

Feasibility Study – Final Report

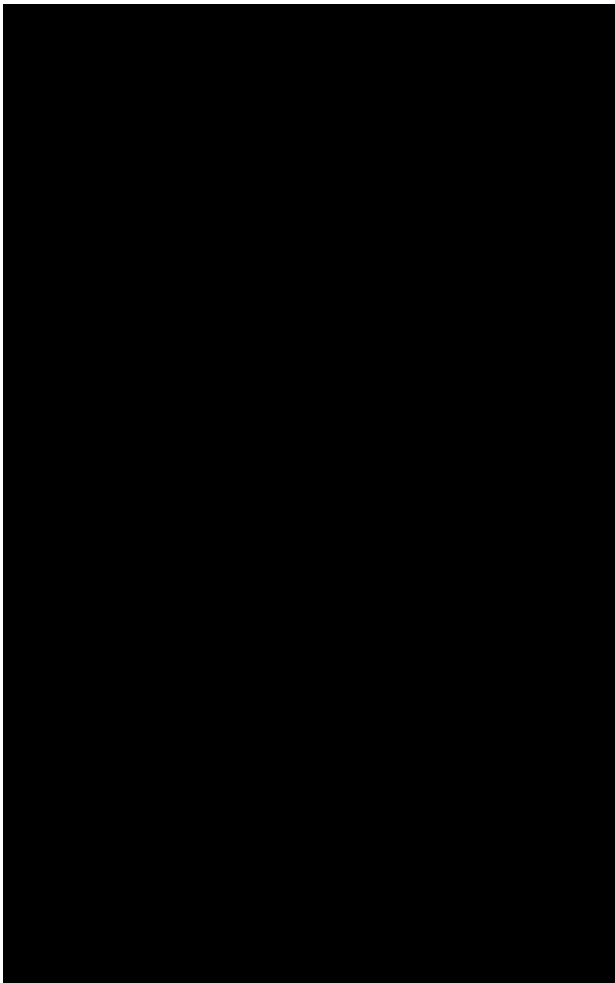
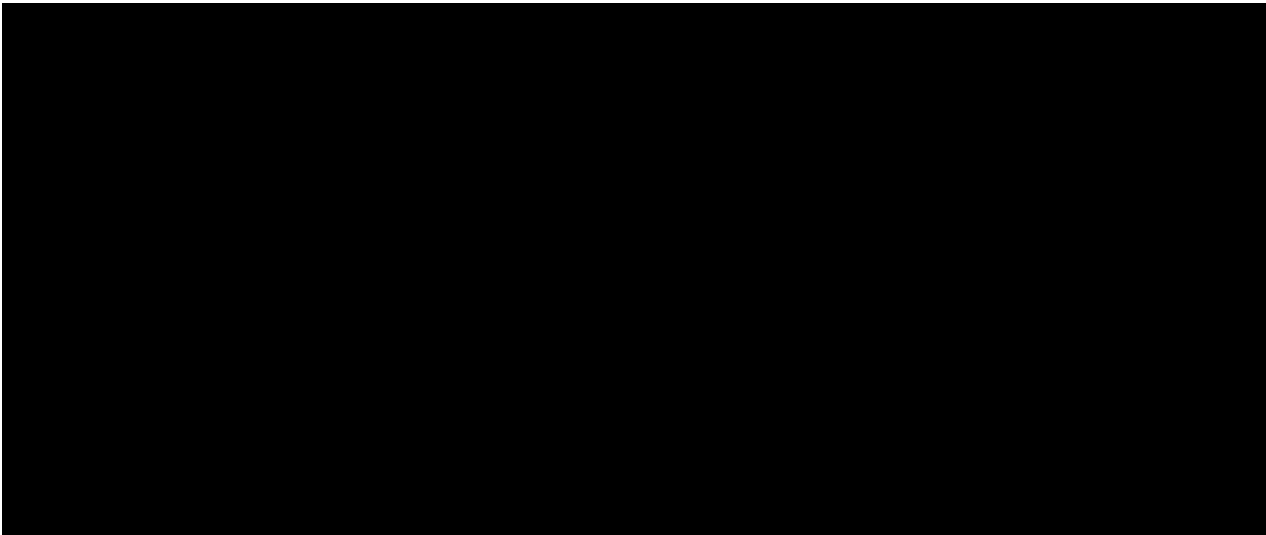
Burslem Indoor Market

Queens Theatre

Wedgwood Institute

In Burslem, Stoke-on-Trent

JUNE 2023



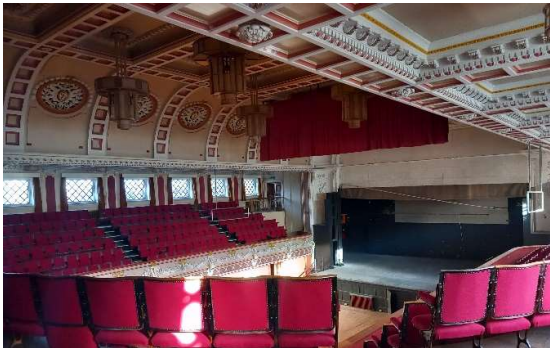
Version Control

Issue	Revision No.	Date Issued	Page No.	Description	Reviewed By
1	0.1	24/02/23		Interim Report	[REDACTED]
2	0.2	21/03/23		Final Report	
3	0.3	09/05/23		Final Report	
4	0.4	02/06/23		Final Report	

This report dated 02 June 2023 has been prepared for Stoke-on-Trent City Council (the “Client”) in accordance with the terms and conditions of appointment dated 16 December 2022(the “Appointment”) between the Client and **Hudson Quarter** (“Arcadis”) for the purposes specified in the Appointment. For avoidance of doubt, no other person(s) may use or rely upon this report or its contents, and Arcadis accepts no responsibility for any such use or reliance thereon by any other third party



Burslem Indoor Market, Queen Street



Queens Theatre, Wedgwood Street



The Wedgwood Institute, Queen Street

Contents

Executive Summary..... 7

1 Introduction.....9

2 Project Background.....11

3 Market Considerations19

4 Architectural and Design Considerations.....19

5 Costs, Viability and Funding22

6 Risks25

7 Conclusions26

8 Next Steps and Recommendations28

- Appendix A – Emerging Stakeholder Engagement List**
- Appendix B – Emerging Case Study Reference List**
- Appendix C – Site Location Plans**
- Appendix D – Historic England Listings**
- Appendix E – Building Condition Reports**
- Appendix F – Architectural Options Reports**
- Appendix G – High Level Market Appraisal**
- Appendix H – Cost Plans**
- Appendix I – Development Appraisals**

Executive Summary

The feasibility study considers the physical and financial implications of bringing back into use three of Burslem's finest heritage assets through exploring concept design options for uses based on an understanding of the local property market.

The three heritage assets are Burslem Indoor Market (Grade II Listed), the Queens Theatre (Grade II Listed) and the Wedgwood Institute (Grade II* Listed). The buildings are all un-occupied due to safety concerns. They are located in Burslem town centre within short walking distance of each other. As such, the strategy for bringing back the buildings into active use will need to complement and support each other as well as the wider town centre.

The critical mass presented by bringing back into use these three heritage assets is a significant opportunity for Stoke-on-Trent City Council to begin to re-define and shape the future of Burslem town centre and its role more widely in Stoke-on-Trent.

The feasibility study provides a baseline understanding of the buildings which can be used by Stoke-on-Trent City Council to develop a well-considered strategy for the buildings. This strategy should articulate the Council's vision and objectives for the buildings and the place of Burslem and consequently invite and attract investment into the buildings that meet with these expectations.

The feasibility report highlights that movement and connectivity are important features for both the Council and prospective investors and operators when considering the future of the buildings. The local property market appraisal highlighted that business spaces offering car parking were attractive. An analysis of the parking infrastructure in Burslem highlighted that the limited offering at present could be a constraint in attracting employees and visitors from the local area or further afield when combined with the limited connectivity of the town by sustainable modes of transport. The feasibility report also notes, the Council's ambitions with regards to improving movement by sustainable forms of transport in both the short and medium term. As such, a strategy for these buildings will need to include short, medium and long-term objectives. This approach may also be beneficial in terms of testing the Council's vision and objectives with stakeholders and ultimately to ensure the sustainability and longevity of investment.

The feasibility report also identifies:

- The buildings require extensive works to restore the properties to a safe, operational and occupiable state. Furthermore, immediate investment into each of the buildings to 'reduce risk to persons in or near the building itself' as well as facilitate further investigations necessary to scope repairs.
- Immediate investment will also assist to slow down the decay of the buildings where the water ingress is stopped and the temperature of the buildings can be regulated above the condensation dew point.
- Local property-based market analysis indicates that there is no known demand for retail in the area of the three buildings due to the substantial amount of retail space within a two-mile radius of Burslem. The market appraisal also identifies there are a number of out-of-town schemes offering modern office space with on-site car parking and that the typical office occupiers would be more attracted to these locations rather than the subject properties which have no dedicated parking.

- The proposed use options largely draw on the historic uses of the buildings i.e., leisure based multi-functional options for the Indoor Market and the theatre space within the Queens Theatre and educational, training and skills alongside office space for the Wedgwood Institute.
- The layout of the Princes Hall within the Queens Theatre and the Wedgwood Institute require more visioning and /or alteration and adaptation to bring them into a new use. In the case of the Princes Hall, this space was originally intended to be committee rooms and council chambers and so deviation from this form of use to residential or an 'indoor market', as explored in this report, would require re-configuration. In the case of the Wedgwood Institute, it's development over a period of time saw it absorb another building and have extensions absorbed into it and consequently circulation within this space is very difficult.
- Estimated costs to repair, alter and refurbish the buildings to Category A standard for the uses explored in the design options starting at £5+ million for the Indoor Market; to £12 million for the Queens Theatre and £9+ million for the Wedgwood Institute.
- The development appraisals for each building show a significant viability deficit and as such gap funding will be required to repair, alter and refurbish the buildings.

1 Introduction

1.1 The feasibility brief

- 1.1.1 Arcadis have been asked by the Levelling Up Team within Stoke-on-Trent City Council (SoTCC) to prepare a feasibility study for three of Burslem town's most valuable heritage assets within their ownership: namely Burslem Indoor Market, Queens Theatre, and the Wedgwood Institute. All of the buildings are currently vacant and not suitable for occupation in their current condition.
- 1.1.2 It should be noted that retail and residential units within the curtilage of the Indoor Market are not included within this study at the client's instruction. The role of these units is important in considering feasible options for this building and as such more detail is provided in Section 4 Design considerations and the Wedgwood Institute and Market Hall Options Document within the Appendices. The aim of the feasibility study is to consider options for a new use or uses for these buildings and the associated costs and viability implications of bringing these buildings back into use.
- 1.1.3 The scope of works confirmed by Stoke-on-Trent City Council to Arcadis was for:
- General comment on condition and refurbishment/redevelopment potential.
 - High level market appraisal.
 - Option appraisals with projections of income and identify the level of gap funding required if the schemes were financially unviable.
 - Cost plans.
 - Appraisal of funding options.
- 1.1.4 Confirmation of the final brief and scope of works has been based on an iterative process with new information and instruction coming to light during the project programme.



1.2 The feasibility study approach

1.2.1 The feasibility study brings together a number of studies alongside discussion and reflections with Stoke-on-Trent City Council officers and the architects appointed to develop the proposed use options to a RIBA 0/1 Concept Stage.

1.2.2 Alongside discussions with the client team, the building blocks of the feasibility study are:

- **Site visits alongside place based and contextual understanding.** This understanding provides the framework in which the report component studies are grounded and allows for an approach to the refurbishment and redevelopment of these buildings to be realised.
- **Building Condition Reports for each building.** These reports detail the condition of the buildings and the costs to repair and maintain the buildings over a 20-year timeframe.
- **High Level Market Appraisal Report.** This report identifies market interest in the buildings and likely values of the buildings once works are completed. The results of the report have informed the development of the building use options within the Architectural Briefs.
- **Architectural Briefs.** Developed with the client and the architects and informed by the High-level Market Appraisal Report. The briefs identify a proposed use / or uses and a design concept for each building.
- **Architectural Options, RIBA 1 Concept Stage.** The architects have developed concept stage architectural options that illustrate how the spaces could be brought to life and technical considerations such as circulation routes and fire strategies.
- **Cost Plans.** The cost plans looks at refurbishment and restoration costs which go beyond the repair work outlined in the Building Condition Reports.
- **Development Appraisals.** This looks at the viability of each of the options that have been developed for each of the buildings and identifies viability gaps where they exist.
- **Funding Options.** This identifies funding opportunities applicable to these buildings and the proposed uses.
- **Market and Risk Assessment.** This looks at considerations in bringing the building forward for re-use.
- **Conclusions and Next Steps.** This looks at the recommended strategy for bringing the buildings forward for re-use. At the outset of the feasibility study, a meeting was held with the City Director for Stoke-on-Trent where he described a ‘grass roots’ and ‘incremental’ approach to bringing back Burslem’s vibrancy and vitality. The feasibility study reflects on this approach within the recommendations section which ultimately informs the next steps section.

- 1.2.3 Stoke-on-Trent City Council provided Arcadis with floor plans of the Queens Theatre, Wedgwood Institute and Burslem Indoor Market and formed the basis for 'building blocks'. The floor plans did not include GIA or NIA measurements. The schedule of accommodations used throughout the 'building blocks' is based on PDF drawings and are not using precise surveying equipment.
- 1.2.4 The two architectural firms commissioned to complete the concept designs for each building are Stride Treglown and Affinity DM. Stride Treglown and Affinity DM developed two options for each of the buildings based on architectural briefs. Affinity DM developed options for Queens Theatre and Stride Treglown developed options for Burslem Indoor Market and the Wedgwood Institute.
- 1.2.5 The High-level market appraisal report was undertaken by Butters John Bee (bjb), a local property agency operating in sales and lettings across the commercial and residential sectors.
- 1.2.6 All other elements in the report were undertaken by the Arcadis Consulting (UK) Ltd.

2 Project Background

2.1 Project Context

- 2.1.1 The three buildings are currently vacant, and it is understood that each building has been vacant for several years due to the unsafe condition of the buildings. It is estimated that Burslem Indoor Market, Queens Theatre and the Wedgwood Institute were last occupied in 2008, 1998, 2007, respectively. It is understood that repair and maintenance works have taken place across the three buildings during recent years, but no comprehensive approach has been taken.
- 2.1.2 These three heritage assets sit within the place of Burslem and must be understood in this context. Reports over time have considered these buildings within their place-based context. In 2004, 'Burslem Masterplan and Urban Design Action Plan' was prepared for Stoke-on-Trent City Council on behalf of Burslem Regeneration Company. In 2010, the Masterplan was followed up by the 'Burslem Historic Quadrant project'. The below image is taken from the 2004 Masterplan and outlines the built form and key pedestrian routes from Port Vale Football Club through the town centre to Burslem Port and the Trent and Mersey Canal.



2.1.3 In 2018, planning permission was granted for the Wedgwood Institute (planning application reference 61519/FUL). The proposal was for “Redevelopment of the Wedgwood Institute to create a workspace hub/ enterprise centre including partial demolition, elevation alterations also including new glazed roof to central courtyard and new vertical circulation enclosure”. This application included demolition plans and elevations. The applicant was United Kingdom Historic Building Preservation Trust. It is understood the application was made in partnership with The Prince’s Regeneration Trust and The Heritage Lottery Fund. The details of why the applicants stepped away from the project is thought to be associated with risks related to cost overruns.

2.1.4 Moving into the future, the place of Burslem and how it relates to the other pottery towns will determine how these buildings come forward for refurbishment and reuse and in what form.

2.2 Place Based Context

Stoke-on-Trent City

- 2.2.1 Stoke-on-Trent is a polycentric city of six towns. These towns comprise of Tunstall (to the north of Burslem), Hanley (to the south of Burslem) and Stoke, Fenton and Longton. Hanley is generally regarded as the commercial centre of the city, with Stoke acting as the administrative centre.

Transport Connectivity

- 2.2.2 Stoke-on-Trent city is within easy reach of Manchester and Birmingham by car and train. Typical journey times are as follows:
- Manchester by Train – 35 mins
 - Manchester by Car, via the A500 and M6 northbound – 65 mins
 - Birmingham by Train – between 50 mins and 75 mins
 - Birmingham by Car, via the A500 and M6 southbound – 65 mins. Other nearby centres of commerce include Crewe; Macclesfield; Nantwich which are all easily accessible by train from Stoke-on-Trent Railway Station.
- 2.2.3 The arrival of HS2 into Crewe will place Stoke-on-Trent within 70 minutes of London Euston. It is currently projected that services will begin operating between London, Birmingham, and Crewe between 2029 and 2033.
- 2.2.4 It is understood that Stoke-on-Trent City Council are progressing a Strategic Outline Case (SOC) for Very Light Rail (VLR) for submission to the Department for Transport (DfT) by Summer 2023 which will lead to an outcome on whether the SOC should proceed to an Outline Business Case (OBC).
- 2.2.5 VLR is a low emission form of light rail tram system substantially cheaper than conventional light rail as requiring reduced track and vehicle sizes, initially unveiled in Coventry in 2016 and subsequently trialled.
- 2.2.6 Following a sifting exercise, the SOC is proposing three VLR lines. Burslem is located on the northern line. This would create a direct link between Burslem and the city centre as well as Stoke-on-Trent Railway Station. The SOC also details a key milestones programme for VLR in the city with an estimated date of construction starting on the Northern Line in 2028/29.

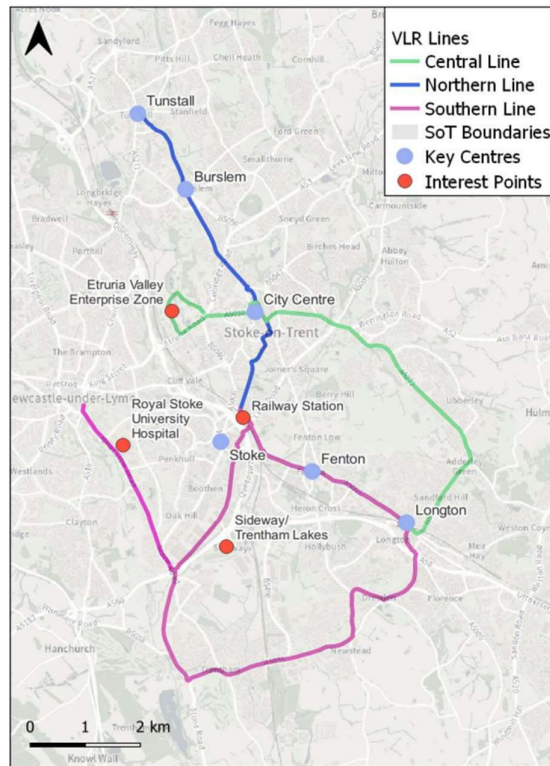


Figure 1.3 VLR Routes after assessment (short list)

Digital Connectivity

- 2.2.7 The city benefits from a citywide full fibre network across its administrative boundary. This network is available to residents and businesses alike. Stoke-on-Trent City Council have developed a business case and a prospectus to support their ambitions for comprehensive 5G coverage. The prospectus outlines the dividends this could have for the city's future.
- 2.2.8 The three buildings are 'planned near' meaning that they will be available for a service, but no date has been set as yet for their connection to the full fibre network.

Industry and Character

- 2.2.9 Stoke-on-Trent has an industrial character derived from its heritage as the centre of world class pottery. Famous potteries associated with the area include Royal Doulton, Spode and Wedgwood. This industrial heritage is very visible in the form of the bottle kilns and factories which can be seen across the area as well as the civic buildings that arose in the eighteenth and nineteenth century to accommodate the growing potteries industry.
- 2.2.10 With the decline of the pottery industry, Stoke-on-Trent has re-positioned itself as a service and distribution-based economy. The city is also undergoing a resurgence in the creative and leisure sectors.
- 2.2.11 Stoke-on-Trent and its surrounding environs are home to a number of key institutions, assets, business parks and enterprise zones. Amongst them are: Staffordshire University; Keele University;

Ceramic Valley Enterprise Zone; Etruria Valley Trade Park; The Potteries Museum and Art Gallery; the Wedgwood Museum; Alton Towers.

Burslem Town Context

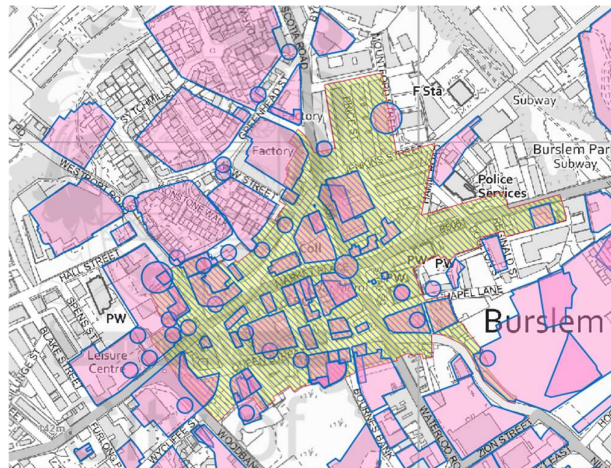
2.2.12 Burslem is often referred to as the ‘mother town’ of Stoke-on-Trent due to being one of the largest and earliest pottery towns.

2.2.13 Located to the north of Hanley, the de facto city centre, it is accessible to the city centre by bus, by car and bicycle on the A50. A typical journey:

- By bus is 13 mins
- By car is 6 mins
- By bicycle is 11 mins

Archaeology

2.2.14 Burslem is rich in archaeological sites predominantly related to the town’s past as a centre of pottery production. The below image is taken from Stoke-on-Trent’s planning constraints map and shows sites of archaeological interest covering the town centre, visible in yellow. Burslem Indoor Market, Queens Theatre and the Wedgwood Institute are all located on, or partially on a site of interest.



Burslem Town Centre Conservation Area

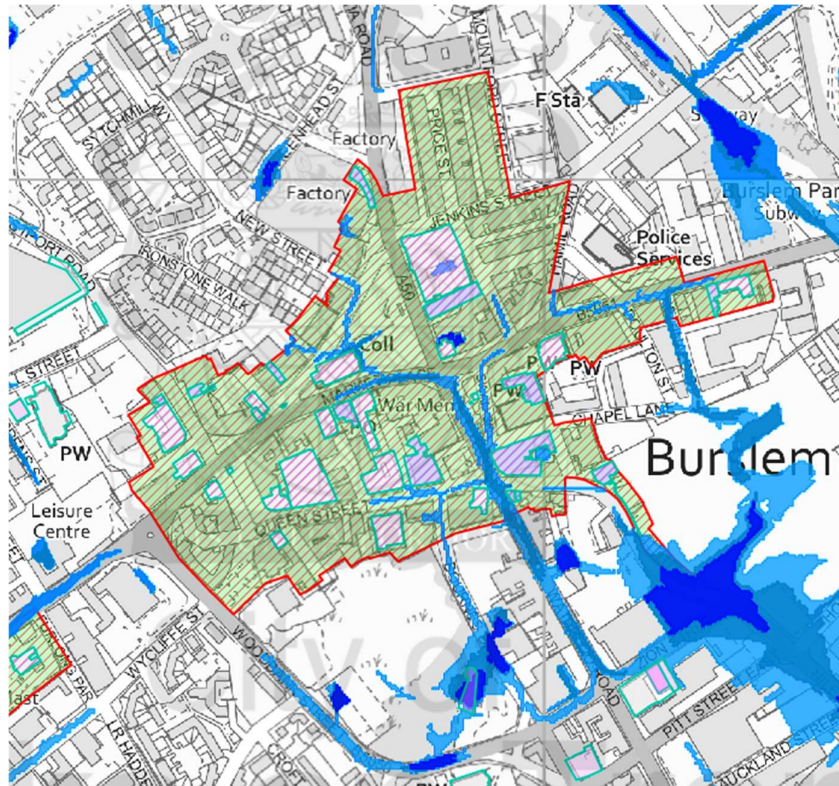
2.2.15 Burslem Town Centre Conservation Area was designated in 1972 with an extension to the boundary made in 2007. Conservation Area status is a material consideration in planning applications. Burslem Conservation Area Appraisal (2011) was prepared in support of the Conservation Area designation.

2.2.16 The Conservation Area covers the town centre of Burslem and includes the Wedgwood Institute, the Queens Theatre, and the Indoor Market. The buildings are located within the ‘Historic Core’ of the conservation area. The Wedgwood Institute and the Queens Theatre are identified as ‘Landmark Buildings’. A number of important views that include Queens Theatre and the Wedgwood Institute are also identified. The Burslem Conservation Area Appraisal (2011) states that there are no scheduled monuments within the Burslem Town Centre Conservation Area.

2.2.17 It is noted that the Conservation Area Appraisal relates to planning policy that has been superseded by the National Planning Policy Framework, however, it is a valuable document that should inform any proposals for the buildings within this study.

Flooding

2.2.18 The three sites are located in Flood Zone 1. There is low, medium and high-risk surface water flooding in close proximity to the three buildings. The below image is taken from Stoke-on-Trent's Planning Constraint Map which identifies the conservation area boundary and listed building locations alongside surface water flooding risk locations:



Ground Conditions

2.2.19 During the 2017 Planning Application (61519/FUL) at the Wedgwood Institute, The Coal Authority responded to consultation on the application to state:

“the planning application falls within the defined Development High Risk Area. The Coal Authority records indicate that within the site and surrounding area there are coal mining features and hazards which should be considered as part of the development proposals.

Our information indicates that in addition to the site being located within the zone of influence of workings in 11 coal seams, historic unrecorded coal mining is likely to have taken place beneath the site at shallow depth.

The Coal Authority’s general approach in cases where development is proposed within the Development High Risk Area is to recommend that the applicant obtains relevant coal mining information for the application site and uses this to inform a Coal Mining Risk Assessment which should be submitted in support the planning application.

However, in this instance the proposal would see the re-development / refurbishment of an existing building requiring only localised, minor groundworks. On this basis, The Coal Authority would recommend that should planning permission be granted for the proposal, the following wording is included in the Informative Note within the Decision Notice:”

The proposed development lies within an area that has been defined by the Coal Authority as containing potential hazards arising from former coal mining activity. These hazards can include: mine entries (shafts and adits); shallow coal workings; geological features (fissures and break lines); mine gas and previous surface mining sites. Although such hazards are seldom readily visible, they can often be present and problems can occur in the future, particularly as a result of development taking place.

It is recommended that information outlining how the former mining activities affect the proposed development, along with any mitigation measures required (for example the need for gas protection measures), be submitted alongside any subsequent application for Building Regulations approval.

Any intrusive activities which disturb or enter any coal seams, coal mine workings or coal mine entries (shafts and adits) requires a Coal Authority Permit. Such activities could include site investigation boreholes, digging of foundations, piling activities, other ground works and any subsequent treatment of coal mine workings and coal mine entries for ground stability purposes. Failure to obtain a Coal Authority Permit for such activities is trespass, with the potential for court action.

If any coal mining feature is unexpectedly encountered during development, this should be reported immediately to the Coal Authority on 0345 762 6848. Further information is available on the Coal Authority website at: www.gov.uk/coalauthority

2.2.20 Where any proposals come forward at the Wedgwood Institute, the Queens Theatre or the Indoor Market that identify groundworks are required it is advised that due regard is given to the information outlined above.

Parking

2.2.21 Parking within Burslem town centre is perceived as a constraint to town centre activity and development. Parking options within the town centre are dominated by multiple small-scale options with one large car park, Chapel Lane, to the east of the town which has 61 bays.

2.2.22 Information taken from Stoke-on-Trent City Council’s website identify 250 parking bays in the town centre, or in a short walking distance to the town centre. A list of parking places and the number of bays at each location is as below. This information can be found here:

https://www.stoke.gov.uk/directory/6/car_parks/category/282

Burslem Town Centre Car Parks	No. Of Parking Bays
Bournes Bank on-street parking	14
Chapel Lane	61
Chapel Lane on-street parking	17
Cleveland Street on-street parking	6
Jackson Street	6
Market Place	37
Moorland Road on-street parking	28
Nile Street on-street parking	11

Overhouse Street	6
Price Street on-street parking	15
Queen Street on-street parking	5
St. John Square	13
Swan Street on-street parking	12
Westport Road	15
William Clowes Street on-street parking	4
Total	250

Energy Performance Certificates

2.2.23 Each of the buildings will require an Energy Performance Certificate (EPC) to rent the building out. An EPC rating of 'E' is required to rent out a commercial property. Exemptions to the requirement are possible in the case of listed or officially protected buildings where the minimum energy performance requirements would unacceptably alter the building. [Further information can be found at: Energy Performance Certificates for your business premises \(gov.uk\)](#)

Listed Building and Heritage at Risk Status

2.2.24 The three buildings are all listed buildings. The status of their listing is as stated below with their list description found in the Appendices section. It should be noted, there are also a number of other listed buildings within Burslem.

- Burslem Indoor Market – Grade II Listed
- Queens Theatre - Grade II Listed
- The Wedgwood Institute - Grade II* Listed

2.2.25 The Wedgwood Institute is listed on the Heritage at Risk Register.

2.2.26 Listed Building Consent (LBC) is required where proposals seek to alter, extend or demolish a listed building in a way that affects its character or appearance as a building of special architectural or historic interest.

Planning and Neighbourhood Planning

2.2.27 The Development Plan in place covering the area of Burslem is the Newcastle-under-Lyme and Stoke-on-Trent Core Spatial Strategy (2006 – 2026).

2.2.28 Burslem Neighbourhood Forum and Burslem Neighbourhood Area were approved by the City Council on 6th December 2019. No other organisation or body may be designated for that neighbourhood area until it expires on 6th December 2024. The Neighbourhood Area covers a larger area than the Burslem Conservation Area and like the Conservation Area includes Burslem Indoor Market, Queens Theatre and the Wedgwood Institute. No Neighbourhood Plan has been 'made' at present.

2.2.29 It is worth noting that the current consultation on the NPPF includes a new paragraph seeking to provide significant weight to the need to adapt buildings, particularly large non-domestic buildings, to improve their energy performance.

3 Market Considerations

- 3.1.1 Arcadis appointed a local property consultant Butters John Bee to provide a specialist high-level market appraisal (See Appendix G).
- 3.1.2 With due regard of the local market their brief included identifying potential end users for the three sites and the appetite for the end users to commit to take space either under a lease or ad hoc renting of the space by paying a licence fee.
- 3.1.3 The potential appetite from end users would then be used to inform the architects to prepare schemes which could be costed, and high-level property viability appraisals could be prepared.
- 3.1.4 Market advice indicates that there is no known demand for retail in the area of the three buildings due to the substantial amount of retail space within a two-mile radius of Burslem. We have however taken into account the existing retail adjoining the Indoor market and we have considered the demand for a small element of retail as part of the mixed use of Princes Hall circa 100m².
- 3.1.5 With regard to traditional office space there are a number of out-of-town schemes offering modern office space with on-site car parking, the market advice is that the typical office occupiers would be more attracted to these locations rather than the subject properties which have no dedicated parking. The High Level Market Appraisal report does however cover the alternative office occupier being enterprise centres and workshop space where we believe there would be interest.
- 3.1.6 Leisure is considered a likely user for the buildings. The buildings lend themselves to be converted into multi-functional spaces that will allow food courts, music venues, or large scale wedding venues. There are examples in a number of other towns and cities where food courts have successfully occupied heritage buildings, and these are detailed in the design options appraisals.
- 3.1.7 Based on the high-level market appraisal, two different use options or formats have been considered for Queens Theatre and the Wedgwood Institute with one option for the Indoor market.
- 3.1.8 High level property appraisals have been prepared for all the options based on the likely uses using the comparable values available which identify the level of funding required to make them financially viable.
- 3.1.9 Due to the current unsafe state of the buildings, it was not possible to progress discussions beyond 'potentially interested'. The values used in the appraisals are based on market knowledge alone.

4 Architectural and Design Considerations

- 4.1.1 This section of the report highlights some of the key features alongside the challenges and opportunities that should be addressed to maximise the potential of each building, whilst restoring the historic fabric, and the buildings' contribution to the town and community of Burslem alongside the region's wider economy. The challenges and opportunities are taken from the Design Options Appraisals found in the Appendix F with supplementary information ascertained during the development of the feasibility study.

Burslem Indoor Market

- 4.1.2 As stated in para 1.1.1.2, the retail and residential units within the demise of Burslem Indoor Market are not within the feasibility study scope and as such we do not have floor plans, a schedule of accommodation or a building condition report for these units. The design options appraisals for the Indoor Market does however include these spaces as they are intrinsic to determining the future use and operating model of the market.
- 4.1.3 There are six retail units with a street front presence and ten residential properties at a first-floor level within the curtilage of the Indoor Market. The retail units all have a street frontage along Queen Street. Two of the six units are understood to be occupied with the remainder vacant.
- 4.1.4 Above the retail units at 22 to 34 Queen Street, there are ten residential flats accessed from the Queen Street entrances. It is understood these properties are currently leased to a registered social landlord and the lease is due to terminate in 2024.
- 4.1.5 There are four points of entry into the market on three facades, namely Queen Street, Keates Street and Market Passage.

Opportunities:

- Reanimating the historic market hall for a contemporary take on the market hall experience
- A phased and sequential approach to re-using the building, opening up parts of the building at different times to pop up and meanwhile uses in the first instance.
- Potential to reveal high quality heritage character. Investigate the quality of the brickwork wall finish beneath the existing plaster and facing boards as an area of exposed brick work shows high quality engineered brickwork.
- Potential to re-orientate 'front door' of market onto Keates Street to provide an activated street scene along a north south route in the town centre heart. This could also provide improved access to units on the first floor and any other modifications to the first floor such as expanding footprint and the number of retail or studios uses via insertion of a first-floor balcony.
- Potential offer for start-up and SME spaces at affordable rates.

Constraints

- Costs
- Ensuring sufficient footfall to generate sufficient revenue for operators.
- Ensuring compatibility with neighbouring uses in terms of noise.
- Land ownership, namely the unregistered plot adjacent to the Keates Street entrance.
- Provision of car parking for large events.

Queens Theatre

- 4.1.6 Queens Theatre comprises of two distinct spaces: a theatre space and a series of rooms in what is known as Princes Hall. Its entrance is located on the A50 and located opposite an area of public open space.

Opportunities

- Reanimating the space for large social gatherings once again.
- To provide complementary but distinct uses into the two different elements of the building

- A phased and sequential approach to re-using the building, opening up parts of the building at different times to pop up and meanwhile uses in the first instance.

Constraints

- Providing level access for wheelchair users.
- Provision of car parking for large events.
- Costs
- Ensuring sufficient footfall to generate sufficient revenue for operators.
- Ensuring compatibility with neighbouring uses in terms of noise.

The Wedgwood Institute

4.1.7 The Wedgwood Institute has developed over time with a house being absorbed into it alongside other additions to the building coming after the establishment of the institute.

Opportunities:

- Reanimate the building by drawing on its historical use and re-imagining a contemporary training, learning and working experience for local people.
- Bringing cohesion to the different parts of the building through a covered central courtyard.
- A phased and sequential approach to re-using the building, opening up parts of the building at different times to pop up and meanwhile uses in the first instance.
- Potential offer for start-up and SME spaces at affordable rates.

Constraints

- Incremental development of the building created a number of areas of the floor plan which have their own vertical circulation and different floor levels.
- Substantive alterations to a Grade II Listing building are required to rationalise the component parts of the building including allowing for an appropriate fire strategy.
- Unique nature of a top lit, triple height room at first floor level.
- Not all of the rooms have windows.
- Costs
- Ensuring sufficient footfall to generate sufficient revenue for operators.

Partial Demolition as an option for the Wedgwood Institute

4.1.8 The case for partial demolition of the Wedgwood Institute has been queried by the client during the options appraisal process due to significant constraints identified. The case for partial demolition would need to be understood within the framework of the National Planning Policy Framework (NPPF), specifically Chapter 16. An assessment of the significance of the heritage asset as well as an assessment of the degree of the harm being proposed would need to be undertaken by a suitably qualified Conservation Architect before a case for partial demolition could be understood.

4.1.9 Within the 2018 consented scheme for the Wedgwood Institute, a Statement of Significance and Heritage Impact Assessment were undertaken and submitted.

5 Costs, Viability and Funding

5.1 Costs

- 5.1.1 Cost schedules have been prepared using the Design Options Appraisals for each building and are therefore based on a RIBA Concept Stage. The figures represent ‘order of costs’ until further detail is available.
- 5.1.2 The order of costs includes repair, alteration and refurbishment of each building including the safeguarding costs identified in respective building condition reports. With allowance for repair and alteration and refurbishment to Category A standard, these costs can be said to supersede the costs included in the building condition reports.
- 5.1.3 The order of costs includes building works, contractors’ preliminaries, overheads and profits, project and design fees, risks and contingency.
- 5.1.4 The estimates are based on scheme specific benchmark rates inflated to 1Q 2023.
- 5.1.5 It should be noted that although outside of the scope of the brief, the cost schedules for the Indoor Market includes the ground floor retail units.
- 5.1.6 The table below shows the conversion cost for each individual option inclusive of the ‘safeguarding of existing building costs’:

	GIA (sqm)	Cost Limit £	Cost £/m2
Queens Theatre – Option 1 Commercial & Residential	3,705	£12,310,000.00	3,323
Queens Theatre – Option 2 Commercial & Residential	3,705	£12,760,000.00	3,444
Wedgwood Institute – Option 1 Commercial	2,006	£9,020,000.00	4,497
Wedgwood Institute – Option 2 Residential	2,006	£9,560,000.00	4,766
Indoor Market	1,367	£5,380,000.00	2,756

5.2 Development Appraisal and Viability

Indoor Market

- 5.2.1 The property market advice has proposed one option for this site, a multi-functional leisure space which can accommodate a food court operation with individual catering units included. The proposed layout is shown in Appendix F and the cost plan in Appendix H.
- 5.2.2 In arriving at the income for this option, the potential income for the retail units fronting Queen Street has been included but not any income for the 1st floor residential.

5.2.3 The development appraisal is in Appendix I. When preparing the appraisal, the following assumptions have been made:

- The rental income is made up of the rental income for the retail space (based on comparables) and an assumption as to the level of rental that could be achieved for the multi-functional leisure space. The latter income has been informed by discussions with potential interested parties in the absence of direct comparables.
- The construction costs used are from the cost estimate and are made up of 'safeguarding existing building' costs and conversion costs to Category A shell and core finishes. In addition to this there will be operator fit out costs and we have used a level of income that allows the operator to fund their fit out.
- We have assumed a site value of £1 as it has a nil value.
- We have assumed that the client will commission the safeguarding and conversion works, therefore no developers profit has been included.

Results

5.2.4 The appraisal shows a deficit of £5,249,240.

5.2.5 Gap funding will be required to make the scheme financially viable.

5.2.6 In discussions with interested parties, The Claybody Theatre group have expressed an interest in the running of the venue. They have been offered 3yrs funding from the Arts Council to offer arts to local schools but would not be in a position financially to take a lease. Depending on the operational model of the new use, The Claybody Theatre are still keen to have an involvement in the management of the space.

5.2.7 There is an opportunity to explore, Stoke-on-Trent City Council granting the Claybody Theatre a below market value lease on the basis that they would manage and run the day-to-day operation of the multi-function space with a proportion of the profits being reinvested to Claybody to make them sustainable if the model could demonstrate social, economic, and environmental wellbeing.

Wedgwood Institute

5.2.8 The property market advice has proposed two options for the building. The proposed layouts are shown in Appendix F and the cost plan in Appendix H.

5.2.9 The high-level market appraisal considers that the location is potentially suitable for serviced offices and workshops but also mentions the lack of parking and poor vehicular access, which will deter some users.

5.2.10 There is also need for the individual units to be managed and a decision will need to be made whether Stoke-on-Trent City Council would have the capacity to manage the units or whether a third party could be used. We are aware that the nearby Middleport Pottery has a number of studios for individual creative businesses and also a clay college offering skill based ceramic courses. This space is managed by Re-Form previously linked to the Prince's Regeneration Trust.

5.2.11 We have also considered the ground floor Queen Street frontage units (circa 3,700sqft) for a café/restaurant/pub, and whilst there are no active requirements from the national operators, with this report, and the architectural reports, the next step would be to carry out some soft market testing.

The two options are:

- Option 1, the Queens Road frontage to be used a café/restaurant/pub. The rear section of the ground floor and upper floors to be used as serviced offices/workshops.
- Option 2, the complete building would be converted to 24, 1 and 2 bed apartments.

5.2.12 A mix of residential and commercial was not considered physically compatible.

5.2.13 The development appraisals are in Appendix I. When preparing the appraisals, the following assumptions have been made:

- With respect to Option 1, the construction costs used are from the cost estimate and are made up of 'safeguarding existing building' costs and conversion costs to Category A shell and core finishes.
- With respect to Option 2, the construction costs used are from the cost estimate and are made up of 'safeguarding existing building' costs and conversion costs. The residential units will be fully fitted out.
- We have assumed a site value of £1 as it has a nil value.
- We have assumed that the client will commission the safeguarding and conversion works, therefore no developers profit has been included.
- With respect to Option 2, two appraisals will be completed expressing the income as firstly outright sales and secondly the investment value of the apartments if retained and rented.

Results

- The option 1 (leisure and commercial) appraisal shows a deficit of £8,433,400.
- The option 2 (outright residential sale) appraisal shows a deficit of £8,666,100.
- The option 2 (residential retained and rented) appraisal shows a deficit of £8,756,500.

5.2.14 Gap funding will be required to make all the options financially viable.

Queens Theatre

5.2.15 The market advice has shown there is a strong demand for venues to hold Asian weddings with the venues needing to accommodate the large number of guests. Initial discussions with members of the Asian community have shown this demand is still very much in existence.

5.2.16 By creating a multi-functional space and incorporating the original theatre features the use can be utilised for other leisure uses as described and shown in the architect's report.

5.2.17 The property market advise has proposed two options for the building. The proposed layouts are shown in Appendix F and the cost plan in Appendix H.

5.2.18 The two options are:

- Option 1, multi-functional hall in the Queens Theatre building and residential apartments in the Princes Hall.
- Option 2, multi-functional hall in the Queens Theatre and a mixed-use development in the Princes Hall including retail, small food court, courtyard and residential to the upper floor.

5.2.19 The development appraisals are in Appendix I. When preparing the appraisals, the following assumptions have been made.

- With respect to Option 1, the construction costs used are from the cost estimate and are made up of 'safeguarding existing building' costs and conversion costs. The residential units will be fully fitted out.
- With respect to Option 2, the construction costs used are from the cost estimate and are made up of 'safeguarding existing building' costs and conversion costs to Category A shell and core finishes for the commercial area and the residential units fully fitted.
- We have assumed a site value of £1 as it has a nil value.
- We have assumed that the client will commission the safeguarding and conversion works, therefore no developers profit has been included.
- With respect to both options, two appraisals will be completed expressing residential income as firstly outright sales and secondly the investment value of the apartments if retained and rented.

Results

- Option 1a - leisure to Queens Theatre and residential (outright sale) in Princes Hall shows a deficit of £11,758,000.
- Option 1b - leisure to Queens Theatre and residential (retained and rented) in Princes Hall shows a deficit of £11,798,900.
- Option 2a - leisure to Queens Theatre, mixed use to Princes Hall and residential (retained and rented) on upper floor of Princes Hall shows a deficit of £12,537,600.
- Option 2b - leisure to Queens Theatre, mixed use to Princes Hall and residential (outright sale) on upper floor of Princes Hall shows a deficit of £12,501,800.

5.2.20 Gap funding will be required to make all the options financially viable.

5.3 Funding

5.3.1 The following funding options should be explored with the Stoke-on-Trent Heritage Trust whilst developing the strategy for bringing the buildings back into use. Funding options may be available for different stages of the strategy for bringing the buildings back into use.

- The National Lottery Heritage Fund
- One Public Estate / Homes England
- Levelling Up Funding
- Cultural Development Fund
- Architectural Heritage Fund
- Philanthropic investment

6 Risks

6.1.1 The following risks should be assessed and mitigated when developing a strategy for bringing the buildings back into use.

- The building condition reports and the repair cost estimates within them are based on visual inspections of areas that were safe to survey and drone footage for the roofs and exterior features alongside anticipated costs for areas out of bounds due to the presence of asbestos containing materials, structural instability or health and safety hazards. Further inspections are required to confirm the repair costs.

- Not undertaking safeguarding works and further investigation of the buildings immediately leading to a risk to the public and to buildings alongside greater costs in repairing the buildings leading to greater costs further downstream.
- Cost estimates for the repair, alteration and refurbishment of the buildings are based on limited concept design information and understanding of the heritage significance of the buildings at this stage and should be treated as an “order of cost” only until further detail can be provided.
- The viability appraisals have used assumptions of rental value where direct comparables were not available. These value assumptions will only be firmed up once marketing has been progressed which involves making the buildings safe to allow site visits.
- The appraisals have used conversion costs for assumed fit outs, the exact nature of the fit out and the more accurate costs will only be known when detailed negotiations have been undertaken with end users.
- The appraisals have used capitalisation rates for the rental income based on the likely end users, these rates will be firmed up when the specific end users and their covenant strength are known.
- Gaining local support for the proposals for each building will be important to ensure they act as catalysts for wider regeneration of Burslem.

7 Conclusions

- 7.1.1 It is clear from the previous studies and the work undertaken as part of this study, that Burslem and the city of Stoke-on-Trent is rich in cultural, creative and industrial heritage. The decline in the potteries industry has left the door ajar for Burslem to capture a new essence, but the need to transition from a past dominated by the pottery industry to a new future can be well served by reimagining and respecting existing assets within the town with a contemporary approach that meets local needs.
- 7.1.2 This study showcases options for bringing three of Burslem’s finest assets back into use, but each of the options will need a considerable and coordinated effort to achieve this goal. It is also the case that a patient and persistent approach will be needed, not only to secure investment and operators but also to ensure the sustainability and longevity of the investment. Achieving sustainability and longevity will be linked to reflecting the vision and needs of the existing community.
- 7.1.3 The decline of these buildings would also lead to the decline of the heritage, culture and community evident within Burslem and as such further decline must be halted and investment opportunities sought via wide ranging and diverse avenues. The nature of sustainably re-invigorating a town’s social and economic fabric is such that the vision may be clearer than the route, but ongoing discussions with a multitude of actors will invariably bring the vision and the route closer together.
- 7.1.4 There have been a number of previous attempts to bring back the buildings into use, but these attempts have not been successful. Undoubtedly, the costs associated with bringing back into use buildings with the heritage value of these buildings has been a factor. The consented scheme for the

Wedgwood Institute identifies that there is feasibility of bringing back into use a Grade II* listed building, despite the obstacles. However, in this instance the magnitude of the risks involved led an organisation to pull out of the delivery and operational phase despite incurring significant expenditure already.

- 7.1.5 The design options for each building provide visions that need to be tested and developed with a broad range of stakeholders: prospective funding partners; investors; operators; local businesses and organisations and the wider community. A strategy for each building will emerge through these discussions.
- 7.1.6 With the proposed uses for each building looking to bring new employment and new visitors to the town both by day and by evening, one of the critical factors in realising this aim will be ensuring Burslem is accessible by multiple modes of transport. Car parking is identified as a potential constraint for large scale events such as those identified for the Indoor Market and Queens Theatre. Equally, accessibility by sustainable modes of transport could potentially be improved. It is understood Stoke-on-Trent City Council is looking at options to improve accessibility by public transport to Burslem. The next steps section of this report looks to understand parking needs in the town centre.
- 7.1.7 The building condition reports highlight the poor condition of the buildings. Without investment these buildings will continue to decline. With each day that passes the costs to repair the buildings increases. The building condition reports identify safeguarding tasks and costs which should be actioned immediately. These will reduce risk to persons in or near the building and the building itself whilst also enabling persons to safely enter all areas of the building and therefore survey and assess fully the estimated repair costs. The estimated safeguarding costs are below:
- Indoor Market - £118,500.
 - Queens Theatre - £325,669.
 - Wedgwood Institute - £177,750.
- 7.1.8 The estimated costs of repairing the buildings including a 20-year maintenance programme is as follows. Due to safety issues, it was not possible to survey all areas of the building. The costs in the report and below are based on a visual inspection of all the areas that were possible to survey, and an assessment of the anticipated costs based on inspections completed on site from safe locations; the available drawings; experience of similar buildings where it was not possible to survey certain areas. Further detail is in the reports within Appendix E.
- Indoor Market - £2,642,538.
 - Queens Theatre - £5,900,874.
 - Wedgwood Institute - £3,985,728.
- 7.1.9 The cost plans identify the costs for the repair, restoration and refurbishment of the building and its historic fabric with a Category A fit out. Costs also include building works, contractors' preliminaries, overheads and profits, project and design fees, risks and contingency. Costs are as follows:
- Indoor Market - £5,380,000.
 - Queens Theatre – Option 1, £12,310,000; Option 2, £12,760,000.
 - Wedgwood Institute – Option 1, £9,020,000; Option 2, £9,560,000.

7.1.10 The development appraisal including viability assessment identifies that unless these buildings attract significant funding these properties will not be brought back into use and as such will continue to decline. Market-led options are therefore not possible for any of these buildings. Investment will need to come from the public sector or other sources.

8 Next Steps and Recommendations

a) Make the building safe, complete surveys and develop comprehensive understanding of the buildings and the costs to bring them back into use whilst also enabling prospective interested operators into the buildings.

- Undertake the immediate safeguarding works recommended within the Building Condition Reports for each building. It is recommended the safeguarding works are undertaken as a package of works, planned and executed in the same programme. Once safeguarding works are complete, people will be able to safely enter the buildings to conduct work and to visit.
- Upon completion of the safeguarding works, survey the areas that were not possible to survey in the Building Condition Reports appended to this document due to safety implications. This will give a robust understanding of the condition of each element of the buildings and a projected works costing based on the specifics of each building.
- Further investigations for each building are also identified within the building condition reports as follows:

Indoor Market

- Structural survey of the building as a whole but with particular attention to the adjoining wall and roof structure.
- Asbestos survey.
- Damp survey.
- Investigation to determine suitability of all electrical installations for retention and reinstatement.

Queens Theatre

- Full specialist assessment of all structural timbers to assess the extent of those requiring replacement.
- Input into the above and other areas by a structural engineer.
- Drainage survey.
- Other specialist surveys as identified in the schedule.
- Physical touch survey to high level stone elements.
- Close inspection of roof.
- Investigation to determine suitability of all electrical installations, LTHW pipework and gas pipework installations for retention and reinstatement.

Wedgwood Institute

- Full specialist assessment of all structural timbers to assess the extent of those requiring replacement (up to 40% in a pre-2009 report prepared by H&R).

- Input into the above and other areas by a structural engineer.
 - Review of the allowances and assumptions made within this document by a Building Surveyor
 - Drainage survey.
 - Specialist inspection of the terracotta elements by a conservator.
 - Investigation to determine suitability of all electrical installations, LTHW pipework and gas pipework installations for retention and reinstatement.
-
- Undertake measured surveys of all the buildings, including the retail and residential units in the indoor market to accurately record the building dimensions including GIA and NIA. Laser scanning is advised as it is quicker, more accurate and cheaper and it can be used to provide 3D imagery that can in turn be used by architects to model buildings.
-
- Investigation of the brickwork finish below the plaster in the Indoor Market.
-
- Full land referencing of title deeds and ownership details of each property, for example restrictive covenants, easements and wayleaves attributed or constrained to the properties and associated land. Explore particular enquiry regarding the ownership of an unregistered plot in between the freehold title (SF537786) of the Indoor Market next to the Keates Street entrance.
-
- To understand options related to partial demolition at the Wedgwood Institute, commission a Conservation Architect to undertake a Statement of Significance.

b) Secure funding

- Develop a funding strategy and open up targeted discussions with prospective funding partners based on heritage value and levelling up.

c) Secure the properties

- Once buildings are made safe and where appropriate, use property guardians to secure the buildings. A modest income may be achievable via this route too.
- Understand tenancy arrangements for occupants of retail units in Burslem Indoor Market.
- Secure vacant possession of the residential properties in Burslem Indoor Market when the existing tenancy expires in 2024.

d) Secure operators

- Share the feasibility study with parties known to have expressed interest in the buildings during the development of the high-level market appraisal to determine if they want to take further.
- Share the feasibility study with key stakeholders such as education and training providers, key local businesses and cultural institutions to establish their interest in the buildings.

- Build a communication strategy providing confidence for prospective investors and the community that the council will be working to get these buildings back into use over the short and medium term.
- Undertake informal soft market testing exercise with local, regional and national operators to discuss their views on how to maximise the potential and opportunities presented by the buildings. Ideally invite interested parties to the buildings once they are safe.
- Develop a business plan for each of the buildings combining the council's vision and objectives alongside the prospective operators.

e) Develop a strategy for bringing forward the buildings for re-use

- Look for routes to list Queens Theatre and Burslem Indoor Market on the Heritage at Risk Register. Listing criteria focuses on Grade I and Grade II* Listed Buildings and so it may be that the opportunity to list the Conservation Area is appropriate. This may open up avenues of funding.
- Determine objectives for each of the buildings, essential and desirable. This may include prospective terms for the disposal or lease and management of each building.
- Develop a risk assessment to sit alongside the strategy.
- Develop a 'reference log' of case studies of regeneration based projects that are relevant to how you see Burslem developing. Identify case studies where it would be beneficial to talk to counterparts within Local Authorities to talk through next steps. This can be used in stakeholder engagement across the board and to brief future design teams. This reference log has been started as part of the feasibility study. See Appendix B.
- Undertake Stakeholder Engagement and or develop a stakeholder engagement strategy to ensure the objectives and strategy for bringing back the buildings is sustainable and supports local aims and ambitions.
- Establish if there is funding and an appetite for a creative and cultural programme of small-scale events or a festival in Burslem that celebrates Burslem's heritage and community. It is suggested that a small but critical mass of local businesses and organisations could drive this. This could capture what local people want for their area and who the stakeholders are that might drive this locally led change.
- Develop a map of competing and complementary assets in the local area i.e., comedy venues, affordable workspace providers, artistic studios. This work has been initiated by the architects.
- Develop a Burslem Town Centre Car Parking Assessment and Strategy brief with the aim of understanding parking needs in the town centre. This study should look at existing capacity, how the spaces are used during different times of the day, opportunities to meet demand which allows for demand over the short, medium and long term to 'future proof' any proposals as the transition

to low carbon forms of transport takes place. The study may need to include parking for coaches; opportunities to work with local businesses with car parks that are not used to capacity all the time such as B&M and Port Vale Football club; opportunities for use of brownfield land such as that on Woodbank Street for a 'meanwhile' option. Other sites that have been identified for further investigation by Council Officers include the Former Day Care Centre on Jenkins Street, 'Land off Hall Street' and 'Land off Cleveland Street'.

- Consider the role of a place-based strategy for bringing more footfall to the town centre. This may include looking at:
 - The daytime and night-time economy.
 - Events and cultural programmes.
 - Offer of meanwhile spaces or 'pop up shops' in vacant shops.

f) Where a prospective operator is confirmed alongside funding:

- It is assumed that any funding offers will be conditional on having end users identified, therefore the marketing campaign will run in parallel with the funding.
- Once users have been identified, enter into negotiations with prospective operators to agree the level of fitout required and specific requirements not covered by the architect's report.
- Agree Heads of Terms before instructing solicitors setting out the agreed specification, length of lease and financial commitment.
- If the option is made to progress the 100% residential in Wedgwood and Princes Hall, it is likely that the project will be carried out by a third party. All other options, it is assumed because of the complexity and cost of the works this will be carried out by Stoke-on-Trent City Council (or development partner) but not the leisure and commercial end user.