

The Oldway Mansion and Grounds Steering Group (Working Party) Meeting Agenda

Tuesday, 12 December 2023 at 5.30 pm
to be held via Zoom

<https://us02web.zoom.us/j/87906850168?pwd=YTBQWDBOZ20yOHFRVWJ3WkNvUjBiZz09>

Meeting ID: 879 0685 0168

Passcode: 299130

+442039017895,,87906850168#,,,,*299130# United Kingdom

+442080806591,,87906850168#,,,,*299130# United Kingdom

Membership

Councillor Adam Billings

Iris Butler

Vacancy - Conservative

Tim Eley

Louise Gilson

Kathy Hughes

Mary Jenkins

Councillor Cat Johns

Jo Jones

Councillor Barbara Lewis

Colleen Moon

Councillor Ras Virdee

- 1. Minutes** (Pages 2 - 3)
To agree the minutes of the meeting held on 10 October 2023.
- 2. Matters Arising**
- 3. Developing a Resilient future for Oldway** (Pages 4 - 48)
To note the submitted report to Cabinet along with the Masterplan report.

Download this agenda via the free modern.gov app on your [iPad](#), [Android Device](#) or [Blackberry Playbook](#). For information relating to this meeting or to request a copy in another format or language please contact:

Lorraine Rawles, Town Hall, Castle Circus, Torquay, TQ1 3DR

Email: governance.support@torbay.gov.uk - www.torbay.gov.uk

Minutes of The Oldway Mansion and Grounds Steering Group (Working Party)

10 October 2023

-: Present :-

Councillor Adam Billings, Councillor Cat Johns, Councillor Barbara Lewis, Councillor Chris Lewis (Chairman) and Councillor Ras Virdee

(Also in attendance: Yvette Ball, David Blanchard, Iris Butler, Councillor Darren Cowell, Alan Denby, Tim Eley, Emma Falconer, Louise Gilson, Kathy Hughes, Mary Jenkins, Jo Jones and Peter Welsby)

Apologies received from Councillor Maddison

365. Minutes

The minutes of the last meeting held on 14 August were agreed as an accurate record.

366. Matters Arising

Covered in the agenda.

367. Potential programme/time scales

Katherine Findley provided an update to the Working Party on a potential programme to the Project Board.

Alan Denby outlined that there is a bridging project proposal focusing on the Rotunda and the potential for Heritage Enterprise Grant. Cllr C Lewis confirmed it is a priority of this administration for Oldway and to resolve the ongoing issues. The Heritage enterprise funding is a two-phase stage process and there are further investigation works required regarding the Rotunda prior to any decisions being made.

368. Project Directors Update Report

The Working Party received an update from Katherine Findley, Project Manager, regarding the progress of the current resilience project. The master plan is on track and will be sent to Alan Denby next week for further comment prior to submission to Cabinet.

369. Any other business

Cllr C Lewis congratulated Tim Eley and the Gardens Group on all the awards that they have recently been awarded.

East Tower - Alan Denby explained that there have been remedial works to the East Tower following the identification of serious issues within the structure. There are now some materials that require removal. The area is as secure as possible to try to resolve unauthorised works. Investigations are being carried out on how to preserve the building.

Historic England visit - Katherine Findley updated the Working Party that Historic England will be visiting next week for a site visit to review the banqueting hall and the towers.

Meeting: Cabinet **Date:** 5 December 2023

Wards affected: All

Report Title: Developing a resilient future for Oldway

When does the decision need to be implemented? Implementation to follow decision.

Cabinet Member Contact Details: Councillor Chris Lewis, Cabinet Member for Place Services & Economic Growth, chris.lewis@torbay.gov.uk

Director Contact Details: Alan Denby, Director of Pride in Place, alan.denby@torbay.gov.uk

1. Purpose of Report

- 1.1 To present the outcome of the National Lottery Heritage Fund supported 'Developing resilient future for Oldway' project. The project was supported in 2022 and committed to the development of a masterplan for Oldway Mansion and its grounds.
- 1.2 Oldway Mansion continues to be a valued heritage site for Paignton and the wider area. The completed project provides a masterplan and supporting reports which identify and celebrate the local, regional, and international significance of aspects of the Mansion. The masterplan has been consulted on widely with extensive work by the project team to provide opportunities for the community to shape the recommendations. The submitted masterplan provides the Council with a robust platform to address the conservation challenges at the site and renew Oldway as an important asset.
- 1.3 This report provides an overview of the masterplan, some of the current repair and maintenance issues at the site and makes recommendations in respect of the potential solution for Oldway.

2. Reason for Proposal and its benefits

- 2.1 The reason for the proposal is to ensure that Oldway Mansion and the grounds (Oldway) support renewed pride in place in Paignton and across Torbay and the site contributes to

Torbay's economic growth. Oldway has a rich heritage and an equally rich potential to support heritage, culture and leisure opportunities for Torbay's residents and visitors.

- 2.2 Following Torbay Council's success, with the Oldway Trust and supported by the Friends of Oldway and the Oldway Gardens Group in securing National Lottery Heritage Funding (NLHF), the 'Developing a resilient future for Oldway' project ("the project") has allowed for longer term options to be explored with a Master Plan and conservation management strategy for the Mansion and estate. Over the past 18 months the Council has worked, through the project team, to deliver a range of outcomes resulting in a masterplan that helps to identify a resilient and sustainable future for Oldway. This position could not have been reached without the support of the NLHF nor without the work already undertaken by the community. The resilience project is an essential first step to restore Oldway and give it a new lease of life.
- 2.3 The recent consultation undertaken through the project has affirmed the importance of the site to those who use it along with the wider community of Paignton and Torbay. In addition, the designation of Torbay as a Heritage Place and the development by Torbay's Place Leadership Board of the Torbay Story has also elevated the importance of Torbay's heritage for the place's future. Conclusion of this project comes at a time when Torbay is increasingly focused on how its rich cultural and heritage opportunities can contribute to better outcomes for the community.
- 2.4 To that end the project has submitted a masterplan with an accompanying suite of appendices which set out the extent of the conservation deficit at the site, and the necessary actions to not only safeguard the Mansion and ground, but to help the site contribute to Torbay's renaissance.
- 2.5 The masterplan proposes a vision for "A community-focused health, wellbeing and creative hub within the historic setting of Oldway." Underneath this headline vision the masterplan sets out that Oldway will be a place;
 - To celebrate heritage
 - For communities to come together
 - For creativity and discovery
 - To connect with nature
 - To be active and relax.

The key features of the masterplan are;

- Restoration of the mansion, outbuildings and grounds dealing with the conservation deficit
- Restoration of the gardens with improved access for active engagement
- Sensitive retrofit of the buildings to reduce running costs
- Returning an enhanced registry service to Oldway

- Active family use of the Rotunda
 - Improved car parking and reduced traffic around the Mansion
 - An attractive forecourt to create new gathering and event space
 - High quality apartments on the top floors
- 2.6 The masterplan sets out a compelling case for the Council to begin the task of assembling the funding and progressing what will be a complex project. The masterplan sets out that the anticipated cost to deliver the recommendations it contains, is a forecast cost of £54 million.
- 2.7 The masterplan was not asked to provide a funding strategy to accompany its recommendations, therefore if the recommendations of this report are accepted, an early task will be to determine the funding strategy however it is likely that the Council will want to use its current designations i.e. as a Levelling Up Partnership location, and as a Heritage Place, to explore the potential for co funding from Government.
- 2.8 The consultation carried out for the project identifies a clear desire from the public for the existing gardens and outdoor areas to remain accessible to the public and for a better, deeper celebration of the sites rich heritage. Overall, there is an understanding that the site needs to generate enough income to ensure its future upkeep and to minimise costs to the Council. To do that, this report argues that there is a need for external funding and partnering opportunities to be fully pursued so that the site does not present future costs to the Council. This will require acceptance of some form of private or exclusive use of areas, for instance the upper floors of the Mansion and potentially parts of restored outbuildings, to provide income generating opportunities for the site.
- 2.9 The vision and options set out above were arrived at based on a review of the previous work carried out by DCA, an external consultancy, in 2018, alongside assessment of whether there are opportunities for the Council to take occupation as an office again, creative workspaces, other commercial functions, an exhibition or gallery space or for commercial offices. These options have been largely discounted, the Council's accommodation strategy does not provide for moving staff into other facilities away from the Town Hall and Torhill House. There is insufficient demand for creative workspace at the scale that makes this a viable proposition.
- 2.10 Over the summer there have been informal approaches to the Council from private sector partners, interested to understand the potential for the site and the Council's intentions. It would be sensible to more publicly and formally call for potentially interested parties to come forward to understand what opportunities exist for partnering which may help address some of the cost challenges.
- 2.11 The work set out above is currently assessed at a forecast cost of £54M. This includes allowances for contingencies, risk and inflation (based on BCIS indices). This cost has been developed by the project team through their cost consultants Ravenslade and Coreus who have assessed the conservation deficit, renovation and grounds costs to arrive at this

forecast. It has not been tested with contractors and should not be seen as a definitive figure. It also assumes that the work will be delivered in phases over a period of a decade. On that basis the estimated cost is broken down as follows;

- Phase 1 Restoration £13M
- Phase 2 Rotunda £4M
- Phase 3 Mansion & Garden restoration £35M
- Phase 4 Parking & landscaping £2M

- 2.12 There is also an urgent need for commitment of circa £1M, assessed by TDA's review of the works and aligned to the condition survey carried out through the resilience project to Oldway for works to put in place preventative measures to avoid further degradation of the structure over the coming two winters.
- 2.13 Overall, therefore these are hugely significant costs for any organisation to have to identify and fund. It will not be possible for the Council, acting alone, to resolve the conservation deficit at Oldway and provide a resilient future for the site. There will be a need to work with public and private sector partners to bring in co-investment alongside the Council. The Masterplan suggests that there is potential income of £400-600k per annum. This would support borrowing of around £7M based on a twenty-five year borrowing term on current Public Works Loan Board rates. This level of borrowing is not sufficient to be able to deliver the masterplan and makes clear the full extent of the challenge to deliver the aspirations of the masterplan.
- 2.14 Recognising the importance of the project, and that historically it has been delivered by an external consultant, this report also proposed an alternative way forward for delivery, with the Director of Pride in Place as the initial senior responsible officer (SRO) but with the Divisional Director for Economy, Environment and Infrastructure becoming the SRO and leading a project board which would include;
- Principal Heritage Officer
 - Project Manager
 - Divisional Director for Finance
 - Capital Programme Manager
- 2.15 The project board, following the acceptance of the master plan, will be responsible for the project initiation process. This will result in Oldway being an approved project on the Council's capital programme and will include development of a strategic outline case for the project to help the development of funding bids.
- 2.16 The project board will, in common with all project boards, report monthly to the Capital and Growth Board. It will also make reports to the Oldway Mansion & Grounds Working Party to maintain the connections with community partners and providing the opportunity to ask questions of the project and to Overview & Scrutiny Board, through their review of the capital programme.

3. Recommendation(s) / Proposed Decision

1. That the Cabinet receives the “Developing a resilient future for Oldway” masterplan and its supporting reports and expresses its thanks for the work of the Oldway Mansion and Grounds Working Party and the project team led by Katherine Findlay in the production of the masterplan.
2. That the Director of Pride in Place identifies and prepare bids for external grants, to address the conservation deficit at Oldway Mansion and its grounds.
3. That the Director of Pride Place seek expressions of interest from investors and occupiers, to work with the Council to ascertain the extent to which the vision of the “Developing a resilient future for Oldway” masterplan can be achieved.
4. That the Director of Pride in Place in consultation with the Director of Finance and Cabinet members for Place Development & Economic Growth and Cabinet member for Housing, Finance and Corporate Services identifies funding for an initial programme of repair and maintenance.

Appendices

Appendix 1 – Developing a resilient future for Oldway – masterplan.

Background Documents

None

1. Introduction

- 1.1 The masterplan sets out the scale of the project and recommends key actions to be taken to restore and refurbish Oldway's buildings and gardens and provide a mix of new uses. It draws on a series of key reports that have been undertaken by the project team and are included in the appendices.
- 1.2 The work was carried out as part of 'Developing a Resilient Future for Oldway'. A project funded by the National Lottery Heritage fund (NLHF) and Torbay Council to explore long term options for the whole Oldway estate. Between July 2022 – October 2023, a project team made up of specialist contractors worked with stakeholders and the public to understand the heritage and community value of Oldway, assess the site's condition, and develop a deliverable plan for its restoration and sustainable future use.
- 1.3 The project has given us a much better understanding of the condition of the buildings and gardens, their historical significance and their meaning to local people. The work has identified elements of the site that are of international importance.
- 1.4 The Mansion and other buildings are deteriorating rapidly, because of various factors over the time the Council has vacated the site. Access to the house and other buildings is currently restricted for safety reasons and they need significant investment to repair and reinstate their historic features.
- 1.5 A recent survey of the buildings identified urgent problems, including substantial decay to the roofs, cracking to the Mansion colonnade and rainwater getting into the internal structures. The gardens also need investment to restore their historic detail and planting. As well as the need to repair damage, there are complex challenges to ensure sustainable future uses, including where to locate parking and what interventions are needed to make the Mansion and other buildings energy efficient.
- 1.6 There are both physical and financial challenges, notwithstanding there is a compelling case for investing in Oldway. It has the potential to be a jewel in Torbay's crown, offering a unique heritage destination to tourists and contributing positively to the town's economy. Renewing the asset would be in line with the objectives of the destination management plan, cultural and heritage strategies. Key features of the scheme set out in this masterplan are:
 - *Restored gardens with improved access for active enjoyment*
 - *Enhanced Registry service offering weddings in the restored grand function rooms and garden*
 - *New catering offer and space for heritage and culture on the Mansion ground floor*
 - *High quality apartments on the top floors supporting the long-term upkeep of the site*

- *Active family use for the Rotunda*
- *Improved car parking and reduced traffic around the Mansion*
- *Attractive forecourt to create new gathering and event space*
- *Sensitive retrofit of the buildings to reduce running costs and carbon footprint*

- 1.7 During this project hundreds of local people engaged and gave their views about Oldway and the majority told us that it is important to them. The findings of the stakeholder engagement and public consultation programme, show that there overwhelming support for restoring Oldway, preserving its history and heritage, and giving it new life for future generations.
- 1.8 If Torbay Council adopts the recommendations of this report, the restoration will need to be carried out in phases and could take around 10 years to complete. Early estimates indicate that the total cost to repair, restore and fit out the buildings for new use and restore the gardens, will be in the order of a forecast cost of £54 million. If this is not prioritised, further deterioration is likely to mean that the financial cost of saving Oldway cannot be met.

2. Options under consideration

Option A – Do nothing

- 2.1 A do-nothing option will see the status quo persist with progress towards the vision and objectives set out in 2.4 above limited. There is a cost of doing nothing financially and reputationally. Doing nothing will see pressure on the repair and maintenance budget continue to grow as the site degrades, this is likely to have a short-term financial impact. It is also likely that do nothing would have an impact on the NLHF's willingness to support the Council at other sites. The recent designation of Oldway by Historic England as an at-risk site emphasises the challenges of the site and the importance of the site beyond Torbay.

Option B – Accept the masterplan

- 2.2 The following section "Financial Opportunities and Implications" and paragraphs 2.10 and 2.11 of the main report highlight the financial constraints that successful implementation of the masterplan must overcome. It is likely that the Council will need to phase works over the medium to long term to assemble the required funding to be able to deliver the repairs and renovation of the Mansion and grounds. However, this is only acceptable option if the benefits are to be realised.

3. Financial Opportunities and Implications

- 3.1 The estimated cost of restoration and conversion of the Mansion and grounds is a forecast cost of £54M. Delivery of the masterplan will be a long-term endeavour and will require

investment from the Council and partners in the public and private sectors. The Council will be required to co-invest alongside other funders and will need to identify appropriate sources of funding accordingly.

- 3.2 There is a cost of doing nothing financially and reputationally. Doing nothing will see pressure on the repair and maintenance budget continue to grow as the site degrades, this is likely to have a short-term financial impact. It is also likely that do nothing would have an impact on the NLHF's willingness to support the Council at other sites.
- 3.3 Opportunities will come from the potential funding that will be open to the Council to deliver the vision and from activities that will be enabled by the works.

4. Legal Implications

- 4.1 Should a private partner be identified there will be a requirement for a lease to be drafted and agreed. Indicative terms that the Council will consider will need to be developed linked to the call for proposals referenced in 6.1 below.
- 4.2 The Council will need to consult its insurers throughout the process to ensure that its insurance cover reflects the changing risks as the project develops.

5. Engagement and Consultation

- 5.1 Engagement with stakeholders and the community has been an essential part of the development of the masterplan. Previous engagement included consultation during the development of the Torbay Heritage Strategy; in which Oldway was identified as the top priority for action to protect and reuse, scoring almost double the points of the second highest scoring heritage asset, the Pavilion in Torquay.
- 5.2 In 2018 DCA consultants undertook a series of discussions with local groups and the community to inform the development of a recommendation for the site to be a mixed portfolio of uses with continued public access to the grounds and significant spaces (summarised in more detail in the options appraisal below).
- 5.3 To inform the vision and masterplan the project team engaged with stakeholders to inform understanding of the site and the community's priorities, and to shape the development of the draft vision and masterplan options.
- 5.4 In addition to a public consultation which included events, a project website and online questionnaire stakeholders including Friends of Oldway, Oldway Gardens Group, the bowling clubs, Torbay Civic Society and other groups were engaged.

- 5.5 The consultation resulted in over 1800 responses to the final survey demonstrating the deep connection with the site for people in Torbay. There was overwhelming support for restoring Oldway Mansion and gardens and preserving its history and heritage. There was also strong support for the emerging vision and proposals presented for Oldway's future, and many people voiced their concern that the building should not be allowed to deteriorate further.

6. Purchasing or Hiring of Goods and/or Services

- 6.1 To take forward the recommendations of this report, it is likely that a call for proposals will be issued seeking responses from potential private sector partners to work with the Council. Officers will follow the Council's Financial Regulations and Contracts Procedures in respect to ensure that the Council is compliant with the Public Services Value (Social Value) Act 2012 in consultation with the Director of Finance and the Procurement Team.

7. Tackling Climate Change

- 7.1 No direct implications from the recommendations, the Council will seek to support the objectives of the Climate Emergency Action Plan in delivering the recommendations set out in this report.

8. Associated Risks

- 8.1 The key risk in the short term if the recommendations are not taken forward is reputational harm to the Council. This would be a risk from the community based on the historic deterioration in the condition of the site and the lack of progress hitherto in identifying a clear way forward for the site. The identification of the site as on the Historic England Heritage at Risk Register is a further indication of this risk.
- 8.2 In taking forward the recommendations securing the finances to allow this project to progress will be a challenge and as such presents a risk to delivery. The masterplan itself is part of the mitigation to this risk.
- 8.3 There are ongoing management risks that are associated with the site with its condition requiring ongoing oversight to manage it within available resources. The condition of the interior and exterior of the building requires regular intervention particularly to prevent unauthorised access to the site which creates health and safety and security risks. Bringing the site back into sustainable use will address this. These repair and maintenance costs are also a risk given the overall budget currently available for repair and maintenance across the Council's property estate.

8.4 In line with the Council's programme and project management approach a full risk register will be compiled for this project.

9. Equality Impacts - Identify the potential positive and negative impacts on specific groups

	Positive Impact	Negative Impact & Mitigating Actions	Neutral Impact
Older or younger people			No discernible impact anticipated.
People with caring Responsibilities			No discernible impact anticipated.
People with a disability			No discernible impact anticipated.
Women or men			No discernible impact anticipated.
People who are black or from a minority ethnic background (BME) (Please note Gypsies / Roma are within this community)			No discernible impact anticipated.
Religion or belief (including lack of belief)			No discernible impact anticipated.
People who are lesbian, gay or bisexual			No discernible impact anticipated.
People who are transgendered			No discernible impact anticipated.
People who are in a marriage or civil partnership			No discernible impact anticipated.
Women who are pregnant / on maternity leave			No discernible impact anticipated.
Socio-economic impacts (Including impact on child poverty issues and deprivation)			No discernible impact anticipated.
Public Health impacts (How will your proposal impact on the general			No discernible impact anticipated.

health of the population of Torbay)			
-------------------------------------	--	--	--

10. Cumulative Council Impact

10.1 None

11. Cumulative Community Impacts

11.1 None

Developing a Resilient Future for Oldway

Masterplan



Page 15

Agenda Item 3
Appendix 1

Contents

1. Executive Summary
2. Introduction
3. Background
4. Site and Context Appraisal
5. Challenges and Opportunities
6. Stakeholder & Community Engagement
7. Concept Options & Options Appraisal
8. Preferred Option
9. Sustainability and Carbon Reduction
10. Delivery strategy/phasing
11. Recommendations/Next Steps

This page has been left blank intentionally.

Technical Reports

- Buildings CMP
- Gardens CMP
- Cost scheme
- Business viability report
- Consultation report
- Policy framework summary
- Governance review
- Retrofit assessment
- Energy modelling report

1. Executive Summary

This masterplan sets out a vision for the restoration and contemporary re-use of Oldway, the magnificent 19th century estate built for sewing machine inventor and entrepreneur Isaac Singer in Paignton. The vision reimagines Oldway as a community-focused health, wellbeing and creative hub within a historic setting. It shows how Oldway can provide a place for local people and visitors to connect with each other, a place for creativity and discovery, a place to connect with nature and a place to be active and relax, all while celebrating the elegance and romance of the Mansion and gardens.

The masterplan clearly sets out the scale of the project and recommends key actions to be taken to restore and refurbish Oldway's buildings and gardens and provide a mix of new uses. It draws on a series of key reports that have been undertaken by the project team and are included in the appendices.

The work was carried out as part of 'Developing a Resilient Future for Oldway', a project funded by the National Lottery Heritage fund (NLHF) and Torbay Council to explore long term options for the whole Oldway estate. Between July 2022 - October 2023, a project team made up of specialist contractors worked with stakeholders and the public to understand the heritage and community value of Oldway, assess the site's condition, and develop a deliverable plan for its restoration and sustainable future use.

The project has given us a much better understanding of the condition of the buildings and gardens, their historical significance and their meaning to local people. Our work has identified elements of the site that are of international importance. We are also grateful to local people who have told us about Oldway's strong and meaningful connection with the community. People got married, and registered births and deaths at Oldway for over 70 years, and several generations of Council staff worked there. The gardens are still well used for informal recreation and leisure activities, including bowling and tennis. Today two volunteer groups, the Friends of Oldway and Oldway Gardens Group, are active on the site, helping to maintain the gardens and running a tearoom.

Despite their historical, architectural and community importance, the Mansion and other buildings are now deteriorating rapidly. Access to the house and other buildings is very restricted for safety reasons and they need very significant investment to repair and reinstate their historic features. A recent survey of the buildings identified urgent problems including substantial decay to the roofs, cracking to the Mansion colonnade and rainwater getting into the internal structures. The gardens also need investment to restore their historic detail and planting. As well as the need to repair damage, there are complex challenges to ensure sustainable future uses, including where to locate parking and what interventions are needed to make the Mansion and other buildings energy efficient.

There is a compelling case for investing in Oldway, despite the challenges. It has the potential to be a jewel in Torbay's crown, recapturing the romance of Torbay's golden age, providing cultural and leisure spaces for local people, offering a unique heritage destination and contributing positively to the town's economy. Key features of the scheme set out in this masterplan are:

- Restored gardens with improved access for active enjoyment
- Enhanced Registry service offering weddings in the restored grand function rooms and garden
- New catering offer and space for heritage and culture on the Mansion ground floor
- High quality apartments on the top floors supporting the long-term upkeep of the site
- Active family use for the Rotunda
- Improved car parking and reduced traffic around the Mansion
- Attractive forecourt to create new gathering and event space
- Sensitive retrofit of the buildings to reduce running costs and carbon footprint

In the course of this project, we spoke to hundreds of local people about Oldway and the majority told us that it is important to them. The findings of our stakeholder engagement and public consultation programme show that there is overwhelming support for restoring Oldway, preserving its history and heritage, and giving it new life for future generations.

If Torbay Council adopts the recommendations of this report, the restoration will need to be carried out in phases and could take around 10 years to complete. Early estimates indicate that the total cost to repair, restore and fit out the buildings for new use and restore the gardens will be in the order of £54 million. If this is not prioritised, further deterioration will mean that the financial cost of saving Oldway increases further.

Summary of key recommendations:

- Oldway is prioritised for a major programme of restoration and reuse.
- The vision and programme set out in this masterplan is adopted by Torbay Council.
- Urgent works are carried out in line with the appended action plan.
- Funding is secured to carry out development and delivery phases over a 10-year period.
- Once restored and reactivated, the site remains in the ownership of Torbay Council with discrete operations run by commercial partners.
- The income generated by the site is used to support its ongoing maintenance and development.

2. Introduction

This masterplan sets out proposals for a self-sustaining future for Oldway Mansion and Gardens. It presents work carried out as part of 'Developing a Resilient Future for Oldway' - a project funded by the National Lottery Heritage fund (NLHF) and Torbay Council to explore long term options for the whole Oldway estate.

The masterplan sets out a vision for Oldway. It pulls together the work of a broad consultant team who have worked with stakeholders and the public to understand the heritage and community value of Oldway, assess the site's condition, and develop a deliverable plan for its restoration and sustainable future use.

The masterplan builds upon previous work undertaken by Torbay Council, including the Torbay Heritage Strategy 2021-2026 and a feasibility study by DCA Consultants (2018).

The report summarises the processes and specialist studies that the consultant team have undertaken and our analysis of the site and its context. It sets out a vision for the future of Oldway Mansion and gardens and makes recommendations for how these proposals can be delivered in phases.

The proposal that is presented enables Oldway to generate sufficient income to be self-sustaining once the site is restored. The masterplan includes costings for the necessary conservation and conversion works but it does not consider in detail how these costs could be funded as this was excluded from the project brief.

The masterplan is informed by a framework of Torbay Council policies that are summarised in the appendices. It draws on and will help to deliver:

- Torbay Local Plan 2012-2030
- Torbay Heritage Strategy 2021-2026
- Paignton Neighbourhood Plan 2019-2030
- Torbay Greenspace Strategy 2005-2026
- Enjoy, Talk, Be, Do Cultural Strategy for Torbay 2014-2024
- English Riviera Destination Management Plan 2022-2030

Consultant Team

The consultant team comprised:

- Katherine Findlay - Project Director
- LHC Design - Masterplanner
- Avalon Planning & Heritage - Oldway Mansion Conservation Management Plan, Rotunda & Banqueting Hall Statement of Significance
- Nicholas Pearson Partnership - Oldway Gardens Conservation Management Plan
- Caroline Taylor Consulting Ltd & Carrie Blogg Heritage Business Consulting - Business Viability & Income Generation Appraisal
- Melinda Humphrey - Evaluation and Consultation Specialist
- Ravenslade - Cost Consultancy
- Coreus - Oldway Mansion Condition Survey
- NDM Heath Ltd - Oldway Mansion Retrofit Assessment
- JS Lewis Ltd - Energy Modelling Report
- Hilary McGowan - Governance Review

Copies of the specialist reports can be found in the appendices to this masterplan.

3. Background & History of Oldway

Oldway Mansion was built for Isaac Singer, inventor of the Singer sewing machine, who came to live in Torbay in 1872. He commissioned the well-known local architect George Soudon Bridgman to design an imposing Victorian mansion on a prominent spot above Paignton which was completed in 1875. Isaac's son Paris Singer set about a radical transformation of his father's house and grounds from 1897 to 1910, which was heavily influenced by the architecture and style of the Palace of Versailles in France, including a reproduction of the Ambassadors' Staircase in place of his father's theatre. Many of the interiors were inspired by French design and it is believed that many of the ornate decorative features were salvaged from French chateaux.

At the outbreak of the First World War Oldway was requisitioned as a war hospital and it was never again to be a family home. After the war the property was transferred to the Paignton and District Land Development Company and by 1923 was used as a country club. Following the end of the Second World War the country club closed and Oldway was purchased by Paignton Urban District Council for use as their offices. The building began its life as an important civic building, playing a more direct role in the lives of successive generations of the community.

The exterior of the house that we see today has been little changed since Paris Singer's time and the pomp and splendour of the flamboyant facades and formal grounds continue to delight onlookers while evoking the past glory of Victorian Torbay. The interiors retain a sense of faded grandeur and some, such as the marble staircase, ballroom and first floor drawing rooms, still convey the impressive luxury and wealth enjoyed by the Singer family. Despite the buildings having lain vacant for a number of years, the gardens and grounds are well used and enjoyed by the local community, and the future of this striking building is a continuing concern for a large number of people.

The Mansion was listed at Grade II* in 1951 (Listing NGR: SX8878461532). The Rotunda and Banqueting House and a number of features within the gardens were also listed at the same time at Grade II.

The gardens are of high historic importance as early twentieth century pleasure grounds for which the design was supplied by the French landscape designer Achille Duchêne. The gardens around Oldway Mansion were entered by Historic England on the Register of Historic Parks and Gardens of Special Historic Interest at Grade II (list entry 1001368) in 1997.

Since Torbay Council moved out of Oldway in 2012 a number of proposals have come forward for the future of the Mansion and its grounds, but these have not progressed. The condition of both the buildings and gardens have deteriorated and they are currently on Historic England's Heritage at Risk register due to their condition and lack of a long-term scheme for their future conservation.



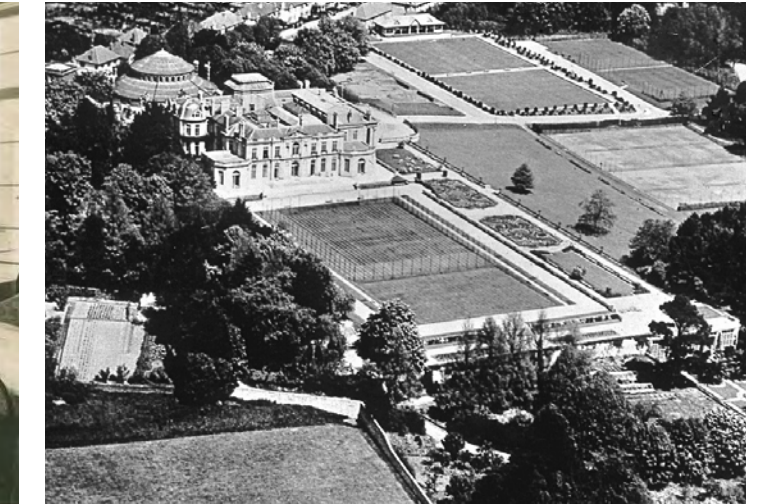
1873 - 1875
Isaac Singer - 'The Wigwam'



1897 - 1914
Paris Singer - Paignton's Versailles



1914 - 1919
The American Women's War Hospital



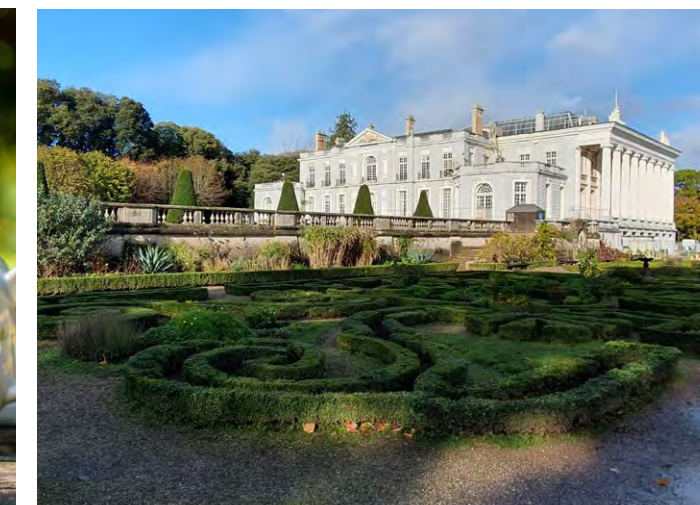
1919 - 1945
Torbay Country Club



2022 - Ongoing
'Developing a Resilient Future for Oldway'.
Project jointly funded by Torbay Council and NHLF.



2019 - Ongoing
Oldway Gardens Group and the Friends
of Oldway help to care for the site.



2012 - 2018
Options explored for future of
Oldway (including DCA report)



1945 - 2012
Council Offices

4. Context & Site Appraisal

Context Appraisal

Oldway Mansion sits in a central location within Paignton, 850m to the west of Preston Sands and Paignton beach, and 10 minutes' walk north of Paignton town centre.

The town centre is home to a range of shops, businesses and community facilities, including Paignton railway station which provides regular links to nearby towns and the cities of Plymouth and Exeter and other mainline destinations. A number of bus routes providing local connections pass to the immediate north and south of the site.

Paignton sits centrally within the Torbay local authority area, which incorporates the three towns of Torquay, Paignton and Brixham. Referred to as the English Riviera, Torbay has been a holiday destination for generations, with tourists supporting local attractions, businesses and accommodation.

Oldway has potential to be a key heritage destination for the local community and tourists. The site is already visited by small numbers of tourists, many of whom are interested in the Singer family or Oldway's use as a film location. If restored and open to the public Oldway could one of a number of heritage tourism destinations in Torbay. These currently include Torre Abbey, Kents Cavern, Cockington Court, Berry Head, Greenway and a number of other National Trust properties; local heritage attractions such as Paignton Railway, Palace Theatre and Paignton Picture House, and natural attractions such as nearby beaches, the SW Coastal Footpath and the Jurassic Coast.



4. Context & Site Appraisal

Local Context

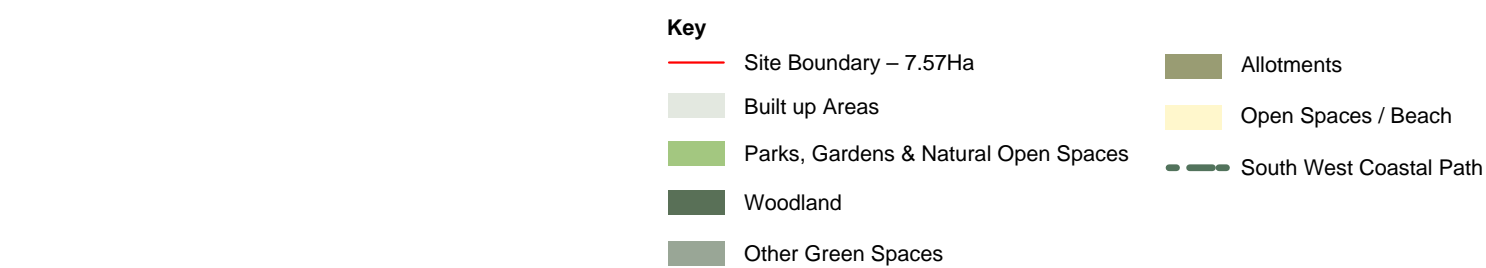
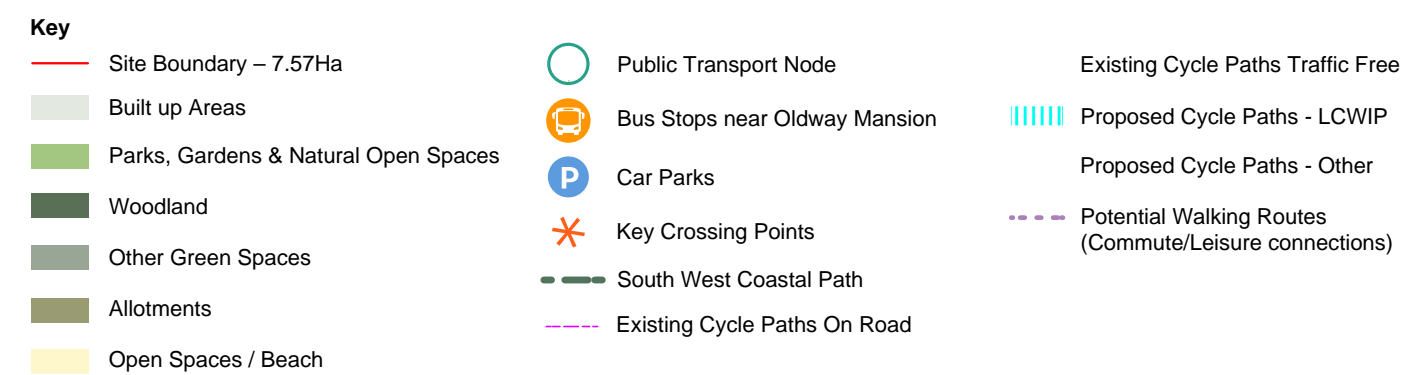
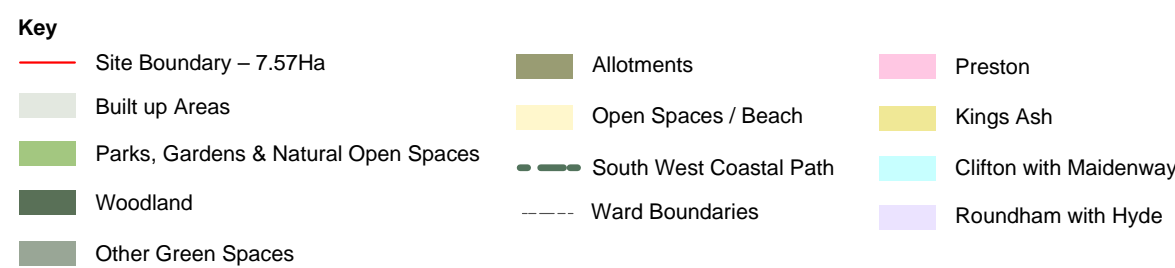
Oldway is located within a predominantly residential area, providing an easily accessible green space for the 30,000 people who live within 20 minutes' walk of the site, as well as the rest of the 140,000 residents in Torbay.

There are a range of more affluent and deprived areas across Torbay, and overall it is within the top 20% most deprived local authority areas nationally. Oldway sits within Preston ward, and is immediately adjacent to neighbouring Clifton with Maidenway and Roundham with Hyde wards. A significant percentage of residents, especially within Roundham and Hyde (which includes Paignton Town Centre), are ranked amongst the 20% most deprived in England in relation to quality of housing, types of accommodation and access to private amenity space. These differences in turn affect quality of life and life expectancy.

Green spaces in Paignton, including Victoria Park, Preston Green and Esplanade, Geo Play Park, Parkfield Torbay and Paignton and Preston Sands, are generally located closer to the sea front, whilst Oldway is located within the heart of a primarily residential area with limited other green spaces.

Oldway therefore provides an important green space for the local community, close to where people live. It offers significant potential to improve the quality of this important function to offer health and wellbeing benefits from community access to a local high quality green space, contact with nature and sport/leisure facilities, all set within a beautiful heritage context.

Page 20



4. Context & Site Appraisal

Site Appraisal

Oldway is already an attractive, if down at heel, green space that provides leisure, sporting and community facilities for the local community, and groups from a wider area of south Devon. Existing uses on the site were identified through site visits and our engagement sessions with key stakeholders.

The Oldway Gardens Group and Friends of Oldway generate activity on the site, through volunteers helping to maintain the gardens and operate the tearoom in the ground floor of the Mansion.

Active leisure and sporting uses on the site include the indoor and outdoor bowling clubs and recently improved tennis courts. The tennis courts are hired on an hourly basis for a small fee, and are used by local clubs and schools.

The bowling clubs lease their sites from Torbay Council and provide important community facilities which serve Torbay and the wider area, providing a place for people to meet and socialise. Together the clubs have over 500 members, and host regional and national teams for league games. As there are a limited number of comparable indoor bowling facilities the indoor bowling club serves a wide area, with members travelling to Paignton from the South Hams and Teignbridge.

The wider gardens are well used for informal leisure including family visits, informal play, and dog walking. Popular seasonal trails (Easter, Halloween) are organised by the Gardens Group. The lower terrace and Rockery/Grotto to the south are separated from the main part of the gardens by a level change and are less overlooked – but provide a connection to Oldway Primary School and Torquay Road. The edges of the gardens are more heavily treed and quieter, and allow for connection with nature.

The gardens are also occasionally visited by tour groups (such as German tourists on the Rosalind Pilcher tourist trips) and for wedding photos. Other uses in the gardens include the use of parts of the garden by a number of community groups, i.e. the fenced-in tennis courts for dog training/exercise.

The forecourt between the Mansion and Rotunda, and access roads adjacent to the bowling clubs, are frequently busy with parked cars, both from site users and others taking advantage of the free parking on site. The parking has a negative impact on the historic character of the site and setting of the listed buildings. The site is currently utilised by parents and carers of students at Oldway Primary School at drop off/pick up times which creates busier periods on the site. (Removal of this parking is not considered to be an issue by the school leadership, as the majority of their students live within walking distance of the school.)

At present there is no access to the Mansion or other buildings other than the small tearoom on the ground floor accessed from the east terrace. This is run by existing Friends of Oldway volunteer group, and is regularly used for events such as birthday parties and community group meetings and activities.

There is some antisocial behaviour on the site (notably vandalism of the Mansion and other listed buildings and structures). This is exacerbated by a lack of activity and presence of people on site in the evenings, but the activity of the volunteer groups and bowling clubs help to reduce these issues.

Little Oldway Care Home, located to the west of the Mansion, is in private ownership and is accessed through forecourt and Porte St Antoine Arch.



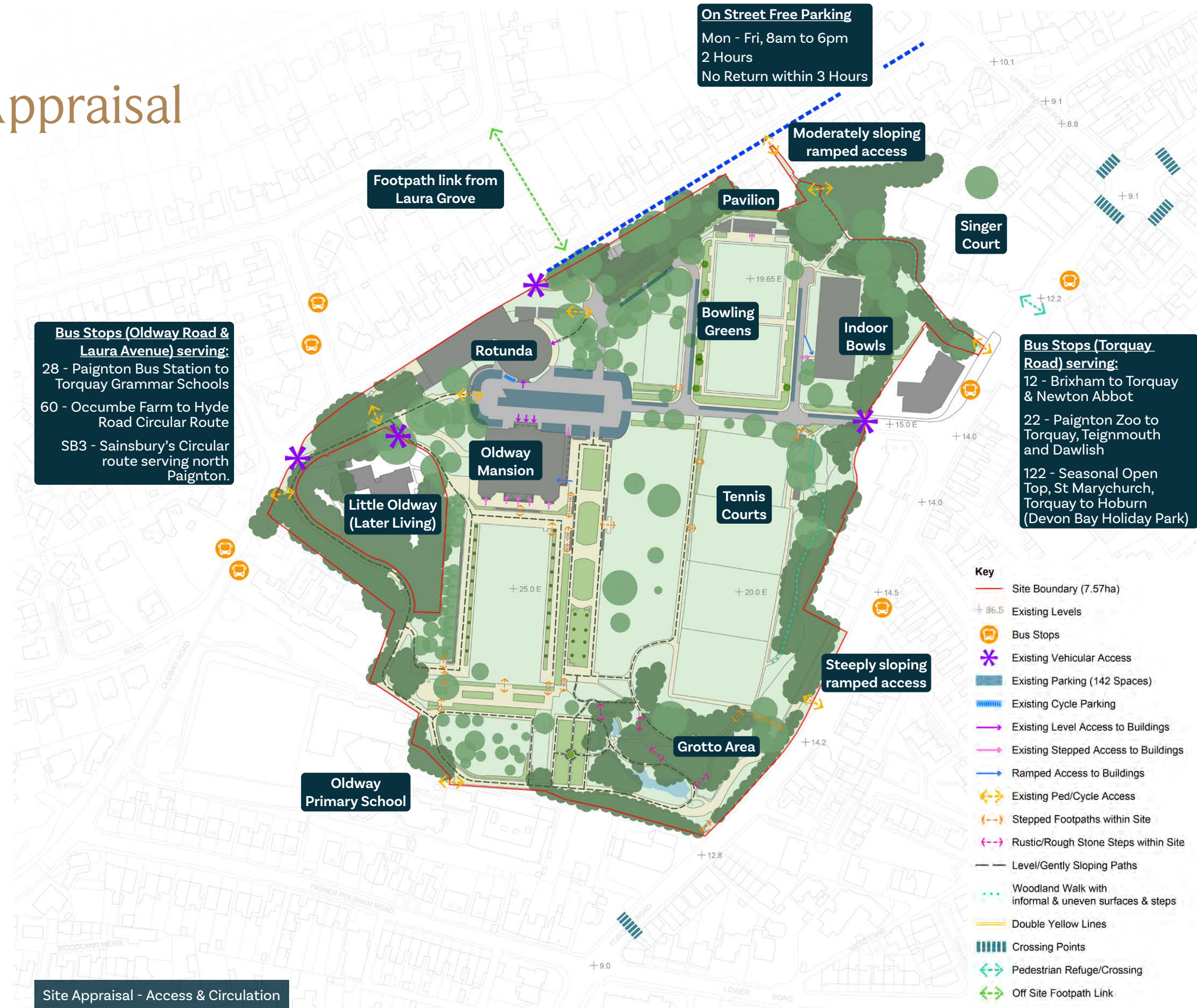
4. Context & Site Appraisal

Access & Circulation

The primary site access for vehicles and pedestrians is from Torquay Road on the eastern boundary. A secondary vehicular access is located off Oldway Road on the northern edge of the site. There is an historic vehicular access in the NW corner of the site serving Little Oldway which is no longer accessible to vehicles due to limited visibility at the connection with Oldway Road. There are a number of pedestrian access points around the site perimeter which can be seen on the plan opposite. Some of these paths are steeply ramped and unsurfaced.

Within the site there are many circulation routes, with a variety of opportunities to take different paths, including an informal perimeter route. A number of the routes within the site have stepped access points as highlighted on the plan opposite.

Currently the forecourt to the Mansion is utilised as an unpaid parking area, by users of the Oldway site, and the nearby Oldway Primary School at drop off/pick up times. The forecourt area currently accommodates 98 parking spaces including 4 disabled spaces. There are 44 additional spaces within the vehicular routes off the main access drive which are currently utilised by the general public along with serving the indoor and outdoor bowling clubs.



4. Context & Site Appraisal

Heritage Conservation Management Plans

Oldway Mansion is an important Grade II* building, and the Rotunda and Banqueting House and a number of features within the gardens are also listed at Grade II. The gardens around Oldway Mansion are recorded on the Register of Historic Parks and Gardens of Special Historic Interest at Grade II.

Although the collection of buildings and the gardens have fallen into a state of disrepair it is essential that the masterplan retains and enhances Oldway's heritage assets and unlocks the value of these to enable the sustainable future management and use.

Heritage consultants, Avalon Heritage and Planning and Nicholas Pearson Partnership, have worked closely with the project team to develop the masterplan. Their Conservation Management Plans (CMPs) have been used to inform the development of masterplan proposals, and the key findings of the CMPs are summarised over the following pages.



Site Appraisal - Heritage Assets



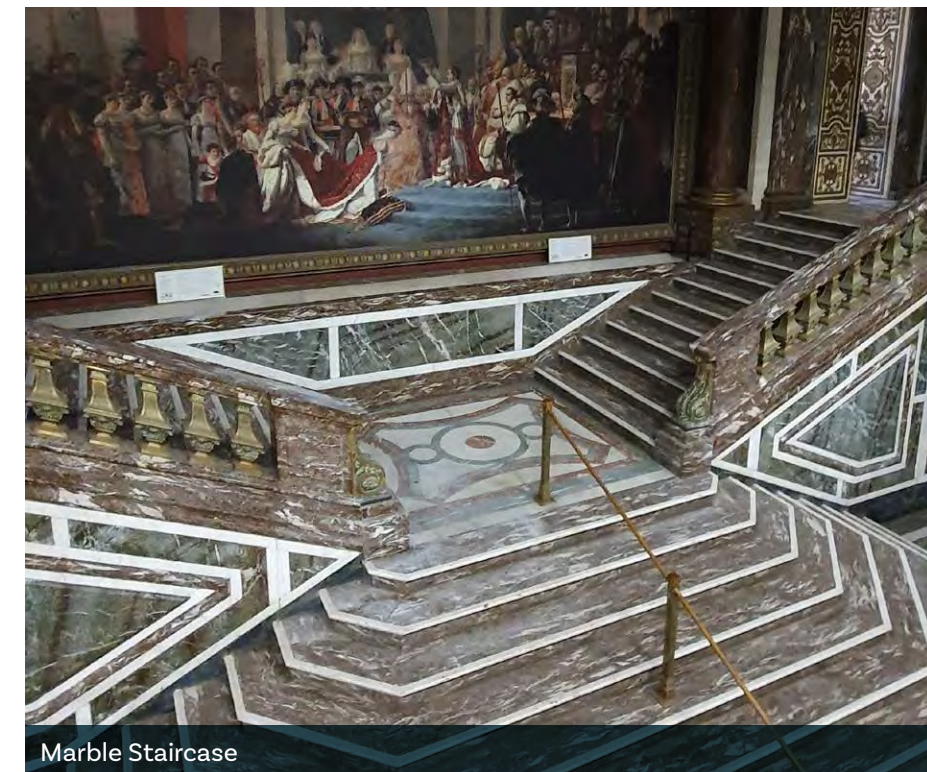
Mansion and parterres



Rotunda



Aerial image of the Banqueting Hall and Towers, Rotunda and Mansion



Marble Staircase



Western elevation of the Mansion



Triumphal Arch

4. Context & Site Appraisal

Oldway Gardens (Registered Park and Garden)

Nicholas Pearson Partnership's CMP ensures that the masterplan is built upon an understanding of the value and significance of the gardens, prioritises the retention and restoration of their important heritage features, and that future uses are consistent with the historic character of the gardens. The CMP sets out the history, significance and condition of the gardens and grounds at Oldway, and advises on their future management and conservation.

Statement of Significance

Oldway gardens are recognised as having significant value as:

- The setting of the outstanding Grade II* listed building, Oldway Mansion, and the Grade II listed Rotunda and Banqueting House, the core feature of which is considered here to be of outstanding interest; together with a group of associated grade II listed structures, including garden terrace walls, statuary and a grotto.
- A Grade II Registered Park and Garden, the grounds are of national importance, primarily significant as a largely intact, distinctive and well-documented early twentieth century landscape, principally designed by the internationally important landscape architect Achille Duchêne, and by Frederick Meyer of Robert Veitch and Son, Exeter.
- A busy public park which also has significant communal value and is highly appreciated by local communities. It is partly maintained by an active voluntary gardens group, and includes two bowls club (outdoor and indoor), tennis courts for hire, and provide an attractive and welcoming open space for socialising, dog walking, fresh air, informal exercise and use by local schools.

The CMP also identifies a number of issues which need to be addressed:

- The registered gardens are on Historic England's Heritage at risk register due to a generally unsatisfactory condition with major localised problems and no long-term plan.
- All the major buildings on the property, for which the gardens provide the core essential setting, are in very poor condition and disused. All are fenced off, to protect visitors, and impact on the aesthetic significance and character of the gardens as a whole.
- Designated and curtilage listed structures within the gardens appear to need minor repairs, maintenance and care to bring these up to a standard which reflects the significance, status and high levels of use of the gardens. The grotto is at particular risk, with structural issues, fenced off and overgrown, and the associated rockery pond is partly drawn down, or leaking, or lacking an adequate water supply.
- Uncontrolled car parking and poor quality surfacing impacts on the setting of the major listed structures and also on the aesthetic significance of the gardens as a whole. There is no space or capacity on site to create a car park suitable for existing and proposed new uses without impact on one or other feature of significance.
- Three fenced off areas of former lawn tennis courts impact on the openness and visual quality of the parkland areas. Former tennis courts on the south lawn were removed after 1946, but the historic layout of the lawn has yet to be fully restored.
- Little Oldway appears to be in good structural condition, but has been sold off and recent works impact on the visual quality of the adjacent pathways. Little Oldway retains vehicular rights of way to both the north and east drives, across the centre of the park and Mansion forecourt.

- Visually intrusive CCTV signage and street-style lighting impacts on several of the key designed views of the gardens and listed structures. There is no effective interpretation or welcome to garden visitors beyond the garden volunteers' tea kiosk.
- Although several key pieces of statuary were removed from Oldway by the previous owners, leaving three major blank plinths, those that remain are especially distinctive but vulnerable to damage.
- The east terrace parterres are overdue for restoration and reinvigoration, last replanted in the 1960s.
- There are no public lavatories for visitors outside the part time café in the Mansion basement.
- The effects of climate change on the gardens are unlikely to be entirely predictable other than increasing droughts. Windblown trees can cause a significant loss of historic structures. Indirect effects are likely to be at least as significant, especially increased potential for plant diseases and pests.
- The gardens are particularly vulnerable to changes in views and setting through adjacent development and tree and shrub growth impacting upon the designed views.
- The gardens do not have any source of regular income to support their upkeep, other than through the efforts of the gardens group. Increases in the level of income and expenditure are needed to ensure that the gardens have the resources needed to reverse the decadelong decline in its long-term sustainability.
- The formal garden wide steps and the occasional slopes and rough surfacing of some gravel paths will discourage some visitors with disabilities in some parts of the gardens.



- Key**
- Site Boundary (7.57ha)
 - A. Highest sensitivity, capacity only for repair and restoration.
 - B. Medium sensitivity, capacity for restoration and enhancement, excluding development.
 - C. Capacity for change in design at ground/shrub level and restoration, including subsidiary functional uses.
 - D. Capacity for change including built development subject to retention of significant fabric and designed views.

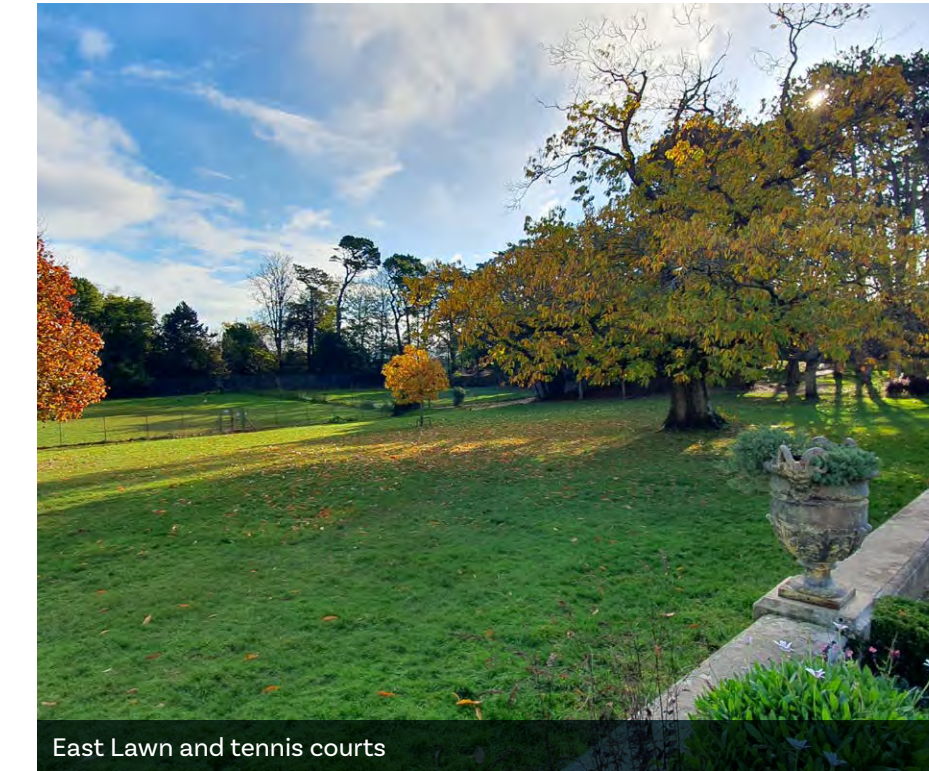
4. Context & Site Appraisal

To address these issues, the Conservation Management Plan sets out a number of proposals which are incorporated into the Masterplan:

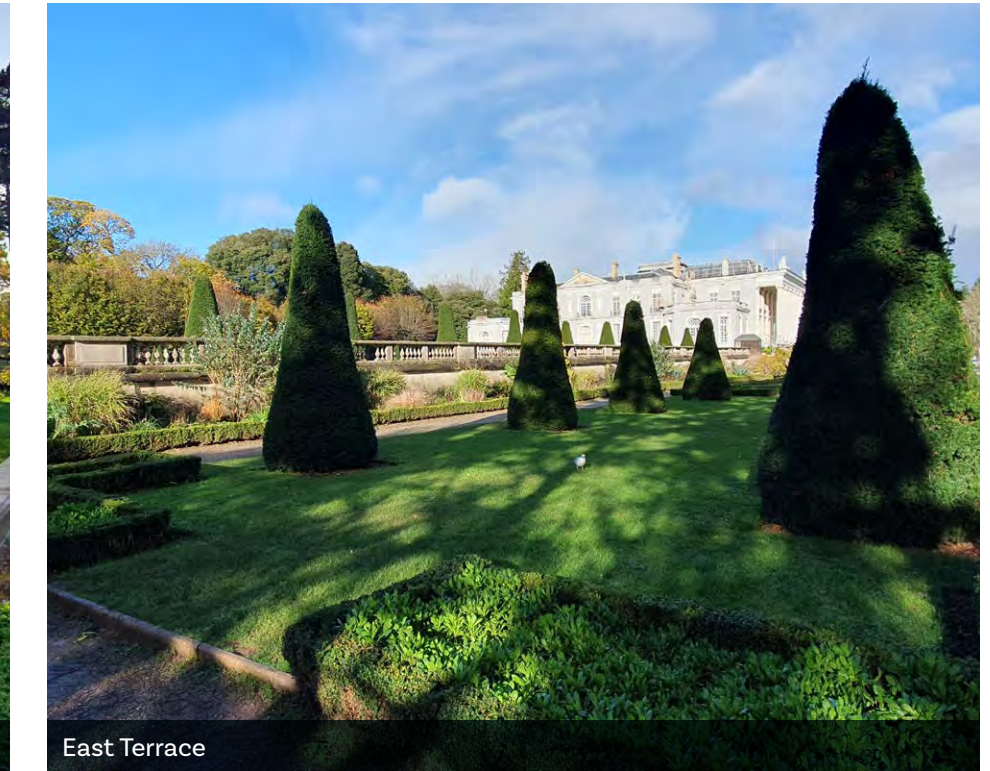
- Consult on the masterplan and Conservation Management Plans for the Mansion and gardens prior to their adoption by Torbay Council as a long-term plan.
- Establish a restoration and maintenance regime for built garden structures which includes an annual programme of decoration and cleaning works, supported by a quinquennial inspection regime.
- Restoration and improvements to the gardens to repair the historic fabric and support existing and new community uses and income generation.
- Restore and then maintain key garden areas including the south lawn, parterres and rockery, coordinated by a professional head gardener and skills training to support the Gardens Volunteer Group.
- Continue to carry out annual tree safety inspections and monitoring.
- Oldway's tree belts and clumps need thinning, accompanied by a programme of pruning and replanting, in response to the preceding decade when garden maintenance has been reduced. It is proposed that about 20% of the gardens are addressed each year, with phasing prioritised by urgency, and avoiding work in an adjoining area the following year. Plans would need to be put in place for access diversions, protected species checks, carbon sequestration including replanting, and public engagement.
- Thinning will aim to remove dead, dying and diseased trees of low or no significance; improve growing conditions for retained trees and understorey shrubs; develop a more open and uneven canopy better suited to a woodland garden, and more resistance to storm damage; improve the age and structural diversity of the garden; and reveal the next generation of specimen trees. Adopt Forestry Commission and APHA advice on sanitation and biosecurity as a precautionary measure.
- Seek to manage land and buildings in ownership so as to protect and restore the garden's setting and views. Seek funding to prepare a setting study for the Registered Park and Garden. This plan identifies the capacity for change within the garden, including the very limited scope for essential visitor and park user facilities.
- Car parking should be rationalised to reduce the impact of vehicles. A number of car park options have been considered, but only the proposed temporary car park (south of the tennis courts) and longer term permanent option (the Indoor Bowls Club site) have any substantial capacity for visitor parking.
- Accessibility within the gardens could be improved by a series of measures including shrub pruning; repair and annual maintenance of bound gravel pathways; restoration, resurfacing and re-creation of gravel paths at six locations around the garden which would increase the choice of circulation routes for all from one major and two minor circuits to four major circuits, with multiple optional routes.
- Provision of interpretation for new generations of garden visitors, focussing, for example, on the striking historic photographic evidence for the garden design, and its use in the First World War as a hospital.
- A review of existing and potential activities should be prepared, linked to policies for volunteering, events, learning, training, interpretation and engagement in the gardens.
- Seek to support the integration of informal play along the outer circuit paths, but also to seek an all-weather indoor leisure/play use for the Rotunda.
- Develop a viable costed plan to justify the additional maintenance and management costs needed to bring the gardens into a sustainable condition, by reference to benchmarking with other gardens; the benefits to new users of the core buildings, car parking and other receipts; and the essential works needed to maintain the garden.
- Adopt clear policies for sustainability, biodiversity and climate change; and also for new art and memorials.



Parterres on the East Terrace



East Lawn and tennis courts



East Terrace



Rotunda and Mansion



Perimeter Woodland



Pond, grotto and rockery

4. Context & Site Appraisal

Oldway Mansion (Grade II*)

Avalon Heritage and Planning prepared the Conservation Management Plan and Condition Survey for Oldway Mansion. They worked closely with the rest of the project team to inform the development the concept options and ensure proposals for restoration and future uses were consistent with the heritage importance of Oldway Mansion, and the other historic buildings on the site.

The CMP also sets out clear management objectives and policies to guide the restoration and ongoing management of the site.

Significance Diagrams

A series of floorplans and elevations identify the relative significance of the Mansion and have been used to inform the proposals for the Mansion. These are split into Interiors and Building Fabric, to help identify which interior spaces are of most significance, and which are less sensitive and have capacity for change.

Statement of Significance

Oldway Mansion is an extravagant late Victorian villa, built by American entrepreneur Isaac Singer and remodelled on a monumental scale by his son Paris. Set within the suburb of Paignton the building remains a surprising and prominent reminder of the town's former status as an internationally fashionable resort. The pomp and splendour of the flamboyant facades continue to delight onlookers, and within, there is a sense of faded grandeur, the interiors, such as the marble staircase, ballroom and first floor drawing rooms, continuing to invoke the luxury and wealth enjoyed by the Singer family.

Architecturally, the building presents an ensemble of international precedents rather than a coherent whole; the elevations, those to the south and east modelled on the Trianon Estate and Versailles and Hotel de Crillon in Paris, provide a series of theatrical backdrops to the surrounding formal gardens by renowned French landscape designer Achille Duchêne. Internally the main stage-set is the massive stair hall, modelled on the Ambassador's stair at Versailles, complemented by the adjoining entertaining spaces, the ballroom and hall of mirrors. Although of impressive scale and ambition, the building's facadism is visible in its superficial construction quality, with decorative elements laid over concrete construction. It represents an unaccomplished and unfinished plan, the west range having never been completed to Paris' vision. The surviving elevation now provides an important sense of Isaac Singer's 'Wigwam' and contributes to group value with the Rotunda and banqueting hall complex. Notwithstanding the architectural elements of international significance and its international connections, the building is primarily of high regional significance which is reflected in its Grade II* status.

The principal spaces, and the architecture more generally, reveal the Singer family's love of theatre and dance, and Paris' interests as a trained architect. It shows their tastes and wealth as members of an international elite, including deep connections with French society and fashion via Isaac Singer's extended family. Isadora Duncan's presence at Oldway is an important connection to the history of modern dance; her pioneering spirit is deserving of celebration and recognition as part of the significance of the site.

Oldway has very strong communal value, a direct result of its history but also is position in a designed landscape which is now in use as a public park. Through entertainment, the Singers used their home to embed themselves in the local community from the outset, the now lost private theatre, the ballroom,

Rotunda and Banqueting House having been designed to be enjoyed by the people of Paignton and beyond. Elements of permanent public use began from 1929 when the Mansion was converted to use as Torbay Country Club, but the building's longest-standing use over the 20th and 21st centuries has been civic. Many residents and visitors remember working in the building, or getting married in what was, for a number of years, the second most popular wedding venue in the country.

The use of Oldway as an American War Hospital adds another layer of international interest to Oldway. The donation of Oldway by Paris Singer to the war effort was associated with his interest in hospital design. The involvement of important women with the American Women's War Relief Fund, such as Lady Randolph Churchill, Dame Louise Margaret Leila Wemyss, Lady Paget and future First Lady, Lou Hoover, is particularly significant and worthy of recognition.

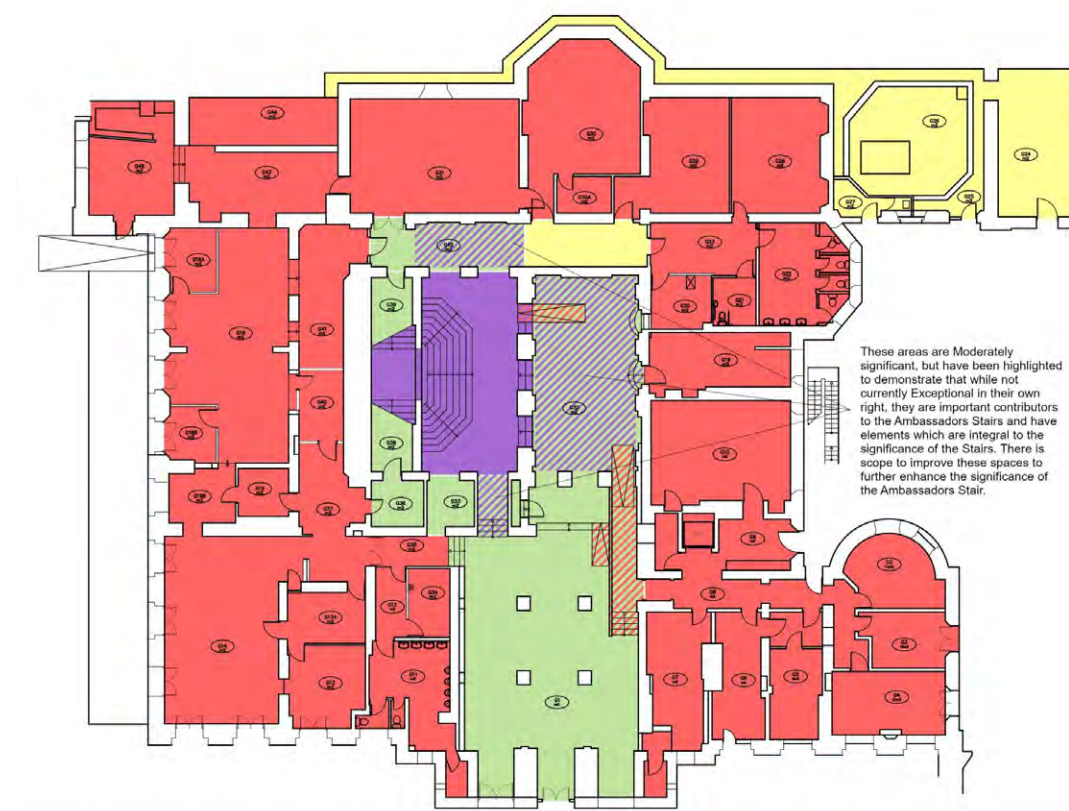
Loss is a re-occurring theme at Oldway, the loss of knowledge and information over time means we know almost nothing about the interiors of Isaac's "Wigwam" and what Paris retained, remodelled or completely redesigned. The multiple uses of Oldway since the First World War have led to the loss of many of Paris Singer's decorative schemes and the current condition obscures our understanding of the history of the site and its significance. However, the building is rich in evidential value and has the potential to reveal much more about its development. Further high-quality research and physical investigations of the building will only add to our knowledge of Oldway.

Significance Diagrams - See Mansion Conservation Management Plan Report for full information >

KEY

- Exceptional
- Considerable
- Moderate
- Some
- Neutral/Negligible
- Detrimental

Not to scale



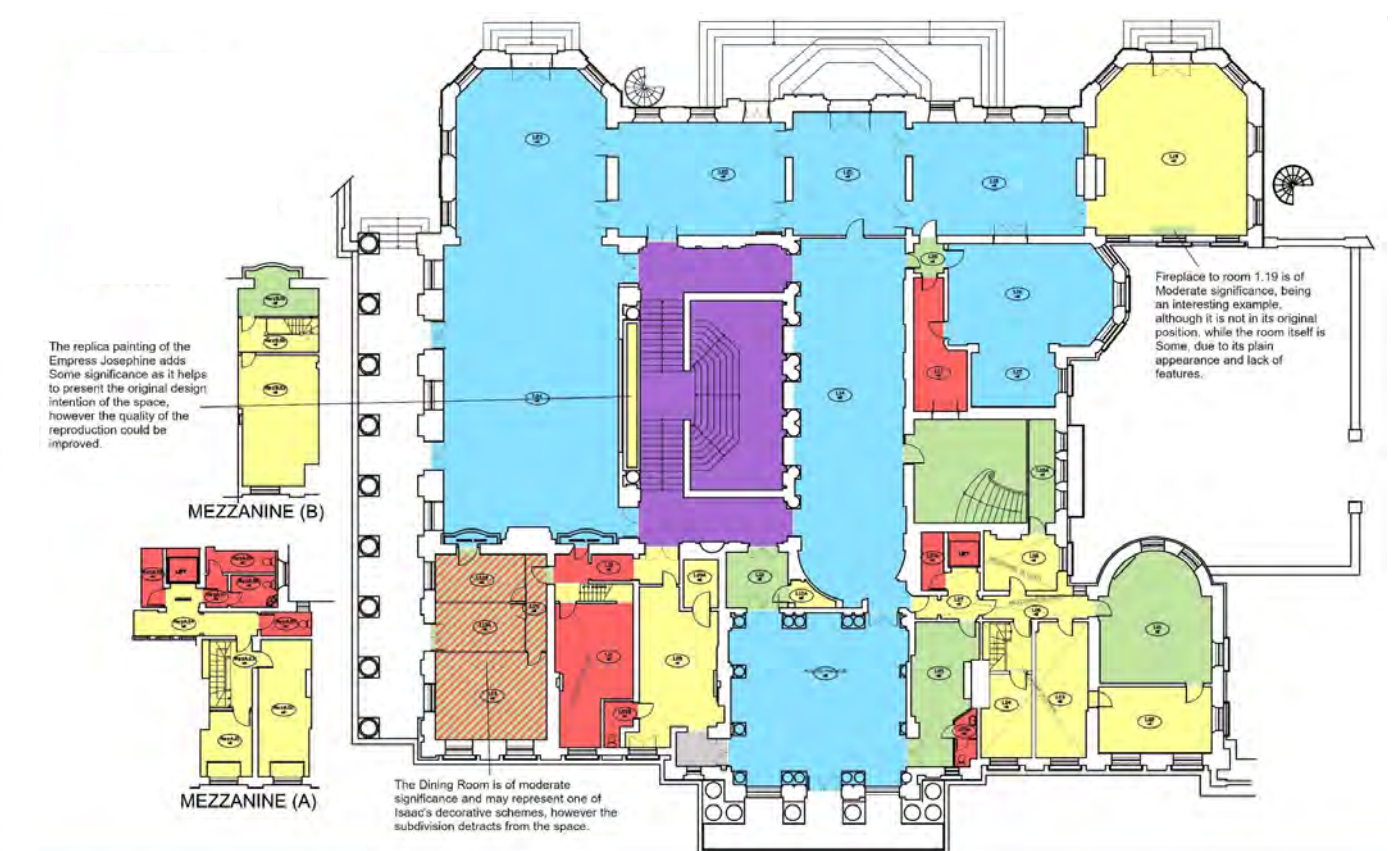
Oldway Mansion

Significance Diagram - Ground Floor (Interiors)



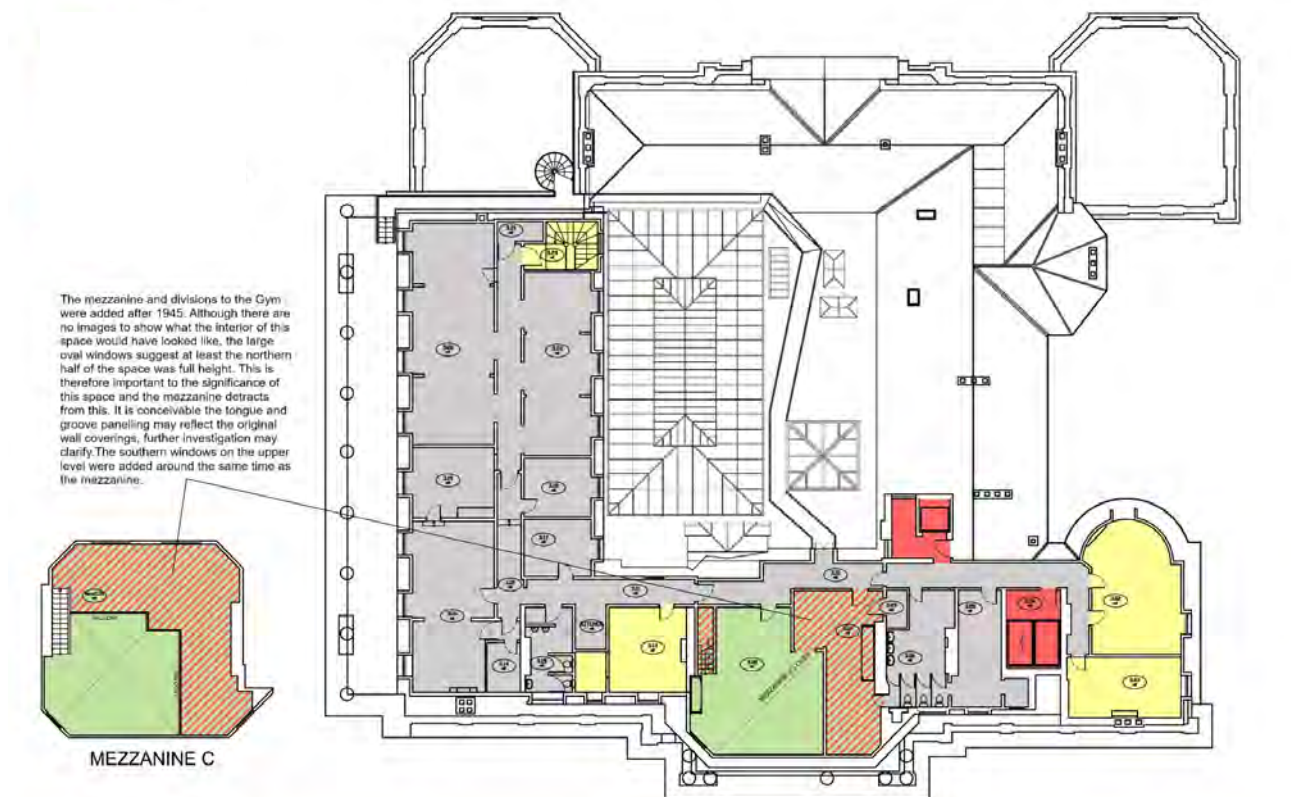
Oldway Mansion

Significance Diagram - Second Floor (Interiors)



Oldway Mansion

Significance Diagram - First Floor (Interiors)



Oldway Mansion

Significance Diagram - Third Floor (Interiors)

4. Context & Site Appraisal

Rotunda, Banqueting House, and East & West Towers (Grade II)

A separate Statement of Significance has been prepared to enable the Project Team to understand the special interest of the Grade II listed Banqueting Hall, Towers and Rotunda. Along with the full condition survey of the Mansion, an external condition assessment of the Rotunda and Banqueting Hall was also carried out, to understand the state of the buildings and likely cost of repair.

The Rotunda and Banqueting Hall lie on the opposite side of the current car park to the north of the Mansion. They were originally joined to the main house via a very large and elaborate glasshouse which was demolished around 1904. They are now linked to the Mansion by a triumphal arch which was built by Paris to provide an impressive arrival into the front courtyard.

They have historic interest as survivals of Isaac's original concept for Oldway which tangibly illustrate his character - his tastes, wealth, social ambition and vision. The group has townscape value, but also demonstrate Bridgman's ingenuity and imagination.

Architecturally they are interesting examples of work by local architect George Soudon Bridgman, and the Rotunda, an English 'cirque', is a particularly unusual typology in a national context, a likely imported design inspired by the Parisian, and possibly American precedents with which Singer was familiar.

The Rotunda was the first of Isaac's new buildings to be completed (in December 1873) and was originally connected to the Mansion by a large glass pavilion. The Rotunda was designed to house his collection of carriages and horses as well as to work as an entertainment space for large parties, two of Isaac's great passions.

The Rotunda, as the name suggests, is a large circular red brick building with a conical slate roof topped with an oversized lantern forming the roof of the main internal hall. Tiled details similar to that on the original Mansion façades (which can still be seen on the west elevation) can be seen between the ground and first floor windows and detailing is in a contrasting grey/buff brick and stone.

The Banqueting Hall spurs off to the west of the Rotunda, positioned parallel to Oldway Road. It is a two-storey linear range, with two taller square towers at each end, all constructed of red brick. The roof of the western tower is a curved conical roof, while the eastern tower is finished with a simpler and much shallower pyramidal structure. The remains of the magnificent glass pavilion and conservatories sit behind the triumphal arch wall against the south side of the Banqueting Hall and consists of a small section of cast ironwork columns and arches.

To the rear (north) side of the Rotunda is a small single storey building, known as the Kennels, but which were originally noted as a washing shed, shoeing shed and forging shed. A detailed description of each of these buildings is provided in the accompanying gazetteer.

The buildings are in a dilapidated state following years of vacant use, lead theft and vandalism and structural issues caused by the construction of the squash courts which were added to the rear of the Rotunda in the 1930s and removed in 2020.

Significance Diagrams

Floorplans have been used to identify the relative significance of these buildings and have been used to inform the emerging proposals for site. The diagrams are split into interiors and building fabric, to help identify which interior spaces are of most significance, and which are less sensitive and have capacity for change.

Statement of Significance

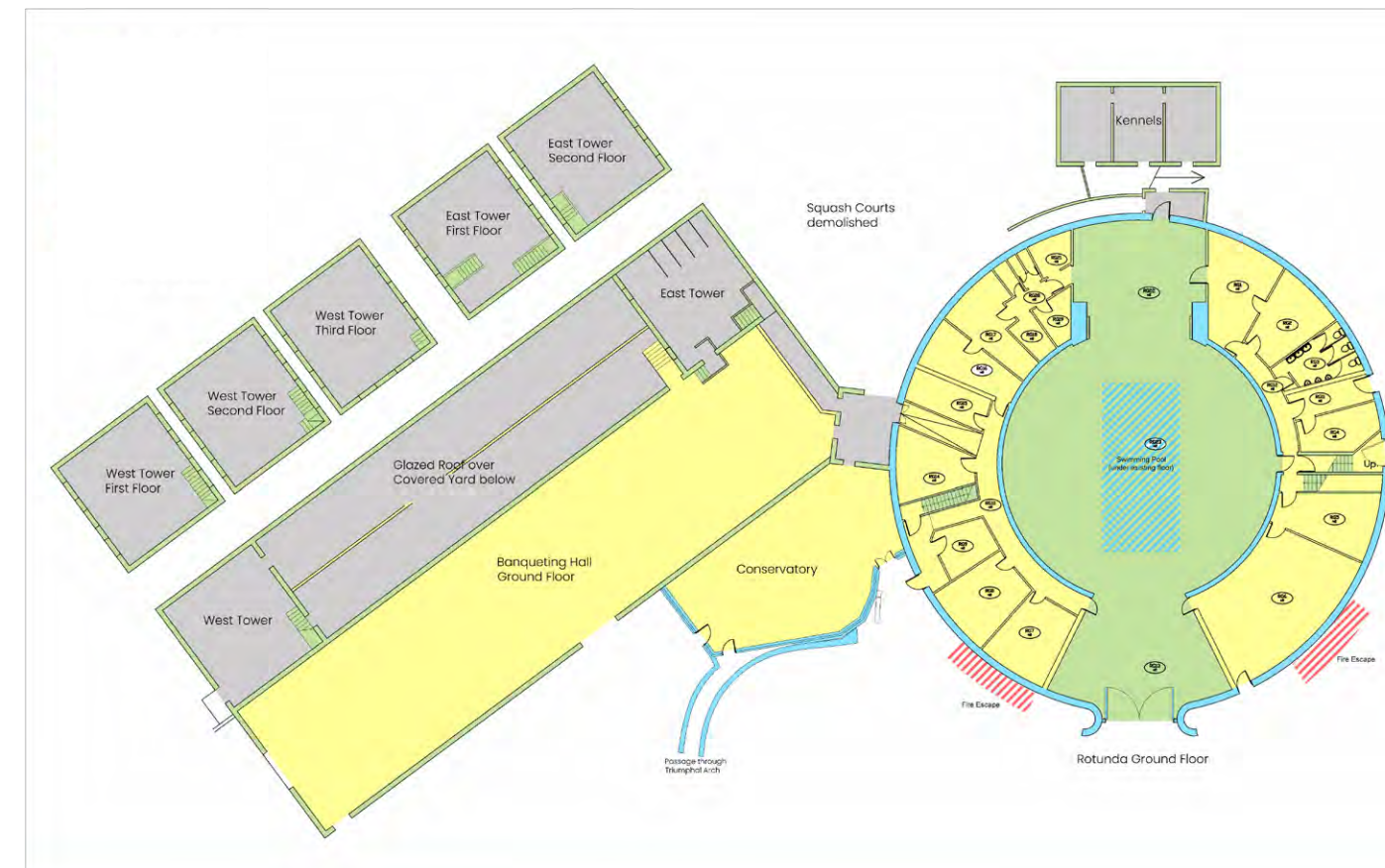
The Rotunda and Banqueting Hall form part of the spectacle of the estate as a whole. They are representative of Isaac Singer's flamboyant and singular vision for Oldway. The faded glamour of the Rotunda and Banqueting Hall continue to intrigue onlookers and the interiors retain a sense of their original grand scale and function, continuing to invoke the luxury and wealth enjoyed by the Singer family.

Architecturally, the buildings are representative of international influences as diverse as the Cirque D'Hiver in Paris and Round Barns of the United States. The Banqueting Hall, while on first glance, is of less architectural interest than the Rotunda, its significance has been partially obscured by the loss of the Conservatories. It is now difficult to appreciate how the whole complex was experienced both functionally and aesthetically, with its whimsical silhouette and theatrical elevations. The Rotunda and Banqueting Hall, along with the surviving west elevation of the Mansion now provides an important sense of Isaac Singer's 'Wigwam' as a whole and are of considerable importance. The Rotunda and Banqueting House represent an integral part of the overall complex of the estate, forming an ancillary function intrinsically linked to the Mansion in form, function, location and appearance.

The principal spaces are relatively intact and notwithstanding their current condition, their significance could be easily enhanced through removal of modern interventions such as the acoustic material in the Rotunda hall. The historic function of the spaces and the architecture more generally, reveal the Singer family's love of horses, carriages and entertainment. It is also representative of their international connections and former lives in Paris and the United States.

The Banqueting Hall and Rotunda contribute to the historic and communal values associated with the site as a whole. Through entertainment, the Singers used their home to embed themselves in the local community from the outset, the now lost private theatre, the ballroom, Rotunda and Banqueting House having been designed to be enjoyed by the people of Paignton and beyond. Elements of permanent public use began from 1929 when the Mansion was converted to use as Torbay Country Club, but the building's longest-standing use over the 20th and 21st centuries has been civic.

The multiple uses of the Banqueting Hall and Rotunda since the First World War have led to the loss of decorative and functional features as well as obscuring our understanding of the development of the buildings. However, the buildings are rich in evidential value and have the potential to reveal much more about their development

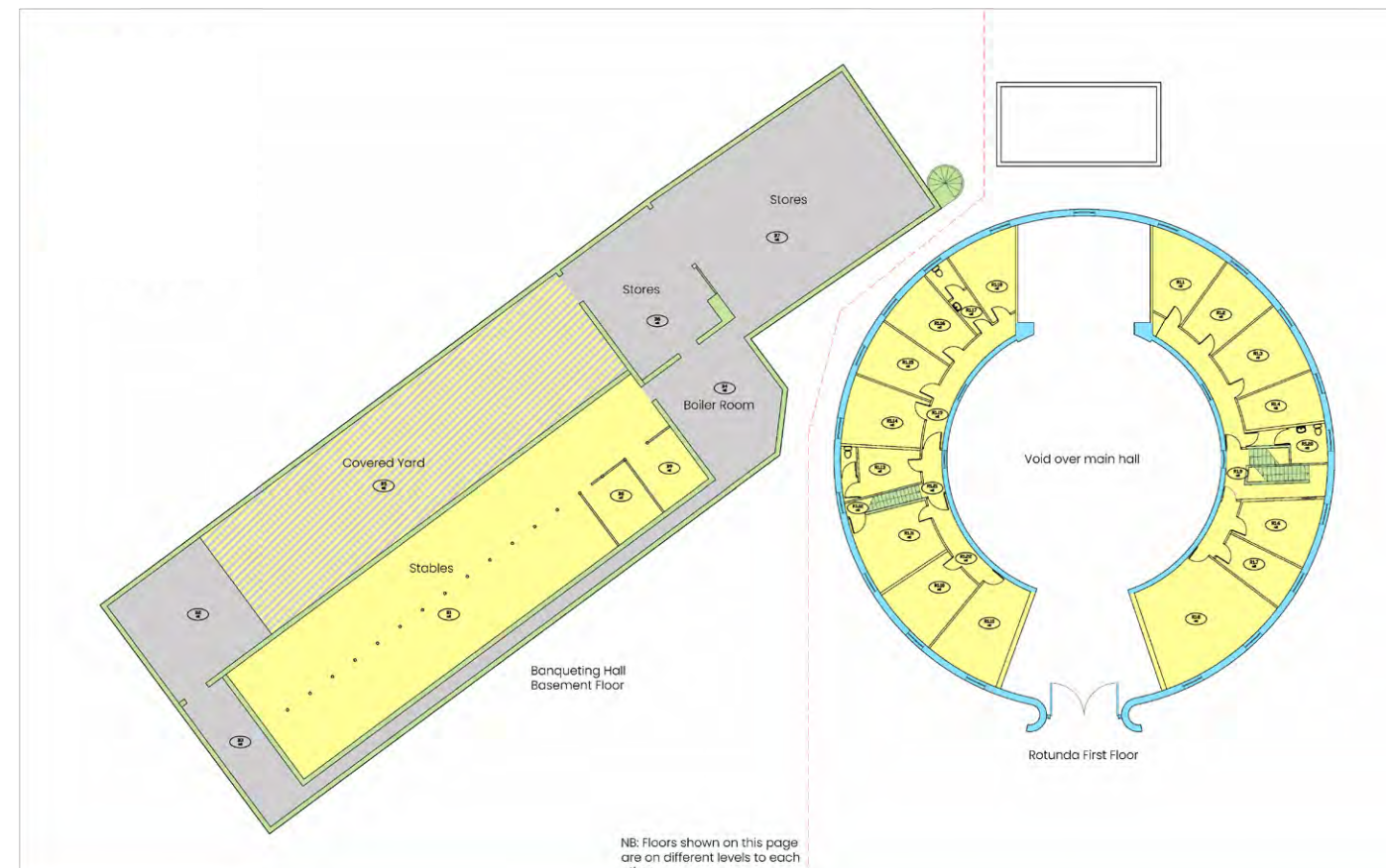


Oldway -Rotunda & Banqueting House
Significance Diagram - Ground Floor Plan

Significance Diagrams

- KEY**
- Exceptional
 - Considerable
 - Moderate
 - Some
 - Neutral/Negligible
 - Detrimental

Not to scale



Oldway -Rotunda & Banqueting House
Significance Diagram - Rotunda First Floor Plan & Banqueting Hall Basement Plan

Significance Diagrams

- KEY**
- Exceptional
 - Considerable
 - Moderate
 - Some
 - Neutral/Negligible
 - Detrimental

Not to scale

5. Challenges and Opportunities - The Case for Oldway

Bringing Oldway back to life will require substantial effort and financial investment. The delivery of a financially viable masterplan for Oldway must address a number of significant challenges:

- Oldway's buildings and gardens are historically important and protected
- The buildings are very large, complex and in poor condition and immediate action is needed to stabilise the buildings if they are to be saved
- The buildings must be modernised to be more energy efficient and sustainable, and to reduce their long term running costs
- The gardens need significant investment to repair and reinstate historic features and refurbish the planting, and a long term management to ensure their future survival and enable climate change adaptation and mitigation
- The cost of the project will require significant investment and funding and Torbay Council cannot fund the project on its own. Suitable support through grant funding and other investment is required to fund restoration and conversion of the buildings and gardens.
- Funding applications take a long time to prepare and will require up front investment to develop.
- This is a long term project - any plan for Oldway could take around 10 years to deliver
- Future uses and activities at Oldway need to generate income to pay to maintain it in the future

Despite these challenges there is a strong case for putting this level of investment into a single site. In recent years, research around the UK and in Torbay has shown that the potential benefits fall into three main categories: the local economy, health and wellbeing and pride in place.

Local economy

The area surrounding Oldway includes some of the most deprived communities in South West England. There is clear evidence that the reuse of heritage assets can be a source of regional regeneration and competitive advantage, acting as a compelling pull factor for firms relocating to an area.

The restoration and reuse of Oldway has the potential to create jobs through employment on the site itself, through boosting demand in the tourism and wedding sectors and through generally improving the attractiveness of Paignton as a place for business.

Heritage Works, a 2017 toolkit researched by Deloitte concludes: 'There is a strong economic case for regenerating historic buildings. The benefits relate not only to the individual building, but also to the wider area and community... The impact of successful schemes is felt beyond the boundaries of the heritage asset itself and can boost the economy of the whole area.'

Health and wellbeing

Oldway provides a freely accessible historic park that has the potential to bring a range of health and wellbeing benefits to local residents.

Torbay has significant health vulnerabilities, with wards bordering Oldway particularly affected. In Roundham with Hyde, women live on average for 3.4 years less than in England as a whole, while the figure for men is 5.5 years. Issues of particular concern include obesity, mental ill health, suicide and self-harm. 1 in 3 Torbay residents is expected to be over 65 by the middle of the next decade.

Research by the UK government and universities has found that access to green space has a profoundly positive impact on health and wellbeing and reduces demand on health services. Heritage sites have also been shown to provide healing spaces

and activities for people living with particular conditions, such as dementia and post-traumatic stress disorder (PTSD).

The population of the four wards that surround Oldway is approximately 35,200, with the vast majority living within a 20-minute walk (1600m) of the site. Largely thanks to the garden and tearoom volunteers, residents already enjoy use of the grounds for contact with nature, play, socialising and exercise. There is potential to extend Oldway's health and wellbeing benefits to many more people by creating a high quality, welcoming environment and expanding the range of activities available.

Pride in Place

Oldway is very important to many local people. In 2020, residents were asked which heritage site in the Bay should be prioritised for action. Oldway was by far the most highly rated. In 2023, the public survey for this masterplan received the largest response to a Torbay Council consultation in recent years.

Heritage sites are known to support social cohesion, provide opportunities for collective activity and enhance quality of life. Research consistently demonstrates that people have deep emotional connections to historic places and that restoring them increases pride in local areas.

The relationship between Oldway and local primary schools presents a valuable opportunity to extend this pride to younger generations. In 2018, Historic England found that learning about local heritage significantly improved pupils' sense of place and belonging.

The consultation report appended to this masterplan concludes that there is overwhelming support for the restoration of Oldway as both a historic site and a community asset. The responses underline its centrality to local people's ideas of what makes the area special.



Images showing current condition of buildings



6. Stakeholder and Community Engagement

Engagement with stakeholders and the community has been an essential part of the development of the masterplan, building upon previous work undertaken by Torbay Council.

Previous engagement included consultation during the development of the Torbay Heritage Strategy; in which Oldway was identified as the top priority for action to protect and reuse, scoring almost double the points of the second highest scoring heritage asset, the Pavilion in Torquay.

In 2018 DCA consultants undertook a series of discussions with local groups and the community to inform the development of a recommendation for the site to be a mixed portfolio of uses with continued public access to the grounds and significant spaces (summarised in more detail in the options appraisal below).

To inform the vision and masterplan we engaged with stakeholders to inform our understanding of the site and the community's priorities, and to shape the development of the draft vision and masterplan options.

Full details of the consultation and engagement process are set out in the Consultation and Engagement Report, July 2023, and a summary of the key workshops, meeting and events and how they informed the development of the proposals and selection of preferred options is set out below.

Stakeholder Engagement

Key stakeholders, including the Friends of Oldway, Oldway Gardens Group, the Country and Indoor Bowling Clubs, Torbay Civic Society and other local heritage, business and arts groups, were invited to 3 sessions to inform the Project Team's understanding of the site and help to shape the vision and development of concept options. The sessions focused on the following areas:

- *Understanding of the site (including current activities and uses, key issues, potential future uses)*

- *Opportunities & constraints and development of vision*
- *Vision and options workshop*

Options Development

Alongside stakeholder workshops the project team worked with council officers (including heads of service and senior officers in HR, Culture & Events, Sports, Public Health, Planning, Registry, Corporate Services and Governance Support) and local experts and specific stakeholders (such as estate agents and Oldway Primary School) to inform our understanding of the potential uses for the site and specific constraints and opportunities.

The project team also investigated similar heritage led regeneration projects across the UK. We visited sites and spoke with staff to inform our consideration of options and approach to uses and management of Oldway. These included:

- *Haigh Hall, Wigan*
- *Arbuthnott House, Aberdeenshire*
- *Grand Pavilion, Porthcawl*
- *Birnbeck Pier and Tropicana, Weston-Super-Mare*
- *Shrewsbury Flax Mill Maltings*
- *Newton's Place, Newton Abbot*
- *Durlston Country Park, Dorset*
- *Delapré Abbey, Northamptonshire*
- *Ordsall Hall, Manchester*
- *Insole Court, Cardiff*

Public Consultation

The draft vision and concept options were presented to the public through a series of events and a project website and online questionnaire in June 2023. The consultation included opportunities to meet with the Project Team on site and at the Torbay Airshow (on Paignton Green).

The public consultation was successful in reaching a high number of people, with over 1,800 responding to the final survey. Through this survey, as well as face-to-face discussions during the consultation process, the public clearly demonstrated their connection with Oldway - with many people having direct relationships with Oldway through its former function as a Registry Office, working in the building, attending dances or events, or simply enjoying the gardens.

There was overwhelming support for restoring Oldway Mansion and gardens and preserving its history and heritage. There was also strong support for the emerging vision and proposals presented for Oldway's future, and many people voiced their concern that the building should not be allowed to deteriorate further.

The most favoured proposals were the ones that provide community access and public events/activities in the Mansion and grounds. This includes weddings, cultural events, festivals, outdoor cinema, theatre, sports, and spaces for local groups. Providing green and open spaces for recreation, relaxation, dog walking, and nature/wildlife is highly valued. The public want the existing gardens and outdoor areas to remain freely accessible to the public, and for the site's rich heritage to be celebrated.

Overall there was an understanding that the site had to generate enough income to ensure its future upkeep and minimise future costs to Torbay Council. Some options that generate revenue to maintain the site have been supported, such as, a cafe, and private functions like weddings and renting spaces to local businesses. However, some people were against any or too much private

or exclusive use. There is mixed opinion on using the upper floors of the Mansion for residential spaces, or holiday accommodation and council offices. Some saw these uses as beneficial for income and security, others wanted the site to remain fully accessible to the public.

In summary, the community favoured the proposals for a mixed-use site that balances public and community access with commercial elements to provide funding and upkeep. There is support for the Mansion and grounds to engage both locals and visitors. Restoring Oldway's heritage and providing public community spaces are priorities, along with carefully selected commercial uses to sustain it.



Stakeholder Workshop 1



Onsite Consultation Day



Onsite Consultation Day



Torbay Air Show

7. Vision

A community-focused health, wellbeing and creative hub within the historic setting of Oldway.

A place to celebrate Oldway’s heritage

The distinctive heritage of the Mansion and gardens will be celebrated and made accessible to both the local community and visitors to Torbay. Oldway Mansion and its associated buildings will be restored and brought into sustainable and resilient uses that celebrate the elegance and romance of Oldway and secure the long-term viable future of the site.

A place for communities to come together

Oldway will continue to be valued for both its historic significance and its connections to individuals and families across Torbay. It will provide a range of inclusive and accessible activities and will be reinstated as a beautiful venue for weddings and other events. There will be opportunities for volunteers to work in partnership with Torbay Council to care for the buildings and gardens and maximise the benefits of the site to the local community.

A place for creativity and discovery

Oldway will be a hub for creative events and activities. The Mansion will provide creative spaces and space for exhibition and events. The gardens will be a venue for formal and informal activities.

A place to connect with nature

Oldway’s historic gardens, trees, wildlife and views will be celebrated and conserved for the benefit of the community. Oldway will provide opportunities for everyone to enjoy and connect with nature.

A place to be active and relax

Oldway will provide a diverse range of formal and informal leisure and recreation activities that enhance health and wellbeing and facilitate community connections. Bowls and tennis courts will be supplemented with additional sport, leisure and play facilities.



8. Concept Options Appraisal

Following initial stakeholder and public consultation on the vision and potential uses for Oldway Mansion, a 'long list' of concept options were developed. Initial focusing on the Mansion, the other buildings and synchronicity with the wider use and activities in the gardens were also considered. The optioneering and appraisal took into account the outcomes of previous strategies and research, including the Torbay Heritage Strategy (2021-26) and DCA Consultants report (2018), which are summarised in the box below.

The concept options were developed with consideration of both potential funding and long-term revenue generation, along with how appropriate uses are with the immediate site context, along with the wider offer of heritage and tourism facilities within Torbay.

These options included:

- Leave as current
- Council use (office and meeting spaces)
- Residential (leasehold)
- Residential (rental)
- Short stay visitor accommodation
- Creative studios/workspace
- Void space – 2nd and/or 3rd floor
- Registry service
- Commercial functions/events (including weddings)
- Catering
- Gallery/exhibition
- Commercial/office space
- Filming location

The capacity of the Mansion to accommodate these potential uses were tested through a series of sketch designs which are illustrated below.

These options were tested and assessed against a number of criteria (based on the principles of HM Treasury Green Book methodology). The full evaluation took into account both immediate and longer term priorities, given the anticipated timescales for the redevelopment works, and is set out in the Business Viability & Income Generation Appraisal.

This appraisal was used to assist in identifying and recommending concept options for the future uses of Oldway Mansion.

Torbay Heritage Strategy (2021-2026)

The Torbay Heritage Strategy (2021-2026) identifies Oldway as a key priority for the community, and that 'Oldway is greatly loved by residents and consultation for this strategy showed clearly that its future is a matter of great concern to local people.'

Policy RST01 of the Strategy states that the key objective for Oldway is that the Mansion, including its outbuildings and grounds, are conserved and enhanced, and its future is secure. Local people and visitors experience and enjoy it as a key heritage site and accessible open space.

DCA Consultants 2018

In 2017, DCA, together with Purcell Architects and Mace Quantity Surveyors, was commissioned by Torbay Council to undertake an options appraisal and feasibility study for the repair and restoration and development of proposals to bring back into use Oldway Mansion and its Estate. The report noted the significant constraints on options for the future of the site, including the Grade II* listing along with the condition of the buildings, the use-specific nature of the spaces and the position of the Mansion itself within the grounds which are well used by local people.

The report concluded that a 'portfolio' development with a mix of different end uses would be most appropriate, including community, cultural, learning and trading activities.

- Events and hires
- Visitor attraction
- Arts and cultural uses
- Catering and other ancillary trading
- Apartments

Other uses for the Mansion and site were rejected, including the following:

- **Hotel and hospitality** – dismissed due to unmet demand locally/nationally. Bringing the site into private hotel use would see the loss of the existing open space to the public which was felt to be too controversial.
- **Events venue** – issues with a lack of potential commercial partner coming forward.
- **Residential accommodation** – The building's layout was felt to be unsuitable for residential living given the relatively small number of apartments that it was expected could be created (6 to 8). It was also felt this use would combine poorly with other more public or commercial uses.
- **Sale/transfer of whole site** – No evidence of demand or market to another Government agency or education use was established.
- **Whole site lettable office accommodation** – The conversion of Oldway as a whole site to lettable office accommodation for smaller SME's, creative businesses, studio space, etc. was dismissed due to lack of modular spaces that modern office-based businesses require, presence of decorative features, and lack of demand.

This page has been left blank intentionally.

8. Concept Options Appraisal

Oldway Gardens

The proposals for the gardens recognise both their historic importance and the location of the gardens within a largely residential area where they provide an important green space in the heart of Paignton. A key part of the proposed masterplan is the restoration of the gardens and enhancements to encourage more people to visit this beautiful park for a range of activities.

Drawing on the gardens Conservation Management Plan the proposals for the gardens can be summarised as follows:

Heritage Zone

The core of the gardens, focusing on the Mansion, Rotunda, formal gardens and grotto, with priority given to appreciation of the historic environment and complementary formal activities. This area will capture the elegance and opulence of the Singer family's time at Oldway. There is potential for this area to be used for events (e.g. outdoor cinema/theatre, markets), weddings and a range of community uses – as well as informal use by the community and visitors to the site.

Activity Zone

This area includes the tennis courts and indoor and country bowling clubs to the east of the Mansion and formal gardens, and provides a focus for programmed leisure and sporting uses that reflect the 'country club' phase of the development of Oldway. There is an opportunity for parking to be relocated into this area from the core of the gardens.

Nature Zone

The edges of the gardens provide a buffer to the surrounding housing and other land uses, enclosing the core of the gardens. This area offers an opportunity for informal walks, trails and play, as well as providing space for nature, sheltering the house and gardens and providing climate mitigation (including cooling, shelter, rainfall capture and biodiversity refuge). An area on the northern edge of the site within this natural zone provides space for the Oldway Gardens Group and maintenance requirements.

Within these zones the proposals for gardens will achieve the Vision for Oldway through the following measures:

A place to celebrate Oldway's heritage

- Restored historic gardens and buildings
- Interpretation and signage
- Cultural events
- Heritage volunteering

A place for communities to come together

- Access for everyone
- Places to meet
- Community activities
- Café with outdoor seating
- Garden weddings

A place for creativity and discovery

- Open-air cinema, theatre and festivals
- Workshops and creative activities
- Education and training providers
- Links to local schools
- Public art

A place to connect with nature

- Garden volunteering
- Green space for all
- Biodiversity and wildlife habitats
- Nature trails

A place to be active and relax

- Signed and well-lit footpaths
- Places to sit and meet friends
- Outdoor fitness groups and classes
- Enhanced sport facilities
- Places to play



8. Concept Options Appraisal

Mansion Intro

A number of concept options for the Mansion were tested to establish their potential viability and whether they could be physically delivered within the constraints of the listed building.

The ground and first floor of the Mansion comprise the main function rooms and circulation spaces, including the Marble Staircase and Ballroom, and their uses are constrained by the important historic fabric of these rooms. It was therefore considered that the proposals for these floors should be consistent with the ground floor redeveloped to provide mixed use, including registry services, a new entrance via the east elevation, permanent exhibition space directly linked to the Singer family, café, retail units, and office space. The first floor will provide restored rooms for event hire, flexible gallery/exhibition spaces, a wedding venue, and access to the grand staircase.

The upper floors have historically had much more limited public access, and have significant less historic fabric remaining, so offer more flexibility for future uses. Drawing on previous work by DCA three initial options were considered; council offices, residential use (private, leasehold ownership or holiday rental) or spaces for creative industries.

The option for creative studios was explored, but was discounted at an early stage, prior to public engagement, as early market research indicated a lack of demand for this volume of creative workshops in the Bay. It was also clear that whilst artist accommodation might be provided, and whilst this use would be a good strategic fit with the vision for the site, the financial returns would be poor and operationally difficult to manage. The experience of Cockington Court as an incubator unit has shown that maintaining occupancy, managing voids, ensuring rental income is secured, and moving tenants on once they are more established etc., can prove challenging, demanding, and time-consuming. The out-of-hours lifestyle of many creatives was also seen as not being compatible with some of the other primary uses or user groups or management of this complicated

building. It could put Oldway in competition with Cockington Court, which already has vacant creative workspace to fill.

The two remaining feasible options for the Mansion were explored further to ensure they were deliverable and in relation to viability and public appeal. Option 1 considers the potential for Oldway to provide office space for Torbay Council, with a mix of open-plan and discrete office accommodation and meeting spaces on the second and third floors, whilst option 2 provided self-contained residential accommodation (for private rent or holiday accommodation) on these floors. Key features of both options are set out below:

Rotunda & the Banqueting Hall/Towers

During the viability appraisal process the future uses of the Rotunda, Banqueting Hall and East and West Towers were not considered in detail.

Concept ideas include the use of these spaces for complementary uses such as use of the Rotunda for council meeting space or leisure uses, and potential for the Banqueting Hall and Towers to be converted to complementary residential or commercial uses – subject to more detailed review of their condition and the viability of restoring and converting these buildings.

Options Appraisal

There is great potential for Oldway to fulfil the aspirations and vision set out in the masterplan for the site; to make a contribution to cultural development in Torbay and in so doing to support the local economy.

The costs for restoration and conversion of the Mansion and gardens are similar for each option, and the potential income from the Mansion is approximately £260,000 - £400,000 per annum. Other income streams from the Rotunda, Banqueting Hall and gardens should also be explored and progressed to provide a sustainable income stream for the entire site.

We have considered which options for use have the best overall fit with the Green Book criteria. We have also taken into account the specific need for uses to have a good balance of deliverability, ease of ongoing management and lead time to achieving a financial return.

On this basis, our favoured option for use of the Mansion would be:

1. *To convert the upper floors to some form of residential use. All three options – leasehold, rental or short-stay holiday let – have their relative strengths and weaknesses. While the 2023 viability appraisal concluded that the leasehold option would result in an upfront financial return and would be easiest in terms of management and maintenance, our recommendation is that private rental would secure the greatest benefit in providing a long term income to support the site.*
2. *To prioritise an enhanced Registry Office weddings offer, i.e. on a more commercial basis with a venue charge and basic catering package, with space also to be made available for other commercial hire on the ground and first floors. We feel that this version of the wedding offer is the optimum fit against the criteria as a whole and will be the simplest and easiest to deliver and operate.*
3. *A café on the ground floor providing catering for both general site visitors and events catering to service the weddings and commercial hire offer.*

This to be complemented with a free-admission and permanent interpretation space telling the Singer story and the Mansion’s link to the Golden Era of the English Riviera in the 1920s and 1930s (with possibly a section on the UNESCO Global Geopark).

We also recognise that it may be necessary or indeed preferable to prioritise other parts of the site – notably the Rotunda - for potential quicker wins which could start to show a return on what will need to be a significant long-term investment in the overall site’s regeneration.

This page has been left blank intentionally.

8. Concept Options Appraisal

Option 1 Mix Public Use and Torbay Council Offices

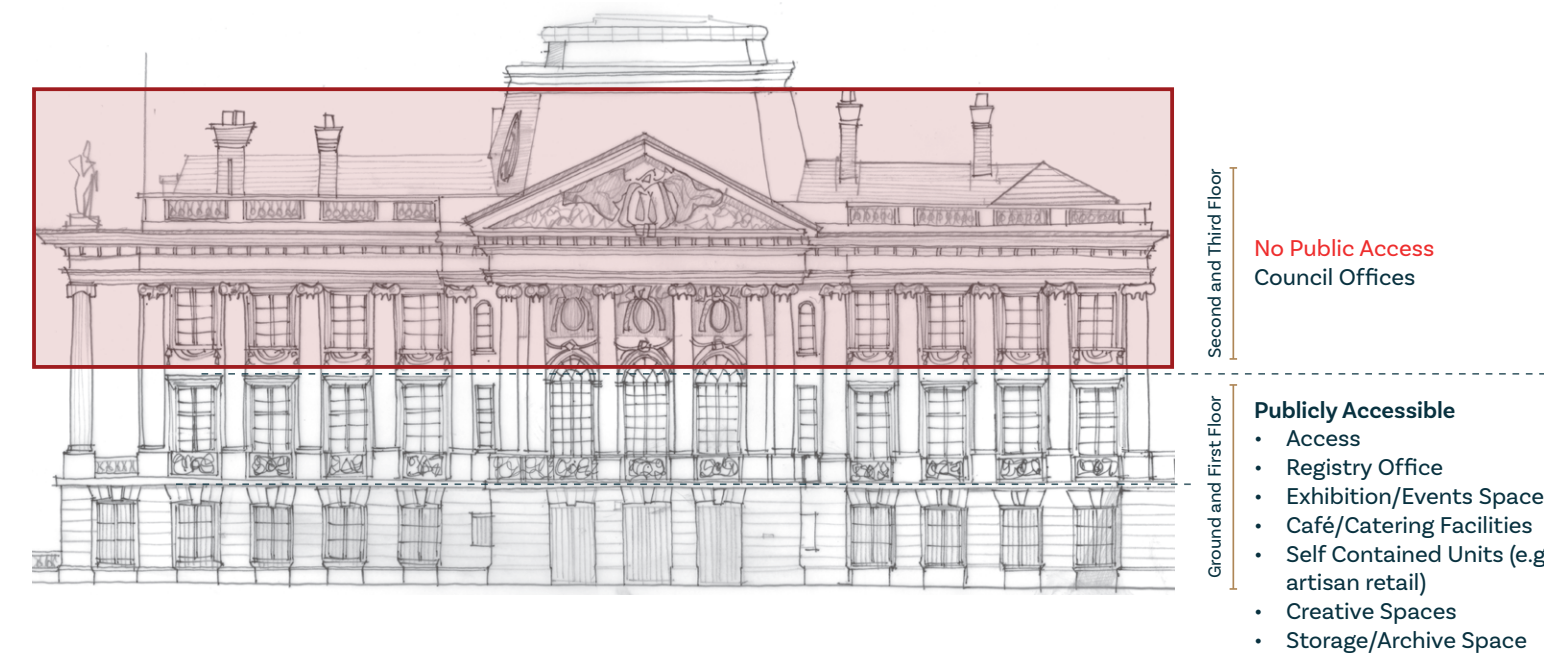
Pros:

- Potential for 145 office desks.
- Footfall from council offices could support other businesses.
- Research by Ramidus (2018) on behalf of Historic England indicates that working within places with history fosters community and aids wellbeing. (Sources can be found on page 64)
- Could provide long-term security to the building's use.
- Could enable the rationalisation of Torbay Council's estate onto fewer sites

Cons:

- The Isadora Duncan room is not available to the public.
- The plan is deep creating difficulty in drawing sufficient daylight into some office spaces.
- Due to new hybrid working the Council may not require as much space in Oldway as they previously had.
- The house is not compliant with DDA, considerable interventions will be needed to ensure compliance.
- The move might impact on the local economy surrounding the present offices, as staff will not use these facilities.
- Possible limitation on appropriate services that could be moved here due to heavy public footfall.
- Not favoured by many at Public Consultation.

Page 34



- No Public Access**
Council Offices
- Publicly Accessible**
- Access
 - Registry Office
 - Exhibition/Events Space
 - Café/Catering Facilities
 - Self Contained Units (e.g. artisan retail)
 - Creative Spaces
 - Storage/Archive Space

Option 1 - Ground Floor



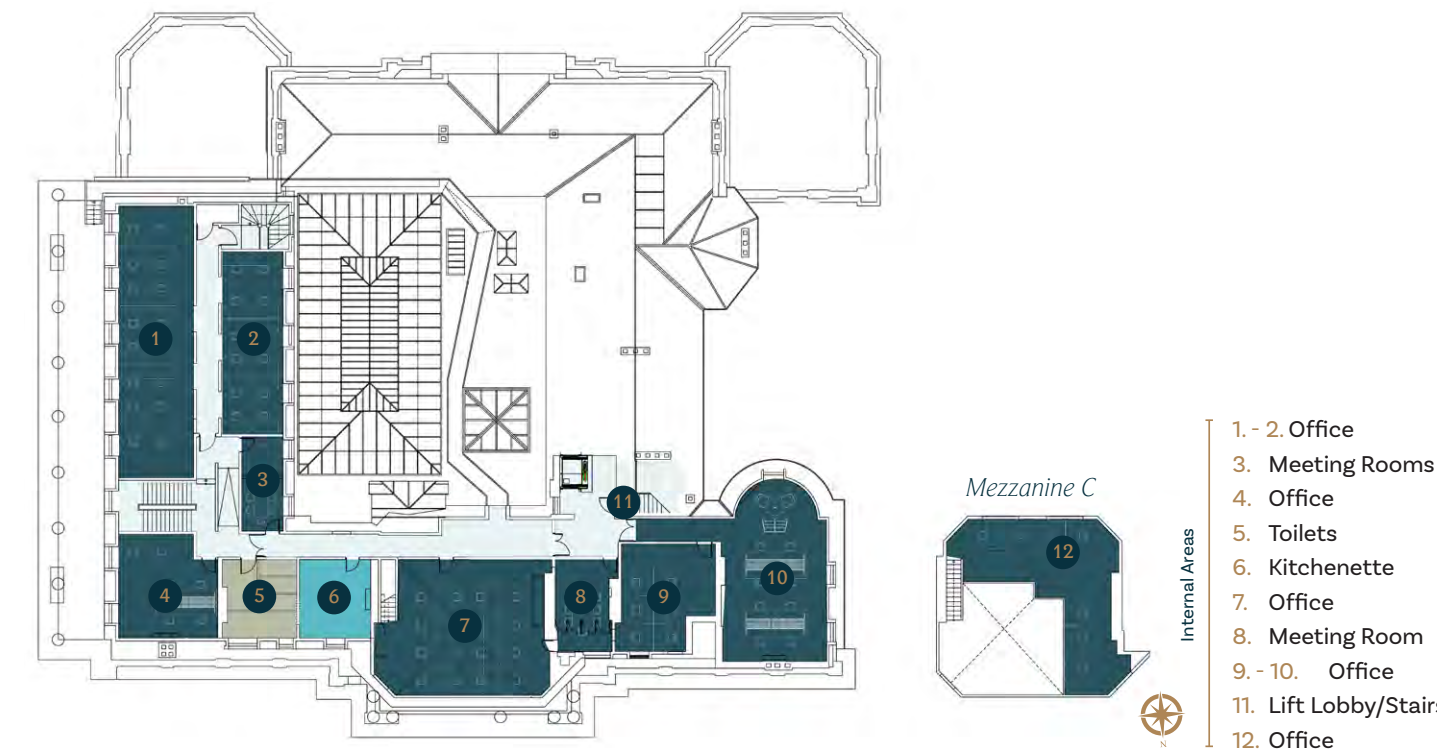
- Entrance Areas**
1. Exhibition Entrance
 2. Office Public Entrance
 3. Staff Entrance
 4. Registry Entrance
 5. Delivery Entrance
 6. Cycle Store Entry
- Internal Areas**
7. Public Exhibition
 8. Office
 9. Office Reception
 10. - 11. Office
 12. Unisex Toilets
 13. Retail Unit
 14. Lift Lobby/Stairs
 15. Ambassadors Stairs
 16. Registry Reception
 17. Registry 1:1 Meeting
 18. Colonnade Cafe
 19. Retail Unit
 20. Commercial Kitchen
 21. Showers
 22. Registry Archive
 23. Cycle Store
 24. Public Toilets

Option 1 - First Floor



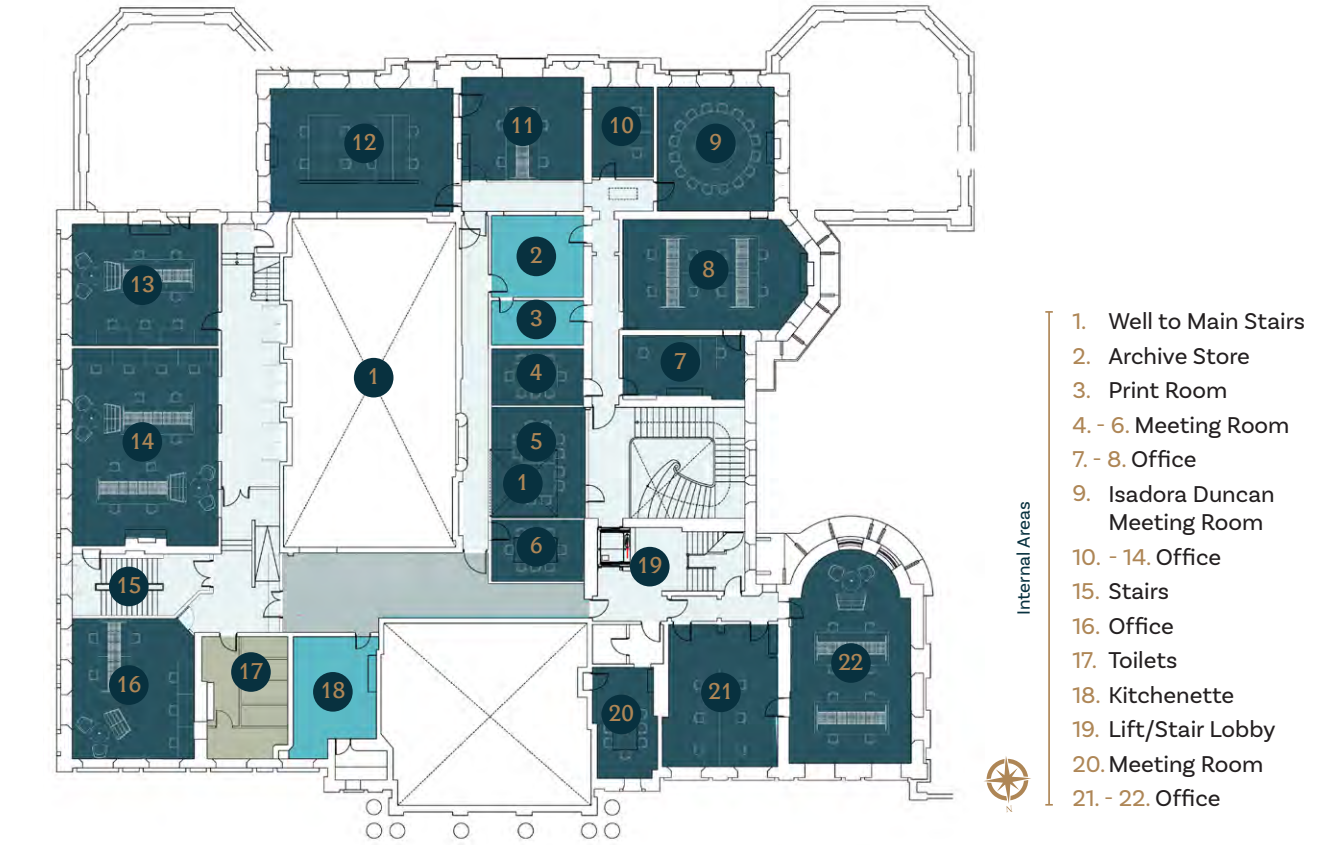
- Internal Areas**
1. Gallery
 2. Ambassadors Stairs
 3. Singer Stairs
 4. Winnaretta Registry/Meeting Room
 5. Paris Room Garden Cafe/Retail
 6. Paris Garden Cafe/Retail
 7. Herbert Room - Temp. Green Room
 8. Cecil Room Temp. Green Room
 9. Prep Kitchen
 10. Toilets
 11. Ballroom
 12. Office
 13. Mayor's Parlour - Meeting/Registry
 14. Meeting incl. Toilet
 15. - 16. Office
 17. Lift/Stair Lobby
 18. Balcony Space
 19. Unisex Toilets
 20. Office

Option 1 - Third Floor



- Internal Areas**
1. - 2. Office
 3. Meeting Rooms
 4. Office
 5. Toilets
 6. Kitchenette
 7. Office
 8. Meeting Room
 9. - 10. Office
 11. Lift Lobby/Stairs
 12. Office

Option 1 - Second Floor



- Internal Areas**
1. Well to Main Stairs
 2. Archive Store
 3. Print Room
 4. - 6. Meeting Room
 7. - 8. Office
 9. Isadora Duncan Meeting Room
 10. - 14. Office
 15. Stairs
 16. Office
 17. Toilets
 18. Kitchenette
 19. Lift/Stair Lobby
 20. Meeting Room
 21. - 22. Office

Key:

<p>Uses:</p> <ul style="list-style-type: none"> U1 Office U2 Registry U3 Public Exhibition U4 Public/Private Hire U5 Commercial Retail U6 Commercial Cafe <p>Areas:</p> <ul style="list-style-type: none"> Entrance Areas Internal Areas 	<p>Ancillary:</p> <ul style="list-style-type: none"> Main Circulation Fire Protected Corridor Registry Circulation Welfare (Toilets/Showers) Office Support Space Kitchenette Cycle Storage Commercial Catering 	<p>Total Areas</p> <ul style="list-style-type: none"> Office: 1497m² (191 people) Exhibition: 115m² Registry/Events: 393m² Gallery/Events: 437m² Self Contained Units: 384m² Circulation: 496m² Existing Tea Rooms: 127m²
--	--	--

8. Concept Options Appraisal

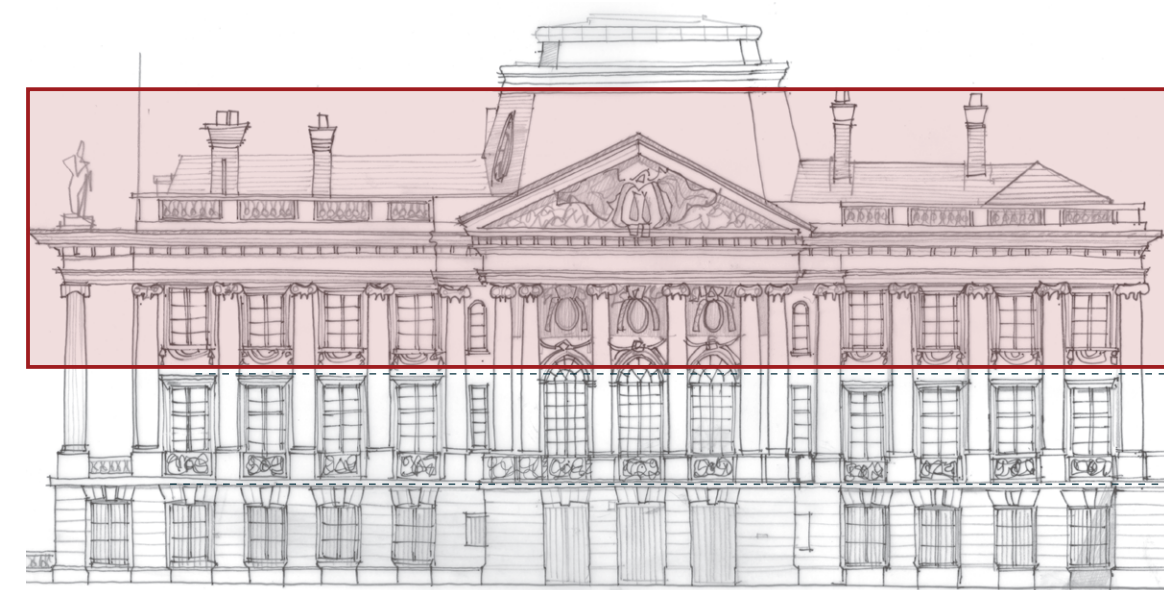
Option 2 Mix Public Use and Residential Accommodation

Pros:

- Eighteen Flats - a mix of 1 and 2 beds.
- Offers the chance to live permanently, or for a week or two, with a sense of grandeur not otherwise achievable.
- Short-term residential lets can provide a steady revenue stream.
- The residents are likely to use the other facilities within Oldway.
- Holiday apartments could be hired by an entire Wedding Party as part of an inclusive wedding package.
- Creates a community for like-minded people.
- A more affordable way to live within a beautiful environment.
- Potential to provide substantial long term income to support the site

Cons:

- Isadora Duncan room is not available to the public.
- The plan is deep creating difficulty in drawing sufficient daylight into some rooms.
- Torbay Council would need to facilitate a management company for maintaining and supporting the apartments if a short-term let approach was taken for the apartments.
- During the day other activities might not be conducive to those within the residential zones.
- As a listed building there could be restrictions on what the tenant would be allowed to do to personalise the apartments.
- Situated above ground level could create access issues as people age.



- Second and Third Floor**
- No Public Access
 - Residential
 - Short Term Holiday Lets
 - Private Rental Accommodation
- Ground and First Floor**
- Publicly Accessible
 - Access
 - Registry Office
 - Exhibition/Events Space
 - Café/Catering Facilities
 - Self Contained Units (e.g. artisan retail)
 - Creative Spaces
 - Storage/Archive Space

Option 2 - Ground Floor



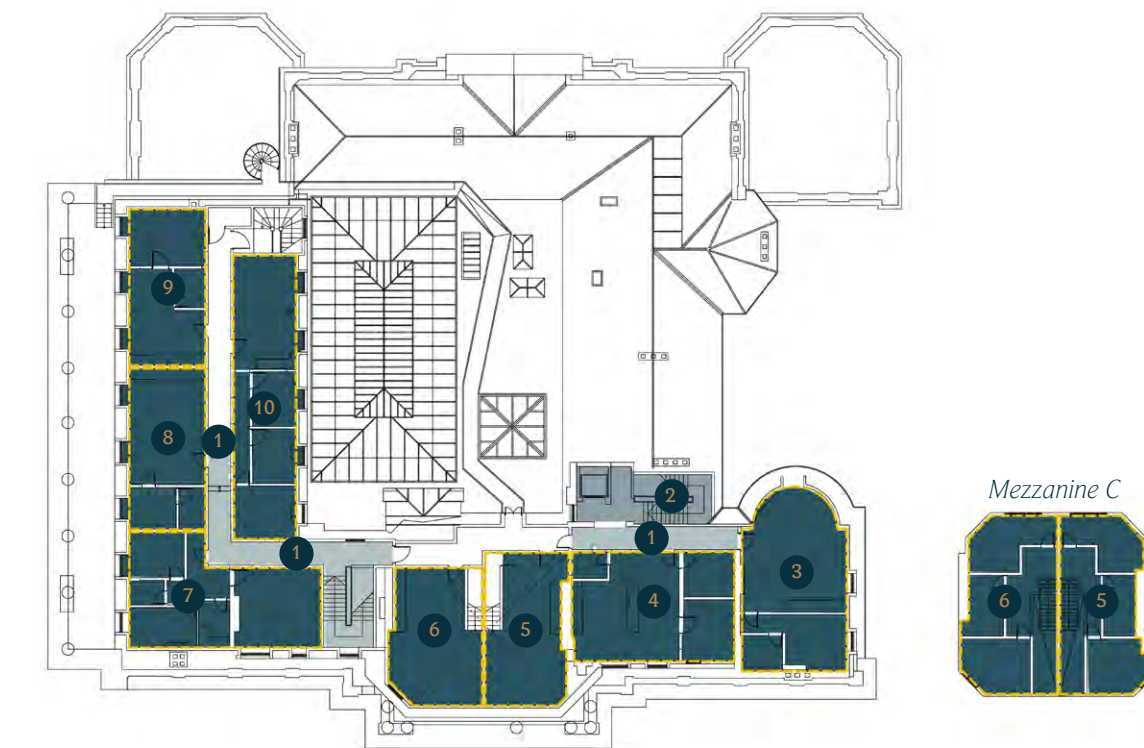
- Entrance Areas**
1. Exhibition Entrance
 2. Residential Entrance
 3. Registry Entrance
- Internal Areas**
4. Free Public Permanent Exhibition Space on Oldway Area
 5. Fire Protected Corridor
 6. New Fire-rated Stairwell/Lift from the 3rd Floor
 - 7.-10. Units to Let
 11. Free Public Permanent Exhibition Room on Oldway and Local Area/People
 12. Main Staircase Foyer
 13. New Entrance Hallway for Registry, Wedding Parties, & VIPs
 14. 1:1 Meeting Rooms
 15. Registry Office
 - 16.-18. Registry Archives
 19. Ambassadors Staircase
 20. Estate Office
 21. New Fire Rated Stairwell from the 3rd Floor
 22. Cafe Kitchen
 23. Cafe incl. Servery
 - 24.-25. Units to Let
 26. Unisex WCs, Shower Pods and Bike Storage
 27. 18 x Electric Bike Storage
 28. Unisex Public Toilets
 29. Storage for Event Furniture and Equipment
 30. Storage for External Furniture and Equipment

Option 2 - First Floor



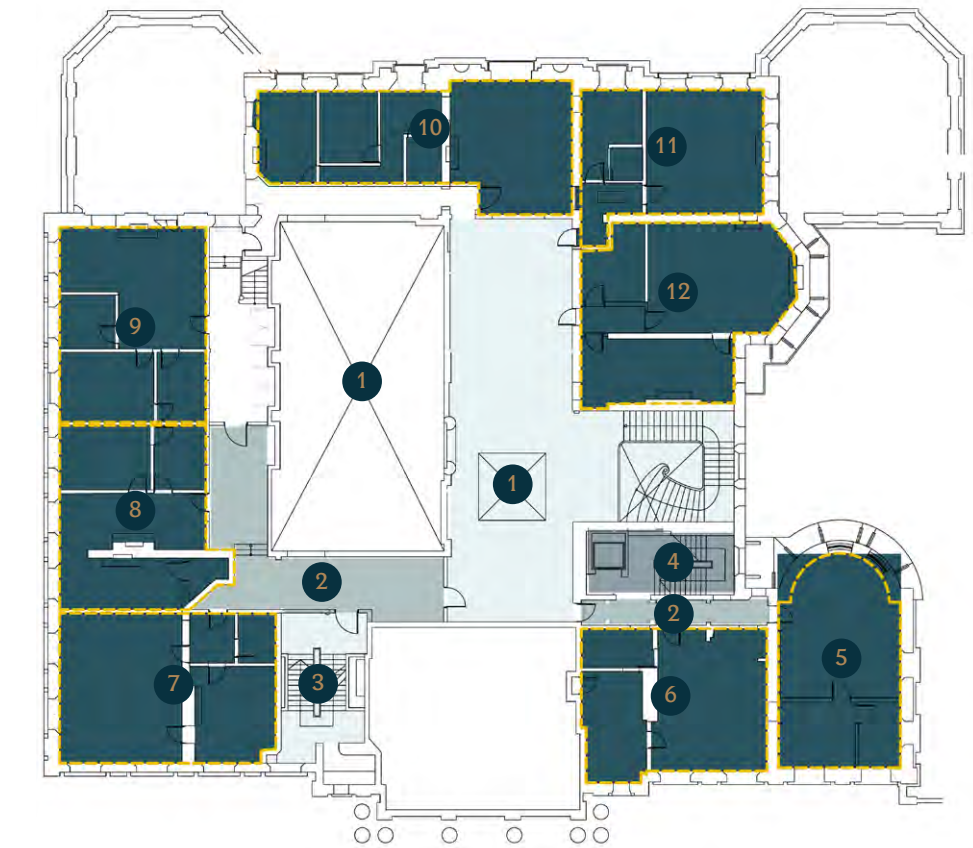
- Internal Areas**
1. Ambassadors Staircase Area
 - Herbert Room
 - Paris Room
 - Cecil Room
 - The Ballroom
 - Paris Room: Green Room/Flexible Meeting Room
 - Pre-Wedding Chat Room
 - Winnaretta Room: Wedding Ceremonies Room
 - New Fire-rated Stairwell from 3rd Floor
 - Fire Protected Corridor
 - Pre-Wedding Chat Room/Mayor's Parlour's Waiting Room incl. Toilet
 - Flat
 - Flat
 - The Mayor's Parlour Event Hire/ Wedding Ceremonies Room
 - Fire-rated Stairwell to External Exit
 - Back of House Services for Events
 - Event Hire/Supporting Let Room for Event in Ballroom

Option 2 - Third Floor



- Internal Areas**
1. New Fire Protected Corridor
 - New Fire-rated Stairwell from 3rd Floor
 - 10. Apartments

Option 2 - Second Floor



- Internal Areas**
1. Well to Main Stairs
 - Fire Protected Corridor
 - New Fire-rated Stairwell from 3rd Floor to External Exit on Ground Area
 - New Fire-rated Stairwell from 3rd Floor
 - 12. Apartments

Key:

Uses:

- U1 Office
- U2 Registry
- U3 Public Exhibition
- U4 Public/Private Hire
- U5 Commercial Retail
- U6 Commercial Cafe

Areas:

- Entrance Areas
- Internal Areas
- Flat Site Boundaries

Ancillary:

- Main Circulation
- Fire Protected Corridor
- Residential Private Circulation
- Controlled Registry Circulation
- Public Toilets/Cycle Storage
- Management Space
- External Storage
- Commercial Catering

Total Areas

- Let Rooms: 112m² (8 people)
- Residential Rooms: 24m² (8 apartments)
- Short Term Let: 431m² (8 apartments)
- Exhibition: 120m²
- Registry/Events: 784m²
- Creative Hub: 283m²
- Artist Studios: 80m² (4 people)
- Events Hire: 222m²
- Self Contained Units: 384m²
- Circulation: 901m²

9. Preferred Options

Oldway is a product of the rag to riches story of one man with a colourful life, determination, and resourcefulness and his son's privilege and interest in the lavish and dramatic architecture of Versailles. Through changing inhabitants, the house also tells the story of Paignton and how society has changed in the last 100 years, and it is the combination of this rich heritage, which is specific to Oldway, that the vision for the refurbishment of the Mansion will draw on with the aim that locals and visitors can enjoy and be inspired by those that have previously occupied the house.

Everything about Oldway is romantic, from the theatricality of Isaac Singer's Victorian Mansion and the opulence of Paris Singer's homage to Versailles, to the recent history of Oldway as a wedding venue for local people and visitors to Torbay.

To ensure that Oldway Mansion has a future it will need to offer facilities that are attractive and inclusive to all, as well as be viable financially, and provide the opportunity for visitors to experience the excitement and romance of Oldway today.

The preferred option for Oldway, developed from concept option 2, has been informed by the inputs of the project team, stakeholder engagement, business and viability appraisal and public consultation. It ensures that the romantic character of the Mansion and gardens is retained and enhanced, that the historic fabric of the site is refurbished and reinstated, and provides space for new uses and activities that will generate a revenue stream to enable the site to be sustainably managed in the future.

Free access to the gardens and the lower floors of the Mansion will enable local people to regularly enjoy the gardens and buildings and ensure that Oldway it is an attractive tourist destination. Existing facilities such as the country and indoor bowling clubs and tennis courts are retained, and opportunities to expand the café and provide new complementary facilities and uses explored.

The improved gardens will encourage more people to enjoy the mix of formal and informal spaces, benefitting from fresh air, contact with nature and exercise in a green, heritage setting.

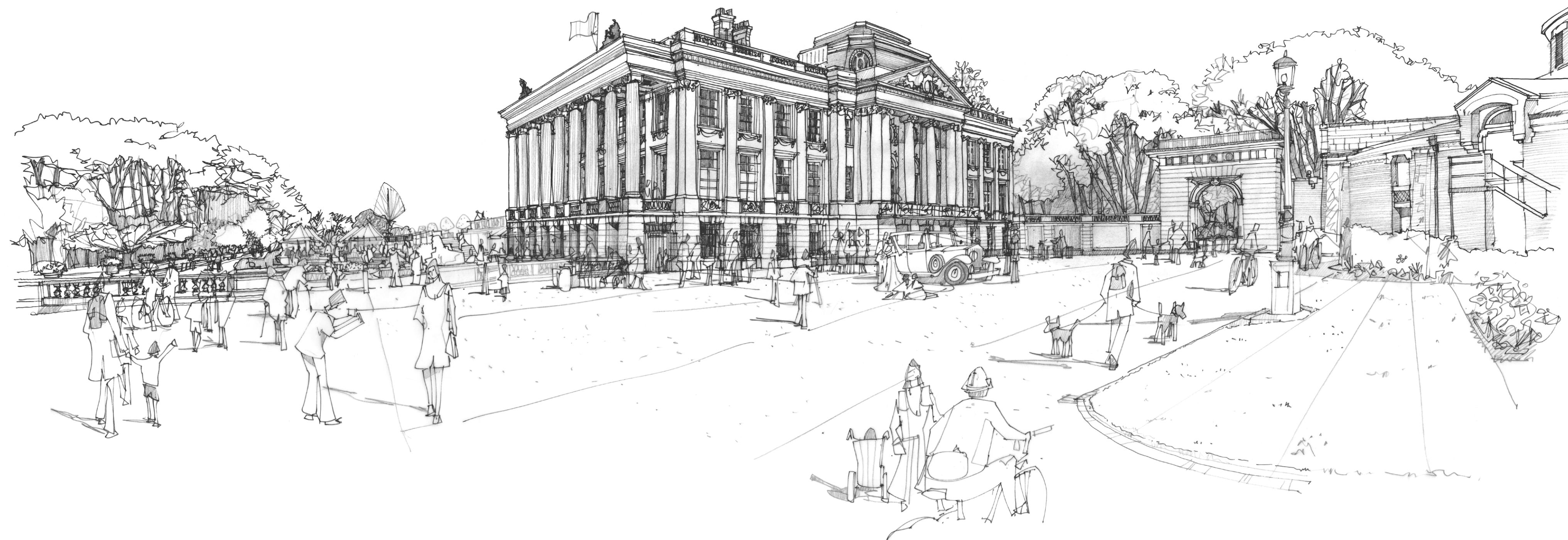
Within the Mansion a café, gallery and flexible event/exhibition spaces, with ancillary supporting spaces, will be located on these floors, alongside artisan shops, and a reinstated registry office, allowing the elegance, luxury, and splendour of Oldway to be appreciated, experienced, and new memories made.

By providing multiple facilities and uses at Oldway, the site can also potentially aid the wider community by:

- *Reigniting a sense of pride and sense of place for the local community.*
- *Promoting physical activities and social engagement to aid wellbeing.*
- *Encouraging and fostering economic regeneration of the local area.*
- *Encouraging protection and respect for the environment.*
- *Advancing education and greater awareness of the local culture, environment, and history.*
- *Providing focus and aiding the development of the skills within the community.*
- *Creating training and employment opportunities.*
- *Reducing anti-social behaviour and promoting public safety.*

The preferred proposals for Oldway Mansion and gardens are described in more detail below.

Plans for the Rotunda which fit with the Vision for the site, including testing its potential as a family activity centre, are at an earlier stage and will be developed as a priority in the next phase of work.



9. Preferred Options

The proposals for the gardens are proposed to be delivered in three phases, as described below:

Phase 1 - Enabling Works, Short Term

During Phase 1 stabilisation works to the Mansion, including roof repairs and internal and envelope repairs, will be urgently undertaken. The Banqueting Hall and East/West Towers will also be stabilised and weatherproofed to ensure no further damage occurs. This work will be undertaken in line with the Conservation Management Plan.

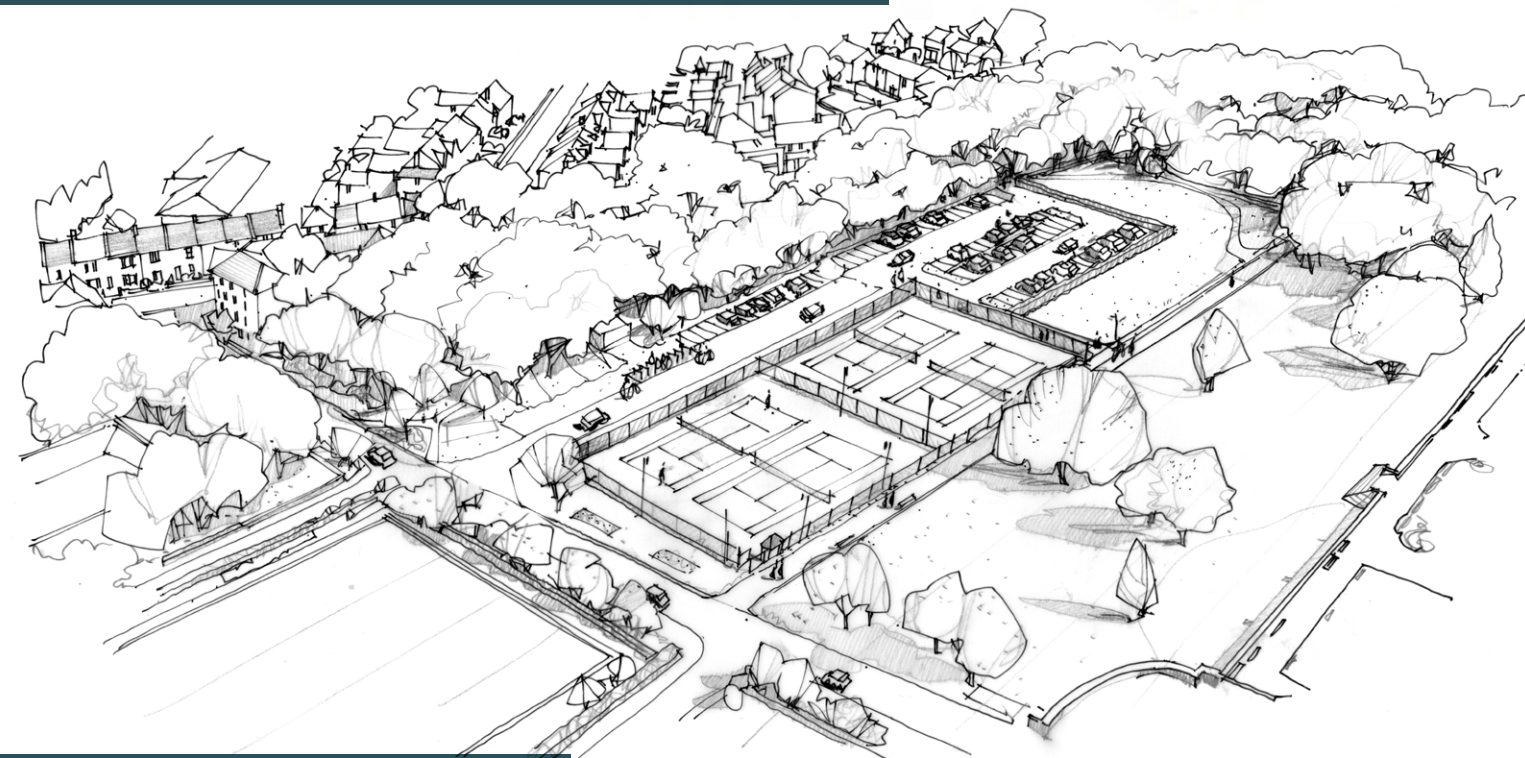
Parking will be removed from the forecourt to the Mansion to improve its setting and provide space for construction works. A temporary parking area will be created south of the existing tennis courts, with careful planting to reduce its visual impact on the core of the historic garden. This area will include disabled parking and cycle parking. Parking charges will be introduced to provide an income stream and deter parking that is unrelated to uses on the site. A 'Friends of Oldway' scheme with reduced parking rates for regular visitors will be investigated. An additional parking area is to be provided north of the access road on the former tennis courts area to serve additional parking requirements and provide construction parking. The Mansion and Rotunda areas will be inaccessible to the public during restoration, however access to Little Oldway shall remain at all times.

Whilst the Mansion remains inaccessible, a temporary community/interpretation hub is to be provided to explain the heritage importance of Oldway and the restoration process. Café facilities will ensure that income from the existing café/tea hut can be maintained through the construction process, and also provide space for support of the Friends of Oldway and Oldway Gardens Group and a destination for visitors

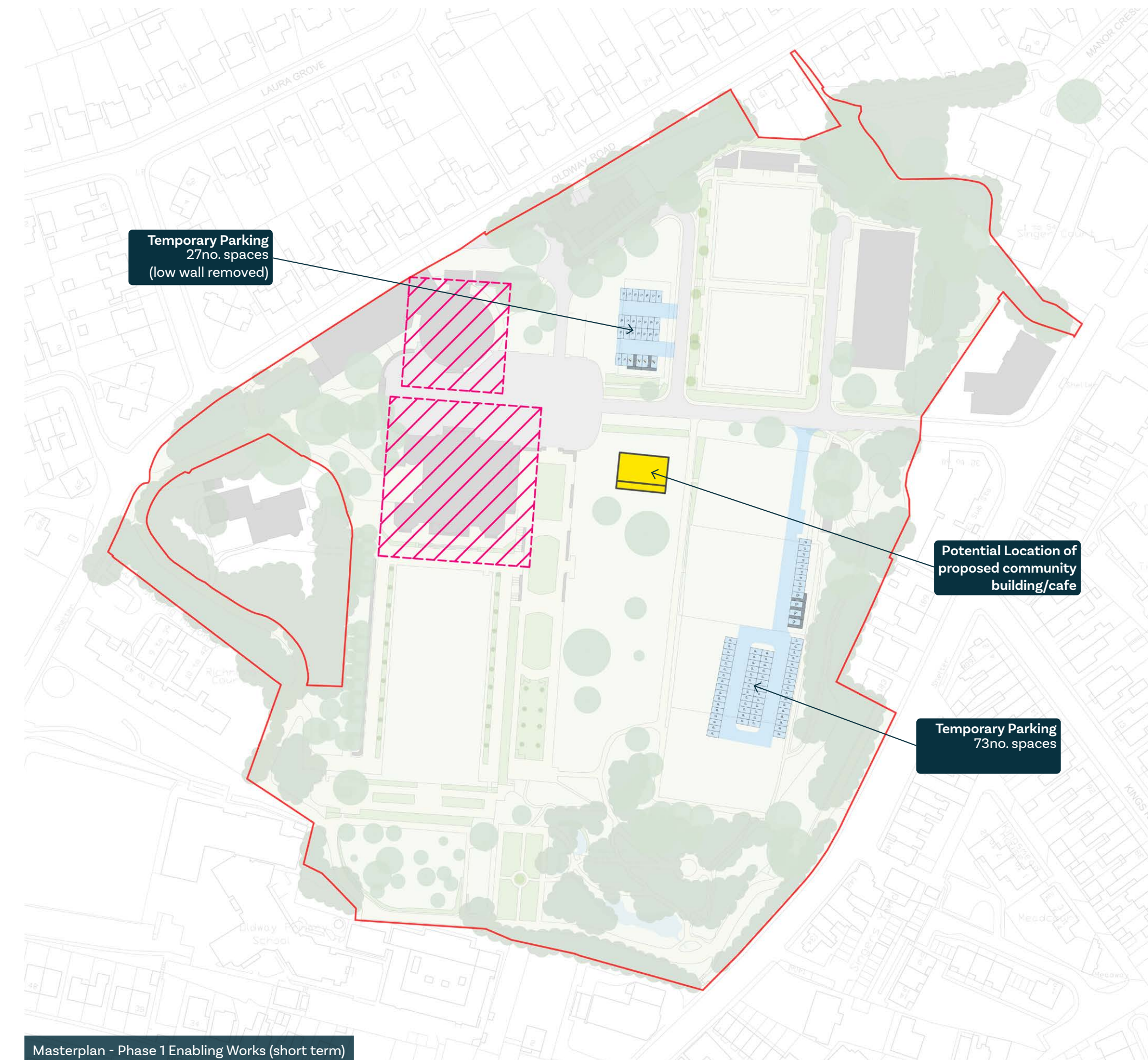
Enhancements will be made to the existing Gardeners area to ensure it is appropriate and safe for use by volunteers and to improve the gardening facilities.



Sketch impression of the East Lawn and proposed community / cafe building



Sketch impression of proposed temporary parking



Masterplan - Phase 1 Enabling Works (short term)

9. Preferred Options

Phase 2 – Restoration & Use, Medium Term

This phase will include the restoration of key garden areas and restoration and conversion of the Mansion in accordance with Conservation Management Plan. Further details on the proposed uses for the Mansion are detailed below.

Within the gardens the forecourt/courtyard will be resurfaced, topped with a pale buff resin-bonded grit or self-binding gravel, to link the Mansion and Rotunda and provide an accessible and historically accurate setting for the buildings. The space will be flexible and provide free and safe circulation by visitors, the option for prearranged drop off at the Mansion for weddings, a small and discreet area for disabled parking and cycle stands (in the shady south-west corner), use for events, controlled access for staff and to Little Oldway, and emergency access.

The forecourt restoration will include for the removal of visually intrusive signage, lighting and CCTV, which is to be replaced by more discreet CCTV fittings attached to buildings, provision of flush uplighters, low level wall or bollard lighting where essential, improved surface water drainage ideally with rainwater storage below ground for garden or grey water use, and reinstatement of a high quality lawn area adjacent to the Rotunda (as recorded circa 1920) and one of the historic stone, cast iron and glass globe lights. The damaged balustrade will be repaired to match the original high quality cast stone/concrete.

The East Terrace will to be restored to its historic design including repaired drainage and surfaces, reinstatement of the northern parterre at the north end of the terrace, the adjacent plat bandes design on the east-west cross axis, and replacement of the overgrown yew cones on the southern bed - reinstating the historic layout prior to circa 1930. The space will be decluttered through the removal of modern additions such as plastic bins, concrete and modern planters, urns and cast iron Tazza.

Historic paths, levels and path gravels across the South Lawn will be restored, along with the restoration of the marble paving of the terrace. The yew cones will be removed, and replaced by recreation of the Versailles tubs using clipped Portugal laurel in place of seasonal citrus trees, as a more sustainable option. The temporary timber shed will be removed along with above ground flood lights, which will be replaced with flush, in-ground uplighters where needed.

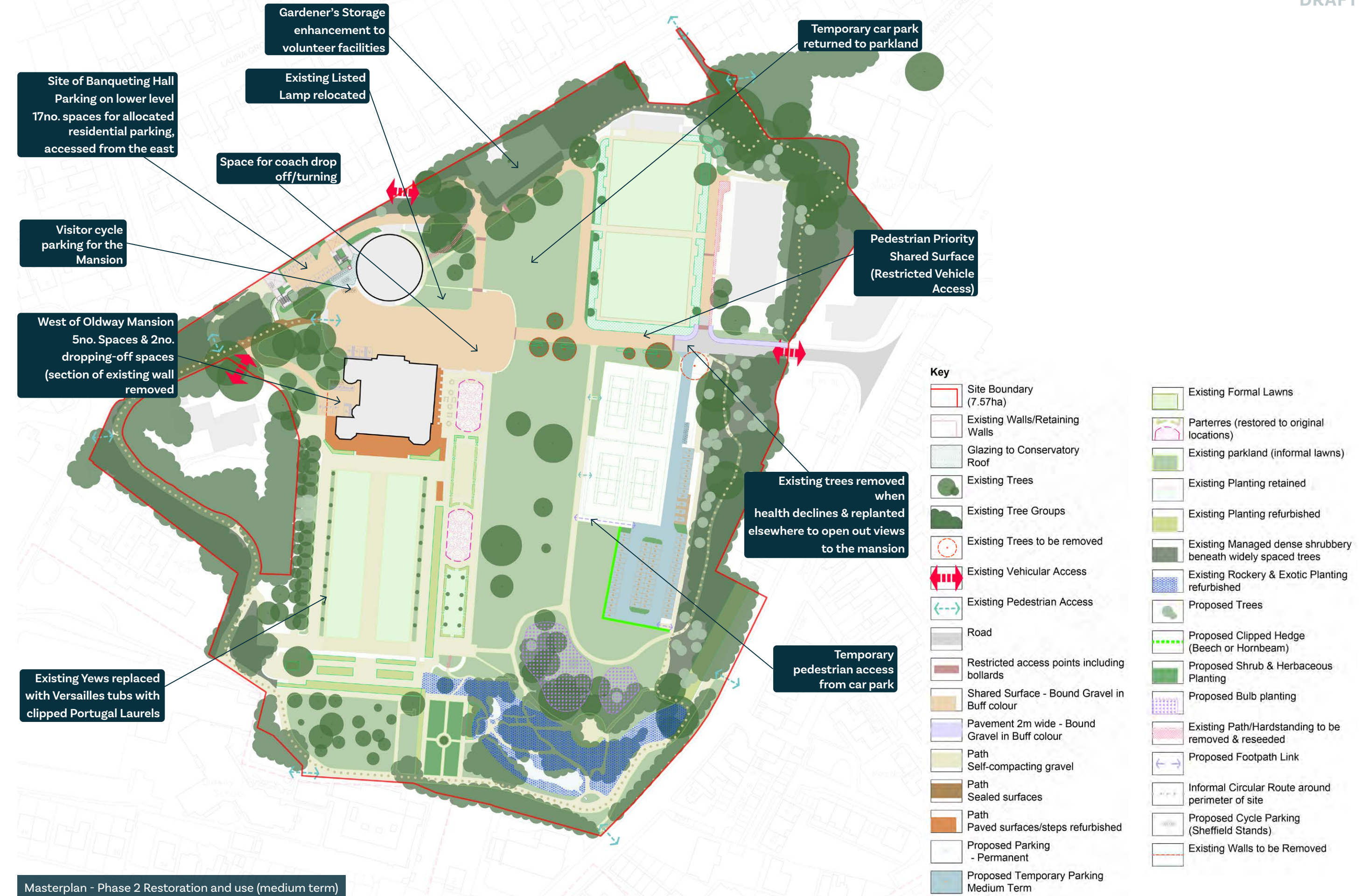
The Grotto and Rockery area will be repaired and restored with works including felling and removing invasive trees and plants growing on and around the rockery and grotto. Repairs will be carried out to the concrete lined pond and water supplies to reinstate a functioning system. Unnecessary signage and clutter in the pond will be removed. Damaged and blocked surface water drains along path routes will be repaired or removed, and paths restored with roadstone and fine bitumen macadam, where needed to create an accessible rockery circuit; elsewhere, paths will be restored with self-binding gravel or grit. Any timber steps to be removed wherever feasible.

Oldway's tree belts and clumps will be thinned to remove dead, dying and diseased trees of low or no significance; improving the growing conditions for retained trees and understorey shrubs and allowing the development of a more open and uneven canopy better suited to a woodland garden. The resulting tree groups more resistance to storm damage, have improved age and structural diversity and support the next generation of specimen trees.

Accessibility within the gardens will be improved by a series of measures including shrub pruning, repair and annual maintenance of bound gravel pathways, restoration, resurfacing and re-creation of gravel paths at six locations around the garden which would increase the choice of circulation routes. Informal play, interpretation and artworks could be incorporated into the outer circuit paths.

Following the restoration and conversion of the Mansion, which will house a new café area on the ground floor adjacent to the East Terrace, the temporary community/ interpretation hub and café and parking south of the Rotunda will be removed and the lawn restored.

During this phase the Rotunda, which is a robust and relatively intact structure, could be brought forward in advance of the completion of the Mansion. There is interest in this space providing part of an improved leisure offer for the site, such as a clip and climb with family activity, and this will be investigated as a priority as proposals for the site are progressed.



Masterplan - Phase 2 Restoration and use (medium term)

9. Preferred Options

Phase 2 - Restoration & Use, Medium Term

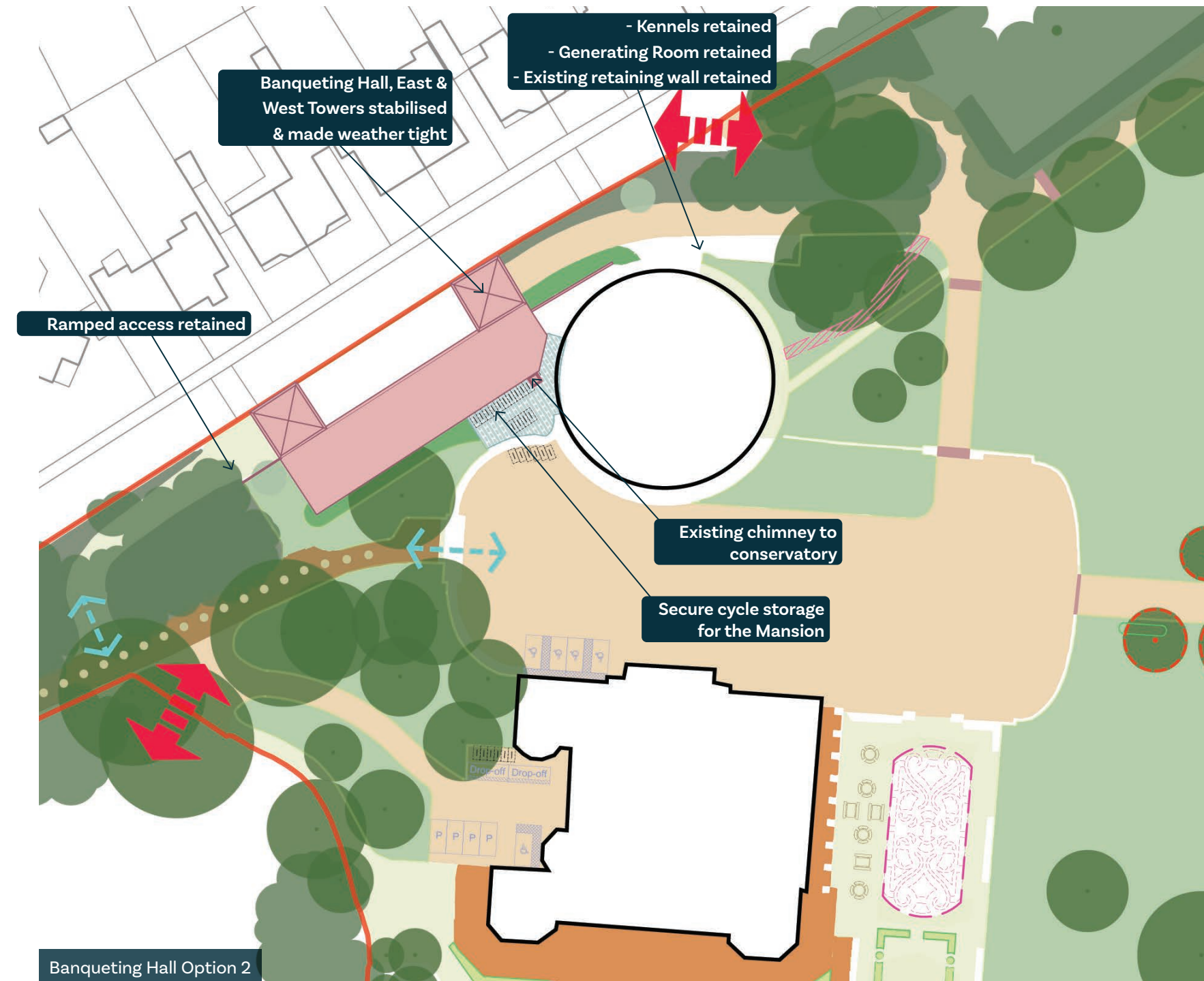
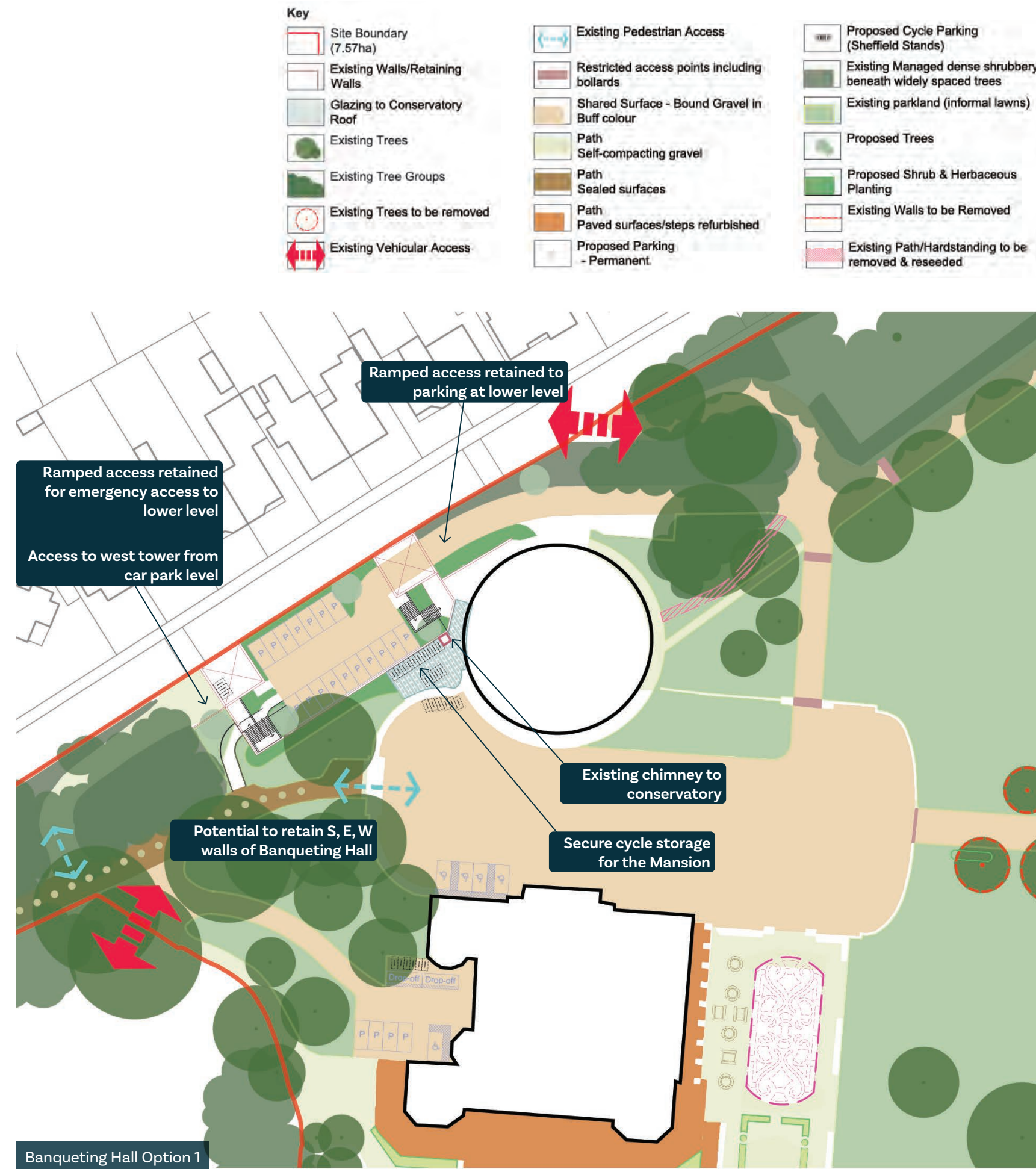
Opportunities to provide parking for the residential uses in the Mansion have been investigated. The preferred option is for the Banqueting Hall to be demolished, whilst retaining the East and West Towers (subject to further investigation and structural appraisal), allowing space to create car and cycle parking and storage space for residents within the retaining walls in this area.

A second option, if this is not achievable, is to retain the Banqueting Hall and East & West Towers and undertake works to stabilise and weather proof to prevent further deterioration. A review of future uses will then be undertaken once other works are complete and future funding opportunities are identified. Parking for residents would then need to be provided within the wooded area between the Mansion and Little Oldway, with access via the forecourt and Porte St Antoine Arch.

Page 39



Sketch illustration showing parking arrangement with restored Towers



9. Preferred Options

Phase 3 - Potential Future relocation of Indoor Bowling Club

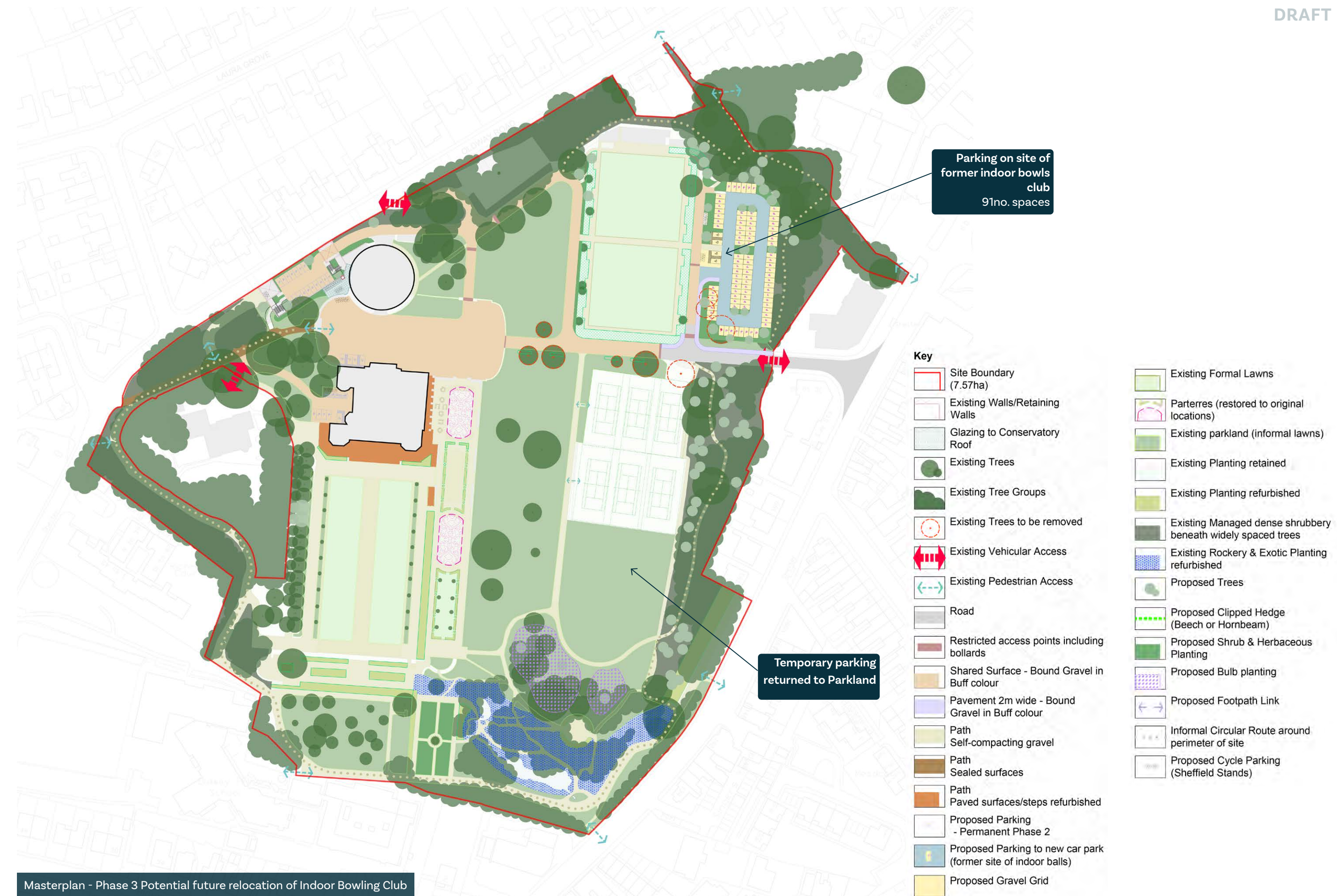
Following the completion of Phase 2 it is anticipated that Oldway Mansion and gardens will be restored and open to the public, with a sustainable income stream and focused site management team.

It is envisaged that the parking provided adjacent to the Tennis Courts is a temporary measure. In the longer term it is proposed to relocate the parking to an alternative location within the site.

The gardens Conservation Management Plan considered options for relocation of this parking and recommends that the indoor bowling club, a modern building which is out of character with the historic nature of the site and negatively impacts upon landscape views of the Mansion building, is relocated off-site and replaced with parking; reopening historic views to/from the Mansion.

This longer-term aspiration to relocate the indoor bowling club within the wider locality, should be progressed in close discussions with the bowling club and will be dependent on the lifespan for the existing building and identification of a site and funding to relocate the facility elsewhere in Paignton or the wider Torbay area. This will need to be undertaken in close collaboration with the bowling club and other stakeholders.

When a suitable site has been acquired, the temporary parking area to the south of the tennis courts can be removed, and the tennis courts reinstated and parkland landscape reinstated.



9. Preferred Options

Oldway Mansion

The preferred option for the Mansion supports the Vision for Oldway by providing multiple facilities that potentially generate revenue through hospitality, recreation, retail, public services, real estate, and tenancy. The key facilities are:

- **Café** - a gathering place where people can socialise, work, or relax and take a break. Promotes fresh, locally made produce, and connects the house and garden activities together.
- **Gallery** - creates opportunities for, and supports, local talent, as well as providing local schools a facility to support the topics they are covering. It could also show additional items presently held by Torquay Museum in storage.
- **Exhibition spaces** - bringing national exhibitions to the people of Torbay as well as immersive exhibitions that tell the story of the Singer family, Isadora Duncan, and the English Riviera as a Geopark.
- **Event Spaces** - for hire by local clubs and societies; wedding receptions; school proms; tea dances; chess championships; business conferences; trade shows, etc.
- **Artisan shops** - support and promote local businesses and reduces the need to travel for unique products resulting in carbon footprint reduction.
- **Registry** - Oldway was the second most popular registry wedding destination, after Gretna Green. The Ambassador's Staircase and setting of Oldway would be an attractive wedding venue choice that is loaded with historical and sentimental ties.
- **A range of 1, 2 and 3 bed apartments** - a more affordable way to live permanently, or for a week or two, with a sense of grandeur and within a beautiful environment with the use of the gardens.

The integration and layering of multiple facilities within the Mansion will balance public and community access creating a place that is dynamic and energetic. Plus, when combined, these facilities not only have the potential to bring large footfall to the site but also encourage increased dwell times and visitor spending - supporting the Mansion's funding and upkeep.

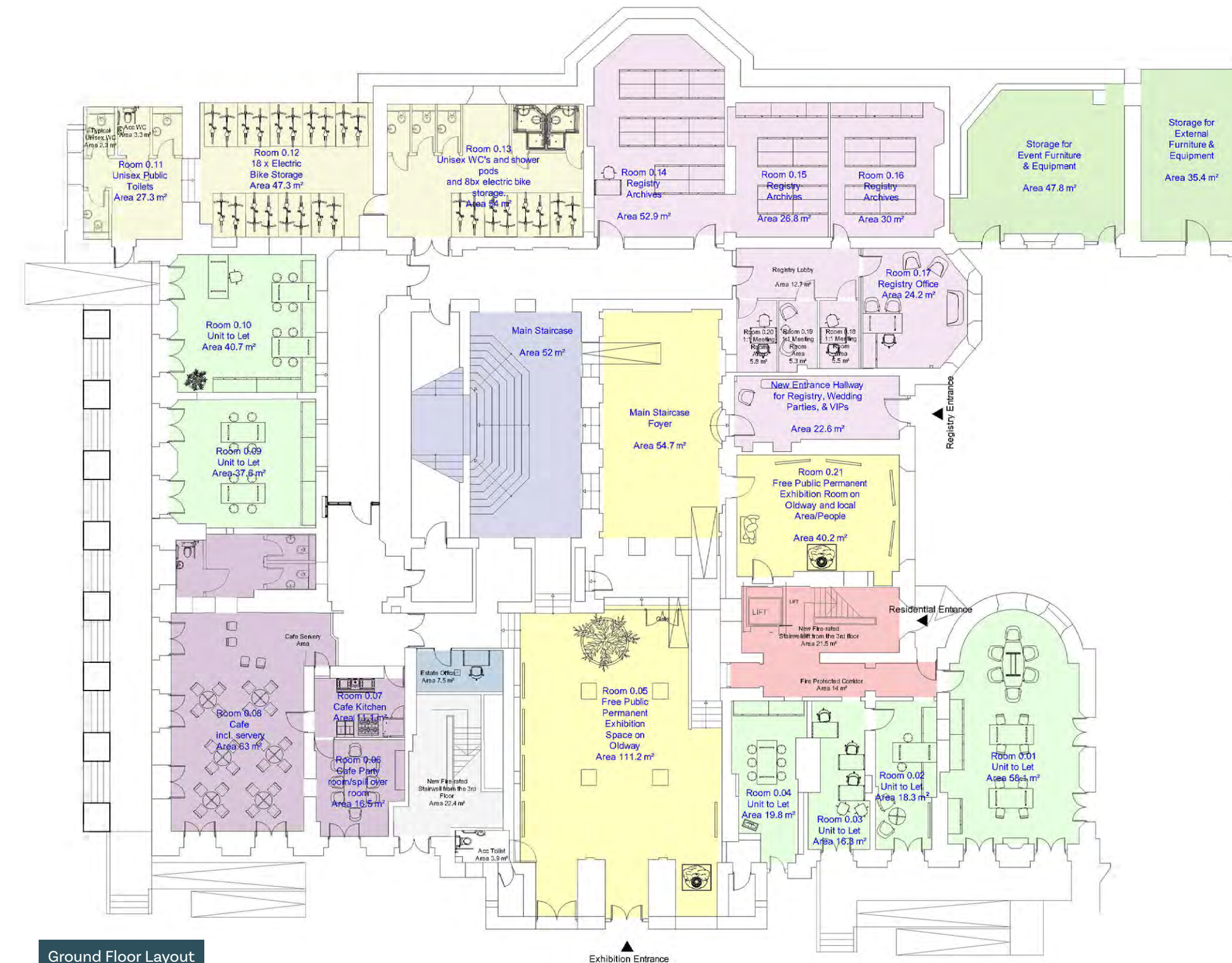
Following the outputs from the Business Plan and Viability Appraisal, Stakeholder Engagement and Public Consultation, the preferred proposal for the mansion is for 14 residential apartments on the upper floors alongside two further flats in the north-western side of the first floor. This option strengthens the Mansion's potential ability to generate income, as the flats will also generate revenue, alongside uses in the ground and first floor facilities.

Following feedback the apartments have been reconfigured to increase the number of bedrooms to make them more attractive to tenants and raise their value. There are now 6 one bedroom flats; 9 two bedroom flats and 1 three bedroom flat.

These apartments would be rented to retain ownership of the Mansion within a single entity, and could be a mix of longer term residential accommodation and short-term holiday accommodation. Short-term holiday accommodation could support the wedding offer at Oldway, subject to consideration of subdivision of the building to prevent conflicts between long-term and short-term lets. A benefit of short-term accommodation would be that it does not limit the upper two floors to a small group of people, making it possible for a wider range of people to spend some time living and experiencing Oldway, and would also potentially reduce conflicts with other uses in the Mansion (particularly for apartments above the main event spaces such as the Ballroom). Residential apartments (short or long term) would create a 24/7 presence on the site, potentially reducing anti-social behaviour and promoting public safety.

Zone	Use	GF	
		m ²	Capacity
Room 0.1	Unit to Let	58	14
Room 0.2	Unit to Let	18	4
Room 0.3	Unit to Let	16	5
Room 0.4	Unit to Let	20	6
Room 0.5	Oldway Permanent Exhibition	111	
Room 0.6	Cafe Hire Room	16	8
Room 0.7	Cafe Kitchen	11	
Room 0.8	Cafe	63	28
Room 0.9	Unit to Let	38	8
Room 0.10	Unit to Let	40	10
Room 0.11	Unisex Public Toilets	27	4
Room 0.12	Electric Bike Storage	47	18 Bikes
Room 0.13	Electric Bike Storage with Showers/Toilets	54	5+8 Bikes
Room 0.14	Registry Archives	53	
Room 0.15	Registry Archives	27	
Room 0.16	Registry Archives	30	
Room 0.17	Registry Office	24	7
Room 0.18	Registry Meeting Room	6	2
Room 0.19	Registry Meeting Room	5	2
Room 0.20	Registry Meeting Room	6	2
Room 0.21	Oldway Permanent Exhibition	40	
	Storage For Equipment	48	
	Storage For Equipment	35	
GIA Sub Total		793	100

Note: Maximum capacity of Residential spaces are calculated to National Space Standard (NSS) compliance.



KEY

Uses

- U1 Accommodation
- U2 Registry
- U3 Public Exhibition
- U4 Public/Private Hire
- U5 Commercial Retail
- U6 Commercial Cafe

Ancillary

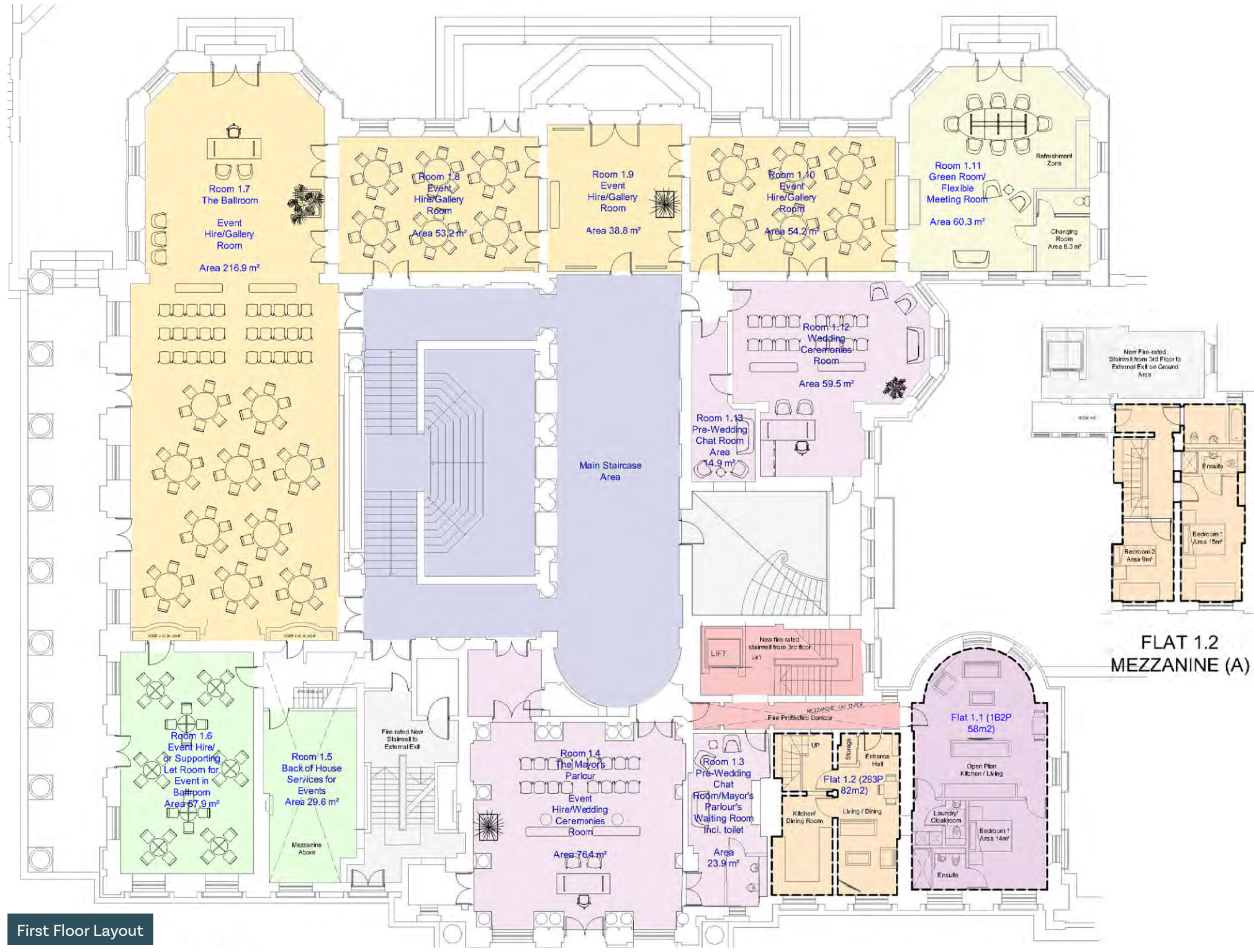
- Main Circulation
- Residential Private Circulation
- Controlled/Registry Circulation
- Public Toilets / Cycle Storage
- Management Space
- External Storage
- Commercial Catering (to support U2 & U4)

Note: Both main stair cores new and Lift shown as diagrams. Final layout to be developed.

Ground Floor Layout

9. Preferred Options

Page 42



First Floor Layout

KEY

Uses

- U1 Accomodation - 1 Bed
- U1 Accomodation - 2 Bed
- U2 Registry
- U3 Public Exhibition
- U4 Public/Private Hire
- U5 Commercial Retail
- U6 Commercial Cafe

Ancillary

- Main Circulation
- Residential Private Circulation
- Controlled/Registry Circulation
- Public Toilets / Cycle Storage
- Management Space
- External Storage
- Commercial Catering (to support U2 & U4)

Note: Both main stair cores new and Lift shown as diagrams. Final layout to be developed.

Zone	Use	FF	
		m ²	Capacity
Flat 1.1	1 Bed (2p)	58	2
Flat 1.2	2 Bed (3p)	82	3
Room 1.3	Registry pre-chat room	24	4
Room 1.4 Mayor's Parlour	Registry weddings / Event hire	76	26
Room 1.5	Back of house	30	
Room 1.6	Event Hire	58	32
Room 1.7 Ballroom	Event Hire / Gallery	217	96
Room 1.8	Event Hire / Gallery	53	36
Room 1.9	Event Hire / Gallery	39	
Room 1.10	Event Hire / Gallery	54	36
Room 1.11	Green Room / Flexible Meeting Room	60	12
Room 1.12	Registry Wedding Ceremonies	60	24
Room 1.13	Registry pre-wedding chat room	15	4
GIA Sub Total		826	275

Note: Maximum capacity of Residential spaces are calculated to National Space Standard (NSS) compliance.



Second Floor Layout

KEY

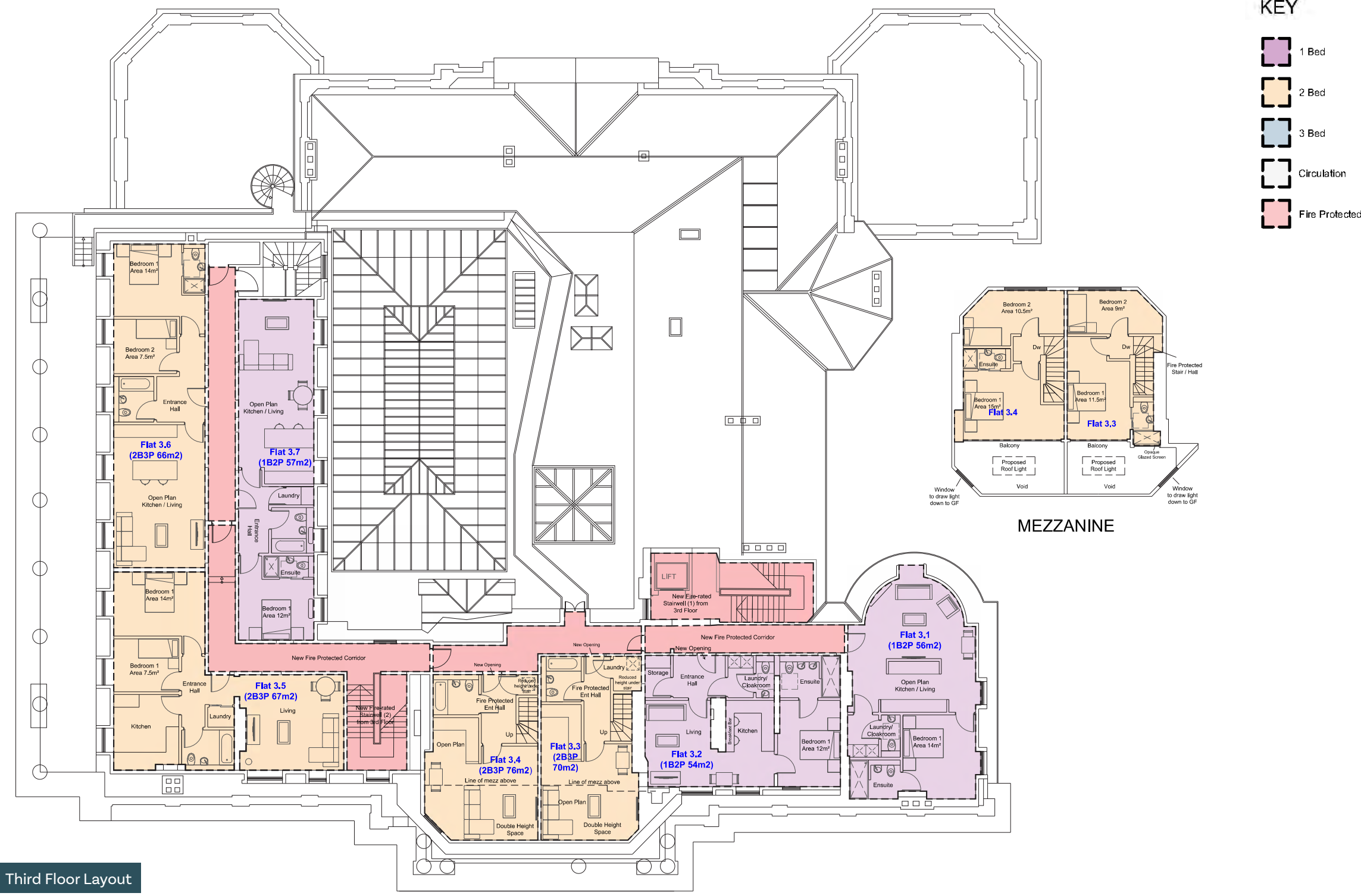
- 1 Bed
- 2 Bed
- 3 Bed
- Circulation
- Fire Protected

Zone	Use	SF	
		m ²	Capacity
Flat 2.1	1 Bed (2p)	56	2
Flat 2.2	2 Bed (3p)	62	3
Flat 2.3	2 Bed (4p)	75	4
Flat 2.4	1 Bed (2p)	57	2
Flat 2.5	2 Bed (4p)	66	3
Flat 2.6	3 bed (4p)	75	4
Flat 2.7 Isadora Duncan Room	1 bed (2p)	65	2
Flat 2.8	2 Bed (3p)	65	3
GIA Sub Total		521	23

Note: Maximum capacity of Residential spaces are calculated to National Space Standard (NSS) compliance.

9. Preferred Options

Page 43



Zone	Use	TF	
		m ²	Capacity
Flat 3.1	3 Bed (5p)	120	5
Flat 3.2	2 Bed (3p)	70	3
Flat 3.3	2 Bed (3p)	76	3
Flat 3.4	2 Bed (3p)	67	3
Flat 3.5	2 Bed (3p)	66	3
Flat 3.6	1 bed (2p)	57	2
GIA Sub Total		456	19

Note:
Maximum capacity of Residential spaces are calculated to National Space Standard (NSS) compliance.

This page has been left blank intentionally.

10. Sustainability & Carbon Reduction

As part of the planned refurbishment of Oldway Mansion, there is a fundamental need to maximise the energy performance and sustainability of the site, improving comfort levels, internal conditions, environmental impact and long-term sustainability, but in a sensitive and appropriate manner that looks after the building fabric and futureproofs the site for future generations.

Running costs in particular are likely to place building performance firmly in the spotlight and impact the ongoing viability of Oldway. The history of high running costs at Oldway and dramatic recent fuel cost increases, in conjunction with the bigger picture of the changing climate, means that a 'do nothing' approach is clearly not viable. Significant improvements are possible in buildings such as Oldway Mansion, but this requires a careful approach based on a sound understanding of the principles and details of upgrading traditional and historic buildings.

A range of options to improve the energy efficiency, comfort, running costs and environmental sustainability at Oldway have been considered - while maintaining the character and building fabric of this historic building. The site has considerable potential to be made far more sustainable in the long term, following best-practice principles for the low-energy retrofit of traditional and historic buildings and demonstrating what is achievable with an informed, sympathetic approach. As detailed proposals for the restoration of the buildings at Oldway are progressed, an integrated approach to building fabric and heating/energy supply will need to be considered to ensure the best outcomes.

The Mansion has been significantly altered over time, providing a precedent for continuing evolution in a sensitive manner. Despite the site's prominence and its cultural and historic significance, it is acknowledged that unless the building is substantially improved both in terms of fabric and services, the long-term viability of the site is threatened. The combination of significant fabric condition issues, ageing, inefficient services and poor thermal performance throughout the building will result in massive fuel inefficiency if left unimproved, with wasted energy contributing not only to

environmental impacts but also to running costs. The changing climate and rapidly-rising fuel costs will exacerbate these impacts if left untreated. However, these threats also provide opportunities, presenting a stronger financial and environmental case for implementing significant improvements to help safeguard the long-term sustainability of the Mansion for the local community and visitors.

While the exact mix of improvement options will be subject to client preference, financial viability and approval from the local authority, based on the assessment in this report a wide range of measures are considered viable. Many of these options should be tied in with the required maintenance works - thorough implementation of which is a prerequisite for an effective, low-risk retrofit. Significant improvements to roofs, rooflights, windows, airtightness and services are all important and achievable priorities, with major redesign of the roof and rainwater management being a key consideration; wall and floor upgrades also potentially applicable depending on budget and aspiration. As well as heat loss through the fabric and gaps in the building envelopes, it is essential to address the considerable overheating issues and the associated indoor air quality and ventilation needs. Renewable energy has also been shown to have considerable potential across the site, primarily heat pumps and solar. A bold approach to design, conservation and sustainability will be critical, in line with local authority guidance.

Initial energy modelling has been undertaken to inform the proportional benefits of different retrofit approaches. Options considered (and potential energy cost savings) include:

Option	Description	Estimated Energy Cost (per annum)	Potential Saving
Baseline	Existing Energy Use	£170,000	£0
Option 1	New Windows, Improved Air Tightness	£116,000	£54,000
Option 2	New Windows, Improved Air Tightness, Internal Floor, Wall, Roof Insulation	£100,000	£70,000
Option 3	New Windows, Improved Air Tightness, Internal Floor, Wall, Roof Insulation, Solar PVs	£80,000	£90,000
Option 4	Option 3 plus Biomass Boiler, Air Source Heat Pumps for apartments	£104,000	£66,000

Other investigations likely to be beneficial include early engagement with Torbay Council's planning team and Historic England, discussions with system providers and installers; opening-up works to assess moisture ingress issues in more detail where required; on-site radon measurement; potential thermal imaging to help identify extent of insulation, air leakage and underlying structure; 2D thermal bridge assessment of any unavoidable gaps in the insulation layer or other vulnerable junctions; and moisture risk assessment for any wall insulation proposals.

While a range of upgrade options have been considered, adopting a fabric-first approach is always recommended in the first instance, and is particularly important where heat pump technology is proposed. All fabric upgrades should follow good-practice guidance for traditional and historic buildings, and consider year-round comfort. Any retrofit measures should be preceded by all necessary works to address maintenance issues and ensure the building is dry, sound, free from inappropriate materials and Retrofit Ready.

Overall savings and specific performance values of upgraded building elements are dependent on final specification, although some indicative values have been provided. In this context it is important to stress the need to balance thermal performance with moisture management to safeguard building fabric. While measures may be adopted according to client preferences to a degree, for the fabric elements this should not be a simple 'pick-and-choose' process with some areas treated and others omitted - it is important to adopt a coherent, whole-building approach regardless of the depth of retrofit targeted in order to create a robust, healthy, comfortable building in the long term and minimise the chance of unintended consequences. The overriding principle is to treat a building as a whole even if scaling back on fabric targets. In order to assign particular measures to particular areas, more detailed audits of roofs, windows, wall finishes and

services will be required. All planned renovation projects will also require more detailed assessment in order to integrate efficiency and sustainability measures at an early stage.

In addition to consideration of energy use within the buildings at Oldway, a strategic approach to access and site wide management should be considered to minimise energy use and carbon emissions, both during operation and the restoration of the site. Opportunities to reduce carbon emissions include:

- *Work with stakeholders and the community to model and understand the current carbon footprint of Oldway and develop a future carbon strategy with the aim of Oldway being a net-zero heritage destination.*
- *Ensure that sustainably sourced, low carbon and locally sourced materials are used for repair and refurbishment of built structures and new elements wherever possible.*
- *Consider the life-cycle of all materials. How long will they last, how much will they cost to maintain, and how can they be reused or recycled.*
- *Ensure that all plant material is sustainably sourced from local peat-free nurseries, and that material is bio-secure to avoid introducing pests to Oldway's gardens.*
- *Ensure that management processes, repair/replacement strategies and costs are considered throughout the design and construction process to ensure that energy use and costs are minimised at all stages in the future management of the site.*
- *Develop a sustainable access strategy that prioritises low-carbon transport modes and provides information for visitors on public and active transport options.*

11. Delivery Strategy / Phasing

The delivery of a masterplan of this scale is a significant challenge and will require commitment from Torbay Council, funders, stakeholders and partners.

The draft project programme and summary of the cost estimate below set out a proposed ten year timescale and key actions to be undertaken to secure the future.

Summary Cost Estimate

- PHASE 1** - £13M* & ** First Stage stabilization works
- ROTUNDA** - £4M (Subject to funding from other source)
- PHASE 2** - £35M* Residential
- PHASE 3** - £2M
- TOTAL** - £54M

* Energy Improvement 50/50% across Phase 1 & 2 - £2M

** Phase 1 costs based on repairs to existing roof form not the remodelled roof profile which would support energy improvement options 3 & 4

The base date of this Order of Cost is set at 2Q 2023. Due to the long term nature of the masterplan delivered across several phases, it has been necessary to forecast inflation based on current BCIS Tender Price Indices up to the end of 2028 (current forecast limit), and beyond at an estimated rate of 3.5% per year. The total allowance for construction cost inflation within phases 1-3 inclusive, are in the order of £6m.

Description	2023	2024				2025				2026				2027	2028	2029	2030	2031
	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4					
Masterplan Report to Torbay Council	█																	
Torbay Council Decision to Proceed	█																	
Appoint Project Manager		█																
Rotunda (Heritage Enterprise Fund)																		
Initial Application		█	█															
Development Phase (inc. planning application)			█	█	█	█	█											
Construction Design, Tender and Set Up																		
Banqueting Hall/Towers Demolitions/Stabilisation			█	█	█	█	█	█	█	█	█	█	█					
Rotunda restoration/conversion - 1 to 2 years																		
Rotunda fitout - Q2 2027														█				
Rotunda opening/operation - 2027/2028														█	█			
Funding Bids & Initial Works																		
LUF Funding Application		█	█	█	█													
Heritage Fund		█	█	█	█													
Heritage Fund																		
Further investigations whilst funding bids progress (e.g. dry-rot)																		
Fund and Appoint Head Gardener ASAP		█	█															
Work with volunteers to enhance garden management (ongoing)				█	█	█	█	█	█	█	█	█	█	█	█	█	█	█
Phase 1A - Enabling																		
Detailed/Construction Design (Phase 1-2)						█	█	█	█	█	█							
Planning Application/Listed Building Consent																		
Tender Process																		
Stabilisation Works to Mansion (Roof, urgent internal/envelope repairs)																		
Install temporary car parks																		
Maintain access to Little Oldway																		
Temporary Tearoom & Community/Interpretation Hub (in front of mansion)																		
Construction Compound																		
Phase 2 - Restoration																		
Mansion Restoration																		
Garden Restoration																		
West/East Towers conversion (if retained) and parking (Temporary tearoom/visitor centre removed)																		
Phase 2 - Opening / Operational																		
Opening of Mansion, Gardens Restored etc.																		
Operational Activities/Management - using temporary car parks																		
Phase 3 - relocation of parking (indoor bowls) - dates TBC																		
Funding for new indoor bowling club and site acquisition																		
Relocation of Indoor bowling club																		
Reinstatement of temporary car park areas																		

12. Recommendations / Next Steps

The condition of the listed buildings at Oldway is not static. All the buildings and the garden are in a state of disrepair and ongoing structural issues, water ingress and vandalism mean that work to halt their decline must commence quickly. If this is not prioritised, further deterioration is likely to mean that the financial cost of saving Oldway will spiral. However, the site has enormous potential and is much loved. We have shown that a restored estate would bring wide ranging benefits to local communities and the project can benefit from Torbay's status as a Tier 1 Levelling Up area. We therefore recommend that Torbay Council prioritises Oldway among its historic assets for a programme of restoration and reuse.

This Masterplan, the Conservation Management Plans, Cost Estimate and other supporting studies clearly set out the scale of the project. We recommend the following key actions to set its delivery in motion:

- Adopt this Masterplan and supporting reports, and commit to the actions set out in the Delivery/Actions Plans.
- Undertake immediate action to stabilise the existing buildings and prevent further deterioration, as set out in the appended Action Plan.
- Set up an Oldway steering group including senior Torbay Council officers and community representatives to steer and support the next phase of the project.
- Regularise the operating basis for the Friends of Oldway and Oldway Gardens Group as recommended through the Developing a Resilient Future for Oldway project.
- Appoint a project director to lead the preparation and submission of first round funding bids, as set out in the bridging proposal for the period January-August 2024 submitted separately to Torbay Council via the existing project board.

- Explore potential funding sources for major funding including Grants for Heritage and Heritage Enterprise from NLHF and central government funds available through the Levelling Up agenda.
- Appoint supporting contractors as set out in the bridging proposals, including a conservation architect to develop and oversee detailed schedules for restoration work and a fundraising specialist to develop a funding strategy.
- Undertake further investigation to the existing buildings as set out in the Conservation Management Plans.
- Work with facilities management staff to develop and implement conservation-sensitive monitoring and maintenance protocols for short and medium term.
- Appoint a Head Gardener at Swisco to work with the Oldway Gardens Group to enhance the existing garden management in advance of restoration works.
- Create a meaningful and engaging brand identity for Oldway that gives form to the project for funders, partners and the public.
- As funding is secured proceed with the development phase, including urgent conservation work, production of detailed plans up to RIBA stage 3, a programme of public engagement with the plans, further development work with the Friends of Oldway and Oldway Gardens Group, engagement with potential commercial partners and delivery phase funding applications.
- As funding is secured, proceed with the final delivery phase, bring parts of the site into use in phases as set out in the masterplan, starting with the Rotunda.

This page has been left blank intentionally.

Sources

- Amion (2010). *The Impact of Historic Environment Regeneration*. English Heritage.
- Britain Thinks (2015). *20 Years in 12 Places: 20 years of Lottery funding for heritage*. Heritage Lottery Fund.
- Crowhurst, M. et al (2022). *Heritage and civic pride: voices from Levelling Up country*. Public First for Historic England.
- Deloitte (2017). *Heritage Works: A toolkit of best practice in heritage regeneration*. The British Property Federation (BPF), the Royal Institution of Chartered Surveyors (RICS), and Historic England.
- Dobson, J. et al (2019). *Space to thrive: A rapid evidence review of the benefits of parks and green spaces for people and communities*. National Lottery Community Fund et al.
- Fujiwara, D. et al (2015). *Further analysis to value the health and educational benefits of sport and culture*. Department for Culture, Media and Sport.
- HAP for Torbay Council (2021). *Torbay Heritage Strategy 2021-2026*. Torbay Council.
- Heritage Lottery Fund (2017). *Ten years on: evaluating the heritage, social and economic/ community impacts of our Heritage Grants Programme (2002-2007) across the UK*.
- Historic England (2019). *Heritage and Society 2019*.
- Historic England (2020). *Heritage And The Economy 2020*.
- Humphrey, M. (2023). *Developing a resilient future for Oldway consultation and engagement report*. Torbay Council
- Price, M. and Keynes, S. (2021). *Heritage, Health and Wellbeing*. The Heritage Alliance.
- Public Health England (2020). *Improving access to greenspace: A new review for 2020*. PHE Publications
- Torbay Council Public Health Knowledge and Intelligence Team (2023). *Torbay Joint Strategic Needs Assessment 2023/24*. Torbay Council.
- Trends Business Research Ltd, NEF Consulting Ltd and Middlesex University (2016). *The role of culture, sport and heritage in place shaping*. The Culture and Sport Evidence Programme.
- YouGov on behalf of Historic England (2018). *Quality of Places*. YouGov.

This page has been left blank intentionally.



Exeter

The Design Studio
Emperor Way
Exeter Business Park
Exeter, Devon
EX1 3QS

Plymouth

The Design Studio
Guardhouse
Royal William Yard
Plymouth, Devon
PL1 3RP

Cornwall

Rm A217, Advent House
Station Approach
Victoria
St Austell, Cornwall
PL26 8LG