



# Clergy House and Cathedral Halls, Bradford

## Options Appraisal Study

Final Report

June 2011

**Heritage Works**

**Buildings Preservation Trust Ltd**

with:

**Calls Architecture**

**Jones Kingswell Partnership Ltd**

**Turner & Holman Chartered Quantity Surveyors**

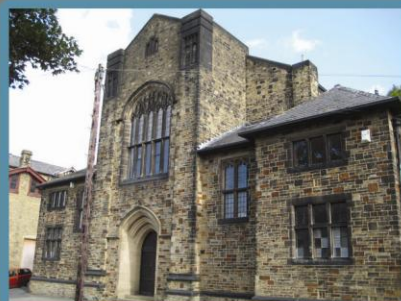
**Knox McConnell Architects**

**Mark Brearley & Co Chartered Surveyors**



**Bradford District Council**

[www.bradford.gov.uk](http://www.bradford.gov.uk)



**Heritage Works Buildings Preservation Trust Ltd**

**Clergy House and Cathedral Halls, Bradford**

**Options appraisal study**

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## Chapter 1: Executive summary

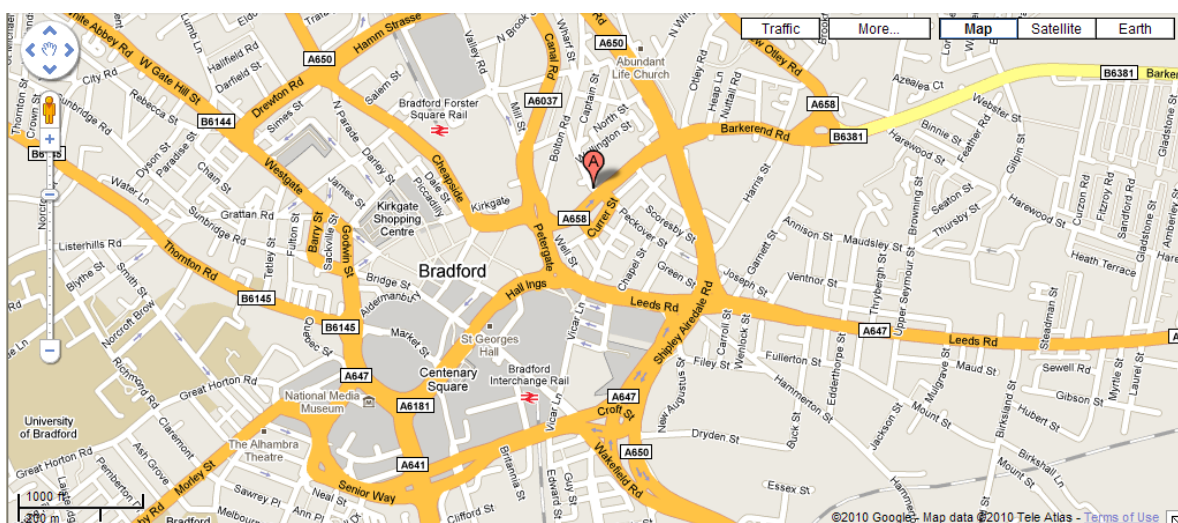
- 1.1 This executive summary provides a précis of a feasibility report study to consider options for the retention, repair and economic reuse of the grade II listed Clergy House, the adjacent unlisted but architecturally significant Cathedral Halls and the vacant plot of land to the rear of both buildings. This study has been undertaken by Heritage Works Buildings Preservation Trust, working with a design team comprising Calls Architecture, Jones Kingswell Structural Engineers, Turner and Holman Quantity Surveyors, Mark Brearley and Co Chartered Surveyors and Knox McConnell Architects.
- 1.2 The headings and numbering of the paragraphs in this summary relate to the chapters in the options appraisal study report. It is intended that the summary be read as a standalone document, or as an introduction to signpost readers to the report chapters that are of most relevance to them.

### Introduction

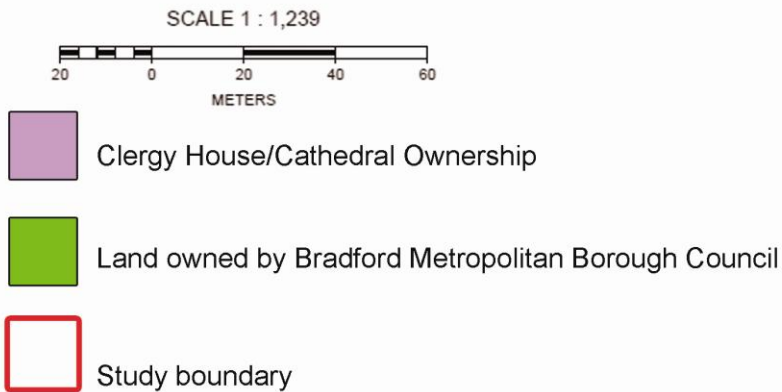
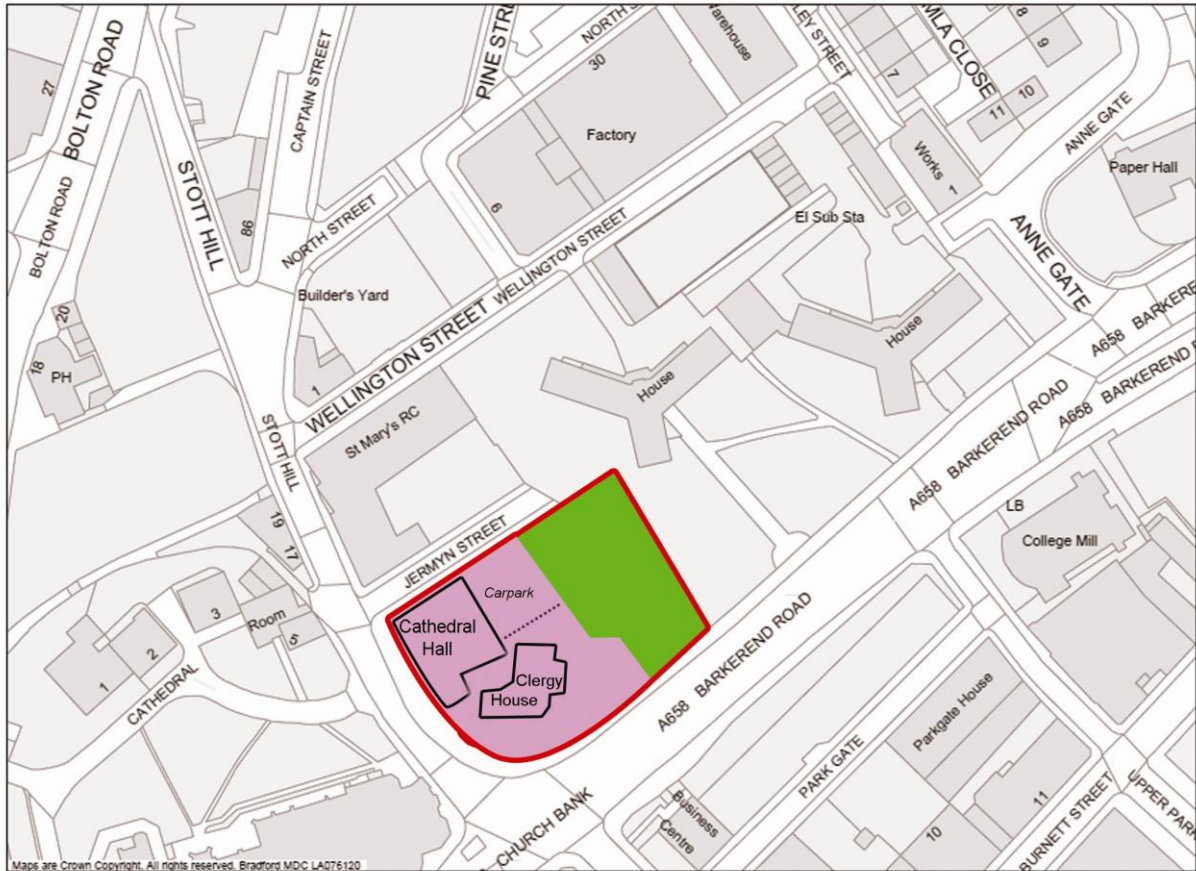
- 2.1 The purpose of this study was to explore the possible options and costs associated with the reuse of Clergy House, Cathedral Halls and the vacant land to the rear of both properties, currently owned by Bradford Council, and to identify the financial deficit, sources of potential funding and delivery mechanisms. The study was funded by Bradford Cathedral, Bradford Council and the Architectural Heritage Fund. The 'client' is the board of Heritage Works Buildings Preservation Trust.
- 2.2 The introductory chapter of the report sets out the purpose of the study, the parties involved (client, consultants and stakeholders) and the study limitations. It also acknowledges the study team and contributions to the study made by the Very Reverend Dr David Ison and Chris Aldred from Bradford Cathedral, Jane Tarver local historian, Fergus Mitchell, Yaseen Mohammed and Jon Ackroyd of Bradford Council.

### Location, ownership, current use and description

- 3.1 The subject of this study is a site comprising Clergy House, Cathedral Halls and its associated car park and the parcel of vacant land to the rear of both properties. The site is located in Bradford City Centre, immediately to the north east of the Cathedral.



Cathedral buildings in the city context



Site plan

3.2 Clergy House and Cathedral Halls are in the ownership of Bradford Cathedral and the vacant land to the rear belongs to Bradford Council. Clergy House has been vacant for several years; Cathedral Halls is partially tenanted.



*Clergy House: front elevation to  
Barkerend Road*



*Cathedral Halls: front elevation to  
Stott Hill*

### **History and Significance**

- 4.1 Clergy House was built as Church Hill House in 1767 and became associated with the Parish Church (which acquired Cathedral status 1919) in the early years of the 20<sup>th</sup> century. It was used by the Cathedral for residential and community purposes until 2003 when it became vacant. It has since been occupied by squatters and its condition has declined as a result of vandalism and disrepair.
- 4.2 Cathedral Halls date from the early 1930s. It was commissioned by the Church to provide dedicated space for a variety of church groups and ancillary uses. The upstairs hall was used for social events and exhibitions, performances and church meetings. Use of the Halls declined following removal of the Cathedral pews in 1988 which meant that more use could be made of the space within the Cathedral itself. Sunday School continued in the main hall until c.2001 and Boys Brigade until 2005. The building was subsequently let to a number of different tenants and is currently part occupied.
- 4.3 Clergy House has 'designated' heritage significance as a grade 2 listed building and is a rare surviving example of Georgian architecture in Bradford. Its architectural significance is in its original plan form and some original features. It has aesthetic significance as an attractive townhouse and is socially significant due to its early use as an innovative medical practice in addition to its Cathedral related use. The grounds are also likely to contain archaeological remains of Georgian outbuildings and early housing. The significance of Cathedral Halls derives from its architectural quality, its role as a landmark on Stott Hill and its importance to local people due to its previous social function.



### Why the buildings are at risk and barriers to development

7.1 Chapter 7 explains that there are many reasons why a building becomes 'at risk' and identifies those factors that underlie the current predicament of the Bradford Cathedral buildings. These include:

- **Location and access** – including Bradford's high levels of deprivation as well as the impact of the large vacant former Westfield site within the City Centre.
- **Regeneration and planning** - including the recession and budget cuts as well as closure of the primary school (now refurbished as offices for Christians Against Poverty) that would have driven the development of family based housing in the area.
- **Market Failure** – notably wider housing market failure in Bradford and the condition of the buildings which has further discouraged investment.
- **Lack of adaptability for new use** – principally in the case of Clergy House.
- **Condition** – most significantly in the case of Clergy House which is in very poor condition but Cathedral Halls also risk slow deterioration if it is not properly maintained.
- **Investment required** – and lack of Cathedral resources to invest.
- **Lack of regular maintenance** – particularly in the case of Clergy House. Cathedral Halls has been better maintained.
- **Attitudes and approach** – including the understandable reluctance of the Cathedral to undertake a major capital project after its experience with St Peter's House. The Cathedral is also keen that the buildings are developed in a way that is consistent with its own values and activities which is not necessarily a barrier but a further factor to accommodate.

### Philosophy and strategy

8.1 Chapter 8 outlines Heritage Works' proposed conservation philosophy and strategy for the site. The priority in this case has been to find an economically viable end use for Clergy House and also to identify short term improvements to halt further deterioration of the building and improve the immediate environment. Bringing Cathedral Halls into the scope of the study has facilitated an urban design approach to the whole corner site and, in terms of future uses for both buildings, the team has taken full account of the Cathedral's aspirations for property in its ownership. Any new build development on the Bradford Council owned land must be designed to complement the wider setting which includes Clergy House and Cathedral Halls and also the Cathedral and other buildings within the Cathedral Quarter. Historical precedent will inform the scale and massing of the development but the style may not necessarily be vernacular.

### Condition and principal repairs required

9.1 Chapter 9 summarises condition surveys of the buildings carried out by Calls Architecture and the Jones Kingswell Partnership. Full access to the buildings was provided for survey purposes. It also makes recommendations for repairs to both buildings.



*Sketch perspective*

- 9.2 The condition of Clergy House is identified as generally poor, on account of vandalism of the interior and deterioration of the roof through lack of maintenance. Many internal features, such as fireplaces, have been lost, but the original Georgian staircase and balustrade remain, as do historic doorcases and joinery details. The front and north east elevation were refaced in the 1950s. This remodelling has meant a loss of internal plasterwork and skirtings. Recommended essential works comprise a mothballing programme with external works to improve the appearance of the building and wider site (cost estimated at approximately £25,000 + VAT plus ongoing insurance and management costs).
- 9.3 The condition of Cathedral Halls is considered to be generally fair although there are signs of localised water ingress and at the time of the survey, the building was suffering internally from a general lack of use and limited ventilation. Dating from the 1930s and maintained virtually ever since in a use close to that for which it was built, the building is structurally sound but requires upgrading to meet current aesthetic and performance requirements, especially disabled access and appropriate heating. The works required depend largely on the end use of the building. No very urgent repairs are required.

### **Market analysis**

- 10.1 Chapter 10 provides an assessment of the commercial and residential property markets in Bradford, both of which are relatively depressed offering little opportunity for a commercially viable scheme.
- 10.2 The chapter also provides an overview of Heritage Works' consultation with the voluntary sector which has led to a potential project being developed with Mind in Bradford, a charity offering services to people with mental health needs. Mind responded to an advertisement appealing to potential development partners and/or end users to come forward which was placed in Briefing Bradford (a newsletter published by Bradford CVS). Mind hopes to consolidate its services onto one site and to expand its offer to be at the forefront of mental health service delivery in Bradford and Airedale. It also hopes to own its own building and

become less dependent on grant funding. The Cathedral buildings and associated site offer an appropriate and timely opportunity for Mind which fits well with Bradford Cathedral and Bradford Council aspirations for the site. A brainstorming session involving all parties was held in May 2011 with a very positive outcome. The Brathay Trust, a current tenant of Cathedral Halls, is a charity working with disadvantaged young people and was consulted following the session. It has subsequently expressed commitment to working in partnership with Mind as part of a wider project for the Cathedral buildings and adjacent site.

### Options for re-use and principal alterations required

- 11.1 Chapter 11 presents the options for each of the buildings and also for the adjacent land which offers an opportunity for new build development. The three parts of the site (Clergy House, Cathedral Halls and the Council-owned land) have been considered separately in design terms within a small 'master plan' for the whole corner.
- 11.2 The corner 'master plan' would enhance the study site as a gateway to the city and into the Cathedral Quarter. It involves highway improvements including traffic calming at the top of Stott Hill; realigning the retaining wall that runs between both buildings and between Clergy house and the site to the rear to create more amenity, vehicular access and parking space; and redesign of the garden at the front of Clergy House to be more appropriate to the period of the building.
- 11.3 The options comprise a residential and workspace conversion option for both Clergy House and Cathedral Halls. A community hub option for Cathedral Halls is also included. Mind emerged as a potential partner following development of the options but this design would broadly meet their requirements for development of a healthy living centre within the building. Three different new build residential options were also developed for the vacant site to the rear.

### Chapter 12: project costs

- 12.1 Chapter 12 presents a set of indicative costs, prepared by Turner and Holman quantity surveyors for each of the options within Chapter 11. The construction costs are summarised in the table below.

	Clergy House		Cathedral Halls			New build		
	3 resi units	2 office units	8 resi units	9 office units	Community Hub	5 units, 2 storey, 3 bed	5 units, 3 storey, 3 bed	6 units, 4 and 3 storey
	Option A	Option B	Option A	Option B	Option C	Option A	Option B	Option C
Construction	430,000	430,000	610,000	570,000	495,000	440,000	660,000	984,000
External works	60,000	60,000	90,000	90,000	90,000	140,000	140,000	140,000
External wall (see note)	25,000	25,000	25,000	25,000	25,000	0	0	0
Professional fees	72,100	72,100	101,500	95,900	85,400	58,000	80,000	112,400
Contingency	58,710	58,710	82,650	78,090	69,540	31,900	44,000	61,820
Surveys	6,000	6,000	3,500	3,500	3,500	2,500	2,500	2,500
Statutory fees	3,000	3,000	4,500	5,000	5,000	4,000	7,000	9,000
<b>CONSTRUCTION TOTAL</b>	<b>654,810</b>	<b>654,810</b>	<b>917,150</b>	<b>867,490</b>	<b>773,440</b>	<b>676,400</b>	<b>933,500</b>	<b>1,309,720</b>

- 12.2 Non construction costs must be added to this and provide the total scheme costs. Please see the table below.

	Clergy House		Cathedral Halls			New build		
	3 resi units	2 office units	8 resi units	9 office units	Community Hub	5 units, 2 storey, 3 bed	5 units, 3 storey, 3 bed	6 units, 4 and 3 storey
	Option A	Option B	Option A	Option B	Option C	Option A	Option B	Option C
<b>CONSTRUCTION TOTAL</b>	<b>654,810</b>	<b>654,810</b>	<b>917,150</b>	<b>867,490</b>	<b>773,440</b>	<b>676,400</b>	<b>933,500</b>	<b>1,309,720</b>
Acquisitions	0	0	250,000	250,000	250,000	85,000	85,000	85,000
Management fees @5%	32,741	32,741	43,375	45,858	43,375	33,820	46,675	65,486
Legals	5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000
Finance apr @ 6.5% /18 months	34,472	61,239	0	61,239	58,645	58,645	53,731	0
<b>NON CONSTRUCTION TOTAL</b>	<b>72,213</b>	<b>98,980</b>	<b>362,097</b>	<b>357,020</b>	<b>347,403</b>	<b>163,861</b>	<b>190,149</b>	<b>228,616</b>
<b>TOTAL PROJECT COSTS</b>	<b>727,023</b>	<b>753,790</b>	<b>1,279,247</b>	<b>1,224,510</b>	<b>1,120,843</b>	<b>840,261</b>	<b>1,123,649</b>	<b>1,538,336</b>

## Valuations

13.1 Indicative values for each of the buildings and the vacant site have been provided by Mark Brearley and Co Chartered Surveyors. The estimated current values have been used to inform acquisition costs and are presented in the project cost tables above. Clergy House has a current value of £nil on account of its development costs. Estimated potential rental income and values have been used to inform the development appraisals presented in Chapter 14 and are presented below.

## Financial analysis and viability; grant funding sources

14.1 The costs and values presented in Chapters 12 and 13 respectively have been used to inform a set of simple development appraisals. These indicate that each element of the options for each element of the project site has a deficit associated with its development. Although this is partly due to the need for conservation repairs on the two buildings, it is also driven by low end values in Bradford. This is demonstrated by the new build options where there is a gap that increases in relation to the scale of development.

	Clergy House		Cathedral Halls			New build		
	3 resi units	2 office units	8 resi units	9 office units	Community Hub	5 units, 2 storey, 3 bed	5 units, 3 storey, 3 bed	6 units, 4 and 3 storey
	Option A	Option B	Option A	Option B	Option C	Option A	Option B	Option C
Construction total	654,810	654,810	917,150	867,490	773,440	676,400	933,500	1,309,720
Total inc non-construction costs	727,023	753,790	1,279,247	1,224,510	1,120,843	840,261	1,123,649	1,538,336
Values	260,000	350,000	475,000	400,000	245,000	500,000	650,000	960,000
<b>GAP</b>	<b>-467,023</b>	<b>-403,790</b>	<b>-824,510</b>	<b>-804,247</b>	<b>-824,510</b>	<b>-340,261</b>	<b>-473,649</b>	<b>-578,336</b>

14.2 Excluding the new build site from a core Mind project, for the time being, is logical as it would have a different development partner and funding mechanism (albeit with strong links to Mind and the rest of the scheme). Phasing this element would also reduce core project costs and the size of the viability deficit. The Mind scheme for Clergy House and Cathedral Halls has a total development cost of £1.875 million. While it will be possible to raise a mortgage on the buildings towards development costs, it will still be necessary to find grant/other funding to bridge the gap and the chapter explores a number of potential sources. These include sources of heritage funding, notably the Heritage Lottery Fund, sources of social welfare / mental health funding and sources that support both heritage and social welfare projects and may be particularly appropriate in this case. The potential for securing private sector and other public sector funding is also explored briefly.

## Delivery mechanism / implementation strategy

15.1 Chapter 15 discusses how a project for the Cathedral buildings could be delivered. An innovative solution is required as the Cathedral has extremely limited financial resources for repair works. Each party to the potential Mind project also has a set of needs that must be

accommodated. The Cathedral wishes to retain some control over the future use of the buildings and seeks a long term financial return. Mind wishes to own its own building and reduce dependency on revenue grants. Heritage Works must, at the very least, be able to recoup the costs associated in its involvement in the project.

- 15.2 A potential solution involves Clergy House being passed to Heritage Works for a peppercorn for repairs to be undertaken. This early phase can be adequately de-risked for the Trust as the works will result in Clergy Halls having a modest capital value which will secure investment. Heritage Works would also take on a developer role for the wider project (excluding the new build element which would comprise the final phase and be undertaken by an RSL development partner). On completion of repairs and conversion, it is suggested that Heritage Works would lease the buildings to a new non-profit organisation to which Mind and other tenants will pay rent. After covering management costs, surpluses may be distributed between the organisation's shareholders (the Cathedral, Heritage Works and Mind) in proportion to their shareholdings).

### **Conclusion and recommended next steps**

- 16.1 Chapter 16 concludes that while it would be difficult to make a commercial office or residential scheme work in financial terms there is a clear and achievable solution involving Mind and potentially other partners such as the Brathay Trust. A recommendation is therefore made to Heritage Works Trustees for the Trust to take this project forward.
- 16.2 The study also recommends that:
- a) The proposed urgent works to Clergy House are progressed as soon as possible.
  - b) Efforts are made to develop a project which allows Mind to consolidate and expand its services within the project site.
  - c) Development work is undertaken to determine a delivery mechanism to enable the Cathedral, Heritage Works and Mind to work together to deliver mutually beneficial outcomes.
  - d) The project should be phased with conversion of Clergy House and Cathedral Halls packaged as the core Mind project to be undertaken first. The new build element should be developed in a way that is complementary and strategically aligned with the core project but as the final phase and as a separate project in financial and legal terms.
  - e) There should be continued stakeholder / steering group participation in the project. Consideration should be given to gaining representation from Bradford Council highways and asset management teams to ensure that the vacant site is safeguarded and that highways investment takes account of the project aspirations. Continued involvement of Bradford Council conservation staff will be important to ensure that Council requirements for the mothballing phase and other works requiring Listed Building or Conservation Area Consent are met and that potential delays are minimised. The steering group should also be expanded to include Mind and possibly the Brathay Trust.

- 16.3 The chapter also sets out a number of actions necessary to take the project to the next stage. These include liaison between Mind and the study architects (to gain a more detailed understanding of the buildings' potential for occupation and subletting to inform Mind's business plan) and briefing of Bradford Council members by officers at an early opportunity. Bradford Council officers should also develop a tender brief for a further work to explore project delivery in more detail.