



Clerk: June Gurry  
Telephone: 01803 207013  
E-mail address: [governance.support@torbay.gov.uk](mailto:governance.support@torbay.gov.uk)  
Date: Friday, 15 June 2018

Governance Support  
Town Hall  
Castle Circus  
Torquay  
TQ1 3DR

Dear Member

**COUNCIL - THURSDAY, 21 JUNE 2018**

I am now able to enclose, for consideration at the Thursday, 21 June 2018 meeting of the Council, the following reports that were unavailable when the agenda was printed.

<b>Agenda No</b>	<b>Item</b>	<b>Page</b>
<b>10.</b>	<b>Call-in of Elected Mayor's Decision on Future of Oldway Mansion</b>	<b>(Pages 267 - 424)</b>

Yours sincerely

June Gurry  
Clerk



**Meeting:** Council

**Date:** 21 June 2018

**Wards Affected:** All Wards

**Report Title:** Call-in of Elected Mayor's Decision in relation to the Future of Oldway Mansion, Paignton

**Is the decision a key decision?** No

**When does the decision need to be implemented?** once a decision has been made

**Supporting Officer Contact Details:** Anne-Marie Bond, Director of Corporate Services and Operations, [anne-marie.bond@torbay.gov.uk](mailto:anne-marie.bond@torbay.gov.uk).

## 1. Proposal and Introduction

1.1 On 11 June 2018, the Elected Mayor took a decision in relation to the future of Oldway Mansion. Part (iii) of that decision was as follows:

“That market testing commences now, through accredited agents, to see whether there is interest in securing the freehold or long leasehold disposal of Oldway Mansion and Estate. The marketing should engage with all interested parties, including charities, trusts, private individuals and commercial organisations, and for local community groups, such as the Friends of Oldway, the Community Asset Transfer Policy would be applicable.”

1.2 This decision was called in for scrutiny and considered at the meeting of the Overview and Scrutiny Board held on 13 June 2018. An extract of their Minute is set out below:

### “6. Future of Oldway Mansion, Paignton – Market Testing

The Board considered the details of a call-in by fifteen Members of the Council of the decision of the Elected Mayor to commence market testing commences, through accredited agents, to see whether there is interest in securing the freehold or long leasehold disposal of Oldway Mansion and Estate.

The Call-in Promoter (Councillor Lewis (C)) explained that the signatories believed that the Elected Mayor's decision was contrary to the Council's Policy Framework. He explained that the Corporate Plan identified one of the Council's principles as “Using reducing resources to best effect” and

that, given that there was no political will to dispose of Oldway Mansion, undertaking market testing would not be an effective use of officer time.

Members of the Board indicated that they were minded to agree that the decision was contrary to the Council's Budget and Policy Framework and, at that point, the Monitoring Officer provided advice to the Board.

**Resolved:** that, having listened to the advice of the Monitoring Officer, the Board is of the view that the Mayor's decision is contrary to the Policy Framework as it does not believe that it makes best effect of the Council's reducing resources and therefore the matter is referred to the Council."

1.3 Members are requested to consider this report.

## **2. Reason for Proposal**

2.1 To consider the recommendation of the Overview and Scrutiny Board and further information detailed in the submitted report.

## **3. Recommendation(s) / Proposed Decision**

3.1 That the Council considers the contents of this report in determining whether or not the Elected Mayor's decision dated 11 June 2018 to commence market testing to determine whether there is interest in securing the freehold or long leasehold disposal of Oldway Mansion and Estate is contrary to the Policy Framework.

## **4. Supporting Information**

4.1 As per the advice provided verbally to the Overview and Scrutiny Board, it is confirmed that the Corporate Plan forms one element of the Council's Policy Framework.

4.2 The Corporate Plan sets out three principles upon which everything that the Council does needs to be based upon, namely;

- Using reducing resources to best effect,
- Reduce demand through prevention and innovation,
- Integrated and joined approach.

4.3 The Corporate Plan then expands upon the meaning of using reducing resources to best effect. It states that the Council has to ensure '*every pound and every hour of work is well spent.*' In order to market test whether there is interest in securing the disposal of Oldway will use Officer resources, i.e. officer hours of work. In this respect the Corporate Plan is engaged, albeit on a very broad basis. However it is a political decision as to whether resources should be focused upon market testing the disposal of Oldway, or whether they should be focused upon other priorities.

4.4 The Corporate Plan continues to expand upon the meaning of using reducing resources to best effect. It states '*we may stop providing some services.*' In this context it is expected, inter alia, that the Council will need to consider whether it can still afford to maintain assets that it no longer needs for service delivery. Whilst the decision of the Elected Mayor is not to dispose of Oldway, it is to market test its disposal so as to inform any future decision making, in this respect it is advised that

the decision of the Elected Mayor to market test the disposal of Oldway is consistent with this element of the Policy Framework.

## **5. Options**

- 5.1 In accordance with the Standing Orders, the Council has to firstly to determine whether or not the decision (if implemented) would be within the Budget and Policy Framework (D10.7).
- 5.2 If the Council determines that the decision would be within the Budget and Policy Framework, the subsequent action is that it may refer any decision to which it objects back to the decision maker together with the Council's views on that decision (D9.4C).
- 5.3 If the Council decides that the decision would be contrary to (or not wholly in accordance with) the Budget and/or Policy Framework, the decision shall be deemed as a recommendation to the Council and the Council itself shall take the final decision on the matter.

## **Appendices**

- Appendix 1: Reasons for call-in – Future of Oldway Mansion, Paignton
- Appendix 2: Record of Decision – Future of Oldway Mansion, Paignton dated 11 June 2018
- Appendix 3: Report to Policy Development and Decision Group (Joint Operations Team) of 4 June 2018, together with Appendix 1 and 2

## Appendix 1

### Future of Oldway Mansion, Paignton – Market Testing

#### Reasons for Call-in

The decision:

“That market testing commences now, through accredited agents, to see whether there is interest in securing the freehold or long leasehold disposal of Oldway Mansion and Estate. The marketing should engage with all interested parties, including charities, trusts, private individuals and commercial organisations, and for local community groups, such as the Friends of Oldway, the Community Asset Transfer Policy would be applicable.”

is contrary to the Policy Framework.

The Corporate Plan identifies one of the Council’s principles as “Using reducing resources to best effect”. Given that there is no political will to dispose of Oldway Mansion, undertaking market testing would not be an effective use of officer time.

**Record of Decision**

**Future of Oldway Mansion, Paignton**

**Decision Taker**

Elected Mayor on 11 June 2018

**Decision**

- (i) that a Project Manager be appointed, on a 12 month contract, to prepare a works specification, procurement strategy and cost estimate for the limited improvement works identified in Phase 1 of the DCA report. That a stage report be submitted to full Council in approximately nine months' time when the Council sets its 2019/20 Revenue Budget, Capital Plan and Medium Term Resources Plan;
- (ii) that the Council consults further with conservation accredited professionals to identify a strategy for the immediate management of the dry rot outbreak, so as to minimise further damage during the 2018 dry rot active season with any decision on these works being taken in accordance with the Council's Constitution;
- (iii) that market testing commences now, through accredited agents, to see whether there is interest in securing the freehold or long leasehold disposal of Oldway Mansion and Estate. The marketing should engage with all interested parties, including charities, trusts, private individuals and commercial organisations, and for local community groups, such as the Friends of Oldway, the Community Asset Transfer Policy would be applicable;
- (iv) that the Project Manager investigates options to establish a café concession at Oldway and possibly other amenities but without committing further to the existing ongoing operating costs; and
- (v) that the appointment of a Project Manager, stage report, dry rot investigation and the soft market testing identified above be funded to a maximum of £125,000 from the existing Oldway Mansion Reserve.

**Reason for the Decision**

To agree a way forward for the future of Oldway Mansion and Estate.

The Elected Mayor supports market testing to see whether there is interest in securing the freehold or long leasehold disposal of Oldway Mansion and Estate because Oldway is no longer required for service delivery and is arguably unaffordable given the Council's current financial position. It has been recognised that undertaking all of the Phase 1 is a substantial financial commitment and needs to be considered alongside setting the 2019/20 Revenue Budget, Capital Plan and Medium Term Resource Plan. A significant financial commitment at this time jeopardises the Council's future viability and that the Elected Mayor is satisfied that a private operator can be procured to secure the future of the Mansion and Public Estate.

**Implementation**

This decision will come into force and may be implemented on 19 June 2018 unless the call-in procedure is triggered (as set out in Standing Orders in relation to Overview and Scrutiny).

## Information

At the meeting of the Policy Development and Decision Group (Joint Operations Team) held on 4 June 2018 Members considered the submitted report which set out the recommendations of the Oldway Mansion and Estate Working Party and officers in connection with the future of Oldway Mansion.

The report included a detailed report produced by DCA consultants which provided a number of options and draft costings for bringing Oldway Mansion back into use. Members noted the concerns of the Senior Leadership Team in respect of a potential significant financial commitment if the Council committed to fund all of the project as highlighted in paragraph 4.1 of the submitted report.

The Policy Development and Decision Group (PDDG) Resolved:

“That the Policy Development and Decision Group (Joint Operations Team) recommends the Council:

- (i) that a Project Manager be appointed, on a 12 month contract, to prepare a works specification, procurement strategy and cost estimate for the limited improvement works identified in Phase 1 of the DCA report. That a stage report be submitted to full Council in approximately nine months’ time when the Council sets its 2019/20 Revenue Budget, Capital Plan and Medium Term Resources Plan;
- (ii) that the Council consults further with conservation accredited professionals to identify a strategy for the immediate management of the dry rot outbreak, so as to minimise further damage during the 2018 dry rot active season with any decision on these works being taken in accordance with the Council’s Constitution;
- (iii) that market testing commences now, through accredited agents, to see whether there is interest in securing the freehold or long leasehold disposal of Oldway Mansion and Estate. The marketing should engage with all interested parties, including charities, trusts, private individuals and commercial organisations, and for local community groups, such as the Friends of Oldway, the Community Asset Transfer Policy would be applicable;
- (iv) that the Project Manager investigates options to establish a café concession at Oldway and possibly other amenities but without committing further to the existing ongoing operating costs;
- (v) that the appointment of a Project Manager, stage report, dry rot investigation and the soft market testing identified above be funded to a maximum of £125,000 from the existing Oldway Mansion Reserve; and
- (vi) that the Oldway Mansion and Estates Working Party be disbanded and the members of the Working Party be thanked for all their work in helping to develop options for the future of Oldway Mansion and Estate.”

In light of the decision of the PDDG the Monitoring Officer has clarified who the decision makers are. She has confirmed that the recommendations in respect of (i) to (v) above are Mayoral as they are within the approved budget and in accordance with the Council’s Policy Framework documents and that (vi) is a Council decision as the Council established the working party and therefore only it can disband it. In light of this the Elected

Mayor has decided to take his Mayoral decision today and this is set out above.

**Alternative Options considered and rejected at the time of the decision**

These were set out in the report submitted to the Policy Development and Decision Group (Joint Operations Team) held on 4 June 2018.

**Is this a Key Decision?**

Yes – Reference Number: I036613

**Does the call-in procedure apply?**

Yes

**Declarations of interest** (including details of any relevant dispensations issued by the Standards Committee)

None

**Published**

11 June 2018

Signed: \_\_\_\_\_  
The Elected Mayor of Torbay

Date: 11 June 2018





**Meeting:** Policy Development and Decision Group (Joint Operations Team) & Council

**Date:** 4<sup>th</sup> June 2018 & 21<sup>st</sup> June 2018

**Wards Affected:** All Wards

**Report Title:** Future of Oldway Mansion

**Is the decision a key decision?** Yes

**When does the decision need to be implemented?**

**Executive Lead Contact Details:** Elected Mayor Gordon Oliver, Elected Mayor and Executive Lead for Assets, Finance, Governance and Corporate Services, Economic Regeneration and Transformation, mayor@torbay.gov.uk

**Supporting Officer Contact Details:** Kevin Mowat, Executive Head for Assets and Business Services, (01803) 208435, kevin.mowat@torbay.gov.uk

## 1. Proposal and Introduction

1.1 On 22<sup>nd</sup> September 2016 the Council established the Oldway Mansion and Estate Working Party (Minute 72/9/16 refers). Council also agreed that the membership of the Working Party should include community representatives. The terms of reference for the Working Party are set out below:-

1. to review any condition surveys for buildings on the site;
2. to review proposals for use of buildings and grounds;
3. to ascertain community views in respect of these matters; and
4. to make recommendations about how future use of building should be taken forward.

1.2 Following a procurement exercise, DCA Consultants were appointed (funded from the Oldway Mansion Reserve). The brief given to DCA was to produce an options appraisal for the future use of Oldway Mansion and Estate, which could be given further consideration by the Working Party, with a view to making recommendations to Council.

1.3 A Working Party meeting was held on 19<sup>th</sup> April 2018 at which DCA Consultants presented their draft options appraisal report. The Working Party agreed to accept the draft proposals and indicated that they would be supportive of the final report.

- 1.3 An all Members briefing was then held on 8<sup>th</sup> May 2018 to present the draft options appraisal report (attended by 21 members and the Elected Mayor) and DCA Consultants explained that they had worked closely with a range of community stakeholders to develop options.
- 1.4 At the most recent meeting of the Oldway Mansion and Estate Working Party, held on 22<sup>nd</sup> May 2018, the final report from DCA Consultants was considered (attached as Appendix 2) and the Working Party broadly agreed to accept the recommendations set out in the DCA report. Consequently the Working Party determined to make recommendations to Council, as set out in section 3 below.

## **2. Reason for Proposal**

- 2.1 To provide Council with the recommendations put forward by the Oldway Mansion and Estate Working Party.
- 2.2 To provide Council with the recommendations put forward by officers, which have the support of the Elected Mayor.
- 2.3 The Elected Mayor supports the disposal option because Oldway is no longer required for service delivery and is an unaffordable luxury given the Council's current financial position. A significant financial commitment at this time jeopardises the Council's future viability and that the Elected Mayor is confident that a private operator can be procured to secure the future of the Mansion and Public Estate.
- 2.4 To agree a way forward for the future of Oldway Mansion and Estate.

## **Recommendations**

### **3. Working Party Recommendations**

- 3.1 That the broad blueprint for the potential Oldway restoration project, set out in the DCA Consultants' report entitled "Oldway Mansion – Options Appraisal", be accepted and that work toward its realisation be commenced.
- 3.2 That this intention be communicated to the community and to potential institutional stakeholders so as to secure early support in principle.
- 3.3 That the Council engages with the 'Friends of Oldway' and with local catering operators to explore the potential for early opening of a café offer, with the estimated capital costs of £60,000 to be met from the Oldway Mansion Reserve.
- 3.4 That further consultation be undertaken with conservation accredited architects to identify a strategy for immediate management of the dry rot outbreak so as to minimise further damage during the 2018 dry rot active season.
- 3.5 That the urgent repairs and limited improvement works identified in Phase 1 of the restoration project be immediately developed and commissioned, up to the amount of £2 million as shown in the DCA report and to seek further approval from Council if these costs are likely to be exceeded.
- 3.6 That the Council continues, in parallel with this commission, a process of vision and business development, project testing and consultation, engaging with potential

fundes to seek to develop a strategy for application for major funds with the submission process commencing during 2019.

- 3.7 That the Council considers and resolves any further enabling development proposal based on a full review of detailed planning and valuation advice.
- 3.8 That a Project Director/Coordinator be appointed, on a 12 month contract funded from the Oldway Reserve Fund, to support the Council's Officers, adding capacity and proven expertise in the management of similar projects so as to manage the development process, control risk and ensure that deadlines and gateway reviews are met and conducted to the highest standards.

#### **4. Officer Recommendations**

- 4.1 The Council's Senior Leadership Team cannot recommend a significant financial commitment prior to the process of setting the 2019/20 budget. This is due to the severe financial challenges facing the authority and the officers therefore urge the Elected Mayor and Councillors to be realistic and transparent in what is likely, or is not likely, to be affordable, in respect of Oldway. A dual track and phased approach in the interim is therefore recommended as set out in 4.2 to 4.7 below:
- 4.2 That a Project Manager be appointed, on a 12 month contract, to prepare a works specification, procurement strategy and cost estimate for the limited improvement works identified in Phase 1 of the DCA report. That a stage report be submitted to full Council in approximately nine months' time when the Council sets its 2019/20 Revenue Budget, Capital Plan and Medium Term Resources Plan.
- 4.3 That the Council consults further with conservation accredited professionals to identify a strategy for the immediate management of the dry rot outbreak, so as to minimise further damage during the 2018 dry rot active season with any decision on these works being taken in accordance with the Council's Constitution.
- 4.4 That market testing commences now, through an accredited agent, to see whether there is interest in securing the freehold or long leasehold disposal of Oldway Mansion and Estate. The marketing should engage with all interested parties, including charities, trusts, private individuals and commercial organisations, and for local community groups, such as the Friends of Oldway, the Community Asset Transfer Policy would be applicable.
- 4.5 That the Project Manager investigates options to establish a café concession at Oldway and possibly other amenities but without committing further to the existing ongoing operating costs.
- 4.6 That the appointment of a Project Manager, stage report, dry rot investigation and the soft market testing identified above be funded to a maximum of £125,000 from the Oldway Mansion Reserve.
- 4.7 That the Oldway Mansion and Estates Working Party be disbanded and the members of the Working Party be thanked for all their work in helping to develop options for the future of Oldway Mansion and Estate.

## **Appendices**

Appendix 1 - Supporting Information

Appendix 2: DCA Consultants Report – Oldway Mansion – Options Appraisal

## **Background Documents**

<http://www.torbay.gov.uk/DemocraticServices/ieListDocuments.aspx?CId=163&MID=6615>

## Appendix 1 - Supporting Information

<b>Section 1: Background Information</b>	
<b>1.</b>	<p><b>What is the proposal / issue?</b></p> <p>Following the Council's decision to move out of Oldway Mansion in 2013, the building and grounds have suffered from a lack of maintenance and investment. The Council therefore needs to decide what it wishes to do with the site and this report sets out options for Members' consideration.</p>
<b>2.</b>	<p><b>What is the current situation?</b></p> <p>Oldway Mansion, a large house, is listed Grade II* and there are a further 11 listed buildings and structures on the site including the Rotunda (a two storey plus lantern circular stables and exercise building). The concentration of listed buildings and artefacts is unique in Torbay. The gardens which extend to the south and east of Oldway are individually registered Grade II and are included on the Historic England Heritage at Risk Register. The site is surrounded by residential development, largely concealed from view, and, on the south side, is abutted by Oldway Primary School.</p> <p>The Council had previously disposed of the site to a developer to create a boutique hotel with some enabling residential development but this was not realised.</p> <p>The Council is now left with dilapidated buildings in urgent need of repair and therefore a decision needs to be taken about what to do with the site.</p> <p>In the wider context, the Council is committed to creating a prosperous and healthy Torbay and is working on delivering its priorities as outlined in its Corporate Plan. Despite making large amounts of savings in recent years, the significant financial challenges facing the Council remain. In particular, the Government has not yet made any funding announcements for 2020/21 or 2021/22. The year 2020/21 will be the first year after the current four year settlement for councils and the first year after the central government Spending Review of 2019. It is assumed that central government will still aim to reduce total spending in local government.</p> <p>Recently Council has approved borrowing for both Torre Abbey and a Paignton Public Realm scheme where the costs are likely to be a future revenue budget pressure. Any commitment to fund capital expenditure should be directly linked to future year budget proposals and their affordability, especially given the cumulative impact of any additional unsupported long term borrowing costs.</p> <p>Therefore, the Council must continue to ensure that it uses its reducing resources to best effect. In terms of its Capital Plan, any capital resource that would be required to carry out works to Oldway Mansion and Estate would need to be met from external bids (which are likely to need match funding) or from prudential borrowing (which would either need an associated income</p>

	stream or funding from the existing revenue budget, to meet the costs of borrowing).
3.	<p><b>What options have been considered?</b></p> <p>The DCA report outlines capital expenditure of up to £15m. At this stage the funding options are considered by officers to be speculative. If the project advances as outlined in the report, The Councils commitment is at least £3m of unfunded borrowing with an ongoing revenue cost to the Council and is subject to other funding of £12m being identified. This is a very challenging assumption.</p> <p>The report outlines future potential income streams from admissions, merchandise and events, which again are challenging, in particular if compared to say the current levels of admission income and rent being achieved at Torre Abbey. The options for the funding of any future maintenance liabilities and future management of the asset, possibly by, a community interest entity will also require careful consideration.</p> <p>Therefore the other options are:</p> <p><b>Option 1 – Adopt the Working Party Recommendations:</b></p> <ul style="list-style-type: none"> <li>• That the broad blueprint for the potential Oldway restoration project, set out in the DCA Consultants’ report entitled “Oldway Mansion – Options Appraisal”, be accepted and that work toward its realisation be commenced.</li> <li>• That this intention be communicated to the community and to potential institutional stakeholders so as to secure early support in principle.</li> <li>• That the Council engages with the ‘Friends of Oldway’ and with local catering operators to explore the potential for early opening of a café offer, with the estimated capital costs of £60,000 to be met from the Oldway Mansion Reserve.</li> <li>• That further consultation be undertaken with conservation accredited architects to identify a strategy for immediate management of the dry rot outbreak so as to minimise further damage during the 2018 dry rot active season.</li> <li>• That the repairs and limited improvement works identified in Phase 1 of the restoration project be immediately developed and commissioned, up to the amount of £2 million as shown in the DCA report and to seek further approval from Council if these costs are likely to be exceeded. The £2m will need to be funded from prudential borrowing and/or external grants or donations. Interest and repayment costs of up to £120k per annum would need to be met by the revenue budget if the full £2m were to be borrowed. This presents a future year budget pressure that will need to be funded by reductions in other council services and/or additional income.</li> </ul>

- That the Council continues, in parallel with this commission, a process of vision and business development, project testing and consultation, engaging with potential funders to seek to develop a strategy for application for major funds with the submission process commencing during 2019.
- That the Council considers and resolves any further enabling development proposal based on a full review of detailed planning and valuation advice.
- That a Project Director/Coordinator be appointed, on a 12 month contract funded from the Oldway Reserve Fund, to support the Council's Officers, adding capacity and proven expertise in the management of similar projects so as to manage the development process, control risk and ensure that deadlines and gateway reviews are met and conducted to the highest standards.

Full details of this option are set out in Appendix 2 to this report (DCA Consultants report "Oldway Mansion – Options Appraisal").

**Option 2 – Adopt the Officer Recommendations, which are broadly supported by the Elected Mayor.**

- The Council's Senior Leadership Team cannot recommend a significant financial commitment prior to the process of setting the 2019/20 budget. This is due to the severe financial challenges facing the authority and officers therefore urge the Elected Mayor and Councillors to be realistic and transparent in what is likely, or is not likely, to be affordable, in respect of Oldway. A dual track and phased approach in the interim is therefore recommended as set out below:
- That a Project Manager be appointed, on a 12 month contract, to prepare a works specification, procurement strategy and cost estimate for the limited improvement works identified in Phase 1 of the DCA report. That a stage report be submitted to full Council in approximately nine months' time when the Council sets its 2019/20 Revenue Budget, Capital Plan and Medium Term Resources Plan.
- That the Council consults further with conservation accredited professionals to identify a strategy for the immediate management of the dry rot outbreak, so as to minimise further damage during the 2018 dry rot active season with any decision on these works being taken in accordance with the Council's Constitution.
- That market testing commences now, through an accredited agent, to see whether there is interest in securing the freehold or long leasehold disposal of Oldway Mansion and Estate. The marketing should engage with all interested parties, including charities, trusts, private individuals and commercial organisations, and for local community groups, such as the Friends of Oldway, the Community Asset Transfer Policy would be applicable.

- That the Project Manager investigates options to establish a café concession at Oldway and possibly other amenities but without committing further to the existing ongoing operating costs.
- That the appointment of a Project Manager, stage report, dry rot investigation and the soft market testing identified above be funded to a maximum of £125,000 from the Oldway Mansion Reserve.
- That the Oldway Mansion and Estates Working Party be disbanded and the members of the Working Party be thanked for all their work in helping to develop options for the future of Oldway Mansion and Estate.

### **Alternative Options**

An immediate freehold or long leasehold disposal could be considered as the asset is no longer required for service delivery. Over recent months a number of suitable agents have visited the site and have provided the Executive Head of Assets and Business Services with an indication of the range of values that it is felt could be achieved, either by sale on the open market or via auction. However, the option of immediate disposal was not considered appropriate at this time, given the need for some immediate management of the dry rot outbreak.

Further alternative options such as discussions with the National Trust or similar organisation have not been pursued due to the current condition of the buildings. Previous discussions with the National Trust in relation to other Council assets have indicated that the property would need to be in a good state of repair, have a credible business plan in place and that a sizeable dowry would also need to be provided by the Council. The investment needed to pursue this option is not believed to be best use of the Council's resources. In addition, this highlights that it is also not likely to be best use of resources for the Council to invest in the Oldway Mansion and Estate without a credible business plan to meet the costs of the borrowing required.

4.

### **How does this proposal support the ambitions, principles and delivery of the Corporate Plan?**

Ambitions: Prosperous and Healthy Torbay

Principles:

- Use reducing resources to best effect

Targeted actions:

- Working towards a more prosperous Torbay
- Promoting healthy lifestyles across Torbay
- Ensuring Torbay remains an attractive and safe place to live and visit

The grounds of Oldway Mansion are actively used for recreation by the community and there are tennis courts and bowling greens which are still operational and therefore encourage healthy lifestyles.



	<p>All options considered should enhance Oldway Mansion and protect it for future generations.</p> <p>The options highlighted in the submitted report have been developed in order to make the best use of resources either through investment which will then enable alternative funding sources to be sought or through disposal in accordance with the Council's Corporate Asset Management Strategy.</p>
5.	<p><b>How does this proposal contribute towards the Council's responsibilities as corporate parents?</b></p> <p>Not applicable</p>
6.	<p><b>How does this proposal tackle deprivation?</b></p> <p>Both options set out in the report could and should provide new employment opportunities.</p>
7.	<p><b>How does this proposal tackle inequalities?</b></p> <p>Not applicable</p>
8.	<p><b>How does the proposal impact on people with learning disabilities?</b></p> <p>Not applicable</p>
9.	<p><b>Who will be affected by this proposal and who do you need to consult with?</b></p> <p>Any Council decision regarding Oldway Mansion and the Oldway Estate will affect the 'Friends of Oldway', the Oldway Mansion and Estates Working Party, local Ward Councillors, other local groups and stakeholders, as well as Torbay residents and visitors.</p>
10.	<p><b>How will you propose to consult?</b></p> <p>Meetings have been held with the 'Friends of Oldway' and other local stakeholders. Membership of the Oldway Mansion and Estate Working Party included community representatives and working party meetings were attended by a number of Councillors. A number of local groups, stakeholders and members of the public were able to contribute towards discussion on future options and the outcome of the DCA Consultant's report. DCA Consultants provided a briefing to all Members (attended by 21 Councillors and the Elected Mayor) with the findings of their report.</p>

## Section 2: Implications and Impact Assessment

11.

### **What are the financial and legal implications?**

Any proposals for capital expenditure using prudential borrowing, without a compensating income stream, has an ongoing financial commitment. For a scheme such as the proposed restoration of Oldway the borrowing costs will be a future budget pressure. Members are reminded that the Council's Medium Term Resources Plan (MTRP) is forecasting a requirement for £15m of budget reductions over the next three years. After a decade of "austerity" options for either reducing expenditure or increasing income are increasingly limited. The Section 151 officer is increasingly concerned that the number of capital schemes requiring ongoing support for the borrowing costs is having a cumulative impact on affordability. Recently Council has approved borrowing for both Torre Abbey and a Paignton Public Realm scheme where the costs are likely to be a future revenue budget pressure. Any commitment to fund capital expenditure should be directly linked to future year budget proposals and their affordability.

#### Oldway Mansion – Options Appraisal - DCA Consultants Report

The DCA report outlines capital expenditure of up to £15m. At this stage the funding options are considered by officers to be speculative. If the project advances as outlined in the report, the Council's commitment is at least £3m of unfunded borrowing with an ongoing revenue cost to the Council and is subject to other funding of £12m being identified. This is a very challenging assumption. The report outlines future potential income streams from admissions, merchandise and events, which again are challenging, in particular if compared to say the current levels of admission income, sales and rent being achieved at Torre Abbey. The options for the funding of any future maintenance liabilities and future management of the asset, possibly by, a community interest entity will also require careful consideration.

#### **Option 1 – The Working Party Recommendations**

This option will require funding of up to £2m to enable the Phase 1 repairs and a pop up café to be implemented and a Project Officer to be appointed to lead this project. This would need to be funded from prudential borrowing and the Oldway Mansion Reserve but it could be partially offset by income generated from a pop up café. These costings are set out at section 6.4 and section 7 of Appendix 2.

Recently Council has approved borrowing for both Torre Abbey and a Paignton Public Realm scheme where the costs are likely to be a future revenue budget pressure. Any commitment to fund capital expenditure should be directly linked to future year budget proposals and their

	<p>affordability, especially given the cumulative impact of any additional unsupported long term borrowing costs.</p> <p>The establishment of a pop up café would need to be given further consideration to ensure that a net gain can be achieved.</p> <p><b>Option 2 – The Officer Recommendations</b></p> <p>This option will require approximately £125,000 of funding to enable the appointment of a Project Manager, compilation of a stage report, a dry rot investigation and the soft market testing, which can be funded from the Oldway Mansion Reserve.</p>
12.	<p><b>What are the risks?</b></p> <p><b>Option 1 – The Working Party Recommendations</b></p> <p>There is a risk that the urgent repair costs could exceed the estimates once more detailed surveys have been carried out. The Council would need to consider a further report and approve additional funding if it were to pursue the repair work at a higher than expected cost.</p> <p>There is a risk that the Charitable Incorporated Organisation (CIO) will not be able to obtain the external funding e.g. Heritage Lottery Funding (HLF) required to implement Phase 2. If this happens the Council will need to help identify alternative funding solutions.</p> <p>There is a risk that any future income generated from a renovated Oldway site does not match the associated cost of running the asset and therefore it will require an ongoing subsidy. Any ongoing subsidy (which would need to be met from the Council’s revenue budget) would be at the cost of other services and the Council would need to determine its priorities accordingly.</p> <p>A decision to undertake repair works now will mean that the investment (circa £2m) will not be considered as eligible match funding in future bids. It would be more appropriate to undertake such expenditure in line with an associated bid for external grant funding such as the HLF.</p> <p>Any commitment to fund capital expenditure should be directly linked to future year budget proposals and their affordability, especially given the cumulative impact of any additional unsupported long term borrowing costs.</p> <p><b>Option 2 – The Officer Recommendations</b></p> <p>There is a reputational risk to the Council in implementing this option if it results in disposal of the asset. It is clear that some of the local community are keen for Oldway Mansion to be retained by the Council or by a Charitable Incorporated Organisation (CIO). This risk could be mitigated through ensuring that the rationale for any disposal is effectively communicated to the wider community.</p>

	<p>Due to the level of repairs required the Council may not receive any significant offers for the sale of the site as anticipated, although a disposal will remove future running costs.</p> <p>Advice within the DCA report states that “<i>With very significant and protected buildings such as Oldway, that are clearly seen as public assets and responsibilities, even sale to third parties does not necessarily protect the local authority from becoming responsible once again for the rescue of such buildings, sometimes years later and with much greater and more expensive challenges, when private sector plans fail. If the Council disposes of Oldway now, we believe that it is likely to continue to be seen as responsible should the building fall back into risk and crisis</i>”.</p> <p>There is a risk that any future purchaser does not maintain the buildings and/or the estate. If this were to happen then Oldway would continue to fall into further disrepair and the community would no doubt put pressure on the Council to take back ownership of the asset.</p> <p>There is a risk that the Council continues to spend money on the running costs of Oldway Mansion and Estate (currently circa £140k per year) and that the eventual decision is to dispose of the asset in any event. Further abortive costs will be incurred if the Council determines not to implement the repair and improvement works, having undertaken further surveys and investigations.</p>
13.	<p><b>Public Services Value (Social Value) Act 2012</b></p> <p>Officers will follow the Council’s Financial Regulations and Contracts Procedures in respect of any contracts entered into to ensure that the Council is compliant with the Public Services Value (Social Value) Act 2012 in consultation with the Head of Finance and Procurement Team.</p>
14.	<p><b>What evidence / data / research have you gathered in relation to this proposal?</b></p> <p>The Council commissioned DCA Consultants to carry out a full options appraisal of the site and their report is set out at Appendix 2 to this report.</p>
15.	<p><b>What are key findings from the consultation you have carried out?</b></p> <p>The consultations carried out have demonstrated that there is clear and enthusiastic support for the renovation and re-opening of the Mansion to the public and for holding events on the site and within the building. Further details of the outcome of the consultation can be found in section 3.1 of Appendix 2.</p>
16.	<p><b>Amendments to Proposal / Mitigating Actions</b></p> <p>The DCA Consultants report has been developed following discussion with various groups.</p>

--	--

## Equality Impacts

17.	Identify the potential positive and negative impacts on specific groups			
		Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
	Older or younger people	Bringing Oldway Mansion back into use will have a positive impact on both younger and older people as both will be able to use the site for events and recreational activities.		
	People with caring Responsibilities			There is no differential impact.
	People with a disability	The Council/Community Interest Group will ensure that the site is DDA Compliant and enables access to all who wish to use it.		
	Women or men			There is no differential impact.
	People who are black or from a minority ethnic background (BME) <i>(Please note Gypsies / Roma are within this community)</i>			There is no differential impact.
	Religion or belief (including lack of belief)			There is no differential impact.
	People who are lesbian, gay or bisexual			There is no differential impact.
	People who are transgendered			There is no differential impact.

	People who are in a marriage or civil partnership		There is no differential impact.
	Women who are pregnant / on maternity leave		There is no differential impact.
	Socio-economic impacts (Including impact on child poverty issues and deprivation)		There is no differential impact.
	Public Health impacts (How will your proposal impact on the general health of the population of Torbay)		There is no differential impact.
16	<b>Cumulative Impacts – Council wide</b> (proposed changes elsewhere which might worsen the impacts identified above)	None	
17	<b>Cumulative Impacts – Other public services</b> (proposed changes elsewhere which might worsen the impacts identified above)	None	



Torbay Council

Oldway Mansion - Options Appraisal



Final Report

May 2018



Torbay Council

Oldway Mansion - Options appraisal

Contents

1.	Introduction	1
1.1	The brief	1
2.	Oldway Mansion	3
2.1	History	3
2.2	The current situation and condition	4
3.	Needs and aspirations for the project	9
3.1	Consultations	9
3.2	Limitations and threats	13
3.3	Strengths and opportunities	14
4.	Market appraisal	15
4.1	Demographic data	15
4.2	Comparators and competitors	22
5.	Options for future use	27
5.1	Strategic options for the site	27
5.2	The objectives of a ‘Managed’ solution	28
5.3	Broad options for use	29
5.4	Toward a plan	34
5.5	Combining and developing portfolio use	36
6.	A plan for development	37
6.1	Accommodating a portfolio of uses	37
6.2	The Rotunda and associated buildings	48
6.3	Landscape, access and car parking	48
6.4	Costs of work and phases	52
7.	Realisation and sustainability	53
7.1	The funding context and implications for programme	53
7.2	Toward a project plan	55
7.3	Overall potential partnership funding and financial realisation	56
7.4	Governance	57
7.5	The future revenue implications of such a model	59
7.6	Overall results	69
7.7	Recommendations	69

Appendices

1	Kendrick Hobbs’ report
2	Purcell’s letter of advice
3	Repair specification
4	Urgent Repair/Phase 1 cost estimate
5	Phase 2 and 3 cost estimate

## Torbay Council

### Oldway Mansion - Options appraisal

#### 1 Introduction

##### 1.1 The brief

Oldway Mansion is located in the centre of the coastal town of Paington in South Devon. The area, which is known as the ‘English Riviera’ has been a holiday resort since the 19<sup>th</sup> Century. The building lies approximately 850 metres west from the coast and the total area of the Oldway site is approximately 8.7 hectares comprising formal gardens around the Mansion, with informal pleasure grounds to the east and south and around Little Oldway to the west.

The Mansion, a large house, is listed Grade II\* and there are a further 11 listed buildings and structures on the site including the Rotunda, a two storey plus lantern circular stables and exercise building. The concentration of listed buildings and artefacts is unique in Torbay. The gardens which extend to the south and east of Oldway are individually registered Grade II and included on the Historic England Heritage at Risk Register. The site is surrounded by residential development, largely concealed from view, and, on the south side, is abutted by Oldway Primary School.

DCA, together with Purcell Architects and Mace Quantity Surveyors was commissioned to undertake an options appraisal and feasibility study for the repair and restoration and to suggest proposals to bring back into use Oldway Mansion and its Estate.

The aim of the study was to identify a viable use/mixed use sustainable self-funding future use for Oldway Mansion that is sympathetic with the heritage significance and historic character of the building and to consider the opportunities the heritage site could present.

In summary the brief required us to:

- Develop and review the future use options that might be possible for Oldway Mansion and assess these in terms of a viable business model that accords with the heritage significance of the site and which can exist without ongoing revenue support from the Authority.
- Work with the Authority to develop a clear vision for the site.
- Appraise the capital costs for restoration and reuse.
- Consider the ways in which the preferred option/s could be funded.
- Undertake market and audience research to ensure the business case is evidence based.
- Assess the potential revenue and operational revenue costs.
- Consider the wider economic, cultural and educational benefits including gain in new employment and additional visitor spend.
- Suggest a project route map.

The brief also confirmed the Authority's desirable aspirations as follows:

- Retention of public access to most or all areas of the grounds currently accessible.
- Retention of the bowls club.
- Public access to all or a majority of the main ornate rooms on the upper ground floors.
- Development likely to meet the criteria for enabling development set by Historic England and have a realistic chance of securing listed building consent.
- Public access to the stables and Rotunda is desirable but not essential.

As part of this work members of our team have visited the Mansion and Estate to assess the current building and refurbishment requirements, and met with key stakeholders, individually and through attendance at wider meetings, such as the The Friends of Oldway AGM. Our catering consultant, Kendrick Hobbs, our Valuer, Keppie Massie, and our Landscape Architects, Liz Lake Associates, have also visited the site and familiarised themselves with the current situation and future potential of the Mansion and Estate. Market and audience research has also been undertaken, including visits to local comparator sites.

Our work has been undertaken over a period of seven months from October 2017 to April 2018 and consultations have been on going throughout this period.

## Torbay Council

### Oldway Mansion - Options appraisal

#### 2 Oldway Mansion

##### 2.1 History

Oldway Mansion, a Grade II\* building was built in 1873 for Isaac Singer, founder of the sewing machine company. Issac had made his fortune in America and moved to England following a period in Paris. Singer purchased the 8 acre site of Oldway Villa in 1872 and over the following 18 months bought up the surrounding land. The Estate originally comprised two villas, Fernham and Oldway, with parkland and orchards, some cottages and an inn. Some of these structures were demolished in preparation for the building of the house.

The house was designed by local architect George Souden Bridgman, with architectural input from Singer. The stables and riding school were completed in 1873, the year in which the foundation stone for the house, then known as 'The Wigwam', was laid. The house was completed in 1875. 'The Wigwam' had little by way of gardens and grounds other than a walled garden immediately to its west. Its surrounding landscape, later to become the grounds of the new Mansion, was a mixture of fields and, particularly to the south, extensive orchards.

In 1883 Issac's son, Paris Singer, purchased 'The Wigwam' from his father's Trustees and, in 1900 began comprehensively remodeling the house based on French architectural precedents including Versailles. Paris was assisted by his surveyor, J.H. Cooper. The house was remodeled externally on the north, south and west fronts and the basement of 'The Wigwam' converted into the ground floor with a new principal staircase, based on the Ambassador's Staircase at Versailles. The south facade was rebuilt, probably by Achille Duchene, to accord with his new formal garden. The principal works were completed by 1907.

The French landscape architect, Achille Duchene, designed the garden with J.H. Cooper being responsible for the supervision of the construction work. The Parisian firms of Frevre and Cle, and S Rousselet carried out the stone and stucco work. Achille Duchene was the son of the leading French garden and landscape designer Henri Duchene. From the age of 12 he began taking part in his father's business and over the course of his long life worked on many of the greatest French sites, restoring, recreating and even developing new gardens. These included great châteaux such as Vaux le Vicomte, Champs sur Marne and Courances, but also other smaller but grand private residences such as the Matignon Palace in Paris, the official residence of the French Prime Minister. Duchène always respected the spirit of historic design, particularly following the principles of Le Notre. Oldway was possibly Duchene's largest project in Britain but he also designed parts of the landscape at Blenheim Palace including the water gardens and grand parterre.

During WW1 the Mansion was used as the American Women's War Hospital and by 1916 Paris Singer had transferred ownership to the Paignton and District Land Development Company and moved to America.

In 1929 the Mansion became the Torbay Country Club and, in 1932, in accordance with Paris' will, the Country Club relinquished its lease and the Mansion was offered to the Local Authority. During WWII the building was requisitioned by the

RAF as an initial Air Training Wing and in 1946 was purchased by Paignton Urban District Council from the Trustees of the Singer Estate for use as offices. Many of the contents of the house and gardens, including David's painting for the stairwell, were sold to the French government and placed at Versailles.

The Mansion remained as Council offices and the Registry office for Torbay, until 2013.

The Rotunda, which has been vacant since 2010, was built in 1873 and originally used as a riding pavilion and exercise area.

The boundaries of the pleasure gardens have altered little since the original purchase by Singer in the 1870s although significant post war changes were made to the grounds, including the building of Oldway Primary School on the south east corner over a remnant of orchards, the building of Richmond Court on the site of a villa and the modification of the southern boundary. However, the remaining grounds continue to be available to the public and are used as a public park containing a popular bowling club and (currently unused) tennis courts.

## 2.2 The current situation and condition

The site slopes gently from west to east, with high artificial banks on the eastern boundary allowing views across Paignton to the sea. There are also views south from the gardens across Paignton. The Mansion is located on a terrace in the north western part of the grounds. The west elevation is unchanged from the original design of 1873-5 whilst the other elevations have been remodeled, with the entrance on the north elevation and a colonnade of columns on the east elevation facing towards the coast. The entrance to the Rotunda, a two storey circular building, is on the south side facing the Mansion.

The Mansion and Rotunda are separated by a car park with the courtyard arch at its western end. This area is also used as bus dropping off/picking up point. A straight access road connects the Mansion car park to the main A379 Torquay Road.

The gardens of Oldway Mansion are remarkable not only for their French landscape inspired formal design but also for their prominent location commanding elevated views over Paignton towards the sea and the gardens represent an incredible opportunity for restoration in such a way that respects their heritage, but which revitalises them as both a community asset and a tourist destination. The warm coastal climate also allows for the establishment of sub-tropical plants helping to create lush and exotic gardens. The compartmented arrangement of the gardens has allowed for the creation of a series of gardens of different character which in turn are suitable for a range of different uses. The formal gardens are a series of terraces, bounded by walls and steps, formal lawns and an elaborate parterre. Less formal parts contain paths between rockeries, ponds and a grotto. The bowling greens are situated to the north east of the Mansion.

The overall site contains twelve listed structures including the Mansion (Grade II\*) and the Grade II listed Rotunda and Little Oldway, which is leased on a long lease for use as a care home. The gardens are registered under the Historic Buildings and Ancient Monuments Act 1953 within the Register of Historic Parks and Gardens by English Heritage for their special historic interest.

Within the gardens there are a number of listed structures:

- Walls and sphinxes to the east terrace (listed grade II);
- The terrace wall (listed grade II);
- Fourteen metal urns with goat-mask handles to the terrace wall (listed grade II);
- Balustraded retaining wall to the east of the main lawn (listed grade II);
- Steps from the lower south terrace descending through the terrace wall (listed grade II);
- Grotto (listed grade II).

A significance and character area plan is shown on the following page.

The gardens today provide an important resource for the local and wider community. The original design is largely intact although there are significant issues regarding the condition of the planting, structures, features and surfacing that form the gardens. The gardens are maintained to a reasonable albeit minimal standard but not to the elevated standard typical of other gardens of this quality. A programme of conservation, replacement and improvement needs to be in place.

In summary the gardens are currently suffering:

- The historic fabric has been lost or is in decline - the original Orangery has been lost; the Grotto is in poor and declining condition; the condition of the water features in the water gardens is deteriorating; the paving slabs to the terraces around the Mansion are cracking; the stone paving slabs to the southern terrace have been partially replaced with concrete slabs reducing the quality and creating an inconsistent appearance; the statuary and other features are in need of cleaning and repair work; there are artefacts and remnants of historic features hidden within the grounds.
- The tennis courts have poor quality surfacing and fencing and currently detract from the setting of the Mansion.
- The car parking detracts from the setting of the house and its outlook and car parking along the entrance road detracts from the quality of the approach, compromises the setting and outlook from the Mansion and creates conflict between pedestrians and cars.
- Accessibility is reduced by poor quality footpath surfacing and changes in levels may cause issues. The lack of a continuous, all weather circuit around the grounds reduces access to much of the gardens.
- The gardens lack horticultural variety and richness and, as such, the potential of the site is not fulfilled. The box hedging to the parterre also appears to be struggling and should receive restorative treatment
- Park furniture is inconsistent in style and many park benches are in poor condition.
- There is a general lack of facilities such as a café, interpretation and shop which reduce the attractiveness to visitors and is likely to reduce the amount of time visitors spend in the gardens.
- Incorporating interpretation within the gardens would broaden their appeal and raise awareness of the history, ecology and design of the gardens.

The gardens have the potential to support a wide range of activities and events and these would help attract more visitors and increase the amount of revenue generated by them.

Character Areas

1. Carpark
2. Main Approach Road
3. House and Terraces
4. Main Lawn
5. East Terrace and Parterre
6. South Terrace
7. South Lawn
8. Orangery Gardens
9. Water Gardens and Grotto
10. Woodlands
11. Tennis Courts
12. East Lawn
13. Care Home and Site
14. Bowling Greens
15. Rotunda Grounds
16. Depot
17. Little Oldway



Within the Mansion itself a number of defects were created as a result of the adaptation of the house from Bridgman's original structure; there are tight junctions, unresolved levels, and inconsistent movement between structural elements.

Following Torbay Council's decision to move out of Oldway in 2013, the building has suffered from a lack of maintenance, a lack of oversight with regard to developing condition issues, and a poorly managed climatic regime. As such, whilst the building as a whole is in little immediate danger, the extant defects have the potential to develop into serious issues if not arrested as soon as possible; naturally, costs will only increase the longer issues are ignored.

Should the defects mentioned below be addressed as part of a preliminary or major phase of works, it is anticipated that the building's general condition and viability would remain stable for a considerable time, subject to ongoing maintenance works and security being properly maintained. The defects are summarised as follows:

### Exterior

- The walls appear to be in acceptable condition, however there has been significant movement with repairs required in a number of areas.
- The cornices and string courses to the base of the first floor to the south elevation comprise a significant defect. It is proposed to introduce a correct flashing by shortening windows to allow 1:60 falls away from the window.
- The roof is formed of 14 constituent elements including a number of lead-topped slated mansard, pitched and hipped slated, leaded, felt, and glazed lantern roofs along with myriad lead cloaked items throughout. Under Paris Singer's conversion and the auspices of Torbay Council, a range of modern materials have been introduced to the roof. Whilst this has ensured that the building has remained largely watertight on a modest budget, the materials are unlikely to conform with relevant building regulations and are not commensurate with the historical integrity and character of the building as defined under its listing status. An allowance must be made for work required to the structure of the roof.
- Self-set vegetation has taken hold in a number of areas of the rainwater goods and cast iron guttering and downpipes need to be repaired and, in some areas, completely replaced. Plastic guttering should be replaced with cast iron.
- Resin based repairs to timber external windows and doors are required.

### Interior

- There is considerable evidence of significant and worsening dry-rot damage to ornamental plasterwork - items inherent to the building's character and value as a heritage asset. These areas are: south west corner of the ballroom; first floor south elevation; and west extent of north elevation. It is imperative that works to arrest this damage are carried out as soon as possible.
- Aside from the immediate risk posed by the dry-rot, the finishes to the principal elements - entrance, grand staircase, ballroom etc. - are in reasonable, if tired, condition. The building's upper floors have received



more consistent use and insensitive modifications and, as such, more substantial work is needed to bring these areas into use.

- Should historically significant elements of the building be restored to their original grandeur, specialist advice should be sought with regard to the ornamental plasterwork, scagliola, and fine stone and metalwork throughout the entrance halls, grand staircase, and *Piano Nobile*.
- The heating and lighting appear to be functioning.
- The building is likely to contain asbestos containing materials (ACMs) in potentially myriad locations. Of particular concern would be any 20<sup>th</sup> century renovations and plant installations and protections. A report should be made available or commissioned by a competent specialist on the management and maintenance of asbestos within in the building. This report, and the location of any encapsulated asbestos noted on the asbestos register, should be made available to any contractor working on site. Furthermore, this should be used to inform a demolition survey with a view to removing or robustly encapsulating any ACMs.
- The building appears to be largely compliant with the Equality Act 2010 with the provision of a lift to the north west corner.

In summary, the Mansion and gardens are an important and well known landmark in the area and there is great affection for them amongst the local community. However, the building has now been empty for several years and is suffering from deterioration and vandalism. The Council cannot provide substantial investment and on-going revenue support to prevent further deterioration of the historic fabric and a Working Party/Steering Group has been established to consider the opportunities for the site.

## Torbay Council

### Oldway Mansion - Options appraisal

## 3 Needs and aspirations for the project

### 3.1 Consultations

Discussions on the possible future uses and restoration of Oldway Mansion have been supported and informed by continued and detailed consultation. We have focused on dialogue with local groups, the community and other stakeholders.

The consultations carried out have demonstrated that there is strong and enthusiastic support for the renovation and re-opening of the Mansion to the public and for holding events on the site and within the building.

Our findings from consultations follow.

#### 3.1.1 Previous consultations

Prior to our appointment possible alternative uses for the Mansion and Estate had been the subject of limited stakeholder consultation. Ideas resulting from these consultations included:

- Hotel (private sector operated by 3<sup>rd</sup> party)
- Training Hotel
- Hotel/Wedding venue
- Function rooms
- Museum/visitor attraction
- Centre for Visual and Performing Arts
- Business Hub
- Residential
- Offices
- Educational use
- Café/restaurant

The following were also suggested as part of a mixed use development:

- Holiday lets
- Housing
- Café
- Restaurant
- Function rooms
- Registry/marriage rooms
- Relocate Registry Office back to Oldway
- Enterprise for adults and children with learning disabilities
- Art exhibition rooms

The following uses were suggested for the Stables and Rotunda:

- Housing
- Banqueting Suite
- Council Chamber/public auditorium/meeting room
- Spa/gym
- Offices

- Café/restaurant
- Theatre
- Museum
- Recording/film studio

Uses for the grounds included:

- Farmers market
- Christmas market
- Summer outdoor concerts and film shows including Son et Lumiere presentations telling the story of the building and Singer family.

The use of limited zones of land for housing was also suggested.

### 3.1.2 Community consultations

The Friends of Oldway AGM was held on 9 January with an attendance of almost 100. Attendees were invited to contact DCA with suggestions for possible uses and activities at Oldway Mansion and a number of those present emailed with suggestions. These suggestions are summarised as follows:

- The majority of the respondents felt that wedding banquets and receptions should be held at the Mansion using the main rooms. Some suggested that the Mansion should offer a full package including accommodation.
- Conferences, public meetings, AGMs and general functions such as tea dances.
- Use of the building and grounds as a training venue for companies/team building days/sports clubs.
- Various classes within the rooms including yoga, pilates, dance, crafts.
- Fairs using both inside and the grounds, e.g. craft, antique, wedding fairs.
- Family fun days including treasure hunts, quizzes, etc.
- Spa days or a health and wellness retreat with overnight accommodation.
- Workshops and craft sessions/shows were also suggested using Singer sewing machines.
- History Group events.
- Guided tours of the building and grounds.
- Open air theatre evenings and movie nights and use of the ballroom by local amateur dramatic societies for performances.
- Talks by local historians and gardeners on the history of the building and grounds.
- Educational uses were also suggested, e.g. local language school using some rooms and offering evening classes.
- Sub letting of some rooms to local businesses (local radio).
- Some suggested a fashion/textile museum.
- Annual Singer Sewing event along the lines of the Agatha Christie week.
- A café/tea room for visitors was mentioned by many respondents, one suggested a stylish café with evening restaurant and another an outdoor bar for weekends/summer months.
- Preston Picnic could be reinstated at Oldway.
- Gift shop selling related gifts and plant cuttings.
- Encourage coach visits.
- Uses for the Rotunda included an arts/performance building and, possibly, a swimming pool.

The following suggestions were made for uses within the gardens:

- Temporary kiosk.
- Paved area in front of the Mansion with tables and chairs.
- Croquet on the lawn.
- Putting green on the lawn.
- Reopening of the tennis courts with a tennis club offering lessons. The Lawn Tennis Association has a scheme encouraging tennis in the community.
- Play area for children, perhaps football or cricket coaching.
- Play parks along the lines of Geopark.
- Bike racks.
- Interpretation boards and area.

Generally, there was a strong feeling that events should be held in the Mansion and gardens and that activities should take place at the site.

### Quotations

*It's a crying shame that the main uses made of the wonderful grounds at the moment are as a car park for parents of pupils at the adjacent Oldway Primary School and for people to walk their dogs.*

*The way to breathe life into the building is to get people using the grounds. It would spark people's interest in the project and galvanise support.*

*Our boys went to the School in Oldway's grounds and my 11 year old has never been in the house. He always asks me when he can go inside.*

*We walk through the amazing grounds each day along with many other parents going to the school and always look at the building and hope some day it will be reused.*

*At the moment the parents park, pick up their kids and drive off. Why not provide something for them to hang around for? ... why not a play area for the kids while the parents enjoy a coffee?*

*Volunteers can help with tours, etc.*

### 3.1.3 Stakeholder consultations

Following the feedback from the AGM the respondents were invited to discuss their views in greater detail and a summary of these meetings follows together with a summary of consultations with wider stakeholders including:

- Oldway Primary School
- Torbay Great Place Scheme
- Torbay Culture Board
- South Devon College
- Torre Abbey
- Paignton Neighbourhood Forum
- Local businesses and hotels.

Suggestions and findings from these consultations are:

- The Mansion and gardens are highly valued by the local community; dog walkers and parents use the gardens on a regular basis and the gardens have been well maintained.
- People who live locally are supportive of any use as long as the building is restored and open.
- Suggestions included links to Agatha Christie as these events attract a high proportion of international visitors. Links with international cruise ships who come into Torbay could also be formed.
- Apartments at the top of the building would be supported and provide 24 hour use; offices would also be of interest particularly with SMEs.
- Links could be established with the English Riviera Centre to offer evening events/activities and dinners.
- The heritage of sewing/crafting should be celebrated and links to Singer would be of interest. One respondent mentioned that American Express has a Cultural and Heritage fund and may be interested as a result of the Singer link. Oldway should generally build on the American tourism market.
- There is the potential to form links with tour companies to book tours of the building once open and a local bus company may divert to drop off at Oldway. Coachloads of visitors still visit Oldway and look around the grounds.
- There is substantial community interest in the local heritage: the Heritage Society held a heritage day which attracted 1,000 visitors.
- Accommodation would add to Oldway's sustainability and appeal and offer educational opportunities - school group visits, group activities, etc.
- Projecting images onto the building as part of a digital art project to develop and project images across Torbay.

### Quotations

*There is not a single use I wouldn't support, as long as it is in use.*

*There is scope to use the Rotunda as an arts building.*

Our consultation with South Devon College was also very positive and the College is keen to be involved wherever possible and would be interested in contributing to a training/mixed use model. They can support delivery by providing apprentices and work experience participants and the potential areas that students (from entry level to level 5) could be involved in include:

- Restoration and repair of the building - heritage building skills - the College was involved in the restoration of Lupton House which was a former private school;
- Plumbing and electrical work;
- Events and marketing - marketing and media students could help with organisation and marketing of events and facilitation (meet and greet and security) at events;
- Restaurant - students could support front of house and kitchen work;
- Art and creative students could be involved in filming promotional footage etc.;
- Design/coding students could be involved in developing a website/apps;

- Horticultural and land management students could be involved in grounds maintenance;
- Construction and carpentry students could be involved in building benches, seats and sensory gardens etc.

The College has previously been involved in similar schemes that have delivered a positive community impact around work experience, training, skills development and progression and they have considerable experience of working with multiple partners.

The Great Place Scheme runs from April 2018 - March 2020 and focuses on local artists and venues and developing a cultural programme for the Bay which may involve temporary animations to the public realm including animating the exterior of buildings - this could include Oldway. A winter based illumination programme, artistic interventions and performance interventions will also be part of the cultural programme.

Our discussions with the Great Place Scheme highlighted the need for Oldway to be integrated within the overall cultural provision within Torbay; both the Cultural Strategy and the Great Place Scheme call for the use and maximisation of cultural assets and the strategic case supports the development of Oldway. It is recognised that Oldway could contribute to the cultural future of the Bay and there is general interest in engaging and animating Oldway amongst local creatives.

There was a suggestion that Oldway could support small artists residencies and introduce storytelling into layers of the building to enable navigation and interpretation and this could be facilitated by contemporary artists. Hospitalfield in Arbroath is a good example of this where, as well as a collection of art, the centre offers study groups, summer schools, courses, a schools programme and artist residencies. Rooms are also available to hire.

In summary, our findings show that Oldway is valued by the people of Torbay and visitors alike and they are extremely enthusiastic about seeing it reopened to the public.

### 3.2 Limitations and threats

Oldway Mansion is well situated to attract a range of visitors and users, both from the local population and tourists, but the building has suffered from a lack of maintenance and an insensitive climatic regime. Whilst the building as a whole is in limited immediate danger the defects have the potential to develop into serious issues if not arrested as soon as possible.

Intermediate works to the roofs are unlikely to conform with relevant building regulations and are unsympathetic and not commensurate with the historical integrity and character of the building.

Internally the presence of dry rot within several areas of the building requires attention along with the damp ingress where further dry rot outbreaks are likely to result. A substantial outbreak of dry rot with extensive fruiting bodies is evident in the south west corner of the Ballroom bay window ceilings and cornice against the main south elevation and above the raised stage and the cause of this requires repair in the near future.

The south elevation, which faces the prevailing weather, has water penetration both through the timber window cills and into the fabric and through the ceilings. This is causing damage to internal plasterwork and joinery details and dry rot outbreaks. A long term solution and detailed inspection to this area is required.

Other areas of the building require repair and, should historically significant elements of the building be restored to their original grandeur, specialist advice will need to be sought with regard to the ornamental plasterwork, scagliola and fine stone and metalwork throughout the entrance halls, grand staircase and Piano Nobile.

There are a number of other projects in the area seeking funding and, as a result, this may limit the funding opportunities for Oldway. If funding is to be secured, it is important to prioritise Oldway Mansion within the overall picture in Torbay.

Lack of experience and skills may have an impact on the delivery and operation of the project.

Oldway is a sensitive issue in the local community and effective communication is essential to harness energy and avoid controversy. There is a considerable opportunity but there may also be some scepticism.

### 3.3 Strengths and opportunities

There is huge affection, ambition and enthusiasm for the Mansion and grounds within the local and wider community but at there is also frustration at the deteriorating condition of the Mansion.

There are many ideas for the re-use and many of them will have a beneficial impact on the community of Torbay and allow day and evening use for local clubs and organisations.

The Mansion could be a huge cultural asset for the town. It is in a prominent position within Paignton and has architectural and cultural importance not only through the achievements of the Singer family and the personal history of the Singers, but also through the involvement of a pre-eminent French landscape architect, and the use of the building as a War Hospital during WWI.

Cultural tourism is becoming increasingly popular and Oldway Mansion could build on the existing assets of Agatha Christie, the UNESCO Geopark and Torre Abbey.

The restoration and repair of the original features of the Mansion will ensure that the building is stunning both inside and out and the provision of a café will give locals and tourists the opportunity to enjoy the building and its gardens.

The refurbishment and reopening of the Rotunda would add to the attractions on the site and presents an exciting opportunity.

Oldway Mansion has a long and interesting history, which is embedded in the local community and it is felt by many that much could be made of this history.

## Torbay Council

### Oldway Mansion - Options appraisal

#### 4. Market appraisal

##### 4.1 Demographic data

###### 4.1.1 Local residents

In 2015 there were around 50,300 people living in Paignton (38% of the total Torbay population) of which 52% were female and 48% male. Those aged 18 - 64 form 54% of the population and those aged over 65 years 26.5%; this represents an older population profile than Great Britain as a whole. The population is predominately white (97.7%) and 95% were born in the UK.

In Torbay as a whole the population was around 134,500 people of which 52% were female and 48% male. 26.5% of the population are aged over 65 years, a higher than average population compared to 19.5% in the South West and the GB average overall. Further details of this population are:

- Torbay has a lower than average number of young people at 21% against the South West average of 22.6%.
- The average age of those in Torbay is 44.
- 90.8% of those living in Torbay were born in England.
- In terms of social grade there is a much higher than average percentage of the population within grades C2 and DE (62.8% against the GB average of 47%), a lower than average percentage within C1 (26.6% against 31%) and a much lower percentage within AB (10.5% against 22%).
- Torbay has pockets of severe deprivation but also areas of relative affluence. As a local authority area, Torbay is amongst the most deprived in England and is the most deprived local authority area in the South West. Around one third of the population live in areas in the top 20% of the most deprived in England.
- 3.6% provide over 50 hours of unpaid care a week compared to 2.4% for the South West and this is ranked 15<sup>th</sup> highest nationally.
- The main occupations of those in Torbay are skilled trades (14.2%), Caring, leisure and other services (12.8%) and Professional (12.3%).
- Torbay has a resident ethnic minority population of 2.5%.
- 29% of those living in Torbay are single, 46.9% married or in a civil partnership and 12% divorced.

###### 4.1.2 The visitor market in Torbay

The English Riviera as a leading UK seaside destination and covers 24 square miles comprising the towns of Torquay, Paignton and Brixham. It includes part of the South West Coast Path, has 18 sandy beaches and is in close proximity to Dartmoor National Park.

The area has seen consistent recent growth in tourism from both day and overnight stay visitors as well as an increase in visitor spend. Since 2010 there has been a 12% increase in UK visitors with an 8% increase in spend and a 1% increase in overseas visitors.



The 2015 accommodation survey shows a total of 20,595 bed spaces across a wide mix of accommodation types in Torbay; most of these bed spaces are within hotels (9,404). Highest occupancy rates are during the peak summer months reaching 90% in August 2014 and lowest occupancy rates are during January.

In 2016 the English Riviera attracted 4,683,600 visitor trips, spending £427,859,000 in the resorts and employing 19% of the local population. The estimated GVA was £313,327,000 and the total tourism supported business turnover £569,790,000.

In summary, in 2015, there were:

- 1.084 m domestic trips spending £274,410 m
- 95,600 overseas trips spending £36,307 m
- 3.389 m day trips spending £125,323 m
- 97% of visitors are UK visitors
- 87% are repeat visitors illustrating a strong and loyal market
- 54% of those visiting are from social grades AB and C1 and 60% are aged over 55
- 50% of all visitors are in full time employment
- 74% of visitors are formed of adult groups without children
- 75% of visitors are from outside the South West, with 3% from overseas and 22% within the South West
- 62% cited looking for a 'traditional seaside experience' as the main reason for visiting whilst others cited rest and relaxation and quality food and drink
- Business trips accounted for 13% of visitors
- There is a strong family market predominately during the summer months and main school holiday periods
- There is a high visitor satisfaction for 'resort enjoyment'; 4.72 out of 5
- The majority, 19.7%, of all domestic tourism in the UK was to the South West.

### Day visitors

The data shows that:

- There were 3,568,000 day visits to Torbay in 2016
- These visitors generated £133,802,000, up 7% on the previous year
- The average spend per trip for day visitors was £37.50
- The whole of the South West attracted 275 m day visits in 2016 and total expenditure was £7,572,000
- The average spend per visit was £29
- Of these visitors 16% visiting for more than 3 hours went to the seaside/coast and 31% of these stayed for 3 - 4 hours, 24% 4 - 5 hours, 14% 5 - 6 hours and 31% 6 hours or more
- 10% of all England day visits were made to the South West area with 9% of the expenditure
- The main activity of those visiting was Visiting Friends and Relatives, followed by a day out and for a meal
- The majority of day visitors were local, travelling between 5 and 20 miles by car.

## Overnight visitors

- Domestic overnight visits
  - In 2016 there were 3,750,000 domestic overnight tourist visits to Torbay and 1,012,000 trips.
  - These visitors spent £244,137,000
  - The average spend per trip was £249.89 and the average spend per night £68.04
  - The majority, 21%, of all domestic overnight visitors went to the South West region, with 26% of nights spent in this area and 23% of spending.
  
- Overseas visits - spending at least one night
  - The number of overseas visitors spending at least one night in the Torbay area in 2016 was 94,600 and the total number of nights spent was 579,800.
  - The average length of stay was 6.13 nights
  - Overseas spend was £36,920,000
  - The average spend per trip was £411.42 and the average spend per night £67.13
  - In Devon as a whole there were 436,432 visits in 2016 with a total expenditure of £200.09 m (an increase of 22% from 2015)
  - The total nights spent were 3.16 m with an average length of stay of 7.24 nights and an average spend per visit of £458
  - 45.37% of overseas visitors in 2016 were on holiday, 38.72% were visiting friends and relatives and 12.56% were on business.
  - The majority (42.68%) visited in July - September and a further 27.35% visited in April - June.
  - 32.94% of overseas visitors to Devon as a whole stayed for 8-14 nights, 31.35% for 4 - 7 nights, 23.33% over 15 nights and 13.38% stayed for 1-3 nights.

Source: International Passenger Survey, ONS, published by VisitBritain.

Generally the market for UK short breaks is growing with 1-3 nights becoming more popular and April, May, September and October becoming the key months for short breaks. This type of trip appeals to young people with no children, families with pre-school aged children and for older people. Staycations are also growing in popularity, particularly with the UK exiting Europe and the weaker pound making the UK a cheaper destination.

### 4.1.3 The wider population and demographics

To assess the scale, demographic profile and propensity to engage in heritage and culture of the local and wider population we have obtained 2018 Arts Council Area Profile reports for two drivetime catchments: 30 minutes and 90 minutes.

Arts Council Area Profile reports are derived from the Target Group Index (TGI), the 2011 census, and Audience Spectrum and Mosaic population profiling tools:

- TGI is a widely used source of survey based information about what people buy and how they live, including their attendance at cultural destinations and events.

- Audience Spectrum is a population profiling tool which identifies the differences between attendance, participation and engagement as well as behaviours, attitudes and preferences at arts, museums and heritage organisations. It uses new and expanded data sets to target and profile audiences effectively at postcode level. It provides a detailed analysis of the broader arts and heritage market by using the geo location aspects of Experian’s Mosaic classification system.
- Mosaic is a classification system for households, which enables businesses to understand more about their target audiences, or audiences within catchment area. It contains no specifically cultural profiling.

The data is mapped against the AA’s digital map of the UK road network to provide audience profiles within drivetimes of destinations, enabling venues and cultural planners to better understand their potential audiences.

In summary, the Audience Agency’s drivetime data indicates populations of:

Drivetime	Total Population	Number of children (aged under 15)	Number of Adults
30 minutes	260,726	39,755	220,971
90 minutes	1,477,467	231,069	1,246,398

### 30 minute drivetime

Below is a map of the 30 minute drivetime:



The 30 minute drive time extends almost to Kenford in the north, Blackawton in the south, to the Devon Expressway in the west and to the coast in the east.

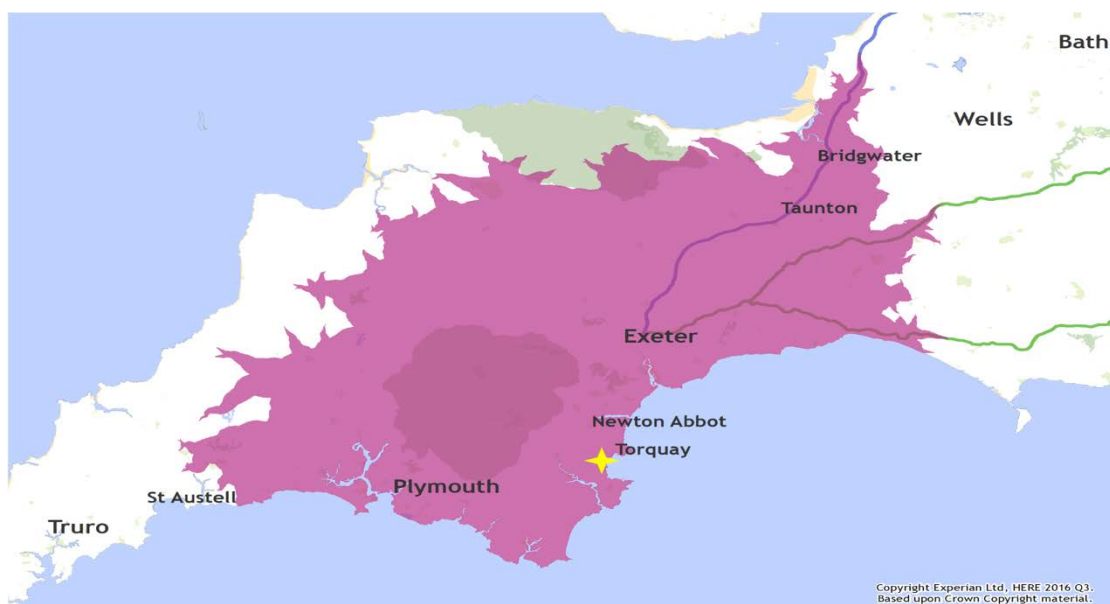
Within this drive time, people aged 0 - 24 make up 26% of the population, those aged 25 - 59 43%, and 31% of the population are aged 60 - 85+. The dominant adult age group is 60 - 64.

This population is overwhelmingly white and a larger than average percentage are within social grades C2 and DE. At the time of the 2011 census:

- 98% of the population was white (the GB is average 87%), 0.8% was Asian/Asian British (GB average 7%) and 0.1% was Black/Black British, the GB average is 3%.
- A much higher percentage of the total population as compared to the GB average is over the age of 60; 31% as compared to 22%. In contrast the proportion of those under the age of 18 is lower than the GB average (19% as compared to 21%) and there is a lower than average percentage of this population in age ranges 18 to 24; 7% of the total population as compared to the GB average of 10%. The proportion of this population in age ranges of 25 - 59, at 43%, is also lower than the GB average of 47%.
- A higher than average proportion of the population are in approximated social grades C2 and DE (51% as compared to the GB average of 47%). Conversely there is a lower than average proportion within social grade AB (19% against the GB average of 22%) and a lower proportion within C1 (30% against the GB average of 31%).
- Amongst those who are economically active overall levels of employment and self-employment are higher than the GB average (91% compared to the GB average of 89%) and unemployment is lower than the GB average at 5%, as compared to 6%.
- A lower proportion of the population is in a professional occupation (14% against the GB average of 17%) and there is also a lower than average proportion of those educated to Level 4 and above (Higher Education); 25% against the GB average of 27%. The proportion of those with no qualifications is the same as the GB average of 23%.
- Amongst those who are economically inactive the number of retired people is much higher than the GB average (59% compared to 46%) and there is a lower than average percentage of full-time students (10% compared to 19%).

### 90 minute drivetime

Below is a map of the 90 minute drivetime:



The 90 minute drive time extends to the Exmore National Park in the north, to the coast in the south, to St Austell in the west and beyond Bridgewater in the east.

Within this drive time, people aged 0 - 24 make up 27% of the population, those aged 25 - 59 44%, and 29% of the population are aged 60 - 85+. The dominant adult age group is 60 - 64.

This population is again overwhelming white and contains a larger than average percentage within social grades C2 and DE. At the time of the 2011 census:

- 97% of the population was white (the GB is average 87%), 1% was Asian/Asian British (GB average 7%) and 0.2% was Black/Black British (the GB average is 3%).
- The proportion of the population aged over 60, at 29%, is higher than the GB average of 22%. The proportion of those under the age of 18 is lower than the GB average (18% compared to 21%) and the proportion of this population in age ranges 18 to 24 is also lower than the GB average (9% as compared to the GB average of 10%). Again, the proportion of this population in age ranges of 25 - 59, at 44%, is lower than the GB average of 47%.
- Lower than average proportions are in approximated social grade AB (20% as compared to 22%) and there is a lower proportion of those within C1 (30% against the GB average of 31%). There is also a lower than average proportion in approximated social grade DE (25% as compared to the GB average of 26%) but a higher proportion of those in social grade C2 (25% as compared to the GB average of 21%).
- Amongst those who are economically active overall levels of employment and self-employment are just above the GB average (91% compared to the GB average of 89%) and unemployment, at 5%, is just below the GB average of 6%.
- A lower than average proportion of the population is in a professional occupation (15% against the GB average of 17%) and there is also a lower than average proportion of those educated to Level 4 and above (Higher Education); 26% against the GB average of 27%. The proportion of those with no qualifications is also lower than the GB average (22% as compared to 23%).
- Amongst those who are economically inactive the number of retired people is again much higher than the GB average (55% compared to 46%) and there is a lower than average percentage of full-time students (16% compared to 19%).

#### 4.1.3.1 The overall profile of the population

From the Mosaic data, we can understand the profile of those within the catchment areas.

#### 30 minute drivetime

In this catchment area the most prominent groups are Senior Security (17%), Aspiring Homemakers (10%) and Transient Renters (10%). 37% of the population belong to one of these groups compared to 23% of the GB average.

The definition of Senior Security is:

*Elderly singles and couples who are still living independently in comfortable homes that they own. Property equity gives them a reassuring level of financial security. This group includes people who have remained in family homes after their children have left, and those who have chosen to downsize to live among others of similar ages and lifestyles.*

that of Aspiring Homemakers:

*Younger households who have, often, only recently set up home. They usually own their homes in private suburbs, which they have chosen to fit their budget.*

and that of Transient Renters:

*Single people who pay modest rents for low cost homes. Mainly younger people, they are highly transient, often living in a property for only a short length of time before moving on.*

#### 90 minute drivetime

Within this drivetime the most prominent groups are Country Living (17%), Rural Reality (14%) and Senior Security (11%). 42% of the population belong to these three groups compared to 21% of the GB average.

The definition of Country Living is:

*High-earning families who live affluent lifestyles in upmarket homes situated in sought after residential neighbourhoods. Their busy lives revolve around their children and successful careers in higher managerial and professional roles.*

and that of Rural Reality:

*People who live in rural communities and generally own their relatively low cost homes. Their moderate incomes come mostly from employment with local firms or from running their own small business.*

#### 4.1.3.2 Propensity to engage in heritage and culture

From the Arts Council's Audience Spectrum Analysis data, we can also understand the likelihood that the populations in these drivetimes will engage with heritage.

#### 30 minute drivetime

In the 30 minute drivetime, Audience Spectrum data places 62% of the population within three segments. The highest percentage is within Home & Heritage (23% against the GB average of 11%), followed by Trips & Treats (12% compared with the GB average of 16%) and Dormitory Dependables (16% compared to the GB average of 15%).

The definition of Home & Heritage is:

*Conservative in their tastes, this more mature group appreciates all things traditional: a large proportion are National Trust members, while classical music and amateur dramatics are comparatively popular. While this is not a highly engaged group - partly because they are largely to be found in rural areas and*

*small towns - they do engage with the cultural activity available to them in their locality. They look for activities to match their needs and interests, such as accessible day-time activities or content exploring historical events.*

that of Trips & Treats:

*While this group may not view arts and culture as a passion, they are reasonably active despite being particularly busy with a wide range of leisure interests. Comfortably off and living in the heart of suburbia their children range in ages, and include young people still living at home. With a strong preference for mainstream arts and popular culture like musicals and familiar drama, mixed in with days out to museums and heritage sites, this group are led by their children's interests and strongly influenced by friends and family.*

and that Dormitory Dependables:

*A significant proportion of audiences are made up of this dependably regular if not frequently engaging group. Most live in suburban or small towns and show a preference for heritage activities, alongside popular and more traditional, mainstream arts. Many are thriving well off mature couples or busy older families; lifestage coupled with more limited access to an extensive cultural offer mean that culture is more an occasional treat or family outing than an integral part of their lifestyle.*

#### 90 minute drivetime

Again, within this drivetime the most prominent Audience Spectrum segments are Trips & Treats (22%), Home & Heritage (20%) and Dormitory Dependables (15%). 58% of the population belong to one of these three segments, compared to 42% of the base population.

#### 4.1.4 The potential market overall

These drivetime analyses illustrate that within both drivetimes there is a propensity to engage with heritage within the resident population; many of the Home & Heritage segment of the population are members of the National Trust and enjoy historical events and buildings. This group forms 23% of the population within the 30 minute drivetime.

Trips & Treats also have a high propensity to have days out to heritage sites and this group forms 12% of the population within the 30 minute drivetime and 22% within the 90 minute drivetime. Dormitory Dependables also have a preference for heritage activities.

As well as the resident population Torbay also has a high number of visitors and the heritage and history of Oldway would appeal to tourists visiting the area, both to those staying in the area and those on day trips.

#### 4.2 Comparators and competitors

As well as looking at the profile of local residents and visitors we have researched information on comparator venues.

## Torre Abbey

Torre Abbey, established in 1196, is a museum of history and art housed in an Ancient Scheduled Monument with award winning gardens. It is an arts hub for the local community and has a seasonal programme of exhibitions, events and activities across visual arts, history and live performance. Events include open air cinema, outdoor theatre, festivals, including the International Agatha Christie Festival and the annual Grinagog Festival of the Arts, concerts and ghost tours.

The museum has a permanent collection including regionally important art and some nationally important works by William Holman Hunt, William Blake and Sir Edward Coley Burne-Jones. The collection also houses finds from the Abbey site discovered during restoration projects. Schools are encouraged at the Abbey and guided group tours and workshops are available.

The Abbey is open 7 days a week from 10.00 am to 5.00 pm and costs £8.00 for an adult and £7.00 for concessions, children up to 19 have free entry. Gardens only tickets are also available for £2.50/£2.00 concessions/£9.00 annual. The Tea Room is also open daily.

Visitor numbers for 2017/18 are on course for 30,000, an increase of a third from 2016/17 due to a wider programme and better marketing. The visitor numbers exclude visitors to the Spanish barn, café and outdoor events.

The Friends of Torre Abbey is a registered charity founded for the specific purpose of supporting and promoting the Abbey, its collections and gardens. It was founded in 1992 and, since that date, has raised and donated over £541,000 of support.

Weddings and events are also held at the Abbey and there are three rooms available:

- The Spanish Barn, an 800 year old barn, which caters for up to 200 seated. The cost for a three day hire (set up/event from 9.00 am - 11.30 pm/take down) is £4,000 from April - September and £2,500 on other dates. A two day hire from 9.00 am - 6.00 pm costs £1,000 with additional hours booked at £150 per hour. The Barn is currently unheated.
- The Undercroft, catering for 80 people and for wedding ceremonies costs £400 for a half day peak hire and £300 for a half day off peak hire.
- The Victorian Palm House, catering for 20 people costs £100 per hour.

There is also a Gathering Space which can only be booked with another space and is used as a reception/hospitality area at a cost of £300. The Chapel, which is not licensed for civil ceremonies, but used for blessings, christenings and the renewal of vows, seats 100 and costs £150 per hour. Marquees can also be used in the grounds at a cost of £500 per day (excluding marquee hire).

Torre Abbey currently holds around 40 weddings per year and they are looking to develop wedding packages rather than just ceremonies and to develop conference and creative/participative use. The Abbey has a list of preferred suppliers for catering, etc. which includes the Tea Shop at Torre Abbey.

Torre Abbey is currently developing a HLF project to refurbish the Spanish Barn and install toilets, catering facilities and a bar together with additional interpretation.



### Cockington Court

Cockington Court is a Grade II listed Manor House set in 460 acres of parkland, gardens and water meadows managed by the Torbay Development Association. The Registry Office is situated at the Manor House.

Cockington Court is open daily from 10.00 am and is a craft and visitor attraction and creative business centre. It houses craft studios, craft gallery, kitchen gallery and tea rooms as well as the main Manor House. Entry to the Manor House is free. The gardens are part of the Global Geopark and contain wild woodland and formal landscaped areas together with a walled art garden, an arboretum and ornamental ponds.

A wide range of events are held at the attraction including outdoor theatre performances, summer fayre and festivals at Easter, Halloween, Apple Day and Christmas. Arts and crafts workshops are also offered.

Rooms are available for weddings and events:

- The main ceremony room, The Cary Room, within the Manor holds up to 55 guests. The cost of the one hour ceremony is £300 Monday - Friday and £350 Friday - Sunday.
- The Hayloft, a private two storey space with a ceremony room on the first floor and catering available on the ground floor. The Hayloft caters for up to 25 guests. The Hayloft costs £850 for all day hire (8.45 am - 6.30 pm) including some drinks.
- The Space, for up to 20 people costs £100 for all day hire.

Wedding breakfasts are available from the Tea Rooms although the menu is limited. 90 receptions were held during 2016; 18 in one month and 16 in another.

### Devonport Guildhall, Plymouth

Devonport Guildhall is a Grade I listed historic building built in 1822 and run as a social enterprise centre. It was originally the hub for local politics in the Borough with the main hall being used as a courtroom with removable fixtures to host events. Below the hall was a police station and cells. In 1914 the three towns within the area amalgamated into the city of Plymouth and, as new city council buildings developed, the Guildhall's role became redundant and the building gradually fell into neglect. Various restorations were attempted before, in 2007, the Council passed the building to the Real Ideas Organisation, an organisation which sets up and runs creative, innovative and award winning social enterprises.

With a £1.75 m grant from the Government's Community Assets Fund and support from Plymouth City Council and the former DRCP the Guildhall was refurbished and opened to the public in 2010 as a social enterprise hub and community venue.

The Guildhall is now home to six successful enterprises and is the head office for RIO. It also serves the community as a venue for conferences, weddings, events and entertainment. In 2013 an artisan bakery, Column Bakehouse, Plymouth's first and only social enterprise artisan bakery, was opened in the former mortuary.

The Devonport Column, one of the few commemorative columns in the country, has also been refurbished and is now a visitor attraction. The Column, offering

panoramic views of the landscape, stretching towards Dartmoor and across the sea, was closed to the public from the 1950s. It is now open and offers a rare heritage site with a 137 step spiral staircase. The Column is open every day except Sundays from 9.00 am to 3.00 pm and costs £2.50 adult, £1.50 concessions and £1.00 children. Tours of the Guildhall are available at no cost via an interactive audio tour. The Guildhall sustains six jobs and attracts 35,000 visitors per year.

The main building has two rooms licensed for wedding ceremonies:

- the Main Hall, an open space seating up to 200 people
- the Mayor's Parlour, which seats up to 70 and offers glimpses of the River Tamar through large sash windows.

Both of these rooms are available for hire for meetings and other events and there are two further, smaller, meeting rooms available: The Meeting room which seats 12 delegates and the Cells, seating up to 8. There are also two additional smaller cells which can be used as break out spaces. Catering for events is provided by the Bakehouse and buffet lunches start from £5.00 a head.

The Devonport Guildhall also hosts events such as a community cinema, exhibitions, breadmaking courses and a Christmas market.

#### Northwood House, Cowes

Northwood House, a Grade II\* listed Georgian Mansion is looked after by the Northwood Charitable Trust. It was used as Council offices for many years and then remained unoccupied. The Trust and Friends have restored the house and it is now open for weddings, conferences and events. The upper floors are used as starter business units.

The House was originally built, owned and inhabited by five generations of the Ward family until 1929 when it was gifted to Cowes Urban District Council to be used as municipal offices and pleasure gardens for the people of Cowes. The Charitable Scheme was drawn up in 2002 involving local people as Management Trustees with the Isle of Wight Council as Custodian Trustee. However, in 2010 the Council withdrew from the custodianship and management of the Estate and in 2012 the Northwood House Charitable Trust Company Ltd, 'A charity working to preserve Northwood House and Park into the future' was created as sole Trustee.

The contribution of volunteers is invaluable to the running of the House and they assist in the events and activities to enable the renovation and maintenance work. Membership of the Charity is welcomed from individuals and organisations and costs £17.50 for adults, £25.00 for two adults, £30.00 for organisations and £25.00 for not for profit organisations. These costs are £5.00 less if membership communication is electronic only.

There are several rooms available for weddings and functions:

- The Ballroom which is licensed for weddings for up to 120 and can cater for 200 for a drinks reception. It has French doors leading to a private lawn where marquees can be erected for larger parties.
- The Dining room, also licensed for weddings, caters for 60 seated and 80 standing. The room can be linked to the Ballroom.

- The Drawing Room caters for 60 seated and 80 standing and has access to the south facing lawns.
- The Morning Room, a small intimate room catering for 12 seated and 20 standing is ideal for smaller weddings.
- The Library, caters for 40 seated and 60 standing and is popular for ceremonies.
- The Rotunda acts as a reception point or meeting place and caters for 50 seated and 75 standing.
- The House Bar, managed by ESQ Events, is available for private hire and can cater for 80 people.
- The Stables, situated in the grounds, hold up to 60 theatre style and can be hired by the hour. The Stables are also often hired by local clubs and classes.

It is also possible to hire the whole House with a capacity of 240 seating or 400 standing.

Smaller rooms are available for meetings and as training rooms. Room hire rates for meetings start at 10.00 per hour for the smaller rooms, £12.00 for the Stables, £15.00 for the Drawing and Dining Rooms and £25.00 for the Ballroom. Tea and coffee is charged at £3.00 per person.

Northwood House also hosts events such as car boot sales, wedding open days, the Big Lunch and the Wight Proms.

The 17 acres of parkland surrounding the House are looked after by volunteers and can be hired for outdoor events. Within the park are free tennis courts and a bowls club. There are also two car parks and proceeds go to the maintenance of the buildings and grounds.

## Torbay Council

### Oldway Mansion - Options appraisal

#### 5. Options for future use

##### 5.1 Strategic options for the site

The previous sections set out a context for the Council's key decisions in respect of Oldway Mansion.

This context might be summarised as follows:

- The Mansion, associated buildings and landscape are all (and in their own separate right) significant heritage assets, listed and scheduled to protect and preserve them. This does not prevent change (and possibly even quite significant change), but it does impose a duty of care on the Council to respect this significance in its decision making.
- The buildings (House and Rotunda) are of real character and value - both with distinct architectural merit and interest and with the space, room sizes and overall facilities to support future activity and income.
- They are also clearly of great significance to local people. It is a long time since we worked on a heritage building project where public consultations were so well attended and where so many people wanted to talk to us directly about their interest in and commitment to the future of the site. This is a very important and substantial asset for any project, and particularly in support of campaigns for major public grants such as those from Heritage Lottery Fund.
- Notwithstanding the potential of both House and Rotunda to support future activity, there are significant constraints on options for the future - in the listed status of the site, the condition of the buildings and ensuing conservation deficit, the very use-specific nature of many of the spaces and the position of the Mansion in what is, clearly, a well-used and loved local park.

In this context, the Council's brief for this study sets out that the Council "*is seeking to develop a project to repair, restore and bring back into use Oldway Mansion and its estate*", and tasks us to understand whether it is likely to be possible to "*identify a sustainable self-funding future use for Oldway Mansion that is sympathetic with its heritage significance and historic character.*"

As the brief makes clear, long term revenue sustainability is a key aspect of this analysis: "*Any preferred option/s will need to demonstrate how the future revenue costs of the buildings will be met once it is restored.*"

This option, to seek a solution that the Council could plan and initiate, albeit potentially with partners, can be called a 'Managed' solution. This is an alternative to other approaches in which the Council might decide instead simply to seek to divest itself of responsibility through sale of the building(s) to a third party.

We do not seek, in this report, to evaluate any emerging 'Managed' solution against the relative merits and demerits of sale. It is very difficult to gain by consultation and research an understanding of:

- Whether there would be any interest in purchase of the site, were it to be offered for sale.
- How the property market would respond to the scale of conservation deficit and restricted options for change, the public park location.
- Whether the Council would benefit financially from any such sale deal, relative to the requirement for investment, prospects for sustainability and potential return from a 'Managed' solution.

The Council will no doubt take advice from its agents as to the answers to these questions. However, from our experience, as a team, of many similar situations, we would advise the Council that:

- A great deal of time and fee costs can be wasted pursuing theoretically possible sale prospects. Although 'Managed' solutions take time to assemble, fund and realise; we have seen many examples where these have in fact completed more quickly than parallel developments based on disposal or private developer partnerships.
- With very significant and protected buildings such as Oldway, that are clearly seen as public assets and responsibilities, even sale to third parties does not necessarily protect the local authority from becoming responsible once again for the rescue of such buildings, sometimes years later and with much greater and more expensive challenges, when private sector plans fail. If the Council disposes of Oldway now, we believe that it is likely to continue to be seen as responsible should the building fall back into risk and crisis.

We go on, in the remainder of this report, to explore the options for a 'Managed' solution in which the Council seeks to meet its objectives through a planned programme of works and transition to new uses and governance arrangements.

Whilst there remain, of course, significant challenges and risks in any programme to restore Oldway to satisfactory condition and to use, we suggest that these risks and challenges should be seen in the context of the ability, in a 'Managed' solution, of the Council to proceed step by step, evaluating risk and considering investment carefully - and that this level of control means that a 'Managed' solution, if one can be identified, offers lower and better managed risk than a disposal and its subsequent risks, were one to be on offer from the property market.

## 5.2 The objectives of a 'Managed' solution

As we have discussed in section 5.1, the brief for this study was clear as to the outcomes that the Council prioritises for Oldway. From our study, it is possible to develop somewhat these outcomes so as to be able to assess any emerging option against the key priorities for the Council:

We suggest that any proposed 'Managed' solution should:

- Be operable on a sustainable basis without long term Council subsidy, through the generation of incomes from activities consistent with the remainder of these objectives.
- Retain, in any future use, at minimum public access from time to time to the principal public space.

- Recognise the gardens as both a precious historic asset and a popular public place of recreation, maintaining access and developing use sympathetic to the original and remaining design and features.
- Respond to community interest and ideas for the future of Oldway, so as to maximise community support and engagement, the resources of community partners and of volunteers.
- Enable the repair, conservation and restoration of the site in a manner that recognises, respects and celebrates the architectural and social value of its heritage.
- Make physical change, development and new facilities as necessary to secure these objectives, including securing a financially sustainable future, in ways that are sensitive to architectural and social value and conservation principles.
- Accept the potential need to proceed in stages of work, from potential urgent repair to longer term reuse of spaces, as demand and funds permit.
- Identify a plan for future governance and management that best equips the site to thrive and to achieve these objectives over time, whether by public, commercial and/or community structures, making best use of partnerships to share and advance the task of renewal.
- Prioritise works and future uses which offer the potential for financial contribution from a wide range of funders, investors and fundraising campaigns so as to advance the project and reduce reliance on Council resources.

Taken together, these criteria represent a fair test of potential approaches to future use and project planning.

### 5.3 Broad options for use

Even within this ‘Managed’ solution framework, there are a range of options and of approaches to future use.

All discussions of use options include an element of discussion of whether a single end-use is likely to be viable for the whole site, and to meet the above objectives, or whether a mix of uses is more likely. This is a very common dilemma for heritage properties, where different kinds of space, different stakeholder and community needs and interests, different levels of demand and, in the case of Oldway, the sheer amount of space to be put to use, often call for ‘portfolio’ developments that mix different end uses.

During our work on this project we have considered potential end uses and their viability, in terms of both full and potential part use of the buildings and site.

We have assumed, as above, continued use of the grounds as public park, and further considered the use not only of the main house but also the Rotunda together with the other existing buildings/structures associated with it, in the context of this continued public access.

At the same time, and notwithstanding the enthusiasm of the community and of potential public and third sector partners evidenced by our consultations in section 3, it is essential that the first criteria above is met - and that the future use of the building maximises commercial or other income generating uses to underpin long term financial viability.

The following table summarises our review of options for these commercial and income generating uses before we proceed, later in the section, to discuss in more detail the contribution that might be made by community, education and other broadly public uses to sustainability. identify those which seem to us to have the best fit to the project objectives and the best potential feasibility:

End use option	Viability of single use of all buildings	Potential contribution to sustainability
<p>Hotel and other hospitality accommodation</p>	<p>As discussed in the previous sections, our research indicates that there is unlikely to be sufficient unmet demand to make it reliably likely that a major, full site, hotel offer will be delivered at this time. The sector in the town seems to be bearing up well, but there is already competition between providers at each grade for business. This is confirmed by our informal discussions with hotel operators we work with nationally.</p> <p>The site also presents challenges in our view in terms of full hotel provision. We do not see how this could be achieved without closing the gardens to the public and this would be very problematic for both the public and the bowls clubs.</p>	<p>The experience of the sector is that it is difficult to insert hotel offers into major heritage buildings that retain other functions, because of the general expectation of exclusivity of hotels and their guests, though there are a few exceptions (Malmaison Oxford Jail). Our research has not identified a boutique or other specialist operator who is keen to pursue this.</p> <p>However, recent years have seen increasing popularity of holiday accommodation in heritage properties. This is commonly by way of a small number of self-catering apartments of quality and heritage distinctiveness.</p> <p>Since the demise of Vivat Trust, and with limitations on what Landmark Trust will take on, these are often marketed through airbnb and sites such as quirkyaccom.com and its competitors.</p> <p>Examples include six very successful apartments in Harlech Castle which show how such provision can command premium prices.</p> <p>We are beginning to see this kind of provision associated with specialist wedding venues as accommodation for wedding couple and family guests.</p> <p>The quality and distinctiveness of Oldway Mansion and the existence of bedrooms for conversion makes this potentially highly suitable.</p>

<p>Catering and hospitality - restaurant and café uses</p>	<p>Whilst many heritage projects include catering provision of all types, the prospect of single catering-led use of the whole of the Oldway building(s) is not really credible. Generally in heritage properties of this sort, catering provision thrives as part of a mix of uses which bring footfall to the site.</p>	<p>Oldway presents a good prospect for catering provision as part of the mix of uses of the site.</p> <p>Our specialist catering consultancy would not recommend destination restaurant provision given the location. Destination restaurants have rarely worked in portfolio heritage schemes, but cafes with a reasonable simple food range can do very well.</p> <p>The park is an obvious and immediate source of trade for a café at Oldway, as would be other visitor attracting uses in heritage, events and accommodation terms.</p> <p>Our assessment of the market points to good potential for Oldway given footfall to and through the park and to other activities in the house, and business associated with the neighbouring school.</p>
<p>Weddings, celebrations, events and conference/meeting hire</p>	<p>Oldway has obvious potential in these markets due to its historical role as a place of wedding ceremonies and registrations, its superb and large spaces, general air of luxury and celebration in its architecture and history.</p> <p>To dedicate Oldway to this one use to the exclusion of others, however, would be to limit its potential and no one commercial partner has presented themselves who would wish to take on the whole building as an event centre.</p>	<p>It has become increasingly commonplace for weddings (both ceremony and celebrations) to take place in public buildings and heritage sites have been at the fore of this movement.</p> <p>Wedding bookers appreciate that these sites were not built, and are generally not operated, solely for weddings and though there are sometimes challenges of friction between uses, this is much less likely in a site such as Oldway where hires use is likely to be a significant priority and where there is considerable space.</p> <p>Heritage sites also now regularly do good business in a wide variety of other social celebrations and in meetings and small conferences - particularly in large and small group training, and find these activities compatible with other uses as part of portfolio developments.</p> <p>Consultations suggest that there remains considerable scope for</p>



		<p>wedding business given the limitations of the offer at Cockington Court, from which Torre Abbey provides one alternative but cannot cater for the numbers for which Oldway has potential. This is a growth market and we take the view that, built up over time, there should be no detrimental impact on the mainly smaller room businesses of local hotels and private venues.</p>
<p>Residential accommodation</p>	<p>Where the rescue of the heritage building alone is the priority (rather than public access and community benefit) schemes have from time to time been successful in developing complete reuse of heritage buildings for the provision of private housing. Generally, this has been limited to sites where accommodation could be in discrete buildings in historic grounds (e.g. Compton Verney) but in the work of Urban Splash and others, whole buildings (often former industrial in nature) have been converted for use as apartments.</p> <p>Oldway does not seem to us ideal for such purposes, having several large showcase spaces unsuitable for residential living and intact heritage interiors which will make conversion more complex. In all, the number of apartments that could be delivered is too limited to be likely to prove viable in a challenging market suffering over-supply of apartments in many areas. Urban Splash have previously been linked with Oldway and the failure of this approach to progress previously confirms our doubts that it could be resurrected now.</p> <p>Furthermore, residential accommodation in whole would certainly close off several of the key objectives of the exercise - strictly limiting any public access and preventing community use.</p>	<p>Industry experience is that residential accommodation combines very poorly with other more public or commercial uses. As with Compton Verney mentioned opposite, there are very regular tensions and on occasion recourse to solicitors over residents' objections to public events, noise, access issues, security and many other sources of friction.</p> <p>In addition, disposing of part of the Mansion for residential occupation would in most cases necessitate long leasehold, and effective surrender of control over let areas, which can frustrate long term plans as the business and public use of the site develops and new opportunities are identified.</p>

<p>Lettable space</p>	<p>A common commercial purpose for part or all of restored buildings is for let for a range of purposes. These purposes range from office uses and workshops and studios for creative, design and other similar, to fitness centres and self-storage.</p> <p>As a whole building use, this is most often seen in industrial buildings capable of cellular division to make a larger number of smaller lettable units with minimal shared space (so as to keep landlords' costs down).</p> <p>At Oldway, the Mansion is relatively unsuited to complete cellular conversion in this way, due to the large state rooms and public areas. Many other rooms other than at second floor are also highly decorated and this would limit the range of uses for which they would be suitable. So, for instance, conversion to a complete lettable creative industries/studios use would not be advised.</p> <p>In market terms, these large scale lettable conversions generally prove viable only in cities where demand for lettable space for particular purposes reaches a threshold level. Our research does not suggest that there is sufficient unmet demand for let space to viably support the conversion of the whole Mansion.</p> <p>One alternative that we have considered is the sale/transfer of the whole of the buildings to another public sector agency or other education or similar institution. No college, school, training or other institution has expressed interest in the site to our knowledge and, again, the building, does not really offer the flexibility and space types that modern education practice generally demands. Unless at some point, an institutional potential use emerges, this is unlikely to be a way forward.</p>	<p>Whilst dedication of the whole site to lettable uses is not likely to be a viable or suitable end use for the whole Mansion, the variety of spaces available, and the overall scale of the site does point to the potential for some element of letting.</p> <p>This might be for offices - either as part of a strategy in which the Council itself consolidates its office requirements and houses some suitable functions in the Mansion to save letting costs of space elsewhere in the Borough, or for third party occupiers as office and, potentially, workspace.</p> <p>The most likely spaces for let are in the west section of the Mansion, at first and second floors. In parts, these spaces are already converted to office use.</p> <p>Market appraisal of lettable space in heritage properties of this nature is somewhat challenging, and the occupancy rates and prevailing rents in ordinary property in the town will not be a clear guide. For certain tenants, most likely the Council, creative or social enterprises and community focused organisations, occupying distinctive public buildings such as this can be an attractive alternative to rack commercial renting and, provided the amount of let space offered is not too great, we would expect from our consultations, that there would be demand to take up some accommodation at reasonable rates per square foot and service charges.</p> <p>In terms of educational, learning and training uses, again there is potential for many uses of parts of the building, and in particular perhaps the Rotunda, as part of a portfolio of uses. This is discussed further later in this section of the report.</p>
-----------------------	---	--

## 5.4 Toward a plan

At the conclusion of this exercise, we therefore advise that:

- In our view, given the complexity, condition and nature of the buildings, the Council is unlikely, in the current market, to secure partnership to bring the entire site back into use in one consolidated single commercially viable use.
- During our consultations, we have not identified any one public sector partner who has an interest in taking over the whole of the property. Whilst this might happen in the future, it seems to us unlikely, and in any case the urgent challenges of repair will remain.
- There is very good potential, from our market appraisal and consultations, for a whole range of both use of part of the building and uses that do not require full time dedication of space to one operator.
- These potential uses span primarily commercial/income generating activity as in the above table, but also a wide variety of community, cultural and educational uses that themselves have the potential to generate income and contribute to sustainability.

The constituent uses of sustainable long term plan for the site will be likely to include, therefore, community, cultural, learning, and trading activities, with five principal strands:

### Events and hires

A substantial events business, supported by Oldway's historic position as a popular wedding venue, but capitalising on the capacious and distinctive entertainment spaces on the first floor to host both ceremonies and the more lucrative celebration events associated with weddings in particular.

With the infrastructure in place to support this, a wide variety of other event, conference and training and meeting business will be viable and can be a major contributor to long term use and sustainability.

This use would logically focus a good deal of the time on the Mansion, but there is also significant potential for event hires for the Rotunda, for celebrations and more unusual events such as product launches, fashion shoots, etc.

As described in the last section, there is significant interest from larger partners such as South Devon College in using the site and developing projects to bring it to life, as well as evident enthusiasm for community use for a wide variety of civic, learning and other activities.

### Public admission and interpretation of the heritage

Public access to, and enjoyment of, the grounds and the significant spaces, architecture and stories of the Mansion will be key to meeting the Council's objectives, in terms of the access of local people to a site they see as a key part of their heritage, but also to drive income and economic benefit from the tourist economy.

The grounds will remain necessarily free to enter, and their continued popularity as a public park will be important to the success of the Mansion through café operations accessible from the park, and through continued community involvement and support.

Admission to the Mansion, however, can be charged and has the potential to generate significant income toward overall viability, even where opening times for public admission must be set with regard to days/sessions when spaces will be closed for hire.

This is a common issue with heritage sites and can be managed through care over the targets set for public admission in particular, and through a carefully structured and pre-planned management of the diary for use.

We do not advise the creation of a museum in the traditional sense of the word. There are relatively few artefacts connected to the original use and history of the house available and to seek to acquire a collection worthy of the spaces of the Mansion would be a very substantial and expensive undertaking. Museums also incur significant costs of the care of collections and in connection with their formal accreditation.

Rather, the visitor offer should rest on the grandeur and interest of the building itself, its spaces and the telling of its stories. In the heritage industry, this story-telling is achieved by an interpretation scheme, which can use a wide variety of techniques to bring the journey of visitors through the Mansion to life - through guided and self-guided tours (supported by audio or digital guides); the use of light, sound and projection; graphic and image display; selected objects and artefacts where they do exist; dressing of rooms to echo the lives of the Singers, or subsequent use as a hospital; personal interpretation by room stewards or performers as characters.

#### Arts and cultural uses

One of the striking things to come out of our consultations is the importance of cultural and creative activity in the Borough at present, and the existence and interest of a wide range of cultural organisations and initiatives in all disciplines.

Historically, this is a use that fits very well the original uses of the Mansion, and therefore its spaces. In the Paris Singer redevelopment of the site in the early twentieth century, a major theme was the Mansion as place of performance. In particular, the ballroom was clearly intended, and used, as a space for dance and music, but many of the other state rooms on this first floor, and indeed the hall and main stair, were designed and remain spaces for people to see and be seen. Bringing these spaces back into this use will suit both wedding and events business but also performances of a wide range of types.

Theatrical, music and dance events, but possibly also other artforms, offer the opportunity for a most distinctive aspect of a renewed Oldway. Working with the constituent organisations of the Culture Board, and potentially with organisations across the region (as discussed in section 3), will extend their work and benefit to the area and its economy, and in turn animate the site, attract audiences and generate income.

Although the Rotunda was not, originally, a performance space, it became one in the middle of the twentieth century when it was refitted as a studio, and it retains exciting potential for cultural activity, as well as for another distinctive event space. The Rotunda offers a distinctive potential performance space and may of our consultees could envisage cultural uses for the space.

Whereas the grand spaces of the Mansion are likely to host public performances as discrete, usually one-night, events; the Rotunda has the potential to be used for artistic production and rehearsal; student and college project use; music and digital recording and filming; for live events and potentially for 'found space' theatrical events running over longer periods.

#### Catering and other ancillary trading

Given the popularity of the park and the public and event uses of the house described above, there is clearly significant potential for café and catering uses as described in the table in 5.3, accessible to the public but also meeting the requirements of heritage visitors and participants and audience for events.

In addition to this café function, and bar facilities for evening events and for some hire events, there will be a requirement to develop facilities for incoming caterers to service events such as weddings. The servicing of these events is a completely different prospect to café catering and most venues at this scale do not provide catering themselves at this scale, but provide hirers with a list of approved caterers who use relatively simple facilities on site to serve pre-prepared food and drink, and who pay the venue commission on an event by event basis. This aspect of the potential future use has been explored by our catering and events consultant, Kendrick Hobbs and their report is attached at appendix 1.

#### Apartments and lettable space

Finally, the scale and range of spaces in the Mansion go beyond that which would be needed to accommodate the public functions in the above classes of use. At second floor level and in the west section of the Mansion there is a range of smaller spaces which could be put to a variety of uses.

As discussed in the table in section 5.3, we think that there is likely to be a market for a number of quality, self-catering apartments. These will be a distinctive offer both to event hirers (wedding couples and guests) and in the wider short stay tourism market. It would be possible to develop remaining space in the Mansion wholly for this use, but our current view, based on successful examples elsewhere, is that 6, and possibly 8 at maximum would be the practical limit on this use, both in terms of market and in terms of management of the building. Once the office, event support and storage space needs of a building operation of this scale are resolved, this leaves further space open to a range of uses, and we think that, with the above profile of the site, there would be potential to let a modest amount of space to creative, community and social enterprise tenants as office space.

#### 5.5 Combining and developing portfolio use

The challenge which we go on to address in the following section is how to combine these different end-uses effectively in the building and grounds and how to develop through phases both a repair and conversion project to enable space to return to use, and a governance model to operate as a sustainable long term proposition.

## Torbay Council

### Oldway Mansion - Options appraisal

#### 6. A plan for development

##### 6.1 Accommodating a portfolio of uses

The options for future use identified in section 5 present a picture of diverse but compatible uses across the site, but also beg questions about the organisation of use across the grounds and building and the sequence of potential development across time.

In the plans set out in the following pages we suggest both a pattern of use of space and a phased approach to renewal.

This phased approach is a response to both the immediacy of the threat from rot and water ingress in the Mansion, but also to the probable timescales for the assembly of funds from external sources which we anticipate will be required to realise a programme of works across the entire site.

We return to the issue of funding in section 8, but, in summary, the major funders have two stage processes for large grant approval which take significant time to negotiate, even if applications are successful at the first time of asking. In light of Heritage Lottery Fund's timetables in particular, it is not possible to foresee a start on site for major works with their involvement until 2022 at the earliest.

Should the Council determine to pursue a 'Managed' solution strategy as we set out in this report, with a view to bringing Oldway back into diverse and sustainable use, we do not believe that doing no works on site until 2022 will be a sustainable position in terms of condition or the need to start to meet community expectation and develop the future business model.

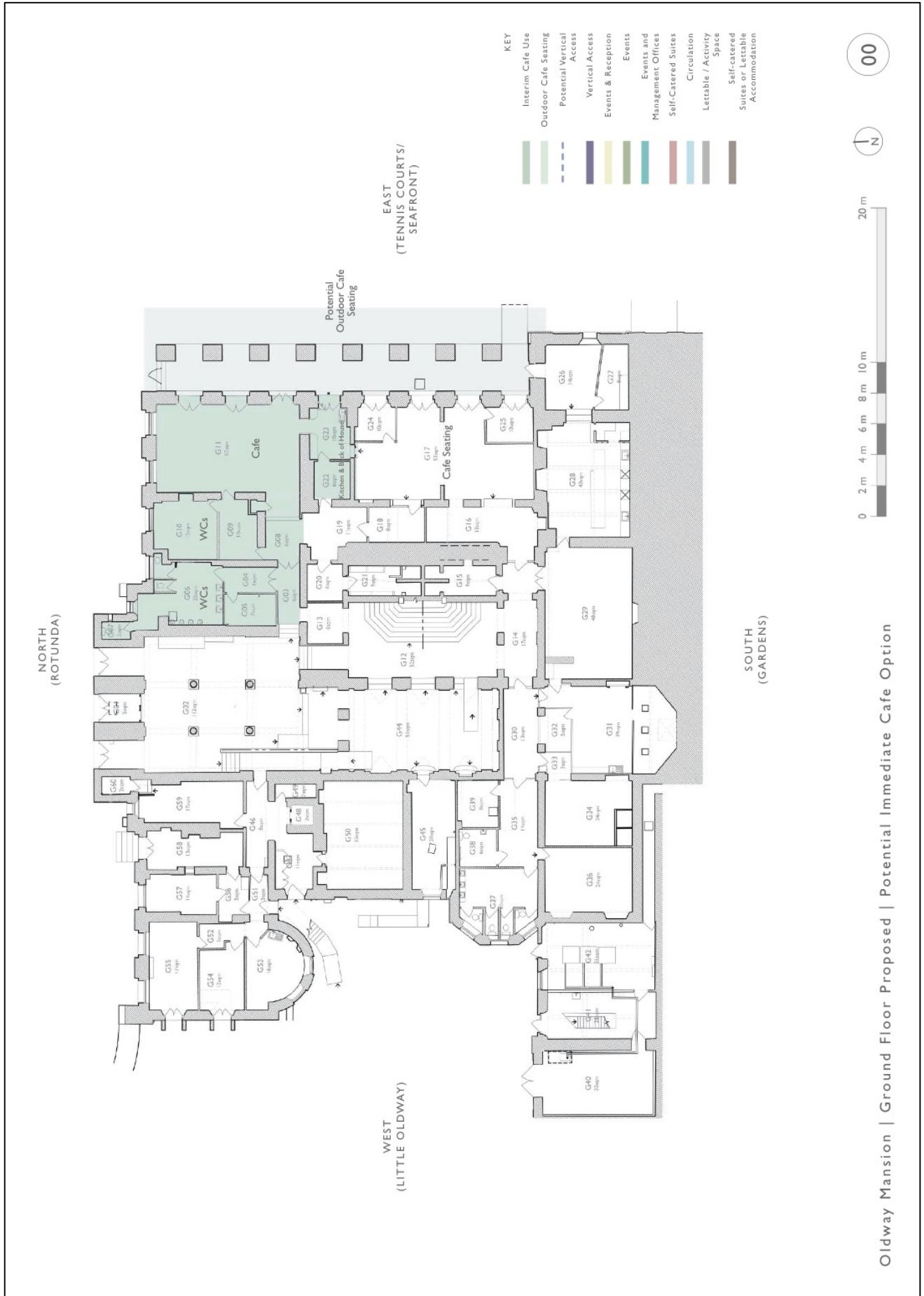
Accordingly, we have specified, costed and sought to understand the financial implications of a programme in four phases.

##### 6.1.1 Immediate potential action - Phase 00

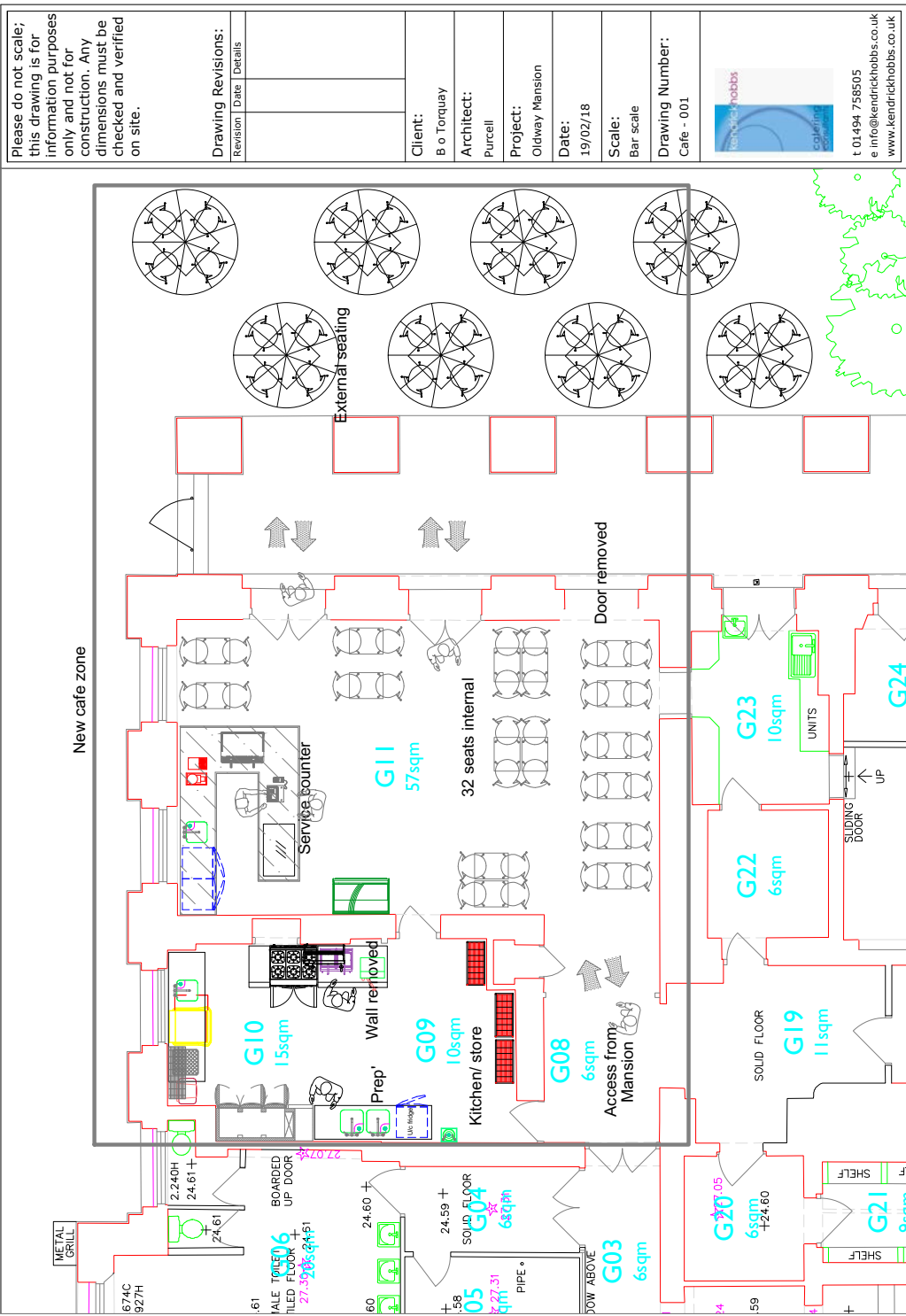
In the very short term, we think that there would be much to be gained from enabling some activity, however modest, and some access for the interested public to the Mansion.

The most likely basis for this will be to:

- Carry out a simple conversion of the northern end of the former benefits office at ground floor to serve as a pop up style café offer serving park users, parents dropping off/picking up children at Oldway Primary and visitors to the site generally. This would initially open off the park only, so as not to involve extensive works to the Mansion entrance sequence, but would require access to the existing WCs adjacent to the proposed café space. The following page shows the schematic use of space in this phase and following it is an indicative detailed layout prepared by our catering consultant to show how the space can be purposed readily to provide what



Oldway Mansion | Ground Floor Proposed | Potential Immediate Cafe Option





is needed. We suggest that this could be achieved quickly and would make a very tangible and welcome response to public desire to ‘see something happening’. Ideally the café would be let on short terms to a local social enterprise with similar experience and operations, but it could possibly be operated, or at least supported, by volunteers given the extensive willingness to volunteer that was evident that the AGM/Public Meeting of the Friends of Oldway earlier this year.

- We see no reason why, with a café in use as above, there could not be periodic guided tours to the main staircase and principal rooms on the north and east façade at first floor at least, so as to satisfy public interest in gaining access to the Mansion.

### 6.1.2 Urgent repair

As identified in section 2 and during the study, there are significant and immediate repair challenges in respect of the Mansion which, if not addressed immediately, will lead to further deterioration, likely loss of internal detail and significantly rising costs over time as rot and general deterioration take hold and accelerate.

Purcell have made recommendations to the Council for short term measures to arrest decline so far as is possible without works and their letter of advice is appended to this report as appendix 2. They have now gone on to prepare a repair specification that:

- Encompasses the minimum level of immediate and urgent intervention to prevent further deterioration.
- Includes such works (for instance to the roof) that make best use of the costs of preliminaries, access and scaffolding needed in the stage and minimise the cost of repeating major scaffolding in later phases.

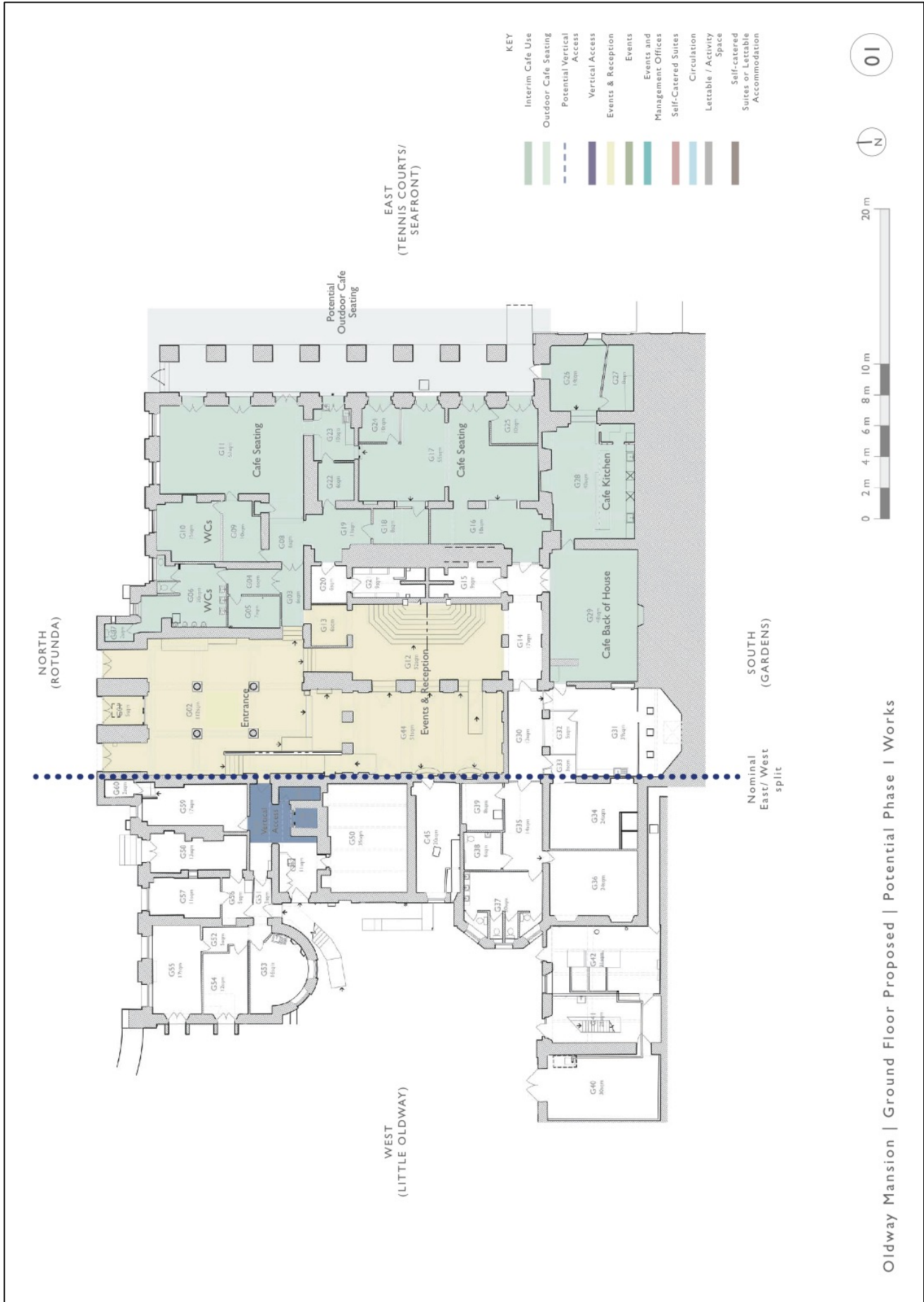
This specification is set out in appendix 3.

### 6.1.3 Phase 1 - achieving use

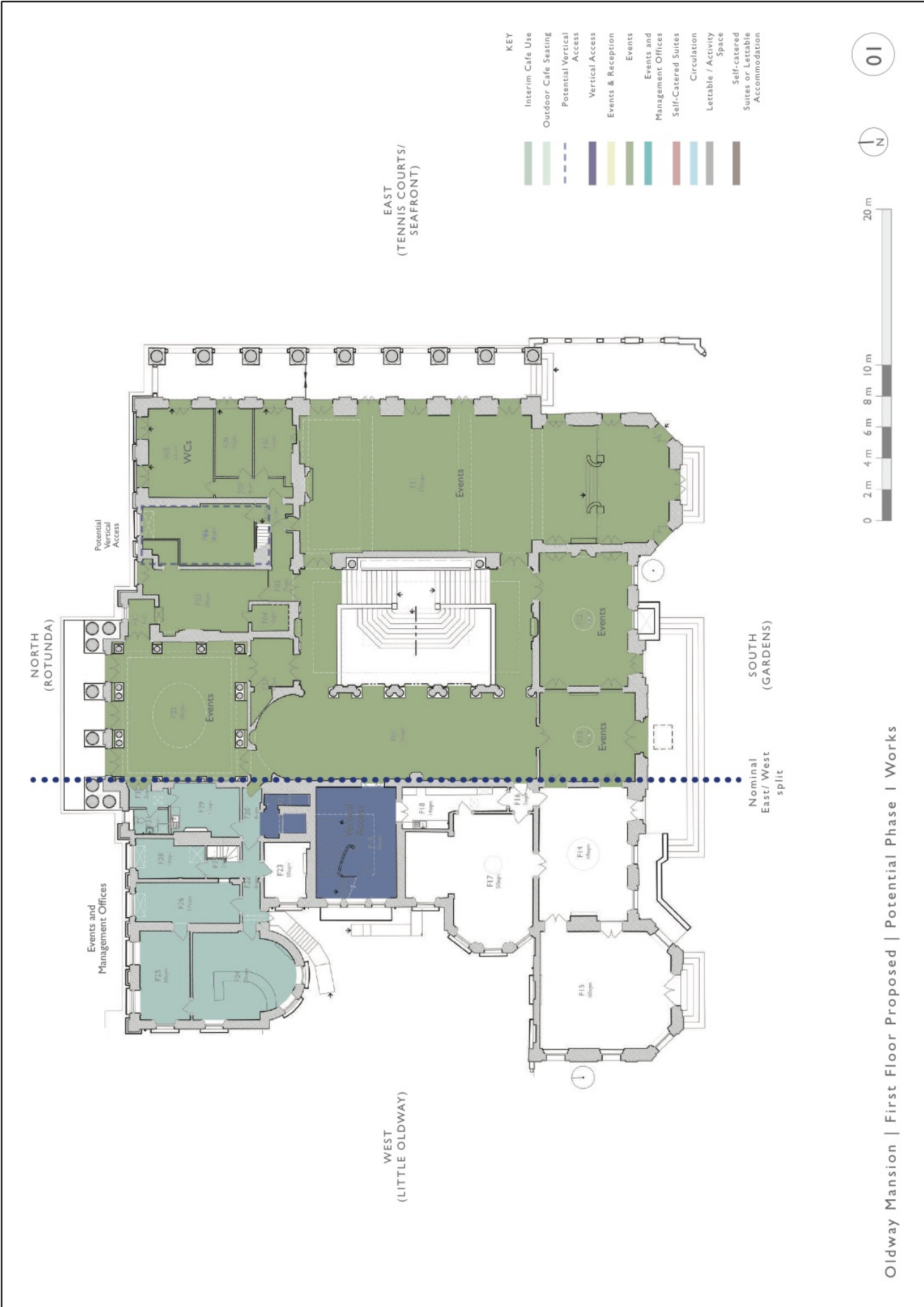
In addition to the repair specification, relatively limited works to improve decorative finishes and carry out minor additional repairs has the potential, if carried out alongside the urgent repair programme, to bring the ground floor entrance, hall, main stair, landing, ballroom, mayor’s parlour and the two impressive rooms on the south façade nearest the ballroom, back into fuller access and use for some events - both hired and staged. Offices on the first floor north that are already in suitable form and reasonable condition would be made available as site operations offices. This Phase 1, as shown on pages 41 and 42, therefore has the potential to unlock access use and value at a modest additional cost to the urgent repair programme.

Taken together, the urgent repair works and these modest additional works would not fully conserve and repair Oldway, as we have sought to control costs and restrict works to those which are really urgent, so that the main bulk or costs for repair can be subject of applications for external funds, to HLF and others.

It will be key to getting control of the condition of the site, and minimising escalating costs of deterioration, to move forward with this stage soonest. However, this does not prevent parallel work to define, develop and apply for the major, externally funded stages that will necessarily follow later.



Oldway Mansion | Ground Floor Proposed | Potential Phase I Works



#### 6.1.4 Phase 2 - main restoration and reuse

The next stage of development, shown in the plans on pages 44 to 46, constitutes the main repair and return to use of the Mansion, together with restoration works to the Rotunda, to other buildings and structures in the grounds and to the restoration and care of the landscape.

As the plans show, this programme of work would complete much, or all, of the remaining works to the Mansion and would be the subject of major external grant applications. In summary, the stage would:

- Complete renovations in the hall and stair, and generally complete the main series of further repairs reserved from the urgent repairs in Phase 1.
- Extend café uses potentially to the entire park facing west façade, taking in once again the previous café spaces to the south end of this run of rooms, including within this zone make up/plating/reheat and clearing space for incoming caterers serving to the state rooms above.
- Repurpose the west side ground floor rooms to be the operating base for the management and operation of the site, including offices (moved from their temporary location above), storage, technical and ‘back of house’ spaces to support both hired/celebration and arts events.
- At first floor, free the offices at the north west corner for letting and complete the repair and redecoration of the further state rooms at the south west corner to extend the events offer.
- At second floor, repair, refurbish and convert spaces around the stair core and particularly the excellent spaces to the east façade, as six self-catered apartments.
- Restore and purpose the Rotunda as a flexible and atmospheric ‘found’ space for hires, events, performances and rehearsals.
- Complete a programme of landscape restoration to reflect the historic significance and value of the gardens and to manage parking and access.

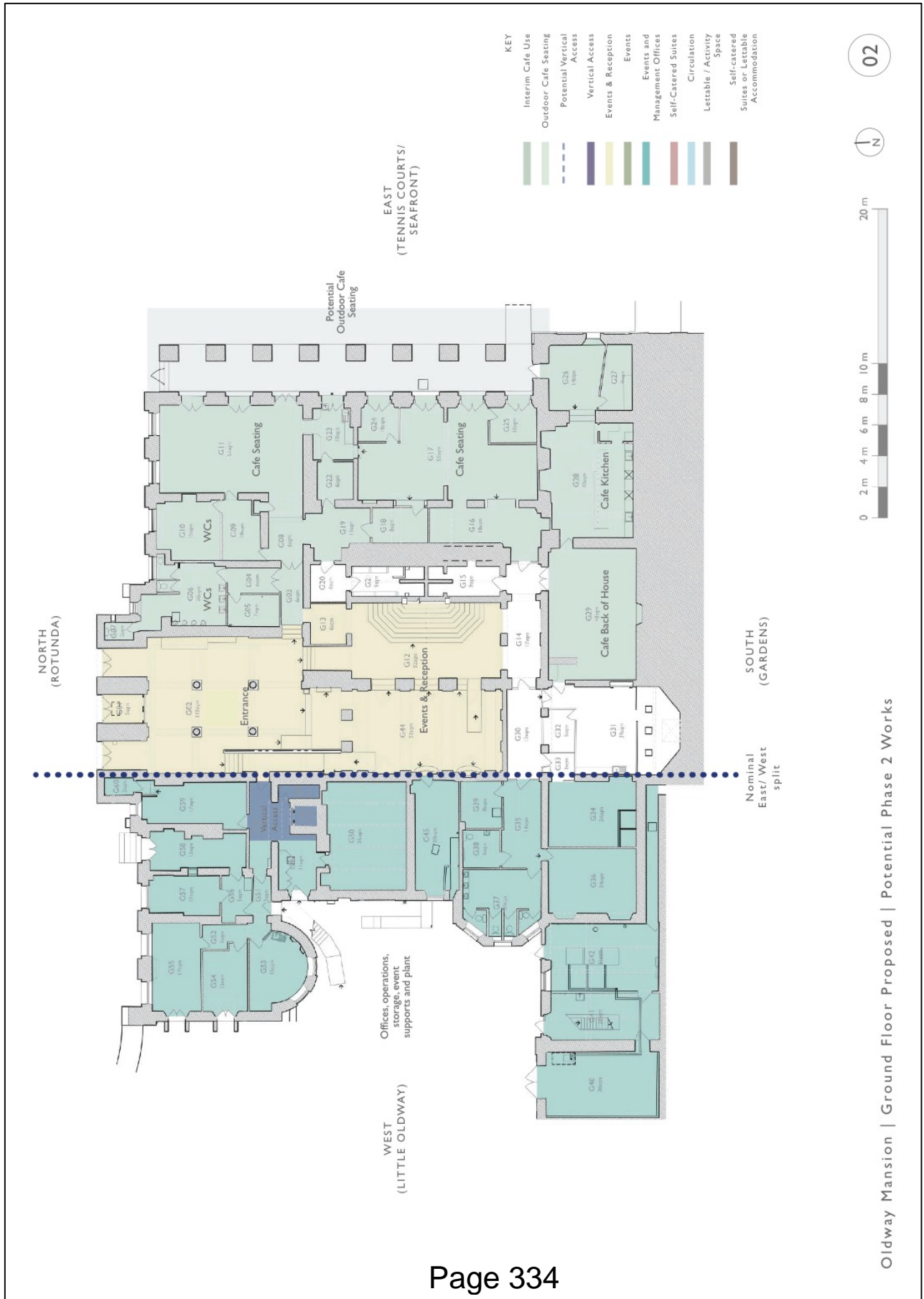
The drawings for this phase also show an option which we have explored for introducing new and additional vertical circulation on the east side of the dotted north/south dividing line, in the north west corner. The current vertical access is limited and dated and, whilst it will serve through Phase 1, it may be that in time plans must be made to update and replace it. In such a situation there would be merit in achieving larger and better vertical circulation, and separate provision on the east and west sides of the dividing line.

This would in turn enable separate security zones in the east and west sides, so as to better and more fluently deal with 24-hour access requirements on the west side and at second floor, when the main state rooms of the Mansion below on the east side could be closed. This is however, an option and could be further considered in light of emerging costs and funding options.

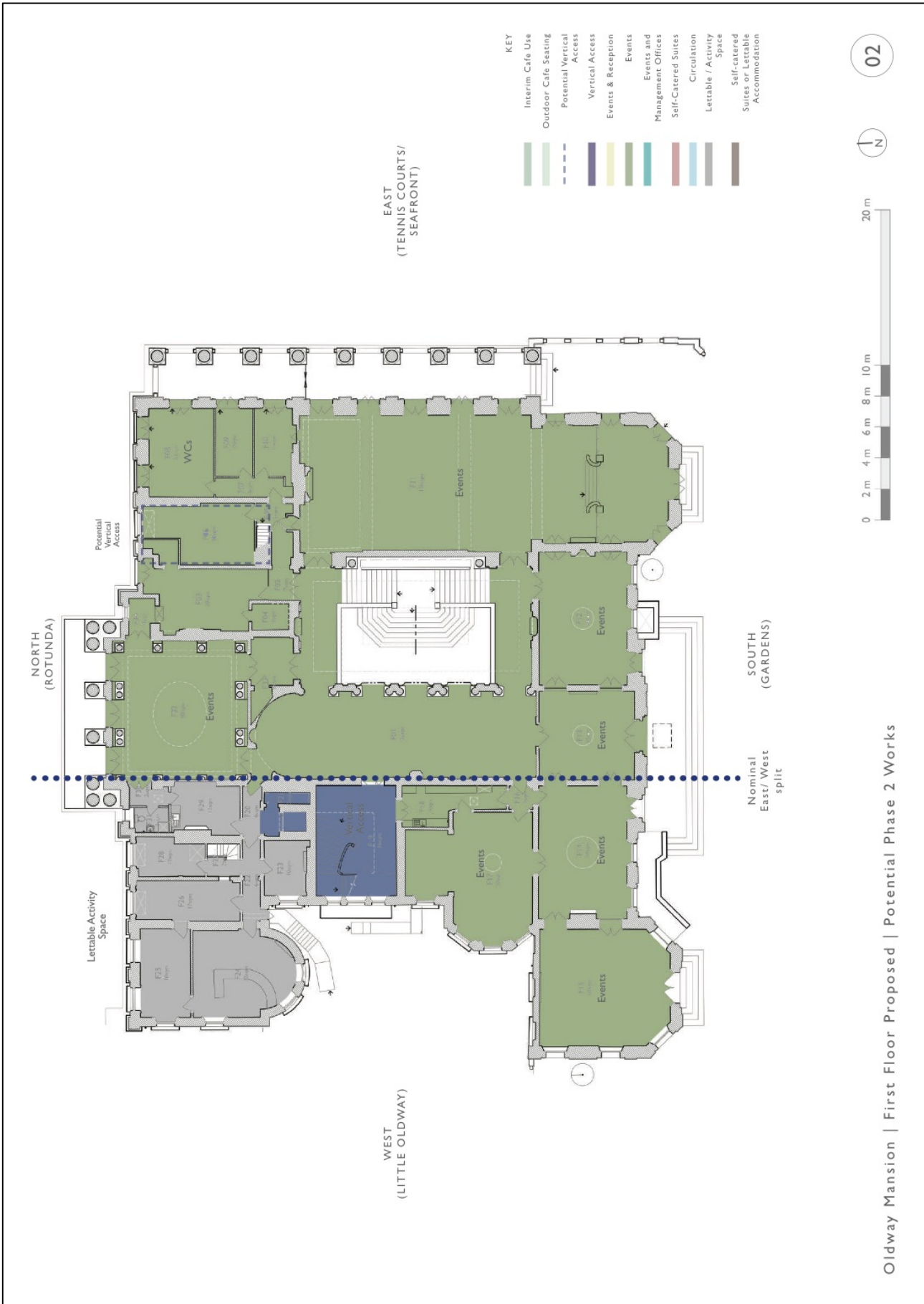
#### 6.1.5 Phase 3 works

The final drawing, on page 47, shows the final optional redevelopment of the remaining spaces at second floor, on the west of the north/south divide, to provide either further self-catered apartments and/or additional lettable space in combinations.

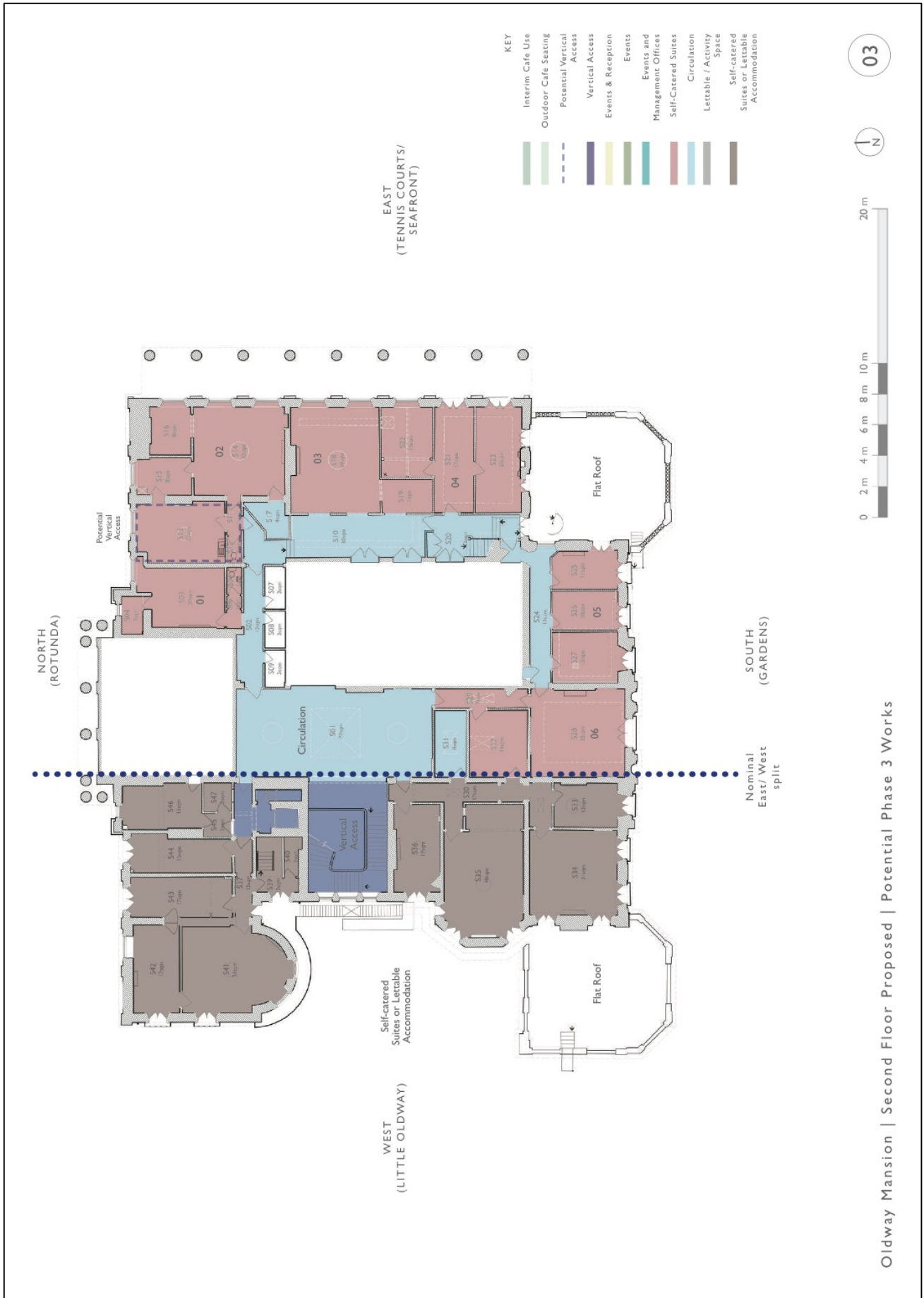
These works could be combined with Phase 2, if there is sufficient external grant available, or they could be delayed and realised as a separate works package. As the main works and repairs are in either the Urgent Repairs in Phase 1, or in the main Phase 2 works, this Phase 3 would be limited to conversion and fit out costs.











Oldway Mansion | Second Floor Proposed | Potential Phase 3 Works



## 6.2 The Rotunda and associated buildings

These plans of use and phasing diagrams limit themselves to the Mansion, as this is the most complex and challenging element of any potential scheme.

The Rotunda is, for us, a most exciting space with a wide variety of potential uses, all compatible with a full repair and renovation of the historic structure. Unfortunately, none of the uses our consultations suggested involve restoring to use the swimming pool, and we fear, therefore, that the floor over it will need to be renovated and possibly recovered, preserving the bath below for posterity, but not for public access.

A full specification for the repair of the Rotunda will need to be developed in due course, but our recommendations would be that:

- A light touch is applied to the Rotunda itself so that elements of its various stages of life are retained rather than purged (including for instance the studio sound-proofing). This approach to it as a 'found space' preserving traces of its variety of uses seems to us best suited, creating an atmospheric and distinctive space.
- In use as a performance, rehearsal and production studio, and with hired events including weddings, parties and the full range of small meetings and presentations, the space will require ancillary and backstage space at ground floor in the stabling spaces and in the adjacent and currently unsafe accommodation.
- The north apse offers some possibility to create an informal arrangement as a stage house for performances and to provide some wing and storage space to service events.
- We would probably recommend the reintroduction of the balcony around the space as originally - many consultees said to us on site that this would add character and utility to the space. Spaces off the balcony at first floor could be let to cultural/creative or other organisations as office and working accommodation.

At this stage, allowance has been made for the potential costs of restoration within the main works under Phase 2.

## 6.3 Landscape, access and car parking

### 6.3.1 General approach

The grounds of Oldway Mansion should be one of the country's great gardens, and despite the challenges to their condition discussed in section 2, this status could be achieved at relatively modest cost and with a managed programme of works over time.

With a well-considered programme of restoration and improvement which respects the heritage, is inspired by the original design rationale, and takes advantage of the elevated aspect and mild climate, the gardens could become a visitor attraction in their own right as well as complementing the building restoration and providing a useful community facility. Any restoration and improvement works should be accompanied with the introduction of a broad and wide ranging programme of activities and events.

Revitalisation of the gardens is also an opportunity for the further introduction of community involvement, building on current interest and on the potential for community reuse of the Mansion and focusing on training and use of the gardens as an educational resource.

As with the Mansion, interpretation should be incorporated into the designs as a means of reinforcing the distinct and unique character of the gardens and helping visitors to understand the story of the gardens and the people associated with them.

Restoration and improvement works would improve accessibility and be designed to create a facility which is inclusive and relevant to the local community. Local planning strategies, such as those regarding biodiversity, green infrastructure and health and wellbeing can be advanced by sensitive landscape schemes for public gardens of this kind and we would expect there to be both widespread interest in their renewal and potentially additional and separate sources of funding accordingly.

The cost plans for the scheme make allowance for both works to structures and statuary in the gardens and to planting and design within the main works under Phase 2.

#### 6.3.2 Car parking and the contribution to the business model

A specific area of both need and opportunity in the grounds lies in the current unsatisfactory car parking arrangements.

The car park is degraded and unattractive and prejudices the setting of both the Mansion and the gardens generally. Access roads to the car park are similarly in need of improvement.

Car parking on the site is currently over-intensive and reflects parking by both park users but also a general public taking advantage of the fact this provides some of the relatively small amount of free, unlimited, parking in the centre of the town.

To control intensity of parking and provide an income stream to support the long term maintenance of the gardens, the car park should be improved and landscaped and transitioned to a pay-and-display model. Branded correctly as a means of generating dedicated money for the upkeep and development of parks, pay-and-display parking has been introduced at many British heritage and park sites in recent years with relatively little resistance from users.

Allowance is made in the cost estimates for the scheme for these works within the main works under Phase 2.

#### 6.3.3 Enabling development

As the discussion of the significance of the gardens in section 2 makes clear, the gardens are of great importance and this strengthens the potential business model of the site in a range of ways:

- Attracting heritage and environmental funding to direct to the restoration of the gardens/landscape and its structures.

- Supporting and strengthening the case for heritage and other funding for the works to the Mansion and Rotunda, within the setting of the gardens.
- Generating a great deal of community engagement and support for the renewal of Oldway generally.
- Potentially contributing significantly to the attraction of visitors to the site who, whilst the gardens remain free, will generate incomes from admissions to the Mansion and from catering and other trading.
- Potentially contributing significantly to hires and major events incomes on the site through festival activities, fairs, events, outdoor screenings and possibly through hire of marquee based events on a carefully controlled basis.

This added value from the gardens emphasises the importance of respecting the remaining extent and pattern of the land. The significance and character area plan in section 2 shows how the remaining site all has historical value and something interesting to contribute to the future telling of the stories of the site.

However, the Council will also be faced with pressure to secure the finances needed to finance repair and restoration. In this context, limited further enabling development may be considered, particularly to the North Eastern periphery of the site, behind and potentially including parts of, the stable and ancillary buildings in the Rotunda range that have suffered potentially irreversible decline already. This focused enabling development would require a developed plan for the potential development and further research into the planning context and status of previous permissions.

In considering any further enabling development, the Council will need to guard against the possibility that sale of part of the site may antagonise heritage stakeholders from whom significant support and funding will be sought, and so the merits and risks of such a move will need to be carefully considered.

#### 6.3.4 Schedule of potential landscape/garden works

As with the building specifications, our intention at this stage has not been to present a design scheme in detail, but the following is a guide to the approach we would recommend to the gardens through the period of renewal and principally in the Phase 2 works stage of the outline scheme:

<b>1. Carpark</b>	<ul style="list-style-type: none"> <li>• Reduce amount of parking and introduce terraces, lawns, planting and footpaths to create a more sympathetic setting to the northern façade and arch.</li> <li>• Improve surfacing of remaining car parking.</li> <li>• Control parking intensity and generate garden care funds through pay and display regime.</li> </ul>
<b>2. Main approach road</b>	<ul style="list-style-type: none"> <li>• Control parking on the approach road.</li> <li>• Widen footpaths or create a shared surface to create a fitting approach to the Mansion.</li> <li>• Improve surfacing.</li> <li>• Introduce more tree and shrub planting.</li> </ul>
<b>3. House and terraces.</b>	<ul style="list-style-type: none"> <li>• Repave terraces with stone paving flags.</li> <li>• Clean and repair statuary and other features.</li> <li>• Clean and repair stone to eastern terrace.</li> </ul>

<b>4. Main lawn</b>	<ul style="list-style-type: none"> <li>• Clean, repair and conserve terrace wall to east including replacing missing balusters with matching stone items.</li> <li>• Introduce central, axial, stone paved path.</li> <li>• Surface existing footpaths with resin bound gravel over tarmac.</li> <li>• Restore lawn.</li> <li>• Replace seating</li> </ul>
<b>5. East Terrace and parterre</b>	<ul style="list-style-type: none"> <li>• Surface existing footpaths with resin bound gravel over tarmac.</li> <li>• Restore urns.</li> <li>• Replace seating.</li> <li>• Clean, repair and conserve retaining wall to east.</li> <li>• Restore box hedging and planting.</li> <li>• Introduce large scale topiary, lawn and planting at northern end to restore symmetry.</li> </ul>
<b>6. South terrace</b>	<ul style="list-style-type: none"> <li>• Surface existing footpaths with reinforced gravel.</li> <li>• Improve drainage.</li> <li>• Clean and repair retaining wall to south.</li> <li>• Replace handrail</li> </ul>
<b>7. South Lawn</b>	<ul style="list-style-type: none"> <li>• Clean, repair and conserve terrace wall to northern edge.</li> <li>• Surface existing footpaths with reinforced gravel.</li> <li>• Improve drainage.</li> <li>• Introduce more planting.</li> </ul>
<b>8. Orangery Gardens</b>	<ul style="list-style-type: none"> <li>• Resurface footpaths with self binding gravel.</li> <li>• Conservation work to retaining walls and rockery</li> <li>• Introduce a shelter to the northern end built against the wall.</li> <li>• Manage existing planting.</li> <li>• Introduce more planting.</li> </ul>
<b>9. Water Gardens and Grotto</b>	<ul style="list-style-type: none"> <li>• Resurface footpaths with self binding gravel.</li> <li>• Restore the Grotto.</li> <li>• Repair and improve the streams and pools.</li> <li>• Repair stone and cobble footpaths.</li> <li>• Repair and conserve the rockery.</li> <li>• Introduce more planting.</li> </ul>
<b>10. Woodlands</b>	<ul style="list-style-type: none"> <li>• Carry out tree and woodland management.</li> <li>• Introduce more woodland planting.</li> </ul>
<b>11. Tennis Courts</b>	<ul style="list-style-type: none"> <li>• Relocate tennis courts to southern end of this area.</li> <li>• Existing tennis courts - remove tarmac and introduce formal lawns and formal gardens.</li> </ul>
<b>12. East lawn</b>	<ul style="list-style-type: none"> <li>• Allow for drainage improvements.</li> </ul>
<b>13. Care Home Site</b>	<ul style="list-style-type: none"> <li>• No works.</li> </ul>
<b>14. Bowling Greens</b>	<ul style="list-style-type: none"> <li>• No works.</li> </ul>
<b>15. Rotunda Grounds</b>	<ul style="list-style-type: none"> <li>• Tree and woodland management.</li> <li>• Remove fenced dog walking area.</li> <li>• Introduce tree (orchard?) planting.</li> </ul>
<b>16. Depot</b>	<ul style="list-style-type: none"> <li>• Allow for improvements.</li> </ul>
<b>17. Little Oldway landscape</b>	<ul style="list-style-type: none"> <li>• Resurface footpaths with self binding gravel.</li> <li>• Tree and woodland management.</li> </ul>

#### 6.4 Costs of works and phases

As discussed earlier in the report, all the repair, improvement and landscape proposals outlined in this report are subject to a great deal of further investigation and development, including surveys to understand better the current condition and the more detailed development of design and works schemes for all aspects of the potential project.

Nonetheless, to enable the Council to consider the challenges and opportunities of a 'Managed' solution, we have commissioned Mace to produce cost estimates for all works discussed in this report. These cost estimates are contained in two separate estimate documents:

- For the Urgent Repair/Phase 1 stage of works to the Mansion
- For the Phase 2 and 3 phases of works to the Mansion, Rotunda and landscape.

These are attached in appendices 3 and 4.

In summary, the overall cost implication can be presented as follows:

Torbay Council		
Oldway Mansion		Conservation and renewal
Consolidated analysis fo potential works and project costs		
Phase	Scope	Estimated gross cost £
Phase 00	Pop up café operation	60,000
Stage subtotal		60,000
Urgent repair Phase 1	Priority repair package Additional works to achieve temporary uses	1,871,000 96,000
Stage subtotal		1,967,000
Phase 2	Principal repair and renewal works (Mansion and landscape) Repair and return to use of Rotunda Activities and client costs associated with funding	9,808,000 1,640,000 500,000
Stage subtotal		11,948,000
Phase 3	Additional income generating space at 2nd floor	985,500
Stage subtotal		985,500
Total		14,960,500
All costs include professional fees, contingency and inflation to projected works date All costs exclude VAT - see QS cost estimates for full list of inclusions and exclusions		

Overall, therefore, the full repair, renewal and return to use of the site is likely to be a substantial undertaking, estimated here at c£15m. However, in the following section we go on to consider a lengthy timetable constructed, in part, around a strategy that seeks to maximise the extent to which these costs can be met through external funding, fundraising and investment.

## Torbay Council

### Oldway Mansion - Options appraisal

#### 7. Realisation and sustainability

##### 7.1 The funding context and implications for programme

At the end of section 6, we identified a potential cost of c£15m across four potential phases of work - from immediate potential to open a pop-up café to final completion of the reuse of the second floor.

This phasing has been driven, in part, by our analysis of the funding situation, the imperative to secure the highest proportion of costs from external funding and the probable effects on the programme for project of the resulting funding campaign.

Funding for heritage projects in the UK has had something of a golden period over the last twenty years, as lottery funds routed through Heritage Lottery Fund (HLF) have funded many thousands of project across the UK. As recently as 2017/18, HLF alone invested something in the order of £300m in grants to fund the repair and reuse of heritage buildings and landscapes.

Where, as with Oldway Mansion, there is a very significant conservation deficit of repair cost over resulting commercial value, this public, or quasi-public, investment has been key to making schemes work where no commercial solution was ever going to be viable.

As we discussed in section 5, and highlighted by the repair costs identified at the end of section 6, we think it highly unlikely that the Council could secure the future of Oldway by a simple sale or commercial deal at this point in the decline of the condition of the site.

The priority is likely to be, therefore, to identify a strategy which proposes end uses capable of commanding public, lottery and philanthropic funds, and maximises the chances and extent of securing those funds so as to minimise a repair cost burden on the Council.

In this respect, there are some significant starting advantages to the Oldway project:

- Both buildings and landscape are of heritage significance as discussed in section 2 and have great stories to tell.
- The extensive and enthusiastic public concern for, and willingness to engage in, securing a future for Oldway will be a major selling point to funders and a basis for potentially successful fundraising.
- The condition of both buildings and gardens is sufficiently challenging to support campaigns to secure funding, but the worst decline has not yet happened, so there is a window in which the cost per square metre of the potential project is by no means as high as on other projects.
- Whilst the large overall areas of building and landscape mean that costs are nonetheless high, this also means that there is significant opportunity for future uses to generate income to support a sustainable long term use.

- As we identified in section 5, there is a portfolio of uses for the buildings, and continued use of the landscape, that will strongly support campaigns for funding and fundraising.

However, the Council faces a dilemma in timing and urgency.

After several years of unprecedented funding, HLF has now moved into a phase where falling lottery receipts and other factors have compelled it to take stock. Through 2018, whilst it consults on and plans a new funding framework, HLF has reduced and will imminently suspend, its main schemes.

We do not know yet what the new funding framework from 2019 will look like, but we do know that applications are unlikely to be accepted until the spring of 2019.

There is no reason at this stage to suppose that properties such as Oldway are likely to be disadvantaged in the new scheme, but indications suggest that:

- Schemes will be increasingly competitive as smaller overall funds remain heavily over-bid.
- The top end grants in the order of £10m which have been a feature of annual rounds in recent years may well be reduced.
- HLF is likely to look for greater commitment by funding partners, and this may well include looking to local authorities proposing schemes to contribute greater proportions.
- There will be fewer new-build heritage experiences and museums and a greater focus on significant heritage buildings and landscapes at risk - an advantage for Oldway.
- Community support, volunteering and the generation through scheme end uses of community and social benefit will be, if anything, even more important than has already been the case - again a strength in the Oldway case as long as a portfolio of uses can be identified which are widely supported and directly address community aspirations and needs.

For the moment, from our discussions with HLF and our conservation of the first consultation exercises in respect of the new funding frameworks, we would propose that Oldway - buildings and landscapes - should be in strong position to apply for significant funds under the new programmes from 2019, but this will necessarily need to be kept under review as the year progresses and funding details become clearer.

At the same time, Oldway has other potential fundraising strengths given suitable end-uses:

- The Singer heritage is an asset and the excellent work that the Friends of Oldway, and particularly Paul Hawthorne, have done in fostering the relationship, may have direct and indirect benefits and open channels to international as well as national philanthropic giving.
- The energy and enthusiasm shown the local community for a sustainable, sympathetic and public reuse for Oldway has been quite striking in our consultations. We anticipate that with the right scheme, these communities will be willing to mount their own campaign to raise and secure funds for the project. The importance of this cannot be overestimated in these projects - as a source of cash, but also as an influence on other funders.

- There is significant evidence from the last rounds of growth fund and other regeneration funding that both central Government and LEPs are warming up to cultural projects as effective ways of investing to generate tangible economic benefits in challenged communities with good rates of project realisation. DCA heritage and cultural projects alone have secured some £15m in the last twelve months with a further three projects in the pipeline and likely to be funded in the year to come. The characteristics of Paignton - representative of the challenges facing British seaside town generally - encourage confidence that funding can be secured from the LEP successor to Growth Fund, Coastal Communities Fund and other regeneration funds.
- The project has a strong potential skills and training profile and the enthusiasm of South Devon College for partnership can be the basis of leverage of funds targeted at these public policy priorities.

## 7.2 Toward a project plan

The challenge here is one of money, but also significantly one of timing.

An application to HLF seems likely and, because of the very specific process involved, is likely to set the timetable for realisation of any part of the project which is included in the HLF funded element of the works.

An application in spring/summer 2019 to HLF's new programmes would entail a programme something like this:

- Round 1 Application - June 2019
- Round 1 approval - October 2019
- Round 2 application - April 2021
- Round 2 approval - July 2021
- Final design (RIBA 4) complete and works tendered - April 2022
- Start on site - Summer 2022.

In other circumstances this might be acceptable, but the condition of the Mansion, in particular as set out in the earlier sections of the report, is such that we do not think that the Council could avoid significant works until 2022 without very significant risk of substantial deterioration and loss. This would both increase costs significantly and decrease the likelihood of subsequently securing a grant.

The informal reaction of the heritage stakeholders to the potential Oldway project has been to seek to place responsibility for the current state and deterioration of the Mansion in particular, on the Council, as a result of its withdrawal from use of the building, the time lost to the abortive hotel project, and possibly to subsequent deficiencies in maintenance.

The combination of these factors leads us to the view that urgent repairs must be undertaken before the commencement of a major HLF project and that the package identified in sections 5 and 6 and costed at c£1.9m would both secure the building from further deterioration and make a strong case to HLF and other funders for their majority investment in a subsequent and larger package of works.

This would then lead to a project timeline over a longer period of years, but enable the proper development of each scheme stage and the build-up of use, business and income over a sensible time frame:



Oldway Mansion - potential project strategy/timeline														
	Year 2019/20	Year 2020/21	Year 2021/22	Year 2022/23	Year 2023/24	Year 2024/25	Year 2025/26	Year 2026/27	Year 2027/28	Year 2028/29	Year 2029/30	Year 2030/31	Year 2031/32	
<b>Facilities in use</b>	café open	Phase 1 open	Phase 1 open	Phase 1 open with some limitation			Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open	Fully open	Fully open
<b>Funding processes</b>	HLF R1 application	HLF R2 application	HLF approval	HLF yr 2	HLF yr 3	HLF yr 4	HLF yr 5	Phase 3 funding	Phase 3 funding	Phase 3 approval				
<b>Works</b>	repair works	scheme devt.	works tenders	Phase 2 on site	Phase 2 on site	Complete	Phase 3 planning			Phase 3 on site	Phase 3 on site	Complete		

This would remain a challenging timetable, as the urgent repair works would go to site no later than 2019, and the development and submissions process for the larger phase 2 would commence in parallel, with HLF Round 1 application in 2019 as set out in the indicative HLF timetable on the previous page.

It does, though, offer a phased and strategic approach to redevelopment and mitigates the risk that no start will be made to reuse and repair, with a vicious circle of deterioration and ever more challenging funding conditions precipitating an unmanageable crisis.

### 7.3 Overall potential partnership funding and financial realisation

At this stage, it is difficult to be completely precise about the degree and source of external funding for each phase of work but, from experience of other similar projects and in line with the outcomes the Oldway project offers, we suggest that the following funding pattern should be achievable:

Phase	Scope	Potential funding mix		Notes
Phase 0	Café fit out	Torbay Council	£60,000	Caterer to coffee machines, furniture, provide loose equipment, etc.
Phase 1	Urgent repair and access	Torbay Council	£1.5m	Although the Council is likely to have to make the primary investment at this stage, it should be possible to secure some support both from grant giving agencies, trusts and foundations and from the first steps in a community and local campaign.
		Repair Funds	£0.2m	
		Fundraising	£0.2m	
		<b>Total</b>	<b>£1.9m</b>	
Phase 2	Main repair works and return to use	HLF	£5.0m	This campaign structure is common to major heritage campaigns in recent years, but will need to be confirmed in light of new HLF schemes which should be known in later 2018.
		Regen/culture funds	£2.5m	
		Torbay Council	£1.5m	
		Trusts and Foundations	£1.5m	
		High net wealth	£0.5m	
		Community Fundraising	£0.15m	
		Operator investments	£0.25m	
		Activity/revenue grant	£0.5m	
		<b>Total</b>	<b>£11.9m</b>	
Phase 3	Additional lettable units	Social enterprise funds/borrowing	£1m	This final investment could be deferred or made on repayable loan finance/prudential borrowing.
		<b>Total</b>	<b>£1m</b>	

This campaign structure illustrates how a phased and structured campaign with a mix of targets in both the public funding and private wealth sectors can spread the burden of financing provided that the campaign is popularly supported, underpinned by a committed local authority and enjoys some of the benefits that Oldway Mansion presents in terms of family history and significance.

It does, however, emphasise the challenges to Torbay Council (and its citizens) of:

- Prioritising Oldway over other potential heritage and cultural projects over the next five to ten years, once the prospective Torre Abbey application to HLF is determined.
- Taking a leadership role in expressing the vision for, and importance of, a restored Oldway, in particular in fostering support from regional economic and cultural partners and national heritage and social enterprise agencies.
- Committing to a potentially long programme of support and facilitation for the project - up to ten to twelve years.
- Resolving to support the first stages of urgent and essential repair, swiftly and potentially fully if other funds cannot immediately be secured, to prevent further damage, loss and escalation of costs.
- Developing a strategy from enabling development, reserves, disposals, S106/CIL, prudential borrowing and other capital funds that enables the Council to match major stages of work to lever in the major strategic commitments by others.

Councils involved in similar substantial heritage regeneration schemes have made significant investments as described above, partly in recognition of obligation and responsibility for these important heritage assets, but primarily as a means of bringing about desired social, cultural and economic outcomes - from jobs to skills, quality of life improvement and contributions to the perception of towns and areas as ambitious, succeeding and desirable destinations for the visitor economy and for inward investment.

Through the careful construction of a project with the right content, development structure and governance, Councils can potentially see their own investment as excellent value, leveraging in majority funding from out-of-borough (on the suggested funding pattern above Torbay Council would be funding something in the order of 20%-25% of the cost of the scheme) and acquitting potentially onerous repair obligations for listed and protected buildings at a reduced cost to the Council.

#### 7.4 Governance

Whilst there are primary responsibilities on Torbay Council to lead and enable the project throughout its duration, and particularly in the early stages, it will require broad community and partnership subscription to the vision for Oldway, and a project delivery and management structure that carries out and coordinates the considerable work of project development and organisation of new uses on the site.

For reasons of capacity, expertise, community subscription and financing, this is often carried out in these projects through third party not for profit governance vehicles:

- Not for profit management enables and demands community involvement and energy in realising these projects, and introduces elements of

community influence or accountability over projects. Community subscription in this way is key to making the case for funding from most public and charitable sources and to developing successful local fundraising campaigns.

- Not for profits are the best structure for the mobilisation of volunteer effort in the realisation of these projects - and volunteer time is key to both economic operation of heritage sites and to the case for, in particular, HLF funds.
- Charitable registration of elements of the fundraising campaign (often through a development trust) and, separately, of the operating vehicle for the project as it comes into use, are fiscally effective - enabling the recovery of Gift Aid on donation and potentially on future admissions and broadening the range of approaches available to manage liability to taxation. Some donors will only contribute where there is a not for profit vehicle involved.
- With the rise of social enterprises expert in regeneration, culture and heritage projects; for instance that of RIO, the developers and operators of Devonshire Guildhall for Plymouth City Council described in section 4, these structures now offer access to capacity and expertise that local authorities struggle to provide as staff and resources are reduced.
- As with RIO locally, and a wide range of both social enterprise developers and building preservation trusts around the country, these not for profit vehicles can make their mark at national and international level in a way that is, perhaps, more challenging for an individual local authority, helping to elevate projects such as Oldway to national importance and supporting national and international fundraising campaigns.

Accordingly, we recommend that the now conventional heritage sector approach to the governance of these major projects is considered for the delivery of any Oldway project, as follows:

- Torbay Council commissions further development work to define and detail the project fully. This may include further and invasive surveys, further project content, business planning and feasibility studies preparatory to adoption of a detailed plan for project delivery.
- Torbay Council determines whether an immediate café operation can be secured, probably with a local operator in the small business or social enterprise sectors.
- The Council proceeds to commission detailed work to define, specify and cost the urgent repair package in line with the analyses provided by Purcell and Mace and attached. The Council would let this work and oversee its completion. Generally, throughout the phases of the project, the Council would commission all professional services and capital works, recovering VAT within its standard arrangements with HMRC.
- Through these initial stages of work, the Council is likely to remain responsible as now (and potentially with services carried out by TDA) for security and care for the site.
- In preparation for the development of plans for the second phase of major works and renewal, the Council identifies, with community partners, a governance form and solution for the putting in place of a special purpose non-profit vehicle. We suggest that this might be either a bespoke new Charitable Incorporated Organisation, registered on the CIO Foundation model, or an agreement with an existing and experienced organisation to undertake the Oldway project on contract.

- The new vehicle and the Council, in close consultation and cooperation with the Friends of Oldway and the community more widely, plan and commence the funding strategy for the major works of Phase 2. This might be quite a rapid process if the timetable earlier in this section is adopted - with a substantial application to HLF, and to other funders, as soon as mid 2019.
- Through all subsequent stages, a carefully structured governance arrangement would see:
  - The Council apply for main finances and grants, tender and contract professional services and all construction works.
  - During the development stages, the Council and the special purpose vehicle would develop a set of agreement documents between them with an agreement to lease ready for activation as works complete.
  - Throughout these development stages, some funds would likely have to be raised by an independent charitable organisation (for fiscal reasons it is not advised that this is done through the main special purpose vehicle), and accordingly, this fundraising may require either a step up in the formal organisation of the Friends of Oldway, or the creation of a bespoke 'development trust'.
  - The special purpose vehicle would partner the Council in planning and specifying the future business and operational model, and ensuring that the commissioned capital works are closely aligned with this future plan for sustainability.
  - In time, likely at the completion of Phase 2, the special purpose vehicle would take on the lease and operate under a service level agreement to provide the management and operation of the site, moving over time as we discuss in the next section, to do so without financial support from the Council.
  - Throughout the project, the Friends of Oldway should continue as an association as currently, acting as the public 'conscience' of the project, key forum for consultation and community involvement, advocate for the project, community fundraiser and provider of volunteer input to the project.

This outline structure sounds quite complicated, but it reflects a developed best practice in the sector which has been refined to reflect the inalienable responsibility and project management capacity of local authorities, the sharing of the burden of development and management with special purpose vehicles through which resources and expertise can be directed to the project, the importance of community engagement and the complexities of fundraising and fiscal regimes as external funds and fiscal efficiency are maximised.

#### 7.5 The future revenue implications of such a model

In the section 5 we moved toward a specification for potential future uses of Oldway that reflects market opportunities as well as community need and aspirations, and is mindful of the importance of the first priority in the Council's objectives as we restate them in section 5.2 - that the site should, when complete, be operable at no annual revenue cost to the Council.

In section 6 we identified a phased approach to this development and in this section we have identified a timetable reflective of funding and other exigencies. We have also shown how partnership with a special purpose vehicle operator in the charitable and social enterprise sector can be an effective and efficient model for long term operation, even if initial works are better completed by the authority.

All these considerations come together as we seek to understand the operational and revenue implications of the plan, not only on completion but at all stages of the development process.

In the tables on the following pages, we set out the summary level of an analysis of how we foresee the operation of the site developing and ending up at completion.

This is planned across thirteen years from 2019/20, with analysis on the next page for all income sources and their build up, together with the overall result, and on the page following, for all revenue costs.

This analysis is ‘revenue only’ so it excludes all professional and consultancy fees in the development of the project and all capital works and fit out costs, together with the fundraising and funding secured to meet those capital project costs.

These are set out in section 6.8 and are separate from the following revenue analysis, except in the overlap of what are called activity costs during the potential five years of an HLF project. HLF are unusual among funders in that they will (and prefer to) combine capital and revenue funding, principally so as to enable projects to invest significantly in engagement activities, learning, training and volunteering. Planned carefully, these funds can bear what otherwise might be revenue costs of operation and build-up of the business during a five-year period when income will be lower, first due to works on site and then as caution dictates lower targets for most incomes in the first year or two of trading.

These activity funds and the associated costs are therefore shown both in the ‘project cost’ table in section 6.8, and in the following revenue forecasts.

Generally, the tables follow the pattern of project development and timeline set out in section 7.2:

- Modest levels of operation and income in 2019/20 as the Phase 1 Urgent Repair works are on site, albeit potentially the park-oriented café in operation.
- The costs of operation and income generated increasingly modestly in 2020/21 and 2021/22 as use grows consequent upon the Phase 1 works having opened access to the Hall, Main Stair, Ballroom, Mayor’s Parlour and, potentially, to the first of the state rooms on the south façade.
- Reduction in activity and consequent income in 2022/23 and 2023/24 as the site is largely taken over for the major construction works to both Mansion and Rotunda and the main landscape restoration and improvement.
- Operations and marketing build up during 2023/24 in advance of reopening, so as to ensure that the reopened Oldway secures its market position and targets immediately on reopening.
- From 2024/25 through to possibly 2027/28, the site grows its operations and market share.
- Potentially, if not included in Phase 2 and if it is decided to go ahead with it, Phase 3 completing the commercial capacity of the second floor might go on site in, say, 2028/29, during which there should not really be major disruption to what by the would be an established business below, and with the potential to generate new and additional incomes from 2030.

Torbay Council		Conservation and renewal													
		Oldway Mansion Version 2 March 2018													
Potential financial structure		Year	Year	Year	Year	Year	Year	Year	Year	Year	Year	Year	Year	Year	Year
Facilities in use		2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	
Funding processes		café open	Phase 1 open	Phase 1 open	Phase 1 open with some limitation	HLF yr 3	HLF yr 4	HLF yr 5	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open	Phase 2 open
Works		HLF R1 application	HLF R2 application	HLF approval	HLF yr 2	HLF yr 3	HLF yr 4	HLF yr 5	Phase 2 on site	Phase 2 on site	Phase 2 on site	Phase 2 on site	Phase 2 on site	Phase 2 on site	Phase 2 on site
		repair works	scheme devt.	works tenders	Phase 2 on site	Phase 2 on site	complete	Phase 3 planning	Phase 3 funding	Phase 3 funding	Phase 3 approval	Phase 3 on site	Phase 3 on site	Phase 3 on site	Complete
INCOME															
Donations, members subscriptions, community fundraising		12,500	18,750	19,313	21,103	21,736	22,388	23,060	23,752	24,464	25,198	25,954	26,733	27,535	
Grants and project support		0	12,000	12,360	13,506	13,911	14,926	15,373	15,835	16,310	16,799	17,303	17,822	18,357	
Fundraising events, dinners, etc		1,200	1,800	1,854	2,026	2,087	2,985	3,075	3,167	3,262	3,360	3,461	5,703	5,874	
Arts programme incomes (net - by hires and splits)		2,500	19,200	19,776	10,805	11,129	34,389	35,420	36,483	37,577	38,705	39,866	41,062	42,294	
Major events income		0	12,500	12,875	5,628	5,796	22,388	23,060	23,752	24,464	25,198	25,954	26,733	27,535	
Café (net income)		5,000	12,500	12,875	8,441	8,695	33,583	34,590	35,628	36,697	37,798	38,932	46,114	47,498	
Merchandise/retail (net income)		500	6,815	7,019	3,835	3,950	27,583	28,410	29,262	30,140	31,044	31,976	37,875	39,012	
Residential/office incomes/service charges		0	0	0	0	0	77,375	79,696	82,087	84,549	87,086	89,698	143,730	148,042	
Event, celebration and conference hires		4,100	56,350	58,041	7,147	7,361	198,093	204,036	210,157	216,462	222,956	229,644	236,534	243,630	
Other incomes (booking fees, commissions, interest, etc)		0	1,000	1,030	1,126	1,159	8,955	9,224	9,501	9,786	10,079	10,382	16,040	16,521	
Admissions and season tickets		2,600	54,516	56,151	15,340	15,800	260,380	268,191	276,237	284,524	293,060	301,852	310,907	320,234	
Car parking charges		0	36,000	37,080	30,389	31,300	85,972	88,551	91,207	93,944	96,762	99,665	123,186	126,881	
Schools visits, activity, learning incomes		0	1,800	1,854	0	0	6,448	6,641	6,841	7,046	7,257	7,475	7,699	7,930	
Funding from HLF Project		0	0	60,000	140,000	185,000	100,000	100,000	0	0	0	0	0	0	
Total Income		28,400	233,231	300,227	259,345	307,925	895,465	919,328	843,908	869,226	895,302	922,161	1,040,139	1,071,343	
Expenditure		90,900	223,090	225,684	254,087	359,424	797,193	757,388	723,918	736,244	748,939	771,408	880,452	906,865	
<b>Balance</b>		<b>-62,500</b>	<b>10,141</b>	<b>74,544</b>	<b>5,258</b>	<b>-51,499</b>	<b>98,271</b>	<b>161,941</b>	<b>119,991</b>	<b>132,982</b>	<b>146,363</b>	<b>150,754</b>	<b>159,687</b>	<b>164,477</b>	
Costs of Borrowing		0	61,700	61,700	61,700	61,700	92,550	92,550	92,550	92,550	92,550	92,550	92,550	92,550	
Balance after financing costs		-62,500	-51,559	12,844	-56,442	-113,199	5,721	69,391	27,441	40,432	53,813	58,204	67,137	71,927	
<b>Cumulative Balance</b>		<b>-62,500</b>	<b>-114,059</b>	<b>-101,216</b>	<b>-157,658</b>	<b>-270,857</b>	<b>-265,136</b>	<b>-195,745</b>	<b>-168,305</b>	<b>-127,873</b>	<b>-74,060</b>	<b>-15,856</b>	<b>51,281</b>	<b>123,209</b>	



These forecasts are based on the specific capacities and potential market of Oldway, and educated by, and benchmarked to, the experience of many other heritage sites, so that, for instance, incomes are within the ranges achieved by other similar heritage projects with lesser or similar potential than Oldway.

The underlying assumptions can be summarised as follows:

#### 7.5.1 Donations, members and fundraising/grants and project funding

The charitable status of a future special purpose vehicle will unlock strategies for fundraising so as to harness community support and the support of trusts, foundations and businesses for the project, especially for activity and engagement, in the long term after the initial fundraising for, and income from, the major phases of the project are complete.

Learning, access and engagement activities, arts and cultural programmes, community events and interpretation of the history of the Mansion will continue to be areas of focus for the future operation after the main works and the project should be able to secure partnerships and investments with other organisations that share interests and objectives to achieve shared goals with these activities.

Although the project would initially naturally prioritise capital fundraising to secure the major funds for the repair and reuse of the buildings and landscape, we expect some funders approached to prefer to contribute to future revenue and that some relationships with funders secured for capital to lead to longer term support for revenue.

A special purpose vehicle registered as a CIO/charity will be eligible for Gift Aid tax relief on donations by UK tax payers, as well as on admission income where the tax payer includes a voluntary donation (see below).

At this stage we feel we have been cautious with the assumptions for income generation in respect of fundraising, to enable additional funds when they are raised above these levels to be dedicated directly to additional activity and outcomes for communities, participants and visitors.

#### 7.5.2 Admissions and school and other activities

In section 5, we argue that, given the very considerable previous and current interest in Oldway, and the long history of success in attracting individual and group visitors, we believe that the Mansion should, and can, sustain paid admissions.

In section 4 we showed how the market appraisal can support an ambition to secure in the long term a significant number of visits, but this will naturally be developed alongside the phases of project development. Here we have assumed in the order of 8,000 visits per annum on opening following the Phase 1/Urgent Repair works, excluding school visits and those attending specifically for activity sessions, but including group visitors.

This number will fall back to a limited number of special tour visitors during the main works of Phase 2, but on completion we think that it should be readily possible to grow to attract steadily more visits as season ticket holder and other repeat visitor numbers rise and as awareness of and interest in the attraction is



strengthened. By the end of the forecast period, we believe that at this stage it is prudent to forecast just over 45,000 visits annually.

Financially, the value of each admission will vary - a proportion will be visits made by children under 5 years old, who will be admitted free, and other concessions. Others will be the repeat visits made by those who purchase season tickets and family/group tickets.

This analysis is set out in the hypothetical year table below and shows the relationship between overall admissions and the numbers of payment transactions required to support that target, given the allowances for repeat visits and party members. These figures are based on the completion of Phase 2 works.

Torbay Council		Oldway Mansion					
Revenue Plan		Admissions analysis - post-completion of phase 2					
Admission income - House	% of visits	Per visitor charge exc gift aid	Number of sales	Gross takings	Takings net of VAT at 20%	Number of visits per transaction	Number of admissions
Free admission for under 5s	10%	£ -	2,200	£ -	£ -	1.00	2,200
Single - full	25%	£ 4.95	5,500	£ 27,225	£ 22,688	1.00	5,500
Single - concession	20%	£ 4.00	4,400	£ 17,600	£ 14,667	1.00	4,400
Single - annual pass	8%	£ 12.00	1,760	£ 21,120	£ 17,600	2.50	4,400
Family Day ticket (one adult/four child)	7%	£ 11.00	1,540	£ 16,940	£ 14,117	3.00	4,620
Family Day ticket (two adults/four child)	8%	£ 14.00	1,760	£ 24,640	£ 20,533	4.00	7,040
Family annual pass (one adult/four child)	8%	£ 22.00	1,760	£ 38,720	£ 32,267	4.00	7,040
Family annual pass (two adults/four child)	10%	£ 28.00	2,200	£ 61,600	£ 51,333	5.00	11,000
	96%						
Payment transactions (exc repeats, family members, under 5)			18,920	Total	£ 173,204	Visits	46,200
Gift aid voluntary donation at	10%				£ 14,549		
Gift Aid at	70%				£ 30,311		
<b>Total admissions income</b>					<b>£ 218,064</b>		
Total admissions income					£ 218,064		

As set out in the table, our proposed pricing at this stage, based on comparator sites locally and regionally, is as follows:

Full price single visit	£4.95 (inc VAT which is then reduced out of the yield)
Concessions single visit	£4.00
Family day tickets	£11.00/£14.00 (one or two adults/four children)
Single annual season	£12.00
Family annual season	£22.00/£28.00 (one or two adults/four children)

Provided visitors agree to pay this price, and a declared 10% element of donation, Gift Aid support will be recovered on these admission incomes where they arise from UK tax payers. This method of Gift Aid trigger is preferred over the alternative where a gift aided ticket is converted to a season ticket because of the prevalence of local/UK visitors in our anticipated market and the desire to separately encourage them to purchase season tickets.

As is now common in charity operated heritage properties, Oldway should aim for a very high rate of conversion, i.e. that most, if not all, visitors will agree to contribute the 10% element of the admission price which is the voluntary contribution. We have assumed that this conversion rate will run at 70%, but, in reality, many sites are now performing above this level.

In a full sample year at current prices, admissions should therefore generate in the order of £218,000 of income after the subtraction of VAT and the addition of Gift

Aid. This is at 2018 prices and the actual yield in the income table is higher as a result of inflation over intervening years.

Additionally, we have included in our forecasts the financial assumptions about the income to be earned from school visits, learning activities and events, as supported by our consultations and at levels that we think could be developed in the activity planning process.

### 7.5.3 Trading activity - event hire, cafe and merchandise sales

Our assumptions for income from event hire, cafe and retail business are based on the advice of specialist consultants and on our experience of other sites.

As discussed earlier in the report, we engaged our specialist consultant Kendrick Hobbs to review the market and capacity for the catering and event hires business, and the conclusions are highly positive. This is clearly an area where Oldway can capitalise on its very special nature, and its history in the weddings business in particular. Their report is attached in appendix 1.

We think that there is potential to develop an increasingly attractive café proposition which, while it will serve visitors to the attraction, staff, volunteers and activity participants, will also attract and secure the trade of park users more generally, and particularly as the landscape renewal project continues to develop over coming years.

The cafe may be franchised to a catering operator, or a closer control of the operation may be desired - particularly if, through a volunteering strategy, significant volunteer time can be dedicated to this operation. Whoever operates the café/tea room will benefit from a visible ground floor position making a direct appeal to visitors to the park, among whom our consultations have shown considerable enthusiasm for a café offer. The café will be mainly a daytime operation, with the space available for a limited amount of event hire and occasional themed evening dining outside of daytime hours.

As set out by our consultants Kendrick Hobbs, this enables us to project sales generating a return to Oldway which, whilst modest at the outset in the 'pop up' mode, can grow over time to c£30,000 at current prices - on opening following completion of Phase 2 works.

Some sales of merchandise, books, cards and small gifts will be possible given the public interest in, and potential visits to, the site and we show the net income that might be generated at the bottom end of industry standard spends per visitor.

Event/hire income is as forecast in discussion with Kendrick Hobbs and in light of discussions with Torre Abbey and other operators in the market and observation of the very special strengths Oldway has in this potential market.

Once the full Phase 2 facility is developed, the site will be able to make an offer to the wedding, party, reception, event, training and small conference market of real quality and distinctiveness. In the meantime, the site can return to the event market post Phase 1 works with modest business at the outset, testing and developing the market for a more substantial offer later.

At this stage, we forecast the following annual pattern of events hire throughout the stages of work and, in particular once the business has built up post completion of Phase 2 works, though this is well within the experience that sites with less capacity and grandeur are achieving and we believe that it may well be possible to outstrip these forecasts in time:

Torbay Council		Oldway Mansion													
Hires business forecast															
	Café only			Phase 1 open			Phase 2 on site			Phase 2 complete			Phase 3 complete		
	number	income	total	number	income	total	number	income	total	number	income	total	number	income	total
Weddings	2.00	500.00	1,000	20.00	1,250.00	25,000	-	1,250.00	0	45.00	1,750.00	78,750	45.00	1,750.00	78,750
Parties/entertaining/dinners	-	-	0	6.00	750.00	4,500	-	750.00	0	20.00	1,000.00	20,000	20.00	1,000.00	20,000
Additions and recharges	-	-	0	-	-	5,900	-	-	0	-	-	19,750	-	-	19,750
Meeting/conferences/away days/lectures	5.00	150.00	750	8.00	250.00	2,000	8.00	250.00	2,000	20.00	350.00	7,000	20.00	350.00	7,000
College and education uses	5.00	350.00	1,750	15.00	350.00	5,250	15.00	250.00	3,750	15.00	350.00	5,250	15.00	350.00	5,250
Receptions and drinks events	-	-	0	6.00	450.00	2,700	-	450.00	0	12.00	450.00	5,400	12.00	450.00	5,400
Community meetings	12.00	50.00	600	20.00	50.00	1,000	12.00	50.00	600	45.00	50.00	2,250	45.00	50.00	2,250
Location filming	-	-	0	2.00	2,500.00	5,000	-	-	0	2.00	2,500.00	5,000	2.00	2,500.00	5,000
Income Hires	-	-	4,100	-	-	51,350	-	-	6,350	-	-	143,400	-	-	143,400
Income Catering commissions	-	-	-	-	-	5,000	-	-	-	-	-	22,500	-	-	22,500
Total Income	-	-	4,100	-	-	56,350	-	-	6,350	-	-	165,900	-	-	165,900

#### 7.5.4 Arts, cultural and activity programmes, special events

Key to the success of the renewed site and its long term sustainability will be the substantial programme of activity to engage local people in the emerging transformation of the site and to develop the audience for a wide variety of events and engagement.

As we discussed in section 5, a really striking aspect of the consultation process behind this report has been the strength and interest of cultural development partners and potential arts programme partners in Oldway as a venue for cultural production, engagement, participation and performance/exhibition.

In the financial forecasts, we have made modest forecasts of overall net income from this source, recognising that the costs and risks of producing and promoting work will be borne by others, but in the Ballroom, the Rotunda, throughout other space in the site and in the gardens (as with outdoor cinema in recent years) there is clearly significant potential for this to be a major strand in Oldway's profile and work.

Many sites also generate significant incomes from a limited number of major events annually, for instance involving closure of the whole site for mini-festivals, evening musical entertainments, food and craft fairs and festivals and we have allowed for potential income from two to three of these a year as the site moves through the stages of completion.

As discussed above, this can be supported through five years of any HLF project, by revenue funds from HLF and other funders. The separate lines of income and cost shown in these forecasts for this temporary funding source show how the net effect can be to support the bottom line through the challenge of the closures necessitated by the Phase 2 works.

#### 7.5.5 Income generated from accommodation and lettable space

In section 5 we make recommendations about the creation of six self-catering units as part of the Phase 2 works, alongside some modest office hire space, and observe the potential for expansion of either accommodation or lettable space on the second floor as a potential Phase 3 of works at the end of the programme.

From experience at other sites (for instance Harlech Castle as discussed in section 5 and heritage accommodation developed by our clients in Great Yarmouth), we know that there is a very strong market at present and that premium accommodation prices (based here on £90 per night for a fully self-catered suite/apartment after cost of domestic servicing) and high rates of occupancy can be achieved. In fact, at this stage we have been cautious in projecting occupancy at only 33% of capacity and it may be that these forecasts will be capable of revision if the project proceeds.

As we have observed, lettable space in heritage buildings at the heart of towns and cities can produce rents and service charge payments above that for rack commercial provision, but we have made assumptions here based on rents prevailing in the local market and have allowed for a proportion of void space at all times.

#### 7.5.6 Car parking

As discussed in section 6, we believe that the site would benefit from a rationalisation of car parking and the reduction in intensity that charging would bring about. The forecasts here show income from parking in line with benchmark daily charges.

#### 7.5.7 Expenditure assumptions

The staffing of the transformed Oldway has been developed in outline at this stage to test the scope of operation which we think would be required, supported by volunteers, to deliver the scale of activities and business discussed in the preceding sections. An approach to the build-up of this staff over the phases of the project is shown in the table on the following page.

The site is advantageous in being organised into only two main buildings and a relatively modest number of large spaces, so that the ratio of income to staff can be higher than it would be elsewhere. Overall, as the table shows, we can foresee modest levels of staff in the early phases rising to around 10 FTE roles in the longer term, plus catering, cleaning and other domestic staff, which are separately allowed in the calculation of net returns and in the cleaning costs allowance.

Our assumptions for the cost of running the transformed building and grounds are based on the Purcell outline design scheme, management maintenance cost forecasts and on the cost of operating and maintaining new facilities and systems. Notwithstanding the renewal in the scheme of all systems and much fabric, significant sums for annual maintenance are allowed so that funders and the Council can both be assured that the site cannot fall back into the dilapidation in which we find it today.

We suggest that through to the reopening post Phase 2 works, the care of grounds remain with the Council/TDA, but from that point we have allowed budget within the Oldway operation (supported as discussed in section 6 by gardens volunteers) - and this would consequently be an additional saving to the Council over the current position.

We have based the general costs of the new operation for supplies and services on experience of other similar projects, including the costs involved in administering the special purpose vehicle that would manage the site, and marketing and

Totby Council		Oldway Mansion													
Potential revenue modelling		Staffing Assumptions													
Proposed title	Proposed salary Gross NI=12% Pension=10%	2019/20 cave open	2020/21 Phase 1 open	2021/22 Phase 1 open	2022/23 Phase 1 open with some limitation	2023/24 Phase 1 open with some limitation	2024/25 Phase 2 open	2025/26 Phase 2 open	2026/27 Phase 2 open	2027/28 Phase 2 open	2028/29 Phase 2 open	2029/30 Phase 2 open	2030/31 Fully open	2031/32 Fully open	
General Manager	45,000	1.0	54,900	1.0	54,900	1.0	54,900	1.0	54,900	1.0	54,900	1.0	54,900	1.0	54,900
Administrator/Finance Officer	32,000	0.0	0	0.3	9,760	0.25	9,760	0.25	9,760	0.25	9,760	0.25	9,760	0.25	9,760
Visitor Services & Volunteer Manager	32,000	0.0	0	0.5	19,520	0.50	19,520	0.50	19,520	0.50	19,520	0.50	19,520	0.50	19,520
Event and Marketing Manager	38,000	0.0	0	0.0	0	0.00	0	0.00	0	0.75	34,770	1.0	46,360	1.0	46,360
Event and Marketing Officer	28,000	0.0	0	0.0	0	0.00	0	0.00	0	0.00	0	0.00	0	0.4	13,664
Programme and Administration Support Officer	26,000	0.0	0	0.0	0	0.00	0	0.00	0	0.6	19,032	0.6	19,032	0.6	19,032
Operations Manager	32,000	0.0	0	0.0	0	0.00	0	0.00	0	0.50	19,520	1.0	39,040	1.0	39,040
Caretaker/technical & event support	22,000	0.0	0	1.5	40,260	0.75	20,130	0.75	20,130	1.0	26,840	1.0	26,840	1.0	26,840
Hourly event and operations staff (shown as FTE)	20,000	0.0	0	0.5	12,200	0.50	12,200	0.50	12,200	2.0	48,800	2.0	48,800	2.0	48,800
<b>Total</b>		1.0	54,900	3.8	136,640	3.0	116,510	8.6	313,052	8.6	313,052	8.6	313,052	8.6	313,052

development resources to support the business as an attraction and event venue described above.

## 7.6 Overall results

Overall, the forecast outcome for the new operation, set out at the foot of the table on page 61, shows it generating consistent surpluses once Phase 2 of the works is complete, on a turnover that should rise to be in the order of £850,000 at current prices and excluding the activity funding from an HLF project.

These surpluses as we forecast them at the moment peak at around £160,000, although there remain challenging years when the site is disrupted by the major works of Phase 2, which would have to be funded or underwritten by the Council or from the capital project, but overall across the thirteen years estimated here, the site could develop a reasonable level of accumulated surplus to protect against unforeseen events in the long term.

The Council will wish to note that this generation of surplus is after the payment from site-generated income of costs currently falling to the Council - for building maintenance, landscape maintenance (which may or may not still be by contract but is included here as a cost allowance) and for site security.

This target surplus is encouraging in that it has the potential to generate the means for the repayment of borrowing which may be required to finance earlier stages of repair and renewal - potentially, as shown at the foot of page 61, in sums capable of meeting repayment and interest costs on borrowing of c£1.5m.

## 7.7 Recommendations

Oldway presents a significant challenge for the Authority and all decisions must of course be for the Council to make. Nonetheless, we set out in this report a blueprint for the development of a sustainable project for the long term.

As the project is phased, there remains the potential for the Council to proceed in stages of work which limit exposure, increase knowledge and decrease risk at each stage, with comprehensive gateway reviews at each stage end to ensure that the project is on track to meet the parameters the Council sets for its development.

If the Council wishes to proceed in this manner, we recommend that the Council:

1. Resolves to accept the broad blueprint for the potential Oldway project set out in this report, and to commence work toward its realisation.
2. Communicates this intention to the community and to potential institutional stakeholders so as to secure early support in principle.
3. Engages with the Friends of Oldway and with local catering operators to explore the potential for early opening of a café offer.
4. Consults further with conservation accredited architects to identify a strategy for immediate management of the dry rot outbreak so as to minimise further damage during the 2018 dry rot active season.
5. Develops and commissions a stage of work to identify the detailed specification, works planning, procurement strategy and cost estimate for the repair and limited improvement works of Phase 1, so as to be able to make firm decisions about its commissioning no later than early 2019.

6. Continues, in parallel with this commission, a process of vision and business development, project testing and consultation, engaging with potential funders to seek to develop a strategy for application for major funds with the submission process commencing during 2019.
7. Considers and resolves any further enabling development proposal based on a full review of detailed planning and valuation advice.
8. Considers the appointment on temporary contract of a Project Director/ Coordinator to support the Council's Officers, adding capacity and proven expertise in the management of similar projects so as to manage the development process, control risk and ensure that deadlines and gateway reviews are met and conducted to the highest standards.

DCA  
May 2018



Torbay Council

Oldway Mansion - Options Appraisal

Appendices



## Oldway Mansion



*Photograph January 2018*

## Catering Opportunity Paper

Issue 19<sup>th</sup> February 2018

The Loft, Post Office Cottage, Cholesbury Common, Buckinghamshire, HP23 6ND

Tel: 01494 75 85 05

[www.kendrickhobbs.co.uk](http://www.kendrickhobbs.co.uk)

## CONTENTS

1.0	INTRODUCTION & METHODOLOGY .....	2
2.0	MARKET TRENDS & THE LOCAL MARKET .....	3
3.0	A PHASED APPROACH TO DEVELOPMENT.....	5
3.0	INTERIM CAFÉ OPERATION & LAYOUT .....	6
3.1	INTERIM CAFÉ OPERATION.....	6
3.2	LAYOUT .....	8
3.3	FIT-OUT COSTS (INTERIM CAFÉ).....	10
4.0	FINANCIAL POTENTIAL FOR A CAFÉ & EVENTS.....	11
5.0	MANAGEMENT.....	16
6.0	CONCLUSIONS & RECOMMENDATIONS .....	18
	INTERIM CAFÉ - SCHEMATIC LAYOUT.....	19

19<sup>th</sup> February 2018

kendrickhobbs

## 1.0 INTRODUCTION & METHODOLOGY

- This document has been prepared for David Clarke of DCA Consultants on behalf of the Oldway Mansion Project Team.
- By way of methodology, we have met with the Team on site and undertaken a headline survey of competitive catering in the Town.
- We have subsequently consulted with DCA and considered the case for the venue.
- The context is as follows:

*Oldway Mansion is located in the centre of the coastal town of Paignton, which lies within Torbay in South Devon. The site address is Oldway Mansion, Torquay Road, Paignton, TQ3 2TE. The site is surrounded by a residential population, and the south side is abutted by Oldway Primary School. The site has vehicular and pedestrian access from the east (Torquay Road); north (Old Mansion Way) and west (Oldway Road).*

*Oldway Mansion was built in 1873 for Isaac Singer, founder of the sewing machine company. The house was designed by local architect GS Bridgman, with architectural input from Singer. The house was comprehensively remodelled 1904-7 based on French architectural precedents including Versailles, for Singer's son, Paris. Between 1914 and 1918 the house was used as the American Women's War Hospital.*

*Oldway Mansion itself is listed grade II\* (list entry number 1195207) and there are a further 11 listed buildings and structures on the site. The gardens are individually registered grade II (list entry number 1001368).*

*The gardens are included on the Historic England Heritage at Risk Register, with the condition described as "generally unsatisfactory with major localised problems" and having a "High" vulnerability.*

*The Authority seeks to identify a sustainable self-funding future use for Oldway Mansion that is sympathetic with its heritage significance and historic character. Any preferred option/s will need to demonstrate how the future revenue costs of the buildings will be met once restored.*

*The most recent use of Oldway Mansion was Council offices and the Registry Office for Torbay. The building was vacated in 2013. The Rotunda has been vacant since 2010. Little Oldway is currently leased and in use as a nursing home.*

*The grounds have been used as a public park and continue to be available to the public. Within the estate there are also tennis courts (currently unused) and a popular bowling club.*

Source: Client specification April 2017

- This brief paper sets out:
  - an outline of wider market trends and the local market
  - recommendations on the future offer short & longer term
  - thoughts as to the layout requirements for an interim café operation

## 2.0 MARKET TRENDS & THE LOCAL MARKET

- In the UK food is 'on trend' in a way that it never was twenty or even ten years ago and most socio-economic groups have developed a greater interest in different styles of food; as a nation we are placing greater emphasis on 'eating in' and 'eating out'. This growing interest in different styles of food and foodservice has developed for the following reasons:
  - through increased domestic and international travel
  - massively expanded coverage of food and food issues in the media
  - a move towards lighter and healthier foods or at least an awareness thereof
  - consumer demand to know the origin of meal ingredients
  - concern and suspicions over mass farming
  - the '*celebrity chef*' factor and personalities focused on sustainable practices
  - successful development of café and restaurant brands and lifestyle associations
  - success of TV shows like the Bake Off reinforcing 'values' of authenticity
  - social media increasing the pace of the above
  
- Food trends include:
  - **Quality**; higher quality base ingredients with traceability
  - **Full-on heirloom**; simple food big on flavour like beefhash or cauliflower cheese
  - **Simple and natural - by whom, from where?** authentic and natural products with clear product information and the health impact of food calories, etc.
  - **Veg-centric**; less use of meat – or no meat
  - **Small batch/ craft/ artisan** – specialist producers which infer local/ less mass market
  - **Local**; food sourced or produced close to the point of consumption
  
- There is some evidence of this in Paignton with concepts like Urban Edge and \*Coffee1.
  
- Hospitality is the fourth largest industry in the UK accounting for some 10% of GDP and is expected to create a further 100,000 new jobs by 2020. It would be a major contributor to the Paignton economy.
  
- London has a massive food culture and is the world's most popular tourist destination. With nearly 70% of London's hotel staff 'migrants', Brexit introduces potential challenges to the industry as do Living Wage and wider work:life balance issues.
  
- In the Guardian 13<sup>th</sup> May 2017, Simon Usborne argued a shift in behaviour towards consumer "experimentalism"; people spending leisure time and income '*doing things*' rather than '*buying things*'. So long as the economy holds up this is good for foodservice.

- The frequency of eating out has increased and moved away from being limited to special occasions. Industry figures from global information company NPD Group indicated that visits to casual dining restaurants had grown by some 50 million between 2010 and 2015.
- The expansion of brands, whilst continuing, is moving far away from inexpensive, poorer quality fast food towards higher quality products and more sophisticated environments. The success of *premium informal* brands like Bill's, Wagamama and Dishroom illustrate this.
- The continuing trend is away from traditional meal periods, with 'all day grazing' increasingly adopted. Consequently the market has moved away from formal restaurants towards casual dining. Snacks, breakfast and lunch are making up an increasing proportion of sales. This reinforces the trend away from formal meals to informal 'on the go' provision. Brands like Boston Tea Party and Friska illustrate this.
- So called 'street food' is also an emerging force with barrows, kiosks and carts increasingly seen. These reinforce demand for fresh food, small batch production and artisan traders.
- Britain has a strong and strengthening café culture. Coffee shops have become 'third spaces', fulfilling a range of social as well as refreshment needs.
- The coffee market has been expanding with year on year double digit growth. The big brands like Costa are now looking at new channels for their product, like the Costa Express model. At the same time speciality/bespoke coffee bars are becoming increasingly prolific in the *third wave of coffee*.
- Mintel research published in April 2017 states that the coffee shop market has risen by 37% from £2.4b in 2011 to £3.4b in 2016. The market is forecast to increase a further 29% in the next five years to £4.3b.
- The industry is increasingly transparent as review and cost comparison websites such as Trip Advisor expose operators and increase consumer insight and power.
- A *convenient location* was traditionally the most important factor when it came to choosing where to eat. However, this is not now necessarily just about 'high street' or physical visibility. The internet has changed the dynamics of location as customers can find venues on a mobile even if it is not in a 'prime' location. According to a study in the *Caterer* April 2017 the second most popular way to source a restaurant is via social media.
- Catering in cultural, leisure and attraction venues is now a well established and an expected part of the proposition. It would be unusual now to conceive an attraction without a café! Many of these national trends indicate an increasingly positive opportunity for catering in cultural, leisure and attraction venues of all types if the proposition is right.

### 3.0 A PHASED APPROACH TO DEVELOPMENT

- In association with DCA we have considered and proposed four phases of development:
- **Phase 0** is very much an initial phase with the interim/pop-up café signaling signs of future intent.
- We have allowed for c 60k for Landlord's tidying up costs, probable deal with a café provider, but possibly volunteer run by Friends of Oldway – to be determined later.
- The house remains mainly closed in this period.
- **Phase 1** is an urgent repairs and reuse package that would enable public visits to, and use of the main rooms on the first floor (ballroom, mayors parlour, grand rooms on the south façade).
- The interim café is retained through this phase.
- We would envisage events use starting in this phase and growing.
- **Phase 2** is the main works package, it extends and completes a café across the west façade spaces, provides event kitchens for incoming caterers, proper back of house and storage, full restoration and equipment of the first floor rooms, plus additional main rooms where the weddings used to happen on the east façade brought back into use, six self catering apartments on the first floor, full restoration of the Rotunda for arts use and event hires, full landscape scheme.
- The interim café moves/ is replaced.
- Events use by this phase has grown and becomes substantial.
- The **3<sup>rd</sup> phase** converts the upper floor rooms left over from the above into either more self catering apartments or lettable offices.
- This sees an established events provision and a marginal in café revenues and returns.

## 3.0 INTERIM CAFÉ OPERATION & LAYOUT

### 3.1 INTERIM CAFÉ OPERATION

- There are certainly benefits to the venue providing a café, even in the short term. Visitor expectations are highly likely to include a café high up in their priorities.
- A café should provide some net income, albeit its primary benefits are likely to be more intangible and include: extending visitor dwell time, creating a social space and a heart to the venue. Furthermore, given its location the café should attract its own audience and therefore be a positive part of the overall marketing proposition.
- In terms of opportunity, we foresee the café as a destination offer for local residents and park users.
- In this location; given the setting, the competition and the audience we suspect the best case we can deliver will maximise the opportunity.
- We envisage a counter service/ queue at counter service model. However, an operator might wish to provide a table serviced solution for 'eat in' customers or at lunchtime. It would be feasible to do this, even with a service counter, as staff can serve at tables and use the counter as their service base station.
- We would envisage a limited menu focused around good quality hot and cold beverages; morning goods and pastries, filled wraps, rolls and homebaked artisan breads. A menu should be informal and high quality but not 'overtly expensive'. It should be orientated towards a daytime audience. Sandwiches, snacks, cakes and buns will be important along with some, but few, hot options. These need not be overly complex but might include quiches/tarts/pies/ soup etc.

Outline Menu Focus
<b>Menu: indicative types of items</b> <ul style="list-style-type: none"><li>• Speciality coffees (cappuccino etc.) and teas</li><li>• Fresh juices, sodas &amp; minerals</li><li>• Breakfast and breakfast sandwiches</li><li>• Pastries, cakes and buns</li><li>• Home-made sandwiches</li><li>• Home-made boxed and plated salads</li><li>• Hot speciality sandwiches</li><li>• Home-made soups</li><li>• Quiches/tarts/pies</li></ul>



- We envisage the café as a daytime operation; occasional evening events and services might be provided during the summer months but not as a permanent service.
- In terms of food and drink, the images in the mood board display the sort of direction we feel appropriate.

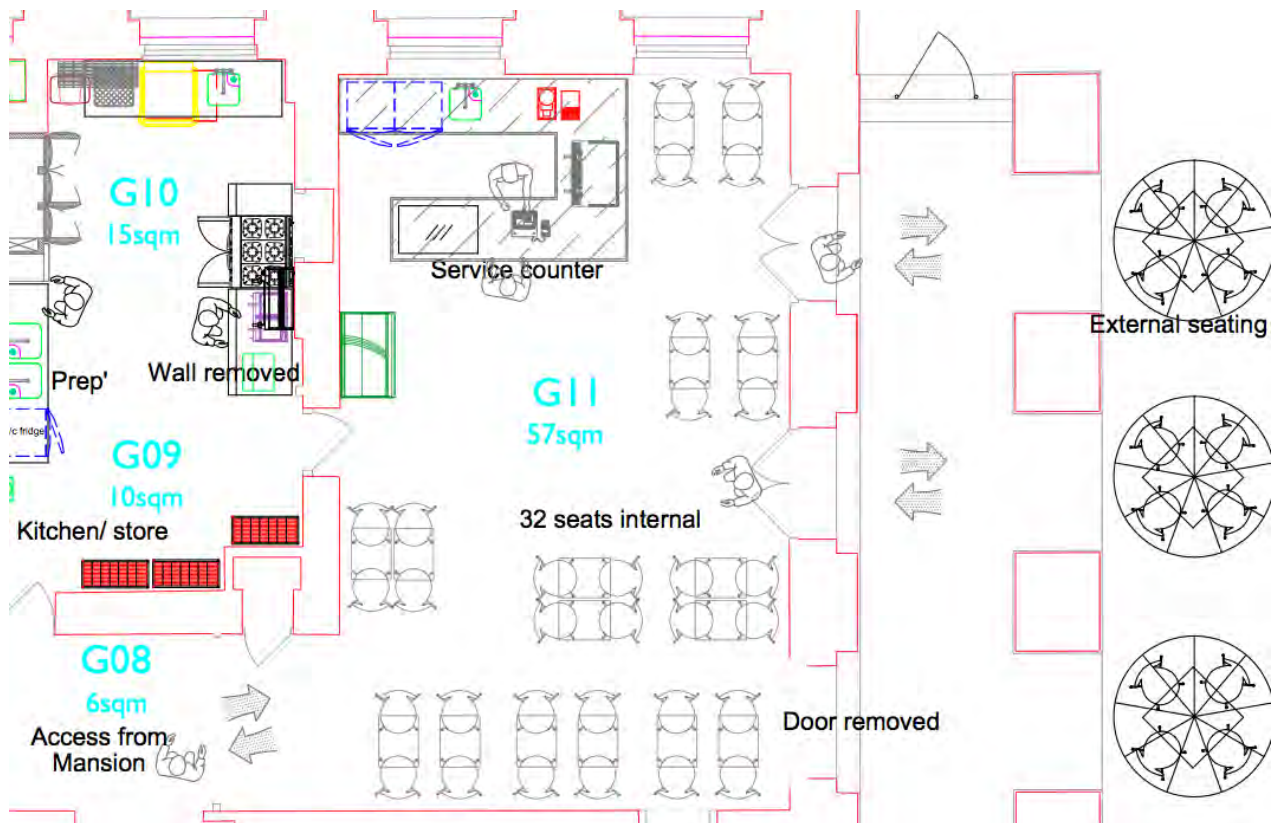


- To reinforce identify, it might be beneficial to draw a connection with the Mansion's history through the café name or a component of the range: the Singer Café or Singer High Tea for example.
- As the café is likely to be sub contracted, an operator will need to create some sense of place and character and look to build a custom base and loyalty. This will be especially the case with park users who could potentially be regular visitors.



### 3.2 LAYOUT

- The overall space available for a café is circa 90 m2.
- This is a reasonable scale to support an operation of the size and volumes expected.
- We have developed and included a layout option; included in full in Appendix 1.



- The option illustrates:
  - 32 internal seats
  - External seating – this will be a distinct benefit and will provide additional capacity at peak and an important external presence
  - The service counter to the rear of the café and not in the entrance area
  - The kitchen having two entrances/exits one to the café counter and one on the Mansion side to the lift lobby foyer. Food can 'exit' the kitchen in either direction.
- We have suggested the café be serviced by a counter. This will form, as many cafés do, the food display and service point. We would expect the coffee machines and other light equipment to be housed here as shown on the drawing. This will enable an operator to service the café from the counter rather than needing for staff to constantly move between the counter and the kitchen.

- The kitchen space is c 25 m2. This is of a scale to support an operation of the size expected and will allow the operator capability to produce food on site, from core ingredients. What the kitchen lacks is storage space and ancillary facilities: staff and office etc. Staff will need access to facilities close by.
- We have developed scale layouts for how the internal arrangement might be set out. This is based on the main components:
  - Storage: dry and refrigerated stores
  - Preparation
  - Cooking
  - Wash-up
- The route into and out of the kitchen is close to the service counter area and the route between does not impact seating.
- Preparation space is included within the main body of the kitchen. This is essentially stainless worktable, sink and under counter refrigeration. We have shown a principal preparation zone along the rear wall.
- As for cooking equipment we would suggested allowing for:
  - A six burner oven range
  - A salamander grill
  - An accelerated microwave
  - A contact grill
- Above this an extraction canopy will be required. This will require extracted air to be expelled at a high level. We would recommend gas is avoided as the canopy would require supply air and an Ausul or similar wet chemical fire suppression system; a gas interlock would also be required.
- We have based the space and M&E services recommendations on the layout set out overleaf:
  - Storage and production will need to occur in situ. The café will be self-sufficient.
  - The café would or could use a mix or crockery and disposables.
  - The café would trade all day during core grounds hours and year round.
  - The kitchen will have electric and gas utility services provided.
  - We have made no allowance for an office/staff welfare facilities.
- As for wash-up, a dedicated section is preferred; this needs to include a sink, undercounter dishwasher and wall shelving/cupboards.
- The layout is indicative, in that we would expect an incoming operator to finalise the design principles.

### 3.3 FIT-OUT COSTS (INTERIM CAFÉ)

- We would suggest allowing an incoming operator flexibility over exactly what equipment is installed; ideally the operator would be involved at an early stage in the design.
- Whoever funds the fit-out may depend on a later process. However, we would expect the Client to set the context and define the parameters by carrying out the enabling works; leaving fit-out to a tenant. Given the likely scale of the opportunity we would not expect a tenant to fund the full fit-out.
- Our initial view of the likely fit-out cost and how this might be split is set out below:

ITEM	FIT-OUT COST (2018)	FIT-OUT COST (2018)
Enabling works:	Landlord	Operator
General strip-out and tidy up	£5,000	£0
Redecoration	£5,000	£0
Create kitchen enclosure	£5,000	£0
M&E	£5,000	£0
	<b>£20,000</b>	<b>£0</b>
Servery, furniture & light equipment:		
32 seats inside (inc. tables & chairs) @ £150/cover		£4,800
24 seats outside (inc. tables & chairs) @ £150/cover		£2,400
Parasols @ £500/each		£2,000
Counter/servery & equipment: coffee machines etc.	£10,000	
Loose/light equipment: pots, pans, crockery, cutlery etc.		£5,000
<b>Sub total:</b>	<b>£10,000</b>	<b>£14,200</b>
Kitchen:		
Cooking equipment	£20,000	
Refrigeration		£5,000
Ventilation canopy (excluding ducting beyond canopy)	£5,000	
General stainless fabrication, tabling, sinks etc.	£5,000	
Dishwash		£7,500
Racks/ shelves/cupboard		£2,500
New safety floor and hygienic finishes		£2,500
<b>Sub total:</b>	<b>£30,000</b>	<b>£17,500</b>
<b>Total</b>	<b>£60,000</b>	<b>£31,700</b>

Exclusions:

- Structural works
- Heating & ventilation (the space may need air handling to provide suitable conditions)
- Toilets
- Fire alarms and security systems
- Interior decoration, lighting & signage
- M&E: (power; water & drainage required - no gas is required)
- VAT
- Design, Project management & installation

## 4.0 FINANCIAL POTENTIAL FOR A CAFÉ & EVENTS

- The use of food and drink in a commercial environment is dependent upon a range of factors including:

Affecting factors	Notes
Type of venue, its location, style and opening hours	A destination and 'walk-by' venue in urban park setting. Mansion open post Phase 1 daytime (potentially early evenings in the summer)
Visitor numbers	Expected to be circa 45,000 post phase 2. Park users will be higher but it is difficult to be precise with expected numbers within an open park with multiple access/egress points
Dwell time	The longer the dwell; typically the higher the use of catering. In this case, given generally brief/passing dwells in the park, we'd expect a relatively low conversion to use – dedicated Mansion visitors are much more likely to use catering
External competition	Limited competition will support demand
The location of catering within the venue	Facilities located next to areas of highest visitor flow will result in largest conversion - visibility & signage important to identify offer
The relative quality of the offer	Good quality offer crucial that is targeted to create attractive food and beverage requirements
Arrangement of offers to suit day-parts	Any offer needs to be daytime focused to reflect nature of venue and opening hours
Marketing/signage	Easily accessible and visible offers reduce need for extensive signage. Food offers should be featured in marketing material and strongly on web presence
Ability of facilities to meet demand at peak	There are likely to be peaks at times when catering will be extremely busy; service style and menu as well as staff need to be focused on maximising capability during peak periods

- The two main benchmarks that are of primary relevance when assessing business case for permanent catering operations: cafés/restaurants etc. are the numbers choosing to use catering (the uptake) and the amount of money spent by visitors on catering (the spend).
- The amount of money spent by visitors to venues varies dramatically from less than £0.50 to well over £10. Spends are highest when a popular and well used restaurant or café bar type operation is in place.
- Catering uptake varies considerably between types of attractions. The key variables are those set out above. At public park type locations uptakes are usually low, in percentage terms, but footfall is usually high. Conversely at destination Museum/Heritage venues uptakes are usually high but footfall low!

- Based upon the visitor numbers anticipated by DCA Consultants, we have applied a level of uptake/conversion to arrive at an estimate of customer numbers from the beginning of Phase 1:

Visit Periods	Annual visits	Uptake/ Conversion	Potential Customers
Mansion visits	20,000	20%	4,000
Park visits	180,000	5%	9,000
<b>Sub total:</b>	<b>200,000</b>		<b>13,000</b>

- Based on the numbers, the tables below define an expected mix of likely types of business and typical levels of spend we would expect to be achieved in this location:

Types of use	Mix of Customers	No. of Customers
Proportion of Customers in Main Groups:		
Beverage only	20%	3,700
Hot or cold beverage & simple hand held snack: cake/ sandwich	35%	6,475
Light meal with hot or cold beverage	25%	4,625
Afternoon tea	10%	1,850
Ice cream/confectionery	10%	1,850

- Given this balance of trade we would expect spend levels and sales as follows:

Types of use & spending	Mix of Customers	Customers
Average Spend in each Main Group:		<b>Spend</b>
Beverage only	£2.20	£8,140
Hot or cold beverage & simple hand held snack: cake/ sandwich	£5.00	£32,375
Light meal with hot or cold beverage	£7.50	£34,688
Afternoon tea	£10.00	£18,500
Ice cream/confectionery	£2.00	£3,700
<b>Total Sales:</b>		<b>£97,403</b>

- On this basis we would expect a **sales potential for the café of some £100k pa.**

- From phase 2 we would envisage an uplift.

Visit Periods	Annual visits	Uptake/ Conversion	Potential Customers
Mansion visits	45,000	50%	22,500
Park visits	180,000	15%	27,000
<b>Sub total:</b>	<b>200,000</b>		<b>49,500</b>

- Based on the numbers, the tables below define an expected mix of likely types of business and typical levels of spend we would expect to be achieved in this location:

Types of use	Mix of Customers	No. of Customers
Proportion of Customers in Main Groups:		
Beverage only	20%	9,900
Hot or cold beverage & simple hand held snack: cake/ sandwich	35%	17,325
Light meal with hot or cold beverage	25%	12,375
Afternoon tea	10%	4,950
Ice cream/confectionery	10%	4,950

- Given this balance of trade we would expect spend levels and sales as follows:

Types of use & spending	Mix of Customers	Customers
Average Spend in each Main Group:		
	<b>Spend</b>	<b>Sales</b>
Beverage only	£2.20	£23,760
Hot or cold beverage & simple hand held snack: cake/ sandwich	£5.00	£103,950
Light meal with hot or cold beverage	£7.50	£111,375
Afternoon tea	£10.00	£59,400
Ice cream/confectionery	£2.00	£11,385
<b>Total Sales:</b>		<b>£309,870</b>

- On this basis we would expect a **sales potential for the café of some £300k pa.**
- This feels like a sensible base case; a good operation in this location with a loyal audience we believe, could achieve higher sales.

#### Returns

- On this basis and assuming the café is sub-contracted to a reasonably ambitious operator we would expect a commission of c10% to be achievable. **This would therefore return c£30k pa in commission.** Final commissions will depend on two factors: the operator's ingoing costs and their operating cost responsibilities. If for example an operator is required to fund the fit-out; they will need to account for the capital depreciation via a lower commission through their tenure.
- In the initial period** say from Spring 2019; we would expect a lower sales base and a lower commission. Sales, we suspect would be lower but the Landlord is also likely to need to offer a degree of inducement to an operator/ rent free period or initial commission rate reduction etc. For this period a commission of 5% is more realistic resulting is a **return of c£5k in commission.**
- As the site develops and activities and visitor numbers grow we would envisage this improving.

## Events

- The numbers of events managed and delivered by venues like Oldway varies dramatically. Many heritage type venues will often only do a handful of such events pa. but some others will do very many; the difference is usually down to targets and marketing.
- The primary income driver for events is likely to be the room/venue hire achievable as this is ostensibly a profit stream. The caterer(s) conversely will just pay a small proportion of their revenue in commission. The Client focus therefore should be on occupancy/ use of room at a commercial rate.
- The Mansion has several really good rooms available for hires; with significant capacities. These are sized for meetings/conferences/lectures etc. and this sort of activity is appropriate. Aside from these weddings and formal private dinners are obvious targets.
- Hire rates for this type of use need to be measured against relevant local competition but they will be relatively modest as the type of target business reflects rates achievable. However, clearly the venue needs to compete within its local market and venue pricing is not an exact science; more of an elastic balance of supply and demand.
- In addition to any room/venue hire, the Mansion will expect its caterers to pay a commission. The usual sum is 10% on food and beverage revenues.
- Very often for this type of business hires will be undertaken on a day delegate basis; with hire, basic IT, refreshments etc. provided for an inclusive price.
- In management terms, we have assumed an open future arrangement with the Mansion managing the event bookings and retaining room hire. On this basis the Mansion would work with a small list of caterers; enabling more choice for customers which is usually favoured. One of these caterers would certainly be the café operator.
- The likely range of hire rates and catering spends is set out below:

Type of Event	Expected hire fee A	Frequency B	Hire revenue C
Meeting/conferences/away days/lectures	£100 - £150		= A * B
Events hire Mansion - wedding etc.	£750 - £1,500		= A * B

Type of Event	No. of attendees D	Catering spend/ head E	Catering revenue F
Meeting/conferences/away days/lectures	5 - 50	£5 - £10	= B * D * E
Events hire Mansion - wedding etc.	100's	£35 - £75	= B * D * E

- The real variable in this model is the event frequency. As an initial guide and based on consultation with DCA Consultants we have set out below what a future events occupancy could look like:

### Phase 1

#### Phase 1

TYPE OF EVENT	AV' HIRE FEE	FREQUENCY	HIRE REVENUE	AV' NO. ATTENDEES	CATERING SPEND/ HEAD	CATERING REVENUE	CATERING COMMISSION
Meetings/ conferences/ away days/ talks/ lectures	£ 100	30	£3,000	20	£5.00	£3,000	£300
Private parties	£ 500	10	£5,000	100	£30.00	£30,000	£3,000
Dinners	£ 500	12	£6,000	80	£40.00	£38,400	£3,840
Wedding breakfasts	£ 1,000	16	£16,000	140	£65.00	£145,600	£14,560
<b>Sub Total:</b>		<b>68</b>	<b>£ 30,000</b>			<b>£ 217,000</b>	<b>£ 21,700</b>

### Phase 2

#### Phase 2

TYPE OF EVENT	AV' HIRE FEE	FREQUENCY	HIRE REVENUE	AV' NO. ATTENDEES	CATERING SPEND/ HEAD	CATERING REVENUE	CATERING COMMISSION
Meetings/ conferences/ away days/ talks/ lectures	£ 200	50	£10,000	20	£7.50	£7,500	£750
Rotunda events	£ 1,000	36	£36,000	150	£15.00	£81,000	£8,100
Private parties	£ 750	24	£18,000	100	£35.00	£84,000	£8,400
Dinners	£ 750	28	£21,000	80	£45.00	£100,800	£10,080
Wedding breakfasts	£ 1,500	36	£54,000	140	£70.00	£352,800	£35,280
<b>Sub Total:</b>		<b>174</b>	<b>£ 139,000</b>			<b>£ 626,100</b>	<b>£ 62,610</b>

- On this basis the income would be £30,000 in hires plus approximately the £20,000 in catering commission in phase 1, **a total of c £50,000.**
- By phase 2 with the availability of the Rotunda and the Mansion in a better state, occupancy and rates should improve. We have considered the income would be £140,000 in hires plus approximately the £60,000 in catering commission in phase 1, **a total of c £200,000.**
- In terms of costs to set against this revenue; the main issues to consider are:
  - Whether a dedicated event sales/co-ordination role is required to manage and co-ordinate event activity;
  - Whether to have a dedicated or 'list of' caterers;
  - What level of provision to provide by way of furniture, AV and CCG (crockery, cutlery and glassware);
  - A marketing budget; there will need to be paper and web based collateral



## 5.0 MANAGEMENT

This section looks at the alternative management options.

■ We have described two core options:

- In-house
- Contract out

■ The key advantages and disadvantages associated with the core options are as follows:

ADVANTAGES	DISADVANTAGES
<b>Manage in-house</b>	
<ul style="list-style-type: none"> <li>• Direct management control over extent &amp; quality of services, pricing &amp; set-up</li> <li>• No potential conflict of interest</li> <li>• No confusion over control of spaces</li> <li>• Higher profit potential as no third party involved</li> <li>• Ability to manage events with the same team with no conflict</li> <li>• Continuity</li> <li>• Experience of existing team</li> </ul>	<ul style="list-style-type: none"> <li>• The risks/responsibility falls onto the team &amp; is not delegated</li> <li>• Lack of wider experience &amp; isolation</li> <li>• Limited commercial F&amp;B experience across in-house team</li> <li>• Shortage of skills required to turn round business</li> <li>• Senior management time required</li> <li>• Legislative responsibility</li> <li>• Investment responsibility</li> </ul>
<b>Contract out</b>	
<ul style="list-style-type: none"> <li>• Access to specialist management expertise &amp; support resources as well as experience from other venues</li> <li>• Ability to manage café and events through the same partner</li> <li>• Operational issues are delegated to a third party</li> <li>• Reduced level of administration &amp; management involvement</li> <li>• Potential access to some capital investment by the caterer or partner</li> <li>• Shared risk</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of direct control over operational standards &amp; quality of the services - possible conflict over screenings/programme</li> <li>• Requirement for third party profit/ reward</li> <li>• Potential exposure to risk reputation through poor performance of an autonomous third party</li> <li>• Need for monitoring of caterer's performance by management</li> <li>• Third party will focus on their individual commercial opportunity &amp; not necessarily venue goals</li> </ul>

■ In-house management usually achieves an integrated service that venues are able to fully control and develop to suit its visitors. The commercial opportunity available in-house maximises the return available without a third party contractor taking their profit element.

■ However, success is far from guaranteed and with in-house management there are operational and strategic risks of failing to perform operationally and immediate financial consequences. We have seen a number of venues simply failing to adopt the necessary commercialism. What is paramount with running catering operations is a ruthless focus on the key margins: food costs and staff costs in particular.

■ Local authorities tend not to directly manage specialist facilities like cafés nowadays.

### Contract out option

- Alternatively, contracting out offers an ability to delegate the day to day responsibilities and risks of managing catering and bring in a specialist partner to focus on this. With a contracted out service the hope is for a partnership to develop with both parties working together but it is reliant on finding a successful partner and developing the relationship. Finding the right partner(s) is critical; this is often where venues 'get it wrong'. Terms always vary to some extent depending upon the business opportunity and cost base.
- Contracting out also offers an ability to secure 3<sup>rd</sup> party investment, although operators will require terms to ensure they can make a return on their investment and will take no risk with capital. We rarely recommend Clients approach caterers for significant capital.
- In many ways the contracted out model is simpler to present and predict as the majority of costs are met by the caterer, with return payable by way of a percentage of sales. The contracting out model is often lower risk but future reward can be limited by this.
- Based on predicted sales levels we would expect a commission of c 10% to be achievable (assuming limited operator investment); on this basis the model would be as follows:

	Total Sales/ Commission - Phase 1	Total Sales/ Commission - Phase 2
Total income to Caterer	£100,000	£300,000
Return @ 10% of net sales	£5k	£30k

- **On this basis a positive net return should be achievable from a stat-up position.**
- The business opportunity would attract operators willing to make some investment in facilities but if significant investment were a prerequisite returns, by way of commission percentages, would be reduced.

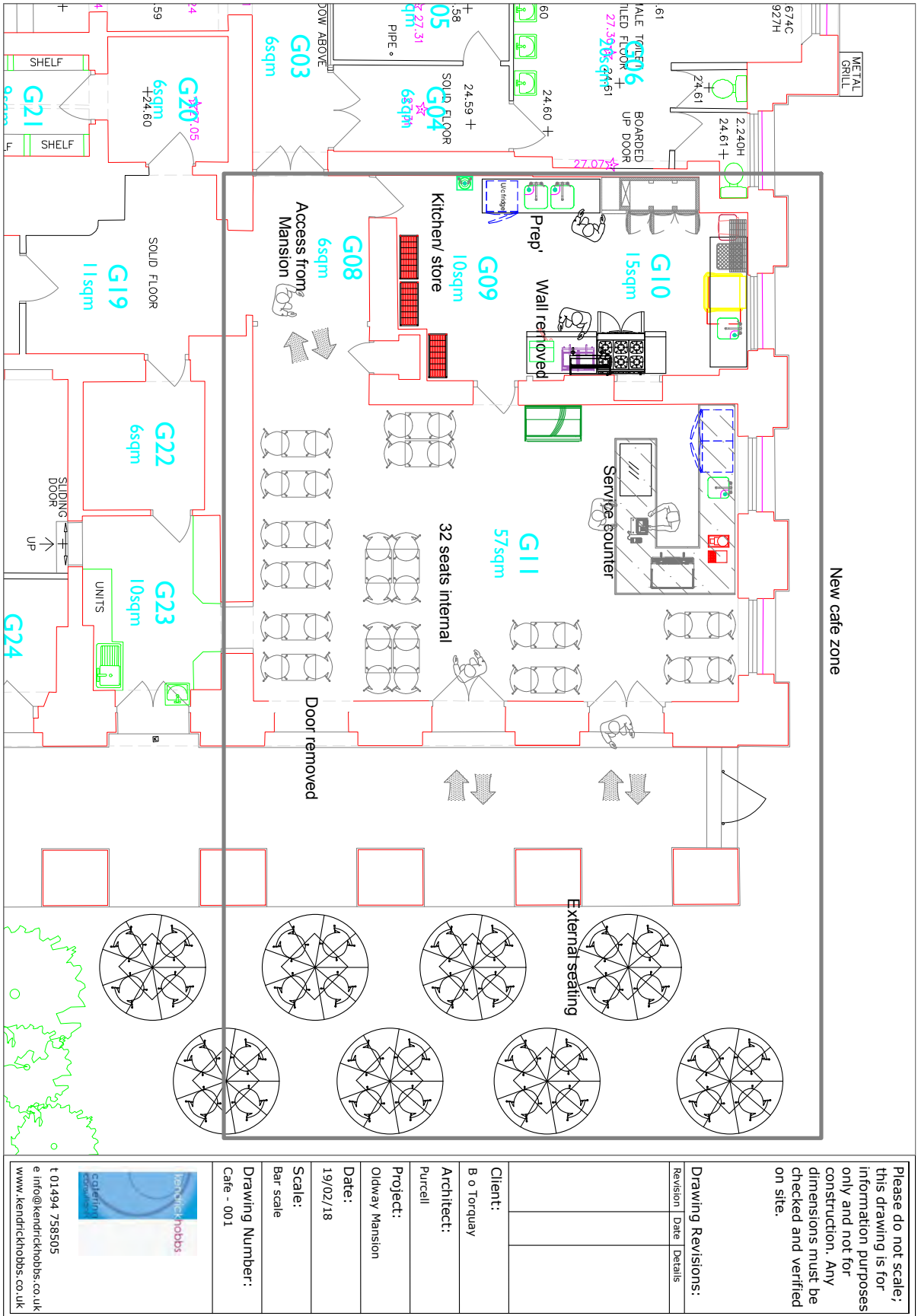
## 6.0 CONCLUSIONS & RECOMMENDATIONS

- The catering market in its wider context has experienced rapid growth, diversification, specialisation and innovation since the millennium.
- Within host venues of all types, expectations have risen as more informed consumers desire facilities, product, services and environments that are better quality, more interesting and ideally bespoke. This has seen the profile and prominence of catering facilities in host venues increase.
- We are enthused by the opportunity for a café at Oldway Mansion. The setting has many benefits and the spaces; internally and externally are suitable.
- Beyond this, as an events venue, the venue has tremendous opportunities.
- Having looked in some detail at the available space for an interim café operation we have set out how this could be configured.
- The type of operation we envisage can be described as a high quality heritage venue café. Given the setting, the competition and the audience we feel the café has the opportunity to be a destination offer for local residents and park users. We would envisage a limited menu focused around good quality hot and cold beverages; morning goods and pastries, filled wraps, rolls and homebaked artisan breads, with a light selection of hot dishes.
- Whilst usually having a counter service model, an operator might provide table service at lunchtime to further reinforce the quality aspiration and to differentiate from competition.
- We believe a positive net income will be achievable from the café and have suggested an initial period commission of c £5k. As the venue develops this will grow and become more significant and with the delivery of phase 2 we have forecast this rising to c £30k.
- The larger business opportunity is through events with a combination of significant spaces available for a range of functions and special occasions.
- By phase 2 with the availability of the Rotunda and the Mansion in a better state, occupancy of events and rates should improve. We have forecast a potential return (including hire fees and catering commission) of some £200k.

19<sup>th</sup> February 2018

kendrickhobbs

# INTERIM CAFÉ - SCHEMATIC LAYOUT



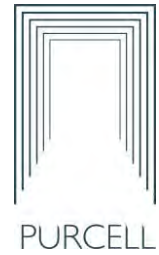
Please do not scale;  
 this drawing is for  
 information purposes  
 only and not for  
 construction. Any  
 dimensions must be  
 checked and verified  
 on site.

Drawing Revisions:	
Revision	Date   Details

<b>Client:</b>	B o Torquay
<b>Architect:</b>	Purcell
<b>Project:</b>	Oldway Mansion
<b>Date:</b>	19/02/18
<b>Scale:</b>	Bar scale
<b>Drawing Number:</b>	Cafe - 001

**Kendrick Hobbs**  
 Commercial  
 t 01494 758505  
 e info@kendrickhobbs.co.uk  
 www.kendrickhobbs.co.uk

Kevin Mowat  
Executive Head  
Business Services  
Torbay Council  
Town Hall  
Castle Circus  
Torquay  
TQ1 3DR



**Bristol**

35 King Street  
Bristol  
BS1 4DZ

T. +44(0)117 9101060

info@purcelluk.com  
www.purcelluk.com

22 November 2017

Dear Kevin,

### **Oldway Mansion, Paignton: Dry Rot Damage**

We very much enjoyed our visit to see Oldway Mansion and its amazing interior and, as promised, I am writing to outline my observations and concerns about the presence of dry rot within the building and what action you might need to take to reduce its impact.

Dry rot is a potentially very destructive fungal infestation that spreads through the timber structures and finishes of buildings, effectively consuming the fibres that give them their structural strength. It can be identified in timber by the 'cubing' of the timber surface and by the visible presence of 'fruiting bodies' which are its mushroom like fungal structures which spread the spores of the fungal infestation. Because dry rot removes the structural strength of the timbers if it reaches structural timbers such as floor joists and is not eradicated, major structural collapse and failure will result.

The dry rot fungal bodies are fed moisture by thin cobweb like fronds which radiate from the bodies towards sources of damp in the building, usually starting at high level through leaking gutters or leadwork and at the lowest building levels through damp basement structures. The extent of the 'fronds' indicates the spread of the dry rot infestation which is usually very much greater than just the visible areas where the fruiting bodies are evident as the 'fronds' or mycelium spread behind a building's timber and surface finishes often making the extent of the outbreak invisible until the fruiting bodies emerge.

Dry rot can spread devastatingly quickly in the right environmental circumstances, which are damp (but drying) conditions, lack of air movement and ventilation and warm internal temperatures. The most effective treatment is to remove the sources of damp and to dry the fabric out, followed by providing good ventilation and reducing temperatures. There are chemical treatments, but they do not obviate the need for stopping the damp at source, and improving the environment relative to the optimum environment that dry rot needs to flourish. Where timber fabric has dry rot, there is no alternative to removing it if the cubing process has started – hence why it can be so damaging and destructive in historic buildings and, if not resolved, can lead to massive repair and remediation works and associated costs.

Unfortunately, during our visit, we saw a number of outbreaks of dry rot in several areas of the building and evidence of damp ingress where further dry rot outbreaks are likely to result without preventative

works. The principal areas of concern are outlined below, and my colleague Alex has marked up some drawings showing the key problem areas we observed, which are attached.

### **South Elevation Rainwater Downpipes**

Much of the damage and dry rot evident along the rooms that face out from the south elevation is caused by the long-term leakage of the two rainwater pipes at each end of the central part of the elevation. The vegetation growing extensively up behind the rainwater pipes, particularly the one to the west end of the elevation, and the staining of the external wall surfaces adjacent, indicate that leakage of the downpipes is a significant cause of the damp internal walls and hence, the dry rot. The leakage is either caused by failure in the pipe joints combined with partial blockage (or reduced flow) or by vertical cracking usually located at the back of the downpipes and arising from expansion and contraction during cold weather.

Replacement of the downpipes should prevent the damp ingress which is causing the internal damp penetration and consequent damage to the internal plasterwork and the dry rot. This needs detailed inspection on site including high level access to ensure the condition of the upper section of the downpipes and their link through to the roof leadwork is resolved.

### **South West Corner of Ballroom Ceiling**

There is a substantial outbreak of dry rot with extensive fruiting bodies evident and already considerable damage to the timber detail and structures in the south west corner of the Ballroom bay window ceilings and cornice against the main south elevation and above the raised stage. Although we were not able to undertake a detailed inspection, it did appear to us that the cause of the problem is the short flight of steps on the roof above installed to give access to the fire escape. It looked to us as if the steps were constructed on top of the roof asphalt or membrane finish and have subsequently compromised its integrity; causing a depression in the roof leading to ponding and catching debris close to the rainwater outlet behind. The solution would be to remove the steps and repair the damage to the roof covering and probably the adjacent flashings. Ideally further inspection is needed to be sure this is the source of the damp penetration. Once the damp is resolved, the area should be ventilated and some very careful opening up works taken to allow the infected plasterwork and finishes to be treated with specialist irrigation and if necessary carefully removed.

### **South Elevation Horizontal Cornices and String Courses**

The south elevation, which faces the prevailing weather, has horizontal string courses at each level between the window heads and corresponding window cills to the floor above. The cills of the large timber opening windows set above the string courses sit directly on top of the stone of the string courses. The string courses were originally detailed with no falls and with open mortar joints which means they do not shed water during wet weather and hence water is penetrating both through the timber window cills which are rotting as a consequence, and also into the fabric and through to the ceilings and high-level finishes of the walls adjacent and below. This is causing both damage to the internal plasterwork and joinery details and dry rot outbreaks.

Unfortunately, this is a latent defect in the original design of the building and cannot be simply dealt with by small scale short-term remedial works. In the longer term the solution is to re-detail the cills and window joinery to create a fall and also to install new leadwork flashings to cover the top of the cills to ensure rainwater does not penetrate through them into the fabric but is discharged away from the façade fabric. We recently encountered a similar problem at the National Trust's Dyrham Park Mansion and some photos are attached to show how it was resolved.

The best short-term option would be to scaffold the elevation (with a rain-screen) and to provide a waterproof scaffold roof. However, this would clearly be very expensive indeed – possibly in excess of £500k for the whole building. We are aware of several projects such as Poltimore House near Exeter where Historic England have assisted with the cost of an emergency protective scaffold and roofing and it may well be worth consulting with them to see if they could help towards urgent protective

works. I have checked and confirm Oldway Mansion is already on the Historic England's Buildings at Risk Register and so should prioritise any help they can give to you. Alternatively, we would recommend exploring possible local solutions where the worst of the penetration is occurring.

### **North Elevation Pediment (West End)**

We did not access this area of the roof externally, but it was clear from the dry rot, carpet stains, and the buckets below that there has been considerable and ongoing water penetration in this area from the roof and/or roof leadwork gutters. This has resulted in the substantial dry rot outbreak evident in the rooms below. A roof inspection is needed to see what is causing the ingress and to resolve remedial action.

### **Perimeter of Stair Hall Roof Lantern**

The roof lanterns above the stair hall and other spaces have been temporarily covered with polythene sheeting to try to protect the spaces below from rainwater ingress. Above the stair hall lantern we observed some fungal growth appearing externally from below the polythene coverings which suggests the polythene is causing the ideal environmental conditions for the spread of dry rot. It is especially worrying that this is over a key and exceptionally sensitive element of Oldway's historic fabric. We were not able to see enough to recommend a course of remedial action and this area of the roof also needs closer investigation to resolve the dry rot present.

### **Inspection**

We would advise a detailed inspection of the building to identify the full extent of dry rot infestation and to plan an effective remedial/mitigation strategy and works. This should be undertaken by a specialist conservation consultant rather than a contractor to ensure adequate, appropriate and commensurate action rather than an excessive response.

### **Timing**

Dry rot is particularly virulent in its spread during the early autumn in September/October when the weather is damp, but air temperatures are still warm and after which the 'fruiting bodies' die off following the distribution of their spores. Ideally the Council will have implemented a programme of urgent remedial before the end of next summer when the dry rot fruiting bodies would be at their most virulent again.

### **Other Actions**

In addition to resolving the immediate cause of the damp ingress and letting the built fabric dry out the Council should do two other things.

Firstly, we noted the excessive heating during our visit which keeps the building temperatures high, maintaining the warm internal conditions ideal for the growth of dry rot. Indeed, the heating was up so high it also appeared to be causing the splitting of timber panelling in the rooms along the south elevation – the radiators were so hot they could not be touched! We would recommend turning the heating off and only using it for frost protection in the winter. If the heating is not maintained for frost protection we would also suggest you consider turning off and draining down all wet services in the building.

Secondly, lack of ventilation increases internal humidity levels, again an important factor and contributor to the rapid growth of dry rot. We would recommend reviewing how good levels of natural ventilation could be maintained in the building whilst it is unoccupied to reduce humidity and help dry the building fabric out. Clearly, this needs to be considered in the context of also needing to maintain the building's security.

I hope this letter is helpful to you and my apologies for having to raise the concerns but the potential cost to the Council for not taking steps to control and eradicate the current dry rot problem is likely to be very substantial indeed and will make securing the future of the building even more difficult.

If we can be of any further help, please do not hesitate to let us know.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Niall Phillips', with a stylized flourish at the end.

**Niall Phillips**  
**RIBA**  
Senior Partner  
On behalf of Purcell®

CC:

Cllr. Chris Robson

Attachments;

Marked up Dry Rot location drawings  
Photographs of stone cill leadwork upgrading Dyrham Park



## Oldway Mansion Preliminary Outline Repairs Schedule February 2018

### 1.0 Introduction

#### 1.1 Site, Location, & Building

##### 1.1.1 Address

Oldway Mansion  
Torquay Road  
Paignton  
TQ3 2TY

##### 1.1.2 Grid Reference: SX 88821 61492

##### 1.1.3 History

In 1870 the American industrialist Isaac Merritt Singer and his French wife arrived in England and purchased 19.5 acres (c 8ha) of the Fernham estate in Paignton. This included a mid C19 house known as Oldway Villa (late C20 Little Oldway), which was adapted as the Singers' temporary home. Singer (b New York State 1811) had run away from home at the age of twelve, and established himself as an extremely wealthy man through the founding of the Singer sewing-machine company. The local architect G S Bridgman was commissioned to design a new house in the French Renaissance style on a site to the east of the existing villa. The new house was known as 'The Wigwam', and had little by way of gardens and grounds other than a walled garden immediately to its west. Its surrounding landscape, later to become the grounds of the new mansion, was a mixture of fields, and particularly to the south, extensive orchards. To the north a Riding School and conservatory were built by Bridgman in 1873.

Following his father's death, Singer's son, Paris, purchased his brothers' interest in the Oldway property, and in the first years of the C20 was responsible for extensive alterations to the house and surrounding grounds, the landscaping work being underway in 1900. The design for the landscape was drawn up by Achille Duchene, with J H Cooper, Singer's surveyor, being responsible for the supervision of the construction work. The Parisian firms of Frevre and Cie, and S Rousselet carried out the stone and stucco work. After completing the Oldway commission, Duchene went on to create a major new water parterre for the Duke of Marlborough at Blenheim Palace, Oxfordshire (qv).

Oldway Mansion was used as the American Women's War Hospital during the First World War, and in 1939 was requisitioned by the Royal Air Force. It was purchased by Torquay Borough Council from the Singer family in 1946, and now (1999) serves as council offices, with the grounds being open as a public park.

#### 1.2 Listing Details

##### 1.2.1 Listing No: 1001368

##### 1.2.2 Listing Grade:

##### 1.2.3 Listing: 13/05/1997

##### 1.2.4 Listing Description

Oldway Mansion (listed grade II\*) stands on a terrace towards the west side of its grounds. The house was built in 1873-5 for Isaac Singer to the designs of G S Bridgman. The west facade of the present house preserves part of Bridgman's French Renaissance brick and stone structure with prominent chimneys and dormers. The south facade of the late C19 house was rebuilt c 1900, probably by Achille Duchene, to accord with his new formal garden. It is reputed to have been influenced by Gabriel's Pavillion Francais at the Petit Trianon, Versailles (J Wilson pers comm, 1997). In 1904-7, the house was extensively remodelled by Paris Singer, who took his inspiration from France, this influence being particularly visible on the east and north fronts, the former being modelled on the facade of the Hotel de Crillon, Place de la Concorde, Paris, the latter being based on French C18 precedents.

Some 40m west of Oldway Mansion, set within its own grounds, stands the villa Little Oldway (listed grade II), built c 1850 as Oldway Villa (OS 1st edition 1865), with additions of the 1870s for Isaac Singer, who

used it as his residence while the new house was under construction. To the south-west of the two-storey, stuccoed mid C19 villa rises a three-storey rubble-stone tower with gothic windows and a castellated balustrade.

#### 1.2.5 Related Listings

Little Oldway. List No: 1298257

### 1.3 Scope & Exclusions

#### 1.3.1 Scope

It is emphasised that this schedule is based on a cursory non-invasive visual inspection of accessible elements of the building; it is in no way comprehensive, focuses only on the general condition of the building and its defects, and is not a specification for the execution of any work noted herein and must not be used as such.

This schedule is intended only to enable cost-consultant, MACE Group, to produce outline budget costs under the auspices of the 2017/18 Use Options Appraisal; a collaboration between David Clarke Associates, Purcell, MACE, and the client and owner, Torbay Council.

The client is advised to commission a Building Inspection Report with sufficient scope to open-up problem areas in order to gain a full understanding of the building and its defects.

#### 1.3.2 Exclusions

Specifically beyond the scope of this schedule are:

- Mechanical and electrical installations including legionella, alarm systems, data/telecommunications, heating and water systems, renewable energy installations etc.
- Equality Act installations and adaptations such as lifts, stair lifts, induction loops etc.
- Portable and fixed appliances
- Visitor interpretation media and displays
- Loose furniture, artefacts and furnishings (other than decorations)
- Asbestos
- Ecology
- Elements below ground or concealed.

Any costs in relation to items noted in this schedule are not the work of Purcell and as such no responsibility can be taken for them.

#### 1.3.3 Health & Safety

Overall responsibility for the health and safety of the building and its grounds lies with the client. This schedule may identify areas of risk, but this does not equate to a thorough and complete risk assessment by the client.

The client should make available, or commission, including but not limited to, reports on the management & maintenance of asbestos, condition of electrical installations, and condition of gas installations.

The mansafe installation to the roof is in considerable decay and noted as being unsafe in areas; specifically, the handrail to the ramped and stepped approach to the East parapet veranda.

## 2.0 Building Plan

- 2.1 Building plans – both existing and those marked to indicate areas in accordance with this schedule are appended under items *14.1 Appendix 01 Existing Drawings* and *14.2 Defects Drawings*, respectively.

## 3.0 General Condition

- 3.1 Following Torbay Council's decision to move out of Oldway in ??? the building has suffered from a lack of maintenance, a distinct lack of oversight with regard to developing issues, and an insensitive climatic regime – see *item 3.2*. As such, whilst the building as a whole is in little immediate danger, the extant defects have the potential to develop in to serious issues if not arrested as soon as possible; naturally, costs will only increase the longer issues are ignored.

- 3.2 A letter, written by Niall Phillips of Purcell and dated 22<sup>nd</sup> November 2017, was sent to the client outlining details of the most-pressing defects present at the time of our initial visit in early November 2017, namely significant and worsening dry-rot damage to ornamental plasterwork – items inherent to the building's character and value as a heritage asset. This letter is appended to this schedule under *14.3 Appendix 03 Letter of Advice: Dry-Rot Damage*.

Further to this advice to reduce or completely turn off the heating system and ventilate the building as far as is practically possible – alongside treating the dry-rot - it is apparent that the heating system remains on at a high level.

#### 4.0 **Roofs** **Cost**

##### 4.1 **Generally**

- 4.1.1 As drawing SK01 – see *14.2 Appendix 02 SK01 Roof Plan* - the roof is formed of 14 constituent elements including a number of lead-topped slated mansard, pitched and hipped slated, leaded, felt, and glazed lantern roofs along with myriad lead cloaked items throughout. As a result of the adaptation, under Paris Singer, of the house from Bridgman's French Renaissance brick and stone structure with prominent chimneys and dormers – known colloquially as the Wigwam - in to the Rococo Southern elevation – modelled on Gabriel's Pavilion Francais at the Petit Trianon, Versailles – and the Neo-Classical Eastern and Northern elevations – modelled on Gabriel's Hotel de Crillon in the Place de la Concorde, Paris - a number of defects were created; tight junctions, unresolved levels, and inconsistent movement between structural elements.

Under this conversion and the auspices of Torbay Council, a range of modern materials have been introduced to the roof. Whilst this has ensured that the building has remained largely watertight on a modest budget, the materials are unlikely to conform with relevant building regulations and are not commensurate with the historical integrity and character of the building as defined under its listing status. That said, there appears to be little work required to the structure of the roof and specialised items such as leadwork are across large accessible areas, thus reducing installation cost.

- 4.1.2 As a general strategy, roof coverings should be replaced as such:

Lead sheet inc. gutters & exposed ridges: Code 7 (White). Milled throughout (no sand-cast).  
Lead flashings, details, hip gutters & non-exposed ridges: Code 5 (Red). Milled throughout (no sand-cast).  
Zinc: Zinc  
Cloth & Resin: Built-up bituminous Bauder/Alumasc type with sanded (not mineral) cap sheet  
Slate: Slate (source TBC)  
Felt: Built-up bituminous Bauder/Alumasc type with sanded (not mineral) cap sheet

##### 4.2 **Description & General Condition of Roofs**

- 4.2.1 Roof 01 . South East . Flat Roof over Southern extent of F11 Ballroom

- 4.2.1.1 Existing: Degraded cloth and resin over (presumed) existing sarking boards with flashing.

- 4.2.1.2 Renew: Assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system with sanded (not mineral) cap sheet.

- 4.2.1.3 Indicative photograph



- 4.2.2 Roof 02 . South West . Flat Roof over F15

- 4.2.2.1 Existing: Degraded cloth and resin over (presumed) existing sarking boards with flashing.

- 4.2.2.2 Renew: Assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system with sanded (not mineral) cap sheet.

4.2.2.3 Indicative photograph

No photograph available. Refer to 4.2.1.3

4.2.3 Roof 03 . East . Lead top over slated mansard with lead cloaked dormers

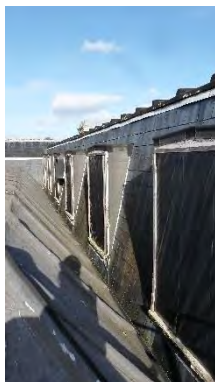
4.2.3.1 Existing: Lead over wood-core King, Queen, and hip rolls on existing sarking boards.

4.2.3.2 Renew: Assume structure sound and falls adequate under LSA guarantee standards. Allow for 100% renewal in Code 7 (White) lead over hardwood-core King and Queen rolls to top, hip rolls, and torus rolls/bullnose to perimeter on building paper on existing sarking boards to relevant LSA guarantee standards.

Allow for 100% renewal of slates to near-vertical mansards to North, East, South, and West elevations on softwood battens.

Dormers – See 7.0 External Doors & Windows

4.2.3.3 Indicative photograph:



4.2.4 Roof 04a . Central . Pitched and hipped lantern with raised glazed central section – see 4.2.5 Roof 4b - over G12 Staircase

4.2.4.1 Existing: Lead with likely bituminous type repair coating (lead bays too wide and prone to cracking) over wood-core queen and hip rolls and sarking boards.

4.2.4.2 Renew: Assume structure sound and falls adequate to LSA guarantee standards. Allow for 100% renewal in Code 7 (white) lead over hardwood-core Queen and hip rolls, and torus rolls/bullnose to perimeter on building paper on existing sarking boards to relevant LSA guarantee standards. Note: Increase in lead bays required to conform to LSA guarantee standards.

4.2.4.3 Indicative photograph



4.2.5 Roof 04b . Central . Glazed pitched and hipped lantern on vertical framework over G12 Staircase

4.2.5.1 Existing: Patent glazing system with Georgian-wire single-glazed units in white painted iron frame with lead-cloaked cheeks.

4.2.5.2 Renew: Proprietary patent glazing system with single-glazed units in existing (cleaned, primed and painted) iron frame.

4.2.5.3 Indicative photograph

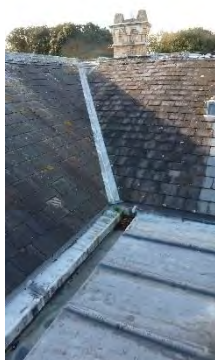


4.2.6 Roof 05 . South . Slate pitched and hipped

4.2.6.1 Existing: Slates to all pitches with lead over wood-core ridge and hip rolls.

4.2.6.2 Renew: Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.

4.2.6.3 Indicative photograph



4.2.7 Roof 06 . South West . Slate pitched and hipped

4.2.7.1 Existing: Slates to all pitches with lead over wood-core ridge and hip rolls.

4.2.7.2 Renew: Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.

4.2.7.3 Indicative photograph

No photograph available

4.2.8 Roof 07 . West . Slate pitched and hipped

4.2.8.1 Existing: Slates to all pitches with lead over wood-core ridge and hip rolls.

4.2.8.2 Renew: Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.

4.2.8.3 Indicative photograph



4.2.9 Roof 08 . North West . Felt over Lift House

4.2.9.1 Existing: Roofing felt with access hatch and mansafe installations

4.2.9.2 Renew: Roofing felt

4.2.9.3 Indicative photograph



4.2.10 Roof 09 . North West . Slate pitched and hipped

4.2.10.1 Existing: Slates to all pitches with lead over wood-core ridge and hip rolls.

4.2.10.2 Renew: Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.

4.2.10.3 Indicative photograph

No photograph available

4.2.11 Roof 10 . North West . Slate pitched and hipped

4.2.11.1 Existing: Slates to all pitches with lead over wood-core ridge and hip rolls.

4.2.11.2 Renew: Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.

4.2.11.3 Indicative photograph

No photograph available

4.2.12 Roof 11a . Lead flat

4.2.12.1 Existing: Lead over wood-core King, Queen, and hip rolls on existing sarking boards.

4.2.12.2 Renew: Assume structure sound and falls adequate under LSA guarantee standards. Allow for 100% renewal in Code 7 (White) lead over hardwood-core King and Queen rolls to top, hip rolls, and torus rolls/bullnose to perimeter on building paper on existing sarking boards to relevant LSA guarantee standards.

Cornice – renew substantial decorative zinc cornice to perimeter of both levels of lead top.

4.2.12.3 Indicative Photograph



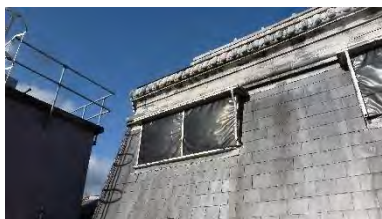
4.2.13 Roof 11b . Slate mansards

4.2.13.1 Existing: Slates to all pitches with decorative zinc cornice and ridge details

4.2.13.2 Renew: Allow for 100% renewal of slates to near-vertical mansards to North, East, South, and West elevations on softwood battens and decorative zinc cornice and ridge details.

Dormers – See 7.0 External Doors & Windows

4.2.13.3 Indicative Photograph:



4.2.14 Roof 12 . North East . Slate pitched and hipped

4.2.14.1 Existing: Slates to all pitches with lead over wood-core ridge and hip rolls.

4.2.14.2 Allow for 100% renewal of slates to all pitches on new softwood battens and Code 5 (Red) lead over hardwood-core ridge and hip rolls.

4.2.14.3 Indicative photograph

No photograph available

4.2.15 Roof 13 . Central . Lead flat

4.2.15.1 Existing: Lead on wood-core King and Queen rolls over existing sarking boards.

4.2.15.2 Renew: Assume structure sound and falls adequate under LSA guarantee standards. Code 7 (White) lead on hardwood-core King and Queen rolls over building paper on existing sarking boards.

4.2.15.3 Indicative Photograph



4.2.16 Roof 14 . Central . Glazed pitched and hipped lantern over S01 Landing

4.2.16.1 Existing:

4.2.16.2 Renew:

4.2.16.3 Indicative Photograph





#### 4.3 Gutters

4.3.1 Existing: Lead to all valleys and perimeters unless otherwise stated – e.g. cloth & resin to roofs 1 & 2 and rubber-type to East parapet veranda.

4.3.2 Renew: Code 7 (White) to all valleys and perimeters unless otherwise stated.

#### 4.4 Parapets

4.4.1.1 Parapet Veranda to East elevation adjacent to Roof 03

4.4.1.2 Existing: Degraded rubber-type over concrete

Renew: Built-up bituminous Bauder/Alumasc type with sanded (not mineral) cap sheet over concrete

Indicative photograph



#### 4.5 Copings

4.5.1 Generally

Balustrades to North and South elevations appear in good condition, however, should falls be found to be inadequate, an allowance should be made for the dismantling of said balustrades and Code 7 (White) lead gutter flashings to be dressed under. Allow also for re-pinning of 50% balusters and 50% coping stones.

#### 4.6 Chimneys

4.6.1 Generally

Chimneys appear in good condition throughout. Allow 10% mortar repairs to bare-brick chimneys and 10% render repairs to rendered chimneys.

4.6.2 Caps

4.6.2.1 Existing: No caps present

4.6.2.2 Proposed: Bespoke square-type caps to all pots.

4.6.2.3 Indicative photograph



#### 4.7 Lightning Protection System

4.7.1 Assume 100% renewal of lightning protection system in ring to perimeter parapet, to all roof King/ridge rolls, and spur aerial to all chimneys.



## 5.0 Walls

### 5.1 Generally

Walls appear in acceptable condition however there has been significant movement with repairs required in a number of areas. Allow for investigation work and repairs.

### 5.2 Indicative photograph



### 5.2 Cornices

#### 5.2.1 Cornices & String Courses to Base of First Floor South Elevation

5.2.1.1 Existing: It is apparent that the cornices and string courses to the South elevation comprise a significant defect.

5.2.1.2 Proposed: Introduce correct flashing by shortening windows to allow 1:60 (1:80 potentially acceptable) fall away from window in Code 5 (Red) lead on sloped mortar.

Windows – see 7.0 External Doors and Windows

#### 5.2.1.3 Indicative photograph



## 6.0 Rainwater Goods

### 6.1 Generally

Self-set vegetation has taken hold in a number of areas. As such, where cast iron guttering is present, an allowance should be made to re-seal and paint alongside an allowance for complete replacement in some areas. Where plastic guttering is present, this should be replaced in new cast iron.

## 7.0 External Doors & Windows

### 7.1 Generally

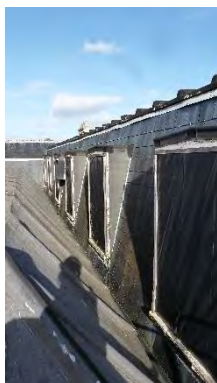
Allow for 10% *RepairCare* and 100% rub-down and redecoration to all external joinery.

### 7.2 Dormers to Roof 04a

7.2.1 Existing: 15no lead topped and cheeked and aproned timber dormers.

7.2.2 Renew: Allow for 100% replacement of timber and Code & (White) lead top, cheeks, and aprons to 15no dormers

### 7.2.3 Indicative photograph

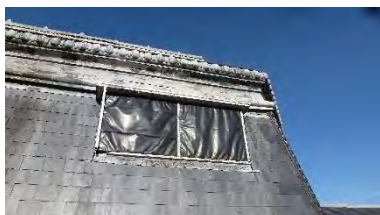


7.3 Dormers to Roof 1 la

7.3.1 Existing: Damaged 2no landscape dormers (with Visqueen covering) to South elevation (to third floor mezzanine) and 2no portrait dormers to North West and North East corners of room T14.

7.3.2 Renew: 100% replace 2no landscape dormers to South elevation. 20% *RepairCare* to dormers to North West and North West corners.

7.3.3 Indicative photograph



7.4 Doors to First Floor South Elevation

7.4.1 Existing: Heavily weather damaged hinged timber windows.

7.4.2 Renew: Allow 25% replacement timber and 10% *RepairCare* to all 12no windows and 100% rub-down and redecoration.

7.4.3 Indicative photograph



8.0 Interior

8.1 Generally

The building has been used heavily by Torbay Council leaving significant wear to various elements. The ongoing over-heating and lack of ventilation to spaces is leading to further decay.

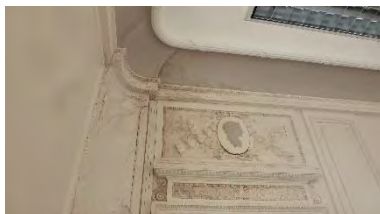
Assume 100% re-decoration to plasterwork (walls, ceilings and cornices).

## 8.2 Walls: Dry-Rot Damage

8.2.1 Existing: There is significant and worsening dry-rot damage to the first-floor cornice-level plasterwork to the North and South elevations.

8.2.2 Proposed: Eradicate all extant dry-rot and allow for 20% repairs to decorative plasterwork. If left unchecked, allow for moulds to be made of surviving plasterwork and 100% replacement.

8.2.3 Indicative photograph



## 8.2 Floors

8.2.1 Timber floors to First Floor

Assume 100% renewal of floor finishes owing to significant wear due to use and damage from

Assume 100% renewal of carpets throughout second and third floors

## 9.0 Fittings, Fixtures, & Furniture

9.1 Generally

Should historically significant elements of the building be restored to their original grandeur, specialist advice should be sought with regard to the ornamental plasterwork, scagliola, and fine stone and metalwork throughout the entrance halls, grand staircase, and *Piano Nobile*.

## 10.0 Gas, Heating, & Electrical

10.1 No assessment as to the viability or appropriateness of the existing heating and electrical system has been made under this schedule.

## 11.0 Access

11.1 The *Equality Act 2010* pertains to the access requirements of existing building structures and requires reasonable adjustments to the feasible features of premises to negate barriers to access. Whilst a review has not been undertaken as part of this work, the building appears to be largely compliant with the provision of a lift to the North West corner of the building rising from area G48. As part of an ongoing use strategy for the building, the client should commission an access audit for options that alter the current accession provision.

## 12.0 Asbestos

12.1 As item 1.3.3, the client has duties under the *Control of Asbestos at Work Regulations*. As such, the client should make available or commission a report by a competent specialist on the management and maintenance of asbestos within in the building. This report, and the location of any encapsulated asbestos noted on the asbestos register, should be made available to any contractor working on site.

No assessment on asbestos has been made in this schedule.

## 13.0 Gardens & Grounds

13.1 Despite being listed on the *Heritage at Risk Register*, the gardens at Oldway have been maintained well under a contract facilitated by Torbay Council. As such, it is not proposed to divert significant potential funds towards this element.

## 14.0 Appendices

- 14.1 Existing Drawings
- 14.2 Areas for Repair
- 14.3 Letter of Advice, Dry-Rot Damage

# Order of Cost Estimate - Initial Repairs

---

## Oldway Mansion


for

## Torbay Council

Report Nr: 3      Date: 10 April 2018



Page 398

Project Nr: 34812  
Prepared by: Lewis Karniewicz  
Approved by: Andrew Clancy  
Signed: 

Mace Cost Consultancy Limited  
Balliol House  
Southernhay Gardens  
Exeter  
EX1 1NP

Tel +44 (0)1392 797 330

**1. Introduction**

- 1.1 This Order of Cost Estimate issued to Torbay Council refers to the works to Oldway Mansion, Paignton in respect of:
  - 1) Oldway Mansion Preliminary Outline Repairs Schedule dated February 2018 issued by Purcell.
  - 2) Options appraisal for possible future uses issued February 2018 by Purcell.
- 1.2 The site specific conditions have been considered and the costs in this report are based on the repairs schedule, survey drawings and options appraisal received from Purcell.
- 1.3 Mace have no information regarding structural stability of Oldway Mansion or whether the current MEP installation conforms to the Building Regulations however allowances have been made for likely structural works anticipated in association with roof repairs. Upgrades to MEP has been excluded.
- 1.4 This Estimate represents the anticipated construction cost at current prices using a competitive method of procurement under a traditional form of contract. The inflation percentage applied has been calculated using the Mace CC tender index at 2.5% to 4Q19 (issued March 2018).
- 1.5 A Contingency allowance of 15% has been included which is what Mace would expect to allow for a scheme of this nature.

**2. Information used**

- 2.1 Preliminary Outline Repairs Schedule dated February 2018
- 2.2 Roof Plan - SK01 Roof Areas
- 2.3 Options appraisal for possible future uses issued February 2018  
Survey drawings by Nationwide Surveys:
- 2.4 Dwg ref.: AKK1001/B
- 2.5 Dwg ref.: AKK1001/C
- 2.6 Dwg ref.: AKK1001/D
- 2.7 Dwg ref.: AKK1001/E
- 2.8 Dwg ref.: AKK1001/G
- 2.9 Dwg ref.: AKK1001/H

**2.10 Information used - Order of Cost Estimate - Initial Repairs**

- 2.11 Comments as per Mr. D. Clarke (DCA Consultants) email rec'd 26/03/2018 10:06
- 2.12 Comments as per Mr. N Phillips document titled "Oldway Mansion NP Cost Plan Comments" attached to DCA Consultants email rec'd 26/03/2018 10:06

**3. Exclusions**

The following items are not included in this estimate of construction cost and allowance should be made elsewhere:

- 3.1 No upgrade to existing services or utilities over and above where identified
- 3.2 Extraordinary inflation
- 3.3 Asbestos removal or encapsulation
- 3.4 Structural stabilisation/ repairs to masonry or timber roof structure other than the works identified
- 3.5 Works undertaken outside of the site boundary; the building line
- 3.6 Site surveys
- 3.7 Risk above the general allowance detailed in the report
- 3.8 Planning requirements, conditions etc.
- 3.9 VAT
- 3.10 Masonry repairs have not been allowed in this Estimate

**4. Assumptions**

- 4.1 It is assumed a Spanish/ Brazilian slate can be used to recover the existing roof structure
- 4.2 A number of assumptions have been made on this Estimate (Report Nr. 3) as a result of points 2.11 and 2.22. Please refer to supporting information listed in 2.11 and 2.22 for further clarification.
- 4.3 It is assumed the mechanical, electrical and public health installations conform to the Building Regulations
- 4.4 It is assumed the existing bitumen roof covering is in a condition to be cleaned and recovered only as a temporary weatherproofing measure. Should full replacement proceed in the future this will render the works allowed in this Estimate abortive works however full replacement will attract significant cost to the Initial Repairs phase if included at this stage.

# Order of Cost Estimate - Initial Repairs

Oldway Mansion

Summary

10 April 2018

Page 400

		Order of Cost £	£ / m <sup>2</sup> GIFA	£ / ft <sup>2</sup> GIFA	
<b>Repair Works as scheduled by Purcell Ltd</b>		766,804	176	16	
		<u>766,804</u>	<u>176</u>	<u>16</u>	41%
Preliminaries	16%	122,689	28	3	7%
Scaffolding and Access		350,000	80	7	19%
Full "Tin Hat" Roof Scaffold		180,000	41	4	10%
OH&P	8%	71,159	16	2	4%
Professional Fees	10%	96,065	22	2	5%
Contingency	15%	238,000	55	5	13%
Inflation to 4Q 2019	2.5%	46,000	11	1	2%
		<u>£ 1,871,000</u>	<u>£429 /m2</u>	<u>£40 /sq ft</u>	<b>100%</b>

## Order of Cost Range

On the basis of the project brief and the limited design information available, we anticipate that the outturn construction cost at current prices will be in the range of £1.7 - £1.9m.

## Options Appraisals

1 Interim Café & Ground Floor Proposed Public Access Areas

## Construction Cost

96,000

## Prelims', OH&P, Professional Fees, Contingency & Inflation

29,447

## Total

125,447

## Floor Areas

Gross internal floor area                      4,357 m2                      46,898 sq ft

# Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
<b>2</b>	<b>Superstructure</b>				<b>Total 766,804</b>
2.3	<b>Roof</b>				
	<u>Roof 01; South East; Flat Roof over Southern extent of F11 Ballroom</u>				
2.3.1	Assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system with sanded (not mineral) cap sheet; torch on system; fixd on existing flat roof build up inc. cleaning and preparing existing surface	96	m2	55.00	5,266
2.3.2	Ditto abv.; Upstand; approx 300mm high	38	m	35.00	1,328
	<u>Roof 02 . South West . Flat Roof over F15</u>				
2.3.3	Assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system with sanded (not mineral) cap sheet; torch on system; fixd on existing flat roof build up inc. cleaning and preparing existing surface	80	m2	55.00	4,406
	<u>Roof 03 . East . Lead top over slated mansard with lead cloaked dormers</u>				
2.3.4	Assume structure sound and falls adequate under LSA guarantee standards. Allow for 100% renewal in Code 7 (White) milled lead over hardwood-core King and Queen rolls to top, hip rolls, and torus rolls/bullnose to perimeter on building paper on existing sarking boards to relevant LSA guarantee standards.	219	m2	140.00	30,621
2.3.5	Strip and dispose of existing	219	m2	15.00	3,281
2.3.6	Allow for 100% renewal of slates to near-vertical mansards to North, East, South, and West elevations on softwood battens and new 1F type underfelt; Spanish/ Brazilian slate	265	m2	95.00	25,216
2.3.7	Strip and dispose of existing slate, battens and underfelt	265	m2	17.00	4,512
	<u>Roof 04a . Central . Pitched and hipped lantern with raised glazed central section – see 4.2.5</u>				
	<u>Roof 4b - over G12 Staircase</u>				

Page 401



## Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
2.3.8	Assume structure sound and falls adequate to LSA guarantee standards. Allow for 100% renewal in Code 7 (white) lead over hardwood-core Queen and hip rolls, and torus rolls/bullnose to perimeter on building paper on existing sarking boards to relevant LSA guarantee standards. Note: Increase in lead bays required to conform to LSA guarantee standards.	170	m2	140.00	23,806
2.3.9	Strip and dispose of existing	170	m2	15.00	2,551
	<u>Roof 04b . Central . Glazed pitched and hipped lantern on vertical framework over G12 Staircase</u>				
2.3.10	Proprietary patent glazing system with single-glazed units in existing (cleaned, primed and painted) iron frame.	40	m2	400.00	16,000
	<u>Roof 05 . South . Slate pitched and hipped</u>				
2.3.11	Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.	151	m2	95.00	14,303
2.3.12	Strip and dispose of existing slate, battens and underfelt	151	m2	17.00	2,559
	<u>Roof 06 . South West . Slate pitched and hipped</u>				
2.3.13	Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls	23	m2	95.00	2,200
2.3.14	Strip and dispose of existing slate, battens and underfelt	23	m2	17.00	394
2.3.15	Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls; curved roof	39	m2	100.00	3,924
2.3.16	Strip and dispose of existing slate, battens and underfelt	39	m2	17.00	667
	<u>Roof 07 . West . Slate pitched and hipped</u>				

Page 402

## Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

	Quantity	Unit	Rate	Total
2.3.17 Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.	214	m2	95.00	20,285
2.3.18 Strip and dispose of existing slate, battens and underfelt	214	m2	17.00	3,630
<u>Roof 08 . North West . Felt over Lift House</u>				
2.3.19 Roofing felt; assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system with sanded (not mineral) cap sheet; torch on system; fixd on existing flat roof build up inc. cleaning and preparing existing surface	15	m2	55.00	847
2.3.20 Strip and dispose of existing felt	15	m2	15.00	231
<u>Roof 09 . North West . Slate pitched and hipped</u>				
2.3.21 Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.	81	m2	95.00	7,722
2.3.22 Strip and dispose of existing slate, battens and underfelt	81	m2	17.00	1,382
<u>Roof 10 . North West . Slate pitched and hipped</u>				
2.3.23 Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls.	60	m2	95.00	5,661
2.3.24 Strip and dispose of existing slate, battens and underfelt	60	m2	17.00	1,013
2.3.25 Allow for 100% renewal of slates to all pitches on new softwood battens and Code 7 (White) lead over hardwood-core ridge and hip rolls; curved roof	32	m2	120.00	3,816
2.3.26 Strip and dispose of existing slate, battens and underfelt	32	m2	17.00	541
<u>Roof 11a . Lead flat</u>				

Page 403

## Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

	Quantity	Unit	Rate	Total
2.3.27 Assume structure sound and falls adequate under LSA guarantee standards. Allow for 100% renewal in Code 7 (White) lead over hardwood-core King and Queen rolls to top, hip rolls, and torus rolls/bullnose to perimeter on building paper on existing sarking boards to relevant LSA guarantee standards.	62	m2	140.00	8,741
2.3.28 Strip and dispose of existing	62	m2	15.00	937
2.3.29 Cornice; strip existing and replace substantial decorative zinc cornice to perimeter of both levels of lead top; OA girth approx. 1.2m	68	m	450.00	30,434
<u>Roof 11b . Slate mansards</u>				
2.3.30 Allow for 100% renewal of slates to near-vertical mansards to North, East, South, and West elevations on softwood battens and decorative zinc cornice and ridge details.	195	m2	125.00	24,381
2.3.31 Strip and dispose of existing slate, battens and underfelt	195	m2	17.00	3,316
2.3.32 Dormers; See 7.0 External Doors & Windows				
<u>Roof 12 . North East . Slate pitched and hipped</u>				
2.3.33 Allow for 100% renewal of slates to all pitches on new softwood battens and Code 5 (Red) lead over hardwood-core ridge and hip rolls.	57	m2	80.00	4,570
2.3.34 Strip and dispose of existing slate, battens and underfelt	57	m2	17.00	971
<u>Roof 13 . Central . Lead flat</u>				
2.3.35 Assume structure sound and falls adequate under LSA guarantee standards. Code 7 (White) lead on hardwood-core King and Queen rolls over building paper on existing sarking boards.	146	m2	140.00	20,426
2.3.36 Strip and dispose of existing	146	m2	17.00	2,480
<u>Roof 14 . Central . Glazed pitched and hipped lantern over S01 Landing</u>				

Page 404

# Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
<i>NB. No work noted on Purcell schedule however assume as follows:</i>					
2.3.37	Proprietary patent glazing system with single-glazed units in existing (cleaned, primed and painted) iron frame.	15	m2	400.00	5,880
<b><u>Roof Structural Repairs</u></b>					
x 2.3.38	Allowance for 25% timber rafter end repairs	1	item	50,000.00	50,000
x 2.3.39	Allowance for 75% timber gutter structure renewals	1	item	30,000.00	30,000
x 2.3.40	Risk allowance for further structural timber repair which may be required following further investigation	1	item	100,000.00	100,000
<b><u>Ridges and Hip Rolls</u></b>					
2.3.38	Ridges and hip rolls; generally code 7 lead over hardwood; approx width 450mm	250	m	55.00	13,750
<b><u>Saddle Flashings</u></b>					
2.3.39	Saddle flashings at ridge intersections	12	nr	40.00	480
<b><u>Gutters</u></b>					
Code 7 (White) to all valleys and perimeters unless otherwise stated.					
2.3.40	Lead valleys to slated roofs; approx. 300mm wide; renewal in code 7 lead	70	m	45.00	3,150
2.3.41	Lead valleys to lead/flat; approx. 300mm wide; renewal in code 7 lead	45	m	45.00	2,025
2.3.42	Lead valleys to lead/flat; approx. 600mm wide; renewal in code 7 lead	112	m	80.00	8,960
2.3.43	Lead valleys to lead/flat; renewal in code 7 lead	123	m2	140.00	17,226

Page 405

# Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
<b><u>Parapets</u></b>					
Parapet Veranda to East elevation adjacent to Roof 03					
2.3.44	Built-up bituminous Bauder/Alumasc type with sanded (not mineral) cap sheet over concrete; approx. o/a upstand girth 1.5m	42	m2	55.00	2,327
<b><u>Copings</u></b>					
2.3.45	Balustrades to North and South elevations appear in good condition, however, should falls be found to be inadequate, an allowance should be made for the dismantling of said balustrades and Code 7 (White) lead gutter flashings to be dressed under. Allow also for re-pinning of 50% balusters and 50% coping stones.	68	m	180.00	12,240
<b><u>Chimneys</u></b>					
2.3.46	Chimneys appear in good condition throughout. Allow 10% mortar repairs to bare-brick chimneys and 10% render repairs to rendered chimneys; approx. nr of chimneys	15	nr	350.00	5,250
<b><u>Chimney Caps</u></b>					
2.3.47	Proposed: Bespoke square-type caps to all pots; approx. nr of caps	45	nr	150.00	6,750
<b><u>Lightning Protection System</u></b>					
2.3.48	Assume 100% renewal of lightning protection system in ring to perimeter parapet, to all roof King/ridge rolls, and spur aerial to all chimneys.	1475	m2	12.00	17,700
<b><u>Rainwater Goods</u></b>					

Page 406

# Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
<p>Self-set vegetation has taken hold in a number of areas. As such, where cast iron guttering is present, an allowance should be made to re-seal and paint alongside an allowance for complete replacement in some areas. Where plastic guttering is present, this should be replaced in new cast iron.</p>					
2.3.49	Allowance to clean down, re-seal and paint existing cast iron guttering	1	item	15,000.00	15,000
2.3.50	Allowance for complete replacement with cast iron gutters where gutter has been replaced with plastic or cast iron gutter has degraded	1	item	25,000.00	25,000
2.5	<b><u>External walls</u></b>				
<p>Walls appear in acceptable condition however there has been significant movement with repairs required in a number of areas. Allow for investigation work and repairs.</p>					
2.5.1	Allowance for structural investigation and ongoing monitoring	1	item	12,000.00	12,000
2.5.2	Allowance for patch repairs to render fascade where cracking occurs; excludes structural repairs until structural report has been issued	1	item	20,000.00	20,000
	<b><u>Cornices</u></b>				
<p>Cornices &amp; String Courses to Base of First Floor South Elevation; Introduce correct flashing by shortening windows to allow 1:60 (1:80 potentially acceptable) fall away from window in Code 5 (Red) lead on sloped mortar.</p>					
2.5.3	Remove, shorten approx 100mm and replace window casements; two casements per window opening; remove, raise and replace window sill section (any such repairs required measured elsewhere)	14	nr	350.00	4,900
2.5.4	Fit new Code 5 lead flashing laid to falls on mortar bed; approx av. width of string course 400mm; approx girth 600mm including upstand dressed up wall 100mm min.; dressed down over face of string course min. 75mm; to include chasing into external wall and upstands where wrought iron balustrades penetrate	52	m	85.00	4,420

Page 407

# Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
2.6	<b><u>Windows and External Doors</u></b>				
2.6.1	Redecoration to all external doors and windows; rub down and repaint internally and externally	956	m2	22.00	21,030
2.6.2	Allowance for 10% RepairCare to all external joinery.	1	item	10,000.00	10,000
	<b><u>Dormers to Roof 04a</u></b>				
2.6.3	Allowance for 100% replacement of timber and Code & (White) lead top, cheeks, and aprons to 15no dormers; approx. 1.5m2 ea.	15	nr	750.00	11,250
	<b><u>Dormers to Roof 11a</u></b>				
2.6.4	Replace 2no landscape dormers to South elevation; approx 2m2	2	nr	1,000.00	2,000
2.6.5	20% RepairCare to oval dormers to North West and North East corners; approx. 1.5m2	2	nr	550.00	1,100
	<b><u>Doors to First Floor South Elevation</u></b>				
2.6.6	Allow 25% replacement timber and 10% RepairCare to all 14no windows and 100% rub-down and redecoration.	14	nr	675.00	9,450
2.7	<b><u>Internal Walls and Partitions</u></b>				
	<b><u>Dry-Rot Damage</u></b>				
	Eradicate all extant dry-rot and allow for 20% repairs to decorative plasterwork. If left unchecked, allow for moulds to be made of surviving plasterwork and 100% replacement.				
x 2.7.4	Eradication of dry rot; extent TBC as no invasive survey has been undertaken; provisional allowance of £30k; final cost depending on extent and method of eradication	1	item	50,000.00	50,000

Page 408

## Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
2.7.5	Repairs to decorative plasterwork/ cornices affected by dry rot/ damp ingress; approximate quantity	50	m2	450.00	22,500
<b>3</b>	<b>Finishes</b>			<b>Total</b>	<b>-</b>
3.1	<b><u>Wall and Ceiling Finishes</u></b>				
	The building has been used heavily by Torbay Council leaving significant wear to various elements. The ongoing over-heating and lack of ventilation to spaces is leading to further decay.				
	Assume 100% re-decoration to plasterwork (walls, ceilings and cornices) to Ground, First, Second and Third floors				
2.7.1	Ceilings; clean down existing and 2 cts. emulsion paint; white (excluding painted murals)		m2	10.00	-
2.7.2	Walls; clean down existing and 2 cts. emulsion paint; white		m2	10.00	-
2.7.3	E.O. cornice work; clean down existing and 2 cts. emulsion paint; white; girth av. 600mm wide		m	10.00	-
	NB: No inclusion for any new gilding or repairs to gilded plasterwork				
3.2	<b><u>Floor finishes</u></b>				
	<u>Timber floors to First Floor</u>				
3.2.1	Assume 100% renewal of floor finishes owing to significant wear due to use and damage from previous use		m2	70.00	-
3.2.2	Assume 100% renewal of carpets throughout second and third floors; inc. removal and disposal of existing		m2	70.00	-

Page 409



# Order of Cost Estimate - Initial Repairs

Oldway Mansion

Breakdown

10 April 2018

		Quantity	Unit	Rate	Total
<b>4</b>	<b>Fittings, furnishings and equipment</b>				<b>Total -</b>
4.1	<u>Fittings, furnishings and equipment</u>				
4.1.1	Should historically significant elements of the building be restored to their original grandeur, specialist advice should be sought with regard to the ornamental plasterwork, scagliola, and fine stone and metalwork throughout the entrance halls, grand staircase, and Piano Nobile.				Excluded
<b>5</b>	<b>Services</b>				<b>Total -</b>
5.1.1	No assessment as to the viability or appropriateness of the existing heating and electrical system has been made under this schedule.				Excluded
					<b>766,804</b>

Page 410

# Order of Cost Estimate

Oldway Mansion

Breakdown

09 April 2018

	Quantity	Unit	Rate	Total
<b>1 Interim Café and proposed public access to Hall, Stairs, Parlour and Ballroom</b>				
1.1 Floor finishes; allowance for vinyl/ carpet tile finish	450	m2	70.00	31,500
1.2 Wall and ceilings finishes measured in Outline Repairs estimate				
Walls	2000	m2	10.00	20,000
Ceilings	450	m2	10.00	4,500
Internal Joinery	1	item	10,000.00	10,000
1.3 MEP services upgrade (deemed not required for Phase 1)				nil
1.4 Internal and external furniture/ kitchen equipment assumed to be provided by Café operator				nil
1.5 Allowance for any other works required pending further investigation	1	item	30,000.00	30,000
				<u>96,000</u>

# Order of Cost Estimate

---

## Oldway Mansion


for

**Torbay Council**

Report Nr: 5      Date: 12 April 2018



Page 412

Project Nr: 34812  
Prepared by: Lewis Karniewicz  
Approved by: Andrew Clancy  
Signed: 

Mace Cost Consultancy Limited  
Balliol House  
Southernhay Gardens  
Exeter  
EX1 1NP

Tel +44 (0)1392 797 330

## 1. Introduction

- 1.1 This Order of Cost Estimate issued to Torbay Council refers to the works to Oldway Mansion, Paignton in respect of:
  - 1) Oldway Mansion Preliminary Outline Repairs Schedule dated February 2018 issued by Purcell.
  - 2) Options appraisal for possible future uses issued February 2018 by Purcell.
  - 3) This estimate covers works defined as Phase 2, and excludes costs of initial and urgent repairs, which are subject of separate estimate by ourselves
- 1.2 The site specific conditions have been considered and the costs in this report are based on the repairs schedule, survey drawings and options appraisal received from Purcell.
- 1.3 Mace have no information regarding structural stability of Oldway Mansion however allowance have been made following receipt of further information via. DCA Consultants 26/03/18.
- 1.4 This Estimate represents the anticipated construction cost at current prices using a competitive method of procurement under a traditional form of contract. The inflation percentage applied has been calculated using the BCIS UK Average for this calculation @ 5.7% to 2021.
- 1.5 A Contingency allowance of 15% has been included which is what Mace would expect to allow for a scheme of this nature.

## 2. Information used - Order of Cost Estimate 1

- 2.1 Preliminary Outline Repairs Schedule dated February 2018
- 2.2 Roof Plan - SK01 Roof Areas
- 2.3 Options appraisal for possible future uses issued February 2018  
Survey drawings by Nationwide Surveys:
- 2.4 Dwg ref.: AKK1001/B
- 2.5 Dwg ref.: AKK1001/C
- 2.6 Dwg ref.: AKK1001/D
- 2.7 Dwg ref.: AKK1001/E
- 2.8 Dwg ref.: AKK1001/G
- 2.9 Dwg ref.: AKK1001/H

## 2.10 Information used - Order of Cost Estimate 2

- 2.11 Comments as per Mr. D. Clarke (DCA Consultants) email rec'd 26/03/2018 10:06.
- 2.12 Comments as per Mr. N Phillips (Purcell) document titled "Oldway Mansion NP Cost Plan Comments" attached to DCA Consultants email rec'd 26/03/2018 10:06

## 2.13 Information used - Order of Cost Estimate 3-5

- 2.14 Adjust inflation dates in line with proposed Programme supplied by Mr. D. Clarke (DCA Consultants) email rec'd 10/04/18 12:08.
- 2.15 Inclusion of an allowance to refurbish/ rebuild ancillary buildings within the the site boundary.
- 2.16 Inclusion of an allowance to bring the Rotunda back into use

## 3. Exclusions

The following items are not included in this estimate of construction cost and allowance should be made elsewhere:

- 3.1 Extraordinary inflation; NB points 1.5 and 1.6
- 3.2 Asbestos removal or encapsulation
- 3.3 Structural stabilisation/ repairs to masonry or timber roof structure other than
- 3.4 the works identified
- 3.5 Risk above the general allowance detailed in the report
- 3.6 Site surveys
- 3.7 Planning requirements, conditions etc.
- 3.8 VAT
- 3.9 Repair works to the Rotunda building other than the immediate securing of the building works requested by Purcell

## 4. Assumptions

- 4.1 It is assumed a Spanish/ Brazilian slate can be used to recover the existing roof structure
- 4.2 A number of assumptions have been made on this Estimate (Report Nr. 5) as a result of points 2.11 and 2.22. Please refer to supporting information listed in 2.11 and 2.22 for further clarification.



		Order of Cost £	£ / m <sup>2</sup> GIFA	£ / ft <sup>2</sup> GIFA	
<b>Repair Works as scheduled by Purcell Ltd (excl. Initial Repairs items)</b>		5,459,652	1253	116	56%
		<u>5,459,652</u>	<u>1253</u>	<u>116</u>	
Preliminaries	18%	982,737	226	21	10%
Scaffolding and Access to Oldway		250,000	57	5	3%
Partial Scaffold Weather Protection to Roof Areas to Oldway only		100,000	23	2	1%
OH&P	8%	543,391	125	12	6%
Professional Fees	10%	733,578	168	16	7%
Contingency	15%	1,210,000	278	26	12%
Inflation to 2021; see Commentary page	5.7%	529,000	121	11	5%
<b>Order of Cost Total</b>		<b>£ 9,808,000</b>	<b>£2,251 /m2</b>	<b>£209 /sq ft</b>	<b>100%</b>
<b>Repair Works to the Rotunda Building</b>		933,542	1253	116	57%
Preliminaries	18%	168,037	226	21	10%
Scaffolding and Access to the Rotunda		150,000	201	19	9%
OH&P, Professional Fees, Contingency, Inflation to 2021	31%	<b>387,990</b>	521	48	24%
<b>Order of Cost Total</b>		<b>£ 1,640,000</b>	<b>£2,201 /m2</b>	<b>£205 /sq ft</b>	<b>100%</b>

**Order of Cost Range**

On the basis of the project brief and the limited design information available, we anticipate that the outturn construction cost at current prices will be in the range of £10.8 - £11.8 million including works to the Rotunda and other ancillary buildings within the grounds.

**Potential phase three works to create further residential/lettable units**

	Value	Prelims <sup>1</sup> , OH&P, Professional Fees, Contingency & Inflation	Total (excl VAT)
<b>9 self-catered units (7 units + 2 units)</b>	<b>730,000</b>	<b>255,500</b>	<b>985,500</b>

**Floor Areas**

Gross internal floor area - Oldway Mansion	4,357 m2	46,898 sq ft
Gross internal floor area - Rotunda Building	745 m2	8,019 sq ft

# Order of Cost Estimate

Oldway Mansion

Breakdown

12 April 2018

				Quantity	Unit	Rate	Total
"x" denotes updates following DCA email response dated 26.03.18							
<b>2</b>	<b>Superstructure</b>					<b>Total</b>	<b>806,780</b>
2.2	<u>Upper Floors</u>						-
	<u>Stairs</u>						
x	2.2.1	Independent staircase within new core; ground floor to second floor; including all works to form openings inc trimming and secondary steelwork supports; assumed 1 hr fire rating		1	item	40,000.00	40,000
2.3	<u>Roof</u>						
		<u>Roof 01; South East; Flat Roof over Southern extent of F11 Ballroom</u>					
x	2.3.1	Assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system including insulation; high performance polymer modified bitumen membrane with sanded (not mineral) cap sheet; torch on system; fixd on existing flat roof build up inc. removing existinf flat roof covering, cleaning and preparing existing timber deck		96	m2	160.00	15,319
x	2.3.2	Ditto abv.; Upstand; approx 300mm high		38	m	70.00	2,656
		<u>Roof 02 . South West . Flat Roof over F15</u>					
x	2.3.3	Assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system including insulation; high performance polymer modified bitumen membrane with sanded (not mineral) cap sheet; torch on system; fixd on existing flat roof build up inc. removing existinf flat roof covering, cleaning and preparing existing timber deck		80	m2	160.00	12,816
		<u>Roof 08 . North West . Felt over Lift House</u>					

Page 415

# Order of Cost Estimate

Oldway Mansion

## Breakdown

12 April 2018

			Quantity	Unit	Rate	Total
x	2.3.19	Assume structure sound and falls adequate under relevant guarantees. Built-up bituminous Bauder/Alumasc system including insulation; high performance polymer modified bitumen membrane with sanded (not mineral) cap sheet; torch on system; fixd on existing flat roof build up inc. removing existinf flat roof covering, cleaning and preparing existing timber deck	15	m2	160.00	2,464
	2.3.20	Strip and dispose of existing felt	15	m2	15.00	231
		<u>Insulation to Existing Roof Areas</u>				
x	2.3.41	Insulation to all existing roof areas; assumed between rafters (below sarking board) accessed and installed via loftspace area	191	m2	55.00	10,518
2.5		<u>External walls</u>				
x	2.5.3	Allowance for masonry repairs	1	item	150,000.00	150,000
2.6		<u>Windows and External Doors</u>				
	2.6.1	Redecoration to all external doors and windows; rub down and repaint internally and externally	956	m2	50.00	47,795
	2.6.2	Allowance for 10% RepairCare to all external joinery.	1	item	10,000.00	10,000
		<u>Dormers to Roof 04a</u>				
	2.6.3	Allowance for 100% replacement of timber and Code & (White) lead top, cheeks, and aprons to 15no dormers; approx. 1.5m2 ea.	15	nr	750.00	11,250
		<u>Dormers to Roof 11a</u>				
	2.6.4	Replace 2no landscape dormers to South elevation; approx 2m2	2	nr	1,000.00	2,000
	2.6.5	Replace 2no landscape dormers to North West and North East corners; approx. 1.5m2	2	nr	550.00	1,100

Page 416

# Order of Cost Estimate

Oldway Mansion

Breakdown

12 April 2018

		Quantity	Unit	Rate	Total
<u>Doors to First Floor South Elevation</u>					
2.6.6	Allow 25% replacement timber and 10% RepairCare to all 14no windows and 100% rub-down and redecoration.	14	nr	675.00	9,450
<u>Generally</u>					
x 2.6.7	Allowance for further repairs to external joinery following further inspection and assessment of their condition	1	item	140,000.00	140,000
x 2.6.8	Installation of secondary glazing to all existing windows; aluminium framed internal patent glazing	956	m2	200.00	191,181
x 2.6.9	Allowance for the design and installation of a new steel framed and glazed new protective rooflight over the existing central stair hall rooflight	1	item	120,000.00	120,000
2.7	<b><u>Internal Walls and Partitions</u></b>				
<u>Dry-Rot Damage</u>					
x 2.7.5	Repairs to decorative plasterwork/ cornices affected by dry rot/ damp ingress	1	item	40,000.00	40,000
<b>3</b>	<b>Finishes</b>			<b>Total</b>	<b>572,617</b>
3.1	<b><u>Wall and Ceiling Finishes</u></b>				
	The building has been used heavily by Torbay Council leaving significant wear to various elements. The ongoing over-heating and lack of ventilation to spaces is leading to further decay.				
	Assume 100% re-decoration to plasterwork (walls, ceilings and cornices) to Ground, First, Second and Third floors				
2.7.1	<u>Ceilings, plasterwork, existing</u> and 2 cts. emulsion paint; white (excluding painted murals)	3267	m2	10.00	32,670

Page 417



# Order of Cost Estimate

Oldway Mansion

Breakdown

12 April 2018

				Quantity	Unit	Rate	Total
2.7.2	Walls; clean down existing and 2 cts. emulsion paint; white	11076	m2	10.00	110,764		
2.7.3	E.O. cornice work; clean down existing and 2 cts. emulsion paint; white; girth av. 600mm wide	2428	m	10.00	24,285		
x	2.7.4 Allowance for redecoration to internal joinery; scope TBC	1	item	100,000.00	100,000		
x	2.7.5 Allowance for specialist decorative finishes e.g. gilding, mirror re-silvering etc	1	item	50,000.00	50,000		
3.2	<b><u>Floor finishes</u></b>						
	<u>Generally</u>						
3.2.1	Assume 100% renewal of floor finishes throughout first floor owing to significant wear due to use and damage from previous use	1043	m2	70.00	73,010		
3.2.2	Assume 100% renewal of carpets throughout second and third floors; inc. removal and disposal of existing	1141	m2	70.00	79,870		
x	3.2.4 Assume 100% renewal of floor finishes throughout ground floor owing to significant wear due to use and damage from previous use	1083	m2	70.00	75,810		
x	3.2.3 Timber repairs to upper floors; provisional quantity of 10% of upper floor NIA	218	m2	120.00	26,208		
<b>4</b>	<b>Fittings, furnishings and equipment</b>					<b>Total</b>	<b>120,000</b>
4.1	<u>Fittings, furnishings and equipment</u>						
4.1.1	Should historically significant elements of the building be restored to their original grandeur, specialist advice should be sought with regard to the ornamental plasterwork, scagliola, and fine stone and metalwork throughout the entrance halls, grand staircase, and Piano Nobile.						Excluded

Page 418

# Order of Cost Estimate

Oldway Mansion

Breakdown

12 April 2018

			Quantity	Unit	Rate	Total
<b>5</b>	<b>Services</b>					<b>Total 3,115,255</b>
5.0	<u>Generally</u>					
x	5.0.1	Allowance for complete new M&E installation	4357	m2	650.00	2,832,050
x	5.14.1	BWIC; increased to 10% due to works within Listed building and consequential making good to existing building fabric will be required following installation	10	%	2,832,050.00	283,205
<b>7</b>	<b>Works to Existing Buildings</b>					<b>Total 410,000</b>
7.0	<u>Work to the Rotunda</u>					
x	7.0.1	Temporarily securing the Rotunda building; generally consisting of secure boarding to windows and external doors and signage. No structural alterations allowed as structural stability deemed safe at present.	1	item	10,000.00	10,000
	7.0.2	Allowance for renovation works to ancillary buildings and structures within the site boundary; e.g. entrance arch, stables, statuary	1	item	400,000.00	400,000
<b>8</b>	<b>External Works</b>					<b>Total 435,000</b>
	<u>Generally</u>					
x	8.0.1	Works to the existing Car Park - Reduce amount of parking and introduce terraces, lawns, planting and footpaths to create a more sympathetic setting to the northern façade and arch. Improve surfacing of remaining carparking.	1	item	175,000.00	175,000
x	8.0.2	Works to the Approach Road - Remove parking from approach road and widen footpaths or create a shared surface to create a fitting approach to the Mansion	1	item	30,000.00	30,000
x	8.0.3	Works to Terraces - Repave terraces with stone paving flags and clean and repair statuary and other features	1	item	65,000.00	65,000

Page 419

# Order of Cost Estimate

Oldway Mansion

## Breakdown

12 April 2018

			Quantity	Unit	Rate	Total
x	8.0.4	Works to the South Terrace - Surface existing footpaths with reinforced gravel system and improve drainage	1	item	15,000.00	15,000
x	8.0.5	Works to South Lawn - Clean, repair and conserve terrace wall to northern edge, surface existing footpaths with reinforced gravel system, improve drainage and introduce more planting.	1	item	40,000.00	40,000
x	8.0.6	Works to Orangery Gardens - Manage existing planting and introduce more planting	1	item	10,000.00	10,000
x	8.0.7	Allowance to install "Pay and Display" car parking system	1	item	15,000.00	15,000
x	8.0.8	Allowance for signage	1	item	10,000.00	10,000
x	8.0.9	Allowance for lighting; assume 10 nr columns/ bollards and associated electrical and trenching works	1	item	25,000.00	25,000
x	8.0.10	Allowance for other unidentified landscaping works generally to the Estate; scope TBC	1	item	50,000.00	50,000
						<b><u>5,459,652</u></b>

Page 420

# Order of Cost Estimate

Oldway Mansion

Breakdown

12 April 2018

	Quantity	Unit	Rate	Total
<b>1 Interim Café - Ground Floor Proposed</b>				
1.1 Floor finishes; allowance for vinyl/ carpet tile finish <i>Indication of costs which are already <u>included</u> in this estimate for these areas are: Floors: 139 m2 x £70/ m2 = £9,730</i>				nil
1.2 Wall and ceilings finishes measured in Outline Repairs estimate <i>Indication of costs which are already <u>included</u> in this estimate for these areas are: Walls: 579 m2 x £10/ m2 = £5,790 Ceilings: 139 m2 x £10/ m2 = £1,390 Internal Joinery: 1 item = £3,200 External Windows and Doors: 1 item = £25,000 Repairing plasterwork: 1 item = £6,000</i>				nil
1.3 MEP services upgrade (if required) <i>Indication of costs which are already <u>included</u> in this estimate for these areas are: MEP: 139 m2 x £650/ m2 = £90,350</i>				nil
1.4 Internal and external furniture/ kitchen equipment assumed to be provided by Café operator				nil
1.5 OH&P, Preliminaries, Access Scaffold, Inflation, Contingency & Fees @ 40% <i>Indication of costs which are already included in this estimate for these areas are: 1 item @ £56,587</i>				nil
				-

## 2 Reception and Café - Ground Floor Proposed

2.1 Floor finishes assumed as existing <i>Floor finishes; allowance for vinyl/ carpet tile finish Indication of costs which are already included in this estimate for these areas are: Floors: 587 m2 x £70/ m2 = £41,090</i>				nil
2.2 Wall and ceilings finishes measured in Outline Repairs estimate <i>Indication of costs which are already <u>included</u> in this estimate for these areas are: Walls: 1784 m2 x £10/ m2 = £17,840 Ceilings: 587 m2 x £10/ m2 = £5,870</i>				nil

Internal Joinery: 1 item = £13,472  
 External Windows and Doors: 1 item = £50,000  
 Repairing plasterwork: 1 item = 10,000

2.3 MEP services upgrade (if required) <i>Indication of costs which are already <u>included</u> in this estimate for these areas are:</i> MEP: 587 m2 x £650/ m2 = £381,550			nil
2.4 Internal and external furniture/ kitchen equipment assumed to be provided by Café operator			nil
2.5 Installation of DDA platform lift to Rooms G09/G10 including structural alterations and making good finishes; to service ground, first and second floors	1 item	50,000.00	50,000
2.6 OH&P, Preliminaries, Access Scaffold, Inflation, Contingency & Fees @ 40% <i>Indication of costs which are already included in this estimate for these areas are:</i> 1 item @ £207,928			nil
			50,000

**3 Events - First Floor Proposed**

3.1 Floor finishes measured in Outline Repairs estimate <i>Indication of costs which are already <u>included</u> in this estimate for these areas are:</i> Floors: 726 m2 x £70/ m2 = £50,820			nil
3.2 Wall and ceilings finishes measured in Outline Repairs estimate <i>Indication of costs which are already <u>included</u> in this estimate for these areas are:</i> Walls: 2272 m2 x £10/ m2 = £22,720 Ceilings: 726 m2 x £10/ m2 = £7,260 Internal Joinery: 1 item = £16,662 External Windows and Doors: 1 item = £135,000 Dry Rot eradication: 1 item = £50,000 Repairing plasterwork: 1 item = £10,000			nil
3.3 MEP services upgrade (if required) <i>Indication of costs which are already <u>included</u> in this estimate for these areas are:</i> MEP: 726 m2 x £650/ m2 = £471,900			nil
3.4 Installation of DDA platform lift to Rooms G09/G10 including structural alterations and making good finishes; to service ground, first and second floors NB also included in option 2	1 item	50,000.00	50,000
3.5 OH&P, Preliminaries, Access Scaffold, Inflation, Contingency & Fees @ 40%			nil

Indication of costs which are already included in this estimate for these areas are:  
1 item @ £321,744

50,000

#### 4 Self-Catered Suites - Second Floor Proposed – Phase 2

4.1 Floor finishes measured in Outline Repairs estimate

nil

Indication of costs which are already included in this estimate for these areas are:  
Floors: 471 m2 x £70/ m2 = £32,970

4.2 Wall and ceilings finishes measured in Outline Repairs estimate

nil

Indication of costs which are already included in this estimate for these areas are:

Walls: 2200 m2 x £10/ m2 = £22,000

Ceilings: 471 m2 x £10/ m2 = £4,710

Internal Joinery: 1 item = £10,362

External Windows and Doors: 1 item = £100,000

Dry Rot eradication: NB included in Option 3; assume by it's nature it is not possible to partially address the Dry Rot so robust full eradication will be required regardless of the options chosen

Repairing plasterwork: 1 item = £12,000

4.3 MEP services upgrade (if required)

nil

Indication of costs which are already included in this estimate for these areas are:

MEP: 471 m2 x £650/ m2 = £306,150

4.4 Refurbishment of existing rooms to create self-catered suites each with a kitchenette and WC/ shower room including all mechanical, electrical and waste services. Approx. allowance £25k Bathrooms, £15k Kitchens, £30k Allowance for internal alterations

7 nr

70,000.00

490,000

4.5 OH&P, Preliminaries, Access Scaffold, Inflation, Contingency & Fees @ 40%

nil

Indication of costs which are already included in this estimate for these areas are:

1 item @ £195,276

490,000

#### 5 Self-Catered Suites/lettable units - Second Floor Proposed additional units (E.O. 2 nr units)

5.1 Floor finishes measured in Outline Repairs estimate

nil

Indication of costs which are already included in this estimate for these areas are:

Floors: 140 m2 x £70/ m2 = £9,800

5.2 Wall and ceilings finishes measured in Outline Repairs estimate

nil

Indication of costs which are already included in this estimate for these areas are:

Walls: 650 m2 x £10/ m2 = £6,500

Ceilings: 140 m2 x £10/ m2 = £1,400

Internal Joinery: 1 item = £2,960

External Windows and Doors: 1 item = £30,000

Dry Rot eradication: NB included in Option 3; assume by it's nature it is not possible to partially address the Dry Rot so robust full eradication will be required regardless of the options chosen

Repairing plasterwork: 1 item = £3,000

5.3 MEP services upgrade (if required)				nil
<i>Indication of costs which are already included in this estimate for these areas are:</i>				
<i>MEP: 140 m2 x £650/ m2 = £91,000</i>				
5.4 Refurbishment of existing rooms to create self-catered suites each with a kitchenette and WC/ shower room including all mechanical, electrical and waste services. Approx. allowance £25k Bathrooms, £15k Kitchens, £30k Allowance for internal alterations	2	nr	70,000.00	140,000
5.5 OH&P, Preliminaries, Access Scaffold, Inflation, Contingency & Fees @ 40%				nil
<i>Indication of costs which are already included in this estimate for these areas are:</i>				
<i>1 item @ £58,000</i>				
				<u>140,000</u>

**6 Allowance to remainder of West Wing reuse as per DCA potential Phase 3**

6.1 Allowance for floor, wall ceiling, internal joinery, external windows and doors and plasterwork				nil
<i>Indication of costs which are already included in this estimate for these areas are:</i>				
<i>Generally: £250,000</i>				
6.2 MEP services upgrade (if required)				nil
<i>Indication of costs which are already included in this estimate for these areas are:</i>				
<i>MEP: 1200 m2 x £650/ m2 = £780,000</i>				
6.3 E.O. Option A allowance; Refurbishment of existing rooms to create self-catered suites each with a Kitchenette and WC/ shower room. Approx. allowance £25k Bathrooms, £15k Kitchens, £30k Allowance for internal alterations	10	nr	70,000.00	700,000
6.4 OH&P, Preliminaries, Access Scaffold, Inflation, Contingency & Fees @ 40%				nil
<i>Indication of costs which are already included in this estimate for these areas are:</i>				
<i>1 item @ £412,000</i>				
				<u>700,000</u>