



# TRAFALGAR HOUSE, NELSON

FEASIBILITY STUDY / OPTION APPRAISAL

*Invitation to Tender*

## **1. Introduction**

Pendle Borough Council wish to commission a feasibility study to consider options for the future of Trafalgar House; a prominent historic building located in Nelson town centre. This long-term vacant building has recently been acquired by the Council to halt its deterioration and address its negative impact on the town centre.

Nelson has recently secured a £25m Town Deal to deliver a number of projects which seek to support the economic growth of the town over the next 10 years. One of the projects within our plan seeks investment to support the re-use/redevelopment of vacant and empty buildings/sites within and on the periphery of the town centre.

A number of high level options have previously been considered for Trafalgar House and these highlighted large funding gaps. However, a further and more detailed piece of work, informed by a recently completed condition survey of the building, is now required to inform decisions regarding its future.

## **2. Context**

### **Trafalgar House**

Trafalgar House is an historic building located in Nelson town centre in the borough of Pendle, Lancashire. The building is not listed but it sits within the Whitefield Conservation Area, which covers a large part of the town centre (see plans in Appendix A).

The building is in a prominent position on Market Street, the civic heart of the town and an attractive pedestrianised area which acts as a main thoroughfare to the commercial areas.

Originally built as the Technical School and Free Library for the town in the early 1900's, the 3 storey building (plus basement) was most recently used as offices until it was vacated over 10 years ago. The office market in Nelson has declined significantly in the last fifteen years and even modern office accommodation constructed recently in the town centre has been difficult to let, resulting in long term voids and low rents caused by little demand.

Since becoming vacant, the condition of the building has deteriorated significantly due to a lack of maintenance, break-ins, theft of materials and external and internal vandalism. The building has also attracted a significant amount of anti-social behaviour and is a source of blight to the adjacent town centre properties and neighbouring businesses. An improvement notice was placed on the owner in 2019 which resulted in the securing of the windows to stop anti-social behaviour but few repairs have taken place.

A condition survey of the exterior of the building has been carried out and this will be made available to the selected consultants. Recent internal inspection of the building has shown this to be in a very poor state of repair. It is currently unsafe for further entry/inspection due to a risk of disease and physical risks from pests (remedial action is being explored). The safety of the building structure for internal access is yet to be determined.

### **Nelson Masterplan & Town Investment Plan**

The opportunity for the Council to acquire Trafalgar House arose because Nelson is one of 101 towns nationally that was invited to develop proposals for a Town Deal. The building, and the former public toilets that adjoin it, were acquired in March 2021 utilising Town Deal 'Accelerated Funding'.

Nelson is the largest town in the borough of Pendle<sup>1</sup>, Lancashire. It is a town which faces many challenges linked to high levels of deprivation, low skills, low incomes, a struggling town centre and poor strategic connectivity. The town is also significantly exposed to, and has been impacted by, the effects of the pandemic due to the existing high levels of deprivation, a large BAME community and the predominance of manufacturing employment linked to the civil aerospace sector.

A Town Investment Plan was submitted to Government by the Nelson Town Deal Board in February 2021. The plan seeks to address these challenges and build on the town's strengths and opportunities. This includes developing Nelson's role as a vibrant service centre for the borough and beyond. Key to achieving this will be creating a more vibrant and sustainable town centre.

One of the projects within our Plan seeks investment to support the re-use/redevelopment of vacant and empty buildings sites. A number of potential sites and buildings have been identified both within the town centre and on its periphery. Low land and property values present major viability challenges within Nelson, and public funding will be required to unlock the potential of these sites.

Alongside the Town Investment Plan, a Nelson masterplan has also been prepared and is in its final draft stage. The masterplan recognises the critical role of Nelson town centre in the future success of the wider town. It outlines a 10 point strategy for improvement in the town centre which includes the need to diversify the offer, to revitalise vacant and underutilised sites and buildings, to deliver modern energy efficient homes, to ensure there is sufficient parking of the right kind in the right location, and to enhance the quality of the town centre environment. A number of opportunity buildings and sites are identified which provide the potential to support the transformation of the town's offer, with Trafalgar House being one of these.

Intervention and investment in the main shopping mall (Pendle Rise) is considered to be the most critical to the town centre and could be the catalytic project which supports/facilitates investment in other sites/buildings.

### **Previously developed options for Trafalgar House**

A number of high-level options for the re-use of Trafalgar House have recently been drawn up and costed. These were considered as part of the development of a Future High Street Fund (FHSF) bid for Nelson in 2020. The options included:

- Conversion of the whole building for residential use,
- Partial conversion / partial redevelopment of the building for residential use with some dedicated parking,
- Partial conversion and partial demolition of the building to create a small number of residential units and a new car park to support other town centre users and uses,
- Total demolition of the building to create a new town centre car park to support other town centre uses/buildings.

The indicative costings on the first 3 of these options suggested a large amount of gap funding would be required to make the schemes viable. Trafalgar House was ultimately excluded from our FHSF bid as the call on resources for other projects was so significant. Unfortunately, our bid was ultimately unsuccessful.

---

<sup>1</sup> Nelson's current population is c.33,000, with a Pendle population of c.90,000.

### 3. Description of the project/requirements

Now that Trafalgar House is within the Council's control, it wishes to consider more fully options for the future viable use of the building/site which are both sustainable and capable of being realised.

The study is expected to include:

- Consideration of a recent condition survey of the exterior of the building and pest survey of the interior,
- Analysis of the local property market to understand demand for potential uses the building / site could be put to,
- Consultation / engagement with the local community, stakeholders, etc, regarding future uses,
- Architectural / design input relating to a shortlist of options (to be agreed with the project steering group), including any alternative viable options that haven't yet been considered
- Consideration of the heritage impact of these options,
- Development appraisals of the shortlisted options,
- Identification of sources of potential funding, including any gap funding that might be required,
- An outline of potential routes to delivery and future ownership options.

### 4. Expertise

A multi-disciplinary team will be critical in providing all of the skills needed to successfully undertake this commission. We would therefore welcome/encourage tenders from a collaboration of consultants who can bring the required skills to the table.

It is expected that the project team will include an RICS-accredited Chartered Surveyor (development or valuation), an architect, heritage consultant and a QS. **At least the architect or the heritage consultant should be a conservation accredited practitioner.**

Teams must also demonstrate in their tender submission how they have (or will subcontract in) local market knowledge.

### 5. Reporting outputs

A study report/reports should be provided covering each element of the work as appropriate. Options are to be presented visually with graphics and illustrations to clearly identify and demonstrate the changes that could be achieved.

The report will ultimately be used to inform decision making, a future planning application and funding applications/business case development.

### 6. Project management

The selected consultant will be expected to report to the Project Manager on progress with the study and to attend/report to a project working group including members of the staff from Pendle Council (Regeneration, Planning/Conservation, etc) and Liberata (the Council's outsourcing partner).



## 7. Timetable

Item	Dates
Issue brief	20th September 2021
Deadline for quotation/proposal	<b>12pm midday, Friday 15<sup>th</sup> October 2021</b>
Evaluation of quotes	w/c 18 <sup>th</sup> October 2021
Appointment of successful firm	w/c 25 <sup>th</sup> October 2021
Study commencement date	w/c 8 <sup>th</sup> November 2021
Draft Study Completed	14th Jan 2022
Final Study Completed	End Jan 2022

## 8. Submission Requirements

Interested consultants should submit a tender proposal containing the following information:

- a) A statement of how the study would be undertaken, including a methodology, work programme and outputs from each stage,
- b) Details of the proposed team members (including any sub consultants) who would be involved in the commission, their specific responsibilities, and hourly rates, including CVs and qualifications and past experience in undertaking this type of work.
- c) A fee - inclusive of all expenses, but exclusive of VAT. The fees must be in the form of a quote and not an estimate.
- d) The consultant should provide at least two examples of similar types of work undertaken and include relevant contact details for the commissioning body.

### **Tender Submission:**

Tender documents must be submitted to **Pendle Borough Council** via **The Chest online procurement portal**.

**All tenders are to be received no later than 12pm midday, Friday 15<sup>th</sup> October 2021.**

## 9. Tender Evaluation

**Tenders** will be assessed based upon the following criteria:

- Cost (50%)
- Proposed methodology (20%)
- Past experience of undertaking similar work (the consultancy team and staff members) (30%)

## **10. Client contact details**

All enquiries in respect of this brief should be addressed to:

Judith Stockton, Snr Regeneration Officer

Pendle Borough Council

Tel: 01282 661040

E-mail: [judith.stockton@pendle.gov.uk](mailto:judith.stockton@pendle.gov.uk)

If, as a result of an enquiry, it becomes evident that the brief could be mis-interpreted, any clarification required will be sent to all firms invited to tender.

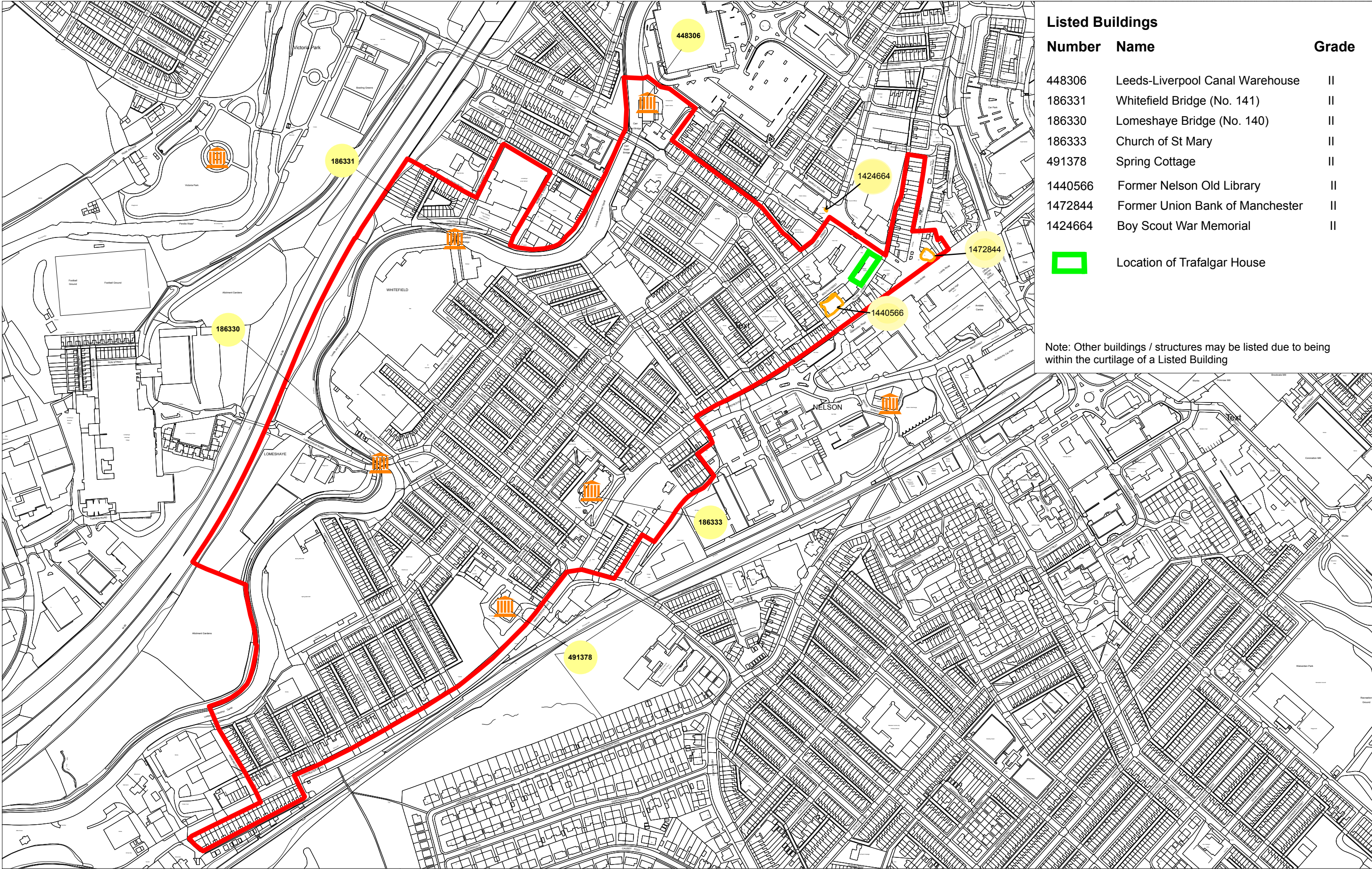
### **Background Documents available to successful consultants:**

- Nelson Town Investment Plan
- Final draft Nelson Masterplan
- Trafalgar House – Building Condition Survey, 2021
- Pest Survey of Trafalgar House
- Options for Trafalgar House - Nelson FHSF

## APPENDIX A – LOCATION PLANS








Listed Buildings

Number	Name	Grade
448306	Leeds-Liverpool Canal Warehouse	II
186331	Whitefield Bridge (No. 141)	II
186330	Lomeshaye Bridge (No. 140)	II
186333	Church of St Mary	II
491378	Spring Cottage	II
1440566	Former Nelson Old Library	II
1472844	Former Union Bank of Manchester	II
1424664	Boy Scout War Memorial	II

 Location of Trafalgar House

Note: Other buildings / structures may be listed due to being within the curtilage of a Listed Building

Conservation Area: WHITEFIELD, NELSON

Year Designated: 2004

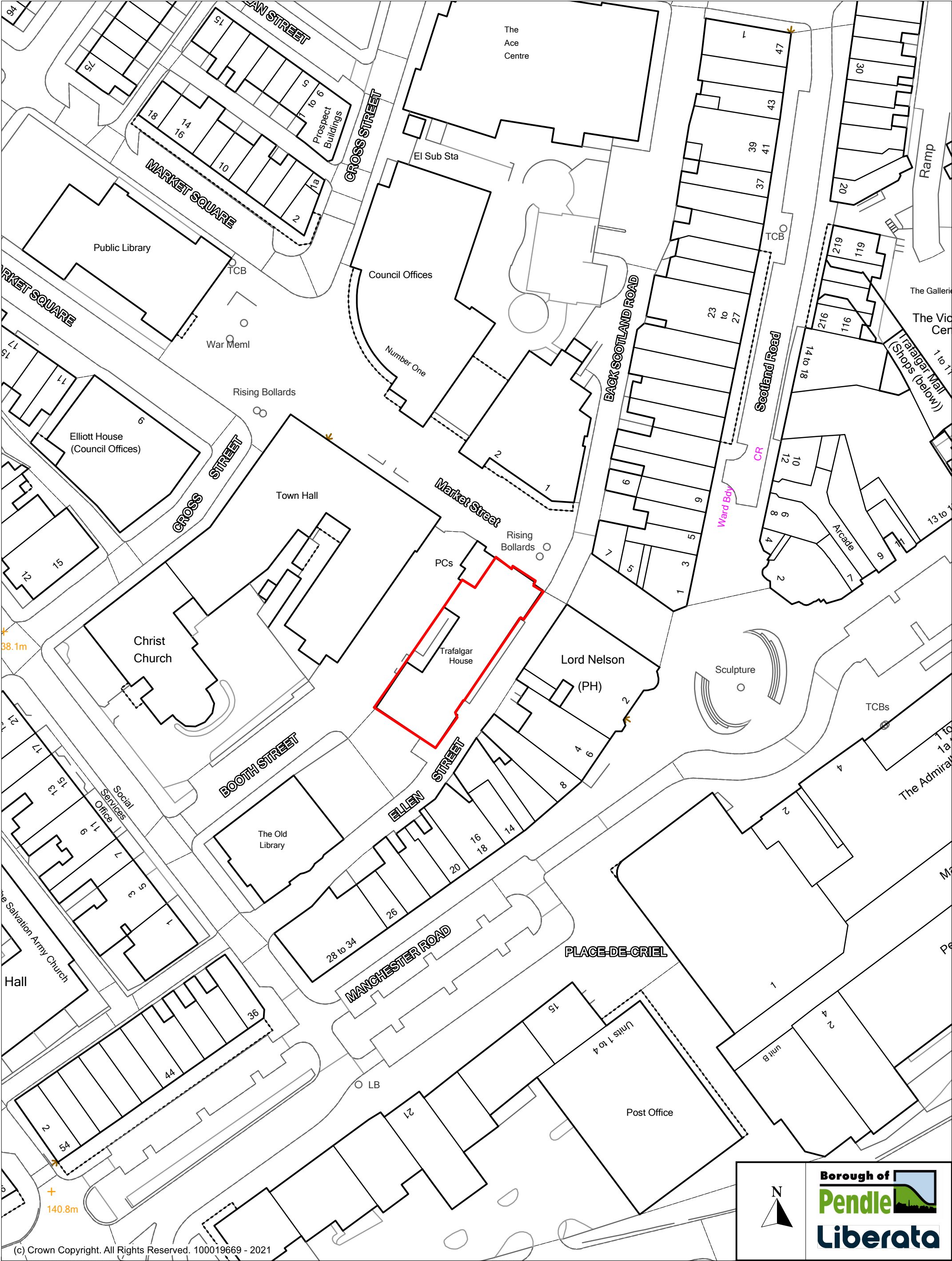
 Conservation Area Boundary  Listed Building Reference Number  
Click on yellow circle to open Listed Building Record

 Listed Building

For more information on Listed Buildings go to:  
[www.pendle.gov.uk/listedbuildings](http://www.pendle.gov.uk/listedbuildings)

  
SCALE:1:4,000





(c) Crown Copyright. All Rights Reserved. 100019669 - 2021

LOCATION PLAN - TRAFALGAR HOUSE, MARKET STREET, NELSON

 TRAFALGAR HOUSE



## APPENDIX B – IMAGES OF TRAFALGAR HOUSE



*The Market Street elevation*



*The Ellen Street elevation*



*The balcony with strapwork design*



*The rear elevation*



*The main entrance with granite columns and decorative frieze.*



*The Town Hall elevation*



*The single storey public toilets on the Town Hall elevation*