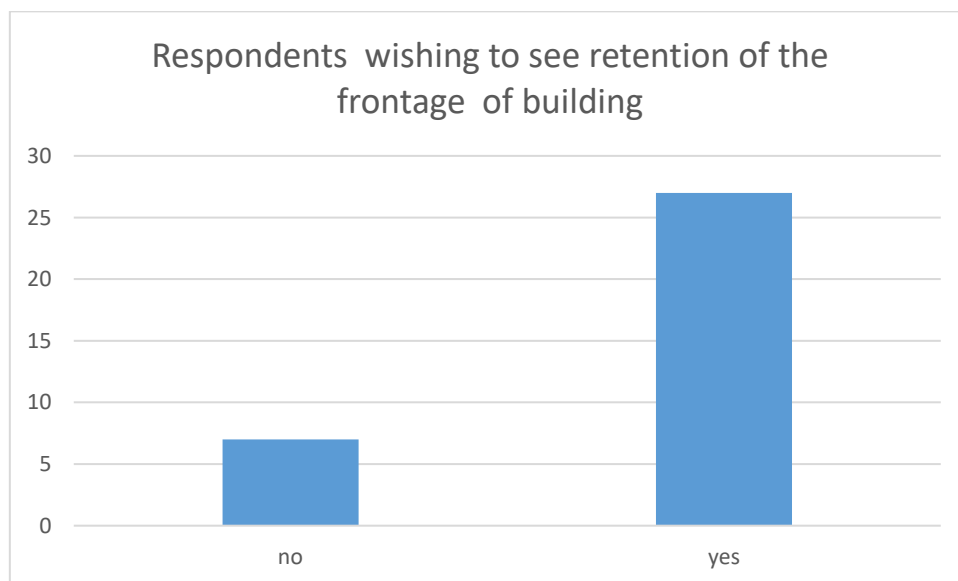


Figure 3 - Retention of frontage

In relation to the shortlisted options for housing, Figure 4 below highlights that 19/34 (55.8%) respondents were against the idea of housing in the town centre. There were a number of reasons offered for the rejection, but mainly due to the proposed sites location and elements of the antisocial behaviour of Nelson and the proximity to the Lord Nelson and the perceived general demise of the town centre as not a place to live.

However, supporters of the housing option were motivated for developing affordable housing units on the site and also have people living in the town centre to aid the local town centre economy.

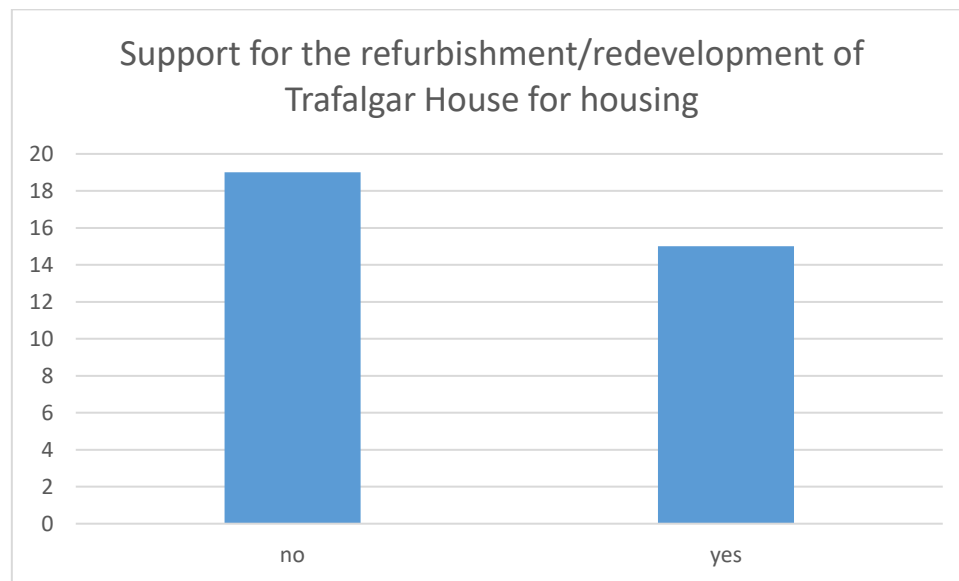


Figure 4 - Housing response

As outlined in Figure 5 - although not a short listed option, the number of respondents not in favour of the open space at the rear of the existing building was represented by 28/34 (82.3%) - main reasons given was that any open space in the at are will attract antisocial behaviour in the evenings when not being used due in part to its secluded location and the activity during out of trading hours.

However, the supporters of having open space for community use offered suggestions of a market hall or mini shopping mall. Or use the area a as a youth zone

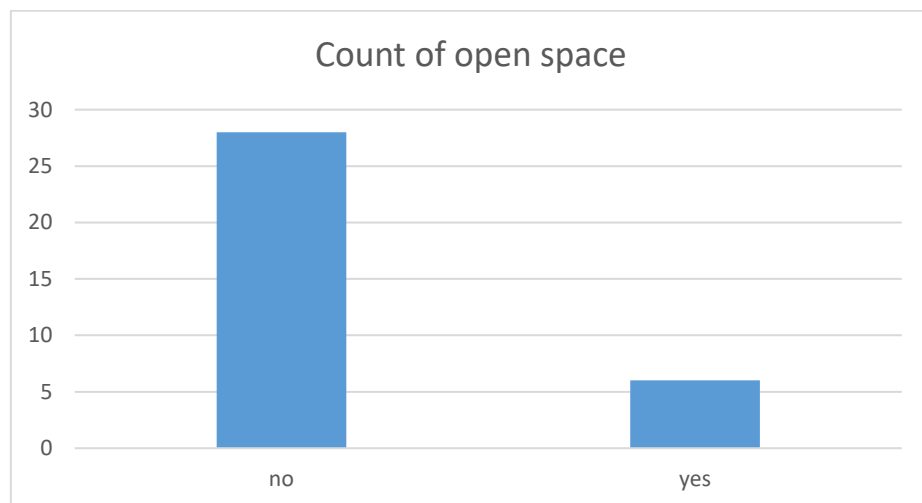


Figure 5 - Open space option

The car parking option as detailed in Figure 6 suggested that the respondents on the whole were not in favour of a car park and associated electric vehicle charging hub. The response of 27/34 (79.4%) not in favour of a car park, suggesting that there are already too many car parks in Nelson.

Some respondents didn't acknowledge that there was a need for car chargers in Nelson as the cost of electric vehicles (EV) themselves are too high and there was not sufficient demand.

However, supporters of the car park option and in particular EV charging - respondents thought it was a good idea and that the future need for car chargers will need to be met and this option would keep people visiting the town centre stay longer. Another option was to have a rotary carpark which would stack cars vertically, thereby taking up less foot print and bring novelty and a modern option to town centre car parking.

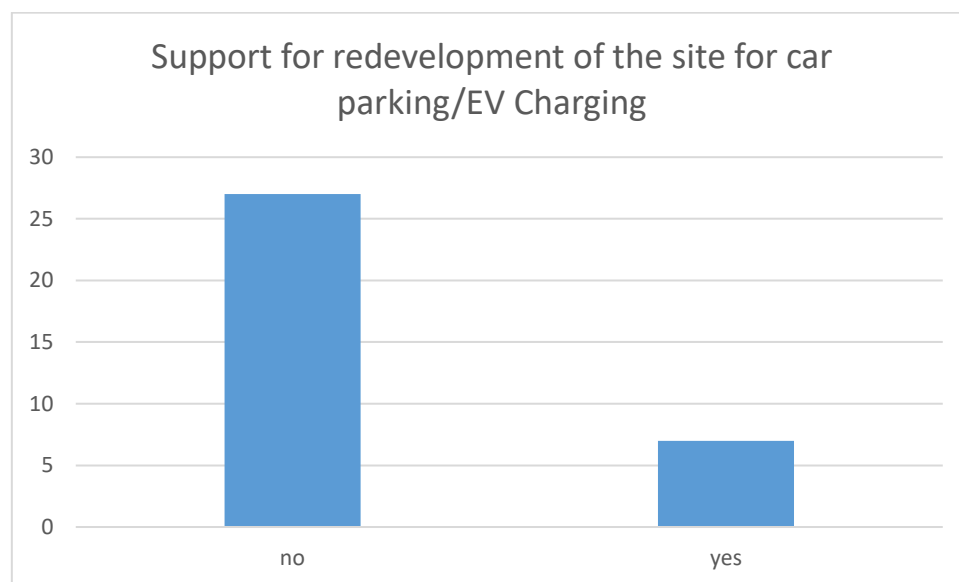


Figure 6 - Car parking / EV Charging

Analysis

The results suggest that retention of the main front part of the building to be retained and brought into use as there is little to suggest on the whole that the respondents would like it to see the whole building demolished and retaining the front aspect of the building looking onto Market street which will continue to maintain the existing heritage streetscape.

However, options for the rear of the building invites a mixed response on the potential and its future development. The options for open space / commercial is limited. Respondents highlighted that there is exiting commercial space in buildings surround Nelson Town Centre which remains empty or underutilised.

Conclusion

The finding of the consultation suggest that there is support for the retention of the building which faces onto Market Street due to its aesthetic value, historical context and the need for the retention of heritage building the town centre.

The value for retaining the whole of the existing building is limited with the responses on the whole wanting to consider a mixture of options. Although not conclusive, the results suggest that there are general options to develop the rear of the building which fall between open car park and affordable housing.

The option for commercial development is limited as there is a surplus of existing commercial offer which is not being used to warrant another commercial offer. The option for the open area for community use on balance is not supported due to the location of the building and also the potential to attract antisocial behaviour.

Limitations of the study

The consultation responses were limited on just focusing on the Trafalgar House in isolation and not seeing the development potential in the context of the wider development of Nelson Town Centre and the impact or contribution of how this building will have on the town centre as whole.